

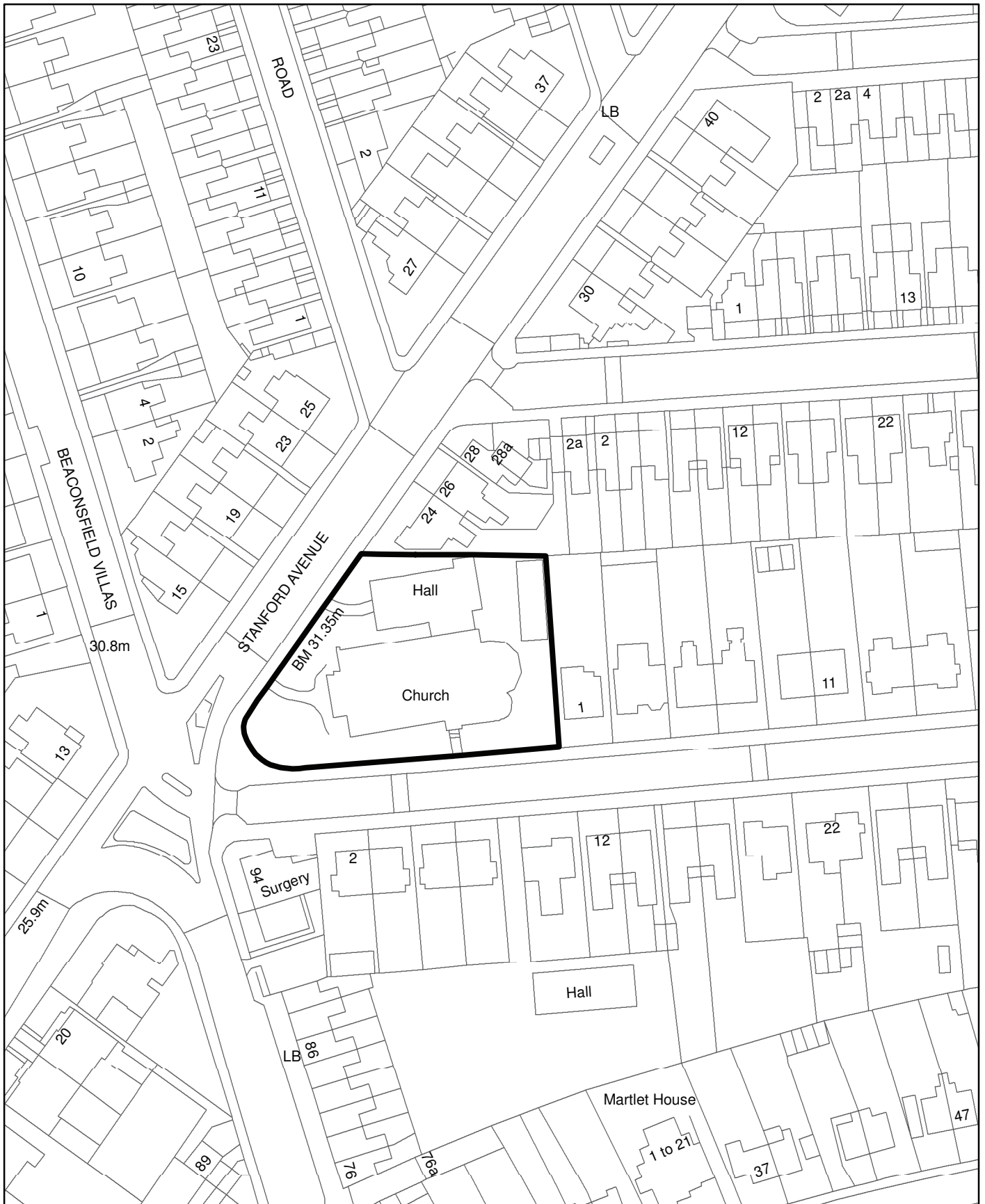
**PLANS LIST
ITEM D**

St Augustines Church, Stanford Avenue

**BH2012/00992
Listed Building consent**

19 SEPTEMBER 2012

BH2012/00992 St Augustines Ch, Stanford Ave, Brighton.



