



Planning Committee  
10 December 2014

Agenda Item 4

Ward: ALL

Key Decision: Yes / No

**Report by the Director for Customer Services**

**Planning Applications**

**1**

**Application Number: AWDM/0569/14, Recommendation – Approve  
AWDM/0603/14 & AWDM/0661/14**

**Site: Land East of Titnore Lane West Durrington Development, Titnore Lane,  
Worthing, West Sussex**

**Proposal: AWDM/0569/14 – Application for approval of Reserved Matters  
pursuant to Planning Permission WB/11/0275/OUT relating to the  
appearance, landscaping, layout and scale of 93 dwellings in Areas  
1b and 2b.  
AWDM/0603/14 – Application for approval of Reserved Matters  
pursuant to Planning Permission WB/11/0275/OUT relating to the  
appearance, landscaping, layout and scale of 79 dwellings in Area  
1a.  
AWDM/0661/14 – Application for approval of Reserved Matters  
Pursuant to Planning Permission WB/11/0275/OUT relating to the  
appearance, landscaping, layout and scale of 84 dwellings in Area  
1c.**

**2**

**Application Number: AWDM/0815/14 Recommendation – Approve**

**Site: Queens Lodge Guest House, 2 Queens Road, Worthing, West Sussex BN11  
3LX**

**Proposal: Change of use from (use class C1) guest house to house of multiple  
occupation (10 rooms)**

**3**

**Application Number: AWDM/1289/14 Recommendation – Approve**

**Site: The Priory Rest Home, South Street, Worthing, West Sussex BN14 7NH**

**Proposal: Demolition of existing 41-bedroom care home and erection of new 60-  
bedroom care home**

**4**

**Application Number: AWDM/0969/14      Recommendation – Approve**

**Site:                    33 Seldens Way, Worthing, West Sussex BN13 2DL**

**Proposal:            Erection of two-storey two-bedroom house in garden to west with associated external works including pedestrian access to Stone Lane**

**Application Number: AWDM/0569/14,  
AWDM/0603/14 & AWDM/0661/14**

**Recommendation – Approve**

**Site: Land east of Titnore Lane, West Durrington, Worthing, West Sussex**

**Proposal: Approval of reserved matters pursuant to planning permission WB/11/0275/OUT relating to appearance, landscaping, layout and scale of 256 dwellings in Areas 1a, 1b, 2b and 1c**

**Applicants: Bovis Homes, Persimmon  
Homes South Coast, Taylor  
Wimpey**

**Ward: Northbrook**

**Case  
Officers: Jo Morin and Paul Pennicott**



**Not to Scale**

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## **Background**

### The three current applications

These three current applications are three of four reserved matters applications submitted together pursuant to the outline approval in 2012 and are the first phases of the consortium package of detailed proposals with the rest to follow in due course. The consortium comprises three developers, Bovis Homes, Persimmon

Homes South Coast and Taylor Wimpey Southern Limited, and accordingly the site has been subdivided into their three ownerships. Each of the three developers has submitted a current application as described in the proposals section below.

#### The fourth infrastructure application

The fourth application AWD/663/14 is a reserved matters application shared by all three developer partners and relates to the Phase 1 area in respect of strategic roads, drainage, landscape and recreation areas outside the residential development parcels. This application was considered by the Planning Committee on 15 October 2014 and particular consideration was given to the strategic roads within the development, the width of cycleways around the perimeter of the development, the swales and large detention basin and the landscape design.

The Committee raised a number of queries in relation to the application which included whether the main spine road through the development would be free of parking to enable unrestricted access to the development. Officers advised that the development made provision for parking in specific locations such as garage courts but it was anticipated that there would be some parking on the main spine road. The Highways Authority had agreed the proposed road width and had not thought parking restrictions were necessary. However, it was noted that Officers were happy to raise the issue of parking controls with the Highways Authority if requested to do so by Members. An amendment to the recommendation was made to this effect. Planning Committee Minutes – 15 October 2014.

Other matters raised were:

- i. *the location of pedestrian crossings on the main spine road;*

The Committee were shown the location of pedestrian crossings on the Masterplan and raised tables including an additional feature square.

- ii. *concerns regarding the safety, maintenance and aesthetic appearance of the large detention basin and swales;*

Members noted that the swales and detention basin would be of a low gradient 1 in 3 and would be designed to allow easy access for maintenance, with fencing being erected around the large detention basin for safety purposes. The Committee was informed that open land on the site would be adopted and maintained by the Council.

- iii. *the location of the cycleways and their shared usage status.*

Officers identified the location of the off-road cycleways on the Masterplan and the main diagonal route which would be a shared surface used by bicycles, pedestrians and vehicles.

The Committee delegated to Officers responsibility for strongly recommending to West Sussex County Council Highways Authority that parking restrictions be placed on the spine road at the time the development is implemented.

The Committee approved the application subject to Officers being satisfied the submitted details in respect of highways, landscaping and drainage accord with the principles of the outline permission and do not prejudice the development of the proposed Phase 1 residential parcels in a satisfactory matter, and subject to any conditions from consultees that are considered necessary in addition to those imposed at the outline stage.

#### The approved outline application

Previously the outline application WB/11/0275/OUT was approved on 27 April 2012 and was described as 'development of land north of Fulbeck Avenue, West Durrington, for residential development (up to 700 units), recreation, community and education purposes; ground stabilisation; and speed management measures on Titnore Lane. Principal vehicular access and bus routing via Fulbeck Avenue, with Tasman Way providing vehicular access limited to the community facilities and bus routing, and Cherwell Road providing emergency vehicular access only.'

The approved outline comprised:

- up to 700 new homes, including up to 30% affordable housing
- a school site, including playing fields
- a site for a community building
- a site for a GP's surgery
- allotments
- sports pitches
- an all-weather multi-use games area
- open space and informal recreation areas
- play areas for children (LEAP and NEAP)
- nature conservation areas
- landscaping to the north western boundary
- access from Fulbeck Avenue
- bus access from Tasman Way, including access to the community uses
- emergency access from Cherwell Road
- pedestrian and cycle links to all three entrances, footways and cycleways through the site and a trim trail.

The outline planning permission establishes the principle of the development on the site and defines the three points of access, but details of appearance; landscaping, layout and scale are the reserved matters and are the subject of these current submissions. The outline planning permission allows the overall scheme to be phased.

Conditions attached to the outline planning permission also define the form of the submission of the reserved matters. Condition 7 requires that details of hard and soft landscaping be submitted as part of the application, whilst condition 11 requires the submission of details of screen walls and fences to dwellings, condition 13 seeks approval of cycle parking, condition 15 requires the submission of details of external materials and condition 18 requires that a refuse collection strategy be prepared. With regard to blocks of apartments, details of cycle parking (conditions 13 and 23), refuse storage (conditions 18 and 23) and drying areas (condition 23)

are required as part of the submission. Condition 9 requires that landscaping buffers are provided on the edges of the site where it abuts the Site of Nature Conservation Interest and the South Downs National Park: the boundaries of Areas 2b and 3a take account of this requirement, with the buffer outside of the area designated for development. Other infrastructure requirements and site wide issues (such as drainage and contamination/remediation) are to be addressed by the consortium outside of the submission of reserved matters for the residential development.

### The Masterplan

The Masterplan set out the main features of the scheme, predominantly residential with a central open space, school site, community uses, allotments, play areas including a permeable street pattern and linkages to the existing residential areas to the south and east and the commercial centre to the south. The application for outline planning permission was accompanied by a detailed document that combined the Design and Access Statement and Design Codes for the scheme. It defined scale and massing within wide parameters, with minimum and maximum dimensions given for width, depth and heights of houses, apartments and garages. It is intended that the majority of new homes will be 2 or 2½ storeys in height and that the scheme will be developed at an average net density of 37 dwellings per hectare. The higher density areas will be along the main streets, with the density of development decreasing towards the rural edge to the west of the site and, where appropriate, against the existing properties to the east of the site.

Through the Design Codes thirteen Character Areas are identified that respond to three themes referred to as residential areas, spaces and edges. Not all are applicable to Areas 1a, 1b, 2b and 1c but those that cover the land parcels that are the subject of this submission are:

### Residential

#### i. R1 Main Street

- Terraces, semi-detached and detached units: Near continuous building line.
- Generally 2 to 2½ storeys, with 3 storeys at key locations and groupings to aid legibility.
- Similar sized units grouped together to create a formal rhythm.
- Shallow front gardens: 1-3m set-backs, often block paved, with a mix of low walls and railings to distinguish private and public space.
- Carriageway and pavements will be bitmac, with a change of surface material at key points for traffic calming or at footpath crossings.
- Residents' parking will generally be courtyard parking, with parking spaces located behind the main building line.
- Where there are swales between the road and the housing, rear courtyard parking should be used, and crossings of the swales should be kept to a minimum.
- Visitors' parking will be provided in groups of 2 to 3, in dedicated areas off the main carriageway. These spaces should have a different surface material to clearly distinguish the bays.
- Street trees should be used where space allows, and similar species should be grouped together to create a distinctive character within a specific area.

The trees should not create a strong avenue, but rather be grouped and located to emphasise and frame specific views and areas.

ii. R2 Secondary Street

- More varied building line with short terraces, semi-detached and detached units.
- Mostly 2 storeys, with 2½ storeys at key points and groupings.
- Short front gardens: generally 1-3m set-backs, with few block paved front gardens. Railings or hedges should be used to border front gardens, with low walls and railings employed at key nodes.
- Bitmac streets and pavements, with a change of surface material for traffic calming and at footpath crossings.
- Street trees should be used where space allows, and similar species should be grouped together to create a distinctive character within a specific space. The trees should not create a strong avenue, but rather be grouped and located to emphasise and frame specific views and areas.
- Residents' parking will be a mix of on-plot and courtyard parking, with parking spaces located behind the main building line.
- Visitors' parking will be provided in groups of 2 to 3, in dedicated areas within the verge space.

iii. R3 Copse View

- Frame views to Highdown Hill and the existing on-site copse with a strong, continuous frontage.
- Mostly 2½ storeys to frame the vista. Some 3 storey on corners could be used to provide variation to the roofscape.
- Clipped hedges along front garden boundaries.
- A limited palette of plants and small trees or specimen shrubs should be used to ensure a harmonious street scene.
- Parking will be on-plot.
- A block paved shared surface should be used along the length of the vista to create a cohesive character

iv. R4 Pedestrian and Cycle Link

- Create a well-defined, clearly signposted pedestrian and cycle link through the Application Site.
- Ensure the footpath is overlooked by fronting the housing onto it.
- Footpath should be surfaced in a material suitable to all users. Where the path crosses the streets, a different surface to the main street surface should be used.
- The route should be sensitively lit.

Southern Section (where route passes between houses)

- Housing should face onto the route to create a high density built form.
- The building line should step out to create small squares along the route and to create intermittent focal points

- Short terraces, semi-detached and detached units, with limited gaps between buildings. 2 to 2½ storeys.
- Front gardens will be up to 4m in depth, with varied set-backs in the building line.
- Railings and hedges should be used to delineate the private and public spaces. Block paved front gardens may be used at key points to emphasise the space.
- Residents' parking should be behind the building line and well clear of the foot/cycle way.

## R5 Neighbourhood Housing

- Mix of building types with terraces, semi-detached and detached units. 2 to 2½ storeys.
- Varied and interesting building lines, with incidental hard and soft spaces created within the street scene.
- On smaller scale streets a variety of set-backs and front garden depths should be created. Max. 4m front garden depth, with a mix of hard and soft front gardens.
- Mews will be characterised by minimal building setbacks and will often have no or short front gardens in block paved materials.
- Different surfacing materials will be used to create distinct areas, and a mix of railings, hedges and low walls may be used to front gardens. Front gardens may also be left without boundary treatments within this area.
- Planting and trees in grilles may be used in block paved areas as well as in incidental open spaces to soften the street scene.
- Parking will be provided in a variety of areas. Dedicated on-street parking, softened by planting, as well as courtyards and on-plot parking areas should be used. Incidental spaces should be created for visitors and short-term parking.

## Spaces

### i. S1 Gateway

- A high density character with strong building line. Town houses and terraces should frame the space.
- A key building should be created as a focal point at the termination of the vista from the entrance road off Fulbeck Avenue.
- 3 storeys are appropriate in this node.
- Buildings on the east side of the node should create a pinch point to mark the route of the Main Street through the node.
- In order to maintain a continuous building line, there should be no vehicular access to the fronts of properties here. All vehicular access should be via rear courtyards, but the properties should have pedestrian access to the nodal space.
- A raised street surface should be used to mark the node.
- Within the parkland and green space along the entrance road, the existing trees and hedgerows will be retained. The green space to the west of the

road will have a parkland character, with short grass and meadows leading down to the balancing pond

ii. S2 Copse

- Terraced or semi-detached units with minimal breaks in the building line.
- 2½ storeys to frame the space.
- Lanes in front of the houses to access the properties. Block paved to create a slow traffic environment and a shared surface.
- Parking may be on-street in groups of 3 to 4 spaces, or on-plot behind the building line.
- Max. 4m setbacks off the street, with soft landscaped front gardens.
- Front garden boundaries can be left open or have hedges or estate fencing to distinguish the space.

iii. S3 Central Green

- Buildings to frame and define the space. Strong, regular building line.
- 3 Storeys, terraced and linked buildings. Focal point created to terminate the Copse View vista.
- The building lines should be close to the edge of the street and green, to enclose the space. Front gardens may be open to the green, or have railings or low walls with railings to designate the boundary.
- Vehicle speeds controlled by creating a shared surface with a change of surface material to identify the space.
- Some public parking to be provided within the space, but residential parking to be provided behind the buildings in courtyards.
- Good pedestrian links across the green space. Paths could be finished in bonded gravel in this more formal area.
- Balancing pond to form a feature within the green along with the retained trees and hedges.

## Edges

i. E1 Woodland Edge

- Min. 15m deep landscape buffer planting.
- Back gardens must have high fences with additional trellis panels on top, and there should be no access from the gardens into the woodland.
- Mix of detached and semi-detached up to 2 storeys high, but terraces may be used at key corners or to terminate views.
- West of the character area defined by small scale streets with more detached houses and a less formal building line.
- Set-backs can be up to 5m in depth to provide opportunity for landscaping to the front gardens.
- Boundary treatments to front gardens may be estate fencing or hedges, or gardens may be left open.
- Parking will be on-plot or in dedicated on-street spaces in groups of 3 to 4, softened with planting.

- The frontages along the eastern side of the Woodland Edge should be treated the same as frontages along R2 - Secondary Streets.
- ii. E2 Green Edge
- Mostly semi-detached or detached units with larger breaks between buildings to create a softer building line.
  - Terraces should be used in key locations such as on corners or fronting play areas, to create to aid legibility.
  - Mostly 2 storeys, with 2½ storeys at key points.
  - The building line can be varied with varying set-back depths up to 5m, with open front gardens, hedges, estate fencing or picket fencing to front boundaries.
  - Front gardens will be soft landscaped to reflect the character of the adjacent green spaces.
  - The roofscape should be varied and include architectural features such as dormers to create variety to the roofline, thereby creating a softer edge to the development.
  - Planting in these areas should frame and filter views of the dwellings rather than screen them completely. Similarly, vistas are to be created out from the character area towards the open space. Hedgerows should be used to screen carparks.
  - Parking can be on-plot or in courtyards. Incidental parking spaces can be provided on the road for visitors and short term parking.
  - Fencing or boundaries such as timber knee rails or bollards should be placed within the green spaces adjacent to the lanes, to prevent vehicles entering the green spaces

N.B. It is against these stated objectives for each of the character areas that the current applications should be judged.

## **Proposal**

The proposed development comprises a mix of 256 family houses plus associated roads, paths, car parking and landscaping. Vehicle access to the site will be from Fulbeck Avenue from the existing roundabout to the south of the site, as approved in the outline planning permission, with pedestrian and cycle access from Cherwell Road and Tasman Way plus a separate route to the community facilities. The proposed buildings and the layout of the site are said by the applicants to have been designed in accordance with the Design and Access Statement and Design Code submitted as part of the application for outline planning permission, based on a series of character areas that are devised to create a sense of place with modern housing combined with some traditional residential vernacular features.

The current proposals comprise the following three applications:

AWDM/0569/14 (Bovis Homes) - Application for approval of reserved matters pursuant to Planning Permission WB/11/0275/OUT relating to the appearance, landscaping, layout and scale of 93 dwellings in Areas 1b and south part of 2b

which are located immediately north of the Fulbeck Avenue main entrance to the site.

AWDM/0603/14 (Persimmon Homes South Coast) – Application for approval of reserved matters pursuant to planning permission WB/11/0275/OUT relating to appearance, landscaping, layout and scale of 79 dwellings in Area 1a which is the parcel on the south eastern corner of the site just north of Tesco and next to Canberra Road to the east.

AWDM/0661/14 (Taylor Wimpey Southern Limited) - Application for approval of reserved matters pursuant to Planning Permission WB/11/0275/OUT relating to the appearance, landscaping, layout and scale of 84 dwellings in Area 1c which is immediately west of the Fulbeck Avenue entrance and due north of Titnore Lake.

### **Site and surroundings**

The site is about four miles (seven kilometres) north west of Worthing town centre on the edge of the built-up area and close to the South Downs National Park the boundary of which runs along the north side of the A27 and incorporates the grade 1 Castle Goring and its walled garden to the north west. The site is bound by housing to the east with a mixture to the south of housing, retail, leisure, woodlands and open space. There is further woodland and agricultural land to the west and to the north. In addition to the historic Castle Goring there is a small conservation area of listed domestic properties and separately, due north of the site, is a small enclave of listed buildings including the Coach and Horses public house that fronts the A27. The trunk road forms a physical barrier to the north but provides no direct access to the site. Forest Barn Mews, a recently constructed residential courtyard development, sits adjacent to the north west corner of the site. To the south of the site is the recently redeveloped Tesco store which includes a small retail mall and a new adjacent community centre that forms the commercial core of West Durrington. Titnore Lake wraps around the south western boundary.

Area 1a is to the east of the Fulbeck Avenue entrance. Areas 1b and the south part of 2b are within the central section of the site straddling the hedged field boundary that runs north to south through the middle of the development site and to the south of the Central Green which will form an informal recreation area. Area 1c lies to the west of Fulbeck Avenue and north of Titnore Lake which encloses the south western corner of the site.

### **Supporting statements**

#### AWDM/0569/14 (Bovis Homes)

The application is accompanied by a Design and Access Statement and an Environmental and Sustainable Credentials Report and Statement.

#### AWDM/0603/14 (Persimmon)

The application is accompanied by a Design and Access Statement Addendum, an Environmental Impact Assessment Statement, a Sustainable Drainage Systems report and a Briefing Note on the Ecology Survey Update. The applicant states that the Environmental Impact Assessment submitted with the outline application has

been reviewed and the conclusions remain current. The ecological surveys have been updated as part of the ongoing management of the site. The application is accompanied by an assessment of the Environmental Impact Statement and an update of the ecologically survey.

AWDM/0661/14 (Taylor Wimpey Southern Limited)

The application is accompanied by a Design and Access Statement, Statement of Community Involvement, an Environmental Impact Assessment Statement, a Sustainable Drainage Systems report and a Briefing Note on the Ecology Survey Update.

## **Consultations**

The following responses apply to all 3 applications:

**The Highways Agency** raises no objection

**The Environment Agency** states that it has no objection to the proposal but refers to its previous recommendation of a series of conditions on the outline permission WB/11/0275/OUT which were included in the decision notice as conditions 30, 31, 32, 33 and therefore this reserved matters application will need to conform to these condition requirements.

**Southern Water** states that the comments made in its original response to the outline application on 30 January 2012 remain unchanged and are valid for this reserved matters application.

### **Adur and Worthing Councils:**

**Technical Services Manager** comments that:

The following comments need to be read in conjunction with those for AWDM/0661/14, AWDM/0569/14 and AWDM/0663/14.

- The Flood Risk Assessment, produced by PFA dated March 2011, indicated at paragraph 15.4 page 23 of 27 that *“the use of infiltration systems has not been considered feasible on the site due to ground conditions.....”*. Therefore, although not stated I assume all roof and highway drainage is piped to the peripheral swales.
- It is noted that the roads are all designed to shed water to road gullies including the block paved areas, this is confirmed on drawing W420/109.
- It is noted that within application AWDM/0569/14 it is stated that all houses will be provided with water butts, this is not mentioned on this application, although we believe it should.
- On the basis that all properties are connected to the development surface water sewers and comments on this system will be made against application

AWDM/663/14, at this point we do not wish to comment further, however as the works progress please include us in correspondence as necessary

**The Environmental Health Manager** comments that she does not have much to say on these applications but based upon the overall plan of Phase 1 the type of issues that may need firming up at some point mainly relate to the construction phase ie hours of working, dust suppression, lorry movements, noise impact of increased traffic flow air quality in relation to parking, bus and cycle routes. A further consideration would be gas from the landfill north of the A27.

She adds that Phase 2 will need to have additional controls to protect properties adjacent to the A27 from traffic noise and also to protect Phase 1 properties from construction and environmental impacts of building phase 2.

**The Parks Manager** states that he can support the proposed landscape details for the three remaining applications AWDM/0569/0603/0661/14 and that the plants chosen and their planting specifications can be expected to provide a good basic green infrastructure in the space available for the residential areas as set out and compliment the proposals for the nearby public open spaces.

The **Housing Strategy and Enabling Officer** is satisfied that the applications from Taylor Wimpey and Persimmon meet the requirement as set out in the s106. Whilst the submission from Bovis Homes falls short of the 'pro rata' requirement for this first phase of development, he is satisfied with the further explanation that the full 30% affordable housing provision will be provided by Bovis Homes across their wider site area.

The **Waste Strategy Manager** raises no objections but finds that there are a few houses where special arrangements will have to be made by agreeing collection points because the refuse lorry cannot get close enough.

The following responses relate to the 3 individual applications separately as set out below:

#### **AWDM/0569/14 (Bovis Homes)**

**West Sussex County Council** as the local highway authority comments as follows:

1. Visitor parking to be shown on road running alongside Plots 71-80;
2. Tactile details to be shown where access roads joins spine road;
3. Link to central shared footpath/cycleway to be moved south (to emerge in front of plot 60) to avoid direct conflict with section of roadway in front of plots 86 and 87 (and fence to be suitably amended and tapered either side to provide visibility splays);
4. Service margin to be shown along eastern side of access road in front of plots 86 and 87;
5. Swept path diagrams demonstrating suitability to turn a fire appliance/refuse vehicle area required following amendment to the access road serving plots 27, 28, 29, 32 and 33;

**South Downs National Park Authority** comments as follows:

Having looked at these phases of the application for reserved matters, it appears that area 2b would be closest to the SDNP boundary. I note a 15m landscaping buffer with the NP and welcome this. However, a 20m buffer would be more effective and may need to be graded to provide the best possible screen from the new housing and help to provide an improved transition from urban to rural, in particular as a National Park. Also, it is important that the dwellings and gardens are set to as low a ground level as possible and of a maximum of two stories in this location. In order to make this proposed landscape buffer as effective as possible, together with the previous comments, it would be helpful if the landscape buffer could include planting of appropriate and native mature/semi mature trees to provide a more dense wooded area to complement the existing trees on this Western boundary. Also this landscape buffer could be a positive biodiversity enhancement area to compliment and dovetail with the existing biodiversity of the SDNP.

It would be beneficial to help connect the National Park to the scheme if foot/cycle path corridor/s could be sensitively integrated into this scheme, to help promote the special qualities of the SDNP.

In consideration of the above and the determination of this application, the SDNPA would also draw attention to Adur/Worthing Council, as a relevant authority, to the Duty of Regard, as set out in the DEFRA guidance note:

It may also be helpful to consider the development in the context of the adopted SDNPA Partnership Management Plan and National Park Circular 2010 for guidance on these issues.

The SDNPA trust that the above comments are helpful to Adur/Worthing Council in the appraisal and determination of this planning application in consideration of the setting of the South Downs National Park.

