



Planning Committee
17 September 2014

Agenda Item 4

Ward: ALL

Key Decision: Yes / No

Report by the Director for Customer Services

Planning Applications

1

Application Number: AWDM/0645/14 Recommendation – No Objection

Site: Land South of Northbrook College, Broadwater Road, Worthing

Proposal: Application under Regulation 3 of the Town and Country Planning General Regulations 1992 for the construction of a new build 900 student Secondary School.

2

Application Number: AWDM/1016/14 Recommendation – Approve

Site: Multi Storey Car Park, Railway Approach, Worthing

Proposal: Conversion of disused public toilet block (Teville Gate Car Park) into temporary dog kennels to house stray dogs

3

Application Number: AWDM/0885/14 Recommendation – Approve

Site: Glaxo Smithkline Southdownview Way Worthing West Sussex

Proposal: Outline planning for demolition of office and welfare building facilities and installation of new building to provide offices and welfare facilities up to 3 storeys tall. (Scale, layout, appearance, landscaping and access reserved)

Application Number: AWDM/0645/14

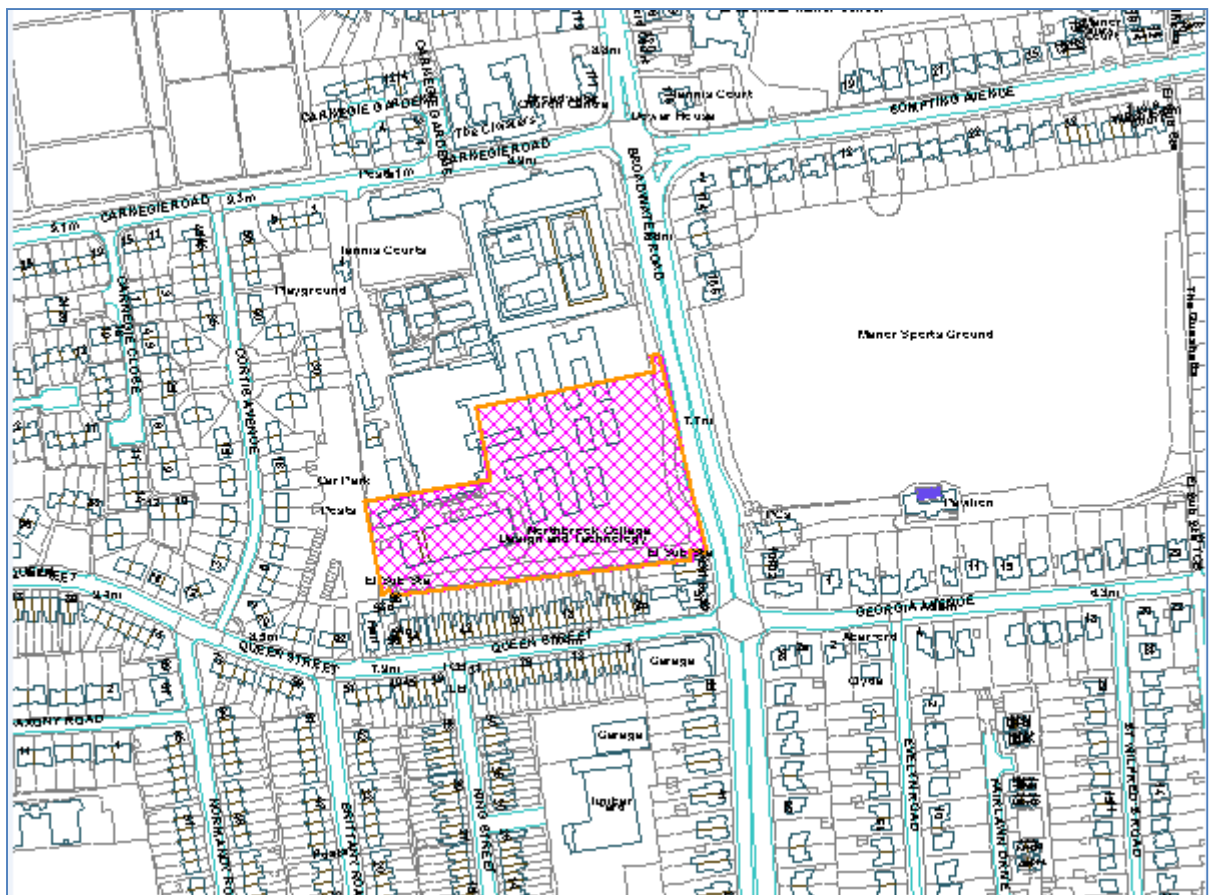
**Recommendation –
NO OBJECTION**

Site: Northbrook College, Broadwater Road, Worthing

Proposal: Application under Regulation 3 of the Town and Country Planning General Regulations 1992 for the construction of a new build 900 student Secondary School.

