



**Horsham
District
Council**

DEVELOPMENT MANAGEMENT REPORT

TO: Planning Committee (South)
BY: Development Manager
DATE: 20 December 2016
DEVELOPMENT: Demolition of existing dwelling and erection of 2 pairs of semi-detached properties, associated parking and landscaping
SITE: Meadowsweet Penlands Close Steyning West Sussex
WARD: Steyning
APPLICATION: DC/16/1722
APPLICANT: Mr M Eaton

REASON FOR INCLUSION ON THE AGENDA: More than 8 letters of representations received contrary to Officer's recommendation

RECOMMENDATION: To grant planning permission.

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 demolition of the existing dwelling and the erection of 2 x pairs of semi-detached dwellings. The proposed dwellings would sit along a staggered build line, set back from the private lane by approximately 8.5m.

1.2 The proposed plots would measure to a depth of between 15.9m and 17.2m, with a width of 3.3m and 4.3m, with the proposed dwellings being positioned centrally. Each pair of dwellings would measure to a depth of 13m and a width of 11.4m, and would extend to a total floor area of approximately 158sqm. The proposed dwellings would incorporate a gable feature to the front, with hipped roof to the rear, extending to an overall height of 8.6m. The proposal would extend over three floors (with a master bedroom and ensuite built in the roof) and would incorporate a ground floor bay window, and single storey projection to the rear. Amenity space would be provided to the rear of the dwellings (measuring approximately 27sqm) with parking for 2 x vehicles positioned to the front of the plot.

1.3 The front elevation of each dwelling would incorporate a pair of first floor windows, with a single window to the second floor, with ground floor folding doors to the rear, a pair of windows to the first floor, and a roof light to the second floor to the rear elevation. Three first floor side windows are proposed to serve bedroom 3, family bathroom and en-suite, and these are proposed to be obscure glazed.

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- 1.4 The proposed dwellings would be finished in flint with brick quoins to the front, with facing brick to the rear and side elevations. The proposal would provide 4 x 4-bed dwellings, with living room, kitchen, w.c and utility room to the ground floor, 2 x bedrooms (one with en-suite) and family bathroom to the first floor, and master bedrooms with en-suite to the second floor.

DESCRIPTION OF THE SITE

- 1.5 The application site consists of a single storey dwelling and detached garage to the west of Penlands Close within the built-up area of Steyning. The site is accessed via a private lane that includes a number of detached and semi-detached properties of both single and two-storey, with the rear gardens of the properties to the east accessible along the lane.
- 1.6 The neighbouring property to the north is a single storey bungalow positioned at a distance of approximately 7m from the shared boundary, and forward of the application dwelling. The dwelling is oriented to face south with two ground floor windows serving kitchen and living room facing onto the site. The neighbouring property to the south consists of a two storey dwelling that includes a single storey addition along the shared boundary. The property includes no side facing windows, and is built in line with the application dwellings. A row of single storey dwellings are positioned along the rear boundary, which due to the stepped ground levels are visible from eaves and above.
- 1.7 The application site is bound by a low-lying wall to the east, and a mix of mature trees along the northern, southern and eastern boundaries. A closeboarded fence is positioned along the western boundary.

2. INTRODUCTION

STATUTORY BACKGROUND

- 2.1 The Town and Country Planning Act 1990.

RELEVANT GOVERNMENT POLICY

- 2.2 **National Planning Policy Framework:**
NPPF4 - Promoting sustainable transport
NPPF6 - Delivering a wide choice of high quality homes
NPPF7 - Requiring good design
NPPF14 - Presumption in favour of sustainable development

RELEVANT COUNCIL POLICY

- 2.3 **Horsham District Planning Framework (HDPF 2015)**
HDPF1 - Strategic Policy: Sustainable Development
HDPF2 - Strategic Policy: Strategic Development
HDPF3 - Strategic Policy: Development Hierarchy
HDPF15 - Strategic Policy: Housing Provision
HDPF25 - Strategic Policy: The Natural Environment and Landscape Character
HDPF32 - Strategic Policy: The Quality of New Development
HDPF33 - Development Principles
HDPF41 - Parking

