

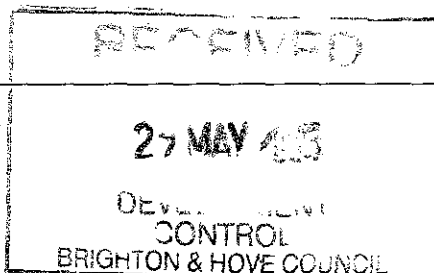
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Our Ref: DAM/hmb
Date: 18 May 2005

For the attention of Mr P Johnson, Senior Planning Officer

Dear Mr Johnson

2005/01711/EB

**119A HOLLINGDEAN TERRACE, BRIGHTON, BN1 7HB
PROPOSED DEMOLITION OF EXISTING BUILDINGS AND ERECTION OF REPLACEMENT
COMMUNITY / CHURCH CENTRE WITH ASSOCIATED STAFF FLAT AND 2 DWELLINGS**

We are instructed by our clients, Stewardship, to prepare and submit a full planning application for the above-mentioned works on land at 119A Hollingdean Terrace, Brighton. Please find enclosed the duly completed application forms, site plan, block plan and elevations and floor plans of the site both as existing, and as proposed. No fee is enclosed with this application, as it comprises an amended resubmission following the refusal of a comparable application on 31 January 2005, (reference number BH2004/03641).

This application has been modified in the light of the reasons for refusal, and further to discussions with Mr Johnson and Miss Thomas of your Authority. In broad terms, the changes comprise a deletion of one of the proposed residential units, a reduction in the ridge height and massing of the development via the deletion of the proposed second floor, and an associated re-design of the front and rear elevations.

Background

Stewardship is the operating name of the United Kingdom Evangelisation Trust, established in 1906), and is a registered charity. Notwithstanding recent third party claims, the applicants believe they are the longstanding owners of the application site (please note that to cover the claims by a third party, notice has been served on a strictly "without prejudice" basis on a Mr Michael Patrick). The site has historically been used in two distinct ways. The northern part of the site has been used as a church building, while the southern half has been used as two lock-up stores, which have been separately and independently let from time to time. Although the lock-up stores may have been used in the past for storage space for the church, they have for many years been used as rented storage by various users.

The church building has since 1947 been used as a place of worship. This would have included youth activities and Sunday school, bible classes, women's meetings, prayer meetings and regular Sunday meetings. The numbers decreased so that only a few elderly members met in the 1980s and 1990s, eventually closing in 1999.

The building has been deteriorating since its last use some 6 years ago, and has recently suffered damage from vandalism and arson. The building is now in an unusable condition, and cannot be economically repaired. The applicants, cogniscent of the state of the building and its detrimental effect on the street scene, are keen to secure a redevelopment that delivers a viable new

Plans of the site are available on request from Head Office: 13 Hill Street, London W1J 5LQ. Telephone +44 (0) 20 7629 7282

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community/church use. They have been in discussion with the City Gate Church, who would run the facility on a day-to-day basis, and who already operate similar community facilities elsewhere in the Brighton and Hove area, particularly in Preston Circus and Fiveways. The organisation hold congregations on Sundays and mid week, as well as running a pre-school and "Fareshare" – delivering food to social projects throughout Brighton. In addition to these activities which already operate through the Church's existing centres, it is intended the Hollingdean church building would be made available for use as a Citizen Advice Bureau which is already operated elsewhere in the City by Hove YMCA.

Whilst our clients are keen to deliver a community/church centre, which is compatible with their charitable status, there are no direct funds available to pay for the redevelopment. On this basis, Strutt & Parker were instructed to advise on a redevelopment package which would provide sufficient "enabling development" to pay for the construction of a community/church centre and ancillary flat. The centre would be constructed in tandem with the dwellings and passed to the freeholders once completed. The application submitted in November 2004 (BH2004/03641) reflected the necessary balance to provide sufficient value through open-market housing, to finance the construction of the community facility. Following the refusal of that application, our clients have been considering whether there are other means to finance the development as two open-market dwellings would not be sufficient to fund the construction of the community/church centre and staff flat. It is now proposed to allocate funds from Stewardship's charitable work, to cover the shortfall.

