

PLANNING, DESIGN & ACCESS STATEMENT

1 no. pair of semi-detached chalet bungalows (alternative scheme to M/15/17/PL)

at

155 Middleton Road
Bognor Regis
West Sussex
PO22 6DF

August 2017

Ref: 16156/PDAS01



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1.0 INTRODUCTION

- 1.1 This Planning, Design & Access Statement accompanies a planning application to construct a pair of semi-detached chalet bungalows on land to the rear of 155 Middleton Road, Bognor Regis. Planning permission LA Ref: M/15/17/PL was granted on 2 May 2017 for alterations to the existing retail unit & flat above to form 1 no. retail unit & 2 no. flats with 1 no. detached chalet bungalow to the rear. The planning permission has been implemented and alterations to the existing retail unit and flats are well underway.
- 1.2 For planning policy purposes the site is within the Built-up Area Boundary of Middleton as shown in the Arun District Adopted Local Plan 2003 and the Publication Version (Feb 2014) of the emerging Local Plan. The site enjoys a sustainable location close to public transport links with a wide range of facilities nearby and will help meet the economic, environmental and social objectives of the National Planning Policy Framework (NPPF).
- 1.3 Plans and information submitted in support of the application comprise the following:
- Location Plan: 0960/DPA11 Rev 02
 - Proposed Block Plan: 0960/DPA12 Rev 02
 - Proposed Site Plan: 0960/DPA13 Rev 02
 - Proposed Floor Plans: 0960/DPA18 Rev 02
 - Elevations: 0960/DPA19 Rev 02
 - CIL Additional Information Requirements Form
 - CIL Liability Form
 - Planning, Design & Access Statement

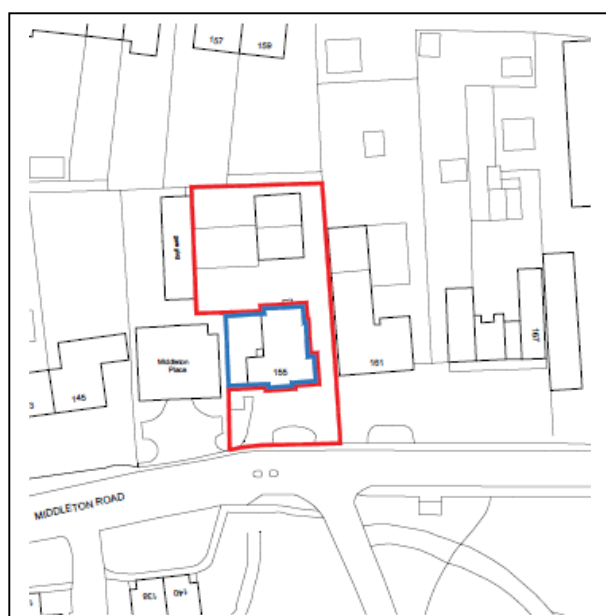
2.0 THE SITE

- 2.1 155 Middleton Road is situated centrally within the village of Middleton. It is on the northern side of the B2132 Middleton Road, within the Built-up Area of Middleton as defined by the Arun Local Plan 2003. The site is occupied by a detached cottage-style property adjacent to a small parade of shops and a garage to the east and a three storey block of apartments. The property has its own vehicular access with parking forward of the building, and further access to the east of the property allowing for parking to the rear.



Fig 1 showing the application building set between shops to the east and flats to the west

- 2.2 The property is currently being refurbished and altered as approved under LA Ref: M/15/17/PL but was previously in use as a small general store (within the A1 Use Class) with a post office counter. The retail unit occupied 65sqm of ground floor space with limited storage and facilities servicing the use. To the rear of the retail unit was a 3-bed flat arranged over two floors, with a collection of additions and outbuildings to the rear, including a covered courtyard area. The rear portion of the site is enclosed with hedging and provides private amenity space to serve the flat.



Site area edged red with other land within the applicant's ownership in blue

- 2.3 A number of retail units operate within a small parade of shops to the east of the application site with a further parade of units to the south-west, including within a pair of converted semi-detached houses featuring shop frontages. The purpose built retail units have been designed to appear as dwellings in the context of their siting, flanked by residential development. The surrounding area is made up of predominantly residential development, mainly characterised by detached houses of traditional design set within generous plots
- 2.4 155 Middleton Road is considered to be a building of character as set out in The Buildings or Structures of Character - Supplementary Planning Document adopted by Arun District Council in 2005. The site is not within a Conservation Area or flood risk area and there are no other relevant site constraints.

