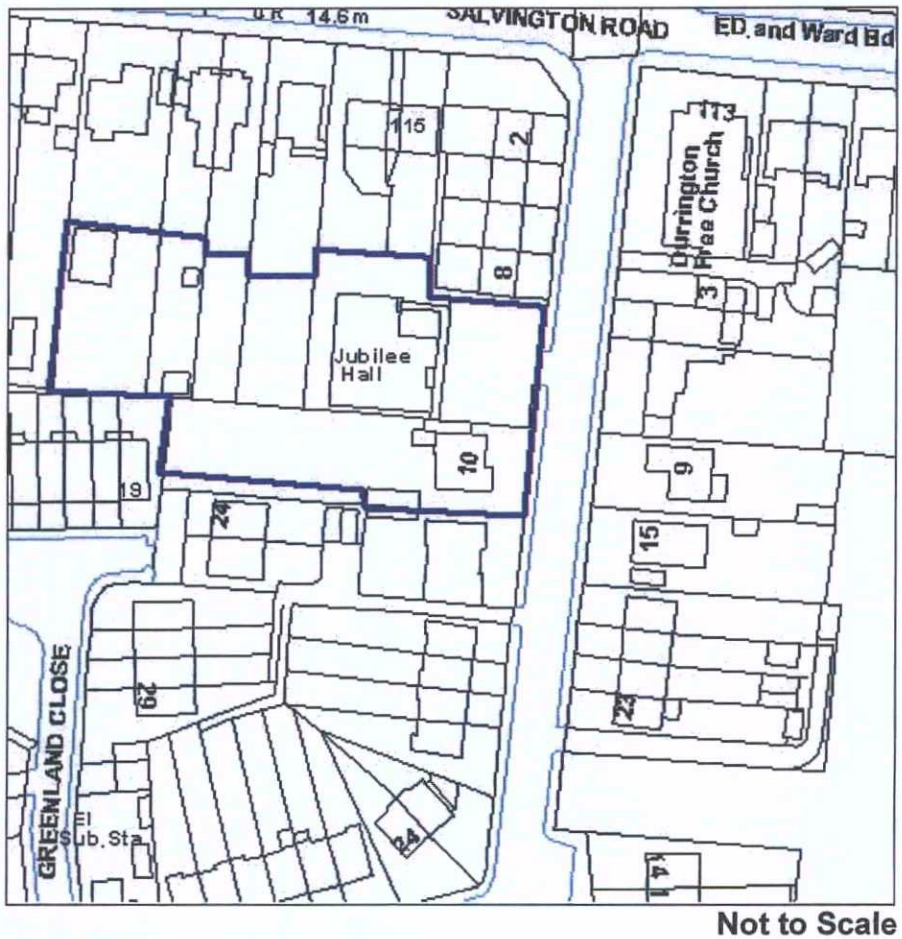
Mr Roger Saville
New Life Church

WB/10/0780/FULL
DUR
JMO

Location : New Life Baptist Church 10 Greenland Road

Proposal: Demolition of the Jubilee Hall and outbuildings and of 10 Greenland Road and outbuildings and erection of a new church building with associated facilities including auditorium, meeting room, coffee shop, book shop, stores and small hall, 27 car parking spaces, 1 minibus and 2 disabled parking bays together with landscaping.



Not to Scale

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1. THE PROPOSAL AND THE SITE

Planning permission is sought by the New Life Church for the demolition of the Jubilee Hall and adjoining detached bungalow at No. 10 Greenland Road and erection of a new church building. The site area is 0.275 hectare, and includes the former garden land at the rear of Nos. 121 and 123 Salvington Road.

The site is a maximum 41 metres wide and 79 metres deep, having a 35 metre wide frontage onto the west side of Greenland Road. The Jubilee Hall, to be demolished, dates from the mid-1960s, consisting of a larger, pitched-roof volume with single-storey flat-roofed elements attached to the south and east sides. The accommodation, all on one level, consists of the main church hall, a meeting room, cloakrooms, kitchen, store and entrance lobby. The siting of the Hall is somewhat anomalous in the street, being situated further into the site (west) compared to the building line of the residential dwellings adjoining to the north and south in Greenland Road. There is a tarmac car park in front of the Jubilee Hall with vehicular access from Greenland Road. An access drive to the north side of the Hall leads to a further, large expanse of tarmac car park at the rear of the building, wrapping around to the rear of No. 10 Greenland Road. The latter consists of a detached bungalow within its own plot with modest-sized front and rear gardens. It has been used as administrative offices in connection with the Church, including occasional prayer meetings, since 1992. Conditional planning permission was granted in 2004 for the use of the former garden and summer house to the rear of Nos. 121 and 123 Salvington Road for occasional social events in connection with the Church. The number of social events is limited to 6 per calendar year (WB/04/01353/FULL refers).

The application site adjoins residential properties in Greenland Road to the north (No. 8) and south (No. 12); in Salvington Road to the north and west (No. 115 - 125); and Greenland Close to the south and west (Nos. 16-19 and 24).

(The existing Church building occupies a corner site on the east side of Greenland Road, primarily fronting onto Salvington Road. It does not form part of this application.)

The proposed new Church centre building will provide a gross internal floor area of 1,235 square metres (some 775 square metres larger than the existing Jubilee Hall and bungalow buildings to be demolished), on the ground-floor consisting of the main auditorium (365 chairs in total) with a stage, stores, flower/cleaner's room, plant room, changing rooms, bookshop/reading room, reception, small hall, meeting room, coffee shop (approximately 64 covers) with kitchen and servery, WCs (including disabled WC), 3 staircases (including fire escape) and platform lift to first-floor. The main building volume would comprise the auditorium with a void above. The first-floor accommodation would consist of 5 offices plus a kitchenette, 4 meeting rooms of various sizes plus a separate kitchen, store, plant room and WCs (including disabled WC). The main public entrance to the building is located at the front, from the east.

The main front elevation of the new Church building incorporating the main entrance would be sited at an angle to Greenland Road, with the forward-most south-east corner positioned 6.1 metres from the edge of the highway, roughly in line with the front building line of Nos. 2-8 Greenland Road to the north, and No. 12 Greenland Road to the south, and the north-east corner set back some

15.5 metres from the edge of the highway. The main auditorium would have a shallow mono-pitched roof with the tallest part (10 metres high) in the centre of the site, sloping down to an eaves height of 7.6 metres on the north side. The stage would be contained within a smaller-scale, flat-roofed protrusion (5.8 metres high) on the north side of the auditorium. The remaining 2-storey element of the building would 'wrap around' the auditorium to the south and west, the rear part having a shallow, dual-pitched roof with a short east-west ridge (8.6 metres high), the larger expanse of southern roof slope forming a mono-pitch, positioned below the taller auditorium roof. The eaves height of this 2-storey element would vary between 6.5 metres on the north side and 6.4 metres on the south side. The front south-east part of the building would consist of an irregular-shaped, single-storey element.

Twenty eight car parking spaces are proposed within a car park at the rear of the building, served by a new 4.1 metre wide access drive off Greenland Road (positioned slightly to the north of the existing access serving No. 10 Greenland Road). In addition, 2 disabled parking bays are proposed on the north part of the site frontage with direct access from Greenland Road.

The application is accompanied by a Planning Statement by Saville Jones Architects, a Contaminated Land - Preliminary Risk Assessment by Hemsley Orrell Partnership and a Green Travel Plan.

2. DESIGN AND ACCESS STATEMENT

The salient points of the applicant's Design and Access Statement are summarised below:-

The Church identified the accommodation it would require within a new building as follows:-

- Welcoming entrance and reception with accommodation for receptionist;
- Coffee lounge/shop with seating for 50-60 people and associated kitchen facilities;
- Bookshop/reading room for individuals or small groups;
- A multi-use hall that will provide a worship space on Sunday, but be used for other activities during the week. This should provide seating for approximately 350 people but also be capable of being divided off into smaller areas when required;
- Within the multi-purpose auditorium there will be a platform for the worship leaders and instrumentalists; a sound desk for control of PA and audio-visual presentations/equipment; and also a baptistery pool under the floor for baptism by total immersion;
- Storage off the multi-purpose hall for chairs etc. the allow the flexible use of the hall;
- Changing rooms for baptismal candidates (minimum 2);
- Flower preparation room, which could double as cleaners store;

- Meeting rooms – 4 no. of varying sizes to accommodate different sized groups;
- A large meeting room or small hall for larger groups, and capable of sub-division;
- Five offices each suitable for one person but with capacity for seated visitors;
- A small kitchenette related to the office (to allow staff to make tea);
- Toilet accommodation on both floors, including fully compliant accessible toilet facilities;
- Passenger lift to upper floor level;
- Plant room to suit building installations.

The proposals bring part of the building forward towards Greenland Road in order to give the church a presence within the streetscape, as befits a religious building. The entrance therefore reaches out to the street with paving and landscaping to draw people into the building. The entrance to the building is designed to be open and approachable, breaking down the barriers that sometimes exist at entrance to church buildings.

Given that the site is surrounded by houses the design has been developed so that the largest volume – the auditorium – is located towards the centre of the site. The bulk of the building has been carefully fragmented by stepping down the roof profile. This also allows natural light to penetrate into the heart of the building.

The tallest section of the building is the auditorium and this articulates the use of the building, which is primarily a centre for worship. The lower roofs and single-storey elements contain the ancillary accommodation, such as offices, meeting rooms and coffee shop.

The front elevation contains a rich palette for materials, including render, timber and glass, including coloured glazing panels to the auditorium area. The careful modelling and articulation of this elevation provides the status that a church building would normally have, but on a human scale. The contemporary design portrays a modern image, which the Church is keen to do, and reflects their style or worship and community involvement. The new building will be called the 'New Life Centre', a name which seeks to emphasise the fact that the new building is for all members of the community and not just for church members.

