

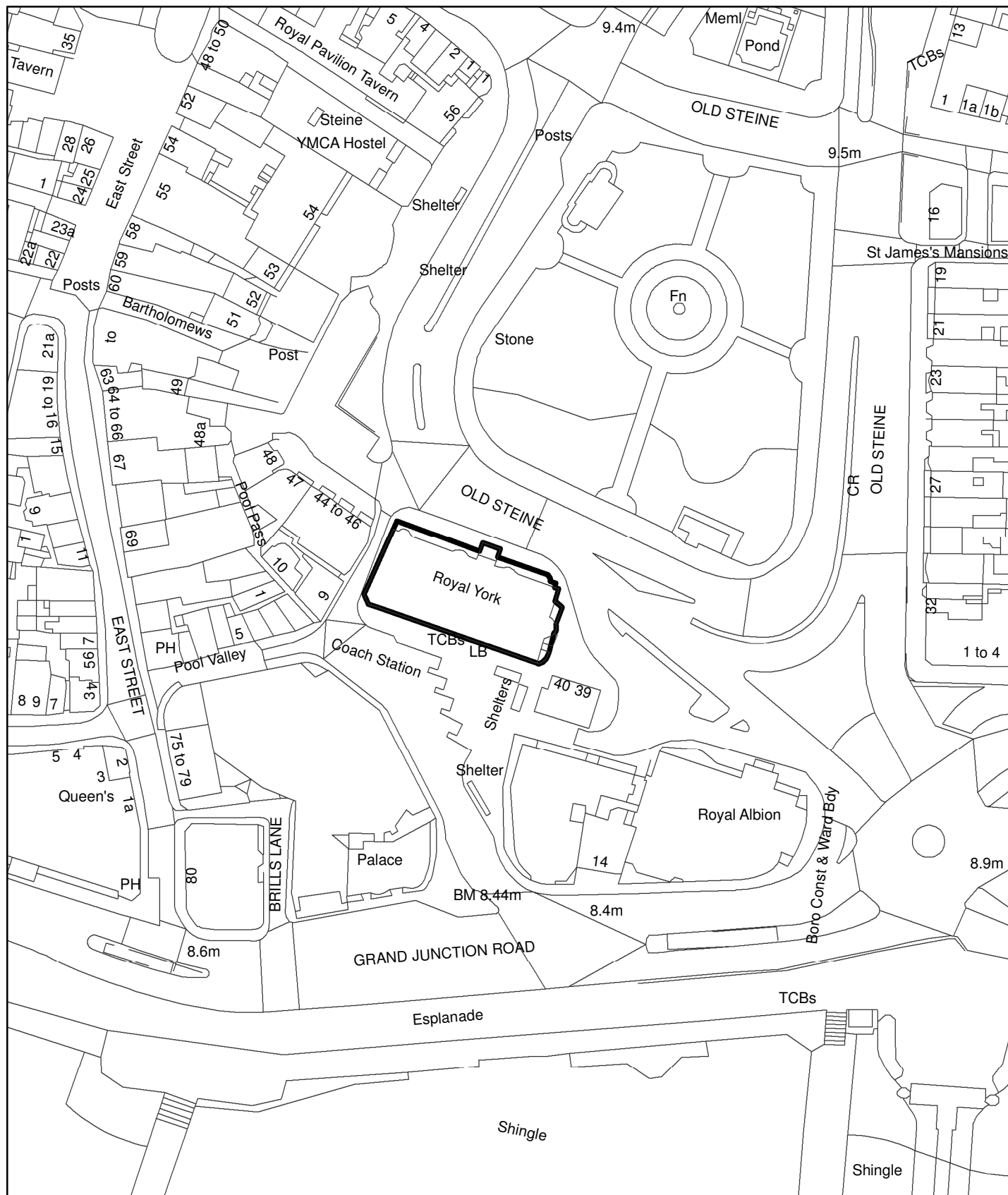
# **ITEM A**

**Royal York Buildings, 41-42 Old Steine,  
Brighton**

**BH2013/03391  
Full planning**

**19 FEBRUARY 2014**

# BH2013/03391 Royal York Buildings, 41-42 Old Steine, Brighton.



**Brighton & Hove  
City Council**



**Scale: 1:1,250**

<b><u>No:</u></b>	<b>BH2013/03391</b>	<b><u>Ward:</u></b>	<b>REGENCY</b>	
<b><u>App Type:</u></b>	<b>Full Planning</b>			
<b><u>Address:</u></b>	<b>Royal York Buildings 41-42 Old Steine Brighton</b>			
<b><u>Proposal:</u></b>	<b>Change of use from hotel (C1) to youth hostel (Sui Generis).</b>			
<b><u>Officer:</u></b>	Liz Arnold Tel 291709	<b><u>Valid Date:</u></b>	10	October
			2013	
<b><u>Con Area:</u></b>	Valley Gardens	<b><u>Expiry Date:</u></b>	09	January
			2014	
<b><u>Listed Building Grade:</u></b> Grade II				
<b><u>Agent:</u></b>	Lewis and Co Planning SE Ltd, 2 Port Hall Road , Brighton BN1 5PD			
<b><u>Applicant:</u></b>	Youth Hostel Association, Hayley Stevens, Trevelyan House , Dimple Road, Matlock DE4 3YH			

## 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 be **MINDED TO GRANT** planning permission subject to a S106 agreement and the Conditions and Informatives set out in section 11.

## 2 SITE LOCATION & DESCRIPTION

- 2.1 The application site relates to a four-storey plus attic and basement detached building on the Old Steine and Poole Valley. The building fronts roads to all elevations, that to the north (Old Steine) forms the main elevation. It is located within the Valley Gardens Conservation Area and is a Grade II Listed Building.
- 2.2 The building currently comprises a hotel (and associated restaurant facilities) at ground and upper floor levels. The lower ground floor is partially vacant, having been last used for coach ticket offices and general storage.

## 3 RELEVANT HISTORY

**BH2014/00121** - Internal alterations including creation of bicycle store on lower ground floor, removal of wall to existing function rooms to form larger meeting room, removal of wall between dining room and servery at ground floor level and other refurbishment works.

**BH2011/03412** - Application for Approval of Details Reserved by Condition 2 of Listed Building application BH2011/01797. Approved 29/11/2011

**BH2011/03399** - Application for Approval of Details Reserved by Condition 2 of application BH2011/01796. Approved 25/11/2011

**BH2011/01801** - Change of Use of basement from offices (B1) to spa incorporating associated internal alterations. Approved 02/09/2011.

