

Report to: PLANNING COMMITTEE

Date of Meeting: 17 December 2020

Report from: Assistant Director of Housing and Built Environment

Application address: 24-30 St Saviours Road, St Leonards-on-sea, TN38 0AP

Proposal: Proposed alterations to existing roof design with the formation of gable ends and formation of a new rear mansard roof in order to provide a one bed self-contained flat

Application No: HS/FA/20/00518

Recommendation: Grant Full Planning Permission

Ward: WEST ST LEONARDS 2018
Conservation Area: No
Listed Building: No

Applicant: Mr Cheeseman per Elevations Design Ltd Junction House 1 Sedlescombe Road South St Leonards on Sea, East Sussex. TN38 0TA

Public Consultation

Site notice:	Yes
Press advertisement:	No
Neighbour Letters:	No
People objecting:	18
Petitions of objection received:	0
People in support:	0
Petitions of support received:	0
Neutral comments received:	0

Application status: Not delegated - 5 or more letters of objection received

1. Site and surrounding area

The site comprises of a large, two-storey detached property located on the south eastern side of St Saviours Road. The property is currently divided into 4 flats, and sits in an elevated position which is higher than the road. A retaining wall forms the front boundary wall following the downwards slope of the road from east to west. The building is one of two, which are the same in design and incorporate a pitched roof, front gables and sash windows. St Saviours Road is predominately residential and consists of buildings of varied character and design.

The application building is located on the corner of St Saviours Road and Keymer Close, which forms a square of dwellings to the rear, with a parking area for residents of the Close at the centre. No dedicated parking exists for the application site, although uncontrolled, on-street parking is available along the majority of the length of St Saviours Road.

To the rear of the site, ground works have commenced involving the excavation of earth, the removal of a tree/shrubs, the removal of a retaining wall and the erection of a fence in the existing rear garden area. These works do not form part of this application (as confirmed by the agent) and will not be discussed in the remainder of the report. The agent/applicant has been advised that planning permission is required for these works, however their inclusion within this application is not essential to its assessment or acceptability of the application under consideration. Please note that the removal of a tree that is not in a Conservation Area and not covered by a Tree Preservation Order is permitted without the submission of an application to the Council.

Constraints

Historic Landfill Site 250 metre buffer

SSSI Impact Risk Zone, the thresholds of which are not exceeded.

2. Proposed development

It is proposed to convert the existing loft space of the building into a 1 bedroom self-contained flat. The proposed alterations to the existing roof design include; the formation of gable ends, a rear mansard roof served by 5 dormer windows.

The external materials will match those used on the existing building.

A ventilated bin storage area will be provided inside the flat and also within the communal hallway on the ground floor. Cycle storage will also be provided within the communal hallway on the ground floor.

Relevant planning history

HS/FA/17/00123 Construction of mansard roof to provide two apartments with associated dormer windows and rooflights. Access and front garden altered to provide communal bin store. Refused. 31.7.17

National and local policies

Hastings Local Plan – Planning Strategy 2014

Policy DS1 - New Housing Development

Policy FA1 - Strategic Policy for Western Area

Policy SC1 - Overall Strategy for Managing Change in a Sustainable Way

Policy H2 - Housing Mix

Hastings Local Plan – Development Management Plan 2015]

Policy LP1 - Considering planning applications

Policy DM1 - Design Principles

Policy DM3 - General Amenity

Policy DM4 - General Access

National Planning Policy Framework (NPPF)

Paragraph 11 sets out a general presumption in favour of sustainable development and states that development proposals which accord with the development plan should be approved without delay.

Paragraph 12 of the NPPF states that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Three dimensions of sustainability given in paragraph 8 are to be sought jointly: economic (by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation); social (providing housing, creating high quality environment with accessible local services); and environmental (contributing to, protecting and enhancing natural, built and historic environment) whilst paragraph 9 advises that plans and decisions need to take local circumstances into account, so they respond to the different opportunities for achieving sustainable development in different areas.

Section 12 of the NPPF sets out the requirement for good design in development. Paragraph 124 states: "The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities."

Paragraph 127 of the NPPF requires that decisions should ensure developments:

- Function well;
- Add to the overall quality of the area for the lifetime of that development;
- Are visually attractive in terms of:
 - * Layout
 - * Architecture
 - * Landscaping
- Are sympathetic to local character/history whilst not preventing change or innovation;
- Maintain a strong sense of place having regard to:
 - * Building types
 - * Materials
 - * Arrangement of streets
- Optimise the potential of the site to accommodate an appropriate number and mix of development;
- Create safe places with a high standard of amenity for future and existing users

Paragraph 130 states permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way that it functions.

Paragraph 130 also seeks to ensure that the quality of an approved development is not materially diminished between permission and completion through changes to the permitted scheme.

Other policies/guidance

National Design Guide

East Sussex County Council - Minor Planning Application Guidance (2017)

East Sussex County Council Car Ownership Parking Demand Tool

Department for Communities and Local Government - Technical housing standards - nationally described space standards.