The main entrance leads into a welcoming entrance foyer with direct access to reception, the coffee shop and the auditorium. There is then access via a ground floor circulation area to toilets, meeting rooms, kitchen and small hall, and by stairs or lift to the first-floor accommodation, which includes offices, meeting rooms and toilets. The site surrounding the building and car park will be landscaped and planted with trees and shrubs. Some of the existing planting, particularly to the western end of the site will be retained where possible. New Planting will take account of the adjacent properties and provide screening from the access road and car park areas, in order to enhance the amenity that these adjacent properties currently enjoy.

In common with most modern churches the facilities within the new building will be for the community of Durrington, as well as for the church membership and congregation. The Church is already involved in a number of community activities including Friendship Clubs for the elderly, a community Coffee Shop serving snacks and lunches, Torch Trust for the Blind, AA Meetings, Tiny Treasures Toddlers Groups, Whizzkids and In-between kids clubs, Seniors 'Holiday at Home' Christmas Day meal and entertainment, Craft Club, children's holiday scheme, charity quiz nights, salsa evenings and barn dances, Ignite Youth Club, Twenties Group, Street Dance, police surgeries, residents' association, WCVS community engagement worker, and events for people with learning difficulties. The Church runs some of these and hosts others. It would be hoping to improve upon the services it can offer to the local community through the provision of new, more flexible premises. The purpose of the new building is not to increase the number of activities.

Sustainability

The following features demonstrate specific sustainability factors:-

- The building will be insulated to a better standard than Building Regulations require.
- The use of natural daylight will reduce reliance on artificial lighting during daylight hours.
- Wherever possible rooms will be naturally ventilated including the auditorium where 'wind catchers' are proposed.
- Under-floor heating is proposed to most areas.
- Rainwater harvesting is proposed, which will be used for flushing toilets.
- Thermal solar panels are proposed for one south-facing roof to supplement the domestic hot water.
- An air source heat pump is proposed which works most efficiently with under-floor heating.

These features will help reduce the carbon footprint and help reduce running costs.

Access

The site is situated within a mainly residential area with local shops, library and school within a few minutes walk. There are buses serving Salvington Road within a few metres of the site. The nearest train station is Durrington rail station, approximately 1.3 miles distant. The site is close to the A27 providing good vehicular links to the east and west and also linking with the A24 from the north.

A Green Travel Plan has been prepared by the Church and accompanies the application.

Vehicular and pedestrian access to the site is from Greenland Road with pedestrian access at the front. Car parking is at the rear of the building with an access road along the south side, which would include speed ramps to reduce vehicle speeds. There are two disabled parking bays with direct access from Greenland Road. The service road provides sufficient access for fire engines and other emergency service vehicles to reach the rear of the building.

3. CONSULTATIONS

The initial comments of the **Highway Authority** are as follows:-

"*The applicant is requested to provide the following:-*

1. *A Transport Statement in line with West Sussex County Council guidance (the net increase of 750 square metres floorspace is within the Department for Transport threshold for transport statements for Class D1 uses.*
2. *Evidence that proposals for the permanent site access conform with guidance in manual for Streets, as amended."*

Following the receipt of the Transport Statement the following comments have been received:-

"The transport statement gives details of current and anticipated usage of the church and demonstrates that the proposed building will accommodate a modest increase in usage. However the applicant proposes to reduce the number of car parking spaces from the current 40 to 30 (the latter to include a minibus space and 2 disabled user spaces). The applicant has carried out a parking survey covering local roads which demonstrates that there is sufficient capacity on-street to accommodate parking demand which cannot be accommodated on-site. The applicant has also prepared a travel plan. The proposals for parking are therefore acceptable to the highway authority, although it is recommended that the travel plan be developed and re-submitted for formal approval.

No details of the proposed access have been submitted. The applicant should submit these along with a road safety audit, designer's response and (if appropriate) an exception report.

Conditions

MODIFIED ACCESS
The proposed vehicular/pedestrian/cycle modified access to Greenland Road shall be designed/constructed and provided with visibility zones, in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority, all to be permanently maintained to a specification to be agreed with the Local Planning Authority and the visibility zones shall be kept permanently clear of any obstruction.

DRAINAGE
The development hereby permitted shall not be implemented until the surface water drainage of the site has been designed so as to prevent the discharge of water onto the public highway. Details shall be submitted to and approved in writing by the Local Planning Authority.

PARKING AND TURNING
No new development shall be occupied until space has been laid out within the site in accordance with the approved plans for maximum 30 cars/minimum 14 cycles to be parked and for vehicles to turn so that they may enter and leave the site in forward gear. The parking/turning area shall be used and retained exclusively for its designated purpose.

CONSTRUCTION MANAGEMENT PLAN
No development shall start until a Construction Management Plan, to include details of:-
Element 1: Public Safety, Amenity and Site Security
Element 2: Operating Hours, Noise and Vibration Controls
Element 3: Air and Dust Management
Element 4: Stormwater and Sediment Control
Element 5: Waste and Materials Re-use
Element 6: Traffic Management
has been submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be implemented during the construction period.

Reason: The above conditions are required in order that the development should not prejudice highway safety nor cause inconvenience to other highway users.

TRAVEL PLAN
Prior to the commencement of the development the applicant shall:-
a) Submit for the written approval of the Local Planning Authority a Travel Plan in accordance with the aims and objectives of PPG13 (March 2001) and in general accordance with West Sussex County Council guidance on travel plans.
b) The applicant shall then implement the approved travel plan and thereafter maintain and develop the travel plan to the satisfaction of the Local Planning Authority.

Reason: The above condition is required in recognition of Planning Policy Guidance Note 13 - Transport."

Southern Water requests that should the application receive approval, a condition is added requiring that the development shall not commence until details of the proposed means of surface water disposal has been submitted to and approved in writing by the Local Planning Authority in consultation with Southern Water. An informative should be added informing the developer that

a formal application for connection to the public sewerage system will be required to service the development.

The **Sussex Police Crime Prevention Design Advisor** comments as follows:-

"*The Safer Places document from the ODPM, (2004) offers a good practice guide for the creation of well designed and safe places through the planning system. The Crime & Disorder Act 1998 heightens the importance of taking crime prevention into account when planning decisions are made. Section 17 of the Act places a clear duty on both police and local authorities to exercise their various functions with due regard to the likely effect on the prevention of crime and disorder. You are asked to accord due weight to the advice offered in this letter which would demonstrate your authority's commitment to work in partnership and comply with the spirit of The Crime & Disorder Act.*

The level of crime when compared to the rest of Sussex is average at this location. I was pleased to see that the Design and Access Statement submitted in support of the application gave details of crime prevention measures to be incorporated in the design and layout of the development. Guidance on Information Requirements and Validation (CLG 2010), Section 6, Paragraph 132, states, "PPS1 makes clear that a key objective for new developments should be that they create safe and accessible environments where crime and disorder or fear of crime does not undermine quality of life or community cohesion. Design and access statements for outline and detailed applications should therefore demonstrate how crime prevention measures have been considered in the design of the proposal and how the design reflects the attributes of safe, sustainable places set out in Safer Places – The Planning System and Crime Prevention".

In an endeavour to reduce the opportunity for crime and the fear of crime I would like to offer the following comments:-

The layout provides good open surveillance, however, the planting should be no higher than 1 metre so as to remove potential hiding places for would be offenders.

In keeping with the rest of the walls and fencing around the perimeter, I recommend that the existing 1.2 metre high wall on the south westerly boundary, be topped with 600mm of trellis to maintain the same security deterrent as the rest of the perimeter but also giving an ascetic appearance.

Doors and windows to comply with LPS 1175 SR2 with ground floor and easily accessible glazing to be laminated.

The vehicle entrances may require a form of vehicle barrier to deter unauthorised out of hours parking and discourage the attention of vehicle and persons congregating within, and the subsequent anti social behaviour that follows.

The bin storage area should be designed so as not to provide climbing aids to gain access into the property. In the event of a potential arson attack the installation of lockable gates with locks to BS3621 should be considered.

For advice on secures cycles I recommend www.bikeoff.org/design_resource

The installation of a monitored intruder alarm system would be beneficial.

Lighting in and around the entrance, communal areas and car park should conform to BS 5489-1:2003."

The **Council's Arboricultural Officer** comments as follows:-

"The proposed landscaping around the site perimeters is all a bit weak and cannot be expected to provide adequate screening for the properties or the boundary walls and fences. A more coherent landscape design perhaps with a more limited palette of stronger plant groups and lines is required to reflect the contemporary building design and desired modern image.

In this respect the use of recognised and robust evergreen screening plants such as Griselinia, Holly, Viburnum tinus, Pittosporum and even Beech and native hedgerow species should be used to give some depth and height. This should be supplemented with fastigiate trees such as Holly, Hornbeam at changes in direction. Some trees of stature such as the fastigiate Hornbeam (Carpinus betulus 'Frans Fontaine') or Birch (Betula pendula 'Tristis') are required at the entrance to give some vertical landscape element in the foreground in views of the church from the highway but without introducing a barrier; the Prunus Amanagowa are too small and could be replaced with a single large tree. The Peach trees (Prunus persica) on the south boundary cannot be expected to fruit well being planted with an eastern aspect; they are weak trees that need lots of herbicides and care to prevent diseases and would be better replaced with more robust species that would give a focal point and help screen traffic and associated lights.

The proposed climbers on the boundary on the north side would be better replaced with a good hedge as a back drop to the lawn and specimen planting.

