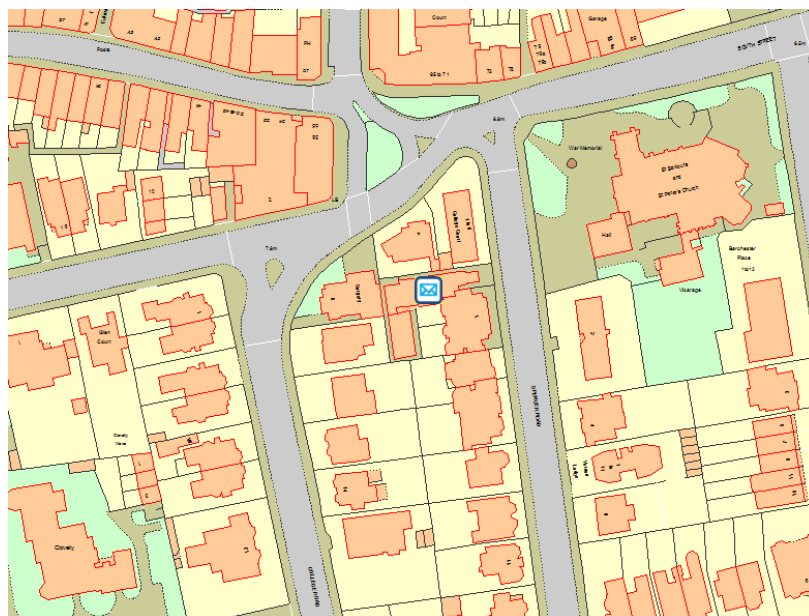


App.No: 190461 (PPP)	Decision Due Date: 8 August 2019	Ward: Meads
Officer: Neil Collins	Site visit date:	Type: Planning Permission
Site Notice(s) Expiry date: 11 July 2019 Neighbour Con Expiry: 11 July 2019 Press Notice(s):		
Over 8/13 week reason:		
Location: First Church Of Christ Scientist, Spencer Road, Eastbourne		
Proposal: Proposed addition of internal second floor with conversion of main building to provide 6no. self-contained flats with conversion of single storey rear element to provide 1no. self-contained flat.		
Applicant: Mr Mark Adams		
Recommendation: Approve with conditions		

Contact Officer(s): **Name:** Neil Collins
Post title: Specialist Advisor - Planning
E-mail: neil.collins@eastbourne.gov.uk
Telephone number: 01323 410000

Map location



1. Executive Summary

- 1.1 This application is brought to the Planning Committee principally due to the number of objections that have been received.
- 1.2 The proposal would result in the net gain of seven residential dwellings in a sustainable location. The loss of the former community use has been adequately justified and, as such, the proposal is considered to be acceptable in principle.
- 1.3 The design, transport, access and amenity impacts of the development are considered to be acceptable and the development is considered to provide a good quality of proposed accommodation, taking into consideration the constraints of the site. It is not considered that the scheme would not give rise to significant material impacts in terms of activity, parking and noise and disturbance.
- 1.4 Scheme is recommended for approval subject to conditions.

2 Relevant Planning Policies

- 2.1 National Planning Policy Framework
- 2.2 Eastbourne Core Strategy Local Plan Policies 2013
 - B1: Spatial Development Strategy and Distribution
 - B2: Creating Sustainable Neighbourhoods
 - C1: Town Centre Neighbourhood Policy
 - D1: Sustainable Development
 - D5: Housing
 - D10a: Design
- 2.3 Eastbourne Borough Plan Saved Policies 2007
 - NE14: Source Protection Zone
 - NE18: Noise
 - UHT1: Design of New Development
 - UHT4: Visual Amenity
 - HO1: Residential Development Within the Existing Built-up Area
 - HO2: Predominantly Residential Areas
 - HO3: Retaining Residential Use
 - HO7: Redevelopment
 - HO20: Residential Amenity
 - LCF21: Retention of Community Facilities
 - NE14: Source Protection Zone
 - TR6: Facilities for Cyclists
 - TR7: Provision for Pedestrians
 - TR11: Car Parking
 - US4: Flood Protection and Surface Water Disposal

3 Site Description

- 3.1 The application site is L-shaped, with a relatively narrow frontage on to Spencer Road. The plot slightly widens towards the rear (west) before wrapping round to the rear of 1 Spencer Road and 8 College Road (neighbouring properties to the south).

