



TO: Planning Committee South

BY: Head of Development

DATE: 15 May 2018

DEVELOPMENT: Proposed conversion of former Lloyds Bank to provide 4x flats and 1x retail unit with erection of single storey rear extension and associated internal alterations (Full application)

SITE: Lloyds Bank TSB Limited 37 High Street Steyning West Sussex BN44 3ZA

WARD: Steyning

APPLICATION: DC/17/2625

APPLICANT: **Name:** Mr Cameron Robertson-Aitken **Address:** c/o agent

REASON FOR INCLUSION ON THE AGENDA: At the request of Councillor Willett

RECOMMENDATION: To approve planning permission subject to conditions and signing of s106 Agreement for affordable housing contribution

1. THE PURPOSE OF THIS REPORT

To consider the planning application.

DESCRIPTION OF THE APPLICATION

- 1.1 The application seeks full planning permission for the conversion of the building to provide 1 no. retail unit on the ground floor, with 4 no. flats. The proposal would involve internal works to reconfigure the layout to provide a smaller ground floor commercial/retail unit and store rooms, with the provision of 4 no. flats to the ground and first floor. Two single storey rear extensions are proposed to the building to provide living accommodation for the 2 no. flats proposed to the ground floor.
- 1.2 The proposed internal works would primarily retain the historic plan form, with the removal of later partitions to the ground floor, and the blocking-up of certain openings to facilitate the subdivision of units. The proposed internal alterations would create a small retail unit with kitchenette w.c, and store rooms to the ground floor at the front of the building, and the provision of a 2 no. 2-bed flats on the ground floor; with the provision of a 3-bed flat and 2-bed flat on the first floor.
- 1.3 The proposed retail unit would be accessed from the existing entrance which fronts the High Street, with the removal of the existing partitions to provide an open floor plan within the unit. The proposal would result in a retail unit measuring approximately 118sqm. Flat 1 would provide 2 no. bedrooms, and would measure to a total floor area of approximately 74sqm;

Flat 2 would provide 2 no. bedrooms, and would measure to a total floor area of approximately 80sqm; Flat 3 would provide 2 no. bedrooms and measure to a floor area of approximately 114sqm; with Flat 4 providing 3 no. bedrooms, and measuring to a total floor area of approximately 108sqm.

- 1.4 The single storey rear extension to the north-west of the building would sit between the northern boundary and the existing two storey projection, and would measure to a depth of 5m and a width of 4.7m. The proposal would incorporate a flat roof measuring to a total height of 2.8m, extending 1.6m above the ground level. The proposal would incorporate a folding door the western elevation which would open to a courtyard garden, with the addition finished in matching materials.
- 1.5 The single storey rear extension to the south-west would measure to a depth of 3.2m from the existing rear projection, to a total width of 8.8m. The proposal would incorporate a flat roof measuring to a total height of 2.8m, extending 1.6m above the existing ground level. The proposal would incorporate folding doors to the northern elevation, with 2 no. windows to the western elevation. The addition would be finished in matching materials, and would incorporate 2 no. roof lights within the roof.
- 1.6 The 2 no. ground floor flats would each include a rear courtyard that would measure 17sqm and 13sqm respectively. A communal garden area would be provided to the south-west of the building, measuring to a total coverage of approximately 40sqm, which would be positioned between the rear yard of the neighbouring property to the south, and the rear yard area of the application site (subject of an application for the erection of 2 no. dwellings under reference DC/16/2620).

DESCRIPTION OF THE SITE

- 1.7 The application site consists of a Grade II Listed Building which lies within the built-up area and Primary Shopping Area of Steyning, and sits within the designated Conservation Area of Steyning. The site is surrounded by a mix of retail, commercial, and residential properties, many of which consist of Grade II Listed Buildings, including in particular those opposite and adjacent to the either side.
- 1.8 The site's current lawful use is for a bank (A2) use on the ground floor, with a single 4-bed flat to the first floor. The business unit is accessed from the central door to the front of the building, with separate access provided to the first floor flat through an entrance door off-set to the side of the frontage.
- 1.9 The neighbouring properties sit along the frontage of High Street to the west of the application site, with ancillary buildings positioned directly to the north of the site. A converted barn to the north-west of the site is used as an independent residential dwelling.

