



TO: Planning Committee (North)

BY: Head of Development

DATE: 04 December 2018

DEVELOPMENT: Erection of 2 no. dwellings with associated landscaping and car parking to the land west of Northgate house.

SITE: Land West of Northgate Christs Hospital Horsham West Sussex RH13 0LD

WARD: Southwater

APPLICATION: DC/18/1599

APPLICANT: **Name:** C/O Savills (UK) Ltd **Address:** C/O Savills (UK) Ltd Exchange House Petworth GU28 0BF

REASON FOR INCLUSION ON THE AGENDA: At the request of Cllr Vickers and Cllr Chidlow.

RECOMMENDATION: To approve planning permission subject to appropriate conditions.

1. THE PURPOSE OF THIS REPORT

1.1 To consider the planning application.

DESCRIPTION OF THE APPLICATION

1.2 The application seeks full planning permission for the erection of 2no. detached 3-bedroom dwellings, along with associated access and parking.

1.3 The proposed dwellings would be set back from Christs Hospital Road, and would be positioned in line with the build line of Northgate. Unit 2 would be positioned in parallel with Northgate, with Unit 1 positioned at a slight angle, parallel to the south-western corner of the application site.

1.4 Unit 1 would comprise a detached two storey 3-bed dwelling that would be oriented to face south. The proposed dwelling would measure to a length of 7.7m and a depth of 8m, and would incorporate a hipped roof measuring to an overall height of 8.6m. A two storey gable feature is proposed to the western elevation, addressing King Edward Road. The proposal would be finished in brick with stone detailing, with a red clay tile roof. The proposed dwelling would provide a living room/kitchen, and w.c to the ground floor, with 3no. bedrooms and bathroom to the first floor.

1.5 Unit 2 would comprise a detached two storey 3-bed dwelling that would be oriented to face south. The proposed dwelling would measure to a length of 7.7m and a depth of 8m, and would incorporate a hipped roof measuring to an overall height of 8.6m. A two storey gable feature would project from the southern elevation, with a flat roof porch overhang also proposed to this elevation. The proposal would be finished in brick with stone detailing, with

a red clay tile roof. The proposed dwelling would provide a living room/kitchen, and w.c to the ground floor, with 3no. bedrooms and bathroom to the first floor.

- 1.6 The proposed development would incorporate private amenity space for each dwelling positioned to the north of each unit. This amenity space would measure approximately 250sqm in area and would be laid to grass and separated by a 1.8m high closeboarded fence. An area of grass and new planting would be positioned along the frontage of the site, with the addition of a footpath serving both the new dwellings, and the street.
- 1.7 A total of 4no. parking spaces are proposed to the north of the site, laid out in tandem to provide 2no. parking spaces for each dwelling. The access would extend from King Edward Road and would be laid to gravel.

DESCRIPTION OF THE SITE

- 1.8 The application site lies within a triangular plot to the north of Christs Hospital Road and south-east of Station Road, within the built-up area of Christs Hospital.
- 1.9 The site consists of flat open space, which is privately owned, and bound by metal railings and wooden posts, and measures to a total area of approximately 0.16 hectares. The site comprises grassland, with a cluster of trees to the
- 1.10 The wider surroundings are characterised by linear residential development fronting the public highway, with the direct neighbour of Northgate positioned to the east of the application site.

2. INTRODUCTION

STATUTORY BACKGROUND

- 2.1 The Town and Country Planning Act 1990.

RELEVANT PLANNING POLICIES

- 2.2 The following Policies are considered to be relevant to the assessment of this application:

2.3 **National Planning Policy Framework**

2.4 **Horsham District Planning Framework (HDPF 2015)**

Policy 1 - Strategic Policy: Sustainable Development

Policy 2 - Strategic Policy: Strategic Development

Policy 3 - Strategic Policy: Development Hierarchy

Policy 15 - Strategic Policy: Housing Provision

Policy 16 - Strategic Policy: Meeting Local Housing Needs

Policy 25 - Strategic Policy: The Natural Environment and Landscape Character

Policy 31 - Green Infrastructure and Biodiversity

Policy 32 - Strategic Policy: The Quality of New Development

Policy 33 - Development Principles

Policy 34 - Cultural and Heritage Assets

Policy 36 - Strategic Policy: Appropriate Energy Use

Policy 37 - Sustainable Construction

Policy 40 - Sustainable Transport

Policy 41 - Parking

RELEVANT NEIGHBOURHOOD PLAN

2.5 Southwater Neighbourhood Development Plan

Pre Submission Draft Plan (Regulation 14)