The use of gravel as a surface treatment would be better replaced with mulches and ground cover planting to give a softer green effect.

With regard to existing trees the plans received do not give an accurate site plan but it appears that the extensions westward into the gardens of Nos. 121-123 Salvington Road involve the loss of a group of trees, the most notable of which is a mature Corkscrew willow; this is in a reasonable condition but is not a particularly good or long lived landscape tree and is vulnerable to disease. The most visually important trees are two wild cherries in adjacent gardens which do not appear to be at risk."

The **Executive Head of Health, Housing and Community Safety:** The initial comments of the Senior Environmental Health Officer (Environmental Protection Team) are as follows:-

"The development has the potential to affect residential amenity from noise, light and cooking odours and I discuss each of these concerns below.

Noise
Noise may be produced by music (particularly amplified music), people noise (particularly when arriving and departing), vehicles arriving and departing (engine noise, car door slams) and mechanical services. I am surprised with a development of this size in a predominantly residential area, that the application makes little or no reference to noise. The only slight reference to noise is made in relation to the use of the access road and car park, which has the potential to cause disturbance particularly late at night. The design of the building is vital to ensure that noise breakout is kept to a minimum and I consider that some reference to building design (with reference to acoustic insulation) should have been made within the application.

The application refers to use of the building for other activities, some of which may require amplified music, so the design and acoustic insulation of the building in these circumstances is even more important. Information on acoustic insulation should therefore be supplied by the applicant.

There is a plant room on the western elevation, which has the potential to create noise disturbance to adjacent residents unless properly controlled. The noise produced by this plant must be submitted so that its potential impact on neighbouring properties can be assessed. A more detailed impact assessment may be required if we consider such plant is likely to adversely affect residential amenity.

I note that an external play area is proposed to the north of the site. The use of this could give rise to noise disturbance to adjacent residents unless properly controlled (noise from screaming and shouting, impact noises, etc). Further information on the proposals for the use of this area should therefore be sought from the applicant.

I see from the plans that the proposed coffee shop has a sliding door opening onto a terrace. In a highly residential area I would have serious concerns if this terrace were used as an additional seating area for the coffee shop, with noise being my main concern.

Overall, there is little or no consideration given to noise and its effects on neighbouring properties. Whilst I appreciate that this is a replacement for an existing facility, the new building is a major development designed to encompass all uses onto one site. As such controlling noise is, in my view, a major consideration and further information on this should be sought from the applicant as outlined above

Light
The car park has external lighting columns and the building has wall mounted lights. I would have expected a plan with isolux contours showing the effects of light spillage on neighbouring properties to have been submitted with the application. Without this and information on the luminaries to be used, hours of operation, height of any lighting columns, angle of beam and details of any shields I cannot comment on the likely impacts on residential amenity.

Cooking Odours
As a kitchen associated with a coffee shop is proposed, details of ventilation for the control of cooking odours and any associated noise should be submitted. This should include the location of ductwork and its termination point.

In summary without the information detailed above, I cannot properly comment on the likely impacts on residential amenity and the applicant should be requested to submit this information for consideration. As it stands I have serious concerns for potential harm to residential amenity."

The following further comments (summarised) are made in response to the supporting letter by Saville Jones Architects:-

"Noise from within the building
I recommend that any noise within the building does not increase the existing background noise levels within the area, both daytime and evening. The applicant will need to establish the existing background noise levels in order to achieve this.

Noise from Plant
A further assessment (a BS4142 assessment) may be required, which will need to relate to existing background noise levels.

Noise from Play Area
If the applicant propose to use the play area as stated within their subsequent support information then I have no major concerns. I would however suggest that the use of the garden be restricted as per the stated use, that is, no more that 3 days per week, for a maximum of 2 hours on any day in order to safeguard the amenities of nearby residents.

Light
I agree with the suggestion of a condition requiring plans and isolux plots."

The Environmental Health Technical (Contaminated Land) has commented on the submitted 'Preliminary Risk Assessment – Contamination' by Hemsley Orrell Partnership as follows:-

"The Preliminary Risk Assessment has identified potential pollutant linkages on site and recommends intrusive investigations prior to the development of the site. I agree with these recommendations and would advise that that some samples are targeted around the former garage and storage areas and in the

proposed landscaped areas. Analysis of soil samples should include speciated PAHs and TPH which should be separated into its different fractions.

The report does not provide any details concerning the type of items which are stored in the storage shed or the garage and whether there is any evidence of leaks or spills of any items/substances. This information would be beneficial when deciding where to sample and may help indicate what contaminants to analyse for.

It would also be beneficial to know how the current Church hall is heated and whether there are any heating oil storage tanks at the site.

I would recommend that an amended version of the site investigation (contaminated land) condition and the standard precautionary condition relating to potential contamination are added to any recommendation for approval."

4. REPRESENTATIONS

A petition with 30 signatures objecting to the application has been submitted, as follows:-

"*It is the opinion of the undersigned residents of Greenland Road, Salvington Road and Greenland Close that the proposed development of the Jubilee Hall is overlarge, intrusive and overbearing in its proximity to neighbouring houses and gardens.*

We oppose the intention to change the purpose of the existing building from an occasional place of worship to a full time community centre.

We are concerned that the scheme will reduce the value of our properties and make them difficult to sell not least because the development hinges upon the sale of the existing church on the opposite corner. This carries the threat of further unwelcome development in the street.

We urge the Planning Committee to consider the local residents and heed these strongly felt opinions when considering the proposal and bear in mind that although the scheme bears the community stamp it is not a local community. Very few residents attend the New Life Church. The majority of people attending the services and clubs arrive by car and this already makes Greenland Road very busy at meeting times. We are nervous about the impact of more cars on more occasions if the scheme goes ahead."

Letters of objection (including in response to the individual letters sent from the Church Pastor, Graham Jefferson) have been received from Nos. 3, 5, 7, 8, 9, 12, 14, 15, 16, 18, 19, 20, 21, 23, 34, 36, 41 Greenland Road, No. 19 Greenland Close, Flats 2, 3 and 4 115, 117, 125 Salvington Road and Trustee

of Florence Ellison Trust (owner of No. 115 Salvington Road) raising the following concerns (which have been summarised):-

(i) After meetings and services, people tend to congregate outside the buildings and chat which will be an annoyance given the increased capacity of the auditorium.

(ii) Proposed building is out-of-keeping in scale and design with Greenland Road. Greenland Road is not a suitable location for a landmark building. The development has a poor standard of external design, appearance and layout. It would be visually intrusive.

(iii) The building will seem much bigger than 2-storey because of the large, vaulted roof. It will overpower and dominate all those that live in close proximity, primarily modest terraced properties on small plots. It is an overdevelopment.

(iv) The building is large and overbearing opposite properties.

(vi) The forward position and size of the 2-storey building will lead to a loss of light, especially evening light.

(vii) Would have no objection if the building were sited in the same position as the existing Jubilee Hall.

(viii) The existing buildings on this site are single-storey, the scale of the building would considerably reduce the sense of openness.

(ix) The open plan café opening onto the street for passing trade is a business and an invasion of privacy; it could be open from early to late 7 days a week cooking meals; its is a café not a coffee shop. There will be increased activity, noise and smells.

(x) Drains are shared with No. 12 Greenland Road and must be maintained.

(xi) The boundary wall will block natural light from the kitchen window in the north side of No. 12.

(xii) Constant traffic using the proposed drive alongside No. 12 Greenland Road would be noisy and disruptive.

(xiii) The larger building will be used far more intensively than at present, 7 days a week during the daytime and evening, creating more noise and disturbance for neighbouring residents.

(xiv) The size of the building, accommodating up to 350 people, and the very limited amount of parking available only 27 spaces, plus 2 disabled bays and 1 minibus bay, does not add up. There will be fewer parking spaces than currently exist and this can only result in congestion on the surrounding residential roads.

(xv) The proposal will result in there being a car park on two sides of 19 Greenland Close, adding to noise, vehicle pollution and problems with young people using the car park to play football. The noise already causes difficulties getting children to sleep when windows are open.

(xvi) The existing garden should not be surfaced or developed, concerned about loss of natural habitat, ecology and wildlife and loss of sustainable drainage.

(xvii) The building will overlook and overshadow the garden of No. 117 Salvington Road. The loss of the open aspect will make the occupiers feel 'closed in'.

(xviii) The use of the secure play area close to the boundary would be noisy and disturbing for adjoining residents particularly if the toddler group were to become a more intensive daily activity. It is sometimes necessary to close rear windows if there is an occasional noisy activity in the Hall or car park.

(xix) The houses to the north in Greenland Road are modest, flat-roofed terraced houses and will be dwarfed by the height of the new building.

(xx) Concerned about security implications for No. 8 Greenland Road resulting from lower boundary wall.

(xxi) Object to the siting of this large building in relation to No. 8 Greenland Road. The existing Jubilee Hall is modest in comparison.

(xxii) Currently there is noise and disruption throughout the week which will get worse, along with anti-social behaviour, with the potential for there to be many more activities in a larger building.

(xxiii) The proposal is more a community centre or a business centre than a church and is not appropriate in a residential road, changing the whole character. The church has out-grown this residential road. The building would not be a church used for occasional worship, but a commercial venture.

(xxiv) The size and height of the building will block light to neighbouring properties.

(xxv) The overwhelming majority of residents in Greenland Road are not members of the New Life Church.

(xxvi) The size of the building, increased activities and parking were all raised as concerns in a meeting last year with the Church.

(xxvii) The proposal involves much expense and prestige, but a bigger building does not necessarily mean better services for those that need them.