3.0 RELEVANT PLANNING POLICIES

- 3.1 Relevant planning policy is set out in the adopted National Planning Policy Framework (March 2012), the on-line Planning Practice Guidance (March 2014), the adopted Arun District Local Plan 2003 and emerging Local Plan (Arun Local Plan 2011-2031 Publication Version). The Bognor Regis Neighbourhood Development Plan was “Made” by Arun District Council in November 2015 and therefore forms part of the Development Plan.

National Planning Policy Framework

- 3.2 The National Planning Policy Framework (NPPF) was published on 27th March 2012. It replaces all previous Planning Policy Guidance Notes, Planning Policy Statements and various statements of policy in Letters to Chief Planning Officers.
- 3.3 Paragraph 14 confirms that at the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking. For decision-taking this means:
- approving development proposals that accord with the development plan without delay; and
 - where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
 - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
 - specific policies in this framework indicate development should be restricted
- 3.4 The NPPF states that the planning system should operate to encourage and not act as an impediment to sustainable growth and to significantly boost the supply of housing. Paragraph 47 requires planning authorities to identify a five year supply of deliverable sites for housing.
- 3.5 Paragraph 49 is particularly relevant as it confirms that housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up to date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites.
- 3.6 In a statement of common ground on an Inquiry in 2015 the LPA accepted the Objectively Assessed Need (OAN) was 758 dwellings per annum not the 580 dwellings proposed in the publication draft of the emerging Local Plan. In June 2015, the Arun Local Plan Sub-Committee recommended increasing the supply to 641 with further testing through a sustainability appraisal for the locations of the additional requirement. The Local Plan Inspector however concluded that to proceed on the basis of 641 dwellings would be unsound and recommended a suspension of the Examination of the Local Plan for 12-18 months. This was

agreed by the Local Plan Sub-Committee in July 2015 and consultation has been ongoing as to the revised OAN with modifications to the Local Plan to be considered by a Special Meeting of the Council in December 2016. Based on recent population trends and stronger than expected growth rates an increase in the assessed housing need of 18,380 homes (or 919 dwellings per annum) over the plan period has been identified. Submission to the Local Plan Inspector is now proposed in early 2017, so for the purposes of this appeal, paragraph 49 of the NPPF is engaged.

- 3.7 Paragraph 59 of the Framework states that “Local Planning authorities should consider using design codes where they could help deliver high quality outcomes. However, design policies should avoid unnecessary prescription or detail and should concentrate on guiding the overall scale, density, massing, height, layout, materials and access of new development in relation to neighbouring buildings and the local area more generally.”
- 3.8 Planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is however proper to promote or reinforce local distinctiveness (Paragraph 60).
- 3.9 The points to note from the NPPF for the application proposals are as follows:
- The application site is located within the Built Up Area Boundary of Bognor Regis. Paragraph 14 of the NPPF states that development proposals that accord with the development plan should be approved without delay and this advice is highly relevant.
 - The Council has recently accepted on appeal that it does not have a five year supply of housing sites and there is a pressing need to supply more housing in appropriate locations. Other policies dealing with development management issues remain relevant but where matters are finely balanced the presumption in favour of sustainable development applies.
 - Since the site is located within a defined settlement boundary the main consideration is concerned with development management issues and how the proposed form of development has been shown to be accommodated within the site without causing harm to the amenity of the local area and that of neighbouring properties.
- 3.10 We consider the application proposal to be compliant with the National Planning Policy Framework.

Local Plan Policies

- 3.11 Local plan policies take the form of the saved policies from the adopted Arun District Council Local Plan 2003. Particularly relevant are policies GEN2 (Built-Up Area Boundary), GEN7 (The Form of New Development), GEN12 (Parking in New Development), GEN22 (Buildings or Structures of Character) and DEV30 (Local & Village Centres). Policy GEN7 operates to

promote high quality design and layout to ensure new development makes a positive contribution to the quality of the environment. The policy lists 8 criteria that development must comply with. Development will be permitted provided it:

1. **makes efficient use of land or buildings and, in the case of new residential development, achieves net densities of at least 30 dwellings per hectare;**
2. **demonstrates that it responds positively to the identified characteristics and resources of the site and the area to create attractive places and spaces with the needs of people in mind and respects and enhances local distinctiveness;**
3. **promotes sustainable development, including the effective use and conservation of energy and reducing the need to travel, particularly by private car;**
4. **does not have an unacceptable adverse impact on adjoining occupiers, land, uses or property and, where relevant, facilitates the development of adjoining sites;**
5. **takes account of any unacceptable adverse impacts that may arise from adjoining land uses or property;**
6. **retains significant open or wooded areas which, in their own right, make a material contribution to the local environment;**
7. **allows for the safe movement of pedestrians and vehicles, giving priority to pedestrians; and**
8. **provides for vehicle parking in accordance with Policy GEN12 and Appendix 2 and open space in accordance with Policy GEN20.**

3.12 In all cases, the District Council will expect a high standard of design and layout and all applicants will be encouraged to improve the visual amenities of the particular locality in scale, external appearance, hard and soft landscaping and materials.

3.13 Policy GEN12 states the LPA will base its consideration of the need for on-site parking provision on its parking standards contained within the Plan. Provision of parking in excess of these standards will not be allowed although lower levels may be acceptable depending on the location.

3.14 Policy GEN22 relates to Building or Structures of Character and 155 Middleton is identified as a building of character in supplementary guidance relating to criteria 3-5. The criteria for the selection of buildings or structures of character is set out as follows;

- 1) Buildings of outstanding design, detailing, appearance or special interest because of the use of materials.
- 2) Buildings which are extremely good examples of traditional or established style, or unusual type.

- 3) In special cases, buildings or structures which contribute towards the local townscape or have important historical associations.
 - 4) All buildings must be largely intact and not adversely affected by later extensions or alterations.
 - 5) Preferably, although not exclusively, they should make a positive contribution to their surroundings or the street scene.
- 3.15 The Emerging Arun Local Plan 2011-2031 (Publication Version) has stalled at Examination stage (as referred to above), nonetheless it the salient policies are listed for completeness. Policy DDM1 largely restates the requirements of adopted policy GEN7, whilst policy TSP1 relates to transport and sustainability measures to reduce climate change. The relevant criterion here is the requirement to incorporate appropriate levels of parking in any proposed development.

Neighbourhood Plan

- 3.16 There is no Neighbourhood Plan for Middleton-on-Sea at this time.

4.0 CONSIDERATIONS FOR THE DEVELOPMENT PROPOSAL

Contextual Assessment and Evaluation

- 4.1 The application site is located within the Middleton-on-Sea Built-up Area boundary. It is within easy access of local shops and facilities including a bus stop providing services between Bognor Regis and Littlehampton, just 40m to the east. Bognor Regis is a major settlement to the west of Middleton-on-Sea and the site is in a sustainable location with a good level of services and facilities and public transport links.
- 4.2 No. 155 is situated on the north side of Middleton Road. The plot extends to approximately 0.07 hectares, located within a predominantly residential area. The site currently comprises a detached chalet-style property in render and brick set under a clay tiled roof with feature windows. The plot, with the red line area re-drawn excluding the existing property on site consented for retail and 2 no. flats, extends beyond the rear of the property approximately 21 metres in depth by 23 metres wide and enjoys well landscaped boundaries.
- 4.3 The surrounding area has an established residential character and village scape with a verdant appearance. The immediate residential area is mainly made up of detached two-storey and chalet properties set within generous and well landscaped plots.