- SNP1 - Southwater's Core Principles
- SNP9 - Lifetime Homes Standards
- SNP10 - Residential Space Standards
- SNP13 - Growing our Cycling and Walking Network
- SNP14 - Adequate Provision of Car Parking
- SNP15 - Driving in the 21st Century
- SNP16 - Design
- SNP17 - Site Levels
- SNP18 - A Treed Landscape
- SNP19 - Parish Heritage Assets
- SNP23 - Use of Community Infrastructure Levy Funds

2.6 Southwater Parish Design Statement 2011

PLANNING HISTORY AND RELEVANT APPLICATIONS

2.7 No relevant planning history

3. OUTCOME OF CONSULTATIONS

3.1 Where consultation responses have been summarised, it should be noted that Officers have had consideration of the full comments received, which are available to view on the public file at www.horsham.gov.uk.

INTERNAL CONSULTATIONS

3.2 **HDC Landscape Architect:** Comment.

The illustrated close-boarded fencing is not an appropriate boundary treatment for this location, with hedges similar to those in the vicinity preferred. In addition, the exterior finish and frontage of the dwellings does not integrate well with the residential development on the west, or Northgate to the west.

OUTSIDE AGENCIES

3.3 **WSCC Highways:** No Objection.

The proposed site would be accessed via the creation of a new crossover onto King Edward Road, an unclassified road. The visibility splays proposed would be sufficient given this context, and is therefore not anticipated to cause a highway safety concern in this location.

The application proposes a paved footway leading from the proposed vehicle crossover along the site boundary to the front of the dwellings, with an additional paved footway along Christs Hospital Road. Both of these proposed footways are located in highway boundary and would require a Section 278 Agreement.

The proposed plan indicates that a total of 4no. parking spaces will be provided for the development, through the provision of tandem parking spaces. These parking spaces appear to meet the minimum specifications as set out in Manual for Streets. A turn on site is preferred, however there is insufficient space to accommodate this. Furthermore,

neighbouring properties on King Edward Road have similar arrangements, and are operating without evidence of safety concern.

3.4 **Ecology Consultant:** No Objection.

No ecological harm assuming that the existing trees and shrubs are retained.

3.5 **Southern Water:** No Objection

PUBLIC CONSULTATIONS

3.6 A total of 7 objections were received from 4 separate households, and these can be summarised as follows:

- Loss of community space
- Overdevelopment of the site
- Traffic and access issues
- Loss of hedging and trees

PARISH COUNCIL

3.7 **Southwater Parish Council:** No Objection.

4. HOW THE PROPOSED COURSE OF ACTION WILL PROMOTE HUMAN RIGHTS

4.1 Article 8 (Right to respect of a Private and Family Life) and Article 1 of the First Protocol (Protection of Property) of the Human Rights Act 1998 are relevant to this application, Consideration of Human rights forms part of the planning assessment below.

5. HOW THE PROPOSAL WILL HELP TO REDUCE CRIME AND DISORDER

5.1 It is not considered that the development would be likely to have any significant impact on crime and disorder.

6. PLANNING ASSESSMENTS

6.1 The main issues are the principle of the development in the location and the effect of the development on:

- The character of the dwelling and the visual amenities of the area
- Heritage impacts
- Impact on highway safety
- The amenities of the occupiers of adjacent properties

Principle of Development

6.2 Policy 3 of the Horsham District Planning Framework (HDPF) states that development will be permitted within towns and villages which have defined built-up areas. Any infilling will be required to demonstrate that it is of an appropriate nature and scale to maintain characteristics and function of the settlement, in accordance with the settlement hierarchy.