**Sussex Police, Crime Prevention Design Advisor**

The Design Advisor comments the development in the main has outward facing dwellings with back gardens which has created a good active frontage with the streets and the public areas being overlooked. Parking in the main has been provided for with in-curtilage parking which should leave the street layout free and unobstructed. Where communal parking occurs it is important they spaces must be in the view of an active room within the property. An active room is where there is direct and visual connection between the room and the street or the car parking area. Such visual connections can be expected from rooms such as kitchen and living rooms, but not from bedrooms and bathrooms. Gables ended windows can assist in providing observation over an otherwise unobserved area. To assist in providing observation into otherwise unobserved areas such as rear parking courts, it is recommended that those rear gardens adjoining the courtyards have 1.5 metre high close-board fencing topped with 300mm of trellis. This arrangement provides a security height of 1.8 metres yet allows for observation through it.

With regards the green areas, it will be important to control planting within these areas to allow good arcs of surveillance and it is recommended that ground planting is not more than 1 metre with tree canopies no lower than 2 metres to provide a window of observation through the green space.

### **AWDM/603/14 (Persimmon)**

**West Sussex County Council as the local highway authority** comments as follows:

1. The tie-in of the footways into the shared surface needs to be shown in more detail (including tactile paving).
2. Clarification of surface treatment to be provided.
3. Sight line splays to be shown at all junctions and communal access points serving multiple properties (MfS for 30mph speed limit – 43m).
4. Fire and Rescue access to plots 23, 32, 33, 34, 35, 48, 49 and 50 need to be checked in detail. WSCC currently checking with Fire and Rescue Service Access and Water officer – comments to follow.
5. Recommend that garage doors be widened throughout the scheme wherever possible, to encourage use (from 2.0m to 2.2m).
6. Drawing has been scanned faint – a further copy of the plan required showing improved definition of colours required.
7. Public Rights of Way consulted – comments awaited and will be forwarded when available.

**South Downs National Park Authority** states that as this phase is set against the urban context of West Durrington, it is unlikely to have any significant impact on the setting of the South Downs National Park to the east and would not therefore raise any objection to this phase of the development.

### **Sussex Police, Crime Prevention Design Advisor**

The Design Advisor comments that the development in the main has outward facing dwellings with back to back gardens which has created a good active frontage with the streets and public areas being overlooked, however, there are rear access pathways that provide unobserved access to the rear gardens of a number of the dwellings. The Advisor is pleased to note that rear pathways are protected by a gate. Parking in the main has been provided for with in-curtilage parking which should leave the street layout free and unobstructed. Where communal parking occurs it is important that they must be within view of an active room within the property. An active room is where there is direct and visual connection between the room and the street or the car parking area. Such visual connections can be expected from rooms such as kitchens and living rooms, but not from bedrooms and bathrooms. Gable ended windows can assist in providing observation over an otherwise unobserved area. To assist in providing observation to an otherwise unobserved parking area, it is recommended that rear gardens that overlook rear courtyard parking have a 1.5 metre high close board fence topped with 300mm of trellis. This arrangement provides a security height of 1.8 metres yet allows for observation through it.

It is recommended that anti-vehicle measures are introduced to the path access points to remove access by unauthorised vehicles onto walkways and cycle-ways.

AWDM/0661/14 (Taylor Wimpey Southern Limited)

**West Sussex County Council** as the local highway authority comments as follows:

1. Tactile paving to be shown at two points – a) where road joins 'feature square' adjacent to plots 70-72, and b) adjacent to plots 12 and 44.
2. Query road surfacing for section of road running in fronts of plots 64-70 and 79-84. Blacktop could give the appearance of being a traditional road, whereby drivers might not appreciate that footways are not present. Recommend that either footways are provided or surface changed to blockwork in a contrasting colour to the 'feature square'.
3. Remove notional footpath crossing point shown on road opposite plot 60 (as it could lead to confusion for users).
4. Shorten footway on south-east side of junction opposite plots 3 and 4 to discourage pedestrians crossing at incorrect place away from tactile paving.
5. Confirmation that all garages (other than those cases where garage is enclosed under a specific dwelling type – when it will measure a minimum of 3m x 5m) will have internal dimensions of 3m x 6m and have garage door openings of minimum 2.2m.
6. Please provide 2m wide service margin in front of plots 45-54.
7. Parts of the road running in front of plots 45-54 measure 4.1m wide. This should be increased to a minimum of 4.8m.

The **Sussex Police, Crime Prevention Design Advisor** comments that in the main the development has been designed with blocks of outward facing dwellings with back to back gardens. This has created a good active frontage with the street and the public areas being overlooked, with a minimum number of vulnerable pathways to the rear gardens. The Advisor, whilst pleased to note that rear pathways are protected by a gate, has queried the existence of the path leading from the parking bays to the rear garden of Plot 1 as there is suitable access from the other side of this Plot and as shown the path would provide unnecessary access to the rear gardens of four other properties.

Parking in the main has been provided for with in-curtilage parking bays, plus rear parking courtyards and on-street parking. It is considered this should leave the street layout free and unobstructed. Where communal parking occurs it is important that they must be within view of an active room within the property, an active room being where there is direct and visual connection between the room and the street or the car parking area. Such visual connections can be expected from rooms such as kitchens and living rooms, but not from bedrooms and bathrooms. Gable-ended windows can assist in providing observation over an otherwise unobserved area. To assist in providing observation into an otherwise unobserved area such as this, the Design Advisor recommends that the rear gardens that overlook the rear courtyard parking have 1.5 metre high close board fencing topped with 300mm of trellis as this allows for a security height of 1.8 metres yet allows observation

throughout. This will assist in providing surveillance from the dwellings into the rear pathways ensuring loitering and unauthorised access is kept to minimum.

## **Representations**

15 letters of representation have been received and the points raised are summarized below and, it can be seen that they relate to the overall development and not specifically to the content of the current three individual reserved matters applications. The points made are:

- The voting by Members of the Planning Committee on the outline was close and confusing and a recount was required. It did not appear to follow due process, the meeting was truncated and some people did not get chance to speak.
- Transport is one of the most difficult aspects of this development and this could be solved by using brownfield sites instead and allowing conversion of vacant commercial properties in the town centre into residential
- The outline was considered before the recent flash floods in Worthing and the Met Office warning and so the drainage proposals should be re-examined. The drainage ponds appear to be an untried solution.
- Groundwater is close to the surface in this area with historical reference to swamp land but the developers do not appear to have produced the figures to back up their claim that the sustainable drainage system will be able to cope.
- No information has been provided to show how the depression in the field north of Tasman Way will be stabilized. With a water pumping station hole nearby which is an aquifer, any deep drilling, high pressure chemicals or compaction could contaminate the local water supply
- It appears that properties are only being built to the 2010 level 3 rating of energy efficiency which means that 75% of the energy would be wasted. With gas and electricity prices rising houses should be capable of using natural resources. Europe builds to level 5 which is 70% better
- There would be a huge increase in traffic particularly heavy lorries
- Titnore Woods still get flooded and with such a large area proposed to be hard surfaced the Rife will struggle to take this extra water
- The larger drains will cause misery for local residents while they are being built and these drains will struggle to cope with all the domestic housing needs without taking floodwater as well.
- Compensation should be paid to any residents who experience flood damage as a result of the development
- The development will destroy the wildlife in Titnore Woods
- Yeoman Road and Romany Way already suffer from congestion in the mornings and these local roads cannot take extra traffic.
- Access for construction traffic should be controlled to certain routes only with the weight restriction on New Road rigorously applied.
- Although consultants say that the site is of low ecological importance local knowledgeable residents have recorded kestrels, bats, dormice and continental swallow butterfly on site. No independent studies of this site have been made.

- Construction traffic will seriously affect the amenities of local residents due to noise, pollution and mud on roads.
- The layout provides an inadequate buffer zone between the development and Adur Avenue and the new properties will have an adverse effect on levels of privacy and will increase noise.
- Three storey houses are out of keeping with the adjacent Fleetwing development which is a mix of two storey houses and bungalows.
- Tasman Way will become a bus route which will cause highway safety concerns for pedestrians in that area which is quiet at present and not a through road. There will be bus pollution and potential damage to parked cars.
- There are too many obstructions and dangers in Tasman Way and the school will attract parents for dropping off and picking up children
- There is already late night activity and noise in Tasman Way with Tesco without so many new houses.
- The fields currently provide a quiet recreation area in the summer evenings but this area will become over developed with housing, services advised residents to prepare recreation facilities, a school and a surgery and will affect property values.
- The bus access points should be properly constructed and maintained to avoid misuse.
- There are grave concerns that Fulbeck Avenue is the only access to 700 homes plus a school, surgery and recreation facilities.
- In June the winterbourne stream or rife was at the point of seriously overflowing as it passed through the residential area and emergency
- There is a lot of unemployment in the area so where will the new residents work?
- Speeding traffic currently uses the service road north of Tesco from Fulbeck Avenue as a shortcut despite speed controls and this should be made one way in the future to stop it being used by the substantial increase in traffic from this development.to the danger of local pedestrians
- Increased volumes and speeds of traffic in New Road should be controlled.
- Access to phase 2 of this development should not be directly to the A27.

### **Relevant Planning Policies and Guidance**

Saved Local Plan policies (WBC 2003):

BE1: Design Quality

H4: West Durrington on Proposals Map

H18: Amenity of Residents

LR8: Provision of Play Space/Outdoor Recreation Space in Housing.

RES7: Control of Polluting Development

RES9: Contaminated Land

RES12: Provision of Infrastructure

TR9: Policy Requirements for Development

West Durrington Development Brief

Worthing Core Strategy (WBC 2011)

Policy 1: West Durrington

Policy 7: Meeting Housing Need

Policy 8: Getting the Right Mix of Homes

Policy 10: Affordable Housing

Policy 12: New Infrastructure

Policy 13: The Natural Environment and Landscape Character

Policy 15: Flood Risk and Sustainable Water Management

Policy 16: Built Environment and Design

Policy 17: Sustainable Construction

Policy 18: Sustainable Energy

Policy 19: Sustainable Travel

Space Standards SPD (2012)

Guide for Residential Development SPD (2013)

National Planning Policy Framework (CLG 2012)

Planning Practice Guidance (CLG 2014)

The Committee should consider the planning application in accordance with: Section 70 of the Town and Country Planning Act 1990 (as amended) that provides the application may be granted either unconditionally or subject to relevant conditions, or refused. Regard shall be given to relevant development plan policies, any relevant local finance considerations, and other material considerations; and Section 38(6) Planning and Compulsory Purchase Act 2004 that requires the decision to be made in accordance with the development plan unless material considerations indicate otherwise.

## **Planning Assessment**

### **Introduction**

The reserved matters applications cover appearance, landscaping, layout and scale and therefore the planning assessment will be primarily concerned with these matters but will also touch upon other matters where relevant and where referred to by consultees or within representations received. Some of these other issues may already be covered by the planning conditions of the outline permission or within the s106 agreement.

Many of the overarching documents submitted at the outline stage remain applicable in the determination of the Reserved Matters applications. In particular the Environmental Statement which considered the environmental impacts of the development and the measures necessary to reduce or mitigate the adverse impacts. The outline planning permission was also considered in the light of a detailed Masterplan and Design Codes which seek to control the development in detail to ensure the delivery of a high quality residential development.

The Environmental Statement submitted in 2012 included the following chapters: Description of the Site, Description of the Scheme, Policy Context, Need and Alternatives, Consultation, Community Effects, Ecology and Nature Conservation, Landscape and Visual, Transport, Cultural Heritage, Agriculture and Soil Resources, Drainage, Ground Conditions, Noise and Vibration, Air Quality and Conclusions. The applicant has stated that these remain applicable to the Reserved Matters applications.

These three applications require detailed consideration against the principles embedded in the Masterplan which is a material consideration. The vision in that document was to create a high quality, sustainable mixed use urban extension. It identified a number of character areas which are referred to in this planning assessment which considers whether the submitted schemes achieve these stated aims and objectives.

The difficulty is that the three applications have been submitted by three individual applicants who have different commercial approaches to layouts, house types, general design and architectural detailing as well as types of construction. They also have different customer bases, market house price targets and expectations of profitability.

Whilst in some types of very large suburban housing developments shared by developer partners the physical separation of each ownership area may be clearer, the difficulties in dealing with and carrying out negotiations with these current proposals has, in some cases, been the fairly arbitrary subdivision of the development parcels whereby, for example, one side of a street is shared by two partners with different approaches.. It is evident in such areas that there may on occasions be a lack of detailed discussion or agreement between partners over scale and design where a common approach is required in order to provide visual consistency, connectivity and cohesiveness. These considerations are referred to in the following sections.

## **Policy Context**

Core Strategy Policy 1 establishes the allocation at West Durrington as the best opportunity during the Plan period of delivering a strategic level of development that will help address the Strategic objectives of the Core Strategy. The allocation for approximately 700 dwellings and a range of infrastructure, leisure, social and community facilities is subject to:-

- Retention of significant ecological and landscape features within the site, including important wildlife corridors;
- A high standard of design and layout incorporating sustainable construction measures with consideration given to the implementation of renewable energy opportunities;
- Suitable access arrangements and the provision of sustainable links between the existing and proposed developments through the provision of direct and safe routes for pedestrians and cyclists linking the site to surrounding areas and services;
- 30% affordable housing provision on the site;

- Contributing the provision of the identified need for family housing; and
- No significant impact on historic assets and enhancement of such assets where this meets Strategic Objective 6.

### **Dwelling mix**

The reserved matters applications propose 256 dwelling units in total comprising 85 no. two-bedroom houses, 117 no. three-bedroom houses, 50 four-bedroom houses and 4 no. two-bedroom flats. This is broken down into the 3 no. reserved matters applications as follows:-

- 15 no. two-bedroom houses, 63 no. three-bedroom houses, and 15 no. four-bedroom houses (Bovis – AWDM/0569/14);
- 31 no. two-bedroom houses, 36 no. 3-bedroom houses, 13 no. four-bedroom houses and 4 no. two-bedroom flats (Taylor Wimpey – AWDM/0661/14).
- 39 no. two-bedroom houses, 18 no. 3-bedroom houses, and 22 no. four-bedroom houses (Persimmon – AWDM/0603/14).

The Outline permission allows for residential development up to 700 units, but does not impose specific requirements in terms of the size or type of dwelling units.

CS Policy 1 establishes a strategic allocation of approximately 700 dwellings at West Durrington but similarly does not prescribe a specific housing mix, other than stating that the allocation should contribute towards meeting an identified need for family housing. It is an important objective of the Core Strategy to bring forward a wide choice of housing to address the needs of the community, this policy approach having been informed by the Strategic Housing Market Assessment (SHMA,) the findings of which emphasised that future housing in Worthing should include a mix of types and sizes to cater for families as well as older and younger people. The SHMA identified that the current housing offer in Worthing is focussed towards smaller properties, typically 1-2 bedrooms (40%), with flats accounting for almost one-third of the total housing stock. This trend had been further reinforced in the years immediately prior to the adoption of the Core Strategy in 2011 by a significant proportion of housing completions being of 1 and 2-bedroom properties. Given the current availability of housing within the Borough an important objective of the Core Strategy is to seek to redress the imbalance in the housing mix that has dominated recent new development. It states that opportunities to secure more family housing must be taken on those sites and locations outside the town centre. Within this context the West Durrington allocation is identified as a key opportunity to include a substantial proportion of family homes to help diversify the housing offer and contribute to the sustainability of the borough.

The SPD 'A Guide to Residential Development' (2013) defines a family home as a 3(+) bedroom house with a suitable layout and level of internal space together with accessible useable amenity space to meet family needs. Based on this definition, nearly two-thirds (65.2%) of the current proposals would constitute family housing. This is broken down into the individual development parcels as follows:-

- Bovis 84% (78 out of 93 dwelling units)
- Taylor Wimpey 58.3% (49 out of 84 dwelling units)

- Permission 50.6% (40 out of 79 dwelling units)

The SPD goes on to state that whilst the evidence is clear that it is larger family houses of 3-bedroom plus that are the focus of this policy, there may be circumstances where a larger 2-bedroom dwelling would still provide for family accommodation and may be acceptable.

Despite the variation between individual development parcels, the overall mix of dwellings is strongly focussed on providing family housing consistent with the emphasis in the policy approach set out in the Core Strategy and reinforced by the SPD.

### **Affordable Housing**

CS Policy 10 seeks the provision of 30% affordable housing on sites of 15 or more dwellings as on-site provision and this was provided for by the Outline permission and secured by the S106 legal agreement. The S106 defines the affordable provision as affordable rented units and low cost units available to people who cannot afford to rent or buy houses generally on the open market. It requires 30% of the total number of dwellings within the development to be affordable housing, made up of 17.5% Affordable Rented units, 7.5% New Home Build Homebuy units and 5% Low Cost Units. The S106 legal agreement requires there to be no more than 25 no. affordable housing units (of which no more than 15 no. shall be affordable rented units) within any one cluster across the development site, with no one cluster adjoining any other cluster. Other than this provision, which is intended to avoid ghettoization, the legal agreement does not dictate the phasing of the overall amount or type of affordable housing provision across the wider development site.

A total of 71 (28%) affordable housing units will be provided by the current 3 no. reserved matter applications comprising a mix of affordable rented, shared ownership and low cost home ownership (discounted sale) units. This is broken down on the individual units as follows:-

- Bovis 23.7% (22 out of 93 units)
- Taylor Wimpey 29.7% (25 out of 84 units)
- Persimmon 30.4% (24 units out of 79)

The proportion of affordable housing within the individual submissions made by Persimmon (AWDM/0603/14) and Taylor Wimpey (AWDM/0661/14) broadly meets the 30% policy requirement as secured by the S106 in each case, whilst the submission made by Bovis (AWDM/0569/14) falls short.

Further explanation of this has been provided on behalf of Bovis Homes as follows:

*“Each developer is allocated 233 new homes on an equal area of land within which 70 (30%) will be affordable housing. Each development has their affordable housing spread around the overall site and because each developer has only submitted reserved matters for part of their site it is anticipated that the affordable housing provision will be skewed across the first phase. In short the full 30% affordable*

*housing provision will be provided by Bovis Homes across the wider site, with future reserved matters submission containing more than the Core Strategy's requirement."*

### **Access and Parking (Strategic Overview and Masterplan)**

The Strategic Infrastructure Reserved Matters application (AWDM/0663/14) included details of the strategic road layout and concern was expressed that some aspects of the proposed road layout did not appear to accord with the aims of the Masterplan submitted during the outline stage, most particularly in relation to the width of the road, anticipated vehicular speeds and whether or not individual properties would have access directly onto these roads. The subdivision of parcels of development between the developers and the resultant submission of 4 different applications has meant that it has been difficult to resolve this matter satisfactorily, especially as many of the relevant considerations do not just apply to the strategic road layout.

It is evident from the comments of the County Council Highways section on each of the reserved matters applications that further information is required, although it is important to note that some aspects of this additional information will also need to be considered by your Officers to ensure that the principles of achieving a high quality design, as envisaged at the outline stage, are not compromised. The design of both the strategic and neighbourhood roads is of particular importance in that respect.

Although it was anticipated at outline stage that traffic speeds would be 20 mph throughout the development, the road design is generally such that the County Council considers that average road speeds would be higher (25 – 28 mph) and consequently has requested greater visibility splays. This has had some impact upon the residential parcels of the development with layouts affected by the need to provide longer visibility splays.

In considering matters of detail, rather than general principle as at the outline stage, it is inevitable that some further discussion will be necessary to ensure that technical requirements are met as well as maintaining the quality of development. At the time of writing the Highway Authority has agreed the majority of the junctions and necessary visibility splays although discussions are ongoing and it is likely that further progress will have been made by the time of the meeting.

The Masterplan submitted at the outline stage identified principles of development for certain character areas including for the 'Main Street' and 'Secondary Streets' which has implications for all 3 of these reserved matters applications for the residential development parcels (1a, 1b and south 2b, and 1c).

The Main Street was anticipated to create 'fairly continuous' frontages along the route and a 'near continuous' building line. It was intended that shallow front gardens would be created and courtyard parking provided behind. For the Secondary Streets, the building line would be more varied and there was provision for some on plot parking, although such parking was generally intended to be behind the building line.

One of the more fundamental concerns raised by the Highway Authority has been the introduction of courtyard parking to the rear of properties along the 'Main Street'. This was considered appropriate at the outline stage to ensure continuous frontages and provide a different higher density character to this section of the site. One of the development partners, Persimmon, has been less willing to adopt this approach on the basis that residents prefer parking adjacent to their homes. The Highway Authority has been sympathetic to this approach and consequently on-site parking within parcel 1a (Persimmon) for Plots 5-8 has been reluctantly accepted.

### **Ecology and nature conservation**

An extensive appraisal of the site was undertaken in liaison with the West Sussex County Ecologist, the Environment Agency and Natural England at outline stage and now that the site no longer includes the two fields to the west this virtually excludes any notable tree loss or direct impact on sensitive wildlife or habitat. The site is now restricted to arable farmland of relatively low ecological interest. Any habitats of recognized value are retained within the green corridors within the scheme. Additionally wetland sustainable drainage systems included in the infrastructure application will enhance the biodiversity of the site. Fencing and generous landscape buffers on the edge of the site will keep people and domestic animals out of the sensitive ancient woodland to the west. In addition there will be measures to enhance biodiversity on the site which is required by condition 10 of the outline permission details of which will be submitted independently of this application.

The developer's ecological consultants carried out updated badger, great crested newt and Phase 1 habitat surveys during 2013 and 2014 and their findings set out in a Briefing Note submitted with the applications. It states that whilst there has been some change in habitat, including grassland now being in place of some arable land the areas remain of negligible value and the other habitats including hedgerows, trees, woodland, scrub & ruderals and aquatic remain as previously found.

The Briefing Note concludes that "the surveys have confirmed that the nature and value of the ecological resource remains unchanged and consequently the assessment of effects and mitigation proposed is unchanged since the ES. There is therefore no requirement to update the ecology assessment". The findings are applicable to each of the Reserved Matters application and in this instance it is considered that the additional information submitted adequately outlines the current situation.

### **Drainage**

A number of representations have referred to the problems of flooding within this area and the doubts over the ability of the sustainable urban drainage systems to cope. This issue is covered by condition 30 of the outline permission WB/11/0275/OUT which requires details of a sustainable drainage system to be submitted and approved before development commences. Furthermore the

infrastructure application AWD/0663/14 included details of swales and a detention basin for addressing this issue which is not for consideration in this application.

## **Sustainability**

The Council's adopted Guide for Residential Development SPD (October 2013) provides general design guidance for all residential development and refers to sustainable design, construction and sustainable energy. It may need to be revised depending upon the outcome of the Housing Standards Review Consultation into the provision of effective building regulations so that new and altered buildings are safe, accessible and efficient and improve their efficiency to protect the environment. The SPD states that until superseded by any national legislation all new homes should achieve Code for Sustainable Homes level 3 as an absolute minimum but applicants are encouraged to aim towards delivering code level 4.

The Council is committed to sustainable design and construction principles as well as mitigation of the impacts of climate change by reducing carbon dioxide emissions associated with new developments within the borough. Over the next few years, the Building Regulations are set to become increasingly stringent in terms of carbon dioxide (CO<sub>2</sub>) emissions reduction targets and it is becoming more and more important for both local planning authorities and developers to play their part.

Core Strategy policy 17 seeks to ensure that all new residential developments achieve the minimum national standards for sustainable construction with a particular emphasis on water efficiency. The Code for Sustainable Homes (or any national standard that supersedes them) will be used in assessing such developments. It is expected that where it is viable and achievable new residential development should go beyond minimum targets. It is currently mandatory for all new residential development to be rated against this code, but not for new dwellings to meet a particular level of the Code. The exception is for the Energy and CO<sub>2</sub> category. As mentioned previously, the Government has proposed increasingly tighter building regulations over time. Core Strategy Policy 18 seeks to encourage new development to increase the use of more on-site sustainable energy sources to achieve both a reduction in energy use and to ensure that energy requirements are met in the most sustainable way. When considering energy in a new development it should be designed in accordance with the energy hierarchy of –

- Firstly - use good design to minimise the developments energy needs
- Secondly - make the most use of efficient energy, heating and cooling systems
- Thirdly - use renewable sources of energy.

The Core Strategy encourages 10% on site renewable energy provision on developments of 10 or more dwellings but with other major developments the expectation is that there will be greater opportunity to secure on site or off-site renewable energy. The level of renewable energy provision will be based on the predicted energy use of the development having taken into consideration the energy hierarchy as outlined above. Essentially the more a building/development can be designed to reduce its energy needs the lesser the requirement for renewable energy. Renewable energy can be achieved by using a number of different

technologies including solar hot water panels, photo-voltaic panels, small wind turbines, biomass heating and hot water systems, and ground and air source heat pumps.