(xxviii) Three first-floor windows on the north side will be an invasion of privacy. Frosted glass on the north side of the building would maintain privacy

(xxix) The parking facilities are inadequate even with the implementation of a Green Travel Plan and will cause parking to spill out into Greenland Road and Salvington Road. This will create problems throughout the week, whereas at present this only impacts residents on Sundays.

(xxx) Some existing activities in the Jubilee Hall are noisy, with loud music, voices, ball games going on late into the evening

(xxxi) It is inevitable that there will be noise from children using the secure play area and this will affect the quiet enjoyment of the adjacent gardens. Neighbouring residents will be unable to relax in their gardens and will have to keep windows closed.

(xxxii) The building is sited much closer to the small garden of No. 115 Salvington Road than the existing hall, and will be taller having the effect of excluding much more light from penetrating the ground-floor flat and detracting from the quality of life of residents who are housebound; owing to the height of the building there will be a loss of daylight/sunlight to the garden and rear of No. 115 Salvington Road which may affect the health of the residents; the outlook from the rear will be affect by the height of the building, particularly affecting those residents that are housebound.

(xxxiii) Concerned that the objections of local residents will not be taken seriously as the local MP has openly expressed his support in a local newspaper article.

(xxxiv) The size and architecture of the building is not in keeping with a residential road. The building will be much larger than others in the street, having a dominant and overbearing presence which is not appropriate to a residential road.

(xxxv) A bigger building will attract a larger number of people and increase the amount of on-street parking. Parking is already at a premium and it is often difficult for residents to find a space in the evening and at weekends, sometimes resulting in double parking which raises safety issues for drivers and pedestrians and local children. The development will make road conditions unsafe.

(xxxvi) It is inevitable that if the resource becomes available for the wider community, that more people will use it. The possibility that large-scale public events like school concerts, drama productions, and conferences could be hosted in the large auditorium will create problems of increased noise from the activity of people and vehicles coming and going.

(xxxvii) Appreciate that the development could be an asset but should not go ahead in its current form; the building is colossal and totally out of character with the residential road.

(xxxviii) Creating a car park at the bottom of the garden will pose a security problem, and will introduce noise and fumes from vehicles and the other buildings.

(xxxix) The car park will provide an area for youth to gather on bikes and motorbikes/cars, creating noise and potentially illegal and undesirable activities.

(xxxx) Rear gardens are areas of tranquillity and escape from the noise of traffic on Salvington Road, but neighbours have endured noise and disturbance from outdoor events held by the Church in the garden they own.

(xxxxi) Some properties in Salvington Road are owned by the Church and it is unlikely that the tenants would be in a position to object to the proposals.

(xxxxii) Building works will cause great disruption and upheaval for residents from early morning to late afternoon for months and months.

(xxxxiii) Other churches that have been built post 1900 in the residential areas of Worthing are set in reasonably sized grounds, inoffensive in design and in keeping with surrounding buildings. The proposed New Life Church is a large building 'shoe-horned' between the existing houses at Nos. 8 and 12 Greenland Road.

(xxxxiv) It would be preferable for a new church to be designed and included in the next phase of development at West Durrington to meet needs of a growing community.

(xxxxvi) The proposal will adversely affect the value of property in Greenland Road. (This is not a valid planning consideration.)

A Petition in support of the application, with 125 signatures, has been submitted, as follows:-

"We the undersigned being members of the congregation of New Life Baptist Church respectfully request Worthing Borough Council's Planning Committee to grant approval for the plans for a new Church Centre in Greenland Road.

For almost 100 years Christians have been meeting in Salvington Road/Greenland Road to worship God and to express their faith through service to the community. The time is long overdue to erect a new Church Centre which will enable us to worship and serve in a contemporary building more suited to the needs and expectations of people living in the 21st Century.

We believe this attractive new building will enhance the landscape of Greenland Road and provide a much-needed uplift to this part of Durrington. The building has been designed to be environmental friendly and accessible to all – from young families to the elderly and infirm. A new purpose-built Church Centre will do away with obstacles which currently make it difficult for those with disabilities to access our activities.

The service we provide, both spiritual and temporal are much appreciated in our community and we believe the people of Durrington have the right to enjoy the use of a warm, open, inviting, accessible, welcoming and well-equipped Church Centre."

A further petition in support of the application, with 37 signatures, has been submitted, as follows:-

"*We the undersigned being customers and servers at The Coffee Shop, Greenland Road wish to support the above application for an extension to the Jubilee Hall as part of the New life Church development. We believe the new arrangement will be more pleasing to the eye externally and will enhance the neighbourhood. Internally it will give us better facilities and be more spacious.*"

A separate petition in support of the application, with 14 signatures, has been submitted, as follows:-

"*I would like to support New Life Church in its planning application WB/10/0780/FULL as the church has been a great help to not only myself but others in the community and beyond.*"

Letters in support of the application have been received from the residents of No. 1 Arun Close; No. 8 Beechwood Avenue; No. 1 Belmont Walk; No. 45 Cedar Avenue; No. 5 Cherwell Road; No. 45 Copthorne Hill; No. 20 Crosby Close; No. 98 Durrington Lane; No. 1 Edmonton Road; No. 21 Foxley Lane; Nos. 4, 24 Greenland Close; Nos. 22, 49 Greenland Road; No. 54 Lincoln Road; No. 51 New Road; No. 36 Oval Way; No. 25 Pearsons Retreat; No. 1 Pond Mews; No. 27 Princess Avenue; No. 52 Rackham Road; No. 11 Rusper Road South; Nos. 47, 71, 109 Salvington Road; Trustees of Florence Ellison Trust (owner of No. 115 Salvington Road); No. 38 Stone Close; No. 29 Sunningdale Road; No. 12 Toronto Close; No. 1 Torridge Close; No. 72

Westlake Gardens and No. 108 Windermere Crescent, raising the following concerns (which have been summarised):-

(i) Do not attend New Life Church but value their work in the community. The Church activities provide young people with something to do and act as role models. The new facilities can only make a huge improvement to the surrounding area.

(ii) The Church building is an ideal centre for the community, providing a place to meet police community officers and councillors, apart from the many activities provided by the Church.

(iii) The various existing buildings on 3 sites are not fully wheelchair-accessible which is inhibiting for members of the Church

(iv) The pedestrian traffic between the existing church and the Jubilee Hall is not desirable for the elderly and young children.

(v) The existing premises are outdated, inadequate and fragmented.

(vi) The café facilities will benefit the community as a meeting place for all ages, as so many people feel isolated in society.

(vii) The Church supports the community in many ways, for example, supporting the Durrington Festival and contributing to the Festival Committee; the Northbrook Project, the Homeless Project, a debt counselling service open to all people needing help budgeting and provides premises for an Alcoholics Anonymous group.

(viii) The Toddler Group which runs three days a week would benefit greatly from the proposed plans offering extra space and up-to-date facilities. These groups provide much needed support to families and young children.

(ix) A valuable resource for the community; the facilities offered at present are welcoming, useful and helpful but the scope afforded by the proposal would improve and enhance these activities as well as many others.

(x) The new building would help meet a growing demand for facilities.

(xi) The building would bring the existing facilities in 3 buildings together under one roof. A new building would enable the Church not only to enhance its activities as a Church, but to more effectively carry out and expand the many aspects of service to the community that it provides. Durrington is an area which is poorly provided for in this way.

(xii) This site represents the only opportunity for the church to redevelop in the heart of Durrington where it serves the community from cradle to grave.

(xiii) A lot of local people value the community work of the Church.

(xiv) Fully support the clubs and activities which are provided for the youth in the community.

(xv) The Church needs larger and better premises to cope with its fast growing membership and because it has much to offer the community.

(xvi) The current buildings are inadequate and limit the work in serving the community, Jubilee Hall is in a poor condition and not large enough to cope with the various organisations and groups which use it. Redevelopment gives a great opportunity to rationalise, enlarge and update the facilities to expand the work in the community.

(xvii) The existing building is out-dated and ugly, fronted by an uninspiring tarmac car park.
(xviii) The proposal is an attractive eco-friendly design
(xix) The design is functional and imaginative and will enhance the streetscape
(xx) It would be welcoming and cost-effective
(xxi) This is a wonderful development, much needed by the community.
(xxii) A new, modern building will improve the sense of community spirit and give a better identity to the area.
(xxiii) This investment into the community will help get youth off the streets, giving them somewhere to go and providing a positive influence; provide somewhere for older people to meet together, including Christmas lunch; and provides a counselling service.
(xxiv) The Torch Trust meetings held at the church are a relief for blind and visually impaired people, to meet and socialise, a larger building with improved accessibility would be a great help.
(xxv) The development is all privately funded and at no cost to the Council.
(xxvi) The new building will add to the area and up-grade Greenland Road; it will add 'smartness' and quality to this end of the road; a delightful and appropriate addition to the area. The development is pleasing to the eye and an improvement on the existing building. A smart, modern building will be an asset to the community.
(xxvii) In the past the Church service was so full that video links were needed, but now the services are split between the 2 sites so that the congregation can fit in. This is not ideal and the new building will be more suited to the need of the Church.
(xxviii) The building will bring more resources into Durrington that will benefit Church members and neighbours in the community.
(xxix) The proposal will benefit the Florence Ellison Trust property at 115 Salvington Road by taking traffic to the south side.
(xxx) In the current climate of reducing centralised services and encouragement of the voluntary sector, this application should be supported and welcomed.

The Manager of Durrington Children & Family Centre supports the proposals commenting that the Children & Family Centre partner with New Life Church to provide vital services to children and families in the community of Durrington, working together on a number of projects. The new building would enable development of new activities to support the community, which may include, for example, improved facilities for parents and toddlers, healthy exercise classes for parents and children, and space to provide advice on healthy eating, cooking, budgeting etc.