**Brighton & Hove
City Council**



Scale: 1:1,250

<u>No:</u>	BH2012/00992	<u>Ward:</u>	PRESTON PARK
<u>App Type:</u>	Listed Building Consent		
<u>Address:</u>	St Augustines Church, Stanford Avenue, Brighton		
<u>Proposal:</u>	Conversion of church hall to provide 9no self-contained flats. Internal alterations to church incorporating installation of two new floors with associated works. Demolition of timber building to rear.		
<u>Officer:</u>	Anthony Foster	Tel: 294495	<u>Valid Date:</u> 02/04/2012
<u>Con Area:</u>	Preston Park		<u>Expiry Date:</u> 28/05/2012
<u>Listed Building Grade:</u>	II		
<u>Agent:</u>	Lewis and Co Planning SE Ltd, Paxton Business Centre, Portland Road, Hove		
<u>Applicant:</u>	Elim International, Rev Peter Dennett, 115 St Georges Road, Cheltenham		

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** Listed Building Consent subject to the Conditions and Informative set out in section 11

2 SITE LOCATION & DESCRIPTION

- 2.1 The application site is located on the eastern side of Stanford Avenue immediately to the north of its junction with Florence Road. It has a maximum depth of 70m, a maximum width of 46m and an area of 0.23 ha. St Augustine's Church is a prominent landmark Grade II listed building which occupies a central position within the site. The building which dates from the 1890's, is of red brick construction with stone dressings and a tiled pitched roof. A smaller church hall dating from 1914 is located on the northern part of the site and complements the main church building in terms of its scale, design and materials. There are a number of dilapidated timber sheds located on the north-eastern corner of the site. The church and associated church hall are disused. Land levels within the site rise gently from south-west to north-east following the prevalent topography of the area.
- 2.2 The surrounding area is wholly residential in character. Adjoining the site to the north, are a pair of two storey semi-detached Victorian houses fronting Stamford Avenue (No's 24 & 26) and to the east, is a two storey detached property with accommodation in the roofspace which has been sub-divided into flats. To the west of the site, the opposite side of Stanford Avenue comprises substantial two storey semi-detached houses, a number of which have been converted into flats whilst opposite the site, the southern side of Florence Road is characterised by substantial three/ four storey semi-detached houses which are in use as flats.

- 2.3 The application site is located in the Preston Park Conservation Area.
- 2.4 Florence Road and the relevant section of Stanford Avenue are unclassified residential access roads and are not subject to on-street parking restrictions in the vicinity of the application site.

3 RELEVANT HISTORY

BH2012/00991: Conversion of church hall to provide 9no self-contained flats. Internal alterations to church incorporating installation of two new floors with associated works. Demolition of timber building to rear. Under Consideration.

BH2011/01014: Internal alterations to church incorporating installation of 2 new floors and associated works and extension to rear of church hall. Withdrawn

BH2011/01013: Demolition of timber building to rear and conversion and extension of church hall to provide for 13 self contained flats. Withdrawn.

BH2010/00060: Full planning application for the conversion of the church hall to provide 14 self-contained flats together with alterations to the existing building and two storey extension with accommodation in the roofspace and basement car parking to rear. Alterations to church to provide additional community space. Demolition of timber building to rear. Refused at Planning Committee 30/06/2010.

BH2010/00061: Listed Building consent for conversion of Church Hall to provide 14 self-contained flats together with alterations to existing building and 2-storey extension with accommodation in roofspace and basement car parking to rear. Alterations to church to provide additional community space. Demolition of timber building to rear. Refused at Planning Committee 30/06/2010.

BH2009/00054: An application for full planning permission was submitted and subsequently withdrawn in December 2009 for the conversion of the church hall to provide 20 self-contained flats together with alterations to the existing building and three storey extension to the rear together with alterations to the church to provide additional community space.

BH2009/00055: The accompanying application for listed building consent was also withdrawn in December 2009.