**BH2011/01800** - Change of Use of basement from offices (B1) to spa incorporating associated internal alterations. Approved 02/09/2011.

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**BH2011/01797** - Change of Use on first floor from offices (B1) to Apart-Hotel (C1) incorporating associated internal alterations (retrospective). Approved 02/09/2011.

**BH2011/01796** - Change of Use on first floor from offices (B1) to Apart-Hotel (C1) incorporating associated internal alterations (retrospective). Approved 02/09/2011.

**BH2008/02136** - Installation of double glazing in the sash windows to the fourth floor. Approved 04/11/2008.

**BH2008/01938** - Retention of existing external chiller unit and installation of second chiller unit including additional steel support and erection of rendered screen. Frosted glazing to window above unit (part-retrospective). Approved 19/11/2008.

**BH2008/01937** - Retention of existing external chiller unit and installation of second external chiller unit including additional steel support and erection of rendered screen. Frosted glazing to window above unit. Approved 19/11/2008.

**BH2008/01387** - Erection of inner gate with panel above in alley way to west elevation. Approved 04/11/2008.

**BH2008/01386** - Erection of inner gate with panel above in alley way to west elevation. Approved 04/11/2008.

**BH2008/00115** - Variation of conditions 9 and 11 in permission approved BH2005/05800. Approved 29/02/2008.

**BH2008/00114** - Listed Building Consent for variation of conditions 4 and 6 in permission approved BH2005/05801. Approved 29/02/2008.

**BH2005/05801** - Internal and external alterations to form (A3) restaurant, (C1) hotel and 8 residential units. Approved 19/04/2006.

**BH2005/05800** - Change of use of part of ground floor and lower ground floor to (A3) restaurant use and part of ground floor, lower ground floor and upper floors to (C1) hotel. Provision of 8 residential units. Approved 25/08/2006.

**BH2000/02411/LB** - Retention of display of various coach station signage at ground floor level to elevation fronting Pool Valley. Approved 11/01/2001.