The Torch Fellowship Leader explains that 'Torch' is an organisation that supports people in the community with sight difficulties, holding monthly meetings in the Jubilee Hall attended by 40-50 mostly elderly people with sight problems. The gathering provides an opportunity for people to talk together, sing and have light refreshment over an afternoon and to have their isolation relieved for a time. The venue is not ideal for blind people as the hall does not have level access and there is no disabled toilet. People have to be

escorted as the hallways and doors are not appropriate for visually impaired people. It is stated that the new building would resolve all of these problems.

The Manager of the 'New Life Coffee' Shop expresses concern about the age of the building and difficulty of working and providing a service to the community in such an old building. The coffee shop has been running since 1997 offering meals and light snacks to the people of Durrington from 10am to 2pm, initially for 3 days a week but now just Wednesday and Friday. There are 9 tables offering places for 26 people. Twenty or more covers are typically served over 2 hours between 12 noon to 2pm. The Coffee Shop is oversubscribed for the Christmas meal which is limited to 40 places. Other services include running local residents to Tesco shopping centre, and bringing them home with their shopping, also a meals-on-wheels service ran during last year's bad weather serving 70 meals over 2 weeks. Customers are of all ages including toddlers and parents, students from Oakgrove College and local workers, although most regulars are elderly. The Manager of the Coffee Shop would like to extend this service over longer hours and more days but is hampered by working conditions.

The Right Honourable Peter Bottomley MP states:-

"*No constituent has informed me that they object to or have a problem with this welcome application. I have known the New Life Church since 1996, over 14 years. It is well supported. After studying the plans in some details, I wish to state that there would rightly be a general welcome were the Council to grant the application for approval.*"

The Pastor of the New Life Church, Graham Jefferson, has written in response to some of the concerns raised by local residents (summarised below):-

(i) Parking in Greenland Road and Salvington Road has been monitored and photographic evidence submitted showing on-street capacity is available during morning services on a Sunday. Parking concerns would be addressed by the implementation of a Green Travel Plan,

(ii) Many Church members live within a few hundred yards of the Church, in Salvington Road, Salvington Close, Pentland Road, Franklin Road, Greenland Road, Greenland Walk, Twyford Gardens, Rockingham Close and Durrington Lane.

(iii) The new building should enhance the value of properties in the area. (This is not a valid planning consideration.)

(iv) Many people who do not attend the Church use the facilities including the toddler club, children's youth groups, and coffee shop or have had paths cleared of snow, free meals provided; the Church is in the community and here for the community, whether a member of the congregation or not.

(v) The Church is a charity and activities are run by volunteers led by a small number of paid staff. Activities are funded by the free-will giving of members. No government funding is received and none of the activities are profit-making. The small surplus made by the coffee shop

is used to buy catering equipment or given away to good causes at home and abroad.

(vi) The 'bookshop' illustrated on the plans will be no more than a bookstall, such as currently exists, selling greetings cards and a few books/booklets.

(vii) In terms of fears about possible noise and anti-social, young people can occasionally be boisterous, but it is always good-natured fun and there has never been any violence or damage to property. The occasional disturbance that occurs in the early morning has nothing to do with the New Life Church. The Police Community Support Officer has confirmed that the Church in Greenland Road is not a hot-spot of anti-social behaviour although there are such 'pockets' in Durrington.

(viii) The new building will be sound-proofed and it will not be possible to hear singing from the auditorium.

(ix) In terms of concerns about the size of the auditorium, there will be few occasions where the full seating capacity would be employed. Having a larger room will make occasions, such as the Christmas Service, more comfortable.

(x) The proposed coffee shop would be little bigger than the existing coffee shop which can accommodate over 50 people, but the regular clientele is much smaller and it is unlikely that this would increase massively.

(xi) In terms of the size of the building within this residential road, for centuries churches have been at the centre of the communities that they serve. Any public building is likely to be larger than a private house and churches have always been landmark buildings. New Life Church has had a visible presence in Greenland Road and Salvington Road for virtually 100 years.

(xii) The new building will not fundamentally alter the Church's character or the services it provides, but will enable the Church to express that character and provide these services in a way that people in the 21st Century expect and deserve.

(xiii) Access to the north side of the building will be restricted by a locked gate, if anything improving security for neighbours.

(xiv) The proposals include significantly more landscaping than currently exists and include a new garden provided as a children's play area which will help compensate for the loss of greenspace elsewhere.

(xv) The children's play area will be used by the toddler group supervised by parents and staff. The weather will limit how often the garden can be used. There will not be hordes of older children.

(xvi) Concerns about overlooking could be overcome by installing frosted glass.

(xvii) The garden land at the rear of No. 125 Salvington Road is not used for parties, or playing football, and except on one occasion (when the land was first acquired) a PA system has never been used. On very rare occasions it is understood that youths have trespassed by climbing over the fence.

A letter has been submitted jointly by Saville Jones Architects and New Life Church in support of the application and in response to the concerns raised by Officers and third parties, as follows :-

"Noise

(a) Noise from within the building.

The building has been designed with both noise pollution from outside and noise generation from inside being considered. The main external noise will be from passing traffic, however, as the road is not particularly busy and there is no projected increase, it is not considered to be onerous.

Noise generating activities within the building will take place in the auditorium a space that has been located on the north side of the development. This position was chosen so that the north facing external façade, which does not benefit from the sun or best light, can be primarily solid with very few openings and thereby form an acoustic barrier to the residential properties to the north To the west, store rooms, again with no external opening, buffers the sound and the east elevation faces the road.

After minimising noise impact by the disposition of the internal noise sensitive spaces, the next step is to address noise insulation and absorption through the fabric of the building and the internal acoustic control. This has been addressed in three ways;

i) Room shape/form: The plan form of the auditorium has splayed walls behind the stage/platform (the key noise generating location). In section, the roof also slopes from the south down to the north. Both these treatments influence the direction of sound, focusing the sound waves into the centre of the auditorium and away from the north.

ii) The external walls have been designed as heavy-weight masonry walls with insulated cavities, which would achieve a noise reduction of a minimum of 45dB and subject to final detail design, probably more. Internally, behind the stage/platform, hard reflective finishes will direct the sound into the auditorium and sound absorbing perforated linings to the roof and south wall will control reflective sound.

(b) Noise from plant.

The heat pump will generate very little noise and will be controlled to operate during normal working hours.

The gas fired condensing boilers are large domestic in scale and will generate no more noise than a conventional domestic boiler The flues are to discharge through the roof, again with very little noise being generated.

The air handling plant is for toilet and Internal room ventilation and silencers/baffles are to be included on ducts to external louvers to reduce what is already minimal noise.

(c) Noise from car doors etc.

The site already contains a large car park and so this is not going to change from the status quo.

It is therefore considered that noise pollution to adjoining properties will not be significantly, if any greater than existing. We would request guidance on what level of external noise criteria it is felt appropriate to achieve, based on the current usage.

Anti-social behaviour
Concerns have been raised about the car park becoming a playground and encouraging potentially anti social behaviour. Given that the Church's activities will all take place within the proposed building, rather than being split between the three existing buildings, the self-policing of this site will be significantly improved There is no reason why the new car park should be used in an anti social way any more than the existing car park is. If it was deemed necessary, then a barrier or gate for the drive entrance could be made a Planning Condition.

Graham Jefferson writes: "My experience, having lived in the road for 27 years, is that I cannot recall an occasion of anti social behaviour involving the police. I spoke to our local PCSO and she confirmed that Greenland Road is definitely not a hotspot for anti social behaviour. Where there has been occasional minor nuisance in the road, it has not in any way been attributable to the Church. There is no reason I can discern why a new building would attract such behaviour in the future. In fact I suggest it would be less likely."

Overlooking of the north
The first floor windows on the south elevation, overlooking No. 24 Greenland Close, are to have obscured glass There are only two windows on the north side of the first floor and these two windows can also be glazed using obscured glass, this could be added as a Planning Condition.

Car parking and congestion
A Transport Statement is being commissioned, which will qualify these issues We have already provided the Church's existing and proposed timetable of activities which clearly indicates that there is no significant increase in activities planned, nor any significant increase in numbers attending. A new church building does not mean that its congregations are going to double in size and its activities increase significantly. Similarly, existing evening events mostly take place in the Jubilee Hall and the finishing times for the proposed building are no different to those currently in existence.

The Church has recently monitored the car parking on Sunday mornings, which is their busiest time and in fact the number of cars parked in the roads around the church before people arrived and then after people had arrived and the service had started, was very little different. Traffic survey data will also form part of the Transport Statement.

The direction of traffic and parking by marshals appointed by the church at the busiest times, as well as the implementation of the Church's Green Travel Plan, will ensure that neighbours are not inconvenienced.

Boundary walls/fences
The boundary between the proposed church site and No. 12 Greenland Road can be increased in height and the planting made denser and this could be a Planning Condition.

External Lighting
There are 4 no. 4 metre high lamps in the car park, which are to use dark sky lanterns. These lights and the wall lights are intended to light walkways and to provide personal security. They will be low intensity and be time clock controlled. It is not the intention to use floodlights or high Intensity lights, which would be unacceptable in a residential area. We would expect that you would impose a Planning Condition requiring submission of external lighting details and lighting plots.

Kitchen Extract/Odours
Smells from the kitchen will be extracted through proper grease filters and discharged through the roof at high level and therefore are unlikely to cause any nuisance to neighbours. This is not a commercial kitchen, and will not be producing large numbers of meals throughout the day. The 'coffee shop' is only open for a small part of the week and in addition, there could be occasional church meals such as Harvest Suppers or Alpha Course meals.