The applicants have stated that all the new homes in these three applications will be designed to achieve Code Level 3 of the Code for Sustainable Homes (CfSH), which is achieved through meeting Building Regulations 2010.

This will include renewable and low carbon technologies to meet more than 10% of total energy demand. Each developer takes a different approach in relation to energy saving but state that it is better to improve the building fabric to ensure these measures are in place for the lifetime of the property arguing that it also reduces the burden on home owners in terms of maintenance requirements and is in accordance with the Government's general approach.

The range of measures that have identified to ensure that the wider West Durrington development will achieve an appropriate level of sustainability include:

- Carbon dioxide emissions will be significantly reduced from all dwellings through the use of energy efficient design "fabric first". Renewable technology will only be employed all after fabric first options have been exhausted;
- To help water conservation low water use sanitary features will be installed to meet a target for internal potable water consumption of less than 105 litres per person per day;
- Each house with a garden will be offered a waterbutt.
- The submitted Ecology Statement explains the overall ecology management of the site, which incorporate nature conservation proposals and enhancement measures to increase the biodiversity of the application site;
- Cycle storage facilities will be provided to encourage use of sustainable transport;
- Sustainable travel will be achieved through a network of integrated pedestrian and cycle paths that link with existing surrounding networks. A bus route will be created that links into the existing surrounding service and a travel pack for each household will be issued including cycle maps, public transport information and links/contacts for other sustainable travel websites. Furthermore, garages and separate sheds will be provided for storage of cycles.

**The following three sections discuss the three applications individually and reach conclusions and offer recommendations with conditions accordingly.**

### **AWDM/0569/14 (Bovis Homes)**

#### **Building Design and Layout in relation to the character areas**

##### **S1 – Gateway**

*The main vehicular access to the site from Fulbeck Avenue and the junction of the Main Street and Secondary Street will create an entrance node to the wider*

*development. The Design Code requires the grouping of key buildings at this node to create a focal point at the end of the vista along Fulbeck Avenue in order to create an entrance feature and a sense of arrival. It states that the space will be marked by high quality buildings and an attractive landscaped space. Design objectives include a higher density character with town houses and terraces framing the space. It states that 3-storeys are appropriate and that in order to maintain continuous building line there should be no vehicular access to the front of properties with all vehicular access via the rear.*

Following discussions, the main building at the entrance to the site (Block H, Plots 44-47) has been redesigned to create a strong focal point. It comprises a terrace of 4 no. 3-storey townhouses with a gabled roof, designed as a key feature building with symmetry to the front elevation created around a central projecting gable feature with decorative finial. It is articulated on either side of the central gable by 2 no. 'hanging' bays and a strong sense of identity further developed through the use of cream horizontal boarding to the upper floors, wrapping all the way round the building. The 'gateway' building will also be prominently visible in views from the linear landscaped strip which accommodates the north-south footpath/cycle link, adjoining to the east. The side elevation of the building facing the linear green space is also articulated by a first-floor 'hanging' bay feature, windows and a finial feature which help to break up its visual mass. The architectural form and character is traditional, with the appearance of the building 'lifted' by a variety detailed design features and a clear sense of individuality derived through the choice of materials.

It is considered the building successfully creates the stature, distinctiveness and high standard of design quality that is required by the Design Code to achieve a sense of arrival.

Travelling north-eastwards along the Main Street, the adjoining building on the opposite side of the linear landscaped strip also falls within the S1 Character Area. In interpreting the Design Code officers considered this building should be of sufficient scale and interest as to mark the entrance to the Main Street, but should not in itself have the role of a focal building. Following discussions, the building (Block F, Plots 40-42) has been redesigned to consist of a hipped-roof terrace of 3 no. 3-storey townhouses with the front elevation articulated by 2 gable features projecting nominally forward of the centre. The south-west flank elevation would be prominent in public views and is detailed to include a centrally positioned double 'bay' feature with windows on either side at first-floor and second-floor 'blind' window. The bay would project only marginally from the main flank wall, but sufficiently to create a shadow line. The ground-floor front and south-west flank elevations would be detailed in rusticated render to match the entrance building on the opposite side of the road (Plot 5 of the Persimmon parcel AWDM/0603/14). It is disappointing the rustication does not wrap around to the north-east side or rear elevations as this rather awkward junction will be visible in longer views from the linear landscape strip, albeit to a lesser extent when viewed from the Main Street owing to the relatively narrow gap between the buildings. Other design details include window heads and cills expressed within the rusticated render; elsewhere brick cills (except on the rear elevation) and brick window heads; a decorative profiled band separating the rustication from the brickwork upper, canopy porches and a central chimney feature. Whilst the building would have been more successful had the

detailing been 'carried through' to all the elevations, it is considered to complement the main entrance focal building rather than competing with it visually, at the same time achieving an appropriate sense of scale and visual interest as befitting its position adjoining the entrance node.

## R1 – Main Street

*The Main Street will form the main vehicular and bus link through the development and the Design Code requires that it should be clearly defined and legible. It states that buildings will face onto the Main Street and create fairly continuous frontages along the route. The character of the Main Street will gradually change from the south to the north of the site, from a very formal space to a less regimented space with more variety. Design objectives include terraces, semi-detached and detached units having a near continuous building line. Buildings of 2 to 2½-storey with 3-storeys at key locations to aid legibility; similar sized units grouped together to create a formal rhythm, generally courtyard parking with residents parking spaces located behind the building line; shallow front gardens with a mix of low walls and railings to distinguish public and private space; visitors parking provided in groups of 2-3 in dedicated areas off the main carriageway, street trees used where space allows to frame specific views and areas.*

Within this character area the Bovis parcel extends north-east along the inner bend of the Main Street (Plots 21-26 and Plots 34-39) and part way along the outer bend on the opposite side of the carriageway (Plots 7-14). Along the inner bend, the proposals consist of a combination of semi-detached pairs and short terraced runs of 2 and 3-storeys in height. A fairly continuous frontage is created with parking located at the rear in shared parking courtyards. Roofs are gabled which is considered to reinforce the perception of continuous frontage with 'gablet' features incorporated into front elevations to create interest. The elevations are primarily brick with brick window cills (except rear) and window heads. The use of identical canopy porches and front door design is a unifying feature. The exception is Block D (Plots 21-24) which consists of a terrace of 4 no. townhouses designed to create a symmetrical form based on a 3-storey central element with lower 'wings' on either side, the latter including second-floor flat-roofed dormers 'breaking through' the eaves. The Design Code does not strictly allow for 3-storey buildings in this location. However, officers considered that a good case is made in townscape terms to justify a larger scale building as providing a focal point at the western end of the long vista along the Secondary Street (leading to the bus gate and in due course the community facilities).

The parking courtyard serving Plots 34-42 will provide 12 parking spaces including 3 visitor spaces. Whilst the courtyard largely adjoins rear gardens it is also bounded to the west by the linear landscaped strip. The boundary treatment is identified as 1.5 metre high railings plus a narrow landscaped strip inside the courtyard (including 2 no. trees). An enhanced degree of screening is considered necessary to conceal views of parked vehicles from public view and would more successfully be achieved by a wall instead of railings. This could be dealt with as a condition of the reserved matters permission. The parking courtyard is adequately overlooked from the rear of neighbouring dwellings from a natural surveillance point of view

although the comments of the Crime Prevention Design Advisor should be followed in the design of the fence detail.

On the outer bend of the Main Street, Plots 7-14 follow on from the Persimmon parcel (1a, AWDM/0603/14) on the same side of the road. The development consists of 2 pairs of 2-storey, semi-detached houses and 2 pairs of taller townhouses with second-floor accommodation partially in the roof served by flat-roofed dormers 'breaking through' the eaves. A fairly continuous frontage is created with parking located at the rear in a parking courtyard. The entrance to the parking courtyard off the Main Street is via a 'roofed link' between the centre pair of buildings, which is intended to enhance the perception of continuous frontage. Within this group, the 2-storey semi-detached units have been designed as asymmetric pairs on corner plots and in both cases successfully address both the Main Street and the subsidiary side streets.

Concern had previously been expressed by officers concerning the central pair of dwellings in this group (Plots 9-12). Earlier versions of this pair of dwellings submitted as part of the initial submission showed a pair of 3-storey buildings with large front gables. Whilst on the one hand there is some justification for arguing that the envisaged higher density character of this more central location warrants buildings of some scale and stature, the Design Code specifically identifies buildings of 2-2½-storey as appropriate for this character area. Officers have sought to encourage the two Consortium partners to work together in order to create a streetscene with a clearer sense of visual cohesion along this shared stretch of the Main Street. To the south, the Persimmon element creates a varied street of detached and semi-detached dwellings with 1 no. three-storey 'Gateway' unit, and a mix of two-storey houses, some with rooms in the roof. The ridge heights vary but beyond the 'Gateway' dwelling, the unifying feature is the consistent 2-storey eaves height. Officers consider the larger scale of the Plots 9-12 within the Bovis parcel resulting from the taller eaves height of these dwellings will appear incongruous and over-dominant. The additional scale frames the entrance to the rear parking courtyard but fails to integrate successfully as part of the wider streetscene on this side of the road. The applicant has pointed out that these dwelling units are still one metre below the maximum 11.5 metre permitted height for a 2½-storey building defined in the Design Code. However, the point at issue is the eaves height and not the ridge height of the buildings. Officers consider this issue should be addressed by pursuing a design with roof accommodation served by dormers positioned entirely within the roof. The opportunity should also be taken to improve the rather uncomfortable composition of these units and it is suggested that a re-design of Plots 9-12 to address the above concerns is sought as a condition of planning permission.

This aside, a satisfactory degree of visual cohesion would be created, assisted through the use of similar external finishes consisting of primarily brick elevations with either tile-hung or rendered features along this side of the Main Street to create interest, and with all having 'lean-to' style porches and identical 4-panel/half-glazed front doors.

## R2 – Secondary Streets

*The Design Code identifies the secondary streets as having a less formal character than the Main Street, with a subservient built form. Frontages will face onto the street, but the building line will be more varied and less dense and formal. Buildings will mostly be 2-storey with some 2½-storey at key points and groupings. Design objectives include short front gardens, with residents parking a mix of on-plot and courtyard parking, with parking spaces located behind the building line; railings or hedges use to border front gardens with low walls and railings at key nodes.*

There are 2 secondary streets incorporated within the Bovis parcel: (i) along one side of the left-hand (western) spur leading off the main entrance node and (ii) leading off the Main Street, comprising part of the bus route leading to the bus gate and in due course the community facilities.

### (i) Plots 44-55, 70

It is considered this plots broadly adhere to the objectives of the Design Code, travelling westwards the scale of development steps from the larger and more distinctively detailed entrance building to pairs of 3-storey townhouses and detached 2-storey dwellings. The townhouses have rear courtyard parking and are linked at ground-floor by attached garages. The detached dwellings have on-plot parking provision consisting of garages to the side or rear, plus parking for 1 or 2 cars on a drive. The townhouses all have gabled roofs with a central chimney and 'gabled' features. A combination of brick at ground-floor with render above helps to break up the visual mass with additional interest created by A-frame porches, brick window head or cills and some with first-floor French doors/Juliette balconies. Travelling westwards the road bends and building line is stepped. A 'dual frontage' house type is used on the corners plots with subsidiary neighbourhood roads. This standard house type is used throughout the parcel and consists of a simple gabled form with chimney to one side. The main front elevation has twin double-height bays with 'gables' on either side of a central entrance door. The secondary frontage consists of a gable with matching pairs of windows at ground and first-floor. The elevations are treated slightly differently to create variety and interest, either render with a brick plinth and brick bays, or brick with tile-hanging at first-floor and tile-hung 'gables'. Other details included lean-to porches, brick windows heads or cills and profiled banding. The detailing partially wraps round into the side elevation but generally not the rear. Whilst this treatment is disappointing, and results in some rather awkward margins, these will only be apparent from less important views across gardens and glimpsed through gaps between buildings.

### (ii) Plots 4-6

An asymmetrical semi-detached pair is positioned at the corner turning into the street beyond which (travelling east) is a relatively short run of 2-storey houses. [The larger part of this street to the east falls within the Persimmon parcel.] The semi-detached pair comprise a simple, gabled form with brick elevations relieved by at the front by profiled banding above ground-floor and brick window cills and heads. The flat-roofed canopy style of porch differs from others used in this street, but is not consider critical in this location where the Design Code allows for less

formality. A standard 'dual frontage' house type is used to turn the corner into the subsidiary neighbourhood road.

### S3 Central Green

*The Central Green forms the main focus of the wider residential development, sited at the junction of the Main Street and Copse View. The Design Code requires buildings around the Central Green to be 3-storey in order to frame and define the space. Design objectives include terraced and linked buildings with buildings lines close to the edge of the Green to enclose the space. It states that front gardens may be open to the Green or have railings or low walls with railings to define the boundary. Residential parking is to be provided behind the buildings in courtyards*

The Bovis development parcel adjoins the south and south-western edges of the Central Green. The south side comprises 3 no. pairs of 3-storey townhouses served from the front by an access drive leading of the Main Street. The edge of the Green and the access drive would be defined by 1.2 metre high estate railings. The illustrative plan indicates the estate railings adjoining a soft planted edge interspersed with trees. This planting omitted entirely from the detailed landscaping plan but is considered important to create a 'softer' edge to the adjacent access drive and will need to be addressed as a condition of planning permission. The layout of semi-detached pairs with on-plot parking provision consisting of drives to the sides of the dwellings and garages set back into the rear gardens, does not strictly adhere to the Design Code. However, officers consider the scale and massing of the proposed 3-storey semi-detached pairs of dwellings will adequately frame the space with the composition forming a set-piece focal point at the end of long vistas southward across the Central Green. The elevations consist of white or cream horizontal boarding above a brickwork plinth (Plots 17-18) or brickwork at ground-floor (Plots 15-16 and 19-20). The centre pair comprise of a simple, gabled, symmetrical form with the front elevation enlivened by a central chimney feature, and 'hanging bays' at second-floor plus and first-floor French doors/Juliette balcony below.

Similar to elsewhere across this parcel, the horizontal boarding detail on this building wraps around for a distance of 1.8m onto the side elevations of the building, with the remainder of the flank and rear elevations finished entirely in brick.

The outer plots are designed as asymmetric pairs having a dual frontage turning onto the linear landscaped strip and Main Street respectively. As part of negotiations with officers, earlier versions of these buildings included 'hanging bays' on the secondary frontages. As part of the current submission, these have been replaced with Juliette balconies. The applicant has argued that the 'hanging bay' feature cannot be achieved on Plot 20 because the projection would overhang the adoptable road on this side. This is disappointing since a projecting bay would add a third dimension and enliven this otherwise rather flat elevation facing onto the Main Street more successfully than a Juliette balcony, as well as reinforcing the distinctive character and identity of this group of buildings. The depth of projection of a 'hanging bay' feature need project no further toward the adoptable road than the A-frame porch shown on this side of the building and officers suggest that this design detail is explored further as a condition of planning permission. The inclusion

of a similar feature on the west side (Plot 15) is considered less important by officers, where the side views of the group of building are enclosed by the hedgerow feature and a group of preserved trees within the strategic landscaped area.

### R3 Copse View

*Both the Masterplan and Design Code identify this street as having an important and distinctive character, being deliberately orientated to focus views toward the 'copse' and Highdown Hill beyond. The design objectives require a strong, formal building line and taller buildings, mostly 2½-storeys in height with some 3-storey on corners, in order to frame the vista and direct views. A continuity of external materials is required in order to emphasise the specific character. Parking is expected to be on-plot, with a block paved shared surface along its length to create a cohesive character.*

Unfortunately the way in which the wider development site has been divided up between the Consortium Partners means that the current Bovis submission relates to one quadrant of this character area, comprising just one side of the road, to the north of its junction with the Secondary Street. A later phase [by Bovis] will deal with the other side of the road. The current submission made on behalf of Taylor Wimpey deals with the 2 quadrants to the south side of the junction except the corner plot – which also falls to be dealt with in a later development phase.

Officers consider the submitted layout largely adheres to the requirement of the Copse View character area. The road is shown as a shared surface having a slight bend with soft landscaped frontages to the dwellings varying in depth, and trees interspersed along its length where space allows. The private gardens are defined by hedging with soft planted service margins. A sense of formality is derived from the straight building line and built form which is 2½-storey in height made up primarily of semi-detached pairs. The junction with the Secondary Street is articulated by a short terraced run with an end-stop created by a 3-storey end-of-terrace unit having a dual frontage, but with its primary elevation facing onto the Secondary Street. The dwellings are not identical in terms of scale or detailed design, but share common themes including chimneys, pitched-roof front dormers, canopy porches, profiled banding, stone window head and cills to front elevations, and ground-floor bay windows (not all units). This theming helps achieve the sense of formality and distinctiveness required by the Design Code but without undue regimentation. It is important that the traditional character envisaged is carried forward into the specification of materials to be used (brickwork and plain roof tiles) and that these are closely matched in the development of the other quadrants (by the other Consortium partners).

Towards the north end of the street, Plots 90-91 create a transition between Central Green and Copse View and this is reflected by the siting, scale and composition of this semi-detached pair. Some of the common themes of Copse View are incorporated into this pair, such as stone window heads and cills, and a ground-floor bay window. However, their siting is angled to open up views towards the Green, with the northernmost 3-storey unit (Plot 91) facing directly onto it. Moreover, this unit would be finished using a mix of brick and render in contrast to the wholly brickwork elevations characteristic of Copse View. The layout drawing shows

estate-type railings running close to the dual frontage of this pair, and wrapping round along the western edge of the linear landscape strip, enclosing the front of Block J (Plots 88-90). The siting of these railings follow a somewhat arbitrary line, in part enclosing a narrow wedge sandwiched between the railings and a garden wall. Whilst officers consider this style of railing could be attractive in creating a rural character to the edge of the space, the precise line of the fence should be agreed as part of a condition of planning permission.

## E2 Green Edge

*The Design Code requires housing to be orientated facing the green spaces to provide an attractive aspect and provide passive surveillance. Small lanes terminating in informal private drives can be used to front the houses. The design objectives allow for mostly semi-detached or detached units with larger breaks between to create a softer building edge; mostly 2-storey development with 2½-storeys at key locations. The building line can be varied and front gardens soft landscaped to reflect the character of the adjacent green spaces. The Design Codes states the roofscape should be varied and include architectural features such as dormer to create variety to the roofline and create a softer edge to the development. Fencing, knee rails or bollards should be placed so as to prevent vehicles encroaching onto the green space.*

The linear green space created along the existing hedgerow runs north-south through this parcel with Green Edges facing onto it. The submitted layout adheres to the Design Code in as much that the dwellings face onto the linear space having a relatively informal layout with larger breaks created between the buildings. The layout does not allow for soft planted front gardens in all instances (Plots 27-33), and a softer margin to the linear green space would be created by re-positioning the footpath/cycle path further away from the western boundary of this space (i.e. slightly closer to the existing hedgerow). [This falls outside of the Bovis parcel and will need to be negotiated as an amendment to the strategic landscaping proposals under AWDM/0663/14.] This aside, officers consider this element of the layout accords in essence with the primary objective of achieving a varied and informal aspect to the green space.

## R5 Neighbourhood Housing

*The neighbourhood housing areas are intended to form transition zones between the more central higher density areas and the softer, outer edges of the development site. The Design Code states they will have a higher level of variation and interest than other areas with a greater mix and variety of building lines, materials and roof lines to create a more informal, organic shape. Design objectives include a mix of detached, semi-detached and terraced units within a permeable and well-connected street network of small-scale streets and shared-surface mews. It is expected that different surfacing materials will be used to create distinct areas as well as through the use of varied boundary treatments. Parking in these areas can be in the form of dedicated on-street parking softened by planting, as well as courtyards and on-plot parking.*

This parcel includes 2 separate neighbourhood areas, the larger being enclosed by the linear green space, the Secondary Street and Copse View and a very short section comprising a terrace of 3 houses with frontage parking off the Secondary Street/bus route. The considerably larger part of the latter falls within the Persimmon parcel (AWDM/0603/14).

Of the larger neighbourhood area, the road comprising a shared surface with soft service margins curves round in a large loop linking Copse View and the Secondary Street. The dwellings are all 2-storey comprising a mix of detached, semi-detached and terraced units with parking provided in a mix of shared courtyards or on-plot garages and drives. Some visitor parking is provided in lay-bys. The layout is more organic and informal as required by the Design Code and whilst standard house types are repeated throughout, officers consider there is sufficient diversity and variety in the detailed design and the way the palette of materials (brick, render and tile-hanging) is used to achieve a satisfactory level of interest.

#### Other Design Related Matters

The Design and Access Statement and Design Codes which formed part of the outline planning application identified that wherever possible utility meter boxes would be sited on buildings where they would be least visible from within the public realm. It states that their exact location will be agreed at reserved matters stage. The concern about potentially unsightly utility equipment is less of an issue for gas boxes than for electricity boxes as the former tend to be smaller in size and positioned at a low level with scope to be easily screened. Bovis Homes have confirmed that they are unable to propose internal electricity meters as other have done, but will endeavour to keep meter boxes out of sight and are working with EON to amend their standard details. They confirm that meters will be moved to the side of properties wherever possible, but exact positions have yet to be finalised from working drawings. Bovis has confirmed a willingness to accept a condition requiring precise details of meter boxes to be approved and officers accept that the issue can be satisfactorily addressed in this way.

#### **Means of enclosure and landscaping**

All plot frontages are shown as open with no formal means of enclosure. The only exception is R3 Copse View where hedging is shown on some (not all) plots to delineate the private front gardens from the semi-public deep soft-planted verges. The type of hedge is not identified and where delineated the depth of the private frontages is different to the treatment of similar Plots shown within the other quadrants within this character area (within the Taylor Wimpey parcel 1c). Trees are shown within the soft verges within Copse View which is in keeping with the principle of creating an informal avenue. Although the submitted landscaping drawing lists a planting schedule, including a variety of tree specimens, it is not clear which tree type is proposed in specific locations. Moreover, the schedule indicates the majority would be planted as 'standards' where in some cases a 'heavy standard' or semi-mature tree will be required. A more coordinated approach is required, particularly in this important street where soft landscaping is inherent to its distinctive identity.

As with the other reserved matters submissions, the soft planting is not accurately reflected on the planning layout drawing with the actual tree planting shown on WDUR-911C rather sparser than the former suggests. Although the Parks Officer supports the landscape proposals in principle there are clear opportunities for enhanced group planting, particularly alongside the linear landscape strip. As recommended for the other parcels, the detailed landscaping proposals will need to be the subject of further discussion and this could be dealt with under the procedure to discharge the relevant condition in the outline approval.

It is considered the general lack of frontage enclosure pays insufficient regard to the importance of boundary treatments in defining and reinforcing the different role and identity of the character areas and officers consider this warrants further analysis and consideration, particularly along the R1 main Street and R2 Secondary Street which specifically refers to the use of low walls and railings, or railings and hedges used to border front gardens in order to distinguish public and private space.

As stated elsewhere, the use of 1.2 metre high estate railings to delineate the linear green landscaping strip would create a more attractive rural edge to this space compared to the 'knee rail' originally proposed. However, no details of the actual design of the railings have been proposed, and this will be influenced by their proximity to the footpath/cycle-way running north-south through the linear green space unless the latter can be re-positioned slightly eastwards so that it does not directly adjoin the edge of this space. It is understood this is being pursued by the applicant through the Consortium partners as a possible amendment to the strategic landscape submission made under AWDM/0663/14.

On corner plots where the side or rear boundary of a rear garden faces onto a road 1.8 metre high brick walls are proposed. Other than in these specific cases it is proposed to sub-divide gardens and enclose parking courtyards using 1.8 metre high timber fencing. No details of the appearance of the wall or its coping have been provided, or details of the type of timber fencing. A standard panel-type fence would not provide a satisfactory appearance and would be less sturdy than close-boarded fencing. Consideration should also be given to the comments of the Sussex Police Design Advisor concerning the design of fencing enclosing parking courtyards in order to promote natural surveillance through overlooking.