**BH1999/00413/LB** - Internal alterations to ground floor. Approved 27/05/1999.

**93/0231/LB** - Change of use from ticket office to tea room/ waiting room. Approved 27/04/1993.

**93/0230/FP** - Change of use from ticket office to tea room/waiting room. Approved 27/04/1993.

#### **4 THE APPLICATION**

- 4.1 Planning permission is sought for the change of use from a hotel (Use Class C1) to a youth hostel (Use Class Sui Generis).

#### **5 PUBLICITY & CONSULTATIONS**

##### **External**

- 5.1 **Neighbours:** No responses received.
- 5.2 **Brighton & Hove Archaeological Society:** Comments that the Society consider that the development is unlikely to affect any archaeological deposits. However, if the building is listed the Society would suggest that the County Archaeologists is contact for recommendations.

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- 5.3 **County Archaeologist:** Comments that although the application is situated within an Archaeological Notification Area, do not believe that any significant archaeological remains are likely to be affected by these proposals. For this reason have no further recommendations to make in this instance.
- 5.4 **County Ecologist:** Support. The proposed development is unlikely to have any significant impacts on biodiversity and can be supported from an ecological perspective. The site offers opportunities for biodiversity enhancements that will help the Council address its duties and responsibilities under the NERC Act and NPPF.
- 5.5 **East Sussex Fire & Rescue Service:** Have no comments to make.
- 5.6 **Environment Agency:** Comment that with regard to the low risk development type and location of the proposal have no comments to make.

**Internal:**

- 5.7 **Environmental Health:** Comments that the change of use is not anticipated to cause a detrimental environmental impact.
- 5.8 **Heritage:** Supports the application as the proposal is for change of use from hotel to youth hostel and would involve no external or internal alterations. On this basis and because the new use would have a broadly similar tourism-based use as the original use it considers that the change of use would preserve the appearance and character of the listed building.
- 5.9 The proposed use, as a tourism-based use, would be in accordance with policy SA3 of City Plan part 1 and would preserve the character of the Valley Gardens Conservation Area.
- 5.10 It is understood that the current hotel use is continuing whilst the ownership is in administration but the change of use would enable a viable and sustainable long term use of the building, in a manner consistent with its conservation. This would be welcomed.
- 5.11 An informative should be attached to any permission to remind the applicant that any internal and external alterations would require Listed Building Consent.

5.12 **Planning Policy:**

- (Original comments 4<sup>th</sup> November 2013) Comments that the application has failed to demonstrate that the hotel is not viable and the proposal is therefore contrary to policy SR15 of the Brighton & Hove Local Plan and CP6 of the Submission City Plan.
- 5.13 (Additional comments 13 January 2014 following receipt of further information) There are still concerns about the marketing information provided. The hotel has been marketed by GVA, but the submission lacks detail, which would normally include a schedule of interested parties including reasons why they did not go on to take the site. If this were to be provided, it would go a long way to demonstrating that there is no interest from the market to continue operating the

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premises as a hotel. It's also unclear whether continued efforts to market the property have been undertaken; from the planning statement and marketing letter, adverts in the local press and trade journals only seem to have happened once (in October 2012) rather than regularly during the marketing period.

- 5.14 In the administrators' report, some evidence of business performance has been provided, and this shows that the business has been loss-making for a number of years and that the administrators do not consider that the hotel can successfully be operated as a going concern. In addition, some evidence of attempts to upgrade and re-position the hotel in the market has also been provided in the administrators' report, namely details of the franchise arrangement with Radisson. Evidence of professional management of the hotel has not been forthcoming, but given the status of the business as being in administration it is accepted that clear information to address this is unlikely to be readily obtained.
- 5.15 (Final comments 22 January 2014 following submission of further marketing information) The letter from Mr Barber sets out the reasons why it is not possible in this instance for additional information to be provided, due to the role of GVA as administrators. Without this additional information the application remains contrary to strict interpretation of policies SR15 of the Local Plan and CP6 of the City Plan.
- 5.16 In the application's favour, there has been marketing undertaken by GVA, it has been on the market for a reasonable length of time and, importantly, the end use as a hostel would retain a visitor accommodation use of the site. It would also keep a heritage asset in use. A judgement will therefore need to be made as to whether these aspects outweigh the fact that limited information has been provided regarding the viability and marketing of the hotel.
- 5.17 **Tourism and Leisure:** Comments that from a tourism perspective it is considered that the application has merit and could benefit the accommodation offering of the City but also have concerns about the proposal that would like noted;
- 5.18 Benefits that the application may bring;
- From a leisure tourism perspective believe that the YHA has reached into markets that has the potential to grow the overall size of the tourism market for the City operating in a niche offering good value for money accommodation during peak periods, e.g. during pride,
  - Having an official YHA Hostel in the City would encourage 'tourers' from European market who actively seek out and use YHA Hostels for their holidays across England.
- 5.19 Concerns;
- Have a finite number of hotel bedrooms in close proximity to the Brighton Centre. In order to attract out of season conferences for the City that attract delegates with high levels of expenditure it is vital the City can offer a wealth of high end accommodation i.e. 4\* and 5\* properties in close proximity to the Brighton Centre. The Royal York represents 51 bedrooms and 5 self accommodation units which currently contribute over 100

