

Reference:	20/01180/FUL	
Application Type:	Full Application	
Ward:	St Laurence	
Proposal:	Demolish existing Church and Church Hall building and erect replacement Church and community building with associated cycle parking, car parking spaces, landscaping and children's playground.	
Address:	St Stephens Church, Alton Gardens, Southend-On-Sea	
Applicant:	Mr Colin Baldwin	
Agent:	Mr Paul Taylor of Cottrell & Vermeulen Architecture	
Consultation Expiry:	6th November 2020	
Expiry Date:	10th December 2020	
Case Officer:	Abbie Greenwood	
Plan Nos:	<p>0422-PL01-P1, 0422-PL02-P1, 0422-PL07-01, 0422-PL03-P2, 0442-PL05-P2, 0422-PL06-02, 0422-PL08-02, 0422-PL09-P1, 0422-PL10-04, 0422-PL12-02</p> <p>Supporting Documents</p> <p>Design and Access Statement Addendum by Cottrell & Vermeulen Architecture dated November 2020</p> <p>Design and Access Statement by Cottrell & Vermeulen Architecture dated July 2020</p> <p>Arboricultural Impact Assessment by A.T. Coombes Associated Ltd dated 22.06.20</p> <p>Flood Risk Assessment and Drainage Strategy by MLM Group reference 6101458-MLM-ZZ-XX-RP-C-0001 dated 17.7.20</p> <p>Remediation Strategy and Verification Plan by MLM Environmental dated 26.09.13</p>	
Recommendation:	GRANT PLANNING PERMISSION	



1 Site and Surroundings

- 1.1 The site is located on the junction of Manners Way and Alton Gardens. It currently contains St Stephens Church to the west side accessed from Alton Gardens and a public playground at the junction with Manners Way. The church rectory is located directly to the south of the playground but does not form part of the site.
- 1.2 The existing church building dates from the 1930s. It is a single storey flat roof building linked to the adjacent church hall by offices. The buildings are of their time and have little active frontage. The building is now in poor state of repair. The area to the front is hard surfaced but is not used as off-street parking.
- 1.3 The public playground to the east is grassed and contains several pieces of play equipment including swings, rockers and a climbing frame, with soft surfacing below. Seating is also provided. The playground is enclosed by a high railing and mesh boundary fence with public access from Alton Gardens. The playground is leased to and maintained by the Council.
- 1.4 There are a number of trees on the site arranged in two linear groups. One along the western boundary between the church building and the neighbours in Derek Gardens and one in the centre of the site between the church and the playground. Within these two groups are approximately 15 trees of varying sizes and quality. The trees form landscape buffers between the different uses.
- 1.5 The local neighbourhood is residential and characterised by mainly mid to late twentieth century houses and flats of varying designs. A short distance to the north is Southend Airport and retail park. The area suffers from some parking stress. Manners Way is a main route between the Airport and Rochford to Southend Town Centre and is a classified road. Opposite the site on Manners Way are allotments.
- 1.6 Although the site is not identified as having any site specific policy designations on the Development Management Document Policies Map the community playground falls within the remit of Policy CP7 of the Core Strategy which relates to the protection of sports and recreation facilities and other areas of green space.

2 The Proposal

- 2.1 The proposal seeks to demolish the existing church and church hall and erect a replacement community church building on the site. The building includes a new multifunctional worship space, a community café, a chapel and consultation rooms.
- 2.2 The development includes a new layout for the wider site. The building will be re-orientated towards Manners Way. The community playground will be re-provided with an alternative configuration and new play equipment. The size of the playground will be reduced from 1310sqm to approximately 500sqm. The proposal also involves the creation of a parking area of 17 spaces, including 2 disabled spaces, for the new church to the west side of the site.
- 2.3 The new church building comprises a feature steel framed roof structure over an arrangement of repurposed shipping containers which will be joined together in a modular arrangement to form the new rooms.

The central circulation area will be a covered street (unheated space) secured by gates at each end. The design includes a steel framed tower at the entrance facing onto Manners Way, a feature rooflight and lantern and a bespoke timber clad chapel to the front.

- 2.4 The building measures 31.4m by 24.8m (not including chapel), has an eaves height of 4m, a ridge height of 7m rising to 9.25m including the roof lantern. The maximum height including the tower is 13.5m. The frame will be constructed of steel and covered with zinc, the shipping containers will be finished in a mixture of coloured metal and fibre cement cladding and the feature chapel will be timber. The building has a footprint of approximately 737 sqm including the internal street and courtyard.
- 2.5 In addition to the revised community playground (500 sqm) the proposal also includes a church play area (172 sqm), chapel garden (125 sqm), internal courtyard (23sqm), covered internal street (125 sqm) and allotments garden (97sqm).
- 2.6 A schedule of activities for the building has been provided with the application. This states that, in addition to Sunday worship, the multi-use hall will be used for toddler groups, scouting activities and other community groups, such as fitness classes, between 9am to 10pm each day. The community café will operate Monday to Saturday only during the daytime but not the evenings.
- 2.7 The current proposal is a revised scheme which follows discussions with the applicant during the course of the application to address a number of concerns. The key changes include a reduced building size, an enlarged public playground area and an increased parking area. Re-consultation was undertaken following the submission of the current plans.

