

# Planning Committee

Application Address	Joseph Steps Building, West Undercliff Promenade, Bournemouth
Proposal	Alterations and extensions to building to provide lifeguard facilities to include boat storage, training/ meeting rooms, viewing balcony, installation of photo voltaic panels, erection of pole mounted turbines and a flagpole
Application Number	7-2020-5162-D
Applicant	Bournemouth Lifeguards Corp
Agent	Roger Wilkinson Arch & Bldg Services
Date Application Valid	10 August 2020
Decision Due Date	4 October 2020
Extension of Time date (if applicable)	3 <sup>rd</sup> December 2020
Ward	Westbourne & West Cliff
Report Status	Public
Meeting Date	26 <sup>th</sup> November 2020
<b>Recommendation</b>	<b>Grant in line with recommendations below</b>
Reason for Referral to Planning Committee	In the wider public interest as the development is in a sensitive seafront location.
Case Officer	Joscelyn Holbrook

## Description of Development

1. Planning consent is sought for the alterations and extensions to existing building to provide lifeguard facilities to include boat storage and changing facilities on ground floor, training/ meeting rooms and viewing balcony at first floor, installation of photo voltaic panels, erection of pole mounted turbines and a flagpole.
2. The applicant has provided the following information:
  - Existing and proposed floor plans and elevations, including cross section.
  - Ecology report;

- Tree report;
- Supporting statement;
- Flood risk and environmental summary;

3. Overview:

	Existing	Proposed
Use	Storage, beach huts (boarded up, not in use), freestanding kiosk	Base for Bournemouth lifeguard Corp. To include storage and changing facilities at ground floor and kitchen, store, training and meeting room and operations room at first floor with a large viewing balcony.
height	5m	A maximum height of 7m to the roof. 11.5m to the wind turbine.
Width	30m	30m
Depth	9m	10m
Cycle parking	n/a	8 Sheffield stands in front of the building and 3 Sheffield stands within the building at ground floor.

**Key Issues**

4. The main considerations involved with this application are:

- Impact on character and appearance of the seafront;
- Impact on trees;
- Impact on the highway;
- Flood risk;
- Community facility;
- Impact on ecology;
- Impact on cliff stability;
- Impact on local residents;
- Sustainability;
- Planning balance.

5. These points will be discussed as well as other material considerations at paragraph 17 to 43 below.

**Planning Policies**

6. **Core Strategy (2012)**

- CS1: Sustainable Development
- CS2: Sustainable Homes and Premises
- CS3: Sustainable Energy and Heat

CS6: Delivering Sustainable Communities  
CS18: Increasing Opportunities for Cycling and Walking  
CS30: Promoting Green Infrastructure  
CS35 Nature and Geological Conservation Interests  
CS41: Design Quality

7. **District Wide Local Plan (DWLP) (2002)**

3.25: Land Stability  
3.28: Flooding  
4.25: Trees and landscaping  
7.10 Development of sports and recreational facilities and community uses

8. **Supplementary Planning Documents:**

Sustainable Urban Drainage Systems (SUDS) - PGN  
Bournemouth Parking – SPD

9. **The National Planning Policy Framework (2019)**

Paragraph 11: presumption in favour of sustainable development.  
Paragraph 124: achieving well designed places  
Paragraph 148: meeting the challenge of climate change, flooding and coastal change.  
Paragraph 151: increasing the use of renewable and low carbon energy and heat.  
Paragraph 155: flood risk and inappropriate development  
Paragraph 167: coastal change  
Paragraph 170: enhancement of the natural and local environment  
Paragraph 175: protection and enhancement of biodiversity and SSSI

**Relevant Planning Applications and Appeals:**

10. 2011 - Demolition of the existing Joseph's Steps building and the erection of a 3 storey building to support coastal sports related activities including equipment storage / boat house, changing facilities, training and function space, together with sports clinic gym and café including cycle storage – Granted at Committee 15/8/2011.
11. 2011 - EIA screening opinion for Erection of a 3 storey building comprising boat house, events area, gym and café – granted.
12. 1999 - Installation of roller shutters and enclosure of shelter to form store -Regulation 3 – granted.