6.3 Paragraph 68 of the NPPF states that "*small and medium sized sites can make an important contribution to meeting the housing requirement of an area...to promote the development of a good mix of sites local planning authorities should...support the development of windfall*

sites through their policies and decisions - giving great weight to the benefits of using suitable sites within existing settlements for homes..."

- 6.4 The application site lies within the designated built-up area of Christs Hospital, categorised as a 'Smaller Village' within Policy 3 of the HDPF. The application site forms part of an existing settlement where development proposals that are of an appropriate nature and scale to maintain characteristics and function of the settlement are considered acceptable. There is a presumption in favour of sustainable development within the built-up area, and as such, the proposal is considered acceptable in principle, subject to all other material considerations.

Design and Appearance

- 6.5 Policies 25, 32, and 33 of the HDPF promote development that protects, conserves and enhances the landscape character from inappropriate development. Proposal should take into account landscape characteristics, with development seeking to provide an attractive, functional and accessible environment that complements the locally distinctive character of the district. Buildings should contribute to a sense of place, and should be of a scale, massing, and appearance that is of a high standard or design and layout which relates sympathetically to the landscape and built surroundings.
- 6.6 Policy SNP16 of the Draft Southwater Neighbourhood Plan states that all development within the Parish must be of high quality design that: uses locally sourced materials, or equivalent materials to those that would historically been sourced locally; encourages a variety of complimentary vernaculars to encourage diversity in our building stock; and makes sure the development actively responds to other properties within the immediate area around the site.
- 6.7 The application site forms a transitional zone between the higher density development to the east and the semi-rural ribbon development of dwellings to the west. The context of the site therefore reinforces the semi-rural character of the area, providing a gap between the more suburban developments. The openness of the site is considered to contribute significantly to the character of the area, acting as a transition space between the built form and open surroundings, with any proposal required to strike a balance between the scale of development and the impact upon the visual amenities of the street scene and landscape character of the area.
- 6.8 The wider locality is characterised by an eclectic array of properties comprising detached, semi-detached and terraced dwellings, built along a continuous build line that fronts the highway. There is no definable built character within the locality, although it is recognised that development responds to the architectural vernacular and appearance of Christs Hospital School. The ribbon of development to the west of the site comprises two storey semi-detached dwellings of a relatively rural vernacular, with the residential dwellings to the east consisting of a more modern estate comprising primarily terraced dwellings. Materials and finishes within the locality include facing brick and render, with examples of tile cladding and stone also present.
- 6.9 The proposed dwellings would be set back from Christs Hospital Road, and would be positioned in line with the neighbouring dwelling known as Northgate. Unit 2 would be positioned in parallel with Northgate, with Unit 1 positioned at a slight angle, parallel to the south-western corner of the application site. The proposed dwellings would measure to a footprint of approximately 55sqm each, and would incorporate a hipped roof measuring to an overall height of 8.6 metres, slightly set down from the dwelling known as Northgate to the east.
- 6.10 Initial concerns were raised by Officers in respect of the scale, massing and bulk of the proposed dwellings, and the impact this would have on the character and visual amenities of the street scene. Following these concerns, the proposed dwellings have been reduced in

size, with the removal of a number of projecting features. The overall design and appearance of each dwelling has also been amended to reflect similar features within the wider locality, with the units repositioned to provide a greater spacing between, reflective of similar development along King Edward Road.

- 6.11 The proposal has sought to retain the openness of the site by positioning the dwellings in line with the building line of Northgate to the east. This is considered to be a reasonable approach which would maintain a sense of openness along the frontage of the site, and would mitigate the prominence of the built form, particularly when viewed along the approach from the south-west.
- 6.12 Although acknowledged that the 2no. dwellings would be located within a prominent position, particularly when viewed from the approach, it is considered that the proposed dwellings would sit comfortably within the context of the street scene, with the set back from the frontage, siting and spacing between the dwellings, considered to reflect the prevailing built pattern of the surroundings. The dwellings would extend to a height that would be stepped between the neighbouring properties to the east and west, with the staggered position providing a greater visual connectedness between the wider surroundings.
- 6.13 Following revisions to the design of the dwellings, which removed a number of overhanging features and repositioned the gable features, the dwellings have now been designed to address the street frontage, with greater visual relief and interest. The dwellings are considered to be of a scale and form that reflects the distinctively local vernacular of Christs Hospital, with the features and finish of the dwellings considered to sit comfortably within the context of the surroundings.
- 6.14 The proposed dwellings are considered to be of a scale, siting and form that would retain the openness of the site, and would relate sympathetically to the built pattern and character of the wider surroundings. In addition, it is considered that the proposed dwellings have been designed to appropriately address the street, with the built form reflective of the locally distinctive vernacular within the locality. The proposed development is therefore considered to accord with policies 25, 32, and 33 of the Horsham District Planning Framework (2015).

