

Committee: **Regulatory
Planning Committee**

Date: **25 July 2018**

Report by: **Director of Communities, Economy and Transport**

Proposal: **Demolition of existing single storey building. Construction of 2no. single storey blocks plus 1no. two storey block to provide supported living accommodation for adults with complex needs; accommodation to comprise 6 self contained flats (long term occupancy) and 4 studio apartments (short term occupancy) with associated ancillary staff & external spaces. Provision of 15 car parking spaces, cycle and motorcycle parking.**

Site Address: **Greenacres, Mill Lane, Chailey, BN8 4PY**

Applicant: **Director of Adult Social Care**

Application No. **LW/3393/CC**

Key Issues: **1. Need
2. Principle of development
3. Design, appearance and impact on neighbouring amenities
4. Impact on local highway network**

Contact Officer: **David Vickers, Tel. 01273 481629**

Local Member: **Councillor Jim Sheppard**

SUMMARY OF RECOMMENDATIONS

1. To grant planning permission subject to conditions as indicated in paragraph 8.1 of this report.

CONSIDERATION BY DIRECTOR OF COMMUNITIES ECONOMY AND TRANSPORT.

1. The Site and Surroundings

1.1 This is a triangular shaped site of approximately 0.24 hectares on the south side of Mill Lane on the western fringe of South Chailey. The site is flanked to the east by Gradwell End, a cul-de-sac comprised of 2 storey houses erected in the early 1990s, which also provides access to land to the

south that has planning permission for a retirement village. To the east of Gradwell End is The Martlets, further residential development as well as Chailey School, a large secondary school. To the west of the application site is a private road leading south which includes a bridleway. Access to the application site, the neighbouring medical surgery and a 2 storey detached dwelling at Honeypot House (formerly Orchard View) is via a shared bellmouth. Further to the west, Mill Lane becomes Honeypot Lane, with a mixture of 1 and 2 storey residential developments arranged around private cul-de-sacs. On the north side of the road is open countryside.

1.2 The application site is set slightly below Mill Lane and has a frontage of approximately 55 metres, the boundary being marked by a high hedge which largely hides views into the site. There is a gap in this hedge allowing pedestrian access to the site with vehicular access being from the westernmost corner of the site onto a small car parking area. Greenacres sits behind, and slightly below, this car park and resembles a large bungalow dating probably from the 1970s judging by its appearance. It has recently become vacant having provided supported living accommodation since 1987 for up to 7 residents with learning difficulties. Prior to that residents would have been cared for in hospital on a long term basis.

1.3 The garden then falls away from Greenacres by approximately 3.5 metres and the site narrows over a depth of approximately 70 metres. The site is densely vegetated with shrubs, small trees and more mature specimens such as Field Maple and Eucalyptus which contribute to the wider streetscene. There is also a prominent Oak in the neighbouring surgery which overhangs the application site.

2. The Proposal

2.1 The proposal is to demolish the existing building and, by extending and retaining the floor slab, to construct new supported living accommodation comprising 2 no. single storey and 1 no. 2 storey buildings. The single storey buildings provide 3 flats each on long term tenancy basis and will face one another across a shared landscaped courtyard. The 2 storey building provides 4 no. studio apartments for short term respite care. In addition it will include a lift, facilities and accommodation for up to 13 staff providing 24 hour support for up to 10 residents. Staff will work shifts with as few as 6 working nights.

2.2 The buildings would be clad in fair faced brickwork, probably Hamsey Stock from the local Ibstock works with the first floor of the 2 storey block clad in a proprietary fibre-cement cladding intended to replicate the appearance of grey stained timber boarding. Windows would be aluminium framed powder coated in a grey colour. Roofs are to be monopitched and covered in a dark grey sheet with applied standing seam. The increased site coverage by new buildings will result in removal of shrubs and small trees within the site but the more mature specimens on the site boundaries are to be retained and protected during construction. Additional planting is also proposed as part of redevelopment.

2.3 The accesses to the site are to remain but the parking area is to be extended across the frontage and marked out to provide for up to 15 cars (including 2 spaces for those with disabilities). Dedicated parking for 4 cycles and 1 motorcycle is also proposed as is bollard lighting for the whole car park.

2.4 Security is a key consideration in the design with residents having individual outdoor space as well as access to a shared, and lit, courtyard under supervision. 2 metres high fencing is to be erected around the site boundary as well as to residents' garden spaces with site security arranged to separate residents from the short term respite care accommodation. This will be by means of access control, cctv and lighting.