The only access to the site is from Spencer Road and there is no dropped kerb access in place for vehicles.

- 3.2 Almost the entire coverage of the site is in the form of an amalgamation of buildings consisting of a two-storey hipped roof structure which is set back from the main frontage on Spencer Road. To the front of this structure is a single-storey flat roof projection whilst to the rear is a single-storey lean-to element which connects to a further single storey structure which occupies the part of the site that is positioned between the rear boundaries of 1 Spencer Road and 8 College Road. The majority of building work dates from the late 1960's and early 1970's.
- 3.3 The site is positioned approximately 12 metres to the west of the Town Centre and Seafront Conservation Area, which incorporates the Grade II* Listed St Saviours & St Peters Church on the opposite side of the road. The site itself falls within an Area of High Townscape Value. There are no other specific planning designations attached to the site.
- 3.4 The site is located within the Town Centre Neighbourhood where building density is relatively high within the surrounding area. It is outside of, but close to, the main commercial areas within the Town Centre and falls within an area that is identified as being predominantly residential. The adjoining sites to the north and south are occupied by large buildings that are subdivided into residential flats. The adjoining sites to the west, 6 and 8 College Road, are occupied by a Doctors Surgery and single residential dwelling respectively.

4 Relevant Planning History

- 4.1 Due to the nature of the site, many applications have been dealt with regarding the applications site. However, most are minor and there is no application history that is specifically relevant to this application.

5 Proposed development

- 5.1 The application seeks permission to change the use of the existing building from its former use as a church (use class D1) and conversion to provide 7 residential flats, comprising 6 two-beds and 1 three-bed flats.
- 5.2 The proposal would result in an increase in floor space, mainly derived from the creation of an additional floor within the main building, such that the building would be three stories without any increase in height or bulk.
- 5.3 Various external alterations are proposed in association with the conversion, including changes to the fenestration. The most major of the external alterations are reductions through the removal of existing front and rear extensions to the main building mainly for the purpose of providing additional external amenity space for future occupants.

6 Consultations

- 6.1 External – No responses received.

6.2 Internal – No responses received.

7 Neighbour Representations

7.1 8 letters of objection has been received following public consultation, 6 from residential occupants, detailing the following:

- Loss of privacy;
- Noise disturbance; and
- Parking.

8 Appraisal

8.1 Principle of development:

- 8.1.1 The site is located within the built-up area and consists of previously developed land. The site is also located within an area as being predominantly residential. The redevelopment of brownfield sites is encouraged by the Revised National Planning Policy Framework (NPPF), which also acknowledges the role residential development has to play in driving the viability and vitality of town centre locations.
- 8.1.2 The site is not located within the primary or secondary retail areas within the town centre and, as mentioned above, falls entirely within an area which is predominantly residential. As such, residential development of the site is encouraged by the Eastbourne Borough Plan (Policy HO2), the Eastbourne Core Strategy (Policies B1, C1 and D5) and the Town Centre Plan (Policy TC6) as well as the NPPF. These documents also encourage increasing the density of residential development in appropriate locations where it would not result in harmful amenity impacts.
- 8.1.3 The site is currently occupied by a church, which falls within the D1 use class. Community facilities, which include places of worship, are subject to a level of protection under both local planning policies (Borough Plan Policy LCF21) and the National planning Policy Framework (para. 92). This is to guard against the unnecessary loss of community facilities and, as such, any future application should include clear justification as to why this community facility is no longer needed or demonstrate that the services it offers can be provided in an alternative location that is accessible to the surrounding community.
- 8.1.4 The documents submitted with the application include details of the marketing of the building since 24th November 2017, which has attracted minimal interest outside of prospective purchasers wishing to utilise the site for residential development. A statement provided by the Chair of Board of Trustees includes further details on the current use of the building, identifying declining numbers in the size of the congregation, which is drawn from a fairly wide catchment area.
- 8.1.5 The evidence submitted suggests that the site is currently under-utilised and there is minimal prospect of it being purchased by another organisation for continued community use. Furthermore, members of the congregation are drawn from a wide area rather than the immediate locality meaning that services could be provided elsewhere without significantly damaging accessibility levels.