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bedspaces to the City stock; a significant contribution to conference delegate accommodation. Once change of use is granted it is unlikely it will ever revert to hotel stock.

- 5.20 Suggest the impact of the potential change of use would depend on the standard of the resultant property, should the change of use be granted would actively encourage a 'signature' YH with higher end, family rooms with ensuite etc, which would go some way to assuaging concerns regarding loss of hotel stock.
- 5.21 **Sustainability Officer:** Policy SU2 states that planning permission will be granted for proposals which demonstrate a high standard of efficiency in the use of energy, water and materials. No sustainability information has been submitted with the application, there is inadequate information in this application to demonstrate that SU2 has been met. Further information should be submitted to demonstrate compliance with policy SU2.
- 5.22 **Sustainable Transport:**  
(Original comments 8 November 2014) There are a number of problems with the application. Some of these can be addressed by conditions but there is no acceptable analysis of the likely trip generation impact which means the submission is unacceptable as it stands.
- 5.23 (Additional comments 12 December 13 and 14 January 2014 following receipt of e-mails from Applicant's Transport Consultant dated 10 December 2013 and 6 January 2014) Issues arise from this application but these can be addressed by conditions relating to cycle parking and a travel plan and S106 contributions.
- 5.24 (Comments 21 January 2014) Request the proposed S106 contribution to 'measures to improve facilities and infrastructure for passengers using Pool Valley coach facilities. This is considered to be a high priority in light of representations received regarding the condition of Pool Valley and the likely importance of coach travel to the proposed development.

## 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;

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- 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
TR2	Public transport accessibility and parking
TR4	Travel plans
TR7	Safe development
TR14	Cycle access and parking
TR18	Parking for people with a mobility related disability
TR19	Parking standards
SU2	Efficiency of development in the use of energy, water and materials
SU13	Minimisation and re-use of construction industry waste
QD17	Protection and integration of nature conservation features
QD27	Protection of Amenity
QD28	Planning obligations
SR15	Protection of hotels / guest houses
HE1	Listed Buildings
HE6	Development within or affecting the setting of conservation areas.

##### Supplementary Planning Guidance:

SPGBH4	Parking Standards
Interim Guidance on Developer Contributions	

##### Supplementary Planning Documents:

SPD08	Sustainable Building Design
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##### Brighton & Hove City Plan Part One (submission document)

SS1	Presumption in Favour of Sustainable Development
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CP6                    Visitor accommodation  
SA3                    Valley Gardens

### **8 CONSIDERATIONS & ASSESSMENT**

8.1 The main considerations in the determination of this application relate to the principle of the proposed change of use from a hotel to a youth hotel, impacts upon the Listed Building, transport and sustainability issues.

8.2 No external or internal alterations are proposed to the buildings as part of this application. As set out above the property is Grade II Listed and therefore any alterations are subject to Listed Building Consent.

#### **Principle of Change of Use:**

8.3 Under applications BH2005/05800 and BH2005/05801 planning permission and Listed Building consent was granted for the provision of a hotel within the building replacing offices.

8.4 The existing hotel occupies the lower ground, ground, first, second and third floor levels, providing 51 bedrooms. In addition a self-contained flat is located at ground floor level with a further 8 residential apartments of accommodation on the fourth/mezzanine floor, available to let on a flexible basis.