Site and Surroundings

The site is in the main urban area of Brighton and Hove, and is located within a predominantly residential area. The property is orientated in a broadly east-west direction, fronting Hollingdean Terrace and backing onto raised, open verge, beyond which is an elevated cul-de-sac development known as Adams Close. To the north are the rear gardens of properties fronting Hollingbury Crescent, which are orientated in a broadly north-south direction.

At the northern end of Hollingdean Terrace, properties are typically terraced, generally styled as pairs, with symmetrical bays and door openings. The land rises in a broadly south-north direction, as can be seen from the stepped ridge heights of the houses. Immediately abutting the northern boundary of the site, in an elevated position, is a single garage serving number 12 Hollingbury Crescent.

The buildings on site are single-storey with a rendered front gable elevation. There is a range of facing materials and window/door styles, which fail to provide an homogenous character. The buildings on the site are generally in a deteriorating state of repair, and presently detract from the street scene.

Planning History

The site has previously benefited from the grant of outline planning permission, though this was not implemented and has now expired (reference number BN84/1765/OA). That scheme, granted conditional consent on 29 June 1999, envisaged the erection of 4 sheltered accommodation units on the southern half of the site, occupying a plot frontage of a little over 9 metres, and the construction of an associated warden's flat located at first floor level over the existing hall.

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More recently, as detailed above, planning permission was refused for the demolition of the existing buildings and erection of a community hall with associated staff flat and 3 dwellings (reference number BH2004/03641). The reasons for refusal related to concerns that the scheme comprised over-development, out of keeping with the local character; a reduction in the floor area of the community facility; and insufficient demonstration that the houses would be built to lifetime homes standards.

Planning Policy

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the Development Plan, unless other material considerations indicate otherwise. In relation to this site, the Development Plan comprises the East Sussex and Brighton and Hove Structure Plan 1991-2011 (ESBHSP) and the Brighton Borough Local Plan: Towards 2000, 1995. More recently, following the amalgamation of Brighton and Hove as a single Unitary Authority, the Council have been preparing the Brighton and Hove Local Plan. A second Deposit Draft of this was published in 2001, and a Public Local Inquiry has been held and the Inspector's report received. The Councillors considered the recommendation contained within this document and published proposed responses and recommendations.

Policy S1 of the ESBHSP requires development to be more environmentally sustainable for Local Planning Authorities to (E) promote the efficient and effective renewal and re-use of existing premises, and "brown" sites, particularly in the urban areas, (F) protect and enhance the attractiveness and individual character of urban and rural areas for residents, businesses and visitors; (C) reduce the need to travel, particularly by car, and improve accessibility for all to a range of facilities and services by environmentally friendly means of transport (including passenger transport, walking, cycling).

Policy S4 sets out the strategic pattern of development within the county, and states that the emphasis will be to focus most development and change on towns, particularly the main coastal towns, through regeneration. This is reflected in the Area Policies, and Policy S13 states that, for Brighton and Hove, attention will be focussed on revitalising and diversifying the economy and regenerating the physical fabric of the urban area, and enhancing the outstanding townscape quality. It states that the emphasis will be on the regeneration of vacant and under-used sites within the urban area, for appropriate uses to improve the local economy and environment.

Policy HO4 of the Brighton and Hove Local Plan; Second Deposit Draft (BHLPSDD) states that, to make full and effective use of the land available, residential development will be permitted at higher densities than those typically found in the locality, if the proposal:

- a) Exhibits high standards of design and architecture;
- b) Includes a mix of dwelling types and sizes which reflect local needs
- c) Is well served by public transport, walking and cycling routes, local services and community facilities; and
- d) Respects the capacity of the local area to accommodate additional dwellings.