Applicant: WSCC, Director of Communities Commissioning **Ward:** Gaisford

Case Officer: Paul Pennicott



Not to Scale

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SITE AND SURROUNDINGS

The Northbrook College campus occupies a 3.7 hectares site which is bounded by Broadwater Road along its eastern boundary and Carnegie Road to the north. There are residential properties to the south in Queen Street and to the west in Cortis Avenue. It is one of three primary campus locations, the others being at West

Durrington and Shoreham Airport. The site is readily accessible by public and private transport as well as by pedestrians and cyclists.

The application site is on the southern part of the College site and is currently occupied by an existing college building and a range of temporary classrooms.

Northbrook College has undertaken significant redevelopment of its Broadwater Road campus over the last three years resulting in this area of surplus land.

PROPOSAL

The County Council is the applicant. It states that the new school will be an Academy in line with its current policies. Academy schools are state funded schools in England which are directly funded by central government (specifically the Department for Education (DfE)) and independent of direct control by the local authority. The majority of academies are secondary schools but some primary schools also have academy status. Academies are self-governing and are all constituted as non-profit charitable trusts. They may receive additional support from personal or corporate sponsors either financially or in kind. They must meet the same National Curriculum core subject requirements as other state schools and are subject to inspection from Ofsted.

The County Council also states that the application site is a suitable size to accommodate a new 11-16 secondary school for 900 students (boys and girls) and around 100 FTE staff with the required teaching and learning spaces, a new vehicular entrance to Broadwater Road, car parking, and play areas. The use of the Manor Sports Ground is referred to in the application as an opportunity to provide playing fields for school sports. It is proposed that the school would operate a phased intake, commencing with Years 7 and 8 (360 pupils).

Although not within the identified application site, Queen Street car park would provide space for pupil drop-off and pick-up. There would also be a drop-off and pick-up area to the east of and in front of the proposed teaching block. There is also the possibility of using the Northbrook College car park to the north as a dropping off facility before the college opens. The Queen Street Car Park is owned by the Borough Council.

The proposals include the formation of a Puffin controlled pedestrian crossing south of the proposed school access and north of the Queen Street junction to serve the school but could also facilitate regular access to the Manor Sports Ground.

On the northern half of the site the development would consist of a three storey teaching block (5703 sq m) measuring some 61.2 metres x 37.6 metres and approximately 11.6 metres high. It would incorporate an acoustic roof plant and photo voltaic panels based around an atrium design.

To the south there would be a staggered single storey sports hall (918 sq m) with an overall maximum size of 38.4 metres x 37.6 metres with varying roof heights of which the sports hall element on the east side would be the tallest at approximately 9.6 metres.

In addition the scheme would incorporate a new external MUGA (multi use games area) hard play area measuring 46.5 metres x 30.5 metres in the south west corner of the site. There would be a staff car park in front of the sports hall containing 51 spaces with associated soft and hard landscaping works and new vehicle access.

The site would be enclosed with a 2.0 metre high wire mesh fence along the western and northern boundaries. The frontage would be enclosed with a 2.0 metre high steel bar fence. The existing flint wall along the southern boundary would be retained.

SUPPORTING STATEMENTS

The County Council has included the following reports and statements in support of its application:

i. Planning Design and Access Statement

This sets out the reasons behind the layout on the site and the various accommodation options and proposals. It explains the design and its need to acknowledge the form of the recent remodelling of the adjacent Northbrook College. It outlines the approach to protecting and enhancing existing planting within the site and the methods adopted to control the impact of noise and activity upon neighbouring residential properties. Although the report touches upon the pedestrian and vehicular access, this is covered in greater detail in the Transport Assessment. The statement also offers responses to some of the criticisms received as a result of the pre-application consultation and exhibition.

ii. Transport Assessment

This report outlines the accessibility credentials of the site for pedestrians, cyclists and bus and rail users. It describes the safety aspects of the new vehicular access to Broadwater Road, the level of on-site parking (essentially for staff) and the dropping off opportunities in Carnegie Road and the Queen Street car park as well as the possible use of the Northbrook College car park before the College opens in the mornings. The proposed school is expected to open at 8.15 in the morning to ease traffic problems and facilitate access. A puffin crossing would be installed in Broadwater Road to the south of the new school entrance. In addition there would be a travel plan tailored to the needs of the school which would be subject to continuous monitoring and review after first occupation and as circumstances change.