8.5 The hotel opened in 2008 by Max Hotels. Max hotels agreed a franchise with internal Hotel Group Rezidor (now Carlsson Rezidor) from 2009 to 2011, with the hotel known as 'Radisson Blu'. Max hotels is now in administration and as a result permission is sought to convert the hotel to a youth hostel with the provision of 180 bed spaces and the retention of the 9 apartments mentioned above. As with the current hotel, the existing ground floor restaurant would remain open to all members of the public, not just guests.

8.6 The building is located within the City's Hotel Core Zone. Policy SR15 of the Brighton & Hove Local Plan relates to the protection of hotels. This policy states that the change of use of hotels, guest house and self catering holiday accommodation in the 'core area' of the City will not be permitted unless clear evidence is provided to demonstrate that:

- a) A hotel/guesthouse or self-catering is no longer viable for such use; and
- b) Alternative types of holiday accommodation suitable for the property (including dual uses or out of season times) are not viable.

8.7 Policy CP6 of the Submission City Plan states that in order to support the City's tourism and business conference economy the council will support the provision of a sufficient and wide ranging type of visitor accommodation:

1. Proposals for new hotel accommodation will be assessed in line with the national planning policy framework and the sequential approach<sup>174</sup> to site selection with proposals for new hotel development directed firstly to central Brighton (SA2).

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2. Proposals for new hotel accommodation should be accompanied by an impact assessment to identify how the proposal would add to and impact on the current supply and offer of accommodation; whether it has the ability to create new demand and how it might meet needs currently unsatisfied in the city.
  3. The council will work with the hotel industry to encourage the creation of apprenticeship schemes/ local jobs.
  4. Proposed extensions to existing hotels will be supported where this is required to upgrade existing accommodation to meet changing consumer demands.
  5. Partial conversion of a hotel will be considered where there is adequate demonstration of the need to enable investment in the remaining hotel.
  6. Within the Hotel Core Zone, loss of hotels/ guest houses (serviced accommodation) will be considered where it can be demonstrated that:
    - a) The premises has limited potential to upgrade and position itself viably in the market; and
    - b) The loss of the premises would not set an unacceptable precedent in relation to the concentration and role of nearby/ adjacent serviced accommodation; and
    - c) The new use would be compatible with the character and other uses in the area.
- 8.8 In essence both policies ensure that a flexible range of accommodation is available with the City to meet the current needs and demands of all visitors and which caters for all income groups. Such flexibility is vital in order to support the important role tourism plays in the local economy.
- 8.9 As part of the application the following documents have been submitted;
- A letter from Mr Barber of NJB Hotels and Leisure Property (dated 23/09/2013) to demonstrate that the hotel, with 51 bedrooms, is an uncomfortable size for modern hotel accommodation. It is stated that the hotel is too small to be operated successfully as a corporate branded hotel and too large for an owner proprietor run business. It is also stated that enquiries of Carlson Rezidor (former franchisee) indicate that the arrangement was not a success due to the size of the small hotel and that the company had only agreed to take on the franchise as part of a wider group contract;
  - An e-mail from the James Williamson of GVA Hotels and Leisure (Marketing Agents) confirming that the premises has been marketed since September/October 2012 and has been advertised in the Brighton Argus, the Caterer and Hotelkeeper and Estates Gazette from October 2012. It is also stated that the hotel's particulars were e-mailed to parties whose details were held on GVA's database and shown on the website of GVA,
  - A copy of the hotel marketing particulars,
  - Evidence from YHA stating that the site will be retained as serviced tourist accommodation and will result in a capital investment into the upkeep and renovation of the building (£550,000), affordable overnight accommodation, an increase of approximately 69% of overnight stays in comparison to the existing trade, the retention of existing staff jobs and creation of new jobs, all

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year round operations and the securing of the long term future of the building in a tourism use,

- A letter from the YHA has been submitted in which it is stated that the hostel would provide 180 beds aimed at families, individual and groups. Bedrooms on the 1<sup>st</sup> and 2<sup>nd</sup> floor would be equipped with bunk beds, totalling room sizes of between 4 and 6 (3 bunks equals 6 bed) whilst with regards to the upper floors, due to the existing ceiling height restrictions, a range of twin and double rooms would be provided. All the existing en-suite rooms would be retained.