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This is supported through Policy QD3 which states that new development will be required to make efficient and effective use of the site, including derelict or vacant land or buildings. It states that higher development densities will be particularly appropriate where the site has good public transport accessibility and is close to a range of services and facilities.

Policy HO3 seeks development to provide a mix and type of dwellings, although priority will be attached to securing the provision of 3-bedroom accommodation suitable for families, as well as an element of larger (4-plus bedrooms) accommodation. A new policy, HO, requires the provision of amenity space in residential development to be appropriate to the scale and character of the development.

Policy HO13 seeks to ensure equal access to housing for people with disabilities and meeting the needs of households as their occupants grow older or circumstances change. It states that planning permission will only be granted for new residential dwellings that are built to lifetime homes standard, whereby they can be adapted to meet the needs of people with disabilities without major structural alteration.

Policy QD1 advises that all new buildings will be expected to demonstrate a high standard of design and make a positive contribution to the visual quality of the environment. Design aspects such as scale and height of developments; architectural detailing; quality of materials; visual interest, particularly at street level, and appropriate levels and type of landscaping, will all be taken into account in assessing applications. Policy QD2 requires development to take account of the key characteristics and principles of the local neighbourhood, including height, scale, bulk and design of dwellings, topography and skyline, and the layout of streets and spaces. Policy QD5 requires development to provide an interesting and attractive frontage, particularly at street level, for pedestrians. Policy QD27 states that planning permission will not be granted if it would cause nuisance or loss of amenity to adjacent occupiers.

Policy TR12 relating to cycle access and parking, states that developments should provide for cyclists in accordance with parking guidance, and this should include cycle parking for the occupants of the dwellings to be under cover, secure, and readily accessible at street level. Policy TR17 requires parking levels to meet the standards set out in SPG4 "Parking Standards".

Policy HO20 relating to the retention of community facilities, states that planning permission will not be granted for development proposals that involve the loss of community facilities which include, amongst other things, church and community halls. It states that exceptions may apply when (a) the community use is incorporated or replaced with a new development, and that where such exceptions apply, priority will be attached to residential and mixed-use schemes which provide "live/work" and/or start-up business units to meet identified local needs.

HO19 relating to the provision of community facilities (including churches and community halls) states that this will be granted where it can be demonstrated that :

- a) The design and use of the facility will ensure its accessibility to all members of the community, and include (i).demonstrable benefits to people from socially excluded groups; and (ii) provision of suitable childcare and toilet facilities;
- b) There is no unacceptable impact on local residential amenities or amenities of the

surrounding area;

- c) The location is readily accessible by walking, cycling, and public transport; and
- d) Adequate car and cycle parking, including provision for people with disabilities, is provided.

Planning Issues

It is considered that the primary issues in assessing this application are (1) the principle of mixed-use redevelopment, 2) making full and effective use of land and 3) impact on residential amenity.

Principle of mixed-use redevelopment

The site has historically been used in two main ways. Approximately 50% of the site (50 sq metres of floor area) has been used as lock-up storage, and the remaining half of the site (120 sq metres of floor area) has been used as a church. The buildings are now in a deteriorating and derelict condition, and have not been used for community activities for over 6 years. The buildings are beyond economic repair, and redevelopment is required to facilitate any form of re-use.

The applicant is a registered charity and in accordance with their status, seek to deliver a community re-use for the site. However, without separate funds (which are not available) this can only be achieved by delivering a mixed-use redevelopment with a residential component, to fund (the majority of) the construction of the community/church centre. This would be operated by an organisation known as the City Gate Church, who require the provision of an on-site warden's flat to manage the premises efficiently. The community/church centre has been designed in conjunction with the City Gate Church, to provide a building that has a flexible floor area to cater for a range of community groups and uses. City Gate Church intend to use the building for worship, mid-week church/community meetings/services for all ages and particularly youth activities as detailed in the Background section of this report. In conjunction with Social Services, they have identified a shortage of such facilities in this area of Brighton.