2. INTRODUCTION

STATUTORY BACKGROUND

- 2.1 The Town and Country Planning Act 1990.

RELEVANT PLANNING POLICIES

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

- 2.2 **National Planning Policy Framework**
- 2.3 **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 7 - Strategic Policy: Economic Growth
Policy 9 - Employment Development
Policy 10 - Rural Economic Development
Policy 12 - Strategic Policy: Vitality and Viability of Existing Retail Centres
Policy 13 - Town Centre Uses
Policy 15 - Strategic Policy: Housing Provision
Policy 16 - Strategic Policy: Meeting Local Housing Needs
Policy 32 - Strategic Policy: The Quality of New Development
Policy 33 - Development Principles
Policy 34 - Cultural and Heritage Assets
Policy 40 – Sustainable Transport
Policy 41 - Parking

Supplementary Planning Guidance:

2.4 N/A

RELEVANT NEIGHBOURHOOD PLAN

2.5 Following the de-cluster of the SWAB group, Steyning Parish Council at Full Council Meeting (20/11) approved to move forward with a new neighbourhood plan and agreed Terms of Reference. The Parish Council are now recruiting steering group members to assist with the development of the Neighbourhood Plan.

2.6 PLANNING HISTORY AND RELEVANT APPLICATIONS

There is an extensive planning history for the site, relating to alterations to the building, none of which is directly relevant to this application.

DC/17/2626	Proposed conversion of former Lloyds Bank to provide 4x flats and 1x retail unit with erection of single storey rear extension and associated internal alterations (Listed Building Consent)	Accompanying LBC application, also included on this Agenda
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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

MEMBER CONSULTATION

3.2 Cllr Clarke provided comments, raising concerns with the following aspects:

- Provisions for affordable housing given the number of units provided across the two schemes
- Limited parking provision for both schemes and the impact of the proposals on the controlled parking within the vicinity
- Appearance of the proposed dwellings and how they relate to the Listed Building and Conservation Area

INTERNAL CONSULTATIONS

3.3 **HDC Conservation:** No Objection

(Summarised) Regrettably the historic use of the ground floor of the building as a bank has ceased, and the building including the single floors (which comprised a single flat) has fallen into redundant use. Due to the extensive past alteration of the building, which included various phases of extensions and alterations of the plan form, the building does not easily lend itself to re-use in its current form. With this in mind, the current proposal for a retail unit and residential flats is considered acceptable in principle.

3.4 **HDC Environmental Health:** No Objection

OUTSIDE AGENCIES

3.5 **WSCC Highways:** No Objection.

Whilst on-street car parking is limited in the immediate vicinity there are comprehensive parking restrictions prohibiting vehicles from parking in places that would be detrimental to highway safety. Do not consider that highway safety would be detrimentally affected through the proposed nil car parking provision.

3.6 **Southern Water:** No Objection

PUBLIC CONSULTATIONS

3.7 **Steyning Parish Council:** Objection on the following grounds:

- Overdevelopment of the site
- Inadequate parking and access
- Loss of trees and vegetation

3.8 A single letter of objection was received which held concern over the publicity of the application.

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 conversion of the building to provide 1 no. retail unit on the ground floor, with 4 no. flats to the upper floors.

Principle of Development

6.2 Policy 3 of the 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. In addition, Policy 12 supports the vitality and diversity of existing retail centres, promoting development that encourages suitable activities and uses within them

- 6.3 The site lies within the built-up area of Steyning, which is categorised as a "Small Town and Larger Village" within the settlement hierarchy. These are settlements with a good range of services and facilities, with reasonable rail and bus services. In addition, Steyning village centre is categorised as a "Secondary Centre" under Policy 12 of the HDPF, where activities and a diversity of uses are encouraged and promoted.
- 6.4 The proposal seeks to convert the existing bank (A2) to a small retail (A1) use to the ground floor frontage, with the conversion of the rear ground floor section and upper level of the building to create 4 no. flats.
- 6.5 Whilst the proposal would result in the loss of an A2 premises, Policies 12 and 13 of the HDPF promote a mix of uses within Town and Village Centres, where development that complements the vitality and viability of the centre is supported. The proposed A1 retail use would diversify the retail offering within the Primary Shopping Area, and introduce an active frontage within the designated Primary Shopping Frontage.
- 6.6 The proposed development would therefore support the Steyning Local Centre and the principle of residential development is considered acceptable, subject to all other material considerations.