In view of the specific concerns identified, and the lack of precise detail in general concerning the appearance of boundary treatments officers consider further consideration of this issue is warranted and could be dealt with as a condition of permission of this reserved matters application (in addition to the appropriate condition of the outline approval which only secures details of screen walls and fence relating to the dwelling plots but not other means of enclosure to green spaces and edges).

## **Materials**

The proposal is to use 2 types of roof tile (Sandtoft 20/20 and Sandtoft plain tile) each in 4 different colours, and 4 bricks (all Ibstock -'Surrey Russet', 'Surrey Cream', 'Surrey Light multi' and 'Surrey red') throughout this parcel. Some of the

individual brick and tile samples that have been selected are the same as those put forward by one or other of the 2 other Consortium Partners. In theory this should help reinforce a sense of visual cohesion throughout the development, although closer examination has highlighted the fact that even where character areas straddle boundaries and demand a stronger degree of uniformity different individual brick and tile samples have been chosen by the 3 partners.

A careful and coordinated approach to the selection of materials is necessary in order to reinforce and where necessary give greater distinction to the different character areas. For example, the use of cream/white horizontal weatherboarding is unique to this parcel (1b and 2b) it is a defining feature of the buildings framing the Central Green and also the main entrance node (S1). Last minute discussions on layouts have not allowed time for more rigorous analysis of actual materials selected as part of this reserved matters application and further consideration of this matter will be needed in due course in discharging the appropriate condition of the outline permission.

### **Access and Parking**

With regard to the specific comments raised by the Highway Authority concerning visitor parking, the applicant has responded, and your officers concur, that the R3 Copse View axis is an important feature of the overall scheme and the introduction of lay-by parking would seriously weaken the character of this road as envisaged by the Design Codes. Plots 73-79 have 2 allocated parking spaces, but in fact the drives are sufficiently long to enable 3 vehicles to park on-plot. Realistically there is no reason why visitors could not use the drive on the plot they are visiting rather than harm the character of this road by adding lay-bys.

Following a revision to the access arrangement to Plots 27-29, 32-33 swept-path diagrams demonstrating suitability to turn and fire appliance and refuse vehicle are awaited. This aside, the other issues raised are largely matters of minor detail normally addressed as part of the S38 highway agreement. The concern raised by the Highway Authority regarding the position of the pedestrian opening in the estate railings leading from the linear green space (currently shown opposite Plot 86) could appropriately be addressed as part of a wider condition dealing with means of enclosure generally.

The overall amount of parking provision for the 93 dwellings which make up this parcel consists of 187 allocated parking spaces plus 10 visitor spaces. Of the allocated spaces, 11 no. dwellings have 1 space, 70 no. dwellings have 2 spaces and 12 no. have 3-spaces.

As with the other residential parcels, the Highway Authority has raised no overall objection to the number of parking spaces with most dwelling plots (88%) allocated two or three per household. Although there are some plots with only 1 allocated space, these all comprise affordable units (8 no. affordable rented units and 3 shared-ownership units) where historically evidence has demonstrated there is a lower parking demand. Thus, in the context of this proposal, having regard to the outer urban location, the absence of a nearby rail service and the Government's

more realistic provision of spaces on modern housing estates where appropriate and in recognition of sustainable alternatives, it is not considered unreasonable.

### **Residential Amenity**

The applicant has confirmed that all 93 dwellings proposed meet the Council's minimum internal space standards as set out in the Space Standards SPD (adopted Feb 2012), but not all private garden areas meet the minimum external space standards. As originally submitted approximately two-thirds (66%) of the dwelling plots were more than 5% below the relevant external space standard.

The applicant has identified a problem in seeking to comply with both the requirements of the Design Code and the Council's Space Standards, commenting as follows:-

*The form of the proposed layout is dictated by the form of the Illustrative Masterplan contained within the Design and Access Statement and Design Codes (dated March 2011), submitted as part of the application for outline planning permission, that pre-dates the Space Standards SPD. The document goes on to evolve the Masterplan into a series of character areas of which 7 apply to area 1b and 2b [the current submission). These include some key features of the overall scheme which have been the focus of discussions to date including the Gateway (Character Area S1), Main Street (R1), Copse View (R3) and Central Green (S3), which drive the character of the wider site and will set these that will be continued across the future phases of the development. The constraints set by the character areas play an important role in determining the form of the proposed development, with care required to follow the Codes that have been established.*

*Taking Character R1- Main Street as an example, the design code seeks a near continuous building line with car parking hidden from the public realm in courtyards behind the building line. The street is intended to be the main vehicle route through the site and will also serve as a bus route, with a strong building line to define the extent of the public realm. The proposed scheme has been designed concentrating on the appearance of the street with the public face and internal space standards made a priority. Achieving house sizes without altering the relationship with the street meant that only part of the plots could accommodate the change were the rear gardens – in short complying with the Design Code and house sizes has pushed into the garden causing it to fall short of the external space standards.*

*The issue recurs across the parcel, in that almost every plot is part of any important street scene, creates a feature or forms a relationship with an area of open space, meaning that reducing the area of the gardens to accommodate the required houses sizes was the only option available when the scheme was worked up in detail. However, it must be pointed out that the gardens currently proposed are of a size that is perfectly normal and usual for a new housing development of this nature in this type of location. It should also be noted that the positions of main roads and the junctions serving the internal parts of phases 1b and 2b (south) are fixed as part of the infrastructure within the wider development, leaving little scope for repositioning plots in order to get closer to the required standards. The situation is exacerbated by the timing of the preparation of the Illustrative Plan and the adopted*

*of the SPD; the former predates the latter and does not take it into account meaning that it is not possible to follow the form of the Masterplan as closely as the Design Code dictates.*

Following discussions with officers a revised Garden Areas Plan has been received showing garden areas enlarged wherever possible to get as close as possible to the minimum external space standard as set out in the adopted SPD, but not at the expense of internal space standards or harming important character. This latest drawing shows that the gardens of 51 of the 93 plots (55%) now comply with the relevant minimum external space standard.

An initial conclusion must be that it is disappointing that a new build development on a 'greenfield' site with few apparent constraints cannot fully comply with both the minimum internal and external space standards as set out in the Space Standards SPD. However, a persuasive argument is put forward by the developer. It is clear from the Illustrative Masterplan included within the Design and Access Statement Design Codes which formed part of the outline submission, that it was anticipated that a greater proportion of the overall dwelling units on the site would comprise flats having correspondingly lesser space requirements. However, the subsequently adopted Core Strategy (2011) and Guide to Residential Development SPD (2013) emphasise the important role of this site in contributing towards meeting the identified need for family housing across the borough.

It is also recognised that the shape of the various parcels which make up the development site has been determined by the position of the strategic roads, spaces and junctions, which are largely fixed by the Illustrative Masterplan. The corollary of this, in conjunction with the specific requirements of the character areas described in the Design Code and a priority given by this developer to meeting the Council's minimum internal space standards, has meant that a substantial proportion of rear gardens still do not meet the relevant minimum external space standard. Although the latest revisions are an improvement on earlier versions, 47.3% of plots within this parcel still have rear gardens more than 5% below the relevant minimum space standard according to dwelling type. However, when this is balanced against other provisions made for open space areas and leisure facilities within the wider development site secured as part of the outline permission, as well as the highly accessible location of the site in relation to the surrounding countryside, officers consider that all things considered refusal would not be justified on the basis of this shortfall.

## **Conclusion**

Officers consider that the routine use of standard house types across the different character areas within this parcel (1b and 2b south), combined with a reluctance on the part of the applicant to make significant changes to the layout or 'up-lift' the overall design quality does not fully embrace the aspirations of the Masterplan and Design Codes which formed part of the outline submission. Nevertheless, extensive discussions throughout the consideration of this reserved matters application have resulted in significant improvements to key building within the most strategically important character areas. Officers consider that careful selection of external materials and finishes, and more extensive use of front boundary treatments and

landscaping in key locations will be important in reinforcing this distinctiveness and sense of identity which might otherwise have been achieved through a more ambitious approach to urban design. There are 1 or 2 plots where officers concerns have not been satisfactorily addressed by the latest amendments received, most particularly Plots 9-12 and Plot 20, and it is recommended that these are addressed by means of a planning condition as set out above. Other than these few instances, officers consider that on the whole the proposals meet the basic requirements of the Design Codes, and will provide a satisfactory environment for future residents whilst making an important contribution to the delivery of family housing in the Borough.

With regard to the issues raised by the SDNPA relating to the depth of the landscaped buffer is addressed by Condition 9 of the outline permission which states: "*A minimum width of 15 metres of landscaping shall be provided from the boundary of the site where it adjoins the Site of nature Conservation Interest (SNCI) woodland and a minimum width of 12 metres landscaping shall be provided from the boundary of the site where it adjoins any other part of the boundary of the South Downs National Park.*"

It should be pointed out that the current application includes only a small portion of the 2b area, none of which is adjoining a boundary with the South Down National Park, which will come forward as a later phase.

### **AWDM/603/14 (Persimmon)**

#### **Building design and layout in relation to the character areas**

The Core Strategy recognizes the need for more family houses to be built particularly outside of the town centre in outer suburban locations. In response, this application proposes 78 two and three bedroom houses and 1 four bedroom house with no apartments.

In terms of the design Persimmon has relied upon a standard house type approach which has resulted in difficulties when attempting to adapt a house type at a key location for compliance with the stated key objectives of the character areas. The Persimmon site incorporates character areas S1 Gateway, E2 Green Edge, R1 Main Street, R2 Secondary Streets, R4 Pedestrian and cycle link and R5 Neighbourhood Housing. The submitted Design and Access Addendum explains how the proposals are designed to respond to each of the stated objectives for the character areas and these are discussed below.

#### **S1 - Gateway**

*The Gateway should contain three storey buildings where terraces and town houses frame the space with attractive landscaping. Design objectives include a higher density character and a continuous building line where there should be no vehicular access to the front of properties with all vehicular access via the rear.*

Plot 5 on the corner is three storeys and represents the Persimmon contribution to this key entrance where the Masterplan had anticipated a much larger apartment block wrapping the corner to create the scale and design interest required. The

concentration of family housing in this application has made it more difficult to design such a building and instead Persimmon has proposed a three storey, partly rusticated, detached house with a prominent portico entrance facing westwards and a bay onto Main Street to provide the status and architectural interest which is needed. This has lessened the contribution of this corner to the Gateway character and the applicant has further weakened the strength of this corner by introducing a small access road from Main Street along the western frontage. The Gateway design objective states that there should be a strong building line where town houses and terraces should frame the space. However, if this change of emphasis now proposed on the corner is accepted, then it is recommended that the existing screen hedgerow to the west (which was originally proposed to be removed) is now retained. This will then recreate the form of the Gateway with soft edges to the west and east but still with the key prominent three storey building to the north facing visitors as they enter the site to form the focal point at the end of the vista. Although this will not accord fully with the original Gateway objective it does enable the valuable hedgerow to be retained and another family house to be provided which forms a softer framing of the entrance approach and for these reasons it is considered to be acceptable.

To the south east would be a three storey block comprising four town houses with integral garages on plots 1-4 which is also partly within this general Gateway node. The building would provide the three storey scale required at the Gateway but the detachment from the corner plot 5 due to its rear garden will, as stated above, change the appearance of the Gateway but for the same reasons is accepted.

## E2-Green Edge

*This area should contain mostly semi-detached or detached houses with varied roof forms and building lines and landscaped front gardens to create a softer urban edge. Perimeter planting and boundary enclosure should be open and filter views of the houses. Parking can be informally placed on plot and on street for visitors.*

There are a number of Green Edges within the site and housing should be designed to overlook the green spaces to offer attractive aspects as well as provide natural surveillance. In this parcel the Green Edge runs along the southern boundary of the site, wrapping around the south east corner and continuing up the eastern boundary. The housing is mixed with predominantly semi-detached and detached houses although terraces have been included.

Plots 20-22 form an angled terrace which with its private drive and open parking relates informally to its neighbours to the east and west and enjoys an open green setting appropriate to the character of this Green Edge. The building is offset by a green space and trees around plot 22 which lessens its visual impact.

Plots 48-50 also form a terrace but this is in contrast to plots 20-22 because it is hard against the site boundary. The position of this terrace in such a forward position is regrettable but can be made to work as it sits in reasonable isolation from its neighbours on plots 35 and 47 which face north and south and are orientated away and well separated from this block. It performs a punctuation along this Green

Edge where careful planting and choice of boundary treatment for plot 35 will be needed to soften and green this edge. A special condition is recommended to deal with this. An open triple car barn has been added to the side to improve its setting and reduce the visual impact of a large open parking area. It is set far enough back to open up this space.

The proposals are considered to have satisfied the general objectives of the Green Edge by providing mostly two and two and a half storey semi-detached and detached units with a variable building line and roofscape and larger breaks between buildings to create an informal character and a softer edge.

#### R1 - Main Street

*This is the primary traffic route into the development and incorporates a bus route. As a character area it should be clearly defined and have terraces, semi detached and detached units as a near continuous building line generally two to two and a half storeys with three storeys at key locations to aid legibility assisted by courtyard parking at the rear.*

It has been the aim of the highway authority to discourage on street parking and so, despite the creation of driveways accessing the Main Street the Highway authority is generally supportive of this as a way of reducing the potential for on street parking. For this reason it has been difficult to create the near continuous building line. In addition Persimmon has four frontage plots which are within this Main Street character area and it has made the case that there are only three driveways and tandem spaces set behind the building line out of sight as required. Due to the lack of objection on highway safety or aesthetic grounds the private driveways are accepted in this instance even though there is no way that the spaces can be designed so that cars are always parked out of sight behind the building line. However, one driveway is a double width which will expose the blank east elevation of plot 5 to view from passers-by. Therefore a condition is recommended to articulate this elevation with fenestration.

Persimmon has opted to propose two detached properties and a pair of semi-detached houses on plots 6-9 to the east of the Gateway which are diverse in scale and form and in strong contrast to the more vertical gable ended three storey properties originally proposed on this same side of the street by Bovis on the adjoining land to the east. Your Officers have urged Persimmon and Bovis to get together to agree a shared and more harmonious approach to the scale and design of these properties which are unacceptable in their original form. The Bovis report will also make reference to this issue and Members will be advised of any revisions at the meeting.

#### R2-Secondary Street

*The Design Code identifies the secondary streets as having a less formal character than the Main Street, with a subservient built form. Frontages will face onto the street, but the building line will be more varied and less dense and formal. Buildings will mostly be 2-storey with some 2½-storey at key points and groupings. Design objectives include short front gardens, with residents parking a mix of on-plot and*

*courtyard parking, with parking spaces located behind the building line; railings or hedges use to border front gardens with low walls and railings at key nodes.*

The only R2 Secondary Street within this application site is along the northern edge where plots 59-66a pair of semi-detached and two terraces of three 2 storey properties are proposed to front the school site to the north. Although the Masterplan suggests a varied building line of short terraces, semi-detached and detached units, there are no detached units and the building line is not varied apart from the terrace of three on plots 67, 68 and 51 at the eastern end which fall into the R4 pedestrian and cycle link area. There are four R2 areas within the whole development to which these objectives apply but each is within a different context to the others and this is the only one to front across a road onto open space. So, in this case, the design approach is not considered to be inappropriate and is not the same as the need for variety and openness of properties fronting an informal Green Edge.

#### R4-Pedestrian and Cycle Link

*This is based on the existing right of way and the scheme should maintain this link between the new recreation areas and the district centre with the residential development where it will become a shared surface for pedestrians, cyclists and vehicles. The link should be faced by houses and the buildings should step out to form squares and focal points. Buildings will be 2 to 2½ storeys with front gardens up to 4 metres in depth delineated by railings and hedges. Residents parking should be behind the building line.*

As already stated, plots 67, 68 and 51 sit at the northern entrance to the R4 Pedestrian and Cycle Link area and there is a need to provide an interesting dual aspect building at this junction. The design of the proposed two storey terrace of three houses has been revised to form two end gables within the front elevation to raise the profile of the building at an important junction of the school, the bus route and the combined pedestrian cycle route. It should be noted that the Masterplan shows R4 as a continuous road linking at its northern end into the bus route. Interestingly, Persimmon originally ignored this diagonal route in its first layout seeking to divert the path around the site. Subsequently, persuaded by the potential delay and difficulty of diversion, it redesigned this link as the head of a cul-de-sac only accessible to cyclists and pedestrians, which is its current status and which is to be retained and accommodated within this revised layout. Plots 67, 68 and 51 are therefore still considered to be important enough to make these design changes to the corner terrace. The applicant has revised the drawing and added a first floor and a ground floor window to the flank elevation of plot 51 to add visual interest to the street. However, your Officers did request a bay window to make a bolder statement but the applicant declined to accommodate this and consequently, on balance, the design of plots 67, 68 and 51 as revised is now accepted.

R4 is an important character area. It maintains the important existing diagonal pedestrian and cycle link through the development and for this reason the Masterplan set out some clear objectives which were not originally met by the applicant. These objectives include the provision of a clearly signposted cycle and pedestrian route overlooked by frontage houses with a different surface where

paths cross over streets. The applicant has proposed a large single surface square in the centre of R4 which incorporates two road junctions and satisfies these requirements.

Within the southern section of R4 it is said that houses should face onto the route to create a high density built form but this has not been closely followed by the applicant, particularly in respect of plots 45 and 52. Plot 45 has now been revised to incorporate windows into the flank window comprising a bay window on the ground floor and a standard window above on the first floor, which is now acceptable. Even so, it would have been better if plot 45 had addressed the street with its front door within a primary elevation. Unfortunately, in any event the side elevation and prominent walled side boundary to the rear garden will detract from the character of the street. The applicant's submission excludes plot 45 from the character area (even though this street was erroneously identified as R5) but the Masterplan includes it.

Extensive negotiations have occurred in respect of plot 52 where an inappropriate house type with its main outlook of north to south and squeezed onto the northern half of the plot was previously being proposed and was particularly poor. It created a weak street elevation with small and few glazed openings and a front door pushed into a corner. It was an inappropriate house type which had effectively been placed sideways onto the site. This has now been replaced by a square two storey traditionally tile hung house type on the southern part of the plot. This is better but is still not the best option which should have been a wide fronted property, probably with a centred front door, and a shallow building depth to address the shallowness of the plot. This would have better satisfied the objectives of R4 and reduced the amount of exposed garden walling to the street.

Through negotiations other changes have been made to the layout of R4 notably with the 2 three storey housing blocks with integral garages on plots 41-44 and plots 72-75. The design objective states that buildings should be between two and two and a half storeys. Originally these blocks were set back and incorporated integral garages with frontage parking but have now been changed. The buildings are now two and a half storeys and have been brought forward to better enclose and narrow the street. The previous frontage parking has either been displaced into car barns at the side of the building or moved to the rear where it is visually less sensitive. This is not ideal but the changes are an improvement on the original layout although it would have been much better had the layout been radically changed to incorporate some rear parking courts which would have lessened the impact of displaced parking on the appearance of the side roads. Unfortunately, as a company Persimmon has been reluctant to incorporate rear parking areas into its schemes because it feels that customers want parking on plot and parking courts are seen to be unattractive and vulnerable to anti-social behavior. However, your Officers maintain that there are a number of local housing schemes which demonstrate the attractiveness and popularity of courtyard parking if designed well.

Finally, plot 19 is an end of terrace house with a blank exposed flank wall which faces the landscaped edge that skirts the southern boundary of this parcel. To improve its appearance it is recommended that a condition is imposed requiring

fenestration to be inserted at ground and first floor levels to enliven this end stop to R4.

Overall, therefore, R4 is a disappointment and fails in some ways to meet all objectives of the Masterplan by having buildings which do not step out to create small squares and intermittent focal points of interest along the route. Furthermore, there are no hedges or railings shown to delineate spaces but these can be dealt with under the landscaping and enclosures conditions of the outline permission. The submitted layout simply needs to show the potential for these to be accommodated. Similarly, it is expected that some paved corner frontages will be defined by bollards to control vehicular movements. In addition, it is hope that the central square can be demarcated by entrance features to help its identity and exclusivity and to warn motorists that they are entering a shared cycle and pedestrian area.

#### R5-Neighbourhood Housing

*There are eight of these areas which form transition zones between the high density areas of the Main Street and the lower density areas around the softer edges. They will contain a higher level of variation and interest with greater mix and variety of building lines, materials and roofscape.*

This area makes up the remainder of this application site and essentially is defined as a mix of housing with great variety of terraces, semi-detached and detached house types up to two and a half storeys high with varied and interesting building lines and boundary treatments. Some courtyard parking has been formed alongside other types of garage and driveway parking spaces as well as on street parking which is a stated objective for these character areas. Overall, the general design approach to these two areas within the application are less onerous than other character areas and are accepted as proposed.

One anomaly which has arisen is the double garage proposed on the north west side of plot 79 because the left hand garage falls outside of this application site and also falls outside of the red edged application site boundary for the adjoining Bovis site. The obvious concern is that it is possible for only half of the double garage to be built which raises issues over completing and finishing the exposed roof and party wall to an acceptable standard should the other half not be built. Although this is unlikely it may be legally possible to construct half the garage in an unfinished form so a condition is recommended to ensure that the garage building, single or double, is finished to an acceptable standard.

#### **Means of enclosure**

For the exposed site frontages a mixture of 1.2 metres post and rail, metal railings and white picket fences plus 0.45 metre dwarf walls would be used with rear gardens enclosed on road frontages by either 1.8 metres brick screen walls or close boarded fences. As a general approach this provides a range of boundary treatments which offer privacy and security where appropriate in a satisfactory manner whilst using lower and more open means of enclosure where openness is important to the character but where boundaries need to be identified. Whilst the principle of the illustrated enclosures is acceptable and useful as a guide to show

how the appearance of areas can be shaped and managed the actual selection of each and every boundary type and its position requires greater analysis than this application allows and should be considered under the appropriate condition in the outline approval. This is particularly applicable to a number of plots where boundary walls appear to be projected noticeably forward of the side elevations of the houses and should be stepped back.

## **Materials**

The proposal is to use three types of contrasting roof tile with an antique slate for areas S1 Gateway, R1 Main Street and R2 Secondary Street; a Tuscan tile around E2 Green Edge; and a flanders tile for the remainder.

Elevations will comprise three brick types, which are Sussex Blend, Warwick Cream and Rutland Red each with a feature brick for detailing. An ivory Cream render with feature brick would also be used as well as tile hanging to match the property roof in other cases.

Whilst a select range of roof tiles and elevational materials is desirable, the actual selection of specific materials requires greater analysis than this application allows given that last minute discussions on layouts and house types have been ongoing. Therefore materials should be very carefully discussed and considered in due course under the appropriate condition in the outline approval, particularly as the choice of materials may help to raise and give greater distinction to the individual character areas which otherwise would not be so evident due to the overuse of standard building types and the applicant's reluctance to make changes.

## **Landscaping**

The details of the soft landscaping proposals are not accurately reflected in the housing layout which has been revised in some areas. Whilst the proposals appear to be generally acceptable there are improvements which could be made. There also appears to be a limited amount of tree planting, particularly group tree planting, and there is a lack of distinction between and reasoning for the selection of semi-mature tree types and the extra-heavy standard tree types in some locations. Similarly with hedges, whilst the incorporation of hedges is a welcomed landscape feature, and usefully a distinction is made between ornamental and native hedging, the proposed locations and alignments are fairly arbitrary in places.

Therefore, whilst the Parks Manager has confirmed that he can support the proposed landscape details and that the plants chosen and their planting specifications can be expected to provide a good basic green infrastructure there needs to be a more detailed discussion around planting densities and actual locations particularly in relation to strengthening the identity of certain character areas. Therefore, landscaping should be the subject of further discussions and considered under the procedure to discharge the appropriate condition in the outline approval.

## **Access and Parking**

The highway authority is concerned about emergency fire service access to some plots on the eastern boundary and is still awaiting a response from the fire authority. These matters will need to be reported at the meeting.

Comments from the public rights of way (PROW) section are awaited in respect of the definitive footpath crossing this parcel and this will also need to be reported at the meeting.

The Waste Strategy Manager is generally satisfied with the general access provision for refuse collection vehicles, but does find that there are some properties which will not be close enough and where special collection points will have to be created. Although the applicant appears to have identified such areas the locations may cause problems for occupants of adjoining properties and need to be properly examined. Therefore, in the absence of agreeing precisely where these should be it is recommended that a planning condition is imposed.