Trees and Landscaping

- 6.15 Policy 33 of the HDPF states that development should relate sympathetically with the built surroundings and landscape, and should presume in favour of the retention of existing important landscape and nature features, and use high standards of landscaping where appropriate.
- 6.16 Policy SNP18 of the Draft Southwater Neighbourhood Plan states that development proposals must not result in loss or damage of woodland as identified on the Neighbourhood Plan Map unless no alternative is available.
- 6.17 A group of trees are located to the northern section of the site, which are designated as woodland under Policy SNP18 of the Draft Southwater Neighbourhood Plan. These trees are sought to be retained as part of the proposal, and are considered to contribute to the semi-rural character of the application site and wider locality. The retention of these trees is considered to maintain the verdant and semi-rural character of the site, and retain the landscape character of the area.
- 6.18 It is also proposed to plant new trees and shrubs to the frontage of the dwellings, with the western boundary of Unit 1 defined by a newly planted hedge. This planting is considered to soften the appearance of the development, in a manner that would retain the verdant character and openness of the application site.

- 6.19 It is therefore considered that the proposed development would relate sympathetically with the built surroundings and landscape, and would therefore accord with Policy 33 of the Horsham District Planning Framework (2015) and Policy SNP18 of the Draft Southwater Neighbourhood Plan.

Amenity Impacts

- 6.20 Policy 33 of the HDPF states that development should consider the scale, massing and orientation between buildings, respecting the amenities and sensitivities of neighbouring properties.
- 6.21 SNP16 of the Draft Southwater Neighbourhood Plan states that development should not result in unacceptable harm to the amenities of existing and proposed buildings, particularly with regard to privacy, outlook, and sunlight.
- 6.22 The proposed dwellings would be positioned at a distance of approximately 18 metres from the neighbouring properties to the east and west, with a first floor landing window proposed to the western elevation of Unit 1 and no windows proposed to the eastern elevation of Unit 2.
- 6.23 It is considered that the siting and orientation of the proposed dwellings has taken sufficient consideration of the neighbouring properties to the east and west, as well as the relationship between the proposed dwellings themselves, so that the proposed development would not result in harm to the amenities or sensitivities of neighbouring properties or occupiers of land. It is therefore considered that the proposed development would accord with Policy 33 of the Horsham District Planning Framework (2015) and Policy SNP16 of the Draft Southwater Neighbourhood Plan.

Heritage Impacts

- 6.24 Paragraph 194 of the NPPF sets out that *'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.'*
- 6.25 This follows the requirements of Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, which sets out that *'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.'* In applying Section 66, the identification of harm to a listed building or its setting carries significant importance and weight in the planning balance.
- 6.26 Policy 34 of the HDPF states that development should reinforce the special character of the historic environment through appropriate siting, scale, form and design; and should make a positive contribution to the character and distinctiveness of the area. Proposals should preserve and ensure clear legibility of locally distinctive vernacular building forms and their settings, features, fabric and materials.
- 6.27 The Grade II* Listed Building of Christs Hospital School is positioned to the south-east of the application site, with the sports fields associated with the school located directly adjacent to the site. Given the distance between the application site and the nationally designated heritage assets, it is not considered that the proposal would result in harm to the setting or significance of the Listed Building, and therefore there is no conflict with Policy 34 of the HDPF.

