

App.No.: 130492	Decision Due Date: 08/10/2013	Ward: St Anthony's
Officer: Ray Deans	Site visit date: 18/09/2013	Type: Minor
Site Notice(s) Expiry date: 12/09/2013 Neigh. Con Expiry: 12/09/2013 Weekly list Expiry: N/A Press Notice(s)-: N/A		
Over 8/13 week reason: To align with Planning Committee schedule		
Location: 2 Priory Road		
Proposal: Conversion of existing bungalow and erection of two storey extension over the existing bungalow and single storey extension to the rear of the existing bungalow to create 2 one-bedroom flats and 2 two-bedroom flats		
Applicant: Mr and Mrs Benn		
Recommendation: Approve		

Planning Status:

Predominantly residential area

Flood zone 2

Archaeologically Sensitive Area

Relevant Planning Policies:

Eastbourne Borough Plan Policies 2001-2011 (Saved policies, 2007):

UHT1 - Design of new development

UHT2 - Height of buildings

UHT4 - Visual amenity

UHT7 - Landscaping

HO1 - Residential development within existing built-up area

HO2 - Predominantly residential areas

HO7 - Redevelopment

HO20 - Residential amenity

TR11 - Car Parking

US4 - Flood protection and surface Water Disposal

Eastbourne Plan: Core Strategy Policies:

B1: Spatial Development Strategy and Distribution

B2: Creating Sustainable Neighbourhoods

C8: Langney Neighbourhood Policy

D1: Sustainable Development

D5: Housing

Site Description:

The application site relates to a plot measuring 0.042 ha, located on the corner

of Priory Road and Great Cliffe Road, on which there is currently one bungalow.

Adjacent to the site on Priory Road is a fast food takeaway, separated from the

site boundary by a row of garages. To the north-east of the site, separated by

Great Cliffe Road, is the prominent 3-storey, flat-roofed residential block of Nicholson Court. North-west of the site is the 3-storey, pitched-roofed residential block of Williams Court, located 30m away on the opposite site of Priory Road.

In addition, there is a run of four dwellings in a 2-storey terrace, which faces onto Langney Rise; one of which backs onto the proposed parking area of the development. Immediately to south-east of the site is a bungalow, positioned 1.4m from the site boundary (adjacent to the proposed parking area).

Properties along Priory Road are characterised by a mix of residential buildings without regularity in design, and generally 2-3 storey in height. Great Cliffe Road (leading into the cul-de-sac of Priory Orchard) is characterised by 2-storey modern dwellings in a series of terraces.

The topography of the area is level across Priory Road and Great Cliffe Road, dropping to the west to meet Langney Rise.

Relevant Planning History:

Proposed demolition of the existing bungalow and detached garage, and erection of 3-storey block (plus 4th storey in the roof), together with 8 parking spaces

Refused 17/09/2012 (120599)

The reasons for refusal were: *"The proposal, by reason of the size, scale, appearance and layout would result in an unneighbourly and overbearing form of development with neighbouring residential properties, giving rise to a material loss of residential amenity and privacy.*

In March 2013, a planning appeal was made Ref: APP / T1410 / A /13 / 2190163.

The appeal was dismissed, the Inspector cited the principal reasons being:

"I acknowledge the separation distances and the angular relationships between the proposed building and the neighbouring properties. However, whilst these may be acceptable in other circumstances, I consider that in this particular case, the proposed building would have an unacceptably overbearing and oppressive impact on the outlook from neighbouring dwellings and their gardens. The building would occupy most of the width of the plot, and would have an over-dominant effect on neighbouring properties, due to its height, bulk and mass. This effect would be particularly pronounced on the garden areas of number 2 (despite the position of the existing shed which is adjacent to the boundary of the site) and numbers 3 and 4 Priory Terrace. "

Proposed development:

The planning application proposes an additional 2 storey extension of the existing bungalow incorporating a single storey rear extension and conversion of the existing bungalow to create 2 one bedroom flats and 2 two bedroom flats and 2 two bedroom flats.

The proposal consists of one element built on the footprint of the existing bungalow (flats 1, 3 and 4) over two floors and the roof space, and a smaller element (flat 2) which is a single storey element, located to the east of, and screened by, the garage building of the adjacent shop. The extended building will measure 8.1m to the ridge line (in comparison to the 12.8m of the previous scheme), and the single storey element will measure 4.7m, remaining at a distance of 11.5m from the neighbouring bungalow.

At ground floor level, the flats 1 and 2 will have separate entrances and their own bin storage areas. A communal waste and recycling storage area, and cycle storage area has been created on the north corner of the site for flats 3 and 4.

There are no proposed balconies on the rear and flank elevations; and the balcony over the porch on the front elevation (facing the front elevation of Williams Court across Priory Road) measures 0.75m in depth.

Five parking spaces have been provided; four accessed directly from Great Cliffe Road, one adjacent to the front entrance alongside Priory Road. The remaining area to the south of the site will be communal garden space. The proposal includes five planting areas with a combination of hardy / low maintenance shrubs.