## **Residential Amenity**

A number of local residents have expressed concerns about construction traffic, noise and dust but it should be noted that the outline approval includes a number of conditions which require these matters to be addressed before construction commences and they would be applicable throughout the course of the development.

In terms of the quality of amenity to be created by the development, residents will have reasonable sized family gardens with appropriate levels of privacy and good pedestrian and vehicular access to facilities and services and areas of amenity space. The layout would provide a reasonable level of soft landscaping to enhance the environment (although further negotiations over the precise details will be necessary) with an outlook to a soft semi-rural edge of swales and boundary planting. There are no anticipated issues of noise from traffic such as the A27 trunk road or commercial activity such as the Durrington centre.

In terms of the actual Space Standards Supplementary Planning Document which provides general design guidance for all residential development the proposals fail to wholly comply. The applicant states that the space standards were adopted post submission of the outline application and are not referred to in the decision notice and should not now be applied. Furthermore the applicant states that outline permission was granted for up to 700 units as illustrated in the Masterplan. Based on the original layout (which will have been subsequently adjusted following negotiations with Officers but will remain very similar) 84% of the dwellings meet the internal minimal floor standard. Of the remainder, 16% (7 units) are within 10% or less of the standard which relates primarily to the 6 Alnwick units (plots 13-14 and 36-39) which are not identified as part of the affordable housing allocation within the development but have been designed smaller to provide a more affordable first time buyer unit.

In terms of garden sizes 71 of the 79 units would comply with the SPD standard. 5 would be within 5% and the remaining 3 would be within 10%. The applicant states that the departure from the SPD standard is de minimis particularly given the availability of green spaces within the development and the proximity to open countryside, which is accepted.

Whilst it is acknowledged that the timing of the outline application was such that the space standards were not in place the outline permission does only grant permission for up to 700 units which, therefore, allows for a lesser number than 700. It also expected a number of apartments, which are notably absent from this application, and may well have helped to make up the shortfall in meeting the space standards. Furthermore, there are other phases of development to come which may well also fall short of these standards for which this current application may set a precedent. It is particularly regrettable given that this is a green field site and this particular development parcel does not have the development constraints of some parcels which lose developable space because they have to preserve strong landscaped areas and features. In this case it is accepted that the garden sizes all appear to be of a reasonable size and overall they are close enough to the space standard for an objection not to be raised.

In relation to the internal space requirements, the units would nearly meet the standard had it not been for the 6 Alnwick houses which are said to be smaller to make them even more affordable. In response the applicant has submitted a report from a land, planning and development consultant which states that West Durrington is a value for money location which demands compact accommodation and oversized units will cost more and impact on affordability and preclude a large proportion of local buyers. Because the development is close to standard this report is considered to be a reasonable response in this instance without setting precedents elsewhere in the Borough.

## **Conclusion**

It is regrettable that it has been so difficult to influence changes to the design and layout to achieve all of the objectives of the design codes. Your Officers believe that a much more legible identity for each of the character areas could have been achieved with greater co-operation from all parties and within the desired timescales set out in the beginning by the applicant. Nevertheless, some distinction will have been created between the various character areas within the application site but this needs to be reinforced with a strong regime of materials selection, boundary works and soft landscaping. These matters will have to be agreed through the appropriate outline conditions because the lengthy and difficult negotiations on layout and house types has left no time or opportunity for such discussions at this stage.

Nevertheless, it is recognized that this site will make a very valuable contribution to the housing needs of the Borough and it is important that the delivery of these much needed family homes is not delayed but there is an opportunity to provide a characterful suburban development and it is hoped that improvements can be made to raise the quality in the next phases of this development.

**AWDM/0661/14 Taylor Wimpey Southern Limited**

## **Building design and layout in relation to the character areas**

This application proposes 31 two-bedroom houses, 49 three and four-bedroom houses and 4 two-bedroom flats.

In terms of the design, as with the other developers, Taylor Wimpey has relied on a standard house type approach which, as elsewhere, has resulted in difficulties when attempting to adapt a house type at a key location for compliance with the stated key objectives of the character areas. The Taylor Wimpey parcel incorporates character areas S1 Gateway, S2, Copse, E2 Green Edge, R2 Secondary Streets, R3 Copse View and R5 Neighbourhood Housing. The submitted Design and Access explains how the proposals are designed to respond to each of the stated objectives for the character areas and these are considered below.

### **S1 - Gateway**

*The main vehicular access to the site from Fulbeck Avenue and the junction of the Main Street and Secondary Street will create an entrance node to the wider development. The Design Code requires the grouping of key buildings at this node to create a focal point at the end of the vista along Fulbeck Avenue in order to create an entrance feature and a sense of arrival. It states that the space will be marked by high quality buildings and an attractive landscaped space. Design objectives include a higher density character with town houses and terraces framing the space. It states that 3-storeys are appropriate and that in order to maintain continuous building line there should be no vehicular access to the front of properties with all vehicular access via the rear.*

Only the far north-eastern corner of this parcel falls within the edge of the Gateway character area, the main focus of which is the end-stop to the long vista along Fulbeck Avenue. Nevertheless, the Design Code requires a scale and stature of building on this corner that contributes towards the objective of creating a sense of identity and arrival into the wider development. The submitted plans show an asymmetric pair of houses on the corner (Plots 3-4), one half comprising a 3-storey gabled-form facing east towards the main entrance node/junction with the other half having a 2-storey eaves height with pitched- roof front dormer within the front roof slope. Whilst the overall scale of the building is adequate officers considered that as initially submitted the fulfilment of its role as an entrance building was weakened fundamentally by poor architectural composition and a lack of visual interest. This concern has been inherent on key sites throughout the parcel, and is considered by officers to be symptomatic of an over-reliance on standardised corporate 'house types' to try to 'best fit' the requirements of the Design Code rather than the distinctive identity of the different character areas being manifest through the bespoke architecture design of individual buildings and streetscapes. Following extensive discussions, revised drawings have been received showing further articulation of this pair with one dwelling stepped marginally forward of the other and the introduction of 'gables' to break up the eaves line on the secondary frontage facing the Secondary Street (R2).

The creation of a shadow-line reinforces the visual prominence of the 3-storey gabled form in front view compared to the subsidiary form of the attached half. It is disappointing however, that stepping one unit forward of the other (rather than designing the gable as the dominant element) will result in the creation of a rather awkward roof junction and step in the rear elevation, which is will be clearly perceptible in views eastwards along the Secondary Street.

The elevations of the entrance building will comprise brick at ground-floor with render above, harmonising with similar treatment of the three-storey buildings on the opposite side of the Secondary Street (within the Bovis 1b parcel). Other design details include brick cills, and decorative brick banding between the brickwork and render, and a motif feature in the front gable. The entrance to both plots 3-4 is from the east, articulated by (rather poorly proportioned) A-frame porches.

## R2 Secondary Streets

*The Design Code identifies the secondary streets as having a less formal character than the Main Street, with a subservient built form. Frontages will face onto the street, but the building line will be more varied and less dense and formal. Buildings will mostly be 2-storey with some 2½-storey at key points and groupings. Design objectives include short front gardens, with residents parking a mix of on-plot and courtyard parking, with parking spaces located behind the building line; railings or hedges use to border front gardens with low walls and railings at key nodes.*

Travelling west from the entrance, Plots 1-2 and 73-78 fall within the Secondary Street. Initially Plots 1 and 2 were shown as detached 2-storey dwellings, but officers considered the resulting built form did not appropriately reflect the hierarchy of the street. A revised layout has been received showing a semi-detached pair having a similar part 3-storey/part 2-storey plus rooms in the roof form to the entrance building but with one unit designed with an entrance overlooking the adjacent green space and footpath linking through the parcel. The resulting building has a greater presence within the street and sits more comfortably with the 3-storey townhouses on the opposite side of the road (within the Bovis 1b parcel). Further along, Plots 73 and 78 have been designed as a set piece comprising a focal point at the end of the junction on the opposite side of the road. This block comprises a terrace of 4 no. 2-storey houses with rooms in the roof served by front dormers with smaller scale 2-storey 'wings' on either side incorporating 'covered ways' leading to 2 small rear parking courtyards. Whilst a fenestrated elevation is presented to the street, both 'wings' comprise flat accommodation above garaging or 'FOGs'.

This form of building is successful in creating a continuous form of perimeter block development uninterrupted by individual accesses or parking in front of the buildings. A curve has been formed in the road which has also created an opportunity for street trees to be planted in a widened verge.

## R3 Copse View

*Both the Masterplan and Design Code identify this street as having an important and distinctive character, being deliberately orientated to focus views toward the 'copse' and Highdown Hill beyond. The design objectives require a strong, formal*

*building line and taller buildings, mostly 2½-storeys in height with some 3-storey on corners, in order to frame the vista and direct views. A continuity of external materials is required in order to emphasise the specific character. Parking is expected to be on-plot, with a block paved shared surface along its length to create a cohesive character*

The submission by Taylor Wimpey incorporates 2 quadrants within this character area to the south of the junction with the Secondary Street. Plots 64-72 form one quadrant on the south-east side of the road with Plots 79-84 on the north-west side forming only a partial quadrant (with the corner plots on this side due to come forward as a later phase of development).

(As within the Bovis parcel) the road is shown on the planning layout drawing as a shared surface having a slight bend with soft landscaped frontages to the dwellings varying in depth and with trees interspersed informally its length along the where space allows. In contrast, the built form creates the sense formality required by the Design Code, with a strong building line and regular layout of semi-detached pairs with garages set back into rear gardens except at the corner (Plots 70-72) where a short terrace of 3 mirrors a similar form of development on the opposite side of the road (within the Bovis parcel). For the most part the scale is 2½-storey with a 3-storey end-of-terrace unit having a dual frontage with its primary elevation facing onto the Secondary Street. Officers consider that on the whole the layout successfully adheres to the Design Code in creating a clearly definable and distinctive character to this road, having a special role in urban design terms of framing important views towards the existing 'copse' of trees and Highdown Hill beyond. The detailed design of dwellings is not identical to those within the neighbouring 1b parcel, but officers consider they share sufficient common themes including chimneys, pitched-roof front dormers, canopy porches, decorative banding, and stone window heads and cills to the front elevations to create a harmoniously cohesive and identifiable character.

One specific area of concern relates to Plots 70-72. As part of negotiations officers have sought the introduction of a shadow line to articulate the 3-storey gabled form of the end-of-terrace unit (and to match that shown on the similar building on the opposite corner within the Bovis parcel). The revised drawings show this has been formed by stepping the dwelling on Plot 72 slightly forward of Plots 70-71. Because the standard dwelling types used on these plots are identical in depth a step will also be created at the rear. Although a minor detail, the resulting awkward roof junction detracts from the overall composition of the terrace and will be visible in views from the Secondary Street. A similar scenario is avoided in the neighbouring Bovis parcel because the equivalent 3-storey 'end-stop' has a wider footprint than the adjoining dwellings which make up the remainder of that terrace.

It is important that the traditional character envisaged is carried forward into the specification of materials to be used (red brickwork and plain roof tiles) and that these are closely matched in the development of the other quadrants (by the other Consortium partners).

It is anticipated that the shared surface road would be completed using block pavers as shown on the planning layout drawing. The submitted hard surfacing drawing

currently shows this as 'black top' which based on earlier discussions with the applicant, officers understand to be a drawing error.

## S2 Copse

*The Design Code states that the buildings here will frame a well-overlooked green space, including the play area, focussed around the retained copse of trees in the far south-east corner of the site. Design objectives require terraced or semi-detached units within minimal breaks in the building line and 2½-storey to frame the space. The dwellings are to be accessed from shared surface lanes in front, block paved to create a slow traffic environment and with parking either in-street in groups of 3-4 spaces or on-plot behind the building line.*

The initial layout submitted as part of this application showed a combination of detached and semi-detached 2-storey dwellings accessed from a narrowed spur off Copse View and staggered around an informal bend in the road leading to the southern edge of the site. Officers considered that this layout did not meet the requirements of the Design Code for this character area. Following discussions a revised layout now shows a more regular building line throughout this character area and the introduction of a terrace (Plots 55-58) towards the southern end, overlooking the LEAP. Although the dwellings are not 2½-storey in scale, the primary objective of providing a more formal layout to frame the Copse has been achieved.

The revised layout also shows the introduction of a footpath linking the Copse area to the residential core of the parcel, enabling a complete pedestrian link to be formed through to the Secondary Street to the north. This new footpath was not shown on the Illustrative Masterplan, but is welcomed by officers as providing for a logical connection through the development parcel, enhancing accessibility to the surrounding green space and LEAP for future residents and improving the permeability of the layout. Plots 59 and 60 are positioned at the end of the footpath acting as sentries, designed as having a dual frontage with their primary elevations facing inwards towards the footpath to aid natural surveillance.

## E2 Green Edge

*The Design Code requires housing to be orientated facing the green spaces to provide an attractive aspect and provide passive surveillance. Small lanes terminating in informal private drives can be used to front the houses. The design objectives allow for mostly semi-detached or detached units with larger breaks between to create a softer building edge; mostly 2-storey development with 2½-storeys at key locations. The building line can be varied and front gardens soft landscaped to reflect the character of the adjacent green spaces. The Design Codes states the roofscape should be varied and include architectural features such as dormers to create variety to the roofline and create a softer edge to the development. Fencing, knee rails or bollards should be placed so as to prevent vehicles encroaching onto the green space.*

The Green Edge character area within this parcel comprises a loop extending alongside the green area to the southern fringe of the site and around the south-

eastern edge of the parcel overlooking the balancing pond (Plots 5-12 and 44-52). In a change from the Illustrative Masterplan which showed cul-de-sacs terminating in private drives, the application submission comprises a continuous vehicular through-route.

The initial submission proposed a formal tarmac road with pavement on one side made up of a series of link detached 2-storey dwelling houses facing the balancing pond. The character changed at Plots 11-12 with a spur from the access road leading into a shared surface road serving the core neighbourhood character area. At this point the main loop also becomes more informal in character, having a block-paved surface and narrowing to 4.1m in width.

Plots 11-12 comprise an asymmetric pair of 2-storey dwellings, with the narrow, gabled corner unit having a dual frontage onto the neighbourhood access road.

The other side of the access road (Plot 44) is mirrored by a similar form of dwelling with a dual frontage, but detached. Travelling south and westwards is a pair of detached dwellings (Plots 45-46) and three pairs of linked, semi-detached units (Plots 47-52).

As part of early discussions officers expressed concern that the submitted layout, composition and detailed design of the dwellings making up this Green Edge character area did not meet the requirements of the Design Code. For example, the use of a very limited range of standard house types with little variation in their appearance, their linkage in the form of the car ports (Plots 5-10 and 47-52) was considered not to provide the sense of informality and individuality at the heart of this character area. This concern is reinforced by the rigidity of the building lines creating an overly formal and regimented layout. Revisions to Plots 5-10 now show the introduction of pairs of semi-detached houses interspersed with 2 detached units and garages set back into the rear gardens. The house types used now allow scope for plots of differing width, with some irregularity introduced to the building line. The detailed design introduces different types of gable feature adding interest to the roofscape. The elevations would all be brick but with each dwelling or pair carried out in a different brick to its neighbour (all from the Ibstock range comprising 'Surrey Russet', 'Surrey Red multi' and 'Holbrook Sand-faced Brown') to reinforce the sense of individuality, with some gable features tile-hung and others shown as timber-boarded. Windows are shown with brick heads and cills, and porches predominantly comprise lean-to canopies, a group of 4 dwellings (Plots 12, and 44-46) have chimneys.

Although a far greater sense of diversity and visual interest could have been achieved in respect of these plots facing onto the balancing pond, for example, through some variation in the ridge heights, use of dormer windows, bay windows, expressed chimney breasts, decorative balconies/verandas or other features and detailing which might have 'lifted' the overall design quality, on balance, officers consider the latest revisions at least adhere to the minimum prerequisites of the Green Edge character area.

A greater concern relates to how Plots 47-52 along the southern edge adhere to the Design Code. The fundamental issue appears to stem from the use the same basic

house type (PA25) in an overly regimented fashion. Officers also considered the shallow front gardens and large expanse of hard-surfacing in the form of open driveways to the sides of the dwellings with a back-drop of timber fencing would further accentuate the departure from the Design Code, creating an unattractive and overly austere streetscape at odds with 'soft' edge envisaged for this character area. As part of negotiations officers have put forward suggested amendments to these dwellings, for example, steepening the ridge of Plots 49-50 to create a taller ridge to distinguish the central pair from its, neighbours, introducing attached garages to help break-up the expanse of hard-surfacing, and angling the eastern pair (Plots 47-48) to create a more informal building line following the bend in the road. Other advice has been focussed on improving the detailed design of these dwellings, for example, creating a more sympathetically proportioned twin gable feature to the central pair (Plots 49-50), and shared lean-to porches as well as adjusting window sizes to achieve a better overall balance of composition. Other suggestions have included re-pitching the 'gables' to a more traditional 45° pitch and introducing similarly angled pitched roof porch canopies (Plots 47-48 and 51-52). Whilst some of this advice has been followed in part, other suggestions have not been taken up with the result that officers still have concerns about the adherence of this run of dwellings to the Design Code. The applicant has stated that there is insufficient space to accommodate attached garages whilst also providing independent access through to the rear gardens (i.e. to avoid taking refuse bins through the dwelling) and the latest revision shows the introduction of a roofed carport linking the 3 pairs of dwellings to try to break-up the visual expanse of hard-surface around the dwellings. Unfortunately this is not considered by officers to be a particularly successful solution as it reinforces the continuity and uniformity of this frontage rather than achieving the sense of informality inherent to this character area.

## R5 Neighbourhood Housing

*The neighbourhood housing areas are intended to form transition zones between the more central higher density areas and the softer, outer edges of the development site. The Design Code states they will have a higher level of variation and interest than other areas with a greater mix and variety of building lines, materials and roof lines to create a more informal, organic shape. Design objectives include a mix of detached, semi-detached and terraced units within a permeable and well-connected street network of small-scale streets and shared-surface mews. It is expected that different surfacing materials will be used to create distinct areas as well as through the use of varied boundary treatments. Parking in these areas can be in the form of dedicated on-street parking softened by planting, as well as courtyards and on-plot parking.*

The Neighbourhood Area comprises the inner core of this parcel based on a shared surface access road in the form of a cul-de-sac. The dwellings are all 2-storey in scale consisting of short terraced runs of 3-4 houses and semi-detached pairs with 2 no. flats (FOGs). Parking consists of a combination of dedicated on-street frontage provision in small groups at the end of the various spurs of the cul-de-sac, with some rear courtyard parking and on-plot driveways. Despite the cul-de-sac layout a high level of permeability is provided for pedestrians with footpaths linking through to the Secondary Street to the north and the Copse to the south-west. It is

debatable whether the repetition of standard house types throughout this character area achieves the higher level of variation, interest and informality required by the Design Code. However, officers consider that overall the dwellings are well-proportioned and laid-out to create a coherent streetscape. An overly built-up appearance is avoided through a predominantly hipped roof form throughout with sufficient individual interest created through use of traditionally proportioned projecting gable features, window heads and cills carried out in contrasting brick and other detailing finished in tile-hanging or occasionally horizontal boarding. Where space allows, frontage parking broken up with planted strips to soften its appearance, or located off the main access route in small scale drives and squats.

Despite being requested, the applicant has not set out their position regarding the location of meter boxes on the properties. This can be dealt with as a condition of planning to ensure where possible their impact within the public realm is minimized.

### **Means of enclosure**

All plot frontages are open with no formal means of enclosure. The only exception is R3 Copse View where beech hedges are used to delineate and distinguish the private front gardens from the semi-public soft-planted verges. On corner plots where the side or rear boundary of a rear garden faces onto a road or public footpath, 1.8 metre high screen walls are proposed with brick-on-edge coping and tile creasing. Close-boarded fencing is used for enclosing other garden boundaries which are visible from the public realm, including parking courtyard, with larch-lap used to sub-divide the remainder of private rear gardens.

It is considered the general lack of frontage enclosure gives insufficient weight to the importance of boundary treatments in reinforcing the different role and identity of the character areas and warrants further analysis, particularly along the R2 Secondary Street which specifically refers to the use of railings or hedges used to border front gardens with low walls and railings at key nodes. Consideration should also be given to the comments of the Sussex Police Design Advisor with regard to the enclosure of parking courtyards. It is therefore considered the actual selection of each boundary type and its position should be considered under the appropriate condition in the outline approval.

### **Materials**

The proposal is to use four types of contrasting roofing material (all Redland) comprising an artificial Redland Cambrian (Heather) interlocking 'slate' throughout R3 Copse View, sporadically within the E2 Green Edge and on the S1 Gateway entrance building. A similar Cambrian (Slate Grey) interlocking 'slate' is proposed for the remainder of the E2 Green Edge and the R2 Secondary Street. A Redland Heathland (Autumn) plain concrete tile is proposed exclusively for the R5 Neighbourhood housing area and a similar Heathland (Ember) plain tile for the S2 Copse area.

Elevations will comprise four brick types, which are (all Ibstock) Surrey Russet, Surrey Red multi, Surrey Light multi and Holbrook Sand Faced Brown each with a contrasting brick used for detailing. An ivory Cream monocouche render with

feature brick would be used on a very limited number Plots (1, 13-14), with horizontal timber-boarded also used sparingly to express feature gables on Plots 5-6, 25 and 40. Tile hanging, where shown, would match the roof tile used on the property.

As stated elsewhere, whilst a select range of roof tiles and elevational treatments is desirable, the actual selection of specific materials requires further analysis than this application allows given that last minute discussions on layouts and house types have been ongoing. Therefore materials should be very carefully discussed and considered in due course under the appropriate condition in the outline approval, particularly as the choice of materials may help to 'lift' and give greater distinction to the individual character areas which otherwise might not have been so evident due to the reliance on standard building types and a reluctance by the applicant to make significant changes.

### **Landscaping**

The soft planting is not accurately reflected on the planning layout drawing and separate detailed drawings of the soft landscape proposals have been submitted as part of this reserved matters submission. For the most part these show a choice of landscaping which helps to reinforce and distinguish the differing identities of the various character areas. However, the proposals do appear to lack substance in some areas the around the Green Edge perimeter.

Therefore, whilst the Parks Officer has confirmed that he can support the proposed landscape details in principle, and that the plants chosen and their planting specifications can be expected to provide a good basic green infrastructure there needs to be a more detailed discussion around planting densities and locations particularly in relation to strengthening the identity of specific character areas. Therefore landscaping should be the subject of further discussions and considered under the procedure to discharge the appropriate condition in the outline approval.

### **Residential Amenity**

Other than for the 4 no. flats, which have no access to private amenity space, residents will have reasonable sized family gardens with appropriate levels of privacy and good pedestrian and vehicular access to facilities and services and areas of amenity space. On the whole the layout provides a reasonable level of soft landscaping although this could be enhanced as part of a review of the Green Edge character area to the southern perimeter.

In terms of the Council's Space Standards SPD, at the time of writing insufficient information has been forthcoming from the applicant, despite requests, concerning the compliance of the proposed house types with the minimum internal space requirements and this will need to be updated at the meeting.

In terms of garden sizes, excluding the flat units, 61% of the house plots would comply with relevant SPD standard. The garden sizes of 19 no. units would be more than 5% deficient from the relevant space standard. These are particularly grouped within the R3 Copse View area, where the soft landscape requirements of this

character area and provision of deeper than average frontages and generous on-plot parking provision (with garages pushed back into the plots) has had the effect of 'squeezing' the rear gardens for these units. All dwellings are within 10% of the relevant garden size standard.

As stated elsewhere in this report, it is acknowledged that the timing of the outline application was such that the space standards were not in place. Moreover, the outline permission provides for up to 700 units and anticipated a larger proportion of apartments, which may well have helped to make up the shortfall in meeting the space standards. As with the other reserved matters parcels currently under consideration it is regrettable given that this is a green field site that the minimum standards cannot be met in full. Nevertheless, it is accepted that the garden sizes all appear to be of a reasonable size and overall they are close enough to the space standard for an objection not to be raised.