3. Consultation comments

There were no consultees for this application.

4. Representations

In respect of this application site notices were displayed on St Saviour's Road and Keymer Close. In total 21 letters of representation were received from 18 different properties. These have raised the following concerns;

- Not in keeping with the character of the area
- Will upset the symmetry of the pair of identical properties
- Increase parking demand
- Loss of privacy
- Concern for the access and exit of residents in the event of a fire
- Roof is bulky and awkward combination of pitched and flat roof
- Detrimental to the value of neighbouring properties (officer comment - this is not a material planning consideration)
- Unsightly when viewed from Keymer Close
- The flats numbers have been incorrectly annotated on the plans (officer comment - this was double checked on site and with the freeholder, and is correct)
- Extra bins would be required on the highway which would be unsightly (officer comment - this has been amended, please see paragraph g)
- Proposed cycle storage would be in the demise of No.28 St Saviours (officer comment - this has been amended, please see paragraph h)
- Works to create a car parking space, remove a retaining wall, excavate soil and erect a fence have taken place at the rear of the site (officer comment - as discussed already these works do not form part of this application)
- The bathroom and kitchen should be located on the west side of the building to enable greater ease of connection to existing pipe work (officer comment - this is not a material planning consideration)
- The freeholder has taken over and wants to extend before maintaining the building (officer comment - this is a civil matter)
- There is poor fire safety in the building (officer comment - this is not a material planning consideration)
- Bin area should not be in communal hallway because of smell

5. Determining issues

a) Principle

The site is in a sustainable location and the application is therefore in accordance with Policy LP1 Hastings Local Plan - Development Management (2015) in this respect and acceptable in principle subject to other local plan policies.

b) Impact on the character and appearance of the area

Policy DM1 of the Hastings Development Management Plan states that all proposals must reach a good standard of design.

The proposed development would see significant alterations to the roof to accommodate a one-bedroom, self-contained flat. The application building is one of two buildings of the exact same character and design, but is set on a lower level due to the topography of St Saviours Road.

This part of St Saviours Road is characterised by a mix of different building types including; two-storey and single-storey detached, two-storey semi-detached and terraced properties. The roof forms are varied and consist of hipped and gable ends and some properties have unsympathetic two-storey flat roofed extensions and large bulky dormers, which are visible in the street scene. Overall, the character and design features of buildings within the street scene is varied.

The application building is highly prominent because of its elevated position and relationship to the surrounding development. The alterations to the roof would see the ridge line extended the whole length of the building and the hipped ends raised to gables. The rear roof would be altered to a mansard style roof with five dormer windows. It is acknowledged that the proposed alterations to the roof will add additional bulk, however this is not considered to be out of proportion with the host building. The alterations will remove the symmetry currently displayed with the adjacent property, 32-38 St Saviours Road, however, given the application building is on a lower ground level, the difference in roof form will not be so blatant. Overall, the proposed alterations are not considered to cause significant harm to the character of the area and therefore a refusal of planning permission cannot be justified. As discussed above, St Saviours Road is characterised by different buildings of varying character and design. The positive features of the host dwelling such as the two projecting front gables, which is a consistent feature in the street scene, will not be altered. For the reasons stated above, the proposed development is consistent with Policy DM1 of the Hastings Development Management Plan.

c) Proposed residential use

The proposed development would see the creation of a one bedroom, self-contained flat.

Policy H2 of the Planning Strategy states the Council wishes to encourage a greater variety of provision in terms of dwelling types and sizes. In particular, the provision of larger homes (3 or more bedrooms) given the bias in the stock towards smaller dwellings and flats. St Saviours Road does contain a mix of different dwelling types and sizes. The proposed flat is limited in size and could not offer three bedrooms. The application building does not have any off-street parking and the proposed flat would not have its own private external amenity space. It is considered that the proposed development, which offers a good sized,

one-bedroom flat is more suitable for this location. The proposed development is therefore in accordance with Policy H2 of the Planning Strategy.

d) Impact on neighbouring residential amenities

Policy DM3 of Hastings Development Management Plan requires new development to avoid any adverse impact on the amenity of neighbouring properties. The proposed conversion of the loft to a self-contained flat is consistent with the existing residential use of the building, and surrounding buildings; therefore, not causing detriment to neighbouring residential amenity.

The proposed development includes alterations to the existing roof. These alterations are not considered to have an unacceptable impact on the outlook or light enjoyed by surrounding residential properties. The proposal also includes the addition of five dormer windows on the rear elevation. The outlook from these dormers will be towards the central parking area of Keymer Close and not directly into the private amenity space of surrounding neighbouring properties.

For these reasons, the proposed development would not have an unacceptable impact on the living conditions of neighbouring properties and is therefore in accordance with Policy DM3 of the Hastings Development Management Plan.

e) Future residential amenities

Policy DM3 of Hastings Development Management Plan requires dwellings to be designed to allow residents to live comfortably and conveniently with sufficient internal space and provide appropriate levels of private external space.