8.2 Design and the impact upon the surround area

- 8.2.1 The application proposed various alterations to the external envelope of the building. The most significant of these are the removal of existing extensions to the front (eastern) and rear (western) elevation of the main building. This would allow for amenity space to be made available for the ground floor flats and the creation of raised terraces/balconies for the upper floors.
- 8.2.2 Elsewhere, there are various alterations to the fenestration, including the blocking up and introduction of windows relating to the proposed units. The application includes a schedule of proposed materials, which includes render and timber cladding. The proposed materials are considered to harmonise with the character of the area and would improve the appearance of the building.
- 8.2.3 It is noted that the removal of the existing front extension would set the building further back from the street and, as such, it would be less visible in the street scene. Taking all design matters into account, it is considered that the proposal is acceptable on design grounds.

8.3 Impact upon the amenity of neighbouring occupants

- 8.3.1 The principal impact upon neighbouring amenity would result from the proposed change of use of the building itself. It is understood that the building has been vacant and underused for a significant period of time. However, the established use could lead to a level of disturbance for neighbouring occupants. Conversely, the proposed residential use of the site is considered to be appropriate to the area given its predominance of residential uses. Activity associated with the proposed use would not be greater than could be allowed under the established use and, as such, it is considered that the proposal would bring a degree of control in terms of the future activity associated with the site.
- 8.3.2 The overall height of the building would not be increased as part of the proposal and the general footprint would not be extended. As such, it is not considered that the resulting building would have an overbearing impact upon neighbouring residents or cause undue levels of light loss.
- 8.3.3 Care has been taken to ensure that proposed alterations to the fenestration would protect neighbouring residents from loss of privacy. This includes amendments to the originally submitted drawings, at Officer request, to ensure that there is no direct view from proposed windows or external balconies/terraces. Windows that would otherwise have a direct view, especially those on the northern and southern elevations, are proposed to be obscure glazed and non-opening below 1.7m above internal finished floor level. It should be noted that the proposed second floor would be finished with at least 1.7m to the sill level of the proposed roof lights on the southern and northern elevations. Balconies/terraces would be equipped with screens to a height of 1.7m above finished floor level.
- 8.3.4 It is noted that the Lighthouse Medical Practice is located immediately to the west of the site and that the balconies and windows on the western elevation would look towards waiting rooms and consulting rooms at the surgery. As these neighbouring

windows are not residential, planning legislation and policies do not allow the same level of protection from overlooking. However, the upper floors windows have been obscure glazed to improve this relationship from the original submission.

- 8.3.5 It is considered that the proposal complies with Policy HO20 of the Eastbourne Borough Plan Saved Policies (2007).

8.4 Living conditions of future occupants:

Standard of proposed accommodation:

- 8.4.1 The proposal would create 6 two-bed units and a single three-bed unit.

- 8.4.2 The 'Technical housing standards - nationally described space standards', adopted by central Government in March 2015 defines the requirements for internal space standard for new residential units, including both the Gross Internal Area (GIA) of each unit and the internal floor area of individual rooms and storage space. The table below provides details of the required and proposed internal areas for assessment:

8.4.3			Required	Complies
Flats 1-6	Bedroom 1		11.5m ² (double)	Yes
	Bedroom 2		7.5 m ²	Yes
	Total (GIA)		61m ² (1 storey, 2b 3p)	Yes
Flat 7	Bedroom 1		11.5m ² (double)	Yes
	Bedroom 2		7.5 m ²	Yes
	Bedroom 3		7.5 m ²	Yes
	Total (GIA)		74m ² (1 storey, 3b 4p)	Yes

- 8.4.4 All of the proposed units would meet the minimum internal space standards in terms of the total Gross Internal Area and individual bedroom sizes required by the 'Technical housing standards - nationally described space standards'.