Design and Appearance

- 6.7 Policies 32, 33 and 34 of the Horsham District Planning Framework states that development should be of a scale, massing and appearance that is of a high standard of design and layout, which relates sympathetically to the built surroundings, landscape, and open spaces of the surroundings. Proposals should complement locally distinctive characters and heritage of the District, and should contribute to a sense of place in the buildings themselves and in the way they integrate within their surroundings and historic landscape to which they sit. Development should reinforce the special character of the historic environment through appropriate siting, scale, form and design, and should preserve and ensure clear legibility of locally distinctive vernacular.
- 6.8 The proposed accommodation would include 2 no. extensions to the rear of the building, which would provide additional accommodation for the 2 no. flats to the ground floor. The single storey rear extension to the north-west of the building would sit between the northern boundary and the existing two storey projection, and would measure to a depth of 5m and a width of 4.7m. The proposal would incorporate a flat roof measuring to a total height of 2.8m, extending 1.6m above the ground level. The proposal would incorporate a folding door the western elevation which would open to a courtyard garden, with the addition finished in matching materials. The single storey rear extension to the south-west would measure to a depth of 3.2m from the existing rear projection, to a total width of 8.8m. The proposal would incorporate a flat roof measuring to a total height of 2.8m, extending 1.6m above the existing ground level. The proposal would incorporate folding doors to the northern elevation, with 2 no. windows to the western elevation. The addition would be finished in matching materials, and would incorporate 2 no. roof lights within the roof.
- 6.9 The proposed works, including the proposed rear extensions, are considered to be of a scale, form and mass that would sit comfortably within the context of the Grade II Listed Building and the designated Conservation Area of which it forms a part. The proposed extensions are considered to relate sympathetically to the character and distinctiveness of the Listed Building, and are considered to be relatively minor additions that would not harm the character or appearance of the existing building. As such, the proposed alterations and extensions are considered to accord with Policies 32, 33, and 34 of the Horsham District Planning Framework (2015).

Heritage Impacts

- 6.10 Policy 34 of the Horsham District Planning Framework 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.
- 6.11 It is acknowledged that the site itself already consists of a relatively complex layout; however, the historic plan forms reads as cellular rooms and divisions, with predominantly square rooms accessed through regular sized hallways. The proposal seeks to primarily use the existing room divisions, with limited internal alterations. Whilst noted that the proposal would introduce additional subdivisions, these would generally reflect the cellular layout of the existing rooms. The impact of the internal alterations are considered further under the accompanying listed building consent application, ref: DC/17/2626. Overall it is not considered that the proposed external alterations to either building would harm the historic character of these heritage assets, including the wider conservation area.

Impact on residential amenity

- 6.12 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.
- 6.13 The proposed development would subdivide the existing building into 1 no. retail unit and 4 no. flats across the ground and first floor. The proposal would involve no new openings, with 2 no. single storey extensions proposed to the rear of the dwellings.
- 6.14 The site and surroundings are characterised by their mixed use, with most of the properties within the vicinity consisting of A1 and A2 uses on the ground floor and residential properties above. To the north-west and south-west of the site there are a number of residential properties, including a converted barn now in residential use.
- 6.15 The proposed development would result in an intensification in use of the existing building, with the subdivision of the building creating a net increase of 3 no. flats within the building. Whilst this increased level of activity could result in an increase in noise disturbance and general activity, given the location of the site within the village centre, it is not considered that this would result in substantial harm to the amenities of neighbouring properties. In addition, it is recognised that mixed retail and residential uses already exist within the vicinity, and as such the nature of the proposal, would not be expected to result in poor living conditions for future occupants. As such, the proposal is not considered to result in severe harm to the amenities or sensitivities of neighbouring properties, in accordance with Policy 33 of the Horsham District Planning Framework (2015).