3. Main Planning History

3.1 LW/1796/CC – Granted – 1996; Single storey extension and 2 new pairs of external doors in place of windows.

4. Consultations and Representations

4.1 Lewes District Council; Lewes District Council support the principle of the proposed development in the application, but trust that the County Council will fully consider the issues raised by Chailey Parish Council in its representation, prior to granting any planning permission.

4.2 Chailey Parish Council; Councillors agreed that they were in principle supportive of the redevelopment. However, they had objections to aspects of the current proposals. Councillors agreed with comments made by residents objecting to the siting and general appearance of the proposed buildings. The proposed two storey building would be sited in a prominent position and consideration should be given as to whether the layout could be reconfigured to repositioning this building. As to appearance, the proposed buildings would be out of character with the type of buildings that predominate in Chailey. Evidence obtained whilst developing the Neighbourhood Plan suggested this was a preference of residents. Pitched roofs with tiles would be more in keeping. Councillors also considered that the use of softer more sympathetic colours than those proposed would make the development less obtrusive. Concerns have been expressed by residents about the traffic implications for Mill Lane. The position would be greatly exacerbated if either or both of the proposed developments at Chailey School and Gradwell End were to be underway at the same time as the development under consideration. Mill Lane is a busy road, particularly when the school is open. Councillors shared the concerns expressed and considered that coordinated traffic management plans for all sites (including Greenacres) would need to be in place to reduce the effect of the increased traffic in Mill Lane and to minimise disruption to other users and local residents.

4.3 Highway Authority: The Transport Report accompanying the application confirms that traffic generated by the proposal is unlikely to lead to severe impact on the local highway network. The proposed internal access

arrangements represent a significant improvement compared to the existing situation. Therefore there are no highway grounds for objection to the proposal, subject to conditions.

4.4 Lead Local Flood Authority: The applicant has addressed concerns about the impermeable area associate with the existing car park, and also about the calculations for different storm durations from 15min to 48hours. However, the applicant has not submitted the information confirming that Southern Water has agreed to the proposed discharge rate. Therefore approval is recommended with appropriate conditions.

4.5 Sussex Police, Designing Out Crime Officer: In noting the crime prevention measures to be included in the proposal Sussex Police support the proposal from a crime prevention point of view.

4.6 Local Representations; 15 representations have been received from 9 addresses in the vicinity of the application site. All object to the proposal and the main points are summarised as follows:-

- Poor design which does not respect its site or surroundings
- Not a good environment for the scheme's occupiers
- Current dark skies in the vicinity will be adversely affected by the proposed lighting in the layout
- Will cause loss of privacy and sunlight and overshadowing
- Contrary to Policy ST3 in the Local Plan
- Cumulative impact of construction with other developments in the vicinity
- There is no overriding need locally for this development. It should be in a more urban environment with better infrastructure
- The site is at a dangerous blind bend on a busy road
- Building work has already commenced

5. The Development Plan, and other policies of relevance to this decision are:

5.1 Lewes District Local Plan 2003: Saved Policies ST3 (Design, Form & Setting of Development), CT1 (development in the countryside)

Lewes District Council undertook a review of its Saved Local Plan Policies (2007) to determine their consistency with the NPPF (2012) and produced a table indicating the extent to which the policies are fully consistent, partly consistent or not consistent. Saved Policy ST3 is considered by the District Council to be fully consistent with the NPPF and remains part of the Development Plan post adoption of the Core Strategy. Saved Policy CT1 is considered to be partially consistent with the NPPF because some of the sub parts of the original policy no longer exist, having been deleted as they were no longer NPPF compliant. The deleted parts relate to new residential development, re-use of rural buildings and certain forms of sport, recreation and leisure development in the countryside.

5.2 Lewes District Joint Core Strategy 2016: Core Policy 11 (Built and Historic Environment and High Quality Design), Core Policy 13 (sustainable travel)

5.3 East Sussex, South Downs and Brighton & Hove Waste and Minerals Plan 2013; Policy WMP3d (waste minimisation during construction)

5.3 National Planning Policy Framework (NPPF) 2012

The NPPF does not change the status of the Development Plan as the starting point for decision making and constitutes guidance as a material consideration in determining planning applications. Regard should be had to NPPF policies so far as relevant. Part 6 encourages provision of a wide choice of quality homes and Part 7 attaches great importance to the design of the built environment.

5.4 Chailey Neighbourhood Plan; The Neighbourhood Area was designated in March 2015 and a draft Plan yet to be published. No weight can therefore be given to it in decision making.