Highways Impacts

- 6.28 Policies 40 and 41 of the HDPF promote development that provides safe and adequate access, suitable for all users.
- 6.29 Policy SNP14 of the Draft Southwater Neighbourhood Plan states that residential development must include provision for adequate off-road parking spaces in accordance with the following criteria: every dwelling will provide 2 parking spaces and one additional parking space for each additional bedroom over three; and the proposed solution should avoid car parking dominating the street scene. In addition, Policy SNP13 states that proposals that relate solely to new or improved cycle and pedestrian pathways will normally be supported. Proposals will not be supported where there will be an adverse impact on safety; directness; access and connections; attractiveness; or convenience of existing routes.
- 6.30 The development proposes the formation of an access and parking area to the north-west of the site, extending from King Edward Road, with the provision of 4no. tandem parking spaces (2 per dwelling). A new footpath is also proposed to the south and west of the application site, to provide greater permeability and safer connection with the wider locality.
- 6.31 Following consultation with West Sussex County Council as the Local Highway Authority, it is considered that the proposed vehicular access to the north-west of the application site would provide sufficient visibility splays, and would therefore not be anticipated to cause a highway safety concern. Furthermore, the proposed vehicular parking spaces would be of an appropriate size for the anticipated use. It is therefore considered that the proposed access and parking arrangement would provide safe and adequate access and parking to meet the needs of the development.
- 6.32 The proposed footpaths are considered to provide a greater and safer accessibility through the site and are therefore considered to be of benefit. However the proposed footpaths would partly fall within highways land and would therefore require a Section 278 Agreement with the West Sussex County Council. Notwithstanding this, it is considered that the proposed footpaths would be provide safe and adequate access to the site and surroundings.
- 6.33 The proposed access, parking and footpath connections are considered to provide safe and adequate access, suitable for all users. As such, the proposal is considered to accord with Policies 40 and 41 of the Horsham District Planning Framework (2015) and Policy SNP13 of the Draft Southwater Neighbourhood Plan.

Other Matters

- 6.34 It is noted that a number of objections have raised concerns with the loss of publically accessible community space. While the application site acts as an open space, no public footpaths run through it, it is privately owned and it has not been designated as a Local Green Space within the Draft Southwater Neighbourhood Plan. It is therefore considered that limited weight can be given to its loss in this regard.

Conclusion

- 6.35 The proposed development is considered to be of a number, scale, design, and appearance that would retain the openness of the site, and would sit comfortably within the context of the wider locality. The proposal is not considered to result in harm to the amenities or sensitivities of neighbouring properties, and would not result in severe harm to the function or safety of the highway network. As such, the proposal is considered to accord with Policies

COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 6.36 Horsham District Council has adopted a Community Infrastructure Levy (CIL) Charging Schedule which took effect on 1st October 2017.
- 6.37 **It is considered that this development constitutes CIL liable development.** At the time of drafting this report the proposal involves the following:

| Use Description | Proposed | Existing | Net Gain |
|-------------------------|----------|----------|----------|
| District Wide Zone 1 | 210.56 | 0 | 210.56 |
| Total Gain | | | |
| Total Demolition | | | |

- 6.38 Please note that exemptions and/or reliefs may be applied for up until the commencement of a chargeable development.
- 6.39 In the event that planning permission is granted, a CIL Liability Notice will be issued thereafter. CIL payments are payable on commencement of development.

7. RECOMMENDATIONS

7.1 To approve the application subject to the following conditions:

- 2 **Standard Time Condition:** The development hereby permitted shall begin before the expiration of three years from the date of this permission.

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

- 3 **Pre-Commencement Condition:** No development shall commence until a drainage strategy detailing the proposed means of foul and surface water disposal has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved scheme.

Reason: As this matter is fundamental to ensure that the development is properly drained and to comply with Policy 38 of the Horsham District Planning Framework (2015).

- 4 **Pre-Commencement Condition:** No development shall commence until vehicle wheel-cleaning facilities have been installed at the site entrance(s). The vehicle wheel-cleaning facilities shall be retained in working order and operated throughout the period of work on the site to ensure that vehicles do not leave the site carrying earth and mud on their wheels in a quantity which causes a nuisance, hazard or visual intrusion from material deposited on the road system in the locality.