3 Relevant Planning History

- 3.1 17/00270/FUL (213 Manners Way - Vicarage) – Change of use of dwelling (Use class C3) to a mixed use building comprising worship and community meeting accommodation at ground floor (use class D1) and a two bedroom self-contained flat at first floor (Use Class C3), erect single storey infill extensions and access ramps and alter external elevations and form parking - granted
- 3.2 14/02030/FULM - Demolish existing Church and adjacent vicarage, erect two storey 800 sqm community church building, part 2/part3 storey building comprising 38 sheltered housing units, form 10 car parking spaces, cycle and bin store, and form hard and soft landscaping – withdrawn

4 Representation Summary

Public Consultation

- 4.1 56 neighbouring properties were consulted and a site notice displayed. Following the initial consultation 3 letters of representation were received from 5 households raising the following summarised issues:
- Scale of building is too big and is more than is required for local needs.
 - Over development of site.
 - Lack of parking for the scale of development and range of activities proposed will

- result in more pressure for parking in the local area and congestion.
- The disabled parking bay on Manners Way is dangerous for pedestrians and cause dangerous manoeuvring on a classified road.
 - Loss of grass verge to Manners Way.
 - Lack of space for deliveries and refuse collections.
 - Noise and concerns over sound proofing.
 - Proposed living accommodation site is inappropriate.
 - Future maintenance of the building and landscaping - the current building and grounds are suffering from lack of maintenance.
 - Concern over maintenance of the shared boundary and vegetation between the church and neighbours.
 - The design and green roof materials are out of character.
 - Errors on the application form and submission documents.
 - The site may be better suited to affordable housing.
 - A smaller building with more parking would be more acceptable.
 - Anti-social behaviour.
 - Concerned hall could be used for parties again.

Following re-consultation on the amended scheme the following updated comments were received from 3 of the households:

- We have no further objections to the proposal in terms of scale, layout, parking, proposed uses, replacement playground but the green roof materials are still out of character.

Officer Comment: These concerns are noted and those that represent material planning considerations have been taken into account in the assessment of the application. However, following assessment, none are judged to represent a reasonable basis to refuse planning permission in the circumstances of this case.

Strategic Planning Policy

- 4.2 The revised layout for the site which has expanded and reconfigured the proposed new playground is considered to be acceptable from a policy perspective, providing it requires at least like for like replacement of the existing play equipment and remains accessible to the public.

Highways

- 4.3 The area suffers from parking stress but the additional spaces proposed in the amended scheme are a significant improvement over the original proposal. There are no highway objections to the amended scheme.

Parks

- 4.4
- The amended size and layout of the proposed playground is acceptable. The provision of replacement equipment will need to be conditioned. The current playground offers rocking x 2, swinging, rotate x 2, balance, slide and climb. The replacement play equipment would need to offer equivalent values. All equipment would be expected to meet EN1176 safety standards.
 - The playground needs to be able to be secured if required.

- The replacement tree planting is acceptable subject to the agreement of details including species and management to ensure that they become established.
- General landscaping will also need to be conditioned - The landscaping scheme should ensure no net loss of biodiversity at the site.

Environmental Health

- 4.5 No objections subject to conditions relating to plant and construction hours.

Council's Assets Team

- 4.6 The playground is currently leased by the landowner to the Council on an annual basis and has been for many years, at least since 1971. The lease will need to be re-negotiated following the development to take account of the revised layout.

Archaeology

- 4.7 No comments.

Airport

- 4.8 No objections to the proposed development.

If a crane or piling rig is required to construct the development a safeguarding assessment will need to be undertaken by the airport.

Essex Fire Service

- 4.9 Fire access is satisfactory.

Committee Call In

- 4.10 The application was called to committee by Cllr Flewitt.

5 Planning Policy Summary

- 5.1 The National Planning Policy Framework (NPPF) (2019)
- 5.2 National Planning Policy Guidance
- 5.3 National Design Guide (2019)
- 5.4 Core Strategy (2007): Policy KP1 (Spatial Strategy), Policy KP2 (Development Principles), Policy KP3 (Implementation and Resources), Policy CP3 (Transport and Accessibility), Policy CP4 (The Environment and Urban Renaissance), Policy CP6 (Community Infrastructure), Policy CP7 (Sport, Recreation and Green Space)
- 5.5 Development Management Document (2015): Policy DM1 (Design Quality), Policy DM2 (Low Carbon and Development and Efficient Use of Resources), Policy DM3 (Efficient and Effective Use of Land), Policy DM15 (Sustainable Transport Management).
- 5.6 Design & Townscape Guide (2009)

- 5.7 Southend Parks and Open Spaces Strategy (2015-2020)
- 5.8 Vehicle Crossing Policy & Application Guidance (2014)
- 5.9 Community Infrastructure Levy (CIL) Charging Schedule (2015)

6 Planning Considerations

- 6.1 The main considerations of this application are the principle of the development including the amended public playground provision, design and the impact on the street-scene, highways implications, any impact on neighbouring properties, sustainable development considerations and CIL.