6. Main Considerations

Need

6.1 The need for the type of secure accommodation provided in partnership with the NHS is ongoing however the premises are outdated and increasingly inhibit the ability to provide the desired quality of personalised care and support tailored to individual needs.

6.2 The applicant considers the best approach is to demolish and rebuild. This presents the opportunity for purpose built premises which is preferable to an adaptation and extension of the existing premises.

Principle of development

6.3 Saved Policy CT1 in the Local Plan directs development to within defined planning boundaries. Outside of such boundaries, as is the case with this site, permission will not be granted other than for specified types of development, one of which is institutional sites / uses such as this.

6.4 In addition, indirectly related to Saved Policy CT1, the site is already developed and used for institutional purposes underpinning the policy support for the principle of development.

Design, Appearance and impact on neighbouring amenities

6.5 Saved Policy ST3 in the Local Plan sets out a range of design criteria with which development should comply. These criteria include consideration of the siting design and appearance of a proposal and its impact on its

surroundings. This approach is carried forward in Core Policy 11 of the Core Strategy.

6.6 Notwithstanding the application site is within defined countryside the immediate surroundings to the south of Mill Lane / Honeypot Lane are characterised as low density housing of varying styles but with an altogether larger scale of development at Chailey School. The size, scale and height of nearby development is therefore diverse varying from small domestic to large institutional. Within that context it is considered the scale of the proposal, including the 2 storey element which would be seen from outside the site, will not be out of character with neighbouring development.

6.7 Furthermore the varying styles of neighbouring development combine in a mixed character with no one style being dominant. The proposal does not copy any of these styles but adds to the variety. The combination of brick and stained timber-like cladding for the elevations are not considered to be alien materials to a semi-rural setting such as this and whilst monopitched roofs are not apparent that is not a reason in itself to resist the design. It is the proposed 2 story block that would be visible from outside the site but it would be seen in a setting of retained mature trees which will partially soften its appearance in the streetscene in the same way as the 2 storey detached house to the west, at Honeypot House (formerly Orchard View).

6.8 Some representations express concern about loss of light, overshadowing and privacy. However due to the separating distances of at least 30 metres, the orientation and existing vegetation between the proposal and neighbouring residents, amenities will be mutually respected. The most affected property could be the surgery to the south-west but as a medical practise any amenities it enjoys are less sensitive to change than for residential occupiers.

6.9 The proposal will be lit in order to provide for security and maintain safety for residents. Mill Lane is not street lit although the retirement village to the south will be lit. Any proposed lighting at Greenacres needs to balance the needs of its residents with the character of the wider area which is not street lit. The majority of external light fittings proposed are either bollards for the parking areas or small units fixed to buildings. All of these will be movement sensitive so would not be on permanently with fittings shrouded to prevent light from the bulbs being directed skywards. Furthermore all units will be LED with low power consumption. However, 2 no. column lights are required in a communal area between the single storey flats. These will also be shrouded to prevent upward spill but they are required to be 'on' from dusk until dawn. They could however be lower than the proposed height of 4 metres in order to contain illumination to within the communal area. For this reason the final details of external lighting should be agreed through a condition attached to any permission.

6.10 Overall the proposal is not considered to be out of character with its surroundings nor is it expected to harm the amenities of neighbouring

occupiers and therefore satisfies Saved Policy ST3 in the Local Plan and Core Policy 11 in the Core Strategy.

Impact on local highway network

6.11 As mentioned in paragraph 6.5, Saved Policy ST3 in the Local Plan seeks to avoid detriment to the character or amenities of an area through increased traffic levels, congestion or hazards. Access, circulation and parking should be provided in accordance with relevant policies which are also set out in Policy CP13 in the Core Strategy.

6.12 The current site access arrangements will not change as a result of the proposed redevelopment. The speed limit on Mill Lane at this point is 30 mph with visibility from the shared bellmouth in accordance with recommended standards (contained in Manual for Streets). The most recent recorded collision in the immediate vicinity of the access was in October 2010 involving 2 vehicles and slight injuries to 2 occupants. Whilst any accident is regrettable that record would suggest there are no significant road safety issues on this stretch of road.

6.13 The proposed 15 car parking spaces, 2 cycle racks and a motorcycle space in an enlarged car parking area is consistent with Highway Authority standards. The intention to mark out the car parking spaces is welcomed as it will help the parking area to be used more efficiently as well as enabling vehicles to easily turn around within the site.

