App.No: 140990
Decision Due Date: 20/09/2014
Ward: Devonshire

Officer: Leigh Palmer
Site visit date: Numerous pre application and post validation 01/08/2014
Type: Planning Permission

Site Notice(s) Expiry date: 28/08/2014
Neighbour Con Expiry: 28/08/2014
Weekly list Expiry: NA
Press Notice(s): NA

Over 8/13 week reason: Out of time due to Planning Committee Cycle

Location: Sites of 164 Longstone Road and 25a Belmore Road

Proposal: Development of 8no. Two bedroom residential units and 10no. parking spaces.

Applicant: Mr Malcolm Ward and Economic Development Partnership (EHL Ltd)

Recommendation: Approve conditionally

Executive Summary:

The size and type of residential units proposed conforms to the National Planning Policy Framework and the Council’s Strategic Housing Market Assessment, where smaller accommodation is supported in sustainable locations.

The application provides the positive gain of residential units on a windfall site within the Seaside neighbourhood, contributing positively to the Council’s spatial development strategy (Policy B1 of the Core Strategy). The proposed development will assist in meeting the high housing delivery target for the neighbourhood. The development would conform to the Seaside neighbourhood Policy (Policy C3 of the Core Strategy) in delivering new housing through redevelopment of previously developed land and is therefore considered sustainable development.

Application is recommended for approval

Planning Status:
Site is located in a predominantly residential area

Relevant Planning Policies:
National Planning Policy Framework 2012
The following sections are deemed to be appropriate

1. Building a stong, competitive economy
5. Supporting high quality communications infrastructure.
6. Delivering a wide choice of high quality homes  
7. Requiring good design  
8. Promoting healthy communities

**Core Strategy Local Plan 2013 Policies**  
B1: Spatial Development Strategy and Distribution  
C3: Seaside Neighbourhood Policy  
D1: Sustainable Development  
D5: Housing  
D10A: Design

**Eastbourne Borough Plan Saved Policies 2007**  
NE4: Sustainable Drainage Systems  
NE5: Minimisation of Construction Industry Waste  
NE6: Recycling Facilities  
NE7: Waste Minimisation Measures in Residential Areas  
UHT1: Design of New Development  
UHT2: Height of Buildings  
UHT4: Visual Amenity  
UHT7: Landscaping  
UHT8: Protection of Amenity Space  
HO1: Residential Development Within the Existing Built-up Area  
HO2: Predominantly Residential Areas  
HO3: Retaining Residential Use  
HO6: Infill Development  
HO7: Redevelopment

**Site Description:**

The application site is an amalgamation of two plots;

- The first is currently served via an access-way from Belmore Road, this provides access to the residential unit known as 25a Belmore Road a detached property which contains 7 residential units and has the appearance of a large two storey residential property. To the front/side and side of this building are car parking spaces and external amenity space. This building is now vacant and has permission to be demolished.

- The second comprises a two storey commercial building that forms the rear boundary of the plot 25a Belmore Road and is itself accessed via Longstone Road. This building has an irregular footprint and in some parts this building forms the boundary of the site.

The wider area is characterised by terraced properties on relatively modest plots formed around a rough grid pattern. These modest properties have modest rear 'courtyard gardens and utilises available on street parking.

There is a fall of approximately 1m across the site and adjacent to elements of the site are pedestrian access/alley-way to some of the rear gardens of the existing residential properties. These alley-ways provide access to rear garden and also refuse bin storage areas.
Relevant Planning History:

Belmore Road
No relevant history relating to the former residential block 25a Belmore Road. Notwithstanding this it has been part of the Housing Services Portfolio for a significant period.

Commercial Unit Longstone Road
970461 Change of Use to B1 Business Use Granted 1997
980572 Conversion of the building into three dwellings Granted 1998
030725 Conversion of the building into three dwellings renewal Granted 2003

Proposed development:

This application relates to the demolition of all existing buildings on the site and the erection of 8 X 2 bedroom dwellings, this development will be accessed by an extension to Longstone Road.

The scheme proposes the creation of an extension to the highway (Longstone Road) with the new dwellings will face onto this highway, with private amenity space to the rear.

The new properties will be formed by four pairs of semi-detached two storey dwellings. The new dwellings have a common footprint with a floor space of 68sqm over two floors. The ground floor provides accommodation for kitchen and separate lounge and WC and the first floor is to provide access for two bedrooms and bathroom. There is no accommodation proposed in the roof space.