7 Appraisal

Principle of Development

- 7.1 Policy KP2 of the Core Strategy states development must be achieved in ways which *“make the best use of previously developed land, ensuring that sites and buildings are put to best use”*.
- 7.2 Policy CP4 requires that new development *“maximise the use of previously developed land, whilst recognising potential biodiversity value and promoting good, well-designed, quality mixed use developments”* and that this should be achieved by *“maintaining and enhancing the amenities, appeal and character of residential areas, securing good relationships with existing development, and respecting the scale and nature of that development”*.
- 7.3 Policy CP6 of the Core Strategy (Community Infrastructure) supports the provision of new and improved community facilities.
- 7.4 Policy CP7 of the Core Strategy (Sport, recreation and green space) requires that all existing and proposed sport, recreation and green space facilities (including the Southend foreshore and small areas of important local amenity, community resource or biodiversity value) be safeguarded from loss or displacement to other uses, except where it can clearly be demonstrated that alternative facilities of a higher standard are being provided in at least an equally convenient and accessible location to serve the same local community and there would be no loss of amenity or environmental quality to that community.
- 7.5 The existing church building is reaching the end of its useful life and now has limited value as a community facility. The new church building will provide upgraded and additional facilities for the local community including replacement flexible worship/community spaces, community café and consultation rooms. These uses are supported by Policy CP6 and are considered to be a benefit to the local area. There are no objections in principle to the uses proposed within the new building.
- 7.6 The existing playground is not specifically designated as protected green space on the Development Management Document Policies Map but is identified within the Council’s Parks and Open Spaces Strategy as a Local Equipped Area of Play (LEAP) of 1310 sqm in area. It is leased and maintained by the Council.

- 7.7 The Council has mapped local access to children's play space within a 10 minute walk time (approximately 800 metres) as part of the evidence base for the new Local Plan. This analysis shows that the neighbourhood is not currently within an area of deficiency. It is also apparent that the existing Manners Way playground makes an important contribution to the provision of facilities in this area. The nearest alternative playgrounds are at Sidmouth Avenue on the other side of Rochford Road, or at the southern edge of Priory Park, which is a 10 minute walk away and requires a walk along busy roads. It is therefore important that a good quality public playground is maintained in this location.
- 7.8 The existing playground is owned by the church but leased to the Council for use by the wider community. The proposal seeks to redevelop the site to provide new church and community facilities. The public playground will be re-provided as part of these proposals in a similar location at the junction with Manners Way but in an alternative shape and a reduced size. As noted above Policy CP7 requires replacement playground facilities to be of equivalent value to the community. Any loss of existing play areas are required to be justified and balanced by qualitative improvements to the alternative facility.
- 7.9 The amended playground arrangement would be smaller than the existing facility (reduced from 1310 sqm to around 500 sqm), however, the existing playground equipment is relatively spaced out and a little tired. To compensate for the loss of area, the proposal includes a commitment to install brand new play equipment of equivalent value, the details of which would be agreed with the Park Team and secured by condition.
- 7.10 The Councils Planning Policy Team and Parks Team have been involved in negotiations with the applicant regarding the re-provision of the playground facilities as part of the overall redevelopment of the site. During this process the size of the playground has been increased and its arrangement made more useable. Subject to the agreement of appropriate replacement play equipment and landscaping, the initial objections from the Planning Policy Team and the Parks Team have been removed and they now consider the amended arrangement acceptable.
- 7.11 Overall therefore, taking into consideration the wider community benefits of the new church building and subject to the conditions noted above in relation to provision of play equipment and landscaping and an additional condition requiring the public playground to remain accessible to the public in perpetuity, the principle of the development, which makes more efficient use of the site, is considered to be acceptable. In this instance it is considered reasonable to impose a condition to restrict the use of the building to class F.1 which includes places of worship and community halls to ensure that the facility remains for the benefit of the wider public. This use also covers the other uses proposed within the development including consultation rooms and community café as these are ancillary to the main use.
- 7.12 The Design and Access Statement comments that the building will be constructed in phases 'to allow the church to grow into the site and take its place in the community' and to enable earlier phases to be operational as funds allow before the whole building is completed. There is no objection to this in principle but any permission must ensure that the playground and appropriate levels of car parking are provided in the first phase and that the site is useable and appropriately finished after each phase so that it does not appear incongruous in the streetscene or harm the character and appearance of the area.

This can be secured by a condition requiring full details of the phasing to be submitted and agreed prior to commencement of the development. The principle of a prior to commencement condition for phasing has been agreed with the architect.

Design and Impact on the Character of the Area

- 7.13 *Paragraph 124 of the NPPF states ‘The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.’*
- 7.14 Policy DM1 of the Development Management Document states that “*all development should add to the overall quality of the area and respect the character of the site, its local context and surroundings in terms of its architectural approach, height, size, scale, form, massing, density, layout, proportions, materials, townscape and/or landscape setting, use, and detailed design features.*”
- 7.15 The proposal seeks to demolish the existing church and rebuild a new and improved facility for the community. The replacement church will be constructed from re-purposed shipping containers below a feature steel framed roof providing a covered internal street between the different facilities. The shipping containers are combined into two modular sizes to form the required spaces and they will be clad in different materials and colours and fenestration inserted as appropriate. The roof will be an independent structure which will appear to float over the containers. It will have an exposed frame internally and be covered in zinc. The building will be articulated with a feature belltower at the main entrance, a large triangular rooflight to the western end to provide additional light to the main worship space, a glazed lantern over the internal street and a circular aperture will be cut into the roof over the café courtyard area. To the east side, adjacent to the main entrance on Manners Way, is the chapel, which is proposed as a timber clad curved projection.