**Representations**

13. Site notices were posted in the vicinity of the site on 17/8/2020 with an expiry date for consultation of the 11/9/2020.
14. 29 representations have been received, all in support raising the following comments:
  - Close proximity to previous base at Durley Chine;
  - Enhance a run down building;
  - Improve the appearance of the sea front;

- Proposed use of renewable energy is welcomed and in line with the eco hub at Durley Chine;
- Continuation of the lifeguard club who provides training;
- One place to store all the equipment would be a significant benefit;
- New training facility will allow the club to attract new members'
- Opportunity to train and compete at local, national and world lifesaving championships;
- Existing building is an eye sore;
- Supports the local community;
- Building is accessible to all with the proposed lift and accessible toilets on ground and first floor;
- Fits in well with the seafront.

## **Consultations**

15. Local Highway Authority – no objection.  
 Environment Agency – no objections subject to consultation with coastal protection team and recommended conditions.  
 Coastal Protection Officer – no objections.  
 Dorset Wildlife Trust – no objections following the receipt of an ecology report.

## **Constraints**

16. The application site is on the seafront, adjacent to the sea wall and therefore has a flood risk potential. In addition, the site is located in front of the designated SNCI (Site of Nature Conservation Interest) of Bournemouth Cliffs and SSSI (Site of Special Scientific Interest) buffer.

## **Planning Assessment**

### **Impact on character and appearance of the seafront.**

17. Members will recall an application that was granted at Committee on the 5<sup>h</sup> of November 2020 at Durley Chine Depot for an environmental visitors' centre. Part of the application included the demolition of a building which was in use by Bournemouth Lifeguard Corps. This proposal under consideration is for a new facility for Bournemouth lifeguards and the location is 200m to the east of the previous base at Durley Chine.
18. The proposed site fronts the seafront and is set slightly back from the promenade between the commercial area adjacent to the Pier to the east, and Durley Chine to the west. On the site there is an existing two storey building which comprises of an old public shelter converted to store deck chairs and other equipment at ground floor level, with boarded up beach huts on the first floor. There is a 'zig zag' footpath up to the West Cliff area adjacent to the site known as Joseph Steps.
19. The site is a relatively natural setting, free from significant built development in the immediate area. There are other beach huts along the promenade but the site is separated from the more built up area around the Pier Approach and Durley Chine where the scale of development is greater, but predominantly two stories along the promenade. All buildings along the promenade sit well below the cliff top so that the appearance and scale of the cliffs is the dominant character, with buildings being subservient.

20. The existing building fails to positively contribute to the seafront location and there are no objections to the principle of alterations and extensions to the building as it is an opportunity to improve the visual appearance of this part of the seafront.
21. In terms of the proposed use as a base for Bournemouth Lifeguard Corps, it is considered appropriate to the seafront location and there are no objections to the change of use of the building. The proposal utilises the existing footprint and extensions are proposed to increase the height and bring the first floor element forward as demonstrated in the cross section on drawing number 19.66.6. Whilst the height is to increase, it still represents a two storey building which would be subservient to the cliffs. The proposed modern design is considered acceptable with care taken that all elevations of the building have been designed well including the roof, as views towards the roof will be achieved when walking down the zig zag.
22. Waste storage facilities have been incorporated into the building to avoid unsightly outdoor areas. The alterations to the building are considered to create a landmark building whilst retaining a subservient appearance to the seafront setting. The pallet of materials is considered acceptable and in keeping with the seafront location. The proposed alterations to the building are not considered to adversely affect the seafront location. The proposal is considered well designed and is in accordance with Policies CS1, CS6 and CS41 of the Core Strategy and paragraphs 11 and 124 of the NPPF.

#### Impact on trees:

23. In accordance with Policy 4.25 of the BDWLP, a tree report has been submitted to support this application. There are three trees to the rear of the existing building, a Monterey Pine and two Monterey Cypress. The two Cypress trees are visually significant in the area and visible from the beach and along the promenade as well as views from the cliff top and therefore are considered to contribute towards the visual amenity of the area. The two trees are well established and although individually they are not the best examples due to the prevailing winds which has affected their direction of growth however, they do have a strong group value. The tree report has been considered by the Councils Tree and Landscaping Officer and considered acceptable.
24. The proposal is to crown lift the trees but importantly the trees are to be retained. The previous application in 2011 which proposed a replacement building required the loss of the trees. As this proposal utilises the existing footprint the trees are able to be retained which is welcomed as there will not be a loss to the visual amenity for the wider area.