91/1507/OA: An outline planning application was submitted and subsequently withdrawn in March 1993 for the demolition of the hall, the erection of a nine storey tower to the west end of the church to provide 16x1 bed flats and the erection of a four storey building to provide 12x1 bed and 4x2 bed flats with 18 parking spaces.

91/108/CA: The accompanying application for conservation area consent was also withdrawn in March 1993.

4 THE APPLICATION

- 4.1 Listed Building Consent is sought for the conversion of the church hall to provide nine (9) self-contained flats with alterations to the existing building and the erection of a single storey extension to the rear of the existing church hall and a single storey link extension between the two buildings. Internal alterations to the church are proposed to provide additional community space and demolition of the existing timber building to the rear.

- 4.2 The proposed single storey extension would abut the eastern (rear) gable end of the church hall. The extension would project 0.9m to the rear with a height of 4m. A roof terrace is proposed on-top of the extension to be used for amenity space for the occupiers of the flat on the first floor. The extension would be set back a minimum of 4.5m from the northern boundary of the site with No.24 Stanford Avenue and a minimum of 14.5m from the eastern boundary of the site with No.1 Florence Road.
- 4.3 The proposed external alterations to the existing church hall would involve the replacement of the existing roof with a new pitched roof (utilising the original tiles) with enlarged catslide dormers to both the north and south facing slopes, to provide for accommodation within the roofspace. New window, door openings and balconies would also be created.
- 4.4 The proposed development would provide a total of nine flats comprising, 6x2 bed, 2x3 bed, and 1x4 bed units. A private balcony or amenity space would be provided for seven of the nine units proposed, together with areas of communal amenity space mainly located on the Stanford Avenue frontage.
- 4.5 Eleven (11) car parking spaces would be provided, at ground level, including one disabled space, on the Florence Road frontage adjoining the eastern boundary of the site. Vehicular access would be from Florence Road. Cycle parking spaces are proposed to be contained within a covered store to the Stanford Avenue frontage.
- 4.6 The proposal also includes the conversion of the main church building to a church/community centre. A narrow single storey flat roofed extension comprising a kitchen, WC's and bin store infilling the gap between the church and the church hall is proposed. The other external works to the church are primarily those of repair and refurbishment. Internally, on the ground floor, the north nave aisles would be partitioned to provide a bistro/ cafeteria and whilst the southern nave aisles would be used for offices. The chancel is to be partitioned to provide a multi functional area. A first floor would be formed above the nave to provide a church hall and coffee lounge with a galleried area above.

5 PUBLICITY AND CONSULTATIONS

External

- 5.1 **Neighbours: None received.**
- 5.2 **English Heritage:** The application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice.
- 5.3 **Conservation Advisory Group:** The group felt the scale was now acceptable and although it was regretted that the interior of the church would be radically changed through the insertion of the new floors, were happy that the external appearance and frontage of the church is to be retained. The group agreed to support this application, and the demolition of the timber hut, subject to a

condition being applied to ensure the restoration and maintenance of the bell tower and the forecourt boundary wall to the pavement.

Internal:

5.4 **Heritage:** Comment

Initial response received 4 May 2012

The applications are revised proposals following the refusals of previous applications and have sought to address the reasons for refusal, mainly by deleting the proposed rear extension to the church hall. The deletion of this is welcome and consequently the external alterations are now confined to the alterations to the church hall and the extension of the existing flat-roofed structure between the hall and the church. The alterations to the hall would comprise a new roof, a small ground floor extension on the north side to the rear and new doors, windows and balconies. The Palladian frontage would remain unaltered and a maisonette with lightwell is situated at this end to ensure that the new floor does not cut across the windows. The church hall would take on a domesticated appearance but because of its siting most of the alterations would not be readily visible from the street. These alterations would have a minor adverse impact on the setting of the church but no significant impact on the appearance or character of the conservation area. It is noted that there is a minor discrepancy between ground floor plan and north elevation, where one window is not shown on the elevation.

5.5 The existing modern timber building to the rear of the church hall would be demolished and this is welcome. The layout and landscaping of this area would be altered to provide a new vehicular entrance and car parking. There are concerns regarding the amount and location of car parking spaces and their impact on the setting of the church, especially the disabled space that would be directly in front of the Lady Chapel, with its decorative buttresses. The disabled space should be deleted and disabled parking provision relocated.