Building Design

- 7.16 The proposal is a unique and innovative design. The triangular belltower, which incorporates a crucifix element, will be a focal point for the building and wider streetscene and will identify the development as a local landmark and as a civic building of importance. This feature will cut through the roof at the front and reveal views of the exposed frame within the building. The triangular shape of the tower is also reflected in the rooflight feature to the western end of the building and in the shape of the lantern to the internal street. These secondary elements enliven the roof structure and provide a counterbalance to the tower. At the lower level the circular shapes of the windows, the circular courtyard ‘cut out’ in the roof and the feature cladding provide a positive contrast to the triangular forms above. The curved timber chapel will provide a softer feature to the front highlighting it as a ‘special place’ within the development and helping to mark the entrance to the building.
- 7.17 Internally the covered street arrangement will provide an additional useable flexible sheltered space and attractive setting for the modular units. The community café will animate the streetscene and provide natural surveillance to the public playground. The architect has confirmed that any plant required for the café or wider building can be installed within the roof void so will not be visible to the public realm.

- 7.18 The proposal will contrast with the surrounding development but this is considered to be an appropriate approach for this type of community use. The design is well balanced and sits comfortably on the site and in the wider context. The building will provide a new local landmark building for the area and contribute to local identity. Subject to the agreement of materials and design details in relation to the key features of the building, including external lighting, the design of the building is considered to be acceptable and the proposal is policy compliant in this regard.

Wider Site Layout

- 7.19 The redevelopment of the site includes a reorientation of the building from the secondary frontage on Alton Gardens to have its main entrance facing Manners Way, a key route into the town. This is a more logical placement for the building and will ensure that it has an increased presence in the streetscene. The site layout and building footprint have been amended during the course of the application to ensure an appropriate balance of built form, public playground and parking area on the site as well as an appropriate response to the neighbours and context in terms of building frontages, setbacks from the highway and space for landscaping. It is noted that a number of trees are proposed to be felled, particularly in the centre of the site, however, it is acknowledged that these bisect the site and are a significant constraint to any redevelopment. The proposed layout includes the planting of 24 new trees around the perimeter of the site where they will have significant public impact, provide softening to the new building and protection from the traffic. An arboricultural assessment has been submitted with the application which includes details of tree protection measures for the trees to be retained on the western boundary of the site.
- 7.20 Overall, it is considered that, subject to the agreement of tree protection for the trees to the western boundary, and full details of new tree planting and other landscaping and boundaries, the proposed layout is acceptable.
- 7.21 The design, scale, form and layout of the proposal is considered acceptable and policy compliant in respect of design and character matters.

Impact on Residential Amenity

- 7.22 Policy DM1 of the Development Management Document states that development should, *“protect the amenity of the site, immediate neighbours and surrounding area, having regard for privacy, overlooking, outlook, noise and disturbance, visual enclosure, pollution and daylight and sunlight.”*

Light, Outlook and Privacy

- 7.23 The proposal seeks to demolish the existing building and erect a replacement church / community building on the site which includes a car parking area for 17 cars to the west of the site adjacent to the boundary with properties in Derek Gardens. The replacement building is single storey only but is larger than the existing building.
- 7.24 The new building is however, proposed to be located significantly further away from the neighbours to the west in Derek Gardens than the existing church buildings. The site plan shows that a gap of between 16m and 21m would be provided to the boundaries with these residential properties and that there would be a distance of between 27m and 31m to the rear elevations of these properties.

The development also proposes to retain 4 of the largest existing trees on this boundary which will continue to provide a visual screen between the new building and the proposed car parking area and the existing residential properties. Overall, it is considered that the proposed design and layout, will have no unacceptable impacts on the amenities of the closest neighbours in Derek Gardens in terms of dominance, an overbearing impact, overshadowing, means of enclosure light, outlook and privacy.

- 7.25 To the south the site adjoins St Stephens Vicarage which is under the same ownership as the church. The reorientation of the site means that the proposed building is much closer to the flank of the vicarage than the existing church, but it is orientated away from this neighbour. The gap between the proposal and the vicarage would be between 4m and 9.5m. The Vicarage has a mixed-use including community and worship at ground floor and a self-contained flat above. There are some small windows on the flank elevation facing the site but these are either to non-habitable rooms or secondary windows. Overall, it is considered that the proposal will have no unacceptable impacts on the amenities of this neighbour in terms of dominance, an overbearing impact, overshadowing, means of enclosure light, outlook and privacy.
- 7.26 The only other neighbours are the properties across the road on the northern side of Alton Gardens. Although the new building is larger than the existing church and extends further forward, given the separation, it is considered that the proposal would not have a detrimental impact in terms of dominance, an overbearing impact, overshadowing, means of enclosure light, outlook for these neighbours.

