

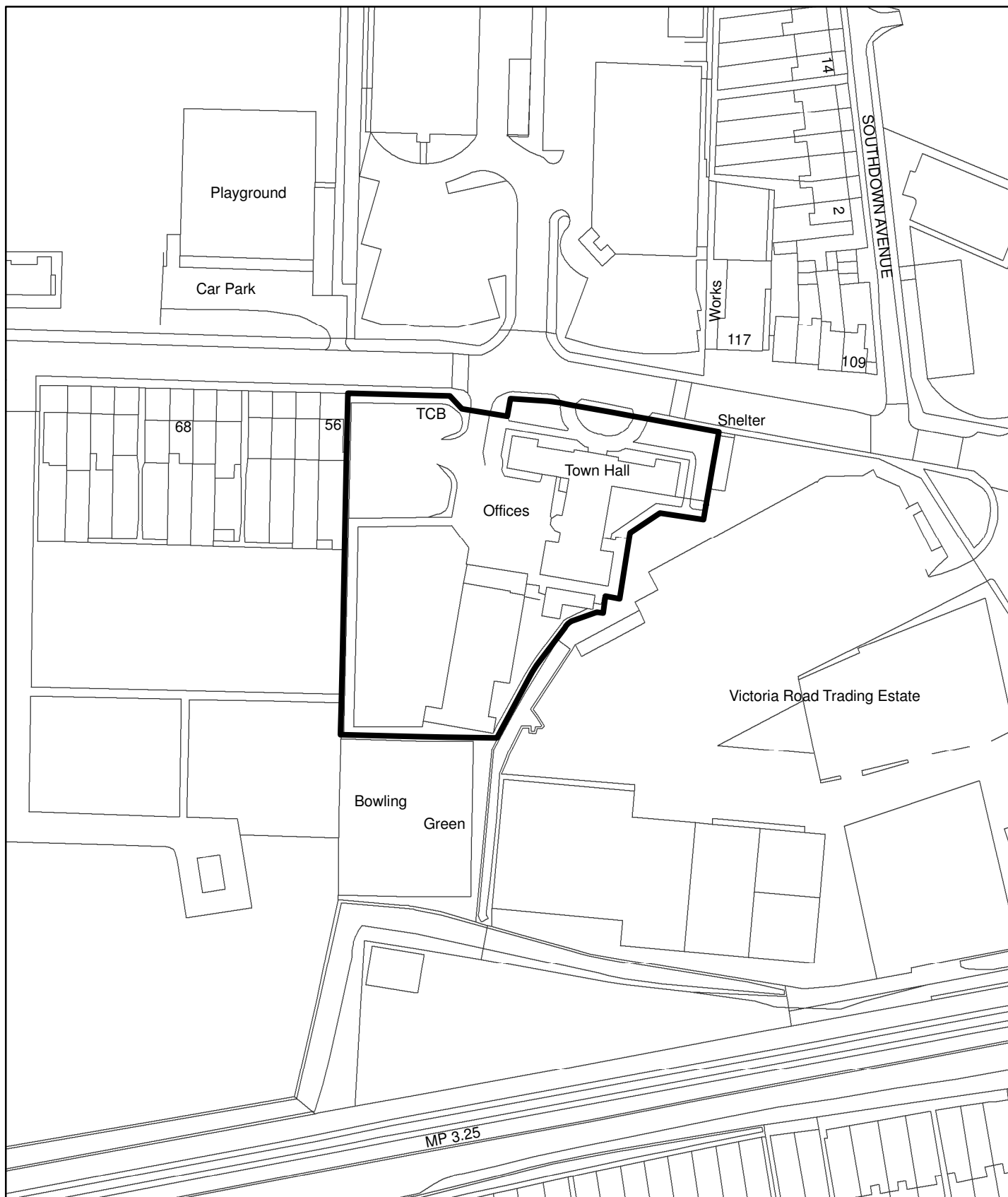
# **ITEM C**

**Portslade Town Hall, Victoria Road,  
Portslade**

**BH2013/03774  
Council development**

**29 JANUARY 2014**

BH2013/03774 Portslade Town Hall, Victoria Road, Portslade.



