

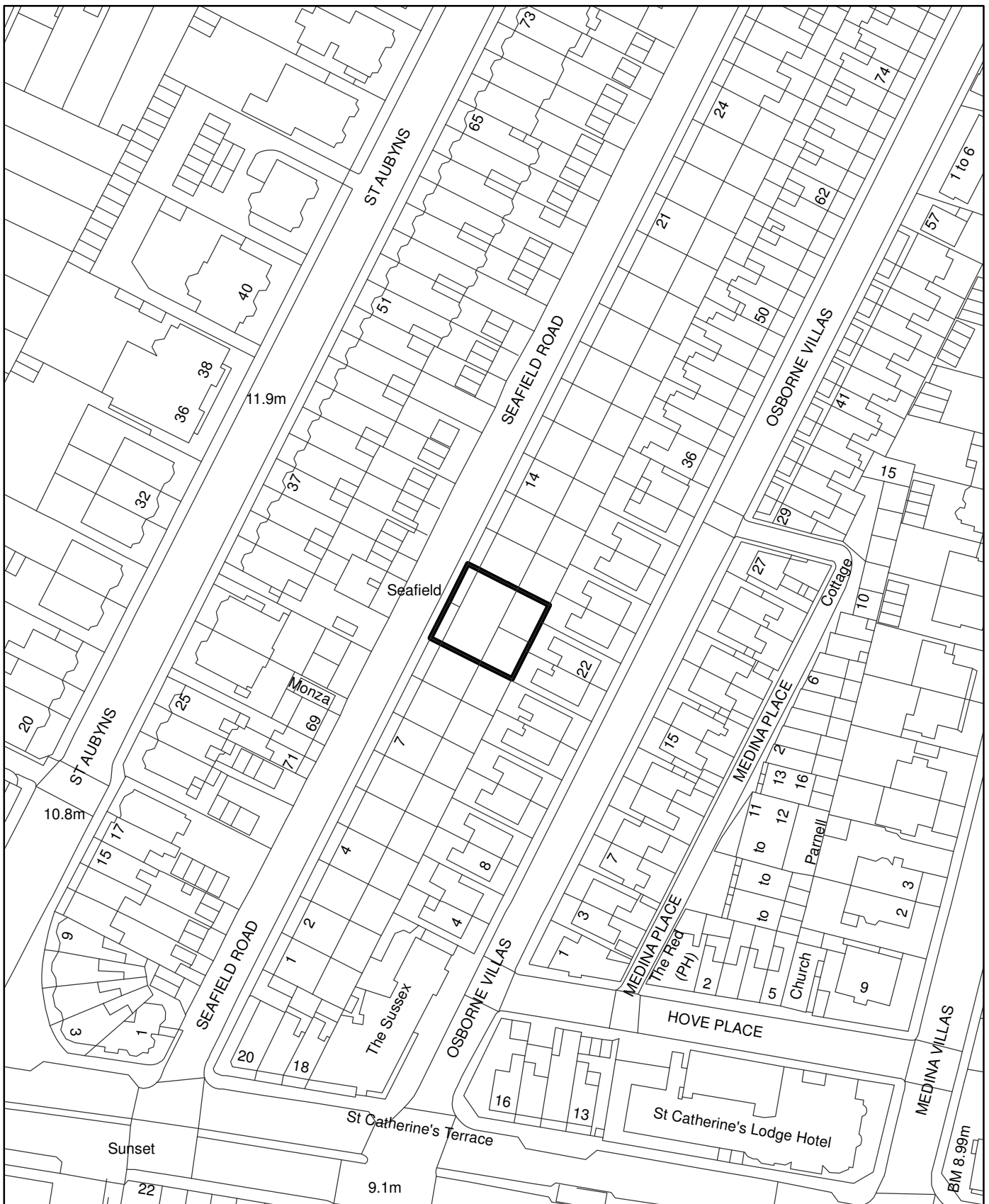
ITEM B

Seaholme Hotel, 10-11 Seafield Road, Hove

BH2013/02543
Full planning

25 JUNE 2014

BH2013/02543 Seaholme Hotel, 10-11 Seafield Road, Hove.