5.6 The main issue with this proposal remains the impact of the new floors to be inserted in the church on the architectural interest of the church itself, and therefore on its significance. The scale and height of the nave, its relationship with the chancel, the architectural detailing of the stone piers, the views of the crown post roof structure, the relationship of the nave with the aisles and the ending of the way in which the nave is naturally lit by the tall, high level windows would all be harmed by the insertion of these floors. The new first floor has been set back by one 'bay', with a partly glazed end screen, in order to enable a partial view of the full height of the nave and to retain some natural lighting to the ground floor. The new second floor gallery would be set back two further bays. The nave and chancel would be separated, but with folding doors at ground level. A new staircase and lift would be introduced in the organ room and the ambulatory would be closed off at one end.

5.7 The provision of modern community facilities is also a public benefit in terms of promoting healthy communities. Any viable use must be consistent with the conservation of the building. In this respect it can be argued that mixed worship space and community facilities are appropriate to the original function of the church and do not involve the removal of loss of important original fabric or

features. Bringing the church back into a good state of repair would be very welcome and a significant public benefit. However, there no details of the proposed repair works with the application so this potential benefit cannot be assessed. A schedule of proposed repair works should be submitted and this could be tied to the implementation of any consents by condition.

5.8 *Further response received 22 May 2012*

The submission of a schedule of repair works has overcome outstanding concerns, grant subject to conditions.

6 MATERIAL CONSIDERATIONS

6.1 Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states “In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”

6.2 The development plan is:

- The Regional Spatial Strategy, The South East Plan (6 May 2009);
- East Sussex and Brighton & Hove Minerals Local Plan (November 1999);
- East Sussex and Brighton & Hove Waste Local Plan (February 2006);
- Brighton & Hove Local Plan 2005 (saved policies post 2004).

6.3 The National Planning Policy Framework (NPPF) was published on 27 March 2012 and is a material consideration which applies with immediate effect.

6.4 Due weight should be given to relevant policies in the development plan according to their degree of consistency with the NPPF. At the heart of the NPPF is a presumption in favour of sustainable development.

6.5 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:

HE1 Listed Buildings

HE4 Reinstatement of original features on Listed Buildings

Supplementary Planning Guidance:

SPGBH11 Listed Building Interiors

SPGBH13 Listed Building – General Advice

Supplementary Planning Documents:

SPD09 Architectural Features

8 CONSIDERATIONS & ASSESSMENT

- 8.1 The main considerations in the determination of this application relate to whether the alterations will have a detrimental impact on the character, architectural setting and significance of the Grade II Listed Building.

Design and impact on the character and appearance of the listed building

- 8.2 Policies HE1 and HE3 of the Brighton & Hove Local Plan state that proposals involving the alteration, extension or change of use of a listed building will only be permitted where they would not have an adverse affect on the architectural and historic character, appearance or setting of the building.
- 8.3 The applications are revised proposals following the refusals of previous applications and have sought to address the reasons for refusal.
- 8.4 The Heritage Officer has raised concerns over the raised previous concerns over the applicant's assessment of the significance of the church and its setting, as required by the NPPF. However the applicant has submitted further information in relation to this, including a full schedule of works which are to be completed.
- 8.5 The NPPF requires that harm be considered 'substantial' or 'less than substantial' In this case it is considered that the harm to the church referred to above is less than substantial. In such cases the NPPF states that "this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use." It also states that in determining applications the local planning authority should take account of "the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality".
- 8.6 In this case the public benefits are chiefly those of securing a viable long term use and future for the church and hall and bringing them back into a good state of repair. The provision of modern community facilities is also a public benefit in terms of promoting healthy communities. Any viable use must be consistent with the conservation of the building. In this respect is can be argued that mixed worship space and community facilities are appropriate to the original function of the church and do not involve the removal of loss of important original fabric or features. Bringing the church back into a good state of repair would be very welcome and a significant public benefit.