These dwellings have an irregular footprint with the width being 7m and the maximum depth being 7.9m and due to modest change in levels the height of the buildings above ground level would be between 6.8m -7.1m. None of the dwellings have first floor flank windows and for both the front and rear elevations oblique/screened windows are proposed to mitigate the perception of direct overlooking.

All of the dwellings have access to private amenity space (courtyard gardens) that range in size due to the configuration of the proposed individual plots. The scheme provides off street car-parking for 10 spaces with the majority being located within plot curtilage.

Consultations:

Internal:
Specialist Advisor (Planning Policy)

Only part of the site (employment premises adjacent to 164 Longstone Road) has been formally identified for development within the Council’s Strategic Housing Land Availability Assessment (SHLAA). The SHLAA allocation for the former employment part of the site is 3 residential units. The remaining part of the site would be considered to take place on a windfall site.

The Council relies on windfall sites coming forward as part of its spatial development strategy (Policy B1 of the Core Strategy Local Plan), especially within the Seaside neighbourhood. The delivery of additional affordable units would meet
the requirements set in Policy D5: Housing of the Eastbourne Core Strategy Local Plan.

In line with Policy D5: Housing of the Eastbourne Core Strategy Local Plan (2013) and the requirements of the Affordable Housing Implementation Technical Note, 30% should be affordable. The Council should secure the above commuted sum payment through a Section 106 agreement or unilateral undertaking to comply with the schemes affordable housing requirements.

Specialist Advisor (trees):- No existing trees on site or adjacent to the site that are worthy of retention. Recommends conditions to control tree pit design and also species of trees to be planted.

**External:**
**Environment Agency** No comments to make as outside of flood zone

**Highways ESCC** This site is located within walking distance of the town centre with the associated shops, services and employment opportunities which limit the need to travel. Bus stops and the railway station are also within an acceptable distance which provides opportunities for sustainable travel. The site can therefore be considered to be in a sustainable location. The number of spaces proposed is acceptable if all unallocated.

Any increase in vehicle trips as a result of this development would be accommodated by the local highway network.

Proposed roadway given its layout/configuration would not be able to be adopted, although accepts that it would be built to adoptable standards.

The proposal is acceptable as submitted to the highway authority subject to conditions.

**ESCC Archaeologist** Recommends that given the development may disturb below ground archaeology that a condition be imposed requiring agreement for a programme of archaeological works.

**ESCC Ecologist**:- The site has the potential to increase the biodiversity of the site with the installation of bird, bat, insect boxes.

**Neighbour Representations:**

9 Objections (as at 16th Sept) have been received and cover the following points:

- Noise and antisocial behaviour from the property in past and the creation of additional units may make this issue worse
- Increase in traffic would be harmful
- Too few parking spaces are proposed
- Road and pedestrian safety will be negatively impacted
- Loss of privacy from upstairs windows
- Poor boundary treatments may give rise to trespass issues
- Access-way not large enough for refuse and emergency vehicles
- On street parking is very congested
- Overshadowing
• Noise and disturbance from the use of the car park
• Loss of light to garden/property
• Too many units on too smaller site
• Overdevelopment
• Impacts during construction period
• Loss of outlook
• If pedestrian access onto Belmore Road is pursued then this would give rise to increase activity which may impact upon residential amenity
• Eastbourne Blind Society (124 142 Longstone Road) is located within the area and any increase in traffic may result in an increase in accidents.
• Proposes small gardens
• Street improvements should be made to the wider area
• May give rise to localised flooding issues
• No public space is being proposed
• Lack of detail over boundary treatments
• May affect property values

1 letter of Support has been received:-
• No objections to the design of the dwellings
• Support the redevelopment on brownfield land

Appraisal:
The main considerations in the determination of this application relate to the:-

• principle of the development
• the acceptability of the layout, siting and design,
• the impact of the proposal on surrounding residential amenity,
• its impact on the character and appearance of the area,
• highway safety considerations and the provision of sufficient car parking spaces for residents and visitors.

Principle of Development

The National Planning Policy Framework is clear that sustainable residential development should be granted planning permission without delay; this is to ensure greater choice of housing in the local market and to meet local and national housing needs.

The scheme is being promoted by Eastbourne Homes (HEDP) and relates to land that forms part of the Councils housing land portfolio as extended with the recent purchase of 164 Longstone Road.