Noise and Disturbance

- 7.27 An indicative program of activities for the building has been provided with the application. This confirms the operational hours to be 9am – 10pm and that it will be used for a range of activities including worship, toddler groups, scouting activities and other community uses such as fitness classes. The projected timetable shows the building would be used more in the daytime than the evenings. This range of uses is similar to the current uses at the existing church and the associated vicarage.
- 7.28 The new building may lead to an increase in the level of activities at the site as compared to the existing facility, however, it will also be built to modern standards and is therefore better able to mitigate noise from such activities than the existing building. The proposed uses and operating hours are considered to be compatible with the use of the building and surrounding residential area and the hours of use can be controlled by condition. It is considered reasonable to allow the building to be used from 8am to enable setting up time for activities.
- 7.29 A car park for 17 vehicles is proposed to the western side of the building. As noted above the 4 largest trees on this boundary are proposed to be retained and this will maintain a strong physical barrier and sound buffer between the proposed car park and the neighbours to the west, mitigating the impact of vehicles in this location to an acceptable degree.
- 7.30 Subject to a condition restricting the hours of use of the building to between 8am and 10pm, it is considered that the proposal in terms of noise and disturbance from users of the building and the proposed car park will have no unacceptable impacts on neighbour amenity.

Plant

- 7.31 A community café use is proposed at the front of the site. The agent has confirmed that any plant required for the kitchen will be located within the roof void. No details of plant have been submitted with the application.
- 7.32 Given the relatively modest scale of the café kitchen it is considered that a condition could be imposed to ensure that full details of any plant at the site, including associated noise reports, be submitted to and approved by the Council prior to its installation.
- 7.33 Subject to conditions relating to hours of use and the installation of plant, the proposal is considered to be acceptable and policy compliant in its impact on neighbour amenity.

Traffic and Transportation Issues

- 7.34 Policy DM15 requires new places of worship to provide a maximum of 1 car parking space per 10 sqm and 1 cycle space per 4 staff plus an element of visitor cycle parking. The proposal now includes 17 car parking spaces to the rear of the building including 2 disabled spaces. This is 9 additional spaces compared to the initial submission. 6 Sheffield style cycle stands are also proposed on the forecourt facing Manners Way.
- 7.35 There are currently no off-street car parking spaces at the site, so the new car parking spaces proposed will help to reduce parking stress in the area. In addition, the site is close to the bus route which runs along Rochford Road nearby to the north and also in walking distance of the Airport railway station. Manners Way is a classified road.
- 7.36 The Design and Access Statement includes some information about how the existing users travel to the site. This confirms that most users live within the parish boundary which is up to 1 mile from the site and either walk or are dropped off by minibus or car. The highest use of the building is the Sunday service which has a congregation of 65. Other activities at the site typically have up to 20 users.
- 7.37 The surrounding area is considered to suffer from parking stress. The initial scheme proposed only 8 car parking spaces including one space on Manners Way which was considered to be unsafe. Following concerns raised by the council Highways Officer the scheme was amended and the number of on-site parking spaces increased to 17, including 2 disabled spaces, all of which are accessed from Alton Gardens. Taking into consideration the lack of parking for the existing church, the council Highways Officer considers the revised level and arrangement of parking to be satisfactory. The proposal is therefore acceptable and policy compliant in this regard.
- 7.38 As noted previously, it is the intention to phase the construction of the development. It will therefore be necessary to ensure that parking provision at the site for each phase meets the demands of the uses enabled at that phase of work. It is expected that parking would be provided in the early phases. The agent has therefore agreed that full details of phasing, including car park provision, will be submitted and agreed prior to the commencement of the development. Subject to this condition, the proposal is acceptable and policy compliant in this regard.

Cycle Parking

- 7.39 As noted above, 6 Sheffield cycle stands would provide 12 cycle spaces at the front of the building. This is considered to be sufficient for visitors. No information has been provided for staff cycle spaces, however it is considered that there would be scope for these to be provided to the rear of the site within the car park area and this can be secured by condition. The proposal is therefore acceptable and policy compliant in this regard.

Refuse and Recycling

- 7.40 The site plan shows a refuse store and a recycling store adjacent to the car park access on Alton Gardens but no details have been provided. The level of waste storage shown here is considered to be sufficient for the site and the location is accessible for waste and recycle collection vehicles. Full details of the store will need to be agreed by condition to ensure that they are compatible with the streetscene. As noted above the construction of the building is proposed to be phased and it will be important to ensure that sufficient refuse and recycling storage is provided for each phase of the development. This can also be covered in the condition. Subject to the agreement of these details, the proposal is acceptable and policy compliant in this regard.

Deliveries

- 7.41 The car parking area is of sufficient size to accommodate deliveries to the site, including for the café. The opening hours of the building will sufficiently restrict the times that deliveries can be made. The proposal is acceptable and policy compliant in this regard.
- 7.42 Overall, therefore, subject to conditions noted above, the proposal is acceptable and policy compliant in terms of traffic and transportation.