- 8.4.5 The units also provide a suitable amount of storage space for future residents.

Outlook and privacy:

- 8.4.6 The proposed units would comprise a good level of outlook for future occupants, with adequate daylight levels within habitable rooms. The unit housed within the existing single storey element within the site would have a degree of overlooking from neighbouring properties. However, it is considered that the uptake of this unit would be caveat emptor for future occupants, who would. As such, the scheme is considered to be acceptable in respect of these elements, in accordance with Policy HO20 Residential Amenity.

Outdoor amenity space:

- 8.4.7 The proposal would provide outdoor space for all of the units through the creation of ground floor amenity space, balconies and terraces. The level of provision is considered to be acceptable given the constraints of the building.

8.4.8 Taking the above considerations into account, the proposal is considered to offer a good standard of accommodation for future occupants of the units and would meet the objectives of adopted policy.

8.5 Impacts on highway network or access:

Parking:

8.5.1 The proposed development would not be served by any off street parking, and given the constrained nature of the existing site; it is not considered that the site has the capacity to provide such parking. It is noted that the site is located in a very sustainable location with bus stops nearby and the railway station approximately 410 metres walking distance to the north.

8.5.2 The ESCC Car Parking Calculator indicates that the proposed development would generate demand for 4 car parking spaces. The proposed additional demand is not considered to be significant given the town center location.

8.5.3 It is noted that the existing D1 use generates its own demand for car parking and, as such, it would be reasonable to offset the freeing up of parking spaces as a result of the loss of the D1 use against the parking demand generated by the proposed development.

Construction Management

8.5.4 Taking into account of the proposed development, including demolition, it is considered necessary to attach a condition requiring a Construction Management Plan (CMP) to be submitted to ensure that the impact upon the surrounding highway network is managed.

Cycle storage facilities:

8.5.5 The Council's policy TR2 (Travel Demands) seeks a balance between public transport, cycling and walking to meet the transport demands of proposed development. The application includes the provision of cycle storage facilities at the rear of the site. This is considered to be an acceptable location given the constraints of the site and that it would likely be more secure than at the front of the site.

8.5.6 A condition will be attached to ensure covered and secure cycle parking is provided on site in order to encourage the use of cycles for transport and discourage car ownership. It is therefore considered that the proposed development complies with Policy TR11 of the Eastbourne Borough Plan Saved Policies (2007).

Other matters:

Refuse/Recycling storage facilities:

8.5.7 The application provides details of refuse/recycling storage facilities within a dedicated facility at the front of the site. The proposed facilities would be large enough for the intended occupancy and a condition has been attached to ensure that they are provided prior to first occupation of the building.

It is recognised that the proposal would require the approval of the Councils

Licensing Department, notwithstanding this it is acknowledged that informally we are advised that the layout and scale of the conversion would meet with their approval.

9 Human Rights Implications

- 9.1 The impacts of the proposal have been assessed as part of the application process. Consultation with the community has been undertaken and the impact on local people is set out above. The human rights considerations have been taken into account fully in balancing the planning issues; and furthermore the proposals will not result in any breach of the Equalities Act 2010.

10 Recommendation

- 10.1 Grant 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 permission.

Reason: To comply with Sections 91 and 92 of the Town and County Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2) The development hereby permitted shall be carried out in accordance with the following approved drawings:

- Location Plan: 2018-60-14
- Proposed Ground Floor Plan: 2018-60-06a
- Proposed First and Second Floor Plans: 2018-60-08B
- Proposed Roof Plan: 2018-60-10C
- Proposed Elevations 1 of 2: 2018-60-11B
- Proposed Elevations 2 of 2: 2018-60-12a
- Proposed Section A-A: 2018-60-15
- Key Plan Elevations highlighting amendments: 2018-60-16
- Design and Access Statement: 2018-60-DAS
- Materials Schedule: 2018-60-MS

Reason: For the avoidance of doubt and in the interests of proper planning.