The redevelopment of the site for residential purposes accords with the longstanding use of the site and accords with the Councils wider redevelopment aims and ambitions for affordable housing in the Seaside Neighbourhood in particular and the Wider Eastbourne in general.

Given the above there are no objections to the redevelopment of the site for residential purposes and would go some way to mitigating the pressure for affordable accommodation within the town.
Paragraph 17 of The National Planning Policy Framework 2012 states that Local Planning Authorities should encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value.

Bringing forward development on this site is therefore of critical importance to the Council’s spatial development strategy (Policies B1 & B2), in order to meet local housing need and housing targets. The development conforms with the Neighbourhood Policy (Policy C3: Seaside) in that it ‘delivers additional housing through making more efficient use of land’.

As such, it is considered that, the site being a long standing housing site and is within the Councils portfolio, the efficient use of the site for an identified housing need, it is considered that the redevelopment of the site for housing is acceptable in principle in accordance with Policies within the Eastbourne Core Strategy and the aims of National Planning Policy Framework 2012.

**Layout, Siting and Design**

Policy UHT1 of the Eastbourne Local Plan states that proposals will be required to harmonise with the appearance and character of the local area and be appropriate in scale, form, materials (preferably locally sourced), setting, alignment and layout.

Policy B2 of the Eastbourne Core Strategy seeks to create an attractive, safe and clean built environment with a sense of place that is distinctive and reflects local character. Members will note that the properties within the surrounding streets (the grain of the buildings) is characterised by two storey semi-detached and terraced dwellings on small plots/curtilage.

Given the proposed scheme follows these general themes and the footprint, scale and layout including the size of the rear gardens are not be materially out of character with this wider pattern of development a refusal based on this issue could not be substantiated.

The external design of the dwellings draws architectural references from the surrounding area and proposes a modern design interpretation with pitched roofs and projecting gable features and two storey rear tunnel backs. As commented elsewhere each of the dwellings has access to a private courtyard garden.

The irregular footprint of the dwelling reflects a design construct to mitigate direct overlooking. The external finishes to the proposed dwellings would be controlled via planning condition but are to be drawn from a simple palette of materials (facing brickwork, cladding panels and roof tiles).

The internal configuration of the proposed dwellings are of an internal space standard along with access to private external space that would provide quality living environment for the proposed occupiers.

The scheme proposes to utilise an extension to Longstone Road, this road extension provides 10 off carriageway parking spaces. It is considered that the parking layout in the manner proposed would function adequately and a parking density of 100% would be appropriate given its location close to the Town Centre and also public transport links.
As such, it is considered that the layout, siting and design of the proposal are acceptable in accordance with Policies UHT1 of the Eastbourne Local Plan and B2 D10A of the Eastbourne Core Strategy.

**Residential Amenity Impact**

The existing site accommodates two storey buildings (now vacant); however their former use would have generated a degree of activity (comings and goings along with traffic and parking issues). It is accepted that this development may bring additional traffic given that the scheme proposes an additional residential units however the loss of amenity that may accrue as a result of the increase in vehicle movements to and from the site would not be material and would not be sufficient to substantiate a reason for refusal.

As with any new development there will be a change in views/outlooks and relationships to existing properties that bound the site; it is considered that the layout/scale and the specific integral design of the proposed units are such that the off-site impacts have been mitigated to an acceptable level.

Members will note that the NPPF makes it very clear that every effort has to be made to support residential sustainable development unless material considerations indicate otherwise. In this case and given the changes to the longstanding existing site features are quite pronounced that the off-site impacts (Overlooking and over bearing relationship) are clearly material considerations that are to be given weight in the assessment of this application.

The layout and integral design of the units are such to limit the degree of direct overlooking to oblique views only; it is considered that this degree of overlooking is no more severe than that which currently exists between properties and adjacent gardens. Given this it is considered that a refusal based on issues of direct overlooking could not be substantiated.

It is accepted that this scheme promotes development in parts of the site where none previously existed and as such there will be a change to the outlook and relationship with existing properties. It is noted that the layout of this scheme is reflective of the existing situation within the neighbouring streets, namely small dwelling set in modest plots with courtyard gardens and as such there is no objection in principle to the layout. In the context of the predominant pattern of development in area it is considered that the degree of separation between the rear of the proposed dwellings and rear of existing properties is acceptable. This view is further enforced by the external detailing of the proposed properties which mitigates direct overlooking by the window design.