RELEVANT NEIGHBOURHOOD PLAN

- 2.4 **Steyning, Bramber, Wiston and Ashurst Parish Development Area**
- Designated 18 September 2016

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PLANNING HISTORY

ST/11/56	House. (From old Planning History)	PER
ST/1/58	Bungalow and garage. (From old Planning History)	PER
ST/3/55	House. (From old Planning History)	PER
ST/4/54	Site for dwelling. (From old Planning History)	REF
ST/43/79	Outline: two dwellings. (From old Planning History)	REF
ST/5/55	Access to greenacres (From old Planning History)	PER
DC/16/0505	Use as a residential care home for four residents. See supporting statement for further details. (Certificate of Lawful Development - Proposed)	WDN

3. OUTCOME OF CONSULTATIONS

INTERNAL CONSULTATIONS

3.1 N/A

OUTSIDE AGENCIES

3.2 **County Council – Highways**, No Objection (Summary) - Two car parking spaces per dwelling have been provided off street. From an inspection of the plans the spaces are sufficient in dimensions. The WSCC Car Parking Demand Calculator, on the basis of two allocated spaces per dwelling being provided, envisions that a demand for ten spaces would be required. This shortfall in two spaces would not be a reason to resist the proposal. The Local Highway Authority (LHA) do not consider that any overspill parking would occur in locations that would be a detriment to the safety of the public highway. Whilst no turn on site has been provided this appear to be the case for neighbouring properties with no evidence of highway safety concern. The LHA do not consider that the transport/highway impact of the development would be 'severe' and thus there is no objection to the proposal, subject to the imposition of relevant conditions.

3.3 **Southern Water**, consulted on the 7 November 2016. The response received can be summarised as follows: No comment.

PUBLIC CONSULTATIONS

3.4 **Parish Council Consultation**, consulted on the 7 November 2016. The response received can be summarised as follows: Objection on the following grounds:

- Overdevelopment of the site
- Out of character with the area
- Loss of tress and wildlife

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- Traffic and access issues

3.5 18 letters of objection have been received from 14 separate households, and these raise the following objections:

- Overdevelopment of the site
- Loss of privacy and light to neighbouring properties to north and west
- Noise and pollution during the construction phase
- Loss of trees within the site
- Development is out of character with the surroundings
- Increase of traffic and safety of access down Penlands Close and on Bostal Road
- Restricted access to site for emergency and refuse vehicles
- Increase risk of flooding

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 application seeks full planning permission for the demolition of the existing dwelling, and the replacement with 2 x pairs of semi-detached dwellings, with associated parking and landscaping.

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 The application site lies within the built-up area of Steyning, which is categorised as a "Small Town and Larger Village" under the settlement hierarchy. These are settlements with a good range of services and facilities, strong community networks and local employment provision, together with reasonable rail and/or bus services.

6.4 There is a presumption in favour of sustainable development within the defined built-up area, and as such the proposal is considered to be acceptable in principle, subject to all other material considerations.

Character and appearance

6.5 Policies 32 and 33 of the HDPF promote development which is of high quality and design, and is sympathetic to the distinctiveness of the dwelling and surroundings.

