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Minutes of a Meeting of the Planning and Conservation Committee held in the CouncilChamber, Town Hall, Lewes on Tuesday 7 June 2022 at 7.00pm

Present: Councillors S Catlin (Chair), J Baah, E Clarke, R Handy, J Lamb, I Makepeace and S Sains

In attendance: Town Clerk, Committee Administrator and Communications Officer

- **11. Apologies:** There were apologies from Councillor Milner who was on holiday.
- **12. Declarations of Interest:** There were none.
- **13. Question Time:** Councillors Dr W Maples and J Vernon (not appointed to the Planning Committee) and three members of the public were present. As all questions and statements were only applicable to item seven on the agenda, the Former Bus Station application, the Chairman informed the Committee that these would be taken after item 6 on the agenda.
- **14. Minutes:** The Minutes of the meeting held on 17 May 2022 were received and signed as an accurate record.
- **15. Chair's announcements:** There were none.
- **16. Planning Applications:** The Committee considered the relevant sections of the lists of applications validated in the weeks commencing 16 May and 23 May 2022. Their comments are appended.
- **17. Former Bus Station SDNP/22/02197/FUL:** The Chairman invited individuals from the public gallery to speak on this application before it was discussed by the committee.
- 17.1 A committee member from Brighton Area Buswatch (BAB) explained to the meeting that BAB encourage public transport use and they were disappointed that there were plans to re-develop the bus station and that there was no provision for an alternative site which was required by the South Downs Local Plan (Policy SD57). The North Street Quarter (NSQ) and Eastgate area development should be considered as one development. If the bus station development went ahead it would disrupt the NSQ development plans. Alternative options from the Generator Group for a suitable bus station are insufficient. They have not considered the routes of the buses or that additional bus services are planned. Mr Jarvis stressed that the South Downs National Park Authority (SDNPA) must adhere to their policies. Lewes needs a transport hub to encourage residents and visitors to the town to use public transport.
- 17.2 A resident of Lewes asked what consideration of the bus station being on site at the proposed development had there been as this would seem the obvious solution and is there an update on affordable housing on the site?
- 17.3 Another resident added that the proposed planning application and with the lack of parking provision on the development it would seem that the Generator Group presume

that potential residents will not use cars, so why demolish the bus station.

- 17.4 Councillor Dr W Maples, Lewes Town Council There is concern regarding the change of demographics for Lewes. In the South-East one in ten families have no access to a car, therefore dependent on public transport, this figure is higher in other areas of the country. As people get older it may be impractical to use a car and therefore will be looking to use public transport.
- 17.5 Councillor J Vernon, Lewes Town Council Fuel prices are set to increase to two pound per litre, so a public transport hub is essential.
- 17.6 The Committee considered the application in detail with reference to the South Downs National Park Authority Local Plan and the Town Council's Neighbourhood Plan. Councillors noted that the proposals in the planning application did not comply with the policies contained within those plans. The committee also discussed the matter of viability in relation to meeting the policy requirements.
- 17.7 The proposals offer no affordable housing which the Local Plan requires a minimum of 50% and do not meet requirements with regards to the housing mix. The proposal does not maximise the availability of sustainable transport options. As a major development it does not meet sustainability requirements. It is designed in concrete which has high carbon emissions and demolition of the existing building would disrupt traffic in an already busy town centre. The proposal fails to meet policies regarding transport and infrastructure. No consideration had been given to those who have disabilities that affect their mobility and need access to nearby facilities and transport. Therefore, Councillors strongly objected to this application and their comments are appended.
- 17.8 It is considered essential that policies contained within these plans are strictly adhered to, and the applicant is encouraged to discuss evolving plans with this Committee and would be welcome to attend a future meeting.
- 17.9 The Committee resolved to:

Delegate authority to the Town Clerk to collate comments made at this meeting to be submitted to the SDNPA.

18.	Miscellaneous Planning Issues:	There were none.
	The meeting ended at 7:56pm	
	Signed:	Date:

Demolition of existing buildings and construction of mixed-use development comprising 3 houses (Class C3), 37 self-contained flats (Class C3) and 192m2 of ground floor commercial space (Class E), with associated access alterations, landscaping and parking. Open for comment icon Former Bus Station Eastgate Street Lewes East Sussex BN7 2LP

Ref. No: SDNP/22/02197/FUL | Received: Wed 04 May 2022 | Validated: Wed 11 May 2022 | Status: Application in Progress

Comment:

The Committee considered the application in detail with reference to the policies contained within the South Downs National Park Authority (SDNPA) Local Plan (LP) and the Town Council's Neighbourhood Plan (NHP) as well as local knowledge.