It is accepted that the residential amenities of the existing occupiers of the properties that border the site are material considerations in the assessment and judgements in this application, however it is considered that greater weight is to be given the benefits of additional sustainable dwellings on a previously developed site in an accessible location.

**Access, Car Parking and Highway Considerations**

Policy TR1 states that large development proposals should locate on sites within the town centre or edge of town centre and accessible by a variety of means of
transport, it is clear that this application site is located close to the Eastbourne Town Centre where there is access to a range of public transport links.

Policy TR11 of the Eastbourne Local plan states that new development must comply with car parking standards as set out in the East Sussex County Council Highways SPG parking standards.

The scheme proposes 10 parking spaces for 8 new dwellings, it is considered that this level of parking in this part of the town is acceptable and meets with the approval of the County Highways Engineer.

It is accepted however that with any new scheme it may place pressure for on street parking as if there remains a latent demand then this would have to be accommodated within the surrounding streets. There is parking in the surrounding street and at times of parking stress this development will rely on on-street parking. This is supported by national highway guidance (Manual for Streets) that states that it is suitable for some developments to cater for all anticipated demand on street, in areas where adjacent streets are easily able to accommodate the increase. Therefore it would also be acceptable for a development to at times rely on on-street parking for any overspill parking which occurs. As is evident from officer’s site visits in connection with this application that there is available on street parking at locations that are readily accessible to the users/occupiers of the site at a density to meet any shortfall in on site demands. Given this and the advice contained with the NPPF on traffic/parking grounds should only be made where the cumulative impacts of the decision would be severe, a refusal based on the lack of parking could not be substantiated.

It is noted that cycle parking is to be provided for each dwelling in accordance with ESCC standards. Details of cycle storage facilities are not shown on the plans, however, the applicant has indicated that cycle storage will be provided/stored in the rear gardens of each house. As such, a condition is recommended requiring details of the facilities prior to occupation of the development.

Therefore, it is considered that the proposal accords with Policy TR11 of the Eastbourne Local Plan and Policy C6 of the Eastbourne Core Strategy.

Affordable Housing
Policy D5 seeks to deliver housing within the sustainable centres and sustainable neighbourhoods and must take appropriate account of the need identified in the most up-to-date strategic housing market assessment with particular regard to size, type and tenure of dwellings. All development will be required to contribute towards affordable housing where there is a resultant net gain of 1 or more residential units (C3 Use Class).

This scheme is being promoted by Eastbourne Homes and has an even mix of 4 dwellings remaining within the housing stock and 4 dwellings to be sold as open market dwellings. The revenues from these sales will assist in meeting the demand for future Council Housing.

It is considered that this approach is acceptable given the quality of the accommodation that is being retained by the Council is materially superior to that which formally existed within the No25a Belmore Road and that the capital receipts
will support future housing initiatives and public realm improvements as such the reduction in residential units within the Councils portfolio is acceptable.

In addition given the above no affordable housing contribution is being sought.

The Strategic Housing Manager advises that the proposal is appropriate in mitigating the accessibility to affordable housing across all of our the client group within Eastbourne and also that it would go some way to mitigating the growing pressures going forward. As such, the proposal would, meet the requirements of Policy D5 of the Eastbourne Core Strategy in bringing forward a viable housing scheme which would meet an identified housing need in the area with as much affordable housing as possible.

Sustainable Development
The standards proposed through the application align with current Building Regulations and where possible measures will be introduced to reduce household waste, water consumption and energy. The scheme proposes to use FSR timber products and where possible adopt waste minimisation and waste recycling practices.

It is considered that the development would provide well insulated and highly energy efficient residential units.

The scheme proposes secure cycle parking which may assist in the number of vehicles trips that the occupiers of the units may choose to make. Any reduction in vehicle trips would also help to reduce the extent of Co2 emissions.

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

Conclusion:
The proposal represents a satisfactory form of development that provides sustainable development on previously developed land. The impacts upon the occupiers of existing adjacent properties are considered to be insufficient to substantiate a refusal of planning permission.

The delivery of new sustainable dwellings scheme would also support the vision for the Seaside Neighbourhood

Recommendation:
Approved conditionally

Conditions:
1. Time Limit
2. Approved Plans
3. No additional windows
4. External Materials
5. Boundary treatments (around the entire plot boundary)
Front garden landscaping layout

Surface details for access-way, parking spaces

Parking spaces shall be surfaced and marked out in accordance with the drawings approved under condition 7 prior to the first occupation of the dwellings hereby approved.