**Brighton & Hove
City Council**



Scale: 1:1,250

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<u>No:</u>	BH2013/02543	<u>Ward:</u>	CENTRAL HOVE
<u>App Type:</u>	Full Planning		
<u>Address:</u>	Seaholme Hotel 10-11 Seafield Road Hove		
<u>Proposal:</u>	Conversion of ground, first and second floor of 10 Seafield Road Hove, from hostel (C1) to 5no self contained flats incorporating revised entrance and associated works. (revised design)		
<u>Officer:</u>	Steven Lewis Tel 290480	<u>Valid Date:</u>	02 August 2013
<u>Con Area:</u>	Old Hove	<u>Expiry Date:</u>	27 September 2013
<u>Listed Building Grade:</u>	N/A		
<u>Agent:</u>	Claire Haigh Associates Ltd, 9 Kenton Road, Hove		
<u>Applicant:</u>	SoBo, 10-11 Seafield Road, Hove		

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 an existing hostel spread over two former dwellings on the east side of Seafield Road in Hove. The building is located within the Old Hove Conservation Area.
- 2.2 The building has been altered over time, including a full width rear flat roof ground floor extension, various subdivisions to create multiple dormitories and large full width rear and front box dormers.
- 2.3 The premises are currently accessed via the basement/lower ground floor level. The lower ground floor is laid out with reception, kitchen, refectory and dining area. Each of the floors house multiple bedrooms and shared bathroom facilities. The hostel is predominantly used by travellers and back packers and caters for tourist accommodation.

3 RELEVANT HISTORY

- BH2005/00581/FP** - Change of use from hotel to student hostel (Sui Generis) Retrospective. – Refused 19/04/2006
- BH2003/02433/FP** - Change of use from hotel (C1) to foreign language student accommodation (Sui Generis). - Refused 12/09/2003

4 THE APPLICATION

- 4.1 Planning permission is sought for the conversion of ground, first and second floor of 10 Seafield Road from hostel (C1) to 5 self contained flats incorporating a revised entrance and associated works.
- 4.2 The design of the proposal has been amended to omit roof terraces and balconies that were sought on the upper floors.
- 4.3 The proposal would retain the use of the lower ground floor of both properties for Hostel use and the remainder of 11 Seafield Road.

5 PUBLICITY & CONSULTATIONS

External

- 5.1 **Neighbours: Eight (8)** letters of representation have been received from **18, 20 (x4), 22, (x2) 24 (GFF), 26 Osborne Villas, 9 Seafield Road**, objecting to the application for the following reasons:

- The creation of roof terraces and balconies at the rear of the properties would result in overlooking, a loss of privacy, noise and disturbance
- Inappropriate roof extensions and roof terraces would proliferate in the area as a result of such a development on the site
- The changes to the roof would not preserve the character or appearance of the conservation area and would not accord with design guidance within SPD12
- The ground floor of the terrace planned on top of the flat roof extension is approximate to the height of the boundary treatment of neighbours and as a consequence does have an impact despite a lower level position.
- The use of the flat roof as a terrace at the lower level would harm the visual amenity of the area and contrary to SPD12. Screening of the lower level terrace would create unwelcomed bulk and harm the character of the conservation area.
- The conversion of the building to flats may be welcomed if concerns over existing residents could be resolved.

- 5.2 **Councillor Christopher Hawtree** objects to the proposal and requests the application be determined by committee. (See Letter attached to agenda)

- 5.3 **Mr Mike Weatherley MP** objects to the proposal on the following grounds:

- the principle of conversion of 10-11 Seafield Road into residential flats in supports as it will reduce noise problems from the building;
- the balconies included will significantly impact on the privacy of properties on the western side of Osborne Road;
- the supporting documentation accompanying the application states that the flats will be used for holiday lets;
- the application should be submitted for the entire building, the piecemeal approach is concerning.

Internal:

5.4 **Access Consultant:** Comment

Nothing much can be done with the stepped access, the lack of clear space at the leading edge of the existing doors and the unsatisfactory bathroom to these flats but some effort should be made to avoid creating new situations that do not meet Lifetime Homes standards.

5.5 There are several places where new partitions are proposed in positions that will result in existing doors not having the required 300mm clear space at the leading edge.

5.6 The new ground floor bathroom does not have suitable side transfer space to the WC and is not capable of accommodating a 1.5m diameter turning circle.

5.7 The new first floor bathrooms do not have the necessary 1100mm clear space in front of the WC and are not capable of accommodating a 1.5m diameter turning circle.

Private Sector Housing: Comment

5.8 No objections

Arboriculture: Comment

5.9 A condition should be placed on any consent granted that a tree protection plan complying with BS5837 (2012) should be submitted to ensure that the protection of the retained trees on site, especially during the construction period

Sustainable Transport: Comment

5.10 Recommended approval as the Highway Authority has no objections to this application subject to the inclusion of a necessary condition and informative to create car free units and a Unilateral Undertaking to secure a contribution for on street cycle parking via a S106 agreement.