#### Impact on the highway:

25. The Local Highway Authority have been consulted on this application and raise no objections to the development. It is considered that whilst there is no car parking associated with the development, the previous lifeguard base at Durley Chine did not have any car parking provision. The site is accessible via the zig zag and along the promenade and it is envisaged that lifeguard members and visitors will travel either by foot or cycle. Sheffield stands were requested in accordance with Policy CS18 and an amended plan was submitted which proposes Sheffield stands directly in front of the building as well as a cycle provision within the building. Given the nature of the development, the Highway Officer considers that the use of wall racks is considered an acceptable departure from the Local Planning Authority's Parking SPD.

26. A condition has been suggested that the Sheffield stands in front of the building are covered however, it is considered that this would appear unnecessarily dominant. In addition, there is an internal cycle provision proposed that can be used on wet days or for additional security. If Members agree, a condition will be added that the cycle provision is provided as per the drawings prior to the use of the building commencing rather than requesting details of a covered shelter.

Flood risk:

27. The site is not located within a designated Flood Risk zone. However, it is located on the promenade at the base of the cliff and at risk of some impact from the sea. In accordance with Policy 3.28 of the Bournemouth District Wide Local Plan and paragraphs 155 and 167 of the NPPF, flood risk information was submitted and a consultation was sent to the Environment Agency. The Environment Agency replied with the following:
28. “Given the nature of the proposed redevelopment, with water compatible boat storage and essential facilities on the ground floor, we have no objection on flood risk grounds. However, the applicant has stated that it is outside of the flood zones (Flood Zone 1). This would reflect the still water extreme tidal flood level, but the applicant has not considered potential risk from wave overtopping which would be the most significant risk in this location. Your Authority need to be satisfied that the impact that storms and wave action have along this stretch of coast, can be managed safely as this is introducing additional risk over the existing use. Therefore, your council must involve their coastal engineers in making the decisions”.
29. The Councils coastal engineer has been consulted on this application and a copy of the consultation response by the EA sent. The comments were as follows:
30. *“The most recent assessment of wave overtopping risk in this area was as part of the 2014 Poole Bay, Poole Harbour & Wareham Flood and Coastal Erosion Risk Management (FCERM) Strategy, and for this area that concluded that there is presently limited flood risk from wave overtopping (SoP reported as being 0.1% AEP). This assumes beach levels are maintained at the required levels. This is what we aim to achieve for the foreseeable future by actively managing the beach and seeking to ensure sufficient volume to avoid the aging seawall being exposed to wave action to stop it being damaged by storms and so this minimises risk of wave overtopping.*
31. *Indeed, we have an ongoing programme of works to 2032 already approved and funded by the Environment Agency to achieve this, with a further phase planned to continue to 2040. However, even with these management actions we cannot guarantee that beach levels will not be lowered during storm events to the extent that wave overtopping can occur – as has happened at times in the past. As such, the design of the ground floor changes in particular should consider the potential for inundation by wave overtopping during storm events and periods thereafter whilst beach levels are recovered (naturally or through management intervention). Given the uncertainty about when such beach lowering events may occur, this risk is likely best managed through consideration of the flood resistance and safe access/egress measures suggested in the Environment Agency’s response to this planning application.*
32. *Over the coming century, the 2014 FCERM Strategy does identify that the SoP along the entire Poole Bay frontage will reduce as a result of the impacts of climate change and sea level rise assuming the current management approach is continued. As a consequence of*

*this, and other factors such as the current seawall reaching the end of its serviceable life, we will need to consider seawall replacement options and/or alternative approaches to managing the risk of coastal erosion and wave overtopping along this frontage in a sustainable way after 2040, when the current planned programme of works comes to an end”.*

33. It is considered that there is a risk of wave overtopping if the beach is not actively managed in the future. Regard is also given to paragraphs 148 and 167 of the NPPF regarding coastal change. The coast and sea levels are changing but there are active projects in place seeking to continue the active management of the sea wall and beach levels until 2040. The site is not currently in the flood zone and as the ground floor will be used for storage and changing facilities with the main function of the building operating at first floor, the building is not considered to be adversely affected by flood risk.