Construction and demolition method statement (to include site compound site mess facilities)

Hours of construction

No development shall take place until the developer has secured the implementation of a programme of archaeological work, in accordance with a Written Scheme of Archaeological Investigation which has been submitted to and approved in writing by the Local Planning Authority.

Reason To ensure that the archaeological and historical interest of the site is safeguarded and recorded to comply with the National Planning Policy Framework.

The development hereby permitted shall not be brought into use until the archaeological site investigation and post investigation assessment (including provision for analysis, publication and dissemination of results and archive deposition) has been completed in accordance with the programme set out in Written Scheme of Investigation approved under condition 12 to the satisfaction of the Local Planning Authority, in consultation with the County Planning Authority.

Reason To ensure that the archaeological and historical interest of the site is safeguarded and recorded to comply with the National Planning Policy Framework.

No works which include the creation of trenches and culverts or the presence of pipes shall commence until measures to protect mammals from being trapped in open excavations and/or pipe and culverts are submitted to and approved in writing by the Local Planning Authority. The measures may include:

A/ creation of escape ramps from mammals which may be achieved by edge profiling trenches/excavations or by using planks placed into them at the end of each working day; and

B/ open pipework greater than 150mm outside diameter being blanked off at the end of each working day.

Reason In the interest of maintaining the biodiversity of the site and surrounding area

No development shall take place until an Ecological Design Strategy (EDS) addressing enhancement of the site for biodiversity has been submitted to and approved in writing by the local planning authority.

The EDS shall include:-

- Purpose and conservation objectives for the proposed works
- Review of site potential and constraints
- Detailed designs and or working methods to achieve stated objectives
- Extent and location/area of proposed works on appropriate scale maps and plans
- Type and source of materials to be used eg. Native species of local provenance
- Timetable for implementation demonstrating that works are aligned with the proposed phasing of development
- Person responsible for implementing the works
- Details of initial aftercare and long term maintenance
- Details of the monitoring and remedial measures
• Details of disposal of any wastes arising from the works. The EDS shall be implemented in accordance with the approved details and all features shall be retained in that manner thereafter.

Reason: In the interest of maintaining the biodiversity of the site and surrounding area.

15 Prior to demolition works commencing on site a Traffic Management Scheme shall be submitted to and approved by the Local Planning Authority in consultation with the Highway Authority. This shall include the size of vehicles, routing of vehicles and hours of operation. (Given the restrictions of the access and the approach road the hours of delivery/collection should avoid peak traffic flow times and the size of vehicles should be restricted to)

Reason: In the interests of highway safety and for the benefit and convenience of the public at large.

16 During any forms of earthworks and/or excavations that are carried out as part of the development, suitable vehicle wheel washing equipment should be provided within the site, to the approval of the Planning Authority, to prevent contamination and damage to the adjacent roads.

Reason: In the interests of highway safety and for the benefit and convenience of the public at large.

17 The development shall not be occupied until cycle parking areas have been provided in accordance with details which have been submitted to and approved in writing by the Planning Authority and the areas shall thereafter be retained for that use and shall not be used other than for the parking of cycles.

Reason: In order that the development site is accessible by non-car modes and to meet the objectives of sustainable development.

20 Prior to the commencement of development on site, detailed drawings, including levels, sections and constructional details of the proposed road, surface water drainage, outfall disposal and street lighting to be provided, shall be submitted to the Planning Authority and be subject to its approval, in consultation with this Authority.

Reason: In the interests of highway safety and for the benefit and convenience of the public at large.

21 Prior to development commencing details of car parking layout including tree pit design shall be submitted to and approved in writing by the Local Planning Authority. The details as approved shall be implemented at the site and be retained as such thereafter.

Reason: To ensure the provision, establishment and maintenance of a reasonable standard of landscape in accordance with the approved designs.

22 Prior to their planting at the site details of tree planting, indicating positions or density, species, and planting size shall be submitted to and approved by the Local Planning Authority, the details as approved shall be implemented at the site before the end of the current or first available planting season following practical completion of the development hereby permitted and retained as such thereafter.

Reason: To ensure the provision of the amenity value afforded by trees in respect of the proposed development.

INFORMATIVE

1. The Highway Authority would wish to see the roads within the site laid out and constructed to standards at, or at least close to, adoption standards.