**Brighton & Hove  
City Council**



**Scale: 1:1,250**

<b><u>No:</u></b>	<b>BH2013/03774</b>	<b><u>Ward:</u></b>	<b>SOUTH PORTSLADE</b>
<b><u>App Type:</u></b>	<b>Council Development (Full Planning)</b>		
<b><u>Address:</u></b>	<b>Portslade Town Hall Victoria Road Portslade</b>		
<b><u>Proposal:</u></b>	<b>Alterations including ramped access to East, West and South elevations, two storey extension enclosing new staircase to South elevation, change of use of first floor living accommodation to open-plan office.</b>		
<b><u>Officer:</u></b>	Wayne Nee Tel 292132	<b><u>Valid Date:</u></b>	11 November 2013
<b><u>Con Area:</u></b>	N/A	<b><u>Expiry Date:</u></b>	06 January 2014
<b><u>Listed Building Grade:</u></b>			
<b><u>Agent:</u></b>	N/A		
<b><u>Applicant:</u></b>	Brighton & Hove City Council, Nigel McCutcheon, Kings House Grand Avenue, Hove BN3 2LS		

## 1 RECOMMENDATION

- 1.1 That the Committee has taken into consideration and agrees with the reasons for the recommendation set out in section 11 and the policies and guidance in section 7 and resolves to **GRANT** planning permission subject to the Conditions and Informatives set out in section 11.

## 2 SITE LOCATION & DESCRIPTION

- 2.1 The application relates to Portslade Town Hall, a large detached T-shaped building located on the south side of Victoria Road, Portslade. The building fronts onto the street with a car park on the west side of the site. To the south there is another detached building known as Victoria Road Housing Office.

## 3 RELEVANT HISTORY

**BH2012/01347** Installation of new set of external steps on the West elevation for accessing the community kitchen. (Part-retrospective) – approved 22/06/2012

**BH2012/00325** Alterations including ramped access to East and West elevations, two storey extension enclosing new staircase to South elevation, change of use of first floor living accommodation to open-plan office and new dropped kerb and access gate - approved 13/04/2012

## 4 THE APPLICATION

- 4.1 Planning permission is sought for alterations including:
- Ramped access to east, west and south elevations;
  - Two storey extension for a new staircase to South elevation;

- Replace existing door with new window on west elevation;
- Change of use of first floor living accommodation to open-plan office;
- New Housing Office facilities on ground floor.

## 5 PUBLICITY & CONSULTATIONS

### External

5.1 **Neighbours: Fourteen (14)** letters of representation have been received from **36 The Ridgway, 14 The Fairway, 49 The Meadway (x2), 30 Mackie Avenue, 6 The Brow, 63 Wilmington Way, 20 Farm Hill Way, 48 Ingleside Crescent & 252 Brighton Road Lancing, 1 The Herons & Orchard Lodge The Avenue Shoreham by Sea, Bracken Cottage Storrington, 3 Allendale Avenue Worthing, and an unknown address** objecting to the application for the following reasons:

- Committee rooms will not be available to residents;
- Loss of facilities will effect the community;
- The Council has not consulted users of Portslade Town Hall about the changes;
- Internal works do not comply with Building Regulations;
- The external staircase would detract from the appearance of the building;
- Loss of car parking will cause disturbance.

### 5.2 **Sussex Police**

Whilst there are no objections to the design and layout of the development, adequate lighting should be made available at the ramp locations. In addition, consideration should be given to ensure that the proposed office has adequate locks fitted commensurate to its risk assessment.

### 5.3 **Brighton & Hove Archaeological Society**

The proposed development lies close to the sites of a Roman and an Anglo-Saxon cemetery. It is possible that even small incursions may reveal significant finds. The Brighton & Hove Archaeological Society would suggest that the County Archaeologist is consulted.

### 5.4 **County Archaeologist**

Although this application is situated within an Archaeological Notification Area, it is not considered that any archaeological remains are likely to be affected by these proposals. For this reason there are no further recommendations to make in this instance.

### **Internal:**

### 5.5 **Environmental Health:**

The site is located near to Victoria Recreation Ground Landfill site and is very close to the location of an old gravel pit which may have been filled in with waste/made ground to level it. Finally, it is also near to other potentially contaminated land sites due to their past uses as Engineering companies and Polish Manufacturers. However, because the plans for the Town Hall only include an extension containing a staircase, access ramps and some internal changes, and no major alterations are proposed, it is recommended that a contaminated land discovery strategy is applied to this application.

**5.6 Sustainable Transport**

Recommended approval as the Highway Authority has no objections to this application.

Changes to application BH2012/000325 are:

1. Staircase extension is reduced in height by 500mm;
2. Entrance door to staircase extension is moved to west elevation;
3. An existing external door on the west elevation is proposed to be reinstated as a window.

These are not considered to have a significant impact above that already permitted as per the previous application (BH2012/00325).

**6 MATERIAL CONSIDERATIONS**

6.1 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 states that “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.”

6.2 The development plan is:

- Brighton & Hove Local Plan 2005 (saved policies post 2007);
- East Sussex, South Downs and Brighton & Hove Waste and Minerals Plan (Adopted February 2013);
- East Sussex and Brighton & Hove Minerals Local Plan (November 1999); Saved policies 3,4,32 and 36 – all outside of Brighton & Hove;
- East Sussex and Brighton & Hove Waste Local Plan (February 2006); Saved Policies WLP 7 and WLP8 only – site allocations at Sackville Coalyard and Hangleton Bottom and Hollingdean Depot.