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- 6.6 The surrounding area is characterised by a mix of single storey and two storey dwellings consisting of both detached and semi-detached form. The surrounding build pattern consists of narrow, elongated plots, with a number of larger dwellings in rectangular plots to the south of the site (primarily along Bostal Road). The staggered and varied nature of Penlands Close and the immediate surroundings do not have a strong or consistent character, with an eclectic variation of built form, appearance and layout within the surroundings.
- 6.7 In this context the introduction of semi-detached dwellings, set back from the private lane, is not considered to detract from the overall character and build pattern of the surroundings. As such there is no objection to the proposed built form or density of the development. The street scene is characterised by a mixed vernacular and material palette, with the neighbouring properties to the south incorporating similar finishes to that proposed within the application dwellings. Whilst it is recognised that there is no identifiable character along the street scene, the finish of the proposed dwellings is nonetheless considered to reflect that of the direct neighbours to the south, as well as other dwellings within the wider vicinity.
- 6.8 The proposed dwellings would have a ground floor area of approximately 77sqm and would be positioned centrally within a curtilage of approximately 195sqm. The plot size of each dwelling is considered to provide a sufficient amount of amenity space that would be reflective of the built surroundings and pattern of development. The position of the dwellings would retain a level of openness between the surrounding properties, with the setback allowing for a form of visual relief when viewed from the street.
- 6.9 The proposed layout of the site, including off-street parking along the frontage, is considered to reflect that of the surrounding properties, with the setback considered to reduce the visual impact upon the wider street scene. The site level slopes downwards from south to north, and it is proposed to step the ground level to transition the heights of each pair of semi-detached dwellings. The southern pair would be set slightly lower than the neighbouring property to the south, with the northern pair set further down at a similar ground level to the single storey dwelling to the north. This transition is considered an appropriate and informed approach that would not only limit physical and visual impact upon the neighbouring single storey dwelling, but also reflect the character and pattern of development of the wider street scene.
- 6.10 The development is considered to reflect the positive characteristics of the local neighbourhood and would accord with policies 32 and 33 of the Horsham District Planning Framework.

Impact on neighbouring amenity

- 6.11 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.
- 6.12 The site is surrounded by properties of both single and two storeys, all of which are built at differing distances from the private lane frontage. The neighbouring property to the east is single storey and includes windows on the southern elevation serving a kitchen and living room. The neighbouring property to the west is two storeys, and includes a single storey side extension to the northern elevation, built adjacent to the shared boundary. A row of dwellings are positioned to the north of the site, which given the differing ground levels are visible from eaves height and above. These dwellings are positioned to the east of their plots, within approximately 2.5m of the shared boundary.

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- 6.13 The proposed dwellings would be positioned approximately 2m from the northern and southern boundaries, and would extend to an overall height of 8.6m. The built form of the dwellings would be set in line with the neighbouring property to the south, and behind the front elevation of the neighbouring property to the north. Each dwelling would incorporate 3 x obscure glazed windows within the first floor flank wall, with 2 x front and rear facing windows to the first floor. Roof lights would also be positioned within the rear roofslope.
- 6.14 The proposed dwellings would extend to a height of 8.6m, above the single storey property to the north by approximately 5m, and would measure to a similar height to those properties to the south. It is considered that the separation distances, the retained boundary treatment and the width of the adjoining plot to the north would ensure that the proposed bulk and mass of the dwellings would not materially harm the amenities of neighbouring properties through overshadowing, loss of light or privacy.
- 6.15 It is acknowledged that an objection has been raised by the neighbouring property to the west on the grounds of overlooking and loss of privacy. The rear elevation of the application dwellings and that of the adjacent property to the west would be between 13m and 16m from the shared boundary with this property. While the proposed dwellings, extending over two storeys (with rooms in roof), would increase the perceived overlooking it is considered, given the differing ground levels and the limited rear garden to the adjacent dwelling, that the viewing angle would not allow for intrusive downward views into the neighbouring property, and as such no harm would result. While soft landscaping, such as hedging, cannot be relied upon to make development acceptable mature screening along the western boundary would go some way to reducing the perception of overlooking to the adjacent property; with suitable details secured through condition.
- 6.16 For the reasons outlined it is considered that the impact upon the neighbouring properties through overshadowing, loss of light and privacy would be limited. As such it is not considered that material harm would be caused by the development, in accordance with policy 33 of the Horsham District Planning Framework.

Existing Parking and Traffic Conditions

- 6.17 Policy 41 of the HDPF states that development should provide safe and adequate access and parking, suitable for all users.
- 6.18 A number of objections have been raised on the grounds that there would be an increase in traffic down Penlands Close, with a resulting impact upon the intensity of use and safety of the junction with Bostal Road. Whilst it is acknowledged that there would be an increase in activity given the additional dwellings, this is not considered to be of such intensity to result in a 'severe' impact on the function of the highway network. As such, it is not considered to be a justifiable reason for refusal.
- 6.19 The development dwelling would incorporate parking to the east of the plot sufficient for 2 x vehicles, with access provided from Penlands Close. The access would be 4.8m wide, with the parking area measuring to a depth of 5.8m. It is noted that the Highway Authority comment that there would be a shortfall of 2 spaces. There is though no evidence to suggest this shortfall would result in the harmful displacement of vehicles, or that there are any exceptional circumstances in the area which would be exacerbated by the proposal. On this basis the level of on-site provision is considered acceptable given the scale and location of the proposed development.