Concern has also been expressed about the possibility of having tables and chairs on the paved area in front of the 'Coffee Shop' and about possible disturbance because of the enlarged coffee shop in the new building. In fact, the new area is only marginally larger than the current space. The 'Coffee Shop' is currently only open two mornings a week, from 10 am to 2pm. The Church is suggesting that this might be extended to three mornings a week once the new building is completed.

Firstly, 10am to 2pm is the least sensitive part of the day in respect of the generation of any external noise. Secondly, the majority of users of the 'Coffee Shop' are elderly people living locally and so there is unlikely to be significant noise generated by such users. Thirdly, any noise of people chatting over a cup of coffee is going to be no different to people sitting in their gardens eating, drinking and chatting. It is possible that the church may choose not to have tables and chairs outside, however, if this is considered to be a serious concern, then the hours during which tables and chairs can be used outside on this paved area should be restricted by a Planning Condition.

Overshadowing and mass
The Shading Diagrams indicate that the overshadowing of No. 8 Greenland Road is non existent except for a short time in the middle of the day in the middle of winter. Even then, it is only the garden that is overshadowed and the roof of the conservatory is not in shadow. It does not throw more shadow onto

the garden than a house would do. Therefore, we feel that this is an exaggerated issue.

The reasons the church wishes to redevelop are simple and straightforward. Firstly, the existing buildings, especially the Jubilee Hall are becoming a maintenance burden. Secondly all three buildings are poor in terms of their energy consumption and therefore expensive to run and a drain on the environment. Thirdly, the church's facilities are currently difficult to use by people with disabilities and parents with buggies. Currently there is only one disabled persons' toilet in the church building and none in the Jubilee Hall nor in the bungalow. This once again demonstrates the difficulties of working out of three separate buildings, none of which is suitable for adapting to modern requirements. People in wheelchairs or parents with buggies also have to move between the three buildings for different activities. Fourthly, the church has to operate not only from three different buildings, but also in cramped conditions, which when capacity is pushed to its limits can induce health and safety issues, with aisles being narrowed and the potential to block exits, simply in order to accommodate those attending. In addition, some rooms currently have to meet sometimes conflicting needs, for example, the crèche currently runs in the same room that is used at other times for Alcoholics Anonymous and also serves as the Coffee Shop. This room is the original church sanctuary. A wider range of meeting rooms will not necessarily increase numbers, but will enable specific rooms to be decorated and equipped for specific purposes. At the same time, being able to divide up the main auditorium into 3 smaller spaces will give flexibility where it is needed.

The Environmental Health Officer appears to be concerned that a church and community building is being erected in a residential area. It could not function as a local church or community facility if it were not located within a residential area. A church/community building has existed on this site since 1965 and on the other side of the road for almost 100 years. Churches have always been in residential areas and are usually large buildings. Moving community facilities out of residential areas altogether will increase the need to use cars and will result in these facilities ceasing to exist. Church and community facilities can be a focus in local areas, the mixture of building types and facilities is what creates the urban environment. To lose such a facility would be a loss not only to the community but also to the built environment.

The new development is a church, which to some members of society, whether religious or not, is an important part of the mix of the built environment. This facility is not only fulfilling the functions of worship, but much needed flexible, inclusive community facilities in a sustainable structure.

Foremost, as a place of worship, it should have the appearance of a church, which traditionally is taller and larger than residential properties This is mainly because of the requirement to house a congregation in a large nave, sanctuary, or in this case auditorium, with the need for good acoustics, light and flexibility In this church, the addition of ancillary accommodation, offices, small hall and meeting rooms has created a first floor to the south side, which has been treated in a slightly different manner to the main church hall. This

approach is to fragment the mass of the building and create a more domestic scale to the south.

Therefore, we consider that the size and mass of this building is appropriate for the function the building will have, the site on which it is to be placed and its place in the urban fabric of the town. Large buildings are common in residential areas, whether these be blocks of apartments, swimming pools, leisure centres or churches.

We trust that this answers the main concerns and we are happy to address any other issues that may have been raised."

In response to specific concerns about the proposed secure play area Pastor Graham Jefferson has commented:-

"The secure play area is a relatively small space to the north of the proposed new building. Our toddler group will likely use the western section of the main auditorium which opens onto this play area. Its purpose is to provide an open space for parents to be with their toddlers on those rare occasions when the weather is suitable for outdoor play. Bearing in mind the vagaries of our climate and the fact that the area will never be in direct sunlight, those opportunities will necessarily be fairly limited and largely confined to summer mornings. But outdoor play is, of course, very important for young children, and we want to facilitate it as far as circumstances allow.

Our toddler group currently opens 3 mornings a week, for an hour and a half."

5. PLANNING ASSESSMENT

The principle of the development

A key objective of the emerging Core Strategy is to build sustainable communities where the overall quality of life for all is improved by ensuring that infrastructure that is required by the local population is provided and new facilities are delivered. A key outcome will be development that helps to achieve social and economic regeneration of the most deprived wards, including Durrington ward where this site is located, and that access to a full range of community facilities and job opportunities is improved. This key objective is reflected in Policy 11 of the submission Core Strategy which seeks to retain and enhance the existing provision of cultural and community facilities, stating that the loss of such provision will not be permitted other than in specified circumstances including, as in this case, where replacement facilities are proposed. The proposed development, which involves replacement of existing cultural and community facilities on this site with enhanced provision can be supported in principle.

The relevant considerations are the design and appearance of the proposed new Church building, and its effect on the visual amenities of the area, the impact on the living conditions of nearby residents, as well as access and

parking considerations. The application should be considered in relation to saved Local Plan Policies RES7, BE1, and TR9, and submission Core Strategy Policies 11, 16 and 17. The application also falls to be considered in relation to South East Plan Policies SP3, CC1, CC2, CC4, CC6, CC7, T4, NRM10, NRM11, W2, BE1, S1, S5 and S6, (although the Secretary of State's intention to abolish the Regional Spatial Strategy is a material consideration).

Design, appearance and the effects on the visual amenity of the locality

The orientation, layout and shape of the proposed Church building are largely determined by functional requirements, with the main auditorium necessitating a large volume, with ancillary facilities wrapped around to the side and rear. Saved Local Plan policy BE1 requires that the architectural composition, including external appearance achieves a good standard of design, and along with the form and character of new development, including height, massing and scale and proportions, is compatible with the surrounding area.

Greenland Road is a quiet suburban residential road, undistinguished in character and made up of a mix of house types, displaying a diversity of traditional and modern building styles utilising a broad range of materials. It is considered a contemporary design approach is not unacceptable in this area where there is little visual coherence or consistency to the surrounding built form. A contemporary approach has been deliberately sought by the applicant to reflect the ethos of the New Life Church. It would be difficult to argue that such an interpretation is out of keeping or inappropriate in this context.

The various elements to the building are articulated by their varying roof heights and through the use of different materials to break up the overall mass. Concerns have been expressed that the scale of the building is out of keeping with its domestic context. However, there is validity to the argument that churches have traditionally been located at the heart of residential communities and have traditionally been designed as buildings of stature which act as landmarks. The proposed building would certainly achieve this through its distinctive form and prominent over-sailing canopy feature. In streetscene terms, the visual impact of the larger mass would be partly alleviated by the set-back position of the largest building volume (comprising the main auditorium) behind the building line of the dwellings on either side. The use of distinctive shapes and materials, including the large, angled, clear and opaque coloured glazed elevation, vertically sub-divided by glulam columns would provide the building with a strong identity.

On the other hand, the side and rear elements of the building which incorporate the ancillary facilities are deliberately designed to be of a more subordinate, domestic scale, and utilising a simpler palette of materials. Articulation of the exposed southern elevation is achieved through the mixed use of render and timber-clad materials, together with the externalised form of the staircase and fenestration (with *brise soleil)*. The use of different coloured render could be used to better accentuate the interesting use of shape, for example, where the 'bookshop/reading room' is sited at an angle to the main

foyer and coffee shop, but this as with the suitability of the materials in general, could be dealt with by imposing a planning condition.

The frontage has been deliberately laid out to be accessible and welcoming, but the bolder use of landscaping is considered important, as suggested by the Council's Arboricultural officer, contributing to the presence of the building with the streetscene by introducing a vertical landscape element, but without introducing a barrier. From this point of view, the proposed disabled parking bays have a somewhat intrusive effect within the landscaped frontage, although it is recognised that their convenient siting is necessary in the interests of promoting accessibility.

Impact on the residential amenities of adjoining occupiers

Adjoining to the north, No. 8 Greenland Road comprises a modest, flat-roofed, end-of-terrace house dating from the mid-1960s. It has been enlarged by a fully glazed, lean-to conservatory attached to the rear. A timber garden shed occupies a substantial part of the remaining small rear garden. The side boundary of the rear garden consists of close-boarded timber fencing approximately 1.8 metre high, with a gated access into the rear garden from the adjacent narrow footpath running along the south side of No.8, which provides shared access to the rear of the terrace. The south side of the footpath is bounded by a brick wall approximately 1.4 metre high, which forms the common boundary with the application site. There are no windows in the southern flank wall of the main dwelling.

The main northern flank of the proposed building (7.4 metres high to eaves) would be sited 3.9 metres from the boundary with No. 8. The north-east corner of the new building would be roughly in line with the rearmost western elevation of the glazed lean-to added to No. 8, with the front elevation and over-sailing canopy roof angling forward (eastwards). The shaped protrusion on the north side of the building (accommodating the stage) extends north of the main bulk of the building by approximately 3.9 metres and would have a parapet roof 5.7 metres high. This feature would not extend further northwards than the main flank wall of No. 8 and its external finish is shown as a light-coloured render which would help reflect light, whereas the main body of the building on this north side would be finished in pre-patinated zinc cladding, forming a continuation of the roofing material.