#### Community facilities:

34. Policy 7.10 of the BDWLP provides support for sports and recreation facilities and local community facilities subject to there not being an adverse impact on the highway, significant noise generation or an adverse impact on the environment. In this instance the impact on the highway is considered acceptable, there will not be an adverse impact on noise generation and the environment will not be adversely affected given that the existing trees will be retained. The proposal is seen as a positive visual improvement to the area.
35. The proposal will allow a community facility currently lost due to the redevelopment of Durley Chine Depot for the environmental hub and provide a larger premises for the lifeguards. Weight has therefore been attached to the replacement and expansion of the lifeguard facilities.

#### Impact on ecology:

36. The application site lies within the Bournemouth Cliffs SNCI (Site of Nature Conservation Interest) zone and Coastal Slope SSSI Buffer Zone and as such, the proposed development could have an impact on these protected areas and an ecology report has been submitted for assessment. Detailed comments have been provided by Dorset Wildlife Trust (DWT) who are in support of the mitigation outlined in section 5.1 of the ecology report and that no construction material or equipment should be placed within the SNCI and that constructions staff should be made aware of the presence of the SNCI and its sensitive habitats as well as the proposed mitigation prior to works commencing.
37. In addition, DWT support the mitigation in respect of lighting and recommend the sensitive lighting scheme is designed in accordance with *Guidance Note 08/18: Bats and artificial lighting in the UK* (Bat Conservation Trust and Institute of Lighting Professionals 2018). DWT welcome the proposed enhancements outlined in the ecological report and a condition is recommended to ensure compliance with the recommendations outlined in the ecology report. The proposal should therefore not have an adverse impact on ecology in accordance with Policy CS35 and paragraphs 170 and 175 of the NPPF.

#### Impact on cliff stability:

38. The site is on the promenade at the bottom of the cliff. The proposal utilises the existing footprint of the building and proposes extensions. There should therefore not be any disturbance to the cliff face. In addition, the trees to the rear are to be retained which removes the potential for disturbance to the cliff. A condition will be included for prior

approval of the method of construction including details of the storage of materials. This should ensure that there will not be any disturbance to the cliff and therefore should not impact the stability in connection with Policy 3.25 of the BDWLP.

#### Impact on local residents:

39. There are no residential properties in the immediate vicinity of the proposed development, and therefore it is not considered that there would be any negative impact on the amenities of local residents.

#### Sustainability:

40. Policies CS2, CS3 and paragraph 151 of the NPPF encourages the use of low carbon and renewable energy sources and Policy CS30 promotes green infrastructure with improvements to the coastal area. This development proposes the use of solar PV panels on the roof and a wind turbine for the generation of electricity which is welcomed. In addition, the building will be naturally lit and ventilated and the design of the roof will enable solar shading. The function of the building has been carefully considered with regard given to low carbon and renewable energy sources which is welcomed and in accordance with local plan policies and the NPPF.

#### Summary

41. It is considered that:
- The development is acceptable in highway terms, with a cycle provision provided;
  - The development is acceptable in its scale, height, width and design;
  - The development is an appropriate use;
  - The development retains the existing trees to the rear of the building;
  - An ecology report proposes mitigation which will be secured via condition;
  - The development proposes the use of renewable energy sources;
  - The development is at risk of wave overtopping in extreme weather if the beach levels are not maintained long term.

#### Planning Balance

42. The proposed extensions to the existing building is considered to be acceptable in terms of the scale, height and design in this location and retains a subservience to the natural cliff setting while simultaneously providing a modern landmark design. The use is appropriate to the seafront setting, and subject to adherence to the relevant conditions would provide mitigation to ensure the designated cliffs are not affected. The proposal is acceptable in terms of flood risk and transport impact and impact on local residents.
43. Therefore, having considered the appropriate development plan policy and other material considerations, including the NPPF, it is considered that subject to compliance with the conditions attached to this permission, the development would be in accordance with the Development Plan, would not materially harm the character or appearance of the area or the amenities of neighbouring and proposed occupiers and would be acceptable in terms of traffic safety and convenience. The Development Plan Policies considered in reaching this decision are set out above.