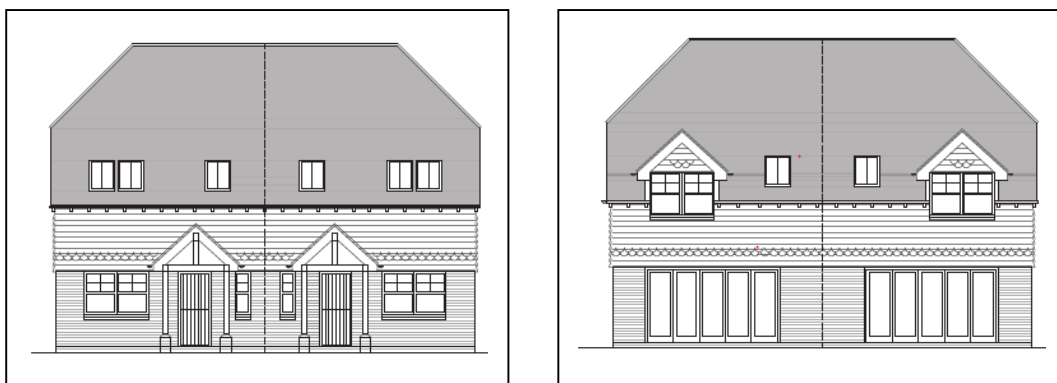
Design Principles and Appearance

- 4.4 The existing property at 155 Middleton Road is categorised as a locally listed building contributing to the local townscape and remains unchanged within the street scape. The current proposal relates to the construction of a pair of semi-detached houses to the rear of 155 Middleton Road in place of the consented 4-bedroomed chalet-bungalow, see extracts from the approved plans below:



Extract from approved site plan and showing front elevation of permitted 4-bed house

- 4.5 The built form of the proposed semi-detached chalet-bungalows would match that of the approved scheme LA Ref: M/15/17/PL in terms of footprint, height and massing. The pair of properties would remain orientated east-west, with each one provided with a good sized-rear garden and parking for two cars accessed via the existing driveway. The architectural approach of the proposed dwellings focuses on a traditional design with a simple and subservient appearance. The materials palette is reflective of houses in the local area such as clay tiles and brick with feature windows.



Proposed front and rear elevations

- 4.6 The approach for this proposal has been led by the desire to bring the most suitable dwelling sizes to the market. It is considered that the provision of 2 no. 2-bed units of accommodation suitable for couples or small families is most appropriate in this location, providing high design and build quality with adequate private amenity space and parking provision in a sustainable location. Changes to the appearance of the properties from the consented scheme are solely in terms of detail; the removal of the chimney; and fenestration. First floor fenestration however remains primarily in the form of roof lights, with the eaves height dormers previously approved providing outlook to the rear.
- 4.7 The architectural approach uses local materials and incorporates some local vernacular architectural features. The design is consistent with the character of the local area. The proposed houses will be finished with a high quality palette of materials; and includes facing brickwork, decorative tile hanging, tiles roofs and sash windows.

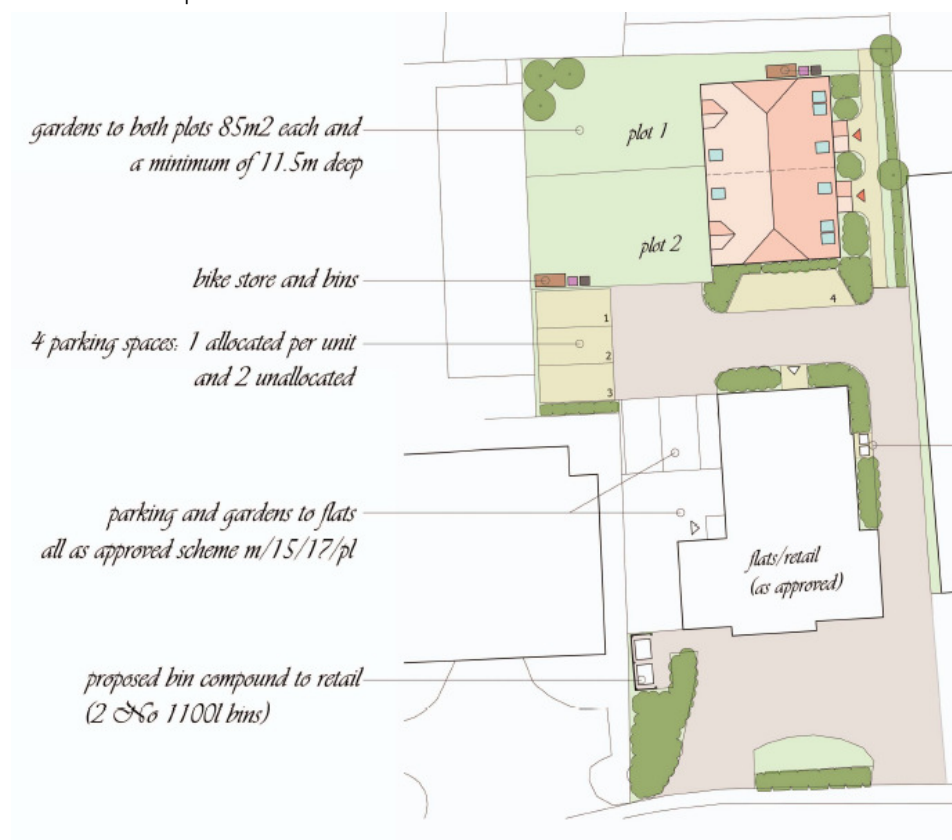
Scale

- 4.8 The proposed pair of chalet bungalows have low eaves and hipped roofs in order to reduce the bulk of the new development internal to the site, whilst making the best use of the available space to the plot. Private rear gardens to serve the new dwelling in excess of 85 square metres are proposed, exceeding required standards and an indication that the site is capable of comfortably accommodating a separate dwelling to the rear.