Sustainability

- 7.43 Sustainable development is a key objective of the NPPF.
- 7.44 Policy KP2 of the Core Strategy requires that *“at least 10% of the energy needs of new development should come from on-site renewable options (and/or decentralised renewable or low carbon energy sources).* Policy DM2 of the Development Management Document states that *“to ensure the delivery of sustainable development, all development proposals should contribute to minimising energy demand and carbon dioxide emissions”.* This includes energy efficient design and the use of water efficient fittings, appliances and water recycling systems such as grey water and rainwater harvesting.
- 7.45 The proposed building will be constructed of re-purposed shipping containers which are considered to be recycled materials. This is a positive aspect of the scheme.
- 7.46 No information has been submitted in relation to renewables; however, given the size of the development and its large south facing roof, it is considered that full details of the required renewables can be agreed by condition.

Drainage

- 7.47 Policy KP2 of the Core Strategy states all development proposals should demonstrate how they incorporate sustainable drainage systems (SUDS) to mitigate the increase in surface water runoff and, where relevant, how they will avoid or mitigate tidal or fluvial flood risk.
- 7.48 The site is located within flood zone 1 low risk. A flood risk assessment and drainage strategy has been submitted with the application. This proposes permeable paving and cellular attenuation crates be installed to provide sustainable drainage but the proposed drainage attenuation plan has not been updated following amendments to the scheme. Given the scale of the development it is considered that full details of sustainable drainage can be required by condition. Subject to this condition, the proposal is acceptable and policy compliant in this regard.

Contamination

- 7.49 A remediation strategy has been submitted with the application. This concludes that there is no need for decontamination at the site. No concerns have been raised by the Councils Environmental Health Officer in relation to this issue. The proposal is therefore acceptable and policy compliant in this regard.

Community Infrastructure Levy (CIL)

- 7.50 Although this application is CIL liable, in this instance the chargeable amount has been calculated on the basis of a zero rate as applicable to a not for profit community use. However, it is recommended that a condition be applied to this permission restricting the nature of the use within Use Class F.1 to prevent future changes in the use of the building to a use that would not be zero rated and would have a greater impact in terms of infrastructure requirements. The reason for this condition should be to determine the scope of this permission in terms of its impact on community infrastructure in accordance with Core Strategy 2007 Policy CP6.

8 Conclusion

- 8.1 Having taken all material planning considerations into account, it is found that subject to compliance with the attached conditions, the principle of the proposed development is acceptable and compliant with the objectives of the relevant development plan policies and guidance. Subject to conditions, the proposal would have an acceptable impact on the amenities of neighbouring occupiers and the character and appearance of the application site, street scene and the locality more widely. There would be no materially adverse traffic, parking or highways impacts caused by the proposed development. This application is therefore recommended for approval subject to conditions.

9 Recommendation

- 9.1 **MEMBERS ARE RECOMMENDED TO GRANT PLANNING PERMISSION subject to the following conditions:**

01 The development hereby permitted shall begin not later than three years of the date of this decision

Reason: Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990

02 The development hereby permitted shall be carried out in accordance with the following approved plans 0422-PL01-P1, 0422-PL02-P1, 0422-PL07-01, 0422-PL03-P2, 0442-PL05-P2, 0422-PL06-02, 0422-PL08-02, 0422-PL09-P1, 0422-PL10-04, 0422-PL12-02

Reason: To ensure that the development is carried out in accordance with the Development Plan.

03 The development hereby approved shall be used for purposes falling within use class F.1 as defined under the Town and Country Planning (Use Classes) Order Regulations 2020 or any change of use permitted under the Town and Country Planning (General Permitted Development) Order 2015 (as amended) or in any provisions equivalent to those in any statutory instrument revoking and re-enacting these Orders, with or without modification.

Reason: To ensure the development is implemented in accordance with the permission sought and is retained for the benefit of the wider community in accordance with the National Planning Policy Framework (2019), Policies KP2 and CP4 of the Southend-on-Sea Core Strategy (2007), Policies DM1 and DM3 of the Southend-on-Sea Development Management Document (2015) and the advice contained within the Southend-on-Sea Design and Townscape Guide (2009).

04 Notwithstanding the details shown on the plans submitted and otherwise hereby approved, no construction works other than demolition and construction up to ground floor slab level shall take place until full product details of the materials to be used on all the external elevations, including exposed frame, roof, rooflights and lantern, tower, walls, windows and doors, rainwater goods, entrance gates and boundaries have been submitted to and approved in writing by the local planning authority. The development shall only be carried out in accordance with the approved details before it is brought into use.

Reason: To safeguard the visual amenities of the area, in accordance with the National Planning Policy Framework (2019) Core Strategy (2007) policy KP2 and CP4, Development Management Document (2015) Policy DM1 and advice contained within the Southend Design and Townscape Guide (2009).

05 Notwithstanding the details shown on the plans submitted and otherwise hereby approved, no construction works other than demolition and construction up to ground floor slab level shall take place until detailed design drawings of the tower, rooflight and lantern, external windows and doors, gates, and eaves (including rainwater solution) at scales of 1:20, 1:10 or 1:1 as appropriate have been submitted to and agreed in writing by the local planning authority. The development shall be carried out in accordance with the approved details before it is brought into use.