### **Access and parking**

The main concern raised by the Highway Authority relates to the stretch of road running in front of Plots 45-54 on the southern perimeter of the parcel. The layout shows this shared surface road measuring 4.1 metres wide, but the Highway Authority consider this should be widened to a minimum of 4.8 metres to prevent inappropriate on-street parking obstructing through access, with a 2 metre wide service margin provided in front of Plots 45-54. An added complication derives from fact that this requirement does not sit comfortably with the Design Code for this E2 Green Edge Character Area which requires an informal access arrangement and a 'softer' interface with the surrounding strategic green space. The latest revisions to the layout have not addressed this issue and this requirement by the Highway Authority will need to be reviewed as part of on-going discussion with officers relating to the adherence of Plots 45-54 to the Design Code in general.

This aside, the remaining matters raised by the Highway Authority are fairly minor and likely to be resolved as part of the S38 agreement process.

The overall amount of parking provision for the 84 dwellings which make up this parcel consists of 172 allocated parking spaces plus 16 visitor spaces. Of the allocated spaces, 15 no. dwellings have 1 space, 44 no. dwellings have 2 spaces and 23 no. have 3-spaces. Of those dwellings with 1 space, 11 no. comprise affordable rented units (mostly 2-bedroom) and the remainder are 2-bedroom flats.

As with the other residential parcels, the Highway Authority has raised no overall objection to the number of parking spaces with most dwelling plots (80%) allocated two or three per household. Although there are some plots with only 1 allocated space, these either comprise flat units with their own garage (FOGs), or affordable units where historically evidence has demonstrated there is a lower parking demand. Thus, in the context of this proposal, having regard to the outer urban location, the absence of a nearby rail service and the Government's more realistic provision of spaces on modern housing estates where appropriate and in recognition of sustainable alternatives, it is not considered unreasonable.

## **Conclusion**

Whilst the inclusion of a footpath link to enhance the permeability of the layout has been a welcome improvement, other attempts at negotiating amendments to the layout, composition and detailed design of dwellings to achieve all of the objectives of the Design Codes and Masterplan have met with less success. Your Officers believe that a much more legible identity for each of the character areas could have been achieved with greater flexibility from the applicant to provide bespoke design solutions rather than relying on standardised house types. However, officers are satisfied that on the whole the latest amendments have provided for sufficient distinction to provide the most important character areas with a recognisable identity and sense of place. The one main area of concern relates to Plots 47-52 within the Green Edge where the requirements of the Highway Authority for a 4.8 metre road width compounds the other concerns raised by your Officers about the compliance of the layout and the house types used within the sense of informality and softer edge to the development required by the Design Code. Further discussions are ongoing in this respect and will be updated at the meeting. In the event that amendments are not received in time, Officers consider it appropriate that the reconfiguration of this stretch is sought as a condition of planning permission, in order to meet the requirements of the highway authority and to secure a better fit with the Design Code for this area.

As expressed elsewhere, it is also disappointing that the development of this large greenfield site fails to wholly meet the adopted space standards and will not provide a better sustainable design solution than Code Level 3. Nevertheless, as in the case of the other reserved matters applications, it is recognized that this site will make a very valuable contribution to meeting the specific housing needs of the Borough.

## **Recommendation**

### **AWDM/0569/14**

**That the Reserved Matters application be APPROVED subject to the following conditions and any other appropriate conditions subsequently recommended by consultees in any outstanding consultation responses that are considered necessary in addition to those imposed at the outline stage.**

## **Conditions**

1. Standard time limit
2. Approved Plans
3. Details of footways, roads, kerbing including surfacing details and bollards to be agreed
4. Details of boundary treatments enclosing/adjoining green spaces to be agreed
5. Minimum garage door widths of 2.2 metres to be achieved throughout
6. All side and front meter box details exposed to public pedestrian and vehicle routes to be agreed
7. Notwithstanding the details shown on the submitted plans, no consent is granted for dwellings on Plots 9-12. Details of revised dwelling type on these

plots with 2-storey eaves height, and to fully integrate with the R1 Main Street character area to be agreed.

8. Notwithstanding the details shown on the submitted plans, no consent is granted for the dwelling on Plot 20. Details of a projecting bay window in the second-floor flank elevation facing the R1 Main Street, or another design feature to enhance the articulation and interact of this elevation to be agreed.

#### **AWDM/0603/14**

**That this Reserved Matters application be APPROVED subject to the following conditions and any other appropriate conditions subsequently recommended by consultees in any outstanding consultation responses that are considered necessary in addition to those imposed at the outline stage.**

#### **Conditions**

1. Details of footways, roads, kerbing including surfacing details and bollards to be agreed
2. Details of entrance walls and markers for roads entering the R4 pedestrian and cycle link central square to be agreed
3. Minimum garage door widths of 2.2 metres to be achieved throughout
4. Windows to be inserted into the exposed south west facing flank wall of plot 19 in a manner to be agreed
5. All side and front meter box details exposed to public pedestrian and vehicle routes to be agreed
6. Garden boundary of plot 35 to be moved into the plot to allow the public side of the garden wall to be screened with soft planting
7. Sight line splays at junctions to be submitted and agreed
8. Bin collection points to be agreed

#### **AWDM/0661/14**

**That subject to clarification of compliance of dwellings with the Council's internal space standards as set out in the adopted Space Standard SPD the Reserved Matters application be APPROVED subject to the following conditions and any other appropriate conditions subsequently recommended by consultees in any outstanding consultation responses that are considered necessary in addition to those imposed at the outline stage.**

#### **Conditions**

1. Standard time limit
2. Approved Plans
3. Details of footways, roads, kerbing including surfacing details and bollards to be agreed
4. Details of boundary treatments enclosing/adjoining green spaces to be agreed
5. Minimum garage door widths of 2.2 metres to be achieved throughout
6. All side and front meter box details exposed to public pedestrian and vehicle routes to be agreed

7. Notwithstanding the details shown on the submitted plans, no consent is granted for dwellings on Plots 47-52. Details of revised layout and dwelling type on these plots to fully integrate with the E2 Green Edge t character area to be agreed.
8. Notwithstanding the details shown on the submitted plans, no consent is granted for the dwellings on Plots 3-4 and 70-71. Details of revised design to omit the stagger within the rear elevation to be agreed.

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10<sup>th</sup> December 2014

Application Number: AWDM/0815/14

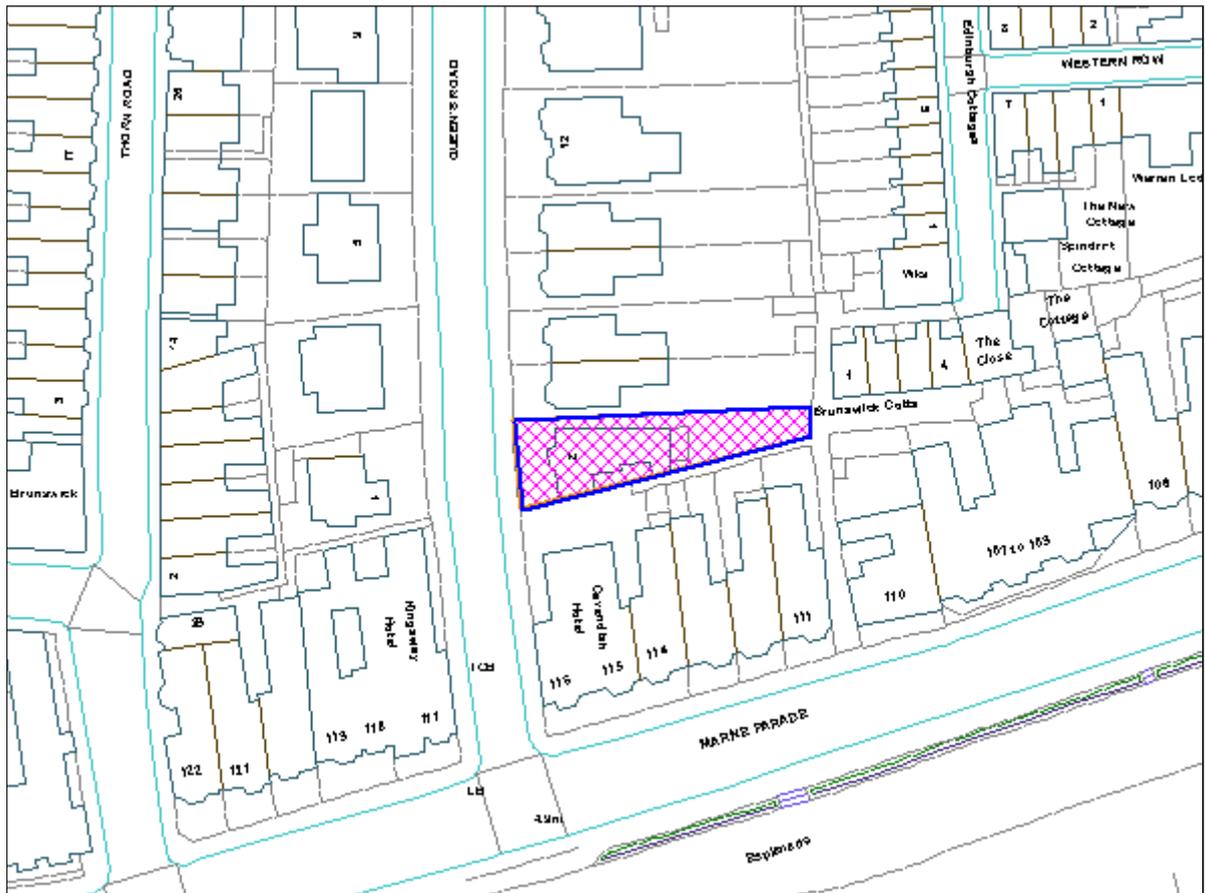
Recommendation – Approve

Site: Queens Lodge Guest House, 2 Queens Road, Worthing, West Sussex BN11 3LX

Proposal: Change of use from (use class C1) guest house to house of multiple occupation (10 rooms)

Applicant: Carley Houston  
Case Peter Devonport  
Officer:

Ward: Heene



**Not to Scale**

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### Site and Surroundings

This a detached Victorian house subsequently extended and altered for various private hotel/ HMO (House in Multiple Occupation) and institutional uses since at least the 1970s and latterly used as a guest house annexe to the diagonally opposite Kingsway Hotel.

The property is suited on the western fringe of the town centre and very close to the seafront in a mixed residential area, comprising older large houses converted to

flats; some family houses and some at the southern end by the seafront, visitor accommodation. The Victorian and Edwardian houses which predominate along Queens Road are characterful and attractive and the seafront architecture is particularly striking, grand in scale being three and half storeys tall and rendered in white with period features.

Queens Lodge is a distinguished building of three floors with period features including front and side gables bays rendered walls and not dissimilar to its neighbours to the north. Its last authorised use in 2000 was as a house with 3 bedrooms let for B&B. It appears to have been run as such but latterly also in association with the adjacent Kingsway Hotel. The applicants report it ceased trading as B&B in February 2014. Currently, it is only partly occupied by, it is understood, contractors employed by The Kingsway Hotel.

Vendor details report that internally, the property is laid out to provide six guest bedrooms/areas all of which benefit from a sink basin although one of the rooms has an en-suite shower room. The guest bedroom/areas are arranged over first and second floors. The ground floor is laid out to provide two living areas (front and rear). The rear ground-floor flat benefits from its own kitchen and conservatory with access to the rear garden.

Its forecourt is open and a hardstanding provides parking for up to 5 cars.

The entrance is from Queens Road.

The internal layout is labyrinthine but predominantly served by a corridors/stairs along its north flank. A single storey flat roofed side extension has been added on the south flank and it appears a two storey flat roof extension at the rear. A side passage runs to the north adjacent to the converted neighbouring house. A solid wall variously supplemented in parts by taller trellising runs along its length. There is a reasonably sized rear garden, overgrown, which is enclosed by substantial walls and fences and a twitten at the rear.

The property is mostly vacant currently, just one guest occupying part of the property.

To the south is the former Cavendish Hotel, now vacant and the subject of development pressure. This tall building contains windows in the facing elevation on all floors and is close by.

To the north is a converted Victorian house with garden flat. Its facing elevation contains windows on all floors but the garden flat is screened partly by a trellis and wall.

To the rear, beyond the twitten (east), is the flank of Brunswick cottages which contains at least one facing window.

A Conservation Area runs to the south and either side of the property.

## **Proposal**

The proposal is to convert the building to a 10 room HMO. All will have en-suite rooms but share two kitchens, one on the ground floor and the other on the first floor. The accommodation is arranged as four bedsits on each of the lower floors and two in the attic.

No external changes are shown, save provision of a waste bin and cycle store (unspecified capacity) by the north boundary just in the rear garden.

Internal changes are restricted to rationalising existing space.

Space for 4 cars is shown in the forecourt. The rear garden is communal but landscaping is unspecified.

The application is supported by a brief marketing statement.

*The applicant indicates that they are in close discussion with the H.M.O. officer and the Housing officer to clarify her target tenants and they will likely be people in their 40's to 50's who cannot afford their own flat with its associated costs but want to live in good accommodation in a shared house situation.*

*She intends to look for tenants who wish to settle there and stay long term, which I trust will allay your fears of it being more of an hostel type of environment.*

## **Planning History**

00/00368/FULL: Change of use of part of property from a single dwelling to a guesthouse (three bedrooms) granted conditional consent in June 2000.

99/00658/FULL: Change of use from residential care home to a single dwelling house

99/00101/FULL: Change of use from Night Shelter and Hostel to a Residential Care Home for five residents for a temporary period permitted in 1999.

## **Consultations**

### Environmental Health Officer

*The proposed layout and use of the property will make it a House in Multiple Occupation, subject to Part 2 of the Housing Act 2004 i.e. mandatory licensing. Subsequently, the owner will need to apply to the Council for a licence, and must be a 'fit and proper person' i.e. have no relevant criminal offences. We (Environmental Health) will inspect the property to ensure it is free from serious hazards and complies with the additional standards required for all HMOs before a licence is issued. The property can be licensed for a maximum of 5 years at which point a new licence will need to be applied for. A licence is not transferable so anybody else wishing to run the property would be obliged to apply for a new licence. Breach of licence conditions can result in a licence being revoked and the Council placing an*

*Interim Management Order upon the property, whereupon they or their appointed agent will take control of the property and collect rent. The same is true if the Council refuses to grant a licence.*

*The Council is required to maintain a Public Register of all licensed HMOs which includes address details for the person operating the HMO.*

*All HMOs fall under the Management of Houses in Multiple Occupation (England) Regulations 2006 which specifies a number of duties, including a requirement to provide sufficient waste disposal facilities for the dwelling. Failure to comply with the Management Regs is an offence that can result in prosecution.*

*The applicant, Ms Carly Houston has contacted me to discuss the HMO requirements and the suitability of this property as an HMO, and I inspected the premises prior to her purchase. Her submitted plans reflects the advice given and on paper appears to provide a sensible layout. Further support will be available from the Private Sector Housing Team as needed. I believe that Ms Houston is well-intentioned and intends to comply with the legislation, and I am optimistic that the property will be managed properly. It is my experience that well managed and maintained properties tend to have less problems with tenants, such as antisocial behaviour.*

*I have no objection to planning permission being granted and believe that there are sufficient legislative controls to ensure that the property is maintained.*

#### Tourism Officer

Consideration of the assessment criteria set out in the Sustainable Economy SPD would apply to the potential loss of this visitor accommodation so I'd like to see that be applied.

#### Highway Authority

This proposal seeks the change of use of a guest house to a 10 bed HMO. The site is located on Queens Road, Worthing, which is an unclassified road in a sustainable location within Worthing. The site is served by 4 car parking spaces which are to remain and serve the HMO.

It would be difficult to substantiate that a significant intensification of use would be occurring as a result of this application and therefore no highways concerns would be raised to the principle of this development.

With regard to vehicle parking the latest WSCC standard for a guest house would be 1 space per bedroom including staff bedrooms. From inspection of the plans provided it would be judged that the existing situation presents a slight under provision of vehicle parking by one space. For a HMO WSCC would advise that 0.5 spaces per bedroom so again there will be a slight under provision of one space. As this under provision does seem to be an existing situation and having regard for the sustainable nature of the site no concern would be raised.

On the proposed block plan the applicant has marked an area for cycle storage in the garden area of the site. This provision should be secure and covered. With regard to capacity, I would advise that communal storage for a 10 bed HMO the provision should be large enough to store 5 cycles. I would ask that plans and details of which be secured via condition.

No highway safety concerns would be raised.

### Drainage Engineer

Site is in an area susceptible to surface water flooding, it lies partially in flood zone 3 and wholly in flood zone 2.

The existing property and front garden are also shown flooded on the Environment Agency historic data flood map, though that must predate me as I have no record of the area flooding

The revised Flood Risk Assessment is acceptable.

### Community Safety

This area is not causing us any issues at present and is not an area for it.

I would really encourage the type of clientele that the applicant wants to attract as I think this would be beneficial to the area.

### Environment Agency

The revised FRA states that the finished floor level of the existing and proposed is 4.94mAOD. This is above the predicted flood level for most flooding scenarios which include the presence of flood defences.

Normally we would expect new residential development to have finished floor levels set above the modelled 1 in 200 year undefended flood level for the year 2115. In this worst case scenario, a maximum of 300mm of internal flooding is possible.

However we recognise this is a change of use from one which already has a residential element. Therefore we have no objection to the proposed development.

### **Representations**

Six objections have been received from Marine View Hotel 111 Marine Parade; Flat 8, 112 Marine Parade; 19 Queens Park Terrace; owner of flat 2 Cavendish Court, Marine Parade; Flat 3, 4 Queens Road and 4 Queens Road.

- a) This will lead to a downgrade of the area which is trying to become a better area and already has its problems
- b) I believe that having multi occupancy in an area where there is limited parking is very short sighted. People with permits cannot park already.

- c) There is an increase in unsociable behaviour from multi occupancy dwellings close by and I feel this application if granted will be detrimental to the area for it could attract the wrong type of people to the area. With the new build being completed just along the road which is a very good addition to Marine Parade we do not need multi occupancy dwellings.
- d) There is an already diminishing number of hotels in the area. I feel the loss of yet another would be a deficit to Worthing as a tourist destination at a time when the local economy needs more visitors.
- e) The type of people that are normally living in such accommodation tend to be those that have no concerns for neighbours or what noise their own visitors may cause in the area. The Cavendish when still open was used in a very similar way and I was fully aware that people with criminal histories were housed there, fully aware also that they were still committing crime in the area.
- f) The rubbish disposal facilities being inadequate for such a densely populated building.
- g) There has been a great deal of work in Queens Road over recent years, with the majority of the large old houses now converted into flats. I don't object to redevelopment of this property per se, but the creation of an HMO with 10 new dwellings in such a small, space-restricted community seems excessive and unreasonable.
- h) Such a high number of new dwellings in this area will increase the population density in an already busy neighbourhood and will have a negative effect on the residential amenity and character of the neighbourhood with an inevitable increase in noise and disturbance.

### **Planning Appraisal**

Section 70 of the Town and Country Planning Act 1990 (as amended) that provides the application may be granted either unconditionally or subject to relevant conditions, or refused. Regard shall be given to relevant development plan policies, any relevant local finance considerations, and other material considerations; and

Section 38(6) Planning and Compulsory Purchase Act 2004 that requires the decision to be made in accordance with the development plan unless material considerations indicate otherwise.

The main issues for consideration are:-

- i) The loss of a tourist and principle of conversion to HMO
- ii) The impact on the amenities of future and neighbouring occupiers.
- iii) Impact on access and parking.
- iv) Other environmental impacts

As such the proposal should be principally assessed against saved Worthing Local Plan Policies H18; TR9 and RES7 and Core Strategy Policies 5, 15 and 16, and The National Planning Policy Framework; The Adur and Worthing Hotel and Visitor Accommodation Futures Study (Dec 2013) and Adur and Worthing Tourism vision Action Plan and Supplementary Planning Document (SPD) Sustainable Economy.

## **Principle of loss of tourist accommodation and conversion to HMO**

Core Strategy Policy 5 recognises an important role for the tourism/visitor economy in the town as part of a wider town centre and seafront renaissance and this is underlined by the Adur and Worthing Tourism vision Action Plan. To this end this policy resists the loss of visitor accommodation unless it can be demonstrated that such accommodation is unviable; is the only way of improving the accommodation and the alternative uses contribute towards the visitor/tourist economy. This is underlined by the detailed tests set out in Sustainable Economy SPD.

The National Planning Policy Framework is silent on tourism in seaside locations but as economic development is generally supportive. Its lack of clear direction indicates that Core Strategy Policy 5 should be given full weight.

The loss of tourist accommodation as proposed would run contrary to the Core Strategy, not the least because the premises are advantageously located in a popular tourism district, close to the seaside, town centre and other visitor accommodation.

However, the premises have only operated as tourism accommodation since 2000 and their contribution to the town's offer has been relatively limited. In this respect, the authorised guest house use is restricted to just 3 bedrooms in what is otherwise a house. For the past decade and despite being marketed as separate accommodation, the actual use of the whole property has been, in part, as spill-over and other accommodation in association with the adjacent Kingsway Hotel. The quality of the accommodation provided currently is certainly not high (several rooms lack en-suites) and the property appears rundown and in need of upgrade. Indeed, the character is more akin to an HMO than a quality B&B and the applicant reports that the B&B has proven to be unviable.

The impact of the loss of the premises on the town's offer and visitor economy would be marginal and must itself be seen against a background of recent restructuring of the sector in the locality with the closure of the adjacent Cavendish Hotel and proposed opening of a Premier Inn at the former Beach Hotel.

Submitted marketing information is scant and has excluded use of the specialist agents normally required. Nonetheless, the failure to attract any offers in the two and half years it has been marketed (apart from the current HMO proposal) does support the view that the continued use as tourism accommodation is unlikely to be viable.

The notional loss of the authorised residential accommodation would be difficult to resist as this effectively ceased over 10 years ago; was intrinsically tied up with the guest house and is likely to no longer be the lawful use of the relevant part of the house.

Turning to the proposed use as an HMO, there are no Development Plan policies directly governing the provision of such accommodation. In these circumstances the National Planning Policy Framework advises that proposals should be

supported unless *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*

Historically, planning practice has been to protect good quality HMO/bedsit accommodation where it exists, but to generally discourage extensive new market provision in favour of self-contained flats or studios (including, where suitable, family accommodation in recognition of established housing priorities), or, where appropriate, socially managed institutional provision.

That said, it is recognised that HMOs/bedsits do meet a rising market demand for low cost, basic residential accommodation. The cost of accessing home ownership; the shortage of social housing to rent; economic hardship and the state of the economy, together with changes to the housing benefit system have all contributed to increased demand for this type of lower quality accommodation. Certainly, such accommodation has been and continues to be important for many of the poorest and most vulnerable in society. The demand for such accommodation in and around the town centre is evidenced by the increased registration of HMOs by Environmental Health Officer and granting of recent planning permissions at 2-4 Southey Road.

### **The impact on the amenities of future and neighbouring occupiers**

The proposal involves no significant external physical works and so issues such as overlooking between neighbouring properties would remain unaffected (the one north facing window serves a bathroom and the south facing windows largely look out onto the vacant Cavendish hotel, whereas Brunswick the cottages to the east are 23 ms away).

The main potential for impact would be the way in which the accommodation was used.

Certainly, this would be a large HMO. However, the planning history indicates that, with the exception of a very brief spell between 1999 and 2000, the whole of the property has been in continuous non-residential use from the mid twentieth century onwards, firstly as a hotel, then a HMO and from 1990 to 1999 as a night shelter hostel and briefly afterwards as a care home, before converting to a guest house in 2000.

The intensity and character of the proposed HMO use is not considered to be significantly different to the historical use of the property and would in many ways be more neighbourly than use as a night shelter and even a guest house.

Nonetheless, concerns are understood over potential impacts upon the predominantly residential character of the northern part of Queens Road through anti-social behaviour problems and changes to social balance. However, the Council has no Development Plan policies which seek regulation of HMOs/care homes and facilities for vulnerable groups on such grounds. Moreover, whilst there have been problems with individual care homes elsewhere around the town centre in the past and concerns over the numbers of such in the town, no firm evidence of

chronic problems from a concentration of HMOs and other facilities catering for transients and vulnerable groups is evident, though the Rowlands Road area is the subject of a working group which would include consideration of such issues. The Community Safety Officer has identified no problems in the immediate area and foresees no issues with the current application.