- 4.10 The demolition of an existing outbuilding and covered yard to the rear of the existing property allows for vehicular access to continue into the site and for six parking spaces to serve the detached dwelling and two flats. An additional parking space has been provided to the rear to allow for 2 no. car parking spaces per dwelling over the consent scheme, by relocating the bin compound serving the retail unit forward of the existing property. This would be a more practical location in terms of serving the retail unit, and moves it away from the residential element of the proposal, to the benefit of residential amenity. The existing access and parking arrangement forward of no. 155 is retained to serve the retail unit.

Site Layout

- 4.11 The proposed development has been designed to make the most efficient and effective use of the site in its highly sustainable, village location. The proposal is an alternative to that approved under LA Ref: M/15/17/PL and proposes a pair of semi-detached chalet bungalows in place of a detached 4-bed chalet bungalow. The footprint of the development remains as permitted, as does the size of the building envelope. This is proposed in response to market need and would provide much needed smaller units of accommodation.



Extract from proposed site layout plan

- 4.12 A well-balanced and well-proportioned scheme has been achieved capable of providing a pair of semi-detached houses comfortably within the site: the new houses would be set approximately 4m from the eastern site boundary with the rear yard serving Barleys Hardware

Store beyond. Distances to site boundaries remain as previously approved. Only roof lights are proposed at first floor to the east elevation. From the new houses to the western boundary is a separation distance of 11.5m giving good sized rear gardens. Garaging at Middleton Place forms the western boundary. No windows are proposed to the flank elevations in order to prevent overlooking. The layout also allows for a good level of parking and bin and cycle storage.

- 4.13 By virtue of the distances achieved between the proposed pair of chalet bungalows and the site boundaries it is considered that the residents of the new houses would have good levels of amenity. There would be no overlooking of the residential properties to the north. The layout has also been considered in order that there is no harm caused to local amenity and due to its siting to the rear of 155 Middleton Road would not be unduly prominent or incongruous within the street scene.

Amount and Use

- 4.14 The proposed development involves the construction of a pair of semi-detached chalet bungalows to the rear of 155 Middleton Road, on a site measuring 0.07 hectares. The scheme makes the best use of the available land and proposes an appropriate house design for its location. The amount of development is considered to be appropriate in the context with the surrounding residential development and would make more efficient use of the land for residential use in a sustainable location within the built up area.

Access

- 4.15 The following points were considered in the design of the layout and parking arrangement:
- the proposed parking provision complies with WSCC car parking standards to ensure that the scheme is capable of meeting the parking requirements of future occupants; and
 - the existing access and parking arrangement has been retained with access to the rear of the site achieved via an existing driveway. Parking and turning to the rear has also been arranged punctuated with areas of soft landscaping in order to have minimal impact and not to dominate the site.

5.0 CONCLUSION

- 5.1 The application is for an alternative scheme to LA Ref: M/15/17/PL and propose the construction of a pair of semi-detached chalet bungalows to the rear on land at 155 Middleton Road, Bognor Regis. The consented scheme was for a 4-bed detached chalet bungalow of the same size and height, in the same position as the proposed pair of chalet bungalows. The design remains consistent with the permitted scheme.
- 5.2 Careful consideration has been given to the design of the proposed residential development and site layout, with specific regard to the amount of development appropriate for the site and its contribution to the wider character and appearance of the area.
- 5.3 The proposals are an opportunity to make more efficient use of this site to deliver additional residential units of a size to meet local need. The proposed residential development is of a modest scale in a sustainable location in context with the surrounding pattern of residential development and would make a useful contribution to the local housing market.
- 5.4 For all the reasons set out in this statement the application proposal complies with the saved policies of the adopted Arun District Council Local Plan and the overarching objective of the National Planning Policy Framework to deliver appropriate sustainable development.