Internal Accommodation

The Technical Housing Standards (nationally described space standards) as produced by the Department for Communities and Local Government requires dwellings to have to minimum floor area. The internal floor area is as follows;

- One bedroom, two person flat - approximately 63 square metres.

The Technical Housing Standards also stipulates the minimum size requirements for bedrooms. This is 11.5m² for a double bed space and 7.5m² for a single.

The proposed one-bedroom, self-contained flat over one floor exceeds the minimum internal floor area requirements for two persons and the bedroom complies with the minimum size requirements.

External Accommodation

Policy DM3 of Hastings Development Management Plan requires new development to provide appropriate levels of private external space.

The proposed flat would have no private amenity space, which is consistent with the flats on the upper floors. The building is within walking distance of the Seafront and it is considered appropriate, in this instance, to assume that future occupants can make use of this public

space and the situation will remain consistent with the residential units on the upper floors of this building and with other flats along St Saviours Road.

f) Highway safety/parking

The application site is within a sustainable location, in close proximity to shops, local services and good public transport links. The proposed development would have a nil parking provision. There is uncontrolled on-street parking available at the front along St Saviours Road. Using the East Sussex County Council Parking Demand Tool, the proposed flat would have a parking demand of 1.02. Whilst this demonstrates that one car parking space is normally required for a development of this type, in this area, the addition of 1 x one-bedroom flat is not considered to have a significant impact on the parking demand in the area. The site is situated in a sustainable location with good pedestrian access to public transport and local facilities and therefore future occupants would not be wholly reliant on private cars to access everyday services and facilities. For the reasons outlined, the absence of any on-site parking in this location is acceptable and would be in keeping with the surrounding residential development.

East Sussex County Council Minor Application Guidance states that for a one or two bed flat, 0.5 cycle spaces should be provided if communal or 1 cycle space if individual. Plan 19.153.1E shows a cycle storage area at ground floor level in the communal hallway. Condition 5 secures the provision and retention of the cycle storage area.

g) Waste and Refuse

Part H of the Building Regulations sets out that waste containers should be sited so that residents don't have to push the container more than 30m to an accessible collection point, so any collection points for bins should be within that distance. This should also be no more than 25m from the point where the refuse vehicle stops to collect the bin.

It is proposed to install a ventilated bin storage area within the flat and also within the communal entrance hallway. This would mean that on the day of collection waste storage bags would be presented on the highway, next to an existing collection point, used by existing flats within the building. Condition 4 secures the provision, maintenance and retention of the ventilated bin storage area.

h) 5 Year Housing Land Supply

As the Council cannot demonstrate a 5-year housing supply at this time, the tilted balance of NPPF paragraph 11d) is engaged. The recommendation is for approval and the need to deliver housing adds further weight in favour of granting planning permission.

6. Conclusion

These proposals comply with the Development Plan in accordance with Section 38 (6) of the Planning and Compulsory Purchase Act 2004 which states:

"If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise".

The Human Rights considerations have been taken into account fully in balancing the planning issues.

7. Recommendation

Grant Full Planning Permission subject to the following conditions:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
2. The materials to be used in the construction of the external surfaces of the extension hereby permitted shall match those used in the existing building.
3. The development hereby permitted shall be carried out in accordance with the following approved plans:

19.153.1.A, 19.153.1.E
4. The development shall not be occupied or brought into use until the waste storage facilities have been provided in accordance with plan 19.153.1.E. The ventilated bin storage area(s) shall be maintained as such and retained for that use only.
5. The development shall not be occupied or brought into use until the cycle storage facilities for the new residential unit have been provided in accordance with plan 19.153.1.E. The area shall thereafter be retained for that use and shall not be used other than for the parking of cycles.
6. Both internal and external building works required to carry out the development allowed by this permission must only be carried out within the following times:-

Monday to Friday: 08.00 - 18.00

Saturday: 08.00 - 13.00

No working on Sundays or Public Holidays.

Reasons:

1. This condition is imposed in accordance with the provisions of Section 91 of the Town and Country Planning Act 1990.

2. In the interests of the visual amenity of the area.
3. For the avoidance of doubt and in the interests of proper planning.
4. In order to secure a well planned development that functions properly.
5. In order that the development site is accessible by non-car modes and to meet the objectives of sustainable development.
6. To protect the amenity of the occupiers of nearby properties.

Notes to the Applicant

1. Failure to comply with any condition imposed on this permission may result in enforcement action without further warning.
 2. Statement of positive engagement: In dealing with this application Hastings Borough Council has actively sought to work with the applicant in a positive and proactive manner, in accordance with paragraph 38 of the National Planning Policy Framework.
 3. The applicant is advised that the works at the rear of the site do not form part of this application and a separate application for planning permission is required.
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Officer to Contact

Rebecca Fellows, Telephone 01424 783253

Background Papers

Application No: HS/FA/20/00518 including all letters and documents