Policy HO20 of the emerging Local Plan seeks to resist the loss of community facilities (including church and community halls) although exceptions may apply when (a) the community use is incorporated or replaced with a new development. The historical use of this site means that, whilst the existing building extends to 120sq metres of church space, the building had little or no community use beyond its function as a church. In addition, although the building is some 120 sq metres, it is poorly laid out with interconnecting small rooms, providing little opportunity for flexible use of space.

The application envisages a replacement community/church centre extending to some 80 sq metres, together with associated manager's accommodation, which extends to some 66 sq metres. This provides an overall integrated community/church facility of some 146sq metres.

Whilst the floor area of the existing and proposed church building does not compare directly, it is important to bear in mind the historical use of the building, and its existing layout and condition. The proposed scheme will deliver a usable flexible space, which is intended to be available to a wide cross-section of the community. In addition, the manager's flat will ensure that the facility is both efficiently used, and carefully managed to make maximum use of the building whilst

respecting local residential amenity.

In qualitative terms, the scheme proposes an enhanced facility over and above the existing derelict church. On this basis, the scheme is in full accordance with Policy HO20.

Making full and effective use of land

Both Structure Plan and Local Plan policies demand Local Planning Authorities seek the efficient and effective re-use of sites, particularly in urban areas (Policy S1 and S4 of the ESBHSP and Policy HO4 and QD3 of the BHLPSDD). This includes providing new residential development at higher densities than those typically found in the locality. Other policies within the emerging Local Plan require new buildings to make a positive contribution to visual amenity, and take account of the key characteristics of the local neighbourhood, and have regard to residential amenities (Policy QD1, QD2, QD5 and QD27 of the BHLPSDD).

This scheme is separated into 2 distinct land uses; a pair of semi-detached dwellings and a community/church centre with ancillary staff flat. The pair of dwellings occupy a plot width and depth which is equivalent to those elsewhere in the immediate street scene context. They are designed as a matching pair, with a front building line and front elevation which reflects the neighbouring buildings to the south.

The dwellings would have a ridge height some 0.45 metres higher than the neighbouring property. This is entirely in keeping with the stepped ridge heights prevalent along this section of the street, as the land rises in a south to northerly direction. The roof pitch and roofscape is in keeping with neighbouring houses.

The houses would each have rear gardens that are some 9.4 metres in length, providing rear amenity space for each property of a little over 50 sq metres. This is comparable to other properties in the locality. The rear elevation projects a little beyond the rear wall of number 119 Hollingdean Terrace, which has been necessary in order to deliver a 3-bedroom dwelling which complies with lifetime homes standards (required by Policy HO13 of the BHLPSDD). The ground floor and first floor layouts show how the building provides flexible and adaptable floorspace to meet the potential needs of changing households, particularly in the event of reduced mobility. In the interests of sustainability, the first floor bathrooms would be served by a sun pipe, which would provide natural light and ventilation.

In order to reflect the layout and characteristics of the street scene, it is not possible to provide dedicated off-street parking to serve the dwellings. However, the scheme does contain covered cycle parking, which is readily accessible at street level, in accordance with Policy TR12. Your Authority's highway consultees have already confirmed, in consideration of the previous application, that the scheme is acceptable without being served by dedicated parking spaces. There is no on-street parking restrictions in this area, indicative of available spaces to serve existing needs. The site is also located in close proximity to local facilities and is well served by a range of non-car modes of transport.

It is submitted that the pair of dwellings is in full accordance with the requirements of the Development Plan, and emerging Local Plan, in particular policies HO, HO3, and HO4 of the BHLPSDD, which demands full and effective re-use of previously developed land whilst respecting local character.