3) The external facing materials of the development, hereby approved, shall be finished in accordance with the approved Materials Schedule and all other works of making good shall be finished to match the existing in colour, texture and arrangement, unless agreed otherwise by the Local Planning Authority.

Reason: To ensure a satisfactory appearance to the development in the interests of the visual amenities of the area.

4) No development shall take place, including any ground works or works of demolition, until a Construction Management Plan (CMP) has been submitted to and approved in writing by the Local Planning Authority. Thereafter the approved

Plan shall be implemented and adhered to in full throughout the entire construction period. The Plan shall provide details as appropriate but not be restricted to the following matters:

- the anticipated number, frequency and types of vehicles used during construction;
- the method of access and egress and routing of vehicles during construction,
- the parking of vehicles by site operatives and visitors;
- the loading, unloading and storage of plant, materials and waste;
- the times of any deliveries related to the development, which should avoid peak travel times;
- the storage of plant and materials used in construction of the development,
- the erection and maintenance of security hoarding;
- details of any other measures to mitigate the impact of construction upon the public highway (including the provision of temporary Traffic Regulation Orders);
- details of public engagement both prior to and during construction works;
- details of any temporary structures or hoarding on or around the site.

Prior to submission of the CMP, the applicant shall first make contact with ESCC Highways to ensure their agreement with the submitted details.

Reason: In the interests of highway safety and the amenities of the area.

5) Secure covered cycle parking facilities for a minimum of 7 bicycles shall be provided in accordance with the details approved prior to first occupation of the development, hereby approved, and shall thereafter be retained in accordance with the approved details for the lifetime of the development, unless otherwise approved in writing by the Local Planning Authority.

Reason: To ensure that satisfactory facilities for refuse and the parking of cycles are provided and to encourage travel by means other than private motor vehicles.

6) Refuse and recycling facilities shall be provided in accordance with approved plans prior to first occupation of the development, hereby approved, and retained as such for the lifetime of the development, unless otherwise approved in writing by the Local Planning Authority.

Reason: To ensure that satisfactory facilities for refuse and the parking of cycles are provided and to encourage travel by means other than private motor vehicles.

7) All new ground surfaces of the development, hereby approved, shall be constructed in porous materials to allow surface water to be discharged within the site where possible and shall be retained as such of the lifetime of the development. No surface water shall be discharged onto the public highway or adjoining land.

Reason: To ensure that surface water is dealt with appropriately within the application site and not affect the public highway or adjoining properties.

8) All screening shown on approved plan No: 2018-60-16 shall be installed to a minimum height of 1.7m above the finished floor level of the respective terrace/balcony prior to first occupation of the development, hereby approved, and retained as such for the lifetime of the development, unless agreed otherwise by the Local Planning Authority.

Reason: To protect the amenity of neighbouring residential occupants.

9) Windows 10, 12, 14, 15, 26, 30, 31, 33, 34, 35, 36 and 37, as shown on approved plan No: 2018-60-16, shall be obscure glazed and non-opening to a height no less than 1.7m above internal finished floor level, prior to first occupation of the development, hereby approved and retained as such for the lifetime of the development, unless agreed otherwise by the Local Planning Authority.

Reason: To protect the amenity of neighbouring residential occupants.

Informatives:

- 1) The applicant is advised that, in relation to condition 4, ESCC Highways Team can be contacted via:
development.control.transport@eastsussex.gov.uk
- 2) The applicant is advised that if as a result of other legislation there is a requirement for any alteration to the window size, location and or the limitations controlled via Planning Condition No 9 above then these changes would require a new planning permission.

11 Appeal

Should the applicant appeal the decision the appropriate course of action to be followed, taking into account the criteria set by the Planning Inspectorate, is considered to be written representations.

12 Background papers

The background papers used in compiling this report were as follows:

None.