The vision statement for the Neighbourhood Plan (NHP) states "Lewes has a rich and unique historical, geographical and cultural heritage. Development in the town will look to the future by reflecting this heritage and maintaining a thriving town where business and the arts flourish, and where the challenges of climate change and the need to create sustainable communities will be met with resilience and imagination. The town will house its residents and their children at an affordable cost for local average incomes. Lewes will be a place where the quality of people's lives matters most as we engage with future development".

The policies contained therein seek to benefit both people and the environment and so contribute to the economic vitality and the social and cultural life of the town, as well as encouraging a vibrant tourist economy.

The Town Council's Neighbourhood Plan was developed with significant consultation, engagement, and professional input and must inform the decision-making process.

The Town Council considers that the proposal does not comply with policy, either in the SDNPA Local Plan or the Lewes Neighbourhood Plan and outlines below which policies the proposal fails to meet, grouped by general headings.

Affordable Homes

- **LP Policy SD28 (Affordable Homes):** The proposals offer no affordable housing. Policy requires a minimum of 50%, of which a minimum 75% will provide a rented affordable tenure'.
- **LP Policy SD28** also states that 'Where, exceptionally, provision of affordable housing which complies with Part 1 of this policy is robustly shown to be financially unviable, priority will be given to achieving the target number of on-site affordable homes over other requirements set out in this policy'.
- NHP Policy PL1A requires that 'New residential development should comply with the development plan requirement for affordable housing. This shall include maximising the amount of Lewes Low Cost Housing to meet local housing need, unless proven to be undeliverable'.

Lewes Town Council notes that the South Downs National Park Authority puts a high priority on the need for affordable housing to allow sustainable communities and to accommodate local young families, and so considers that SDNPA must robustly reject any application which does not deliver the policy requirement of 50% affordable homes.

Housing Mix

• LP Policy SD27 (Mix of Homes): The mix of home sizes is not compliant with this policy, with a significant shortfall of the one-bedroom properties that is demonstrated to be for local need. The Policy requires the mix of units shown in the table below:

Bedrooms	Affordable Housing	Market Housing	Policy Compliant
1	35%	≥ 10%	≥ 22.5%
2	35%	≥ 40%	≥ 37.5%
3	25%	≥ 40%	≥ 32.5%
4+	5%	≤ 10%	≤ 7.5%

• "Policy Compliant" for 11 or more units is calculated based on 50% affordable housing. However, the application is for:

Bedrooms	Units	Percentage
1	7	17.5%
2	26	65%
3	5	7.5%
4+	2	5%

- As stated by the applicant, 'the above proposals diverge from the National Park preferred housing mix'.
- Of greatest concern is the under-allocation of one-bedroom units, where there should be 14 affordable units and at least 4 market housing units. The greatest shortfall in social housing stock in Lewes District is one-bedroom units, which are those that young local people want as a first home.

South Downs National Park Authority must therefore reject this application and require the applicant to provide a policy-compliant proportion of one-bedroom units in any resubmitted application.

Sustainability

- LP Core Policy SD3 (Major Development): This policy requires that development proposals should be zero carbon and use sustainable materials. Current proposals are not compliant with this policy requirement. The policy also requires that development proposals should be sustainable as measured against the following factors:
 - Zero Carbon, Zero Waste, Sustainable Transport, Sustainable Materials, Sustainable Water, Land Use and Wildlife, Culture and Community, Health and Wellbeing.
- The 'sustainability statement' submitted with the application only commits to the very modest reductions in LP Strategic Policy SD48 (Climate Change and Sustainable Use of Resources), LP Development Management Policy SD51 (Renewable Energy) and NHP Policy PL4 (Renewable Energy).
- The 'Design Response' does indicate a greater reduction in emissions (69%) which is welcome, but not sufficient. Ground-source heat pumps (in addition to the air-source heat pumps planned) and further Passivhaus measures should be adopted to make the development zero carbon.
- It is not clear whether it is intended that gas will be supplied to the building. It should not be as this is a legacy fuel that will need to be replaced rapidly to meet the Government's net zero commitments.
- The building is also designed in concrete, which has extremely high carbon emissions that do not constitute the 'sustainable materials 'required by **LP policy SD3**.