6.14 Traffic generation attributable to the development can be estimated with a good degree of reliability because the proposal is essentially a more concentrated version of the recently ceased service. For 7 residents, that facility employed up to 3 carers and a manager during the day with 2 carers on night shift, i.e. an estimated 22 movements on a typical day. The proposal increases the capacity to 10 residents and likely maximum of 13 staff on site on a normal day (i.e. weekday 9 - 5) with a reduced overnight staff of 6 (8 pm – 8 am). The total number of staff will be 32, generating approximately 64 vehicle movements over the course of a typical day. This is probably realistic as the village is not particularly well served by public transport and the site itself even less so. Alternatives to the car are therefore limited although there is the possibility that some staff might live locally and opt to walk or cycle.

6.15 The Transport Report supporting the application therefore assumes a net increase of 42 movements on a typical day concentrated between approximately 7.30 am and 8.30 pm although not evenly spread over that 13 hour period. Instead they will be clustered around shift changes either side of 8 am, 2 pm and 8 pm with a potential maximum of 11 movements in each cluster or an increase of 8 movements when compared to the recently vacated operation.

6.16 This is not considered to be a significant increase either on its own or in the context of overall traffic flows on Mill Lane / Honey Pot Lane. For example on Tuesday 23rd April 2018 a total of 389 movements were counted

in the morning peak between 8 am and 9 am, 267 between 7 am and 8 am (on Thursday 26th April) and 305 between 5 pm and 6 pm (on Thursday 19th April). The traffic generation of the proposed retirement village off Gradwell End is anticipated to generate 26 two-way movements in the morning peak (8 – 9 am) and 21 in the evening peak (5 – 6 pm) but this does not change the Highway Authority's opinion about the insignificance of traffic generation by the redevelopment of Greenacres.

6.17 The application is accompanied by a draft Construction Management Plan (CMP) which broadly sets out the type of information expected to be included in such a document. However in view of two other relatively large construction projects nearby; namely the aforementioned retirement village and potentially a major refurbishment at Chailey School the approval of a CMP at Greenacres should be the subject of a condition. This would allow the CMP to take into account any construction related cumulative implications on these other sites at the time construction on Greenacres begins.

6.18 The proposal is considered to be acceptable in its impacts on the local highway network and therefore complies with Saved Policy ST3 in the Local Plan and CP13 in the Core Strategy.

7. Conclusion and reasons for approval

7.1 In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 the decision on this application should be taken in accordance with the development plan unless material considerations indicate otherwise.

7.2 The proposal is acceptable in its location, design, appearance, impact on neighbours and the local highway network. It therefore complies with Saved Policies CT1 (development in countryside), ST3 (design, form and setting) in the Lewes Local Plan 2003 and with Core Policies 11 (Built and Historic Environment and High Quality Design) and 13 (sustainable travel) in the Lewes District Joint Core Strategy 2016 and Policy WMP3d of the East Sussex, South Downs and Brighton & Hove Waste and Minerals Plan 2013.

7.3 In determining this planning application, the County Council has worked with the applicant in a positive and proactive manner. The Council has also sought views from consultees, the Parish Council and neighbours and has considered responses in preparing the recommendation. This approach has been taken positively and proactively in accordance with the requirement in the NPPF, and as set out in the Town and Country Planning (Development Management Procedure) (England) Order 2015.

7.4 There are no other material considerations and the decision should be taken in accordance with the development plans.

8. Recommendation

8.1 To recommend the Planning Committee to grant planning permission subject to the following conditions:-

1. The development hereby permitted shall be commenced before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

2. The development hereby permitted shall be carried out in accordance with the plans listed in the Schedule of Approved Plans.

Reason: For the avoidance of doubt and in the interests of proper planning.

3. No development shall take place, including any ground works or works of demolition, until a Construction Management Plan, has been submitted to and approved in writing by the Director of Communities, Economy and Transport. Thereafter the approved Plan shall be implemented and adhered to in full throughout the entire construction period. The plan shall provide details as appropriate but not be restricted to the following matters;

- the anticipated number, frequency, access, egress and routeing of vehicles during construction taking account of other construction projects in the vicinity.
- the parking of vehicles by site operatives and visitors,
- the loading and unloading of plant, materials and waste,
- the protection of retained trees
- the storage of plant and materials used in construction of the development,
- the erection and maintenance of security hoarding,
- the provision and use of wheel washing facilities and other works required to mitigate the impact of construction upon the public highway (including the provision of temporary Traffic Regulation Orders),
- details of public engagement both prior to and during construction works.

Reason: In the interest of highway safety and amenity of the area.