6.3 The National Planning Policy Framework (NPPF) is a material consideration.

6.4 Due weight should be given to relevant policies in the development plan according to their degree of consistency with the NPPF.

6.5 The Brighton & Hove City Plan Part One (submission document) is an emerging development plan. The NPPF advises that weight may be given to relevant policies in emerging plans according to their stage of preparation, the extent to which there are unresolved objections to relevant policies and the degree of consistency of the relevant policies to the policies in the NPPF.

6.6 All material considerations and any policy conflicts are identified in the “Considerations and Assessment” section of the report.

**7 RELEVANT POLICIES & GUIDANCE**

The National Planning Policy Framework (NPPF)

Brighton & Hove Local Plan:

TR1 Development and the demand for travel

## PLANNING COMMITTEE LIST- 29 JANUARY 2014

TR7	Safe development
TR14	Cycle access and parking
TR19	Parking standards
SU2	Efficiency of development in the use of energy, water and materials
SU10	Noise nuisance
SU11	Polluted land and buildings
SU13	Minimisation and re-use of construction industry waste
QD1	Design – quality of development and design statements
QD2	Design – key principles for neighbourhoods
QD14	Extensions and alterations
QD27	Protection of Amenity
HO8	Retaining housing
HO20	Retention of community facilities
EM4	New business and industrial uses on unidentified sites

### Supplementary Planning Guidance:

SPGBH4 Parking Standards

### Supplementary Planning Documents:

SPD03 Construction & Demolition Waste

SPD08 Sustainable Building Design

### Brighton & Hove City Plan Part One (submission document)

SS1 Presumption in Favour of Sustainable Development

## **8 CONSIDERATIONS & ASSESSMENT**

- 8.1 The main considerations in the determination of this application relate to the principle of the loss of the unit of residential accommodation, the design and appearance of the extension and ramps proposed, their impact on local residential amenity, and the acceptability in terms of transport.

### **Background:**

- 8.2 A previous application (BH2012/00325) – for alterations including ramped access to East and West elevations, two storey extension enclosing new staircase to South elevation, change of use of first floor living accommodation to open-plan office and new dropped kerb and access gate – was approved in April 2012.
- 8.3 A subsequent application (BH2012/01347) for the installation of a new set of external steps on the west elevation for accessing the community kitchen was also approved.
- 8.4 In this revised application of application BH2012/00325, the extension has been reduced in height by 0.5m, and the proposed entrance door to the extension has been repositioned to the west elevation. Also now proposed are further internal alterations, and replacing an external door on the west elevation with a window.

### **Change of Use:**

- 8.5 Policy HO8 seeks to resist the net loss of residential units within the city unless in exceptional circumstances where, amongst others, separate access to the

accommodation is impracticable. In this instance, the residential unit is located at first floor level within the Council building, and is only accessible via the communal spaces within the building itself. It forms a caretakers flat associated with the operation of the Town Hall, and is not an independent residential unit. In this regard it is not considered appropriate to seek to retain this unit of residential accommodation as it clearly fails to provide an independent unit by virtue of its historical use, its position wholly within a commercial premises, and its lack of independent access. An exception to HO8 can therefore be reasonably made.

- 8.6 The proposal seeks to change the use of the residential unit to office accommodation. This office accommodation would be effectively self-contained by virtue of being independently accessible from the proposed staircase. Policy EM4 permits such new business uses where, amongst others, there is no loss of residential accommodation, the site is accessible by public transport, and there would be no harm to neighbouring residential amenity. In this instance, the site is in a sustainable location close to bus and train routes, and a suitable distance from residential property. As stated, the loss of the caretaker's flat is not considered to conflict with policy HO8 and therefore does not result in the loss of residential accommodation. For these reasons the proposed self-contained office unit is considered an appropriate form of sustainable development that would not harm the function of the existing Town Hall or other nearby properties.
- 8.7 This revised application also involves replacing ground floor committee rooms with a Housing Office with a public reception point. The other committee rooms would be retained (although they are renamed on the proposed plan), as would the main hall. The applicant has stated that Portslade Town Hall is being refurbished to become a neighbourhood and community hub providing both local services and community facilities.
- 8.8 Policy HO20 states that planning permission will not be granted for proposals that involve the loss of community facilities. In this case, although there are some internal alterations to enable new facilities, overall the building is still providing numerous rooms for community use. It is therefore considered that there is no loss of community facilities in this instance and therefore policy HO20 does not apply here.

**Design and Appearance:**

- 8.9 Policy QD14 of the Brighton & Hove Local Plan states that planning permission for extensions or alterations to existing buildings will only be granted if the proposed development:
- a) is well designed, sited and detailed in relation to the property to be extended, adjoining properties and to the surrounding area;
  - b) would not result in significant noise disturbance or loss of privacy, outlook, daylight/sunlight or amenity to neighbouring properties;
  - c) takes account of the existing space around buildings and the character of the area and an appropriate gap is retained between the extension and the joint boundary to prevent a terracing effect where this would be detrimental to the character of the area; and
  - d) uses materials sympathetic to the parent building.