Concerns have been expressed throughout the course of pre-application discussions concerning the scale and proximity of the building and its physical impact on the residential amenities of the nearest residential property, No. 8 Greenland Road. As a result of these concerns, a Daylight and Sunlight Report has been prepared by the applicant's architect, which assesses the impact of the building in relation to No.8 based on the Building Research Establishment Report 'Site layout planning for daylight and sunlight' (1991). The BRE Report is not a policy document and does not form part of the adopted development plan, but comprises a recognised set of tests that are generally used in assessing the impact of buildings on neighbouring property with regard to daylight, sunlight and overshadowing.

In assessing the impact on daylight, the report concludes that the main southern elevation of the house itself at No. 8 will not be affected (as there are no windows), but the glazed rear conservatory which currently receives light (above the garden fence) will receive reduced daylight. Again, in terms of sunlight, the relevant test indicates that only the south side of the glazed conservatory would be affected. The relevant sunlight test is met for the windows in the main west-facing rear elevation of No. 8.

The applicant's architect reaffirms the BRE guidance that the sunlight/daylight tests are not intended to be rigidly applied since natural lighting is only one aspect of site layout design and should be interpreted flexibly to take account of 'special circumstances', although not explicitly stating what these might be. In addition to the BRE tests, 3-D computer shadow-path modelling has been undertaken, with shadow diagrams illustrated for 21 March, 21 June, 21 September and 21 December.

This demonstrates that on 21 March the building will cast extra shadows in the afternoon affecting the accommodation and small rear garden of No. 8. For example, whereas the west-facing glazed wall of the conservatory and part of the small rear garden currently receive some sunlight in the middle of the afternoon (at 3 pm), as a result of the proposed development the west-facing glazed rear of the conservatory and the small garden will be in complete shadow at this time, and indeed throughout the whole day at this time of year. Extra shadow will also be cast in the later afternoon (between 3 pm and 6 pm) over the west-facing elevation of the main dwelling, including the southernmost first-floor bedroom window.

Similarly, the shadow diagram for 21 September again shows that whilst the west face of the conservatory and small garden currently receive sunlight at 3 pm, as a result of the proposed building the whole garden and conservatory will be in shadow at this time. Extra shadows will also be cast over the west-facing rear elevation of the main dwelling during the later afternoon at this time of year affecting the first-floor bedroom window.

The shadow diagram for 21 December shows that whereas the first floor windows in the main rear elevation currently receive sunlight at 3pm, they will be completely overshadowed by the proposed building at this time of year (sun sets at 4 pm). In fact, the shadow diagram suggests that the windows in the main rear (west) elevation would be in shadow throughout the short winter days.

The assessment concludes that only a very small part of the main rear elevation of No. 8 would be affected by overshadowing during the later afternoon from September-March, and for a short period in the middle of the afternoon during mid-Winter. However, it fails to fully acknowledge the effect of overshadowing of the glazed lean-to which forms part of the living accommodation of the dwelling, or the rear garden which would be in virtual shadow from September to March. Although less weight can reasonably be attributed to the affect of overshadowing a garden (which is less likely to be

used during winter months) it nevertheless, along with the glazed lean-to, is an amenity that is currently enjoyed by the occupiers of this small family dwelling and would become a substantially darker and less attractive space during the winter months as a result of the development.

Aside from this, it is considered that the sheer scale and bulk of the proposed building, at its closest less than 3 metres from the boundary with the rear garden of No. 8, would wholly and unacceptably dominate the rear aspect from this small end-of-terrace house, having an overbearing and oppressive effect on the outlook, notwithstanding the use of 'light coloured' render on the nearest part of the building.

That part of the northern site boundary adjacent to proposed building also adjoins the rear of Nos. 115 and 117 Salvington Road. The former comprises a 2-storey, purpose-built block of 4 flats. A drive on the west side of the building leads to a rear parking area occupying the western half of the rear curtilage. The eastern part of the rear curtilage comprises a shared garden. The nearest part of the proposed church building (comprising the parapet-roofed protrusion) would be some 22 metres distant from the main rear wall of the flat building, and the main 'body' of the church building comprising the auditorium some 26 metres distant. Clearly, the larger scale and 'bulk' of the proposed church building would be more visibly prominent in rear views from these flats compared to the existing church hall. The grey-coloured metal cladding would result in a somewhat austere appearance from this direction, although the lighter coloured rendered finish and large decorative coloured-glass window within the angled stage protrusion would assist in creating some visual relief. On balance, in view of the separation distances involved, although the overall size, scale and 'bulk' of the proposed building, sited due south of No. 115, would impact on the rear outlook from these flats, the effect would not be severely intrusive or overbearing as to warrant refusal on this ground.

Concerns have been raised about the potential for noise and disturbance arising from the use of the proposed secure play area shown within the recessed area to the north side of the main auditorium, directly abutting the rear boundaries of Nos. 115 and 117 Salvington Road and No. 8 Greenland Road. The Pastor has confirmed that the secure play area would be used by the Toddler Group, which currently operates 3 mornings a week, depending on the weather. In view of its orientation to the north of the building, the play area would be in shadow during a large part of the day during the winter months resulting in a relatively dark and uninviting space, which would probably limit its use in any event. The Environmental Health Officer has expressed concerns that a more intensive use of this small area close to residential properties could give rise to an unacceptable degree of noise and activity, but is satisfied that this issue can be satisfactorily dealt with by imposing conditions to restrict usage to only 1½ hours on 3 mornings a week. Whilst the benefits of outdoor play for young children are recognised, the imposition of conditions to control the intensity of use this garden area are considered essential since the broader uses encompassed within the D1 Use Class would allow a crèche or day nursery (having the potential to give rise to

a far greater intensity of use of the small garden than the current Toddler group) to operate from the building without the need for planning permission.

No. 117 Salvington Road, an older-style chalet bungalow lies to the north of the smaller-scale rear element of the proposed building, consisting of a plant room and store on the ground floor, and a meeting room and plus further plant room on the first-floor. There would be a distance of 25 metres between the main rear elevation of No. 117 and the nearest part of the proposed building, but only 5 metres to the common boundary. Although there is some shrub and small tree planting within the rear garden of No. 117 which would afford some screening, the occupiers have expressed concerns about loss of privacy through over-looking from the 2 full-height first-floor windows serving the meeting room. Pastor Jefferson has confirmed that the Church would be willing to accept a condition requiring these windows to be fitted with obscure glazing to safeguard against overlooking. The Environmental Health Officer also identifies that an acoustic assessment (including a scheme of attenuation) is required to ensure noise emissions from the plant rooms on this side of the building do not detract from residential amenity.

The proposed parking area would extend westwards adjoining the rear gardens of Nos. 119 to 125 Salvington Road, and Nos. 16 – 19 Greenland Close, introducing a source of noise and activity (including engine noise, car doors, conversation etc.) as well as the potential disturbance caused by car headlights and external lighting of the car park. At present this area is laid out as a garden with trees and vegetation, fenced off from the existing church hall and car park. Its use by the Church is low key and restricted by condition to 6 social events per year. The nearest part of the parking area would be in 14 metres from the rear elevation of No. 123 Salvington Road and approximately 15 metres from the rear elevation No. 125. A landscaped strip (varying in width between 1-2 metres is shown on the northern boundary of the car park which would provide a visual screen and act as a 'buffer' to noise and activity, safeguarding the residential amenities of Nos. 119 to 123.(No. 119 and 121 Salvington Road are in the ownership of the Church highlighted in blue on the submitted plan.) However, no such 'buffer' strip is shown on the long western boundary with the garden of No. 125, with the end-on parking spaces shown butting up to within 1 metre of the 1.8 metre high timber boundary fence. Notwithstanding the unusually long rear garden of No. 125 (in excess of 40 metres) the introduction of cars and activity in such close proximity to this 26 metre length of shared boundary, without measures to alleviate or lessen the impact, is considered to be unneighbourly. However, the introduction of additional landscaping would likely further limit the amount of space available for parking.

The south side of the car park bounds the rear gardens of Nos. 18 and 19 Greenland Close, and a narrow shared pedestrian rear access to the rear of No. 17. These modern terraced houses have short rear gardens only 7 metres deep. The existing car park already abuts the east side of the garden of No. 19 and this would become part of the new access road extending to wrap round the rear garden of this end-of-terrace. Whereas the tarmac car park currently extends right up to the low boundary wall (approximately 1.2

metres high) on the east side of No. 19, the impact of the new access drive and car park would be in part mitigated by the introduction of a landscaped strip on the east side of No. 19 (minimum 2.3 metres wide) planted with 3 no. small trees (Prunus persica) with shrub planting (as at present) extending along the southern edge of the new car park. The Council's arboricultural officer identifies the suggested peach trees (Prunus persica) as a rather fragile specimen requiring a lot of care and suggests a more robust species would be required to provide an effective screen from traffic and lights. This is in addition to improvements to increase the height of the boundary treatment on the southern boundary and wrapping round to the side of No. 19.

To the south, No. 24 Greenland Close comprises the north half of a pair of semi-detached houses sited at the eastern end of the cul-de-sac. It has been enlarged by a single-storey flat-roofed extension on the north side. Views of the extension from within the existing Jubilee Hall car park are partially obscured by shrub planting within the dwelling curtilage, including an attractive mature cherry tree in the rear garden which overhangs the boundary. The access road into the new car park would be sited 1 metre from the northern boundary with No. 24 (roughly in line with the edge of an existing planting bed within the Jubilee Hall car park) with the rear south-west 2-storey element of the proposed Church building sited only 7 metres from this boundary. There would be a separation distance of approximately 12 metres between the proposed church building and the 2-storey flank of No. 24 which contains 2 windows. However, the four full-height windows in the first-floor south elevation of the Church building (serving 3 no. meeting rooms) are shown as obscure-glazed to safeguard the amenities of No. 24.