The regulatory safeguards governing such HMOs explained by the Environmental Health Officer in relation to Part 2 of the Housing Act 2004 and Management of Houses in Multiple Occupation (England) Regulations 2006 together with his assessment of the applicant's plans, lend support to the view that an HMO use should not give rise to unacceptable impacts on amenity.

The property provides an acceptable quality of accommodation in itself and also benefits from a garden,

### **Impact on access and parking**

The site is sustainably located close to the town centre, public transport and local facilities.

Parking demand from an HMO in such circumstances is likely to be less than the standards prescribe and the four spaces in the forecourt are adequate. On-street parking is, in any event, regulated by the yellow lines outside and the Controlled Parking Zone.

Cycle parking in the rear garden may be secured by condition.

The Highway Authority raises no objections.

### **Other Environmental issues**

The site is in a recognised flood risk area and the applicant has submitted a Flood Risk Assessment. This recognises the building and residential use is long established and no changes to the physical envelope or drainage are proposed. It recommends increased flood resilience/resistance measures, including use of flood proof materials in the fit out and electrics, boilers, chemical & fuel storage, should be at least 300mm above 5.24m AOD. The Drainage officer and Environment Agency consider this to be acceptable.

### **Conclusions**

The loss of the tourist accommodation is regrettable but acceptable given its size, quality and history and lack of viability. An HMO is not out of step with the history of the property's use and the Environmental Health Officer is satisfied that the accommodation is adequate and there are satisfactory regulatory controls to avoid harm to neighbours. Access and parking are acceptable and the Flood Risk Assessment is approved.

## **Recommendation**

Approve subject to the following conditions:-

1. Three years to implement use.
2. Implement in accordance with approved plans.
3. Fit out in accordance with Flood Risk Assessment recommendations.
4. No new windows in upper floor of north elevation.
5. Agree and provide cycle parking and domestic waste storage

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10<sup>th</sup> December 2014

Application Number: AWDM/1289/14

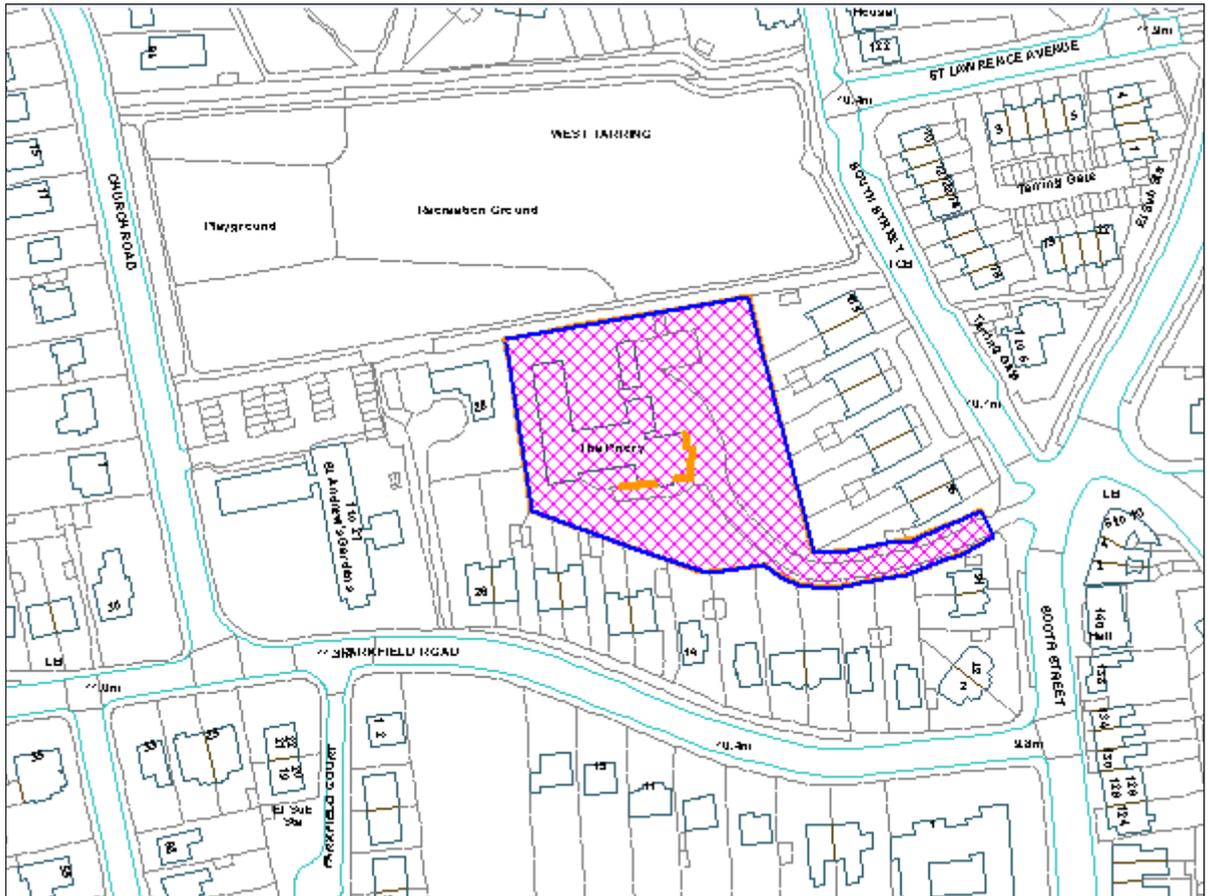
Recommendation – GRANT  
permission

Site: The Priory Rest Home, South Street, Worthing

Proposal: Demolition of existing 41-bedroom care home and erection of new 60-bedroom care home.

Applicant: Mr Bill Ennis  
Case Gary Peck  
Officer:

Ward: Tarring



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### Proposal, Site and Surroundings

This application seeks full permission for the demolition of an existing 41-bedroom care home, which is currently vacant, and the erection of new 60-bedroom care home.

The existing building is inadequate for modern day standards with only 2 of the 41 bedrooms containing en suite bathrooms and 23 of the buildings being below 10

square metres in size. The proposed building would provide 60 en suite rooms with a minimum room size of 18 square metres.

The proposed building would be provided in a T-shape, in part to protect an existing preserved lime tree in the north eastern corner of the site and would be primarily be 3 storeys with a 2 storey element on its southern side.

The application site is accessed via a private road to the west of South Street and is to the south of a recreation ground beyond which is the Conservation Area. Residential properties in Parkfield Road and South Street are to the west, south and east of the application site. The original 3 storey building has been extended by a 2 storey building to its west and the main car parking area is currently to its east and south. A number of trees are on the boundary of the site, some of which are preserved in addition to the aforementioned lime tree, providing a degree of screening to the neighbouring properties.

The site area is given as 0.51 hectares.

### **Relevant Planning History**

The most recent planning history has related to works on the preserved trees on the site with the last application relating to the building itself being for external ducting in 2003. The use as a care home is long established.

### **Consultations**

#### ***West Sussex County Council***

The site is accessed from the exiting access onto South Street. No changes are proposed to the existing access arrangements. The site has an access road which is not part of the adopted highway and has an initial width of approximately 5.5 metres, narrowing down to 4.8 metres. A footway is provided along the southern side of the lane.

The site presently accommodates an existing 41 extra care home. This is a material highway consideration as there is a current use that does generate activity. Trip generation is not based upon the use of WSCC's adopted TRICS guidance. However the applicant's trip rates give a useful indication of the amount of traffic going into the site during the time periods assessed.

Based upon the outputs, the proposed care home is forecast to generate 138 two way daily vehicle movements. These movements will be spread over a 16 hour period. At the recognised network peak times (0800-0900 and 1700-1830), the site is forecast to generate 11 trips respectively at both times. The outputs indicate that a development of this nature would generate its peak activity outside of the normal network peak. The development's peak level of traffic would occur between 0630-0730 and 21.30 and 22.30 with 29 two way movements expected. The WSCC TA Guidance requires off-site capacity assessments are undertaken where a development is expected to generate an increase of 30 entry movements through a

junction. Clearly, this development is not anticipated to meet this threshold. This junction is forecast to operate well within capacity with the proposed development.

The proposed development will increase the use of South Street. Based on the information submitted, this would be a low traffic generating proposal, which during the busiest hour would give rise to an additional 29 two way movements. The existing carriageway width is sufficient to enable two cars to pass or to allow a car to pass a larger vehicle. The access arrangements are considered satisfactory to serve the proposed development.

26 car parking spaces are proposed. The car parking provision has been considered against the WSCC maximum parking standards. The proposed parking provision is within the maximum standards.

Matters of accessibility are considered within the TA. The TA sets out that resident's at the site would have limited mobility. The potential for residents to travel off-site unescorted is perhaps limited. Whilst it is unknown whereabouts staff will be travelling from, there are different transport modes available to the site. Some staff will therefore have realistic alternatives to using the private car. The introduction of a travel plan will also assist in encourage staff to travel more sustainably where feasible.

Matters relating to access during the demolition of the existing building and construction of the proposed would need to be agreed prior to any works commencing. Vehicular access to the site is possible only from South Street. A comprehensive construction management plan should be submitted. This should set out the controls to be implemented throughout the construction project to ensure that safety of users of the public highway, as well as its operation, is not detrimentally affected. The construction management plan should amongst other things set out how deliveries are to be managed along south Street in light of the carriageway width and presence of other vulnerable road users. Given the construction of South Street, the applicant would be required to enter into a Section 59 agreement under the 1980 Highways Act. Such an agreement would enable the Local Highway Authority to recover from the developer the cost of repairing any damage that occurs to the highway as a consequence of the development. The developer should seek early engagement with the WSCC Asset Management team to prepare the s59 agreement.

In conclusion, subject to the following conditions, there are no highway safety or capacity grounds upon which to resist this proposal.

***Environmental Health:***

No objection subject to conditions relating to hours of construction/demolition, dust suppression and details of any external plant

Any additional consultee comments will be reported verbally at the meeting.

## **Representations**

5 letters of support have been submitted, although 3 of the letters state that this subject to appropriate tree work being undertaken, 2 of the letters state that details of the fencing should be approved before permission is granted and 1 letter expresses concern about flooding.

2 letters of objection have been received on the grounds of increased traffic, increased noise and disturbance, effects of dust during demolition and overlooking.

## **Relevant Planning Policies and Guidance**

Saved Local Plan policies (WBC 2003): RES7

Worthing Core Strategy (WBC 2011): 16 - 18

National Planning Policy Framework (CLG 2012)

Planning Practice Guidance (CLG 2014)

The Committee should consider the planning application in accordance with:

Section 70 of the Town and Country Planning Act 1990 (as amended) that provides the application may be granted either unconditionally or subject to relevant conditions, or refused. Regard shall be given to relevant development plan policies, any relevant local finance considerations, and other material considerations; and Section 38(6) Planning and Compulsory Purchase Act 2004 that requires the decision to be made in accordance with the development plan unless material considerations indicate otherwise.

## **Planning Assessment**

The application site has an established use as a care home and it is apparent that the existing building was beginning to fall into a state of disrepair and did not provide adequate accommodation for modern day care standards. In that respect, there is no objection to the principle of the proposal.

Pre-application discussions were held in advance of the application submitted and the applicant held a consultation event with local events. The layout of the proposal has been informed by this process with officers raising particular concern regarding the retention of the lime tree within the site, the only preserved tree on the site which is not located close to the site boundary. As the proposal now ensures the retention of the lime, your officers consider that the layout of the proposal is the best that achieves the floorspace required to provide suitable living standards and the protection of an important physical feature of the site which is clearly visible from the neighbouring recreation ground and Conservation Area beyond.

The design of the building has also evolved during pre-application discussions. Initial proposal including substantial pitched roofs and somewhat featureless elevations were considered to be both overbearing to neighbours and would result

in a building that was too oppressive from distant views, especially if the lime tree had been lost as well.

The current proposal is therefore for a more modern design of building with flat roofs and projecting bays which allow a more creative use of internal floor space, maintains elevational interest, yet also reduces the bulk of the building upon neighbouring properties and from wider view, especially as the lime tree is now retained. Your officers consider that the approach now successfully balances the competing interests on the site and it is noted that the applicants appeared to have responded most flexibly to both officer and resident concerns.

The impact upon neighbouring properties is a key issue in the determination of the current application. The site is unusual in the sense that the trees on the boundary provided a good degree of screening to neighbouring properties but have actually caused complaint from those neighbours because in many cases the trees had not been managed. By the imposition of a landscaping condition, therefore, this application offers the opportunity to provide a suitable management scheme to the trees which means that they can be suitably managed for the environs while providing a screen where necessary for neighbouring properties.

The landscaping scheme will be important to maintain the amenities of neighbours, as while the distances between the building and neighbouring properties are generally in excess of 25 metres, there are 2 instances of the distance being just beyond the normally accepted distance of 21 metres (to numbers 20 and 28 Parkfield Road) and since the building would provide half as many again of bedrooms as is currently the case, then there is the potential for the increased size of building to affect the amenities of neighbouring properties. It is noted, though, the existing building has developed in a somewhat ad hoc style and the opportunity to demolish the building and rebuild as new, together with the need to respect site constraints means that the proposed building can be said to have made far more rational use of the site than the existing.

While there will be an increase in traffic and vehicular movements as a result of the proposal, the County Council have confirmed that the proposal meets highways requirements and although the driveway to the site does run between existing residential properties, it is relatively well screened and thus the increase in traffic would not cause sufficient harm to neighbourhood amenity to warrant a refusal of the application.

In conclusion, it is considered that the proposal offers an opportunity to significantly upgrade the quality of care home provision in the town on a site which offers a suitable environment for a potentially high standard care home. The applicant has worked positively with officers and it is felt that the proposal as submitted offers the optimum solution for the site.

## **Recommendation**

To GRANT permission subject to the following conditions:

01. The development hereby permitted shall be begun before the expiration of five years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

02 Prior to the commencement of development, a scheme shall be provided for attenuating all external fixed plant which shall have regard to the principles of BS4142 and achieve a difference between the rating level and background noise level of at least -5dB. A test to demonstrate compliance with the scheme shall be undertaken within 1 month of the scheme being approved in writing by the Local Planning Authority.

Reason: In the interests of the amenities of neighbouring properties in accordance with policy 16 of the Worthing Core Strategy

03 No development of any kind shall take place unless and until a scheme for the suppression of dust during demolition/site clearance and construction has been submitted to and agreed in writing by the Local Planning Authority. The scheme as agreed shall be implemented throughout the entire course of demolition/site clearance and construction.

Reason: To safeguard the amenities of the occupiers of neighbouring properties having regard to saved policy RES7 of the Worthing Local Plan.

04 No work for the implementation of the development hereby permitted shall be undertaken on the site on Sundays or on Public Holidays. Monday to Saturday such work shall only be undertaken between the hours of 7.30 am and 6.30pm, except as agreed in writing by the Local Planning Authority.

Reason: To safeguard the amenities of the occupiers of neighbouring properties having regard to saved policy RES7 of the Worthing Local Plan.

05 No part of the development shall be first occupied until the car parking has been constructed in accordance with the approved site plan. These spaces shall thereafter be retained at all times for their designated purpose.

Reason: To provide car-parking space for the use

06 No development shall take place, including any works of demolition, until a Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority. Thereafter the approved Plan shall be implemented and adhered to throughout the entire construction period. The Plan shall provide details as appropriate but not necessarily be restricted to the following matters,

- the anticipated number, frequency and types of vehicles used during construction,
- the method of access and routing of vehicles during construction,
- the parking of vehicles by site operatives and visitors,
- the loading and unloading of plant, materials and waste,

- the storage of plant and materials used in construction of the development,
- the erection and maintenance of security hoarding,
- the provision of wheel washing facilities and other works required to mitigate the impact of construction upon the public highway (including the provision of temporary Traffic Regulation Orders),
- details of public engagement both prior to and during construction works.

Reason: In the interests of highway safety and the amenities of the area.

07 Upon the first occupation/commencement of use, the Applicant shall implement the measures incorporated within the approved travel plan. The Applicant shall thereafter monitor, report and subsequently revise the travel plan as specified within the approved document.

Reason: To encourage and promote sustainable transport.

08 The development hereby approved shall not be occupied unless and until samples and schedule of the external walls and roof of the buildings in the development hereby permitted have been submitted to and approved by the Local Planning Authority and the buildings shall not be built other than in accordance with any such approval.

Reason: In the interests of visual amenity and to comply with policy 16 of the Worthing Core Strategy.

09 No development shall take place unless and until there has been submitted to and approved in writing by the Local Planning Authority a scheme of soft and hard landscaping, which shall include indications of all existing trees and hedgerows on the land and details of those to be retained, together with measures for their protection in the course of development. All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner, and any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation. The approved details of hard landscaping shall be completed prior to occupation of the building(s).

Reason: In the interests of visual amenity and the environment and to comply with policy 16 of the Worthing Core Strategy

10 Development implemented in accordance with the approved plans

## INFORMATIVES

### *Section 59 of the 1980 Highways Act - Extra-ordinary Traffic*

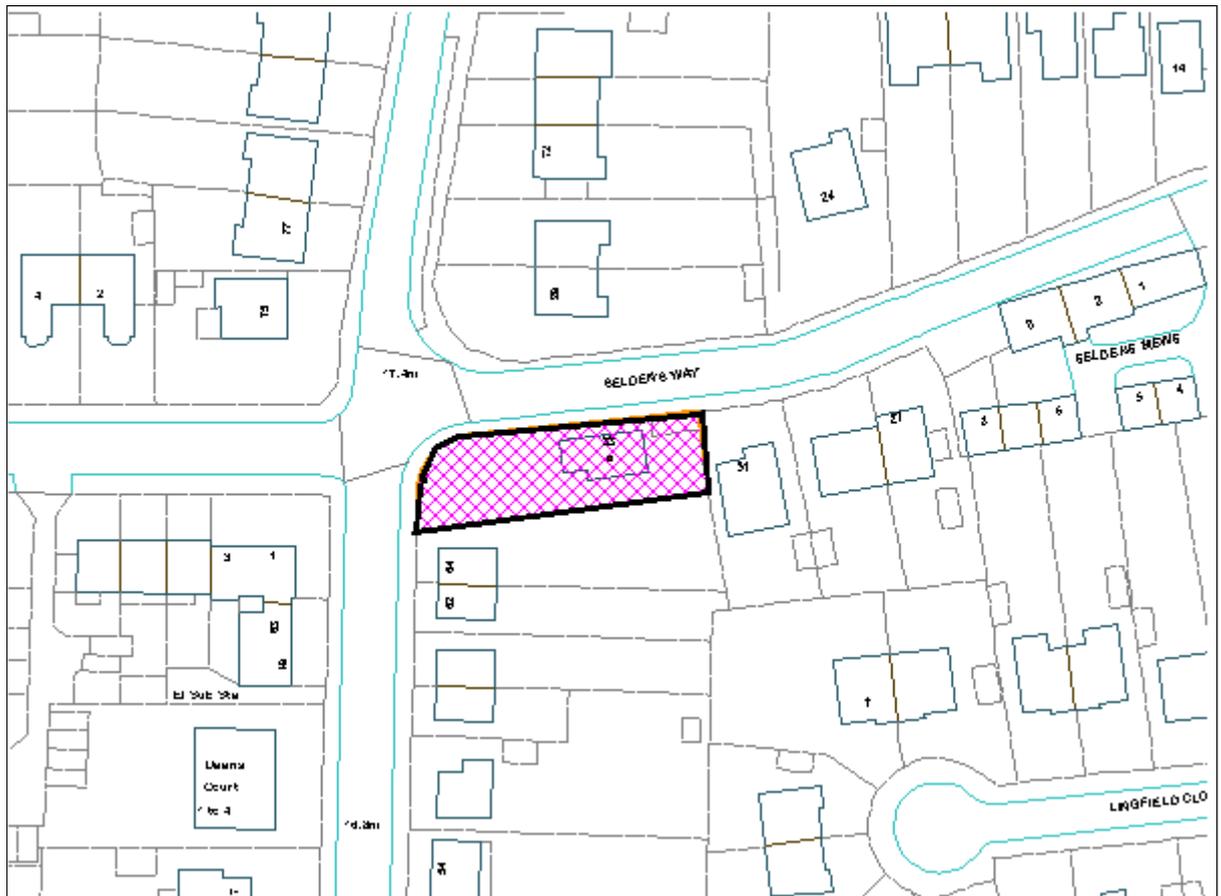
The applicant is advised to enter into a Section 59 Agreement under the 1980 Highways Act, to cover the increase in extraordinary traffic that would result from construction vehicles and to enable the recovery of costs of any potential damage that may result to the public highway as a direct consequence of the construction

traffic. The Applicant is advised to contact the Highway Officer (01243 642105) in order to commence this process.

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10<sup>th</sup> December 2014

<b>Application Number: AWDM/0969/14</b>		<b>Recommendation – APPROVE</b>	
<b>Site:</b>	<b>33 Seldens Way, Worthing, West Sussex BN13 2DL</b>		
<b>Proposal:</b>	<b>Erection of two-storey two-bedroom house in garden to west with associated external works including pedestrian access to Stone Lane</b>		
<b>Applicant:</b>	Ms G Taylore	<b>Ward:</b>	Salvington
<b>Case Officer:</b>	Rebecca Tier		



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## Introduction

This application was previously considered by the Planning Committee on the 15<sup>th</sup> October 2014 whereby the application was deferred to investigate the provision of on-site parking to serve the new dwelling by sharing the existing driveway and for clarification to be provided on the sustainability of the proposed dwelling and proposed materials. The Case Officer has subsequently requested that a layout plan showing a possible shared driveway arrangement with the existing property at 33 Seldens Way be submitted to the Council for consideration along with an

additional statement providing information on the sustainable construction of the proposed dwelling.

### **Additional Consultations**

None received

### **Additional Representations**

None received.

### **Planning Assessment**

#### **Sustainability**

Core Strategy Policy 17 requires demonstration that new development addresses climate change mitigation and adaptation and more specifically how it addresses issues such as pollution, energy, water efficiency, waste minimisation, drainage, sustainable construction and recycling. All new development should also be built to a standard which minimises the consumption of resources during construction and thereafter in its occupation.

The Applicant has sought to address this policy requirement by submitting an additional sustainability statement which states that the proposed dwelling would incorporate an energy conscious design and energy efficiency measures with the use of a 'fabric first' approach. The main sustainability features of the development are listed as:

- Enhanced building fabric in terms of thermal performance
- Low CO2 emissions
- Incorporation of low carbon technologies to provide onsite energy generation
- High efficiency rated white goods and energy efficient lighting
- Low water consumption targets
- Locally sourced materials where practical.

The development has also set targets to include the use of low carbon technologies to assist with the onsite regeneration of electricity in the form of photovoltaic solar technology.

The Planning Agent has advised that as the Code for Sustainable Homes is to be abolished in the New Year 2015 the sustainability statement submitted refers to the energy efficiency standards within Part L of the Building Regulations. However Core Strategy Policy 17 requires all new residential development to achieve the minimum national targets for sustainable construction with specific reference to the Code for Sustainable Homes. Until the Code for Sustainable Homes is therefore officially abolished then the new dwelling will be required to meet at minimum Code Level 3 and evidence of this will be required to be submitted to the Council via the recommended planning condition set out in the Officer's recommendation.

## **Parking Provision**

Following the Case Officer's request for a layout plan showing shared parking provision for the proposed dwelling and the existing dwelling at 33 Seldens Way, the Planning Agent has sought advice from the West Sussex County Council Highways Officer on the acceptability of adapting and using the existing access driveway for shared parking provision for the proposed dwelling. The Planning Agent has advised that he has received the following advice from the WSCC Highways Officer:

- The proximity of the site to the junction between Seldens Way and Stone Lane raises highways safety concerns regarding potential additional vehicles parking on the development site.
- A new vehicular access, located closer to the cross junction than the existing vehicular access would raise concern over highways safety.
- The site is in a sustainable location and thus it is considered acceptable not to provide on-site parking for the new dwelling.
- The Streets appear to offer ample on street parking and thus it is considered acceptable to expect a future resident to park on the street.

Following the advice received by the WSCC Highways Officer the Planning Agent has confirmed that he does not wish to pursue a possible shared driveway arrangement and would like the planning application to be taken back to the Planning Committee and considered on the basis of the current set of plans.