SDNPA must insist on zero carbon standards, no gas, and the use of sustainable building materials. As well as reducing emissions, these standards would also increase the affordability of the units by reducing energy bills to zero.

Air Quality

- LP Development Management Policy SD54 (Pollution and Air Quality) states that 'development proposals that by virtue of their location, nature or scale could impact on an existing AQMA will be required to have regard to any relevant Air Quality Action Plan (AQAP) and to seek improvements in air quality through implementation of measures in the AQAP; and provide mitigation measures where the development and/or associated traffic would adversely affect any declared AQMA'. LP Part 1 Core Policy 9 (Air Quality) restates the same requirement.
- By far the biggest impact on air quality on the Lewes Town Centre Air Quality Management Area (AQMA) will be due to the proposed relocation of the bus station. Yet the 'Air Quality Assessment 'submitted with the application specifically excludes consideration of this, arguing that 'as final details of this relocation are yet to be confirmed it has not been possible to account for this'. Without this assessment and associated mitigation measures, it is impossible to assess the impact on air quality and compliance with the Local Plan policies.

SDNPA therefore must not assess this application until the new location of the bus station has been agreed by all parties and a revised air quality assessment submitted.

Transport

- There is no plan to replace the bus station, as required by LP Policy SD57. The policy requires that 'alternative uses on the bus station site are subject to the facility being replaced by an operationally satisfactory and accessible site elsewhere'. Paragraph 8.39: The Eastgate area is identified as a potential area for redevelopment with the priority being for the retention of a major food store and the introduction of a replacement bus interchange.
- The neighbourhood plan aims to support the improvement of access to and from the town for outlying areas and for nearby villages, as well as within the town centre, for the convenience and the health and well-being of residents and visitors. It states "The town will have an improved transport hub, bus station and a variety of good quality transport connections to improve access to and from surrounding villages and towns". The proposal does not meet this aim.
- Neither of the 'two potential options for replacing the existing facilities' meet the requirements of the policies contained in the local plan and neighbourhood plan:
 - **LP Policy SD19 (Transport and Accessibility)** objectives and policies identify the 'potential to improve the role of railway and bus stations as hubs by improving bus interchanges, cycle parking and other infrastructure', expect developments to 'maximise the availability of relevant sustainable transport options' and commit to supporting 'improvements to public transport waiting facilities, particularly those with reliable and accessible information'.
 - NHP Objective 10 (Village & Town Connections) is for Lewes to 'have an improved transport hub, bus station and a variety of good quality transport connections to improve access to and from surrounding villages and towns'
 - NHP Policy HC1 (Protection of Existing & New Community Infrastructure) notes that 'the existing bus station serves the centre of Lewes very well' and requires that it 'will be retained until a suitable alternative town centre site can be found offering the same or better undercover waiting facilities'
 - NHP Policy AM2 (Public Transport Strategy) requires that new development 'have regard to and safeguard strategic transport projects in the neighbourhood area', 'particularly ensuring a bus station with public facilities continues to be provided in a central location'.
- The Bus Station site is not in the Lewes Neighbourhood Plan as a site for housing development.
- The current bus station provides an off-street bus interchange area, including the sheltered waiting areas, toilets, café and the land buses drive and park on. Community Transport, Compass and Brighton and Hove bus service providers are delivering a service that furthers the social wellbeing of the community. There is an additional benefit to the community with all these services being located on the same site, which due to its location is convenient, accessible, and safe.
- Lewes is a hub town, and the local community extends to the surrounding villages and towns, as identified in the Neighbourhood Plan, further adding to the need of this interchange function.
- The local plans demand a suitable alternative offering the same or better undercover waiting facilities. LP Policy SD57 states the bus station performs a vital transport role and is well located. The point is also made that "the interchange function is essential to retain". The principle of redevelopment is only acceptable if attractive, operationally satisfactory interchange facilities can be provided on a site elsewhere of equal convenience in this sector of the town. The work undertaken so far by the Generator Group has demonstrated that no such site elsewhere in the Town provides this.
- Retaining the Bus Station on the existing site has not been properly assessed.
- The North Street Quarter (NSQ) and Eastgate area development should be considered as one development.
- Alternative options for a suitable bus station are insufficient and have not considered the routes of the
 buses or that additional bus services are planned. Route mapping should be overlayed. Due to the
 interchange facility, at times there can be five buses on site. There needs to be a streamlined way for
 travellers to find their change of bus.
- The options fail to consider the demographics for Lewes and their forecast changes: In the South-East one in ten families have no access to a car, therefore dependent on public transport. As people get older, and the projection for the already high over 65 population is an increase of over 30%, it may be impractical to use a car and therefore they will be looking to use public transport.
- It is essential to increase bus use in order to reduce car use to improve the environment. The only way to improve bus use is to improve facilities and convenience. Furthermore, fuel prices are set to increase to two pound per litre, so a public transport hub is essential.
- The existing bus station offers extensive undercover waiting space and a café and toilets from 8am-3pm every day except Sunday;. These facilities are accessible to wheelchair users and those with restricted mobility.