This Transport Assessment reaches the following conclusion:

- (i) The proposed school would provide a more sustainable alternative for many school pupils and reduce longer journeys to schools across Worthing and beyond and for some this school would be their closest secondary school;
- (ii) It is forecast that 20% of the pupil journeys to school would be via the private car, which means that 80% of the pupil journeys would be made sustainably;
- (iii) The typical peak accumulation of pupil vehicles in the morning period is forecast to typically be 6 in the school drop off area on site and in the afternoon it is forecast

to be 11. In the other drop off locations this reduces to 4 in the morning and 6 in the afternoon at each location;

(iv) The LINSIG outputs at the signalised A24 Broadwater Road/Carnegie Road/Sompting Avenue junction have shown that the development will add an additional 2 seconds of delay per passenger car unit on Broadwater Road;

(v) The PUFFIN crossing modelling results show that there would be no material delay to Broadwater Road traffic during the peak periods (i.e. when it is most likely to be called);

(vi) The recommended amendments to the access design and off-site highway improvements from the Stage 1 RSA have been incorporated within the outline design drawings which accompany this report, including the slight relocation and widening of the Puffin crossing, the widening of the central refuge and amendments to bellmouth radii of Queen Street;

(vii) An NMU audit has been carried out and the items identified have been addressed within this report;

(viii) A Travel Plan has been submitted with this application and proposes that the School implements a series of measures including a drop off and collection code of conduct, leaflets on safe routes to school for year 6 pupils due to join the school as well as other usual travel planning.

iii. School Travel Plan

The travel plan lists a number of measures and initiatives that would be employed to control and influence the ways in which the site is accessed. These will include:

- Travel Plan information on convenient notice
- Annual travel surveys
- Provision of a Travel Plan Co-ordinator
- 100 secure cycle racks/spaces
- Provision of shower and changing facilities
- Promotion of WSCC public transport offers to pupils and staff
- Encourage car sharing between staff members
- Setting up a car sharing group for staff on WSCC lift share scheme
- Provision of an Emergency Ride Home (ERH) scheme
- Provision of an effective car park management strategy
- Promotion of the 'Drop off/Collect Code of Conduct' strategy to parents and pupils

Subject to confirmation, it is anticipated that the school day would begin at 08:15 and finish at approximately 14:45 for pupils. These hours of operation, as far as possible, would help to ensure that the traffic generation does not coincide with existing school traffic or peaks on the local highway network.

This Framework Travel Plan, which should be read in conjunction with the Transport Assessment prepared for the proposed development, is a Framework document. It contains aims and objectives, a comprehensive list of infrastructural 'hard' and behavioural 'soft' measures which could be implemented, some suggested interim targets and a robust monitoring and evaluation strategy in order to heavily encourage and promote the use of alternative modes of transport to the private car

for all journeys associated with the school to reduce the traffic impacts of the proposals.

As the school is not yet constructed and given that it represents an entirely new development rather than a relocation, it is not possible to obtain accurate data with regards to staff and pupil travel patterns at the present time. This Framework Travel Plan therefore provides a commitment to prepare a Full Travel Plan including baseline data and targets within three months of the site becoming operational.

iv. Landscape and Ecological Design Strategy Report

This report provides an ecological appraisal of the site and assesses the potential for protected species to be retained, protected and their habitats enhanced. It acknowledges the opportunity for the species and biodiversity enhancement particularly around the boundaries with the planting of additional trees and hedges. Although a number of coniferous and broad leaved trees would be removed from the eastern boundary to create the new access point, bus layby and footpath in Broadwater Road, replacement advanced coniferous and broad leaved trees would be planted along with an evergreen hedge to soften and filter views along the site frontage.

Some trees along the southern boundary would be removed to accommodate the MUGA but the principal mature and protected trees under the Preservation Order would be retained. In addition a habitat area would be created along the southern boundary for nesting birds, foraging bats, invertebrates and hedgehogs. The hard play areas to the western site sector would be edged with broad-leaved tree lines and flowering shrub planting areas to the site boundaries enclosing the hard play areas and seating areas within the school grounds.

v. Preliminary Ecological Appraisal Report

This report provides a detailed ecological appraisal and concludes that there is little bat roost potential.

vi. Archaeological Assessment

A review of existing archaeological and historical sources suggests that the site has a low potential for containing archaeological deposits of prehistoric, medieval and post-medieval date and no significant setting issues have been identified in relation to designated heritage assets.

vii. Ground Investigation Preliminary Report

This provides an initial visual examination and in situ testing of the soils within the application site which suggests that a more detailed investigation would be required before development commences.

viii. Flood Risk and Storm Water Management Report

The report states that the redevelopment of this part of Northbrook College campus for educational and non-habitable use is deemed appropriate for Flood Zone 1 according to the principles set out in the NPPF. The risk of flooding from all sources is considered to be low and the development would not adversely affect the neighbouring properties in terms of flood risk by dealing with storm water drainage on site.

The incorporation of permeable paving technology and soakage solutions for all storm water run-off in the construction will ensure that peak rates and volumes of run-off from the site are minimised.