No. 12 Greenland Road also adjoins the site to the south, consisting of a detached older-style 2-storey house, sited approximately 1 metre from the common boundary. The latter consists of a relatively low wall 1.2 metres high. There are 2 windows in this elevation at first-floor (serving a bathroom) and a glazed door and side window at ground floor (serving a kitchen), visible above the boundary wall. A narrow brick-built outbuilding (apparently attached to the existing garage at No. 10 to be demolished) extends virtually the length of the rear garden, set back from the rear elevation of No. 12 by approximately 1.5 metres. The proposed new access drive would introduce a source of vehicular noise and activity in relation to the exposed flank of No. 12. Some mitigation would be offered by the introduction of landscaping within a 2 metre strip adjoining the common boundary, although the Council's Arboricultural officer comments that the screening value of the perimeter planting included as part of the submitted landscaping scheme is generally weak and that in order to be effective, the use of recognised and robust evergreen screening plants and native hedgerow species should be used to give depth and height to these relatively narrow areas.

The single-storey forward projecting element of the proposed building, comprising the coffee shop would be sited opposite the flank of No. 12 consisting of full height glazing at a distance of only 9 metres. A landscaped area immediately adjacent to this glazing contains only low-level planting and would not prevent views in and out. The capacity of the coffee shop with 64

covers has the potential to be used intensively (albeit that the applicants have indicated that its busiest use would be limited to special occasions, such a Christmas Dinner). The drawings show sliding doors providing direct access from the front of the coffee shop onto the external terrace, which could be used for external seating. Contrary to the applicant's assertion that this would be little different to people chatting and eating and drinking in their garden, it is considered such use has the potential to be a source of noise and disturbance for neighbouring occupiers in the context of this quiet residential road. However, this could be dealt with as a condition of planning permission, requiring any proposal for external seating to be the subject of a separate planning application. This aside, it is considered the rear-most part of the large glazed on the south side of the coffee shop should be obscured or frosted to protect the privacy of occupiers of No. 12.

Residents have expressed concern that the uncontrolled access to the rear car park may encourage anti-social behaviour, commenting that the existing car park is used inappropriately by youths playing football etc. However, the provision of rationalised facilities within a single building on the site will likely result in improved natural surveillance thereby discouraging anti-social behaviour. Security could be further enhanced by introducing lockable gates, albeit sufficiently set into the site so as not to appear visually intrusive.

Access and parking

There are 30 parking spaces proposed in total (including a minibus bay and 2 disabled parking bays. The adopted parking standard for places of worship is 1 space per 22 square metres, which equates to a maximum requirement of 56 spaces (and compares to the existing provision for circa. 35-40 vehicles).

At the request of the Highway Authority a Transport Statement has be prepared and submitted by transport consultants Mayer Brown Limited in respect of the development proposals to provide an indication of the likely changes in trips associated with the proposal.

The Church has provided a schedule of activities that currently take place across the week within the existing buildings together with predicted changes to attendance of these various activities that would become rationalised within the new building. It has been stressed that the proposals are intended to provide a coherent set of facilities within one building, and on one site, and it is not anticipated that the proposals would result in a significant or noticeable influx of additional people. For example, the Toddler group currently operates on three mornings a week and it is not anticipated that this will change despite the improved facilities that would be available. Similarly, the existing coffee shop is only open for a few hours on 2-3 days a week, and while it is anticipated that the new coffee shop may open on an additional day during the week, it is not intended to be operated any more intensively or on a commercial basis. While this may be the current rationale, it is difficult to reconcile this with the evident increased floor area of the new building or the potential future ambitions of the Church which may result in a more intensive use of the new facilities than currently anticipated. The Transport Statement

therefore compares the theoretical maximum capacity of the existing and proposed accommodation (i.e. assuming all the facilities are occupied at the same time). This concludes that the theoretical capacity of the accommodation to be used would increase by 182 people. However, this calculation appears to under-estimate the maximum capacity of the coffee shop which is shown on the submitted plan as having 64 covers, more than the 56 included in the theoretical maximum capacity calculation, and may also over-estimate the capacity of the existing coffee shop at 52, which seems to conflict with the comments of the existing Manager (included in the representations above) which identifies existing capacity as about 26 other than on special occasions such as Christmas dinner. It is considered the increase in theoretical capacity is therefore more likely in the region of 200 people. However, in practical terms, the *actual* increase is likely to be far less than the theoretical calculation bearing in mind the peak use by the congregation will be on a Sunday, with other activities taking place on a much smaller scale. Realistically, it is identified that attendance figures would likely increase by about 45 people at any one time.

In terms of highway capacity, surveys of 2-way traffic flows on Salvington Road and Greenland Road undertaken on behalf of the applicant's consultants establish that there is considerable reserve capacity in the local network to accommodate additional traffic generation.

The Transport Statement also includes vehicle parking demand surveys undertaken on Wednesday 24 November 2010 (between 1000 – 2200 hours) and Sunday 28 November 2010 (between 0900 – 2200 hours). The surveys were taken to include surrounding roads within a zone of 400 metres of the site (being a reasonable walking distance), and identified all legal on-street parking spaces and the demand of those spaces. The parking survey identifies that certain roads, such as Greenland Close, a cul-de-sac, have relatively little available on-street capacity, particularly on a Sunday, but that within the wider area surveyed, there is available capacity for on-street parking (in the region of 65-70%). Thus, although the proposed amount of on-site parking provision is below the existing level of provision, and well below the maximum standard, there is availability to park on street within a reasonable walking distance.

A travel survey of the Sunday services (on 22 November 2010) undertaken by the Church, identified 75% of people travelling to the site came by car (with the vast majority of the remainder walking to the site). The survey data identified an average car occupancy of 2.2 person per vehicle over the course of the day. Calculations based on the theoretical maximum capacity, taking into account the modal split and average vehicle occupancy, identify that the proposals would equate to 62 additional vehicles visiting the site at any one time. (Taking into account the above-mentioned discrepancies, this is more likely to be in the region of 68 additional vehicles.) The Highway Authority has not raised an objection on highway safety grounds based on this worst case scenario.

In terms of detailed design, it is there is scope to narrow the width of the site access onto Greenland Road (on the south side). This would help create a more informal feel to the entrance of the site, but could be dealt with a part of the condition of planning permission suggested by the Highway Authority.

Of greater concern, is the lack of pedestrian accessibility across the site, the only footpath from the car park to the front entrance would be through the gated secure garden on the north side, unless a more informal shared use of the access drive is anticipated, which is not clear from the submitted plan.

The application is accompanied by a Travel Plan to encourage modes of sustainable transport. In this respect the site is accessible to bus routes (the nearest on Salvington Road), but not Durrington rail station. The submitted drawings shows 14 cycle parking spaces located adjacent to the main entrance. Whilst the Travel Plan demonstrates the commitment of the Church to promoting more sustainable forms of travel, and is supported, the difficulty of applying this type of sustainable model in a Church context is recognised, bearing in mind the more limited availability of public transport on a Sunday and that private car can be the only feasible mode of transport for many elderly and infirm members of the congregation.

Other environmental issues

In terms of sustainable construction, sustainable design features include use of natural ventilation including the main auditorium (through the use of distinctive wind-catchers on the roof), rainwater harvesting and solar thermal panels on the south-facing roof slopes and an air source heat pump, which are welcomed. However, a measure of the 'green' credentials of the building would be better understood by assessing it in relation to a recognised BREEAM scheme. (The BRE Environmental Assessment Method (BREEAM) is a voluntary measurement rating for green buildings which sets the standard for best practice in sustainable design and has become the 'de facto' measure used to describe a building's environmental performance.)

6. CONCLUSION

The rationalisation of the existing group of church buildings on this site to provide a new church with enhanced facilities can be supported in principle. Although concerns have been raised over the size of the building in the context of this quiet residential road, its overall scale and design is appropriate to its use. Concerns relating to the possible harmful effects of increased intensity of activity associated with the larger building could be addressed by imposing conditions to safeguard residential amenity. The main concern arises from the height and massing of the building in proximity to the northern site boundary and the resulting impact on the neighbouring end-of-terrace house, No. 8 Greenland Road, which is considered to be unacceptable. There is no obvious design solution since the massing of the main building volume is a functional requirement, whilst re-positioning the building further away from the boundary would significantly impact on the

overall amount of development that could be accommodated on the site. The applicant's architect considers the issue to be over-stated, but it is considered that the height, bulk and size of the building in proximity to this modest dwelling would severely detract from the residential amenity enjoyed by the occupiers by reason of excessive overshadowing and overbearing effect, which is not outweighed by the wider benefits of the development to the wider community.

7. RECOMMENDATION

Refuse on the grounds that:-

1. Having regard to its height, size, depth, massing and siting in relation to the rear of the adjoining end-of-terrace house, No. 8 Greenland Road, the proposed building would be overbearing and would cause excessive overshadowing of the rear of the dwelling, the attached glazed lean-to and small rear garden, and would severely detract from residential amenities and enjoyment thereof contrary to saved Policy H18 of the Worthing Local Plan.

8. BACKGROUND PAPERS

Observations of the Executive Head of Housing, Health and Community Safety
Observations from Southern Water
Observations of the Highway Authority
Observations of the Crime Prevention Design Adviser for Sussex Police
Observations of the Council's Arboriculturist
Letter of Representation from the Right Honourable Peter Bottomley MP
Letters of Representation from Members of the Public

2ND March 2011