The Lewes Area Access Group (LAAG) represents those in Lewes and the surrounding districts that have daily challenges regarding their independent mobility. The Town Council, in considering its response to this planning application has taken their feedback into account and feel it is important to relay some key

messages. It is essential that those with disabilities that affect their mobility have equal access to facilities and transport. Decisions made regarding locations of such essential centres of transportation should first and foremost consider the needs of the population that have the most difficult hurdles to overcome. Everyone else has a choice, this group of our community have absolutely no choice. All of the below points are essential to ensure people with disabilities, wheelchair users, rollator users, mothers with pushchairs/toddlers, those suffering long COVID fatigue, ME sufferers, and anyone who is unable to travel easily independently need to have an "operationally satisfactory and accessible" Bus Station in the centre of the town:

- Central location between the upper shopping area and the lower.
- Fully functioning accessible crossings directly to the bus station with drop kerbs, tactile paving, and moving knobs underneath to enable those with a hearing impairment to know when the crossing shows the 'green man'
- Within a short distance of a toilet for disabled people, pregnant mothers, elderly, infirm etc
- Benches with shelter nearby
- Having a central location will also ensure that more people will be likely to use public transport as opposed to using their cars

East Sussex County Council's Bus Service Improvement Plan (Autumn 2021)

This plan commits to:

- significant quality improvements in bus provision';
- 'bus patronage [...] to significantly grow in future years';
- 'increase bus service provision on main corridors and in urban locations';
- 'enhance the waiting environment for bus passengers, [...] and ensuring that up to date and well-designed information is available.

The 'Bus Stop Re-Provision Assessment Addendum submitted with the application sets out two potential options to replace existing facilities:

- temporary on-street reprovision
- 3 bus stops plus waiting and seating facilities on land owned by ESCC on Phoenix Causeway'.

According to the developer's own document, the temporary solution 'places the bus facilities on the surrounding roads and the removal of some on street parking facilities. The Phoenix Causeway option would comprise two bus stops on the north (eastbound) side of Phoenix Causeway and one bus stop on the south (westbound) side adjacent to the Waitrose car park.

Neither of these options meet any of the planning policy requirements, and are not acceptable in any way for the following reasons:

- Bus stops on the side of busy roads do not constitute an 'operationally acceptable site', a 'bus station' or a 'suitable alternative town centre site'.
- Three small bus shelters on either side of a busy A-road do not offer 'improvements to public transport
 waiting facilities', 'an improved transport hub', 'the same or better undercover waiting facilities' or 'a bus
 station with public facilities', and they would certainly not 'enhance the waiting environment for bus
 passengers'.
- Many bus services terminate or lay-over in Lewes to facilitate timetables; neither option proposed in the
 application includes any spaces for buses to park, and therefore neither proposal is 'operationally
 satisfactory'.
- Passengers from outside the centre of Lewes frequently need to change buses at the bus station, often to buses going in the opposite direction; the proposed options would require these people to cross a busy road to their connecting service, which would not constitute an 'improved bus interchange' or an 'operationally satisfactory site'.
- reducing provision to three bus stops will not allow 'bus patronage to significantly grow in future years' as required by ESCC's Bus Service Improvement Plan.