Internal Works to the Church

- 8.7 The extent of the proposed first floor level within the church has been reduced from a full extension since the previous refusal. The proposed floor is no longer the full length of the church and now stops one 'bay' short approximately 4.5m of the western end, this approach is welcomed as it allows views up to the existing roof structure upon entry into the church.
- 8.8 The application proposes the use of a glazed screen to the western end of the first floor and detailed sections from the applicant suggest that the screen would be of a modern simplistic design. This enables a partial view of the full height of the nave and to retain some natural lighting to the ground floor. The new

second floor gallery would be set back two further bays. The nave and chancel would be separated, but with folding doors at ground level. A new staircase and lift would be introduced in the organ room and the ambulatory would be closed off at one end.

Conversion and extension of the church hall

- 8.9 The principle of converting and extending the church hall to residential use is accepted and the demolition of the utilitarian modern timber building to the rear (east) of the site is welcomed.
- 8.10 The previous issue of retaining the Palladian window frontage to the church hall has been addressed as the application now proposes to maintain a recessed area around the window as such ensuring that no horizontal or vertical separation of the existing window would take place.
- 8.11 In terms of the proposed extension to the rear the design, scale and form of has remained largely unchanged. The ground floor footprint has been greatly, to a level which is now considered acceptable by the Heritage Officer due to its reduced form and scale and simplistic design.
- 8.12 Therefore, given the above it is considered that the proposed development seeks to preserve or enhance the character or appearance or setting of the listed building, in accordance with polices HE1 and HE3 of the Brighton & Hove Local Plan.

9 CONCLUSION

- 9.1 Given the overriding community benefit of bringing a disused listed building back into use and into a good state of repair the proposed alterations are considered not to cause harm to the architectural or historic character of the interior or exterior of the building in accordance with the relevant policies of the Brighton & Hove Local Plan.

10 EQUALITIES

- 10.1 None identified.

11 PLANNING OBLIGATION / CONDITIONS / INFORMATIVES

11.1 Regulatory Conditions:

- 1) The works hereby permitted shall be commenced before the expiration of three years from the date of this consent.
Reason: To comply with Sections 18 (as amended) and 74 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 2) No cables, wires, aerials, pipework (except rainwater downpipes as shown on the approved plans), meter boxes or flues shall be fixed to any elevation facing a highway.
Reason: To safeguard the appearance of the building and the visual amenities of the locality and to comply with policies QD1 and QD27 of the Brighton & Hove Local Plan.

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- 3) The railings shown on the approved plans shall be painted black within one month of installation and shall be retained as such thereafter.
Reason: To ensure the satisfactory preservation of this listed building and to comply with policy HE1 of the Brighton & Hove Local Plan.
- 4) This approval is limited to the works shown on the approved drawings and does not indicate approval for associated or enabling works that may be necessary to carry out the scheme. Any further works must be submitted to and approved in writing by the Local Planning Authority prior to any works commencing.
Reason: To ensure the satisfactory preservation of this listed building and to comply with policy HE1 of the Brighton & Hove Local Plan.
- 5) The new community space and proposed residential units hereby approved shall not be occupied until the church has been repaired and restored in accordance with the schedule of works produced by Renascent Developments Ltd submitted on 14 May 2012.
Reason: To safeguard the appearance of the building and the visual amenities of the locality and to comply with policy HE1 of the Brighton & Hove Local Plan.
- 6) All new floors and partition walls in the church shall be scribed around existing stonework and no stone shall be cut away, removed or otherwise altered other than to allow the fixing of the steel beams to support the new first floor hereby approved.
Reason: To safeguard the appearance of the building and the visual amenities of the locality and to comply with policy HE1 of the Brighton & Hove Local Plan.
- 7) All existing roof timbers to the church and the existing oak floor must be retained in situ and unaltered, unless otherwise agreed in writing with the Local Planning Authority.
Reason: To ensure the satisfactory preservation of this listed building and to comply with policy HE1 of the Brighton & Hove Local Plan.
- 8) All new or replacement rainwater goods must be of cast iron.
Reason: To safeguard the appearance of the building and the visual amenities of the locality and to comply with policy HE1 of the Brighton & Hove Local Plan.