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In considering whether to grant planning permission for extensions to commercial properties, account will be taken of sunlight and daylight factors, together with orientation, slope, overall height relationships, existing boundary treatment and how overbearing the proposal will be.

- 8.10 The proposed works are largely to the rear of the building and away from the view from the street. The proposed two storey extension would be located on the rear elevation of the main building, with detailing (including windows, brickwork and parapet roofline) to match that of the existing building. The scale and position of the extension is sympathetic to the building and would not harm its overall appearance. The reduction in height of the extension is welcome.
- 8.11 Similarly, the new access ramps would be located either side of the rear projection to the building, and are modestly scaled and finished such that they would not harm the appearance of the building. The proposed west elevation window would line up with the existing ones on this part of the building, and would be an acceptable alteration.
- 8.12 For these reasons the proposal is considered to accord with policy QD14 of the Brighton & Hove Local Plan.

### **Impact on Amenity:**

- 8.13 Policy QD27 of the Brighton & Hove Local Plan states that planning permission for any development or change of use will not be granted where it would cause material nuisance and loss of amenity to the proposed, existing and/or adjacent users, residents, occupiers or where it is liable to be detrimental to human health.
- 8.14 The proposed works would not impact on amenities of the surrounding properties which are all in commercial use. The Environmental Health officer has recommended a condition to secure against potential land contamination.

### **Sustainable Transport:**

- 8.15 The site is located close to public transport routes and is serviced by a large car park to the west side. The Transport Team consider that the changes to the previous application would not have a significant impact above that already permitted in the previous application.
- 8.16 An objection has been made regarding the loss of car parking spaces; however this does not form part of the proposal.

### **Other Matters:**

- 8.17 An objection has been received referring to Building Regulations: however this is not considered to form part of the assessment of the planning application.
- 8.18 Although this application site is situated within an Archaeological Notification Area, the County Archaeologist has commented on the application and advised that the proposal would not affect any archaeological remains that may be on site.

## **9 CONCLUSION**



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- 9.1 The proposed development would not result in the loss of viable residential accommodation and would provide a good standard of new office accommodation in a sustainable location. The proposed external works would compliment the appearance of the building without harm to residential amenity. The proposal accords with development plan policies.

**10 EQUALITIES**

- 10.1 The new ramps would improve disabled access into the building.

**11 PLANNING OBLIGATION / CONDITIONS / INFORMATIVES**

- 1) The development hereby permitted shall be commenced before the expiration of three years from the date of this permission.  
**Reason:** To ensure that the Local Planning Authority retains the right to review unimplemented permissions.
- 2) The development hereby permitted shall be carried out in accordance with the approved drawings listed below.  
**Reason:** For the avoidance of doubt and in the interests of proper planning.

<b>Plan Type</b>	<b>Reference</b>	<b>Version</b>	<b>Date Received</b>
Block plan	002		05 November 2013
Existing plans	003		05 November 2013
Proposed plans	004		05 November 2013
Existing elevations	005		05 November 2013
Proposed elevations	006		05 November 2013
Existing landscape plan	007		05 November 2013
Proposed landscape plan	008		05 November 2013
Site plan	001		05 November 2013

- 3) The external finishes of the development hereby permitted shall match in material, colour, style, bonding and texture those of the existing building.  
**Reason:** To ensure a satisfactory appearance to the development in the interests of the visual amenities of the area and to comply with policies QD1 and QD14 of the Brighton & Hove Local Plan.
- 4) If during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until the developer has submitted, and obtained written approval from the

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Local Planning Authority for, a method statement to identify, risk assess and address the unidentified contaminants.

**Reason:** To safeguard the health of future residents or occupiers of the site and to comply with policy SU11 of the Brighton & Hove Local Plan.

### Informatives:

1. In accordance with the National Planning Policy Framework and Policy SS1 of the Brighton & Hove City Plan Part One (submission document) the approach to making a decision on this planning application has been to apply the presumption in favour of sustainable development. The Local Planning Authority seeks to approve planning applications which are for sustainable development where possible.
  
2. This decision to grant Planning Permission has been taken:
  - (i) having regard to the policies and proposals in the National Planning Policy Framework and the Development Plan, including Supplementary Planning Guidance and Supplementary Planning Documents:  
(Please see section 7 of the report for the full list); and
  - (ii) for the following reasons:-  
The proposed development would not result in the loss of viable residential accommodation and would provide a good standard of new office accommodation in a sustainable location. The proposed external works would compliment the appearance of the building without harm to residential amenity. The proposal accords with development plan policies.