It is also stated that the existing ground floor restaurant would provide breakfast and evening meals whilst during the daytime the café at would be open to residents and non-residents serving hot and cold drinks with light snacks,

- A subsequent letter from Nick Barber NJB Hotels and Leisure Property (dated 17/01/2014) in which it is stated that as acquisitions agent for the YHA Mr Barber contacted GVA on regarding the hotel on the 15<sup>th</sup> October 2012, in response to a press advert. This letter sets out why limited details of the marketing of the hotel have been submitted as part of the application, namely that GVA's duty of care as selling agent is to the administrator, not to the purchasers. It is also stated that the national UK hotel property market is actually very small and all the main agents and advisors communicate with one another so it is suggested that it was very well known within the hotel property sector that the Royal York Hotel was on the market.

8.10 Notwithstanding the marketing strategy being set out in the documents referred to above limited details of the marketing have been provided and it is unclear whether the marketing has been continuous since October 2012. It is stated that the site was advertised in the Brighton Argus, the Caterer and Hotelkeeper and Estates Gazette in October 2012 but no other dates have been provided. Furthermore, no schedule of interested parties, including reasons why they did not take on the site and details of is the marketing has been provided.

8.11 As set out above the hotel is currently in administration. Since submission of the application a copy of the Administrators report has also been submitted to support the proposed change of use to a youth hostel. The report sets out that;

- the building has only been operating as a hotel since the summer of 2008,
- the hotel was financed at £7.875 million against a value of £10.5 million. The administrator recommends selling the hotel for as low as £5 million,
- when the hotel initially opened the operator ran a restaurant bar however this side of the business consistently operated at a loss. The hotel effectively became a rooms-only business which at best broke even,
- the hotel was only breaking even by avoiding paying certain costs. For example until enforcement action was taken by Brighton & Hove City in June 2012 Council rates were outstanding (18,000) and wages were not being paid to staff,
- paper profits consistently fell from the period 1<sup>st</sup> July 2008 to 30<sup>th</sup> December 2012 to the period 1<sup>st</sup> May 2011 to 31<sup>st</sup> May 2012 and the business effectively ran at a loss;

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- attempts have been made to up-grade and re-position the hotel in the market, such as the franchise agreement with Radisson, and
- the administrators do not consider that the hotel can successfully be operated as a going concern.

8.12 Although no internal or external alterations are proposed as part of this application the Council's Heritage Officer considers that the proposed change of use, by virtue of enabling a viable and sustainable long term use of the building, would help to preserve the appearance and character of the Listed Building and the character of the Valley Gardens Conservation Area, in which the site is located.

8.13 Although it is acknowledged that limited marketing information has been submitted as part of the application, to strictly comply with policies SR15 of the Brighton & Hove Local Plan and CP6 of the City Plan, overall it is considered that the proposed change of use to a hostel, which would provide alternative holiday accommodation, is acceptable and is an appropriate alternative use for the site, which would help to preserve the character and appearance of the Listed Building.

### **Impact on Amenity:**

8.14 Due to the proposal resulting in a change of use to an alternative type of holiday accommodation, overall it is not considered that the proposal would have a significant adverse impact upon the amenities of neighbouring properties.

### **Sustainable Transport:**

8.15 Policy TR1 requires new development to address the demand for travel which the proposal will create and requires the design of the development to promote the use of sustainable modes of transport on and off site, so that public transport, walking and cycling are as attractive as use of a private car. Policy TR7 requires that new development does not increase the danger to users of adjacent pavements, cycle routes and roads. Policy TR14 requires the provision of cycle parking within new developments, in accordance with the Council's minimum standards as set out in SPGBH4. Policy TR19 requires development to accord with the Council's maximum car parking standards, as set out in SPGBH4.

8.16 Similar to the original application which allowed the hotel use, no off-street parking provision is proposed as part of the change of use. This is considered acceptable in policy terms provided that there is good provision for sustainable modes and the development would not cause displaced parking elsewhere. As the site is centrally positioned within the Controlled Parking Zone it is accepted by the Council's Transport Officer that no significant displaced parking would be likely.

8.17 With respect to disabled parking there are no standards in SPG4 for hostels use and the requirement for hotels is only 1 space. There are pay and display bays immediately adjoining the site in which blue badge holders can park free of charge.