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.

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- 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
TR14	Cycle access and parking
TR19	Parking standards
SU2	Efficiency of development in the use of energy, water and materials
SU13	Minimisation and re-use of construction industry waste
QD1	Design – quality of development and design statements
QD2	Design – key principles for neighbourhoods
QD3	Design – efficient and effective use of sites
QD14	Extensions and alterations
QD15	Landscape design
QD16	Trees and hedgerows
QD27	Protection of Amenity
SR15	Protection of hotels/guest houses
HO3	Dwelling type and size
HO4	Dwelling densities
HO5	Provision of private amenity space in residential development
HO7	Car free housing
HO9	Residential conversions and the retention of smaller dwellings
HO13	Accessible housing and lifetime homes

Supplementary Planning Guidance:

SPGBH4	Parking Standards
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Supplementary Planning Documents:

SPD03	Construction & Demolition Waste
SPD06	Trees & Development Sites
SPD08	Sustainable Building Design
SPD09	Architectural Features
SPD12	Design Guide for Extensions and Alterations

Brighton & Hove City Plan Part One (submission document)

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SS1 Presumption in Favour of Sustainable Development
CP6 Visitor accommodation

8 CONSIDERATIONS & ASSESSMENT

8.1 The primary matters of consideration in this case are the loss of the Hostel / tourist accommodation use and the creation of new accommodation, its impact upon the residential amenity of adjacent and nearby occupiers, transport and sustainability.

Planning Policy:

8.2 The site is located outside the Hotel/guest accommodation core area, defined by SR15 of the adopted Local Plan. Policy SR15 of the Local Plan does not permit the change of use of hotels in this core area unless clear evidence is provided to demonstrate that the hotel or other holiday accommodation is no longer viable.

8.3 However Policy CP6 of the Submission City Plan redefines the Hotel Core Zone boundary in light of findings from the Hotel Futures Study 2007 to exclude the western (Hove) part of the city. This policy is considered to hold more weight than Local Plan Policy SR15 as although there is a significant change of approach, the objections support the direction of travel of the policy.

8.4 The supporting text to this policy states that it is important that Brighton & Hove's hotel sector is allowed a period of consolidation and recovery to help demand and supply get back into balance, and in paragraph 4.63 notes that a flexible approach is introduced to allow those premises that have become poorly located to the main generators of demand and with limited potential to re-position themselves viably to exit the market.

8.5 At present, there is no agreed up to date housing provision target for the city against which to assess the five year housing land supply position. Until the City Plan Part 1 is adopted, with an agreed housing target, appeal Inspectors are likely to use the city's full objectively assessed need (OAN) for housing to 2030 (20,000 units) as the basis for the five year supply position. The Local Planning Authority is unable to demonstrate a five year supply against such a high requirement. As such, applications for new housing development need to be considered against paragraphs 14 and 49 of the NPPF. These paragraphs set out a general presumption in favour of sustainable development unless any adverse impacts of development would significantly and demonstrably outweigh the benefits, when assessed against the policies of the Framework taken as a whole. Due to OAN requirement for Brighton & Hove and the significant shortfall in housing land, a great deal of weight should be attached to housing proposals that would help fulfil this need. The specific impacts of the development are considered fully below.

Residential amenity:

8.6 The proposed residential use would be compatible with the surrounding properties and outlying area, which apart from the main shopping area comprised of retail and commercial uses to the north, is predominately

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residential. The immediate site surroundings and adjoining buildings with exception of the retained portion of the Hostel are residential.