4. Prior to commencement of development a Site Waste Management Plan (SWMP) shall be submitted to and approved in writing by the Director of Communities, Economy and Transport. The SWMP shall include details of dust and noise controls during demolition as well as how construction waste will be minimised. Development shall be carried out in accordance with the approved SWMP.

Reason: To minimise disruption and construction waste to be removed from site in accordance with Policy WMP3d of the East Sussex, South Downs and Brighton & Hove Waste and Minerals Plan 2013.

5. Prior to commencement of development a detailed surface water management design shall be submitted to and approved in writing by the Director of Communities, Economy and Transport. The design shall include hydraulic calculations which take account of connectivity with different surface water drainage features together with details of maintenance and management. Before the development is occupied the approved drainage system shall be made available for use and written agreement of Southern Water for any connection to the public sewer provided to the Director of Communities, Economy and Transport.

Reason: To ensure appropriate management of surface water in accordance with Saved Policy ST3 in the Lewes District Local Plan 2003.

6. Construction work shall not take place at any time other than between the hours of 0800 and 1800 Mondays to Fridays and between the hours of 0800 and 1400 on Saturdays and not at any time on Sundays, Bank and Public Holidays other than with the prior written approval of the Director of Communities, Economy and Transport.

Reason: To strike a balance between the need to carry out construction as speedily as possible but at the same time to minimise the impact of construction on the occupiers of properties in the vicinity of the site and to comply with Saved Policy ST3 in the Lewes District Local Plan 2003.

7. No development, excluding demolition, shall take place until plans and full details of both hard and soft landscaping works have been submitted to and approved in writing by the Director of Communities, Economy and Transport and these works shall be carried out as approved. These details shall include:

Hard Landscaping

- Proposed finished levels or contours
- Means of enclosure
- Vehicle and pedestrian access and circulation areas
- Hard surfacing materials
- Minor artefacts and structures (e.g. furniture, refuse or other storage units, signage etc).

Soft Landscaping

- Protection of retained trees
- Schedules of plants, noting species, plant sizes and proposed numbers/densities where appropriate
- Implementation programme
- Management Plan

Planting shall be maintained thereafter in accordance with the approved Management Plan.

Reason: To secure appropriate landscaping of the site in the interests of the amenity of the locality in accordance with Saved Policy ST3 in the Lewes District Local Plan 2003

8. Prior to commencement of development, excluding demolition, details of external lighting (including numbers, type of luminaires and isolux calculations) shall be submitted to and approved in writing by the Director of Communities, Economy and Transport and installed lighting shall be implemented in accordance with the approved details.

Reason: In the interests of safety, security and the amenities of the area and to accord with Saved Policy ST3 in the Lewes District Local Plan 2003.

9. Notwithstanding details shown on approved plans, prior to construction above ground samples of the external materials to be used in the construction of the buildings hereby permitted shall be submitted to and approved in writing by the Director of Communities, Economy and Transport. Development shall be carried out in accordance with the approved details.

Reason: To ensure the appropriate appearance of the development in the area in accordance with Saved Policy ST3 in the Lewes District Local Plan 2003.

10. The development shall not be occupied until the vehicle and cycle parking areas have been provided in accordance with the approved plans and the areas shall thereafter be retained for that purpose and shall not be used other than for the parking of vehicles and cycles.

Reason: To ensure an appropriate level of parking is available for vehicles and cycles at the site, in accordance with Core Policy 13 of the Lewes District Joint Core Strategy 2016.

11. The operational noise rating level from plant shall not exceed 35 dBLAeq, 1hr (freefield) at the nearest noise sensitive receptor as measured in accordance with BS 4142:2014'

Reason: To minimise the noise impact from plant in accordance with Saved Policy ST3 in the Lewes District Local Plan 2003.

Schedule of Approved Plans

HBS-DR-(10)-A-200 P1 - Site Location Plan, HBS-DR-(10)-A-201 P1 - Existing Site Block Plan, HBS-DR-(10)-A-202 P3 - Proposed Site Block Plan, HBS-DR-(10)-A-310 - Proposed Ground Floor Plan, HBS-DR-(10)-A-311 P4 - Proposed First Floor Plan, HBS-DR-(10)-A-312 P4 - Proposed Roof Plan, HBS-DR-(10)-A-400 P3 - Proposed Elevations, HBS-DR-(10)-A-500 P2 - Indicative Site Sections

RUPERT CLUBB

Director of Communities, Economy and Transport

16 July 2018

BACKGROUND DOCUMENTS

Development Plan

National Planning Policy Framework

Application File