South Downs National Park Authority and East Sussex County Council (as a statutory consultee) must reject these proposals and the application as a whole until a proper, fully-policy-compliant site has been accepted by all parties (including the bus companies).

The Town Council concurs with the Friends of Lewes in that a planning condition should be drafted that would prevent the demolition of the existing bus station until a suitable alternative bus facility has been both agreed and implemented.

We would therefore strongly recommend that the developer, SDNPA, East Sussex County Council, Lewes Town Council and other authorities meet to consider what the hurdles would be to the retention of the bus station (financial and other) and how these could be overcome.

<u>Infrastructure</u>

It should be noted that the Bus Station building and road area have been listed as an Asset of Community Value by Lewes District Council on 27 May 2022. This designation as an ACV makes it a material consideration for the planning authority.

LDC gave robust consideration to its decision to list the station and road area, noting its value to the community as a bus interchange in its own right. The Town Council therefore urges the SDNPA to ensure the policies within its own local plan, and those within the Town Council's Neighbourhood Plan with regards to suitable alternative provision are enforced.

LDC provided LTC with detailed reasoning for its decision. The following extracts provide valid points in relation to this planning application:

"The provision of a larger sheltered area for people to wait for a bus benefits the local community by allowing the continued use of the important transport links regardless of weather, as well as a facility to sit and meet before catching their bus. Both the site owner and nominator have acknowledged that the provision of the bus services are of benefit to the community and town as a whole. This is due to the transport they provide for local vulnerable or disadvantaged residents, residents of the surrounding rural communities or tourists visiting the town. The Panel was satisfied the bus stop area furthered the social interests of the local community in such ways."

"The bus stop area's provision of affordable, environmentally friendly and accessible transport links, are its primary, non-ancillary uses."

Referring to the SDNPA Local Plan policies SD19, SD42 and SD43, the Town Council would stress that points 6.12, 7.169, 7.230, 7.231 and 7.232 relating to 'town and village centres', 'existing community facilities' and 'Assets of Community Value' must be considered when deciding this planning application and the local need must be robustly assessed.

Viability

Government advice on viability is found here: www.gov.uk.guidance/viability.

It says, "It is the responsibility of site promoters to engage in plan making, take into account any costs including their own profit expectations and risks and ensure that proposals for development are policy compliant."

It also states, "The price paid for land is not a relevant justification for failing to accord with relevant policies".

In conclusion

We strongly object to the proposals until a new, improved, Outline Application, compliant with the relevant policies, is developed and submitted. It is hoped that the SDNPA, as custodians of the Neighbourhood Plan for the town of Lewes, will be firm in ensuring that the policies that were consulted and agreed upon with Lewes residents will be enforced, along with enforcing their own local plan.

Installation of conservation rooflights to existing loft, replacement and new windows & door to rear and side elevation at ground floor and lower ground floor level and minor internal modifications to layout 1 Dorset Road

Ref. No: SDNP/22/02257/HOUS | Received: Tue 10 May 2022 | Validated: Tue 10 May 2022 |

Status: Application in Progress

Comment:

Councillors support this application and welcome the replacement of Upvc to crittal windows in the conservation area.

Change of use of the existing second floor storage area to studio 1 bed apartment

3 Fisher Street

Ref. No: SDNP/22/02327/PRE | Received: Thu 05 May 2022 | Validated: Thu 05 May 2022 | Status:

Application in Progress

Comment:

Councillors recommend that the applicant be referred to the SDNPA Dark Skies Policy and noted that the area was minimum size of 50sqm for a two person, one bedroom dwelling but did not include 1.5sqm built-in storage space.

Extension and reconfiguration to existing dwelling 20 Gundreda Road

Ref. No: SDNP/22/02321/PRE | Received: Tue 03 May 2022 | Validated: Thu 12 May 2022 | Status: Application in Progress

Comment:

Councillors regret the removal of two trees and that the gross internal area would increase by 37% and considered this overdevelopment.