- 8.7 There is no evidence to suggest that the proposed use would impact on the present amenity of the area or harm the amenity of neighbours. As such, areas of the garden, ground floor terrace and Juliet balconies are not considered to be incompatible with the neighbourhood or be likely to cause a significant disturbance which would not be dealt with by other primary legislation, in this case Environmental Protection Act.
- 8.8 The main area of concern from residents and other interested parties are with regards to the potential for loss of privacy. This arises from the use of terraces and Juliet balconies to create private amenity space for the occupiers of the prospered flats. In response to concerns the scheme has been amended to withdraw roof top terraces, balconies and a terrace above the flat roof extension at ground floor level. The balconies have been replaced with Juliette rails and inward opening doors, whilst the ground floor terrace has been omitted.
- 8.9 The removal of the upper floor amenity spaces and the ground floor terraces are welcomed since the balconies and terraces were considered to result in a significant overbearing and harmful impact in terms of loss of privacy. The replacement with Juliet rails is a reasonable compromise that would not impinge further than views which are available from existing windows and do not narrow distances between properties to the rear of properties on the western side of Osborne Road
- 8.11 The treatment on the rear boundary comprises of high timber panelled fence, occasional trellis and mature trees and planting. The gardens of both sides are shallow, due in part to the dense urban fabric, the long rear projection of the outriggers of the properties in Osborne Road and the extension covering a proportion of the rear curtilage. The garden depth on Seafield Road is approximately 8m, narrowed by the extension to 3.5m, the garden depth on Osborne Road approximately 7m, the length being diminished where there are outriggers to approximately 4m, overall in some cases a depth of 7.5m exists between elevations.
- 8.12 It should be noted that the proposed Juliette balcony would make use of openings and give a similar outlook and impact upon amenity that is experienced at present. The proposed balconies would have little discernable greater views than those afforded by the existing windows whilst the existing planting/trees would provide sufficient screening to prevent overbearing and directly harmful views of the neighbouring properties.

Living accommodation standards:

- 8.13 The ground floor flat has a contrived layout due to the recessed location of the staircase. However, the overall floor space would provide a comfortable standard of accommodation for occupiers. The ground floor unit would have amenity space, two bedrooms, living room and a separate kitchen.

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- 8.14 The upper floors have been divided into two one bedroom flats per floor. Each of those flats would have bedroom located within the rear room and the principal room a shared lounge/kitchen area, all with an internal bathroom. The flats would provide an adequate standard of living for occupants and sufficient aspect, light, ventilation and outlook.
- 8.15 Given concern with regards to privacy, the use of Juliette balconies at the high levels is an acceptable alternative to amenity space.
- 8.16 The cycle stores shown on each floor would have little appreciable use as cycle parking due to the stepped access and limited space. However, such spaces could be utilised for refuse and recycling and a condition could be placed to ensure this is secured.

Design:

- 8.17 The alterations would have little impact on the character and appearance of the area. The balustrade would be located at the rear over an existing flat roof extension and set against the context of the already significantly altered property.
- 8.18 The windows within the dormers would be replaced. The present dormers are a significant negative presence in the street; the proposed changes are an acceptable form of alteration that would have little discernable impact than that of the existing.

Sustainability:

- 8.19 The development would achieve a BREEAM rating of 'Very Good' for domestic refurbishment. Such a measure would meet the requirements of policies SU2 and SPD08 and should be secured by planning conditions.
- 8.20 The proposal is a minor scale conversion of an existing property and there is therefore a limited further opportunity to improve the performance of the building.

Transport:

- 8.21 The proposed cycle parking is not satisfactory. It would be located up steps and on the 1st and 2nd floor. This means that not all residents may be able to access the cycle parking spaces and would be inconvenient and difficult to access.
- 8.22 Adopted cycle parking standards states for a development of this size that 7 cycle parking spaces should be provided. To comply with Local Plan policy TR14 and TR19 the Highway Authority would request that the applicant makes a contribution of £1000 to implement the equivalent amount of cycle parking provision on-street and in the vicinity of the site. Recession measures currently preclude contribution of schemes of five or less residential units.
- 8.23 It is considered that the proposed development has good access and is near local services and public transport and is within a controlled parking zone; therefore, to accord with the City Council's Local Plan policy HO7. The Transport team have requested a condition is attached to prohibit residents from being eligible for

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parking permits and encourage the development and surrounding area to be genuinely car-free.

- 8.24 The change of use from 13 rooms in a hostel to 5 flats is unlikely to generate additional person trips therefore the Highway Authority does not wish to object on these grounds.

9 CONCLUSION

- 9.1 The site is located outside of the hotel core protection area in the emerging City Plan and the change of use is acceptable upon the basis that the proposal would create five additional units of accommodation that would provide adequate accommodation standards for their occupants and would not unduly harm the amenities of the area or adjacent residents.

10 EQUALITIES

- 10.1 The proposal would be required to meet Part M of the Building Regulations and planning condition to secure improvement to accessibility is recommended.