The WSCC Highways advice corresponds with the consultation comments received on the previous planning application WB/07/1187/FULL which proposed a shared driveway and garage between the proposed and existing dwelling at 33 Seldens Way. In this 2007 application it was considered that there would be inadequate turning space for vehicles within the site which would have resulted in vehicles reversing onto the road to exit the site which caused a highway safety concern. As the application site is not deep enough to provide a shared access drive to parking within the site and the existing vehicular access is not wide enough for the provision of two cars to pass side by side the existing access would need to be widened in order to provide parking provision for two cars serving the dwellings. As there is no further space to the east due to the position of the existing dwelling at 33 Seldens Way it would need to be widened to the west therefore bringing it closer to the junction with Stone Lane whereby WSCC has confirmed they would raise an objection on highways safety grounds.

The proposed dwelling has been identified as being in a sustainable location within walking distance of a range of services and public transport and hence there is no reliance as such on the use of the private car. As there are no parking restrictions on the surrounding residential roads it is considered acceptable for any future residents of the dwelling to park on-street and this would not cause any highway safety concerns for WSCC.

## Recommendation

### APPROVE

**Subject to additional condition below and conditions set out in previous Committee Report:-**

17. No dwelling shall be occupied unless and until a final Code Certificate from an accredited assessor has been submitted to the Local Planning Authority to certify that the development hereby permitted has been designed and built to achieve at least Level 3 of the Government's Sustainable Homes Code.

10<sup>th</sup> December 2014

<b>Application Number: AWDM/0969/14</b>		<b>Recommendation – APPROVE</b>	
<b>Site:</b>		<b>33 Seldens Way, Worthing, West Sussex BN13 2DL</b>	
<b>Proposal:</b>		<b>Erection of two-storey two-bedroom house in garden to west with associated external works including pedestrian access to Stone Lane</b>	
<b>Applicant:</b>	Ms G Taylore	<b>Ward:</b>	Salvington
<b>Case Officer:</b>	Rebecca Tier		

## PREVIOUS COMMITTEE REPORT FROM 15<sup>TH</sup> OCTOBER COMMITTEE

### Site and Surroundings

The application site relates to a bungalow on the south corner of the junction between Seldens Way and Stone Lane. This property is set in a wide plot and the bungalow is set back from the Stone Lane building line.

The development in the immediate area comprises a mix of modern flats, detached and semi-detached houses in Stone Lane and in Seldens Way, interspersed with a limited amount of pre-twentieth century development (probably originating from the original agricultural community of Salvington Village, including the application property which dates back to the first half of the 19<sup>th</sup> century and 'Seldens Mews' to the east which comprises a large flint barn of this age or older, now converted into small cottages).

The application property has a small flint barn within its grounds abutting Seldens Way, which is used as an annex for guest accommodation. The boundary onto Seldens Way to the west of this barn comprises a flint wall with a hedge behind, further along the northerly boundary is the front gate leading into the property, followed by gates opening onto a driveway with on-site parking and a concrete slab garage is located within the westerly garden area. The flint wall continues around the westerly site boundary, with fencing behind and a tall evergreen hedge

measuring approximately 4 metres high behind this, providing a total screen of the westerly garden from the adjacent roads.

## **Proposal**

This proposal seeks planning permission to erect a two storey detached, two bedroom dwelling on the garden land to the west of the existing bungalow. The dwelling would be orientated from the west to east, with the main entrance of the dwelling and pedestrian access from Stone Lane. There would be no vehicular access to the site or parking provision for the proposed dwelling. The property would be sited towards northerly section of the site, aligning with the front of the existing bungalow (33 Seldens Way) and incorporating garden amenity areas to the east and south of the proposed dwelling. The dwelling would incorporate a total floor area of 86.9 square metres with a kitchen and a total height of 7.3 metres. At the ground floor level the property would incorporate a W.C, storage/utility rooms, living/dining room and at first floor level the dwelling would have two bedrooms, a bathroom and storage space.

It is proposed that the new dwelling would have a pitched roof constructed from clay roof tiles, with brick exterior walls and uPVC windows with brick edged window sills. A brick chimney would be incorporated on the eastern elevation of the dwelling, a pitched roofed brick porch on the westerly elevation and projecting clay tiled gable roofs over the first floor windows on the northerly elevation. The existing northerly and westerly flint boundary wall and fence would be retained with a new entrance gate installed to the western boundary. The boundary hedge would also be retained yet reduced in height to two metres.

## **Relevant Planning History**

**WB/07/1187/FULL** – In 2007 planning permission was refused for a proposed single storey detached one bedroom dwelling house with vehicular access onto Seldens Way and a proposed shared garage on garden land to the west of 33 Seldens Way. The application was refused for three reasons, including being a cramped, overdevelopment of the site which would be incompatible with the character of existing development in terms of plot size, scale, siting, design and layout which provided a poor standard of environment for future occupiers and the vehicular access point provided insufficient visibility which was considered to be detrimental to highways safety.

**WB/92/05616/OUT** – In 1992 outline planning permission was refused for the redevelopment of the site with a pair of two storey semi-detached dwellings together with the adaption and extension of the flint buildings to provide two garages. The application was refused for three reasons, including being a cramped, overdevelopment of the site with insufficient amenity space for the occupiers, being an un-neighbourly form of development with overlooking, overbearing and noise/activity impacts; and creating a hazard to highway safety due to inadequate parking, no turning facilities and inadequate visibility for vehicles leaving the proposed garages.

## Consultations

### ***West Sussex County Council:***

The **County Council Highways Officer** has advised that there are no anticipated highway safety issues with this proposal. He has commented that the proposal is for a single dwelling unit with pedestrian access onto Stone Lane via a new access point. From an inspection of the plans alone, the Highways Officer has advised that there is no apparent visibility issue at the point of access onto Stone Lane.

The basis for WSCC's objection on the previous proposal from 2007 was partially on the lack of turning on site, but also for a lower than expected amount of parking for a dwelling of this size. With the removing of the proposed off-street parking provision, and revisions under guidance from the NPPF, those objections can now be withdrawn.

In terms of transport, the Highways Officer has advised that the property is situated in a sustainable location within walking distance of a range of services and public transport; hence there is no reliance as such on the use of the private car. This application therefore is in compliance with the NPPF (2012) in encouraging the use of sustainable transport.

The Highways Officer has requested that cycle parking should be included; this must be secure, covered and be capable of storing at least one cycle per bedroom of the converted building. The actual details of the cycle parking facilities should be submitted to and approved by the Local Planning Authority (LPA).

### ***Adur & Worthing Councils:***

The **Council's Drainage Engineer** has confirmed that the site lies outside areas affected by surface water and within Flood Zone 1 according to the Environment Agency's Surface Water Flooding maps. The site also has no history of flooding.

As no drainage details have been provided with the application, the Council's Engineer has not been able to assess the proposed disposal method. However, he has advised that based upon the dimensions shown on the Location and Site Block Plan, the construction of a traditional soakaway may not be possible due to the lack of available space. In the absence of any ground investigation details or proposed drainage details in support of the application, he has requested that should approval for this new build be granted it be conditional such that *'no development approved by this permission shall commence until full details for the disposal of surface water has been approved by the Planning Authority'* As soakaways are proposed, then soakage tests in accordance with BRE Digest 365 (1991) would also be required to be undertaken on the proposed site to ascertain the size and location of the soakaways required for any new impermeable areas.

The applicant should also be made aware of the requirements of the Building Regulations, which may change the drainage approach. Should the applicant apply for consent to discharge both Foul and Surface Water to the public sewers the Council's Engineer has requested sight of the Southern Water Services approvals.

## **Representations**

One letter of objection has been received from occupiers of No. 64 Stone Lane who have raised the following concerns in relation to the proposal:

- Increased vehicular parking on the road would cause a safety hazard to road users and pedestrians.
- The proposed dwelling would increase noise disturbance to their neighbouring amenity.
- The design, appearance and materials used on the dwelling is not in keeping with the properties in the surrounding roads which are render or flint and the dwelling would overshadow the corner of the road.
- The southerly side and easterly rear windows in the dwelling would cause a loss of privacy to their property and garden.
- The dwelling would cause a loss of light to their property and garden.

## **Relevant Planning Policies and Guidance**

Worthing Core Strategy 2006-2026 (WBC 2011): 7, 8, 16 & 17

Worthing Local Plan (WBC 2003) (saved policies): RES7, H16 and H18 & TR9

Supplementary Planning Document 'Space Standards' (WBC 2012)

Supplementary Planning Document 'Guide to Residential Development' (WBC 2012)

The National Planning Policy Framework 2012

## **Planning Assessment**

### ***Principle***

The main issues to be considered as part of this planning assessment are i) the principle of residential infill development on the site ii) the previous planning history on the site, iii) the effect on the character and amenities of the area iv) the impact to the occupiers of neighbouring residential properties v) access, parking and highway safety and vi) the drainage provision serving the proposed development.

National planning policy within the NPPF states that housing applications should be considered in the context of the presumption in favour of sustainable development (paragraph 49) and in relation to a set of 12 core land-use planning principles which should (amongst other things) encourage the effective use of previously developed (brownfield) land, take account of the different roles and character of different areas and always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.

Within this context garden land is no longer classified as previously used, and whilst there is not an embargo on the development of domestic gardens, such land is not considered a priority for new development. It must be demonstrated that there are persuasive reasons to allow the development of garden land when considered in relation to the Development Plan and all other material considerations, which outweigh the loss of the garden.

The Council's Guide to Residential Development SPD reinforces the view that whilst some infill development within residential areas can provide a welcome addition to the housing stock, 'backland' garden development, in particular 'tandem' development, is generally regarded as an inappropriate form of development and will be resisted in most cases. The SPD states that this type of development erodes the green infrastructure and biodiversity; is often anomalous and contrived in form and makes little contribution to local distinctiveness or a 'sense of place'.

Within this residential suburb, the majority of surrounding development comprises frontage development consisting of individual style dwellings. Plot sizes are relatively lengthy serving properties fronting Stone Lane; however some of the surrounding properties in Seldens Way and Cedar Avenue to the west are situated within smaller plots with less garden amenity space. The application site occupies a corner plot with a spacious garden area located to the west, the remaining corners of the cross roads with Stone Lane, Seldens Way and Cedar Avenue are occupied by two storey dwellings and a bungalow which are located within closer proximity to the junction and therefore appear more prominent from the road. It would be difficult to argue that the form of the proposed development in this corner plot location would be out of keeping in this context where there is an established pattern of dwellings occupying corner plot locations.

A key objective of Core Strategy policy 8 is to deliver a range of housing types, in particular, to meet the needs of family housing. This is defined in the SPD as generally a 3(+) bedroom house with a suitable layout together with accessible useable amenity space to meet family needs. However, the SPD states there may be cases where a 2-bedroom dwelling would still provide family accommodation and may be acceptable, for example, where both bedrooms are of a good size, there is access to a suitable area of private amenity space and adequate internal and external storage. In this case, one larger bedroom measuring 13.6 sqm and one smaller bedroom measuring 11.2 sqm would be provided. The bedrooms would meet the Council's space standards for one single bedroom and one double bedroom, therefore providing adequate space for a small family. There is an adequate amount of storage within the utility room, store and cupboards located on the ground and first floors of the dwelling. The drawings show the dwelling would have a small easterly rear garden measuring 29.64 sqm and a long southerly side garden which would measure 87.88sqm. As there would be no vehicular access to the site and the southerly fence and westerly flint wall, fence and hedge would be retained, the southerly side garden area would remain private and not visible from the road. The 117.52 sqm total amenity space serving the proposed dwelling would therefore surpass the Council's minimum requirement of 85sqm for a small detached dwelling. It could therefore reasonably be argued that the proposed dwelling would satisfactorily meet the needs of a small family.

The site would be located within walking distance to the small parade of shops on the corner of Salvington Road and Ashacre Lane, Durrington First School and the local library on Salvington Road. The site is also located within close proximity to bus stops which serve the local area. It is therefore considered to be situated in sustainable location well served by public transportation and within walking distance to local amenities.

## ***Planning History***

The site history shows that two planning applications have previously been refused on the application site. The 1992 application proposed to redevelop the site, constructing two new two storey dwellings on the site and adapting and extending the existing buildings on the site to create garages. The more recent 2007 application proposed the construction of a new bungalow with vehicular access onto Seldens Way and a shared garage on garden land to the west of 33 Seldens Way. The main reasons for refusal include being a cramped; overdevelopment of the site which would be incompatible with the character of existing development in terms of plot size, scale, siting, design and layout, providing a poor standard of environment for future occupiers and insufficient visibility splays which was considered to be detrimental to highways safety. The previous planning applications have sought to orientate the proposed dwellings to the north with vehicular accesses and new proposed garaging onto Seldens Way. On the most recent 2007 scheme the bungalow was positioned closer to the southerly boundary with a garage and shared driveway to the east, this limited the amount of private amenity space which faced the road to the west and north of the site. The provision of an infill dwelling and additional garage building on the site made the proposed development appear cramped and overdeveloped leaving the proposed dwelling and existing bungalow with limited amenity space. The small driveway also left inadequate turning space for vehicles which would have resulted in vehicles reversing onto the road to exit the site which caused highway safety concerns.

The dwelling would have no vehicular access or parking provision on the site which would provide a greater amount of amenity space around the property. The proposed dwelling has also been positioned closer to Seldens Way to the north. The layout of the proposed development, including the revised position of the dwelling and the removal of the garaging outbuildings and access driveway makes the proposed dwelling appear less cramped. The proposed dwelling would be served by a westerly rear garden space and a garden area to the southerly side of the property. The southerly garden area would be private from the road as the existing 2 metre high fence to the south would be retained and the flint wall, fence and cut back hedge would be retained to a total height of 2 metres. The proposed dwelling would have an outdoor private amenity area of 117.52 sqm which would incorporate an adequate amount of outdoor amenity space for the 2 bedroom dwelling proposed. The dwelling would have a total floor area of 86.9 sqm which would exceed the requirement of 77 sqm for a two bedroom dwelling as set out in the Council's Space Standards SPD. The front boundary hedge would also be reduced in order to provide further light into the northerly and westerly windows on the proposed dwelling. It is therefore considered that the proposed development would provide adequate living conditions in terms of indoor and outdoor space, light and outlook for future occupiers.

## ***Design and layout and the effect on the character and amenity of the area***

The plot size is comparatively small in the context of surrounding development particularly when compared to the lengthy plots fronting Stone Lane. However, there are some examples within the surrounding properties in Seldens Way and

Cedar Avenue of properties located within smaller plots with more modest rear amenity spaces. The dwellings within the surrounding roads also incorporate a mixture of two storey properties, flats and bungalows of varying age and materials including flint, render and brick. The layout and appearance of residential development within the area is not therefore considered to be particularly uniform or have an established character.

The existing bungalow on the site is set back from Stone Lane leaving a spacious garden area unoccupied by any built forms apart from the single garage which is not visible from the road, in comparison the other corners of the crossroads with Stone Lane, Seldens Way and Cedar Avenue are occupied by more visible two storey dwellings and a bungalow which are located within closer proximity to the junction. It is recognized that these neighbouring corner properties are set further back from the road than the proposed dwelling which would be located 1 metre from the northerly boundary of the site and 1.3 metres from the westerly boundary at the closest point. When examining the 3D massing images of the dwelling submitted in the accompanying statement in comparison to the surrounding properties it is considered that the proposed dwelling does not appear unduly imposing in terms of scale in this corner plot location. The proposed dwelling would also sit in line with the existing bungalow occupying the application site to the north and would be set back from the principal elevations of the southerly neighbouring two storey dwellings, 62 & 64 Stone Lane. It is therefore considered that the proposed dwelling would remain in keeping with the layout, scale and form of surrounding development.

By virtue of its corner plot location and proximity to the nearby roads the proposed dwelling would be highly visible from within the street scene. The proposed dwelling would have a pitched roof constructed from clay roof tiles which would overhang the northerly and southerly brick exterior walls. Officers have sought and received amended plans which have added more interesting features to the dwelling and improved the overall appearance of the property to provide a dwelling of higher quality design. The amended plans have added a decorative chimney to the easterly elevation, a pitched roof brick porch to the westerly entrance of the dwelling, increased the pitch of the main roof and altered the proportions and design of the windows to the northerly and westerly elevations of the proposed dwelling. The proposed dwelling would not attempt to replicate the form or appearance of the immediate neighbouring dwellings located to the south, north or west, instead the dwelling would have a simple design which is characterised by the low eaves line, overhanging steep pitched roof and projecting gable roofs to the northerly roadside elevation. The materials on the dwelling would incorporate some similar brickwork and clay roof tiles which would tie in with the neighbouring bungalows on the westerly side of Stone Lane and in Seldens Way.

### ***Residential amenity – effect on the amenities of neighbouring occupiers***

The two properties that would be most affected by the proposed dwelling are the existing bungalow to the east, 33 Seldens Way and the two storey dwelling to the south, 64 Stone Lane. The bungalow to the east would be located 6.8 metres from the easterly wall of the proposed dwelling. It is proposed to erect a 1.8 metre high timber fence along the easterly boundary of the site which would screen the ground

floor easterly facing window from the neighbouring site. The proposed first floor easterly facing window serving bedroom 2 would be obscure glazed and this would ensure that there would be no overlooking into the garden of the existing bungalow.

The neighbouring occupiers at 64 Stone Lane have raised concerns that the proposed dwelling would cause a loss of light and privacy plus additional noise disturbance to their property. There is a 2 metre high close boarded fence which separates the application site from the southerly neighbouring plot which would obscure the ground floor windows in the southerly elevation of the dwelling from overlooking into the neighbouring property or garden. There would be one window serving the hallway at the first floor level and this would be required to be obscure glazed and non-opening as it would face the southerly neighbouring property and sit above the fence line.

To the south the proposed dwelling would be located 7.4 metres at the closest point to the southerly neighbouring property and would measure the same height as the southerly neighbouring dwelling. The neighbouring property to the south has one first floor window to the northerly elevation and the lower windows are obscured by the boundary fence to be retained. The proposed dwelling would incorporate a large pitched roof over the first floor which would slope away from the neighbouring property. Given the separation distance and pitched roof design, it is not anticipated that the proposed dwelling would cause any harmful loss of light to the southerly neighbouring property. The area immediately to the north of the existing boundary fence is currently garden land and would continue to be garden land serving the proposed dwelling. It is not anticipated that the use of this garden area by one additional set of residential occupiers would cause any harmful impact in terms of noise or activity disturbance to the amenity of the neighbouring occupiers to the south of the application site.

### ***Access, parking and highway safety***

Highway safety concerns have previously been raised with regard to infill residential development on the site as insufficient visibility splays were provided from the vehicular access point, inadequate turning space for vehicles and a lower than expected amount of parking for the dwelling proposed. The proposal would provide no vehicular access or parking provision within the site, any future occupiers would therefore have to park on the surrounding roads. West Sussex County Council Highways Officer has been consulted on this proposal and has advised that with the removal of the proposed off-street parking provision, and revisions under guidance from the NPPF, their formal objections can now be withdrawn.

In terms of transport, the Highways Officer has also advised that the property is situated in a sustainable location within walking distance of a range of services and public transport; hence there is no reliance as such on the use of the private car. The application is therefore considered to be compliant with the NPPF (2012) in encouraging the use of sustainable transport.

### ***Drainage provision***

The supporting information submitted with this application states that it is the intention to discharge surface water via soakaways and also via the main sewer. However, no specific drainage details have been provided with the application, so the Council's Drainage Engineer has been unable to assess why the applicant has stated two disposal methods. Based upon the dimensions shown on the Location and Site Block Plan, the Council's Drainage Engineer has commented that the construction of a traditional soakaway may not be possible due to the lack of available space. As per his request details of the surface water drainage serving the dwelling will be required to be submitted and approved by the Council prior to the commencement of development. The Applicant will also be advised to seek guidance from Building Control with regard to drainage of the site and if the Applicant continues to plan to discharge surface water via soakaways and the main sewer then the Council's Engineer would also need to see the approvals from Southern Water.

### ***Conclusion***

Having taken into account the planning history with regard to infill development on this site, it is considered on balance that the revised scheme which incorporates a detached two storey dwelling with no associated outbuildings is acceptable as it would overcome previous concerns relating to the cramped form of development, the poor standard of accommodation for future occupiers and the highway safety concerns. Although the dwelling would not seek to replicate the form or appearance of the immediate neighbouring dwellings, it is of an appropriate scale and simple design which can take place without harm to the character of the surrounding area and without detracting from highway safety. Subject to the conditions of planning permission the development can take place with detriment to the amenities of neighbouring residential occupiers.

### **Recommendation**

#### **APPROVE**

#### **Subject to Conditions:-**

1. 3 year time limit
2. Approved plans
3. Agree samples of materials including walls and roof
4. Agree finished floor level in relation to surrounding ground levels
5. Agree materials, design and appearance of doors and windows (including roof light windows)
6. Provide access and agree surfacing.
7. Agree and provide cycle storage
8. Agree and provide fencing
9. Agree surface water drainage
10. Hours of implementation of planning permission
11. Agree and implement Construction Method Statement
12. Remove 'pd' entitlements for extensions

13. Obscure glazed and restricted opening – easterly first floor window
14. Obscure glazed and fixed shut – southerly hallway window
15. No windows at first-floor or additional roof windows - easterly or southerly elevations
16. Retention of flint boundary wall, fence and hedge – northerly and westerly boundaries

### **Informative**

1. The Local Planning Authority has acted positively and proactively in determining this application by identifying matters of concern within the application (as originally submitted) and negotiating, with the Applicant, acceptable amendments to the proposal to address those concerns. As a result, the Local Planning Authority has been able to grant planning permission for an acceptable proposal, in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework.
2. New address
3. Should the applicant apply for consent to discharge both Foul and Surface Water to the public sewers a copy of the Southern Water Services approvals should be submitted to the Council.

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15<sup>th</sup> October 2014

### **Local Government Act 1972 Background Papers:**

As referred to in individual application reports

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## **Schedule of other matters**

### **1.0 Council Priority**

- 1.1 As referred to in individual application reports, the priorities being:-
- to protect front line services
  - to promote a clean, green and sustainable environment
  - to support and improve the local economy
  - to work in partnerships to promote health and wellbeing in our communities
  - to ensure value for money and low Council Tax

### **2.0 Specific Action Plans**

- 2.1 As referred to in individual application reports.

### **3.0 Sustainability Issues**

- 3.1 As referred to in individual application reports.

### **4.0 Equality Issues**

- 4.1 As referred to in individual application reports.

### **5.0 Community Safety Issues (Section 17)**

- 5.1 As referred to in individual application reports.

### **6.0 Human Rights Issues**

- 6.1 Article 8 of the European Convention safeguards respect for family life and home, whilst Article 1 of the First Protocol concerns non-interference with peaceful enjoyment of private property. Both rights are not absolute and interference may be permitted if the need to do so is proportionate, having regard to public interests. The interests of those affected by proposed developments and the relevant considerations which may justify interference with human rights have been considered in the planning assessments contained in individual application reports.

### **7.0 Reputation**

- 7.1 Decisions are required to be made in accordance with the Town & Country Planning Act 1990 and associated legislation and subordinate legislation taking into account Government policy and guidance (and see 6.1 above and 14.1 below).

### **8.0 Consultations**

- 8.1 As referred to in individual application reports, comprising both statutory and non-statutory consultees.

### **9.0 Risk Assessment**

- 9.1 As referred to in individual application reports.

## **10.0 Health & Safety Issues**

10.1 As referred to in individual application reports.

## **11.0 Procurement Strategy**

11.1 Matter considered and no issues identified.

## **12.0 Partnership Working**

12.1 Matter considered and no issues identified.

## **13.0 Legal**

13.1 Powers and duties contained in the Town and Country Planning Act 1990 (as amended) and associated legislation and statutory instruments.

## **14.0 Financial implications**

14.1 Decisions made (or conditions imposed) which cannot be substantiated or which are otherwise unreasonable having regard to valid planning considerations can result in an award of costs against the Council if the applicant is aggrieved and lodges an appeal. Decisions made which fail to take into account relevant planning considerations or which are partly based on irrelevant considerations can be subject to judicial review in the High Court with resultant costs implications.