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The community/church facility and associated staff flat has been designed as a distinct and separate entity to the residential component. It is a dedicated community/church facility, and, in the interests of good design, is clearly legible as such within the street scene. The lower ridge line and central portico parapet wall, narrow, elongated fenestration and the use of different wall and roof finishing materials, provides an individual bespoke building which is compatible with the domestic scale of the area, but reflects its community/church usage. It acts as a visual "end stop" to the rhythm of the domestic street scene, which is entirely appropriate at this end-of-terrace location, with the property to the north orientated at 90 degrees to front Hollingbury Crescent.

As with the existing buildings, it is not possible to provide dedicated off-street parking spaces, but the church centre and staff flat would be served by dedicated off-street covered cycle storage, and the views of your Highway Authority have confirmed that this would be acceptable in this location. The community/church centre component of this scheme is fully in accordance with the Local Planning Policy, in particular HO19 of the BHLPSDD.

Impact on residential amenity

The site abuts the flank elevation of 119 Hollingdean Terrace to the south, and the rear gardens of properties fronting Hollingbury Crescent to the north. To the west, the land rises steeply to a wide grass verge and cul-de-sac road, known as Adams Close. Dwellings on this road are located some way to the south, in an elevated position.

119 Hollingdean Terrace has a front to rear wall depth of some 8 metres, and benefits from a single storey rear extension, which has a depth of 3.15 metres along the application site boundary. The scheme envisages a new dwelling abutting this party boundary, which in broad terms reflects the proportions of neighbouring dwellings. The only variation is the rear wall would project 1.5 metres beyond the first floor rear wall of the adjoining property. This would not breach the 45 degree angle projected from the neighbours' first floor window, and occupiers of the property will not, therefore, suffer any undue loss of residential amenity.

Whilst the community/church centre and staff flat project beyond the proposed houses, this is set in excess of 11 metres from the side boundary of 119 Hollingdean Terrace, and will not have any undue impact. It should be noted in this regard that the existing properties in Hollingdean Terrace are all located to the south of the proposed development and will not, therefore, suffer any adverse loss of light. It is not considered that there will be any adverse impact between the juxtaposition of the proposed community/church centre and the proposed new dwellings.

The dwellings in Hollingbury Crescent benefit from generous rear gardens which are typically 15-20 metres deep at the point abutting the application site. These properties are in an elevated position with land falling away to the application site. Number 12 has a single garage located close to the site boundary, which screens much of the flank wall of the proposal. Other gardens generally have screening along the rear garden boundary, and land rises in height above the application site in the direction of Adams Close.

The scheme does not propose windows in the side, north-facing elevation. The first floor to serve the community hall, is designed to be located within the roof space, therefore providing a low profile to this part of the site. The impact of the development is further mitigated by the change in levels of the neighbouring properties relative to the application site. The visual and residential

amenities of neighbouring properties to the north will not therefore be adversely affected by this proposal, and the scheme is in full compliance with Policy QD27 of the BHLPSDD,

Summary

This application envisages the removal of a deteriorating and unsightly building and replacement with a new community/church facility with ancillary staff accommodation above, and the construction of a pair of dwellings (to assist in the finance of the scheme). The proposal makes efficient and effective re-use of this brownfield site, whilst respecting the characteristics of the street scene.

The two dwellings reflect the bulk, form and design of neighbouring properties whilst the community/church centre has been designed as a distinct, legible community facility, which nonetheless respects the domestic scale of neighbouring buildings. The footprint and layout of the building will have no detrimental impact on the residential amenities of neighbouring occupiers.

The scheme has been designed to deliver a new flexible community/church facility space, which is efficiently operated and managed, and which is predominantly delivered through provision of associated open-market housing. The scheme achieves this whilst being in full accordance with the requirements of the Development Plan and emerging Local Planning Guidance. We therefore trust that the application will receive favourable determination. Should you have any questions, please do not hesitate to contact the writer on the above direct dial telephone number.

Yours sincerely



Dale Mayhew BA BTP MRTPI
Associate

Encs:

cc Giles Arnold, Stewardship Services

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