## **Recommendation**

### **44. GRANT permission with the following conditions:**

#### **1. Development to be carried out in accordance with plans as listed**

The development hereby permitted shall be carried out in accordance with the following approved plans: 19.66.1 rev a, 19.66.4 rev a, 19.66.5, 19.66.6.

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

#### **2. Materials as Specified**

The materials to be used on the external surfaces of the proposed development shall be as specified on the application form/plan unless otherwise agreed in writing by the Local Planning Authority.

Reason: To safeguard the visual amenities of the locality and in accordance with Policy CS41 of the Bournemouth Local Plan: Core Strategy (October 2012).

#### **3. In accordance with mitigation recommendations in Ecology report**

The mitigation and enhancement measures as set out in section 5.1 and 5.2 of the ecology report produced by 'Naturally Wild' referenced 'BL-20-01' dated September 2020 shall be carried out in full prior to the use of the building commencing.

Reason: To safeguard the SNCI and in accordance with Policy CS35 of the Bournemouth Local Plan: Core Strategy (October 2012).

#### **4. Cycle stands to be erected prior to occupation**

Before the occupation of any part of the development hereby approved, the cycle stands shall be erected as shown on the approved plans and thereafter retained, maintained and kept available for the visitors and users of the building at all times.

Reason: To promote alternative modes of transport and in the interests of amenity in accordance with Policies CS18 and CS41 of the Bournemouth Local Plan: Core Strategy (October 2012).

#### **5. Surface Water Drainage (SUDS Implementation)**

Before the commencement of development, unless otherwise agreed in writing by the Local Planning Authority, a scheme for the whole site providing for the disposal of surface water run-off and incorporating sustainable urban drainage systems (SUDS), shall be submitted to and approved in writing by the Local Planning Authority. The drainage works shall be completed in accordance with the approved details prior to occupation of the development

or in accordance with a timetable to be agreed in writing by the Local Planning Authority. The scheme shall include the following as appropriate:

- a) A scaled plan indicating the extent, position and type of all proposed hard surfacing (e.g. drives, parking areas, paths, patios) and roofed areas.
- b) Details of the method of disposal for all areas including means of treatment or interception for potentially polluted run off.
- c) Scaled drawings including cross section, to illustrate the construction method and materials to be used for the hard surfacing (sample materials and literature demonstrating permeability may be required).

Reason: To provide satisfactory drainage for the development in accordance with Policy CS4 of the Bournemouth Local Plan: Core Strategy (October 2012) and in order to achieve the objectives set out in the Local Planning Authority's Planning Guidance Note on Sustainable Urban Drainage Systems.

## **6. Method statement to be submitted to include operatives' car parking, noise reduction measures, storage of materials**

No development work shall commence until there has been submitted to and approved in writing by the Local Planning Authority a Method Statement that includes the following measures:

- a) parking arrangements for operatives and construction vehicles working on-site;
- b) noise reduction measures and the
- c) details and siting of equipment, machinery and surplus materials on the site.

The parking arrangements for operatives and construction vehicles shall be implemented prior to development commencing and the development shall be carried out in accordance with the approved details.

Reason: To safeguard the amenities of occupiers of adjoining and nearby properties and in the interest of highway safety in accordance with Policies CS38, CS41 and CS14 of the Bournemouth Local Plan: Core Strategy (October 2012).

## **7. Construction Management Plan**

Within 3 months of commencement, a detailed Construction Management Plan shall be prepared and submitted for written approval of the Local Planning Authority in conjunction with the Local Highway Authority. The Construction Management Plan shall include safe access to the site for deliveries, loading and unloading of plant and materials and wheel cleansing of vehicles prior to egress from the site onto the public highway. The approved Construction Management Plan shall be implemented and complied with by the Applicant, or its successor, upon commencement of the development and the obligations within the Construction Management Plan shall be adhered to throughout the construction phase of the development.

Reason: to minimise the likely impact of construction traffic on the surrounding highway network.