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- 8.18 Ten cycle parking spaces are proposed as part of the change of use, such facilities would be provided within an existing function room located on the ground floor level of the property. There are no standards for provision relating to cycle parking for hostels within SPG4. Student accommodation on this scale would require 60 places. A hotel would require 1 place per 10 staff however the Council's Transport Officer states that this is arguably not a good comparator as the implication of the standard is that only staff would use bikes, which is not the expectation for this youth hostel. If the standard of provision was at the same level as the youth hostels in Manchester and Liverpool which are amongst those considered by the applicants the provision should be 26 places. The applicants have carried out surveys indicating that the use made of these places is very low but the surveys in question record only initial arrival and final departure trips. Also the travel plan to be required as discussed below will promote the use of cycling at the Brighton hostel. It is therefore considered appropriate to require 26 places at the proposed hostel and it is proposed that these should be required by condition if consent is granted. The condition should require the submission for approval of detailed plans.
- 8.19 As part of the submission the applicant has estimated trip generation by using the TRICS database for the existing hotel use and ad-hoc surveys of comparator youth hostels for the proposed use. The Council's Transport Officer considered this method to be acceptable in principle but the detailed process in this case is not acceptable. The main problems are that;
- TRICS surveys for the existing hotel, which include all trips, are compared with ad-hoc surveys of comparator youth hostels, which include only initial arrival and final departure trips. Clearly this will underestimate the number of net generations;
  - Of the 4 comparator hostels used only 1 (Oxford) has significant coach use but this is used as the basis for estimating potential coach use in Brighton;
  - The sites used in the TRICS analysis of hotels are not listed as is standard practice, and
  - The combined averages of modal split percentages in Appendix 2 of the Transport Report are wrong. As the net generations are underestimated it would be inappropriate to apply the standard contributions formula to them and instead it has been assumed that the number of trips would be expected to rise in proportion to the number of new rooms/ beds (assuming 1 room= 2 beds).
- 8.20 In order to comply with policies TR1 and QD28 of the Brighton & Hove Local Plan, the applicant is expected to make a financial contribution to help finance off-site highway improvements schemes. In respect of the proposed change of use a financial contribution of £13,300 would be appropriate. This contribution would be utilized for measures to improve facilities and infrastructure for passengers using Pool Valley coach facilities, which is located directly behind the building, and which is likely to be utilised by patrons of the hostel.
- 8.21 A travel plan is also required consisting of measures to advise guests of sustainable transport provision in Brighton, a requirement which is consistent with Department of Transport Guidance.

**Sustainability:**

- 8.22 All developments are required to seek to comply with the requirements set out in the Council's adopted Supplementary Planning Document on Sustainable Building Design and policy SU2 of the Brighton & Hove Local Plan.
- 8.23 In respect of SPD08 the proposal is classified as a major scale non-residential development within an existing building. Notwithstanding the proposal not resulting in a change to the fabric of the building the development should comply with SPD08 thereby resulting in no additional net annual CO2 emissions from the development, result in a reduction in water consumption and a minimisation of surface water run-off. It is acknowledged that the building is listed and therefore limits the options for improving the suitability performance however it is recommended that a condition be attached to an approval requiring further sustainability details to be submitted. .
- 8.24 Refuse and recycling facilities would remain in the refuse storage area located at basement level.

**Other Considerations:**

- 8.25 It is acknowledged that the County Ecologist states that the provision of bird and/or bird boxes on the building in relation to the proposed change of use would help the Council address its duties and responsibilities under the NPPF and the Natural Environment and Rural Communities Act 2006 however it is not considered acceptable in this case to install bat and or bird boxes given that such installation could have an adverse impact upon the historic appearance of the Listed Building.

**9 CONCLUSION**

- 9.1 In conclusion, although it is acknowledged that limited marketing information has been submitted as part of the application, to strictly comply with policies SR15 of the Brighton & Hove Local Plan and CP6 of the City Plan, overall it is considered that the proposed change of use to a hostel, which would provide alternative holiday accommodation, is acceptable and is an appropriate alternative use for the site, which would help to preserve the character and appearance of the Listed Building. Approval is therefore recommended.

**10 EQUALITIES**

- 10.1 None identified.

**11 PLANNING OBLIGATION / CONDITIONS / INFORMATIVES**

11.1 Section 106 Agreement to secure:

- A contribution of £13, 300 to help finance off-site highway improvement schemes such as measures to improve facilities and infrastructure for passengers using Pool Valley Coach station,

and subject to the following Conditions and Informatives:

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11.2 Regulatory Conditions:

- 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.