Erection of balustrading to the first-floor rear balcony 10-11 Priory Crescent

Ref. No: SDNP/22/02108/LIS | Received: Thu 28 Apr 2022 | Validated: Wed 04 May 2022 | Status:

Application in Progress

Comment:

Councillors were neutral on this application

Erection of a rear, infill, single storey extension to existing dwelling 36 Morris Road

Ref. No: SDNP/22/02098/HOUS | Received: Thu 28 Apr 2022 | Validated: Tue 03 May 2022 | Status:

Application in Progress

Comment:

Councillors were neutral on this application and recommend that the applicant be referred to the SDNPA Dark Skies Policy. Members noted and approved that the extension matches that of the immediate dwelling.

New porch extension to the front elevation 32 Mountfield Road

Ref. No: SDNP/22/02097/HOUS | Received: Thu 28 Apr 2022 | Validated: Wed 11 May 2022 |

Status: Application in Progress

Comment:

Councillors were neutral on this application

Alterations and extensions to facilitate change of use to provide 4no. two bed and 4no. three bed flats with retained commercial use to part of ground and first floor

Pannets Building Railway Lane

Ref. No: SDNP/22/02215/PRE | Received: Tue 26 Apr 2022 | Validated: Mon 09 May 2022 | Status:

Application in Progress

Comment:

Councillors were encouraged that there were two and three bedroom dwellings in the proposed application, however they were disappointed that no dimensions were shown in the diagrams and request that these be shown when a full planning application is submitted.

Conversion of existing integral garage into habitable living space Walnut Grove Kingston Road Ref. No: SDNP/22/01957/HOUS | Received: Thu 21 Apr 2022 | Validated: Thu 05 May 2022 | Status:

Application in Progress

Comment:

Councillors were unable to comment as the application was not available on-line

Insertion/extension of the first floor/mezzanine space to form 2no. additional classrooms, existing ground floor workshop to be retained with minor alterations, and additional windows to the east elevation and recovering of roof with slates and conservation rooflights

Land to The rear of Lewes Old Grammar School

Ref. No: SDNP/22/01840/PRE | Received: Fri 08 Apr 2022 | Validated: Wed 20 Apr 2022 | Status:

Application in Progress

Comment:

Councillors were neutral and would recommend that blinds be fitted on the roof lights

Erection of single storey rear extension, hip to gable roof extension with creation of dormer, rooflights and alterations to windows and doors, 12 Houndean Rise

Ref. No: SDNP/22/02426/HOUS | Received: Fri 20 May 2022 | Validated: Fri 20 May 2022 | Status: Application in Progress

Comment:

Councillors were neutral on this application, however they felt that the dormer was too large. This application appears to meet the criteria applied in respect of improving the Swift nesting opportunities and it is recommended that the applicant is encouraged to consult with lewesswifts@gmail.com to investigate the potential to include Swift-bricks or similar during the project.

Change existing pitched roof to a new flat roof with a lantern light over previously built rear extension 9 St Michaels Terrace

Ref. No: SDNP/22/02304/HOUS | Received: Thu 12 May 2022 | Validated: Thu 12 May 2022 | Status: Application in Progress

Status: Application in Progress

Comment:

Councillors objected to this application and felt that a smaller lantern light could support a flat green roof. It was also noted that there had been a neighbour objection.

Replacement of windows to the rear elevation 18 Garden Street

Ref. No: SDNP/22/02216/HOUS | Received: Fri 06 May 2022 | Validated: Sun 15 May 2022 | Status: Application in Progress

Comment:

Councillors were neutral on this application

Garden Room/home office in residential garden Priory Cottage Cockshut Rooad Ref. No: SDNP/22/02441/PRE | Received: Fri 06 May 2022 | Validated: Fri 06 May 2022 | Status: Application in Progress

Comment:

Councillors noted that there were three options in this application and recommended that should a full planning application be submitted, option three be preferable.

Creation of dormer to rear and rooflights to front, side and rear rooflsopes 23 Houndean Rise Ref. No: SDNP/22/02159/HOUS | Received: Wed 04 May 2022 | Validated: Tue 10 May 2022 | Status: Application in Progress

Comment:

Councillors objected to this application in that the dormer will house an en-suite bathroom and over large.

Proposed loft conversion including installation of four front facing rooflights 11 Glebe Close Ref. No: SDNP/22/02294/LDP | Received: Thu 12 May 2022 | Validated: Thu 12 May 2022 | Status: Application in Progress

Comment:

Councillors were neutral but regret the installation of four rooflights