Reason: As this matter is fundamental in the interests of road safety and visual amenity in accordance with Policies 33 and 40 of the Horsham District Planning Framework (2015).

- 5 **Pre-Commencement (Slab Level) Condition:** No development above ground floor slab level of any part of the development hereby permitted shall take place until a schedule of materials and finishes and colours to be used for external walls, windows and roofs of the approved building(s) has been submitted to and approved by the Local Planning Authority in writing and all materials used in the construction of the development hereby permitted shall conform to those approved.

Reason: As this matter is fundamental to enable the Local Planning Authority to control the development in detail in the interests of amenity by endeavouring to achieve a building of visual quality in accordance with Policy 33 of the Horsham District Planning Framework (2015).

- 6 **Pre-Commencement (Slab Level) Condition:** No development above ground floor slab level of any part of the development hereby permitted shall take place until confirmation has been submitted, in writing, to the Local Planning Authority that the relevant Building Control body will be requiring the optional standard for water usage across the development. The dwellings hereby permitted shall meet the optional requirement of building regulation G2 to limit the water usage of each dwelling to 110 litres per person per day. The subsequently approved water limiting measures shall thereafter be retained.

Reason: As this matter is fundamental to limit water use in order to improve the sustainability of the development in accordance with Policy 37 of the Horsham District Planning Framework (2015).

- 7 **Pre-Occupation Condition:** Prior to the first occupation of any part of the development hereby permitted, full details of all hard and soft landscaping works shall have been submitted to and approved, in writing, by the Local Planning Authority. The details shall include plans and measures addressing the following:
- Details of all existing trees and planting to be retained;
 - Details of all proposed trees and planting, including schedules specifying species, planting size, densities and plant numbers and tree pit details;
 - Details of all hard surfacing materials and finishes;
 - Details of all boundary treatments;
 - Details of all external lighting.

The approved landscaping scheme shall be fully implemented in accordance with the approved details within the first planting season following the first occupation of any part of the development. Unless otherwise agreed as part of the approved landscaping, no trees or hedges on the site shall be wilfully damaged or uprooted, felled/removed, topped or lopped without the previous written consent of the Local Planning Authority until 5 years after completion of the development. Any proposed planting, which within a period of 5 years, dies, is removed, or becomes 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.

Reason: To ensure a satisfactory development that is sympathetic to the landscape and townscape character and built form of the surroundings, and in the interests of visual amenity in accordance with Policy 33 of the Horsham District Planning Framework (2015).

- 8 **Pre-Occupation Condition:** Prior to the first occupation of any dwelling hereby permitted, the parking, turning and access facilities necessary to serve that dwelling shall be implemented in accordance with the approved details as shown on plan 1010 rev F received 25.10.2018 and shall be thereafter retained as such.

Reason: To ensure adequate parking, turning and access facilities are available to serve the development in accordance with Policy 40 of the Horsham District Planning Framework (2015).

- 9 **Pre-Occupation Condition:** No dwelling hereby permitted shall be first occupied unless and until provision for the storage of refuse and recycling has been made for

that dwelling in accordance with drawing number 1010 rev F received 25.10.2018. These facilities shall thereafter be retained for use at all times.

Reason: To ensure the adequate provision of recycling facilities in accordance with Policy 33 of the Horsham District Planning Framework (2015).

- 10 **Pre-Occupation Condition:** No dwelling hereby permitted shall be occupied or use hereby permitted commenced until the cycle parking facilities serving it have been provided within the side or rear garden for that dwelling. The facilities shall thereafter be retained for use at all times. The cycle parking facilities shall thereafter be retained as such for their designated use.

Reason: To ensure that there is adequate provision for the parking of cycles in accordance with Policy 40 of the Horsham District Planning Framework (2015).

- 11 **Pre-Occupation Condition:** Prior to the first occupation of each dwelling, the necessary in-building physical infrastructure and external site-wide infrastructure to enable superfast broadband speeds of 30 megabytes per second through full fibre broadband connection shall be provided to the premises.

Reason: To ensure a sustainable development that meets the needs of future occupiers in accordance with Policy 37 of the Horsham District Planning Framework (2015).