Reason: To safeguard the visual amenities of the area, in accordance with the National Planning Policy Framework (2019) Core Strategy (2007) policy KP2 and CP4, Development Management Document (2015) Policy DM1 and advice contained within the Southend Design and Townscape Guide (2009).

06 Notwithstanding the details shown on the plans submitted and otherwise hereby approved, no construction works other than demolition of the existing building shall take place until full details of both hard and soft landscape works to be carried out at the site have been submitted to and approved in writing by the local planning authority. The approved hard landscaping works shall be carried out prior to first occupation of the development and the soft landscaping works within the first planting season following first occupation of the development, unless otherwise agreed in writing by the local planning authority. The details submitted shall include, but not limited to:-

- i proposed finished site levels or contours;**
- ii. means of enclosure, of the site including any gates or boundary fencing;**
- iii. car parking layouts;**
- iv. other vehicle and pedestrian access and circulation areas;**
- v. hard surfacing materials;**
- vi. full details of the replacement play equipment and other associated structures (e.g. benches, litter bins, security fencing, bollards, protective surfacing). The play equipment must provide an equivalent level of equipment to the existing playground which includes rocking x 2, swinging, rotate x 2, balance, slide and climb. All equipment and structures must meet British and European Standard for playground equipment BS EN1176;**
- vii. details of the number, size and location of the trees, shrubs and plants to be retained and planted together with a planting specification and tree management plan.**
- ix. details of measures to enhance biodiversity within the site;**

Any trees or shrubs dying, removed, being severely damaged or becoming seriously diseased within five years of planting shall be replaced with trees or shrubs of such size and species as may be agreed with the Local Planning Authority

Reason: In the interests of visual amenity of the area and the amenities of occupiers and to ensure a satisfactory standard of landscaping pursuant to Policy DM1 of the Development Management Document (2015) and Policy CP4 of the Core Strategy (2007)

07 The area denoted as 'public playground' on plan reference 0422-PL05-02 hereby approved, shall be provided in full, including play equipment, protective surfaces, benches, bins and boundaries, prior to the first occupation of any part of the proposed development and shall be retained and maintained in perpetuity for the wider community.

Reason: In the interests of amenity in accordance with the National Planning Policy Framework (2019) and Policies KP2, CP4 and CP7 of the Core Strategy, Policies DM1 and DM3 of the Development Management Document (2015) and the Design and Townscape Guide (2009).

08 The tree protection measures as set out in Appendix 4 of the Arboricultural Impact Assessment by A.T. Coombes Associates dated 22nd June 2020 shall be implemented in full prior to commencement of the development and be retained throughout each construction phase of the development. Implementation of the development shall be undertaken only in full accordance with British Standard 3998 and British Standard 5837.

Reason: A condition is justified to ensure the trees on and close to the site are adequately protected during building works in the interests of visual amenity and in accordance with Core Strategy (2007) policies KP2 and CP4, Development Management Document (2015) policy DM1 and advice contained within the Design and Townscape Guide (2009).

09 No development shall take place, including any works of demolition, until a Phasing and Construction Method Statement has been submitted to, and approved in writing by, the local planning authority. The approved statement shall be adhered to in full throughout each phase of the construction of the development. The details submitted statement shall include, but not limited to:-

- i) Full details of the extent of each phase of the development including how it will be left at the end of each phase.**
- ii) Full details of how the wider site will be maintained between phases including safety and access.**
- iii) Full details of the extent of parking provision, cycle parking provision and refuse and recycling storage to be provided at each phase.**
- iv) Full details of construction management for each phase of the build including:
 - a. Location for the parking of vehicles of site operatives and visitors.**
 - b. Location for loading and unloading of plant and materials.**
 - c. Location of storage of plant and materials used in constructing the development.**
 - d. Details of measures to control the emission of dust and dirt during construction.**
 - e. A scheme for recycling/disposing of waste resulting from demolition and construction works that does not allow for the burning of waste on site.****

Reason: A pre commencement condition is justified to ensure that each phase of the development is properly considered in terms of provision of parking and refuse facilities and the impact on neighbours and the wider streetscene. This is in accordance with the National Planning Policy Framework (2019), Core Strategy (2007) policies KP2 and KP4, Development Management Document (2015) policies DM1 and DM15 and the Southend Design and Townscape Guide (2009).

10 The 17 car parking spaces (including 2 disabled spaces) and the associated vehicular access for the spaces to access the public highway, shown on approved plan 0422-PL05-P2 shall be provided and made available for use at the site prior to the first occupation of the main worship space hereby approved. The car parking spaces and the associated vehicular access to and from the public highway shall thereafter be permanently retained solely for the parking of vehicles and the accessing of the car parking spaces in connection with the occupiers of the

dwelling hereby approved and their visitors.

Reason: To ensure that satisfactory off-street car parking is provided in the interests of residential amenity and highways efficiency and safety, in accordance with the National Planning Policy Framework (2019), Core Strategy (2007) policy KP2, Development Management Document (2015) policy DM15 and the Southend Design and Townscape Guide (2009).