11 PLANNING OBLIGATION / CONDITIONS / INFORMATIVES

11.1 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
Location Plan	CH435/001	-	25/07/2013
Existing Lower Ground Floor Plan	CH435/002	-	25/07/2013
Existing Ground Floor Plan	CH435/003	-	25/07/2013
Existing First Floor Plan	CH435/004	-	25/07/2013
Existing Second Floor Plan	CH435/005	-	25/07/2013
Front Elevation & Section	CH435/006	-	25/07/2013
Existing Rear Elevation and Section	CH435/007		25/07/2013
Proposed Lower Ground Floor Plan	CH435/008	B	25/07/2013
Proposed Ground Floor Plan	CH435/009	E	02/04/2014
Proposed First Floor Plan	CH435/010	E	19/11/2013
Proposed Second Floor Plan	CH435/011	F	02/04/2014
Proposed Front Elevation & Section	CH435/012	B	19/11/2013
Proposed Rear Elevation	CH435/013	C	02/04/2014

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(Excluding Section)			
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- 3) No development shall take place until a scheme for the storage of refuse and recycling has been submitted to and approved in writing by the Local Planning Authority. The scheme shall be carried out in full as approved prior to first occupation of the development and the refuse and recycling storage facilities shall thereafter be retained for use at all times. **Reason:** To ensure the provision of satisfactory facilities for the storage of refuse and to comply with policy QD27 of the Brighton & Hove Local Plan.
- 4) No residential development shall commence until a BRE issued Interim/Design Stage Certificate demonstrating that the development has achieved a BREEAM Domestic Refurbishment rating of 'very good' as a minimum for all residential units has been submitted to, and approved in writing by, the Local Planning Authority. A completed pre-assessment estimator will not be acceptable. **Reason:** To ensure that the development is sustainable and makes efficient use of energy, water and materials and to comply with policy SU2 of the Brighton & Hove Local Plan and Supplementary Planning Document SPD08 Sustainable Building Design.
- 5) None of the residential units hereby approved shall be occupied until a BRE issued BREEAM Domestic Refurbishment Final/Post Construction Certificate confirming that each residential unit built has achieved a rating of 'very good' as a minimum has been submitted to, and approved in writing by, the Local Planning Authority. **Reason:** To ensure that the development is sustainable and makes efficient use of energy, water and materials and to comply with policy SU2 of the Brighton & Hove Local Plan and Supplementary Planning Document SPD08 Sustainable Building Design.
- 6) The new dwelling(s) hereby permitted shall be constructed to Lifetime Homes standards prior to their first occupation and shall be retained as such thereafter. **Reason:** To ensure satisfactory provision of homes for people with disabilities and to meet the changing needs of households and to comply with policy HO13 of the Brighton & Hove Local Plan.
- 7) The development hereby permitted shall not begin until such time as a scheme has been submitted to and approved in writing by the Local Planning Authority to provide that the residents of the development, other than those residents with disabilities who are Blue Badge Holders, have no entitlement to a resident's parking permit. **Reason:** To ensure that the development is car-free and to comply with policy HO7 of the Brighton & Hove Local Plan.

11.2 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. The applicant is advised that the scheme required to be submitted by Condition 8 should include the registered address of the completed development; an invitation to the Council as Highway Authority (copied to

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- the Council's Parking Team) to amend the Traffic Regulation Order; and details of arrangements to notify potential purchasers, purchasers and occupiers that the development is car-free
3. The applicant is advised that details of the BREEAM assessment tools and a list of approved assessors can be obtained from the BREEAM websites (www.breeam.org). Details about BREEAM can also be found in Supplementary Planning Document SPD08 Sustainable Building Design, which can be accessed on the Brighton & Hove City Council website (www.brighton-hove.gov.uk).
 4. 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 site is located outside of the hotel core protection area and the change of use is acceptable upon the basis that the proposal would create five additional units of residential accommodation that would provide adequate accommodation standards for their occupants and would not unduly harm the amenities of the area or adjacent residents.

Dear Jeanette,

**Application No. BH2013/02543 (Revised Design)
Seaholme Hotel, 10-11 Seafield Road, Hove**

Earlier in the year, I wrote to object to the proposed alterations at the rear of this building, and had particular regard to SPD12.

I note that changes have since been made to the proposal, but I remain disconcerted by the continued proposal to build "a ground-floor balcony" at number 10 which would in fact be on the top of the existing flat roof of the ad hoc structure at the rear.

This would overlook properties on Osborne Villas. Any attempt to screen this would not only increase the bulk but remain counter to SPD12 (which specifically forbids such screening) and provide no protection from noise.

As such, my previous Objection stands, and is reinforced by reference to HE6 in the Local Plan.

To allow this Application would be to heap Ossa on Pelion.

Should this Application be recommended for approval, then I ask for it to be brought to the Planning committee, where I should like to speak on the subject as Ward Councillor.

All the best,



Christopher Hawtree