Plan Type	Reference	Version	Date Received
Existing & Proposed Lower Ground Floor Plan	13858/PA/01	Rev. B	4 <sup>th</sup> October 2013
Existing & Proposed Ground Floor Plan	13858/PA/002	Rev. B	4 <sup>th</sup> October 2013
Existing & Proposed First Floor Plan	13858/PA/003	Rev. B	4 <sup>th</sup> October 2013
Existing & Proposed Second Floor Plan	13858/PA/004	Rev. B	4 <sup>th</sup> October 2013
Existing & Proposed Third Floor Plan	13858/PA/005	Rev. B	4 <sup>th</sup> October 2013
Existing & Proposed Fourth Floor Plan	13858/PA/006	Rev. B	4 <sup>th</sup> October 2013
Existing & Proposed Mezzanine Floor Plan	13858/PA/007	Rev. B	4 <sup>th</sup> October 2013
Site Location Plan & Block Plan	13858/PA/008	-	4 <sup>th</sup> October 2013

11.3 Pre-Commencement Conditions:

- 3) The development hereby permitted shall not be commenced until details of 26 secure cycle parking facilities for the occupants of, and visitors to, the development hereby approved have been submitted to and approved in writing by the Local Planning Authority. These facilities shall be fully implemented and made available for use prior to the occupation of the development hereby permitted and shall thereafter be retained for use at all times.  
**Reason:** To ensure that satisfactory facilities for the parking of cycles are provided and to encourage travel by means other than private motor vehicles and to comply with policy TR14 of the Brighton & Hove Local Plan.
- 4) The development hereby permitted shall not commence until details of sustainability measures including reduction in fuel use, greenhouse gas emissions, renewable energy, reduction in water consumption, use of sustainable materials, rainwater harvesting and/or greywater recycling, daylight/sunlight use of natural ventilation and fenestration have been submitted to and approved in writing by the Local Planning Authority. The measures shall be fully implemented and thereafter retained as such.  
**Reason:** To ensure that measures to make the development sustainable and efficient in the use of energy, water and materials are included in the development and to comply with policy SU2 of the Brighton & Hove Local

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Plan and Supplementary Planning Document SPD08 Sustainable Building Design.

### 11.4 Pre-Occupation Conditions:

- 5) Within 3 months of occupation of the development hereby approved, the Developer or owner shall submit to the Local Planning Authority for approval in writing, a detailed Travel Plan (a document that sets out a package of measures and commitments tailored to the needs of the site, which is aimed at promoting safe, active and sustainable travel choices by its users (staff, visitors, residents & suppliers) of the development. The Travel Plan shall include such commitments as are considered appropriate, and should include as a minimum the following initiatives and commitments:-
- i. Promote and enable increased use walking, cycling, public transport use, car sharing, and car clubs as alternatives to sole car use
  - ii. A commitment to reduce carbon emissions associated with business and commuter travel:
  - iii. Increase awareness of and improve road safety and personal security:
  - iv. Undertake dialogue and consultation with adjacent/neighbouring tenants/businesses:
  - v. Identify targets focussed on reductions in the level of business and commuter car use:
  - vi. Identify a monitoring framework, which shall include a commitment to undertake an annual staff travel survey utilising iTrace Travel Plan monitoring software, for at least five years, or until such time as the targets identified in section (v) above are met, to enable the Travel Plan to be reviewed and updated as appropriate:
  - vii. Following the annual staff survey, an annual review will be submitted to the Local Planning Authority to update on progress towards meeting targets:
  - viii. Identify a nominated member of staff to act as Travel Plan Co-ordinator, and to become the individual contact for the Local Planning Authority relating to the Travel Plan.
- Reason:** To ensure the promotion of safe, active and sustainable forms of travel and comply with policies TR1 and TR4 of the Brighton & Hove Local Plan.

### 11.5 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:



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(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:-

Whilst limited marketing information has been submitted as part of the application, to comply with policies SR15 of the Brighton & Hove Local Plan and CP6 of the City Plan, overall it is considered that the proposed change of use to a hostel, which would provide alternative holiday accommodation to the existing use, is acceptable and is an appropriate alternative use for the site, which would help to preserve the character and appearance of the Listed Building.