Highways Impacts

- 6.16 Policies 40 and 41 of the HDPF states that development should provide safe and adequate access and parking, suitable for all users.
- 6.17 The proposed development would result in a net increase of 3 no. residential flats, with a retail unit proposed to the ground floor. The application site is located within the village centre, with the proposed development providing no allocated off-street parking.
- 6.18 The application site is located within a sustainable village centre location, close to a number of bus stops and other public transport offerings. Whilst there are parking restrictions along the High Street comprising designated parking bays to the south side and single yellow lines to the north side, there are suitable alternative parking options in the wider area. This includes

Pay and Display parking in the Public Car Park to the north of the site, and unrestricted on-road parking on both sides of Charlton Street and Newham Lane immediately to the rear/west with suitable capacity to cater for the potential demand generated by both this development and the accompanying application DC/17/2620. Given the location and context of the site, it is considered that there are suitable, alternative travel options beyond the use of the private car. It is also noted that there are a number of other examples of similar development with nil parking provision within the locality. The presence of existing parking restrictions in the locality would prevent any harm to highway safety and there is no evidence to suggest additional demand for on-street parking in surrounding streets would result in an adverse impact on the highway network.

- 6.19 The Highway Authority has not objected to the proposal and the sustainable location of the site, coupled with the availability of street parking in the locality is considered sufficient so that no harm to the function of the highway network would result from the development. As such there is no conflict with the HDPF which would warrant refusal of the application.

Affordable Housing Contribution

- 6.20 Policy 16 of the Horsham District Planning Framework relates to meeting housing needs. In particular, part 3 of this policy relates to the provision of affordable housing for all residential development of 5 or more dwellings. Part 3.b) states that on sites of between 5 and 14 dwellings, the Council will require 20% of dwellings to be affordable, or where on site provision is not achievable, a financial contribution equivalent to the cost to the developer of providing the units on site would be anticipated. This policy was considered sound by the Planning Inspector prior to adoption of the HDPF, stating that there was sound justification for the policy, with the clear need for affordable homes in Horsham likely to come from smaller sites. Whilst this position may change if the draft NPPF comes into effect without being amended, this remains the current policy of the HDPF.
- 6.21 Point 4 of Policy 16 requires that if a development site is sub-divided so as to create two or more separate development schemes, one or more of which falls below the relevant threshold, the Council will seek an appropriate level of affordable housing to reflect the provision that would have been achieved on the site as a whole had it come forward as a single scheme for the site.
- 6.22 The application site has been sub-divided with two separate applications submitted comprising the conversion of the existing building to 4 no. flats (subject of this application) and residential development and residential conversion to the rear (subject of planning reference DC/17/2620). In totality, the applications result in a net increase of 6 no. dwellings.
- 6.23 The 20% affordable housing requirement under Policy 16 of the HDPF requires the provision of 2 affordable units on the application site. The accompanying Planning Obligations and Affordable Housing SPD 2017 states that the Council will expect developments of this size to provide 20% affordable housing on-site, or in exceptional circumstances by way of an equivalent financial contribution.
- 6.24 Following verbal discussion with HDC Housing officers, it has been confirmed that in this case a financial contribution in lieu of on-site provision would be acceptable under the terms of the SPD. Utilising the methodology set out in the SPD, this development generates a required financial contribution of £105,865.00.
- 6.25 Subject to the signing of an s106 contribution for the above amount, the proposed development is considered to be compliant with Policy 16 of the HDPF.

Other Matters

- 6.26 The submitted plans detail a bin store immediately rear of the building, approximately 40m from the nearest kerbside on Charlton Street at the rear. The store contains 12 bins which

given the distance to the kerbside would be impracticable for reuse operators or residents to negotiate. Furthermore, the plans for the accompanying application DC/17/2620 close off any route from the bins to Charlton Street. In the event permission is granted a condition is recommended requiring details of alternative provision to be provided. Comparing the sets of plans it would appear that there is sufficient space to cater for larger communal bin stores behind the flint wall fronting Charlton Street for all units proposed under both applications without impacting on vehicular access. As such there is a solution to provide suitable bin storage without compromising either development.