11.2 Pre-Commencement Conditions:

- 9) No works shall take place until samples of the materials (including colour of render, paintwork and colourwash) to be used in the construction of the external surfaces of the works hereby permitted have been submitted to and approved in writing by the Local Planning Authority. The works shall be carried out in strict accordance with the approved details.
Reason: To ensure the satisfactory preservation of this listed building and to comply with policy HE1 of the Brighton & Hove Local Plan.
- 10) No works shall take place until a full and detailed specification of works for the repair and restoration of the church fabric and the Palladian (west) frontage of the church hall has been submitted to and approved in writing by the local planning authority. The works shall be carried out in strict accordance with the approved specification.

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Reason: As insufficient information has been submitted, to ensure the satisfactory preservation of this listed building and to comply with policy HE1 of the Brighton & Hove Local Plan.

- 11) No works shall take place until details of the proposed methods of fire protection and sound insulation within the church have been submitted to and approved in writing by the local planning authority. The works shall be implemented in strict accordance with the agreed details and maintained as such thereafter.

Reason: To ensure the satisfactory preservation of this listed building and to comply with policy HE1 of the Brighton & Hove Local Plan.

- 12) No works shall take place until detailed drawings of the following features, at 1:20 scale, have been submitted to and approved in writing by the local planning authority. The works shall be implemented in strict accordance with the agreed details and maintained as such thereafter.

I. The balustrades to the new first floor of the church.

II. The new external balcony doors to the church hall.

III. The new external balcony railings to the church hall.

Reason: As insufficient information has been submitted, to ensure the satisfactory preservation of this listed building and to comply with policy HE1 of the Brighton & Hove Local Plan.

- 13) No works shall take place until a schedule of all historic features to be removed, moved or replaced within the church has been submitted to and approved in writing by the local planning authority. Such a schedule must include photographs/drawings recording all such features.

Reason: To ensure the satisfactory preservation of this listed building and to comply with policy HE1 of the Brighton & Hove Local Plan.

- 14) No works shall take place until full details of the extract flue to serve the new kitchen, including position, dimensions and materials, shall be submitted to and approved in writing by the local planning authority prior to its installation. No other flues or vents shall be installed on the church unless approved in writing by the local planning authority.

Reason: To ensure the satisfactory preservation of this listed building and to comply with policy HE1 of the Brighton & Hove Local Plan.

- 15) No works shall take place until a photographic record of the existing stained glass windows has been submitted to and approved in writing by the local planning authority.

Reason: To safeguard the appearance of the building and the visual amenities of the locality and to comply with policy HE1 of the Brighton & Hove Local Plan.

- 16) No works shall take place until details of the method of protection for the existing stained glass windows have been submitted to and approved in writing by the local planning authority.

Reason: To safeguard the appearance of the building and the visual amenities of the locality and to comply with policy HE1 of the Brighton & Hove Local Plan.

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11.3 Informatives:

1. This decision is based on the drawings listed below:

Plan Type	Reference	Version	Date Received
Existing Elevations	02	A	12 April 2012
Survey floor plan and site plan	03	A	12 April 2012
Street Elevations	52	A	12 April 2012
Site Plan	74		12 April 2012
Floor Plans	76	A	12 April 2012
Elevations	77	A	12 April 2012
Church Hall Sections	78		12 April 2012
Balcony details	79		12 April 2012
Second Floor Plan	82		12 April 2012
Elevations East North	84		12 April 2012
Modified proposals sections	60	D	14 May 2012
Modified proposals screens	75	B	14 May 2012
First Floor Plan	81	A	14 May 2012
Elevations – South & West	83	A	14 May 2012
Conservation Details	86		14 May 2012
Ground Floor plan	80	B	24 May 2012
Ground floor and site plan	85	A	24 May 2012

2. This decision to grant Listed Building Consent 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:-
Given the overriding community benefit of bringing a disused listed building back into use and into a good state of repair the proposed alterations are considered not to cause harm to the architectural or historic character of the interior or exterior of the building in accordance with the relevant policies of the Brighton & Hove Local Plan.