This report has identified measures that will reduce the level of residual risk and ensure sustainable levels of storm water runoff. It shows that the proposals can be successfully implemented and managed to provide safety to users for the expected lifetime of the development.

This report shows that compliance with the 2 credits for Flood Risk and 1 credit for Minimising Watercourse Pollution can be achieved and criteria met as described within BREEAM New Construction 2011.

ix. Renewable Energy and Climate Change Statement

The statement acknowledges that legislation and guidance are pushing the boundaries for new developments to make sustainability a necessity and ensure that developers, builders and consultants strive for such improvement backed up by planning policy which requires development to make provision for renewable energy on the site. As such, a solution has been proposed to produce an energy efficient building emitting predicted CO₂ emissions of 170842 kgCO₂/yr from an energy consumption of 370.9 MWh/yr, with low carbon sources providing 22.49 MWh/yr, or 6.06% of this.

x. External Lighting Report

The report illustrates the style, position and brightness of the proposed lighting fittings for the school.

xi. Outline Acoustic Review

The report refers to the need for classrooms to be insulated against internal noise but more especially against external noise sources such as traffic. It examines the effect of various ventilation systems on noise and the probable need for acoustic design standards to be greater than those under the Building Regulations.

The report also considers the impact of noise upon nearby residential properties from the use of the MUGA (multi use games area) and noise emissions from any mechanical services plant within the site compared with the general background noise levels. Accordingly, it proposes mitigation measures where necessary to protect residential amenity.

CONSULTATIONS

The Environmental Health Manager recommends a precautionary approach to the potential existence of contamination within the site and suggests that further investigations should be made.

He also comments as follows with regards to air quality:

As per the Sussex guidance an emissions mitigation assessment should now be carried out. The purpose of an emissions mitigation assessment is to assess the

local emissions from a development and to determine the appropriate level of mitigation required to help reduce the potential effect on health and/or the local environment. The intention of the guidance is to identify and ensure the integration of appropriate mitigation into a scheme at the earliest stage.

I would suggest the development considers incorporating some of the mitigation options contained within Table 2 on page 15 of the guidance. Many of these will be covered by the school travel plan anyway. Enhancements to bus services in the area and cycle paths (linking up existing paths) are good examples for this part of town. A rapid electric vehicle charge point is also a good idea, particularly whilst the site is being developed as it is cheaper to install the necessary cabling (you may also wish to consider laying cables for future additional charge points whilst there, again as it is cheaper).

I would however like to supplement this with the suggestion that the school liaises with Worthing College and Northbrook College in order to utilise the school bus that runs from the town centre along the A24 to Grove Lodge. If this were a shared service between all 3 establishments the need for private cars could be reduced.

Finally, in terms of the noise implications from the MUGA and the installation of any mechanical equipment he comments as follows:

The site is bordered by residential properties to the south and west. There is therefore the potential for noise to impact on residential amenity. The main sources of noise will be the MUGA and any mechanical plant.

The use of the MUGA will inevitably gives rise to noise from people shouting, whistles and to a lesser extent impact noises from balls hitting objects/fences. The Outline Acoustic Review prepared by Cole Jarman (ref. 13-4221 R02) assesses the impact to be minor. The assessment uses LAeq's to assess noise impact, but this ignores the effect of impact noises or short bursts of noise typically associated with the use of such facilities.

During the day the use of the MUGA should not be an issue, provided codes of conduct are devised and enforced (such as limiting the use of whistles, restrict unsupervised access, etc.). Additionally the higher background noise in the area and the expectation that such a facility would generally be used during the school day means the impact should be limited. However, during the evening and at weekends residents will reasonably expect a lower level of noise in the area and such activities to be reduced in frequency and duration. Allowing use of the pitch during the evening would, in my opinion, produce unreasonable levels of noise and affect residential amenity. As far as I can see the MUGA does not have any hours of use listed. The acoustic review refers to typical use being 09:00 to 18:00 hours. In the absence of any other information I recommend its use be restricted to these hours Monday to Friday and 09:00 to 17:00 on Saturdays only.

The design and access statement refers to the possibility of lighting being installed in the MUGA in the future. This will of course extend the hours of use and increase the noise residents will be exposed to. Should the school pursue this then we would

expect a full and proper lighting assessment to be completed and adherence to lux levels which we would expect as a condition.

In terms of plant noise, the acoustic assessment refers to noise limits on pages 12 and 13. I agree with the limits listed in T9 on page 13 and paragraph 7.4 and request these are incorporated into a condition to any permission granted.

The Head of Technical Services comments as follows:

The Site Habitat Plan figure no 1 shows there is a dry ditch running north to south parallel to the road which obviously served a purpose at some time but is no longer shown on the Proposed Site Plan and Location Plan DRG 100 rev B and it