Boundary treatment along Great Cliffe Road will be predominantly shrubs and low landscaping, other than the 1.8m fencing enclosing the storage area. The front elevation and access to flat 1 will be open plan, accessed via Priory Road, with the fencing around the storage area visible in the northern corner of the site.

This application is a resubmission of a previously refused scheme for 8 units (120599)

Applicant's Points:

- The new design aims to address the reasons for refusal of the previous planning application and the planning appeal by reducing the massing, lowering the roof line and reconfiguring the floor layouts to address overlooking concerns. It is of a far more modest scale, in terms of both number of dwellings (now 4 instead of the 8 of the previous application), and in height and overall scale.
- The scale of the proposed new building is now akin to that of a two storey house. The eaves and ridge heights are lower than those of the adjacent shop. The building is of a significantly smaller scale than that of Nicholson Court, and the mansard roof design was chosen in order to enable a building that is also lower than the adjacent Nicholson Court.
- As compared with the previous application, ref: EB/2012/0631 (FP). It is hoped that members of the Planning Committee will agree that the size, scale, appearance and layout of this new proposal addresses the previous issues of unneighbourliness and overbearing form of development with neighbouring residential properties.
- Flat 2, to the rear of the proposal is a single storey element, partly screened by the garages to the adjacent shop, in order to reduce the impact of mass on the neighbouring properties.
- At first and second floor levels, the interior layouts have been arranged so that the principal windows face the Priory Road elevation, and the balconies on the rear elevation have been removed.

- The design will harmonise with the surrounding building and measure 8.1m to the ridge.

Summary Information:

Site Area:	0.042 has
No. Existing units:	1 bungalow
No. Proposed units:	4 flats
Net gain/loss of residential units:	+3
No. bedrooms per unit:	2x 1-bed, 2 x 2-bed
Proposed parking spaces:	5 (2 existing, 2 new + 1 visitor)

Consultations:

Consultation was carried out by letter to 105 neighbouring properties and businesses, including residents at Nicholson Court, Williams Court, Priory Orchard Terrace (Langney Rise) and Great Cliffe Road. 2 site notices were also displayed close to the application site. Representation was sought from Highways, Planning Policy, Strategic Housing, Archaeological Services, Cleansing Contracts and the Arboricultural Officer (summarised below):

Archaeological Services (15.01.13):

The proposed development is situated within an Archaeological Notification Area, defining the site of a medieval priory grange, a medieval watermill and an early 19th century artillery battery. The Langney ridge also has a wider potential for prehistoric and Roman remains.

The applicant has submitted an archaeological report carried out to the specified standard, which confirms that the site can be defined as of low archaeological potential. There will not be a requirement for archaeological mitigation through planning condition.

Strategic Housing (27.08.13):

This development provides additional homes in Eastbourne and therefore makes a positive contribution towards providing more choices for people wishing to live in the town. The planning application will however need to be considered in the context of the Council's planning policy with regard to any applicable contributions to be made towards the provision of affordable housing.

Planning Policy (14.10.13):

Affordable Housing requirement calculation:

Application:	extension and conversion of bungalow to create 4 flats
Neighbourhood:	8 – Langney [Low Value Market Area]

Net gain in dwellings: 3

Policy Requirement: 30% (therefore 0.9 units as a commuted sum)

It is therefore necessary to refer to the Council's Affordable Housing Implementation Technical Note to work out the financial contribution required in lieu of on-site delivery of affordable housing.

The application proposes 2 one bedroom flats and 2 two-bedroom flats which are zero rated on the commuted sum payment table for developments within the Low Value Market Area.

Therefore in this instance, as the affordable housing policy does not result in the requirement for a whole unit on site, a financial contribution is not required as the type of residential development proposed is zero rated.

Highways (22.08.13):

Following discussions with the agent concerning the additional car parking requirements for this development [5 spaces required; 4 + 1 visitor], I recommend that any consent shall include a condition relating to the position and construction of accesses, and an informative advising that the agent liaises with Highways on issues relating to s184 licence for the construction of the accesses and cycle parking in accordance with parking standards.

Neighbour Representations

6 letters of objection have been received and the following issues were raised:

- Insufficient parking spaces;
- Harm to distinctive character of area
- Impact on local residents
- Visual Impact
- Overdevelopment of the site
- Overshadowing
- Loss of Privacy
- Impact on Highway Safety
- Overspill parking onto Great Cliffe Road
- Overbearing impact on surrounding residential properties

Appraisal:

Policy considerations:

In light of the National Planning Policy Framework, the adopted Core

strategy and the Strategic Housing Market Assessment, the proposal supports the delivery of 1 and 2 bedroom accommodation, in an area where there is still an identified need for smaller residential accommodation. The development, at a similar density to other sites within Langney, maximises the residential potential of the site while ensuring it does not impact detrimentally on other occupants. The proposal is acceptable in principle, in line with a presumption in favour of sustainable development, and the proposal for residential development is supported by consultation responses from internal and external representatives. The specific planning considerations to be appraised, in relation to the impact on the site and surrounding area of 4 units over 2 floors, are detailed below:

Height and urban grain

The block, which measures 8.1m to the ridge line and comprises accommodation over 2 floors (including an additional floor within the mansard roof), is significantly lower than the 12.75 proposed in the previous application, and is similar in height and massing to neighbouring residential units.