Conclusion

- 6.20 The proposed dwellings are considered to be of a scale, design and form that would be sympathetic to the character and distinctiveness of the site and wider landscape, whilst of a

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siting and orientation that would not materially harm the amenities of neighbouring properties. In addition, the proposal is considered to provide sufficient parking and turning space on site, with the increased level of activity not considered to result in 'severe' harm to the function of the public highway network. As such, the proposal is considered to accord with policies 3, 25, 32, 33, and 41 of the Horsham District Planning Framework (2015).

7. RECOMMENDATIONS

7.1 It is recommended that planning permission be approved, subject to the following conditions:

1 List of approved plans.

2 The development hereby permitted shall be begun 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 No work for the implementation of the development hereby permitted shall be undertaken on the site except between 08.00 hours and 18.00 hours on Mondays to Fridays inclusive and 08.00 hours and 13.00 hours on Saturdays, and no work shall be undertaken on Sundays, Bank and Public Holidays unless otherwise agreed in writing by the Local Planning Authority.

Reason: To safeguard the amenities of nearby residents in accordance with Policy 33 of the Horsham District Planning Framework (2015).

4 No development shall commence until a drainage strategy detailing the proposed means of foul and surface disposal has been submitted to and approved in writing by the Local Planning Authority in consultation with the sewerage undertaker. 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 complies with the current Building Regulations as well as Policy 38 of the Horsham District Planning Framework (2015).

5 No development shall be commenced until such time as plans and details have been submitted to and approved in writing by the Local Planning Authority showing the site set up during construction. This shall include details for all temporary contractors buildings, plant and stacks of materials, provision for the temporary parking of contractors vehicles and the loading and unloading of vehicles associated with the implementation of this development. Such provision once approved and implemented shall be retained throughout the period of construction.

Reason: As this matter is fundamental to avoid undue congestion of the site and consequent obstruction to access for the surrounding properties and in accordance with policy 41 of the Horsham District Planning Framework (2015).

6 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 proposed building(s) have been submitted to and approved by the Local Planning Authority in writing and all materials used shall conform to those approved.

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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).

- 7 Prior to the occupation of any part of the development hereby approved full details of all hard and soft landscaping works shall be submitted to and approved in writing by the Local Planning Authority. All such works as may be approved shall then be fully implemented in the first planting season, following commencement of the development hereby permitted and completed strictly in accordance with the approved details. Any plants or species which within a period of 5 years from the time of planting 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 otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure a satisfactory development and in the interests of amenity in accordance with Policy 33 of the Horsham District Planning Framework (2015).

- 8 No part of the development shall be first occupied until such time as the vehicular access serving the development has been constructed in accordance with the approved plan reference TA971/11 received 01 November 2016.

Reason: In the interests of road safety to ensure the safe movements into and out of the site and in accordance with policy 41 of the Horsham District Planning Framework (2015).

- 9 No part of the development shall be first occupied until the car parking has been constructed in accordance with the approved site plan planning reference TA971/11 received 01 November 2016. These spaces shall thereafter be retained at all times for their designated purpose.

Reason: To provide adequate off-road car parking space for the approved development and in accordance with policy 41 of the Horsham District Planning Framework (2015).

- 10 No part of the development shall be first occupied until covered and secure cycle parking spaces have been provided in accordance with plans and details submitted to and approved by the Local Planning Authority.

Reason: To provide alternative travel options to the use of the car in accordance with current sustainable transport policies.

- 11 No part of the development shall be first occupied unless and until provision for the storage of refuse/recycling bins has been made within the site in accordance with details to be submitted to and approved in writing by the local planning authority.

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

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

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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).

Background Papers: DC/16/1722