Conclusion

6.27 The proposed development is considered acceptable in principle, and is considered to retain the special character and significance of the Listed Building and the designated Conservation Area. The proposal would not result in harm to the amenities or sensitivities of neighbouring properties, and is considered to accord with Policies 12, 32, 33, 34, and 41 of the Horsham District Planning Framework (2015).

6.28 COMMUNITY INFRASTRUCTURE LEVY (CIL)

Horsham District Council has adopted a Community Infrastructure Levy (CIL) Charging Schedule which took effect on 1st October 2017.

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	381.77	194	187.77
All Other Development	112.79	112.79	0
		Total Gain	187.77
		Total Demolition	0

Please note that exemptions and/or reliefs may be applied for up until the commencement of a chargeable development.

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 planning permission subject to the following conditions:

1 **Approved Plans Condition**

2 **Standard Time Condition:** 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 **Pre-Commencement Condition:** Notwithstanding previously submitted drawings, no development shall commence until the detailed design, including materials and finishes, of the following items have been submitted to and approved in writing by the Local Planning Authority:

- a. All new extraction and boiler flues and vents
- b. All new windows (including reveals, cill and head treatment) for all new glazing, including windows and folding doors
- c. Parapet, rooflight and flat roof details to new extension
- d. New external steps and retaining walls to rear
- e. All external wall, roof and surface materials and finishes to the extensions and courtyard gardens

The works shall thereafter be implemented strictly in accordance with the agreed details.

Reason: As these matters are fundamental to ensure that the character, appearance and integrity of the building is not prejudiced, thereby preserving the special architectural or historic interest which it possesses and to comply with Policy 34 of the Horsham District Planning Framework (2015).

- 4 **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 Policies 33 and 34 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 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 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).

- 6 **Pre-Occupation Condition:** Prior to the first occupation of any dwelling hereby permitted, full details of the hard and soft landscaping works shall be submitted to and approved, in writing, by the Local Planning Authority. The approved landscape scheme shall be fully implemented in accordance with the approved details within the first planting season following the first occupation of any dwelling. Any plants, which within a period of 5 years, 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.

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).

- 7 **Pre-Occupation Condition:** Notwithstanding the details submitted no dwelling hereby permitted shall be first occupied unless and until alternative provision for the

storage of refuse/recycling has been made for that dwelling in accordance with details that have been submitted to and approved in writing by the Local Planning Authority. 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).

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

- 8 **Pre-Occupation Condition:** No dwelling hereby permitted shall be occupied or use hereby permitted commenced until the cycle parking facilities serving it have been constructed and made available for use in accordance with approved drawing number 2.01A received 22.11.2017. 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).

- 9 **Pre-Occupation Condition:** Prior to the first occupation (or use) of any part of the development hereby permitted, details of all boundary walls and/or fences shall have been submitted to and approved in writing by the Local Planning Authority. No dwelling hereby permitted shall be occupied (or use hereby permitted commenced) until the boundary treatments associated with that dwelling (or use) have been implemented as approved. The boundary treatments shall thereafter be maintained in accordance with the approved details.

Reason: In the interests of visual and residential amenity in accordance with Policy 33 of the Horsham District Planning Framework (2015).

- 10 **Regulatory Condition:** Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 and the Town and Country Planning (Use Classes) Order 1987 or Orders amending or revoking and re-enacting the same, no retail unit (A1) hereby permitted shall change to A2, A3, D2 or residential (C3) unless planning permission is granted by the Local Planning Authority pursuant to an application.

Reason: To protect the vitality and viability of the Neighbourhood Centre and the character and appearance of the area in accordance with Policies 12 and 32 of the Horsham District Planning Framework 2015

- 11 **Regulatory Condition:** No deliveries shall be undertaken from the premises hereby approved outside the following times:-

08:00 hours and 19:00 hours on Mondays to Fridays inclusive,
09:00 hours and 18:00 hours on Saturdays,
and not on Sundays and Bank and Public Holidays.

Reason: In the interests of amenity and in accordance with policy 33 of the Horsham District Planning Framework (2015).