The distance of 11.5m, which is retained between the adjacent bungalow and proposed extension is considered appropriate to maintain a degree of separation between the buildings, and to ensure the revised scheme is not over-dominant in scale. On this basis, the height of the development in relation to surrounding buildings is not felt to be disruptive, or to impact detrimentally on the occupants of neighbouring properties.

Density

The proposal, being spaced over 2 floors and the roof level, is at a similar density to that of neighbouring development. The scheme provides for private amenity space to the units, and a sufficient level of outdoor communal space. In accordance with NPPF policies, the development maximises the residential potential of the site, and by virtue of the layout of the units ensures that a suitable amount of useable internal space is provided without compromising standard of living.

Affordable Housing

In line with Policy D5: Housing of the Eastbourne Core Strategy Local Plan (2013) all developments providing a net gain in residential dwellings are required to contribute towards affordable housing.

As such, a requirement for the provision 0.9 Affordable Units on the site has been calculated. However, as delivery on-site is not practical for a partial unit, and the commuted sum table identifies a zero-rated payment in a low value area, there is no requirement for a contribution.

Privacy

The elevations of the development do not extend beyond the existing footprint of the bungalow, other than the single storey rear extension. At ground floor level the development is separated from dwellings by fencing to the rear and side of the site, and Great Cliffe Road and Priory Road to the front and side, thereby mitigating loss of privacy. At first floor level, balconies have been removed from the rear elevation entirely (from the previous application), and the two-storey element has been located closest to the shop, away from properties along Langney Rise and the adjacent bungalow. Windows on the rear elevation are perpendicular to houses on Langney Rise, and are at a distance of 11.5m from the adjacent bungalow and its garden. In the roof accommodation, all openings are rooflights only, and there are no windows on the flank end of the mansard roof.

The small balcony facing Great Cliffe Road, positioned over the porch of the entrance to flats 3 and 4, will serve as an opening only, rather than a patio area, as it is only 0.75m deep. The balcony faces the flank elevation of Nicholson Court and is not considered to compromise the privacy of occupants.

The overall impact of the proposal on surrounding residential privacy is considered to be minimal and there are no outstanding privacy concerns.

Sunlight

A lighting assessment has been submitted with the application which indicates that shadow will move across Priory Road and into Great Cliffe Road, leaving existing dwellings unaffected by loss of light. By virtue of the distance with surrounding buildings, the application site will benefit from a south-east facing orientation.

It is unlikely that the surrounding properties will be affected by shadow.

Design

Priory Road has an eclectic mix of styles and designs - the proposed block reflects the brickwork of existing dwellings, while incorporating modern materials to distinguish it on the corner of Great Cliffe Road and Priory Road. The mansard roof will be finished in Redland mini stonewold roof tiles, the walls will be rendered in white and uPVC windows and doors will be installed.

The scheme has been revised from the previous application, responding to neighbour objections to the design and colour. It is considered that the new development would harmonise with the surrounding buildings and would not appear incongruous within the immediate area.

Highways

The parking area has been designed to be accessed directly off Great Cliffe Road and the development delivers 4 car and cycle spaces on-site. In addition, plans have been revised to incorporate an additional parking space, following advice from Highways, to the front of the building, which is to be accessed off Priory Road. The total of 5 spaces (4 resident spaces and 1 visitor space) accord with the ESCC Parking standards.

It is also located within 400m of a bus stop that links the site to large parts of the town including the Town Centre, with a 7/8 minute frequency of service. It can therefore be considered a relatively sustainable location for public transport.

The development will lead to increased numbers of vehicle trips in the area, as the proposed parking will increase by two. However, the trips will generally be at the beginning and end of the day and movement on-site will be at low speed, at a distance from properties on Langney Rise. On this basis the increase in vehicle trips is not considered to be excessive and will not impact significantly on the occupants of neighbouring dwellings and could be accommodated within the existing highway network.

Human Rights, and Equality and Diversity Implications:

Loss of privacy is considered within the report, and impact on the occupants of surrounding properties is considered to be minimal.

Conclusion:

The scale, location and visual impact of the proposals do not detract from the residential amenity of the surrounding area. The proposal, by virtue of the height of the block, provision of parking and cycle storage on-site, waste storage and amenity space, provides a suitable standard of living space and does not impact detrimentally on neighbouring occupants. The design and height of the development would not conflict with the streetscene and the boundary treatment is considered appropriate to integrate it with the surrounding area.

Subject to conditions, the proposal complies with the relevant borough plan policies: Eastbourne Borough Plan 2001-2011 (Saved policies, 2007), the Eastbourne Core Strategy (2013) and the National Planning Policy Framework (2012).

RECOMMEND: Permission be granted subject to the following conditions:

Conditions:

- Time limit
- Materials to be submitted
- Foul and surface water details to be submitted
- Position of new access
- Visibility splays
- Car parking prior to occupation in accordance with approved layout
- Car park details to be supplied incorporating details to prevent surface water running onto the footway
- Cycle storage prior to occupation in accordance with approved layout
- Construction times
- In accordance with approved plans