11 Prior to the first occupation of any part of the building hereby approved, full details including materials, for the refuse and recycling store and cycle storage for staff and visitors at the site and details of the level of provision of refuse storage and cycle storage at each phase of the development shall be submitted to and approved by the local planning authority. The development shall be implemented in accordance with the approved details before each phase of the development is first occupied for the approved use.

Reason: To ensure the provision of adequate cycle parking in accordance with policies DM8 and DM15 of The Development Management Document (2015).

12 No drainage infrastructure associated with this development shall be undertaken unless and until details of the design implementation; maintenance and management of a scheme for surface water drainage works (incorporating Sustainable Urban Drainage (SuDs) Principles) have been submitted to and approved by the local planning authority. The approved scheme shall be implemented, in accordance with the approved details before the development is occupied or brought into use and be maintained as such thereafter in perpetuity.

Reason: To prevent flooding by ensuring the satisfactory storage and disposal of surface water from the site for the lifetime of the development and to prevent environmental and amenity problems arising from flooding in accordance with the National Planning Policy Framework (2019), Policy KP2 and CP4 of the Core Strategy (2007) and Policy DM2 of the Development Management Document (2015).

13 No extraction and ventilation equipment shall be installed until and unless full details of its location, design and technical specifications and a report detailing any mitigation measures proposed in respect of noise and odour impacts has been submitted to, and approved in writing by, the Local Planning Authority. The installation of extraction equipment shall be carried out in full accordance with the approved details and specifications and any noise and odour mitigation measures undertaken in association with the agreed details before the extraction and ventilation equipment is brought into use. With reference to British Standards BS4142 the noise rating level arising from all plant and extraction/ventilation equipment shall be at least 5dB(A) below the prevailing background at 3.5 metres from the ground floor facades and 1m from all other facades of the nearest noise sensitive property with no tonal or impulsive character.

Reason: To protect the amenities of the occupiers from undue noise and disturbance in order to protect their amenities in accordance with Core Strategy (2007) policies KP2 and CP4, Policies DM1, DM3 and DM8 of the Development Management Document (2015) and Design and Townscape Guide (2009).

14 The development hereby permitted shall not be operational outside the following times: 08:00 hours until 22:00 hours on Monday to Sundays including Bank Holidays. There shall be no deliveries to the site outside of these hours.

Reason: In order to protect the amenities of occupiers of surrounding occupiers in accordance with policies KP2 and CP4 of the Core Strategy (2007) and Policies DM1 and DM3 of the Development Management Document (2015).

15 No external lighting shall be installed on the building other than in accordance with details that have previously been submitted to and approved in writing by the local planning authority. No additional external lighting shall be installed on the building or within the site without the prior written consent of the Local Planning Authority.

Reason: In the interest of the visual amenities and character of the conservation area, and to protect the amenities of surrounding occupiers in accordance with policies KP2 and CP4 of the Core Strategy (2007) and Policies DM1 and DM5 of the Development Management Document (2015).

16 A scheme detailing how at least 10% of the total energy needs of the development will be supplied using on site renewable sources shall be submitted to, agreed in writing by the Local Planning Authority and implemented in full in accordance with the approved details prior to the first occupation of the worship area hereby approved. This provision shall be made for the lifetime of the development.

Reason: To minimise the environmental impact of the development through efficient use of resources and better use of sustainable and renewable resources in accordance with the National Planning Policy Framework (2019), Core Strategy (2007) policy KP2 and CP4, Development Management Document (2015) policy DM2 and the Southend Design and Townscape Guide(2009).

17 Construction Hours for the development hereby approved shall be restricted to 8am – 6pm Monday to Friday, 8am - 1pm Saturday and not at all on Sundays or Bank Holidays.

Reason: In the interests of visual amenity and the amenities of neighbours and to ensure a satisfactory standard of landscaping pursuant to Policy CP4 of the Core Strategy (2007) and Policies DM1 and DM3 of the Development Management Document (2015).

The Local Planning Authority has acted positively and proactively in determining this application by identifying matters of concern within the application (as originally submitted) and negotiating, with the Applicant, acceptable amendments to the proposal to address those concerns. As a result, the Local Planning Authority has been able to grant planning permission for an acceptable proposal, in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework. The detailed analysis is set out in a report on the application prepared by officers.

Informatives:

01 Community Infrastructure Levy Liability Notice: You are advised that in this instance the chargeable amount for the Community Infrastructure Levy (CIL) has been calculated as zero under the CIL Regulations 2010 (as amended) due to the specific nature of the use. However, should the nature of the use change then you are advised to contact the Planning and Building Control Group to discuss the requirement for planning permission and CIL liability.

02 You should be aware that in cases where damage occurs during construction works to the highway in implementing this permission that Council may seek to recover the cost of repairing public highways and footpaths from any party responsible for damaging them. This includes damage carried out when implementing a planning permission or other works to buildings or land. Please take care when carrying out works on or near the public highways and footpaths in the Borough.

03 The applicant is advised that following the commencement of the development the playground lease will be out of date and will need to be re-negotiated with the Councils Assets and Parks Teams.

04 The applicant is advised that if a crane or piling rig is required to construct the development a safeguarding assessment will need to be undertaken by the Airport. Applications should be directed to sam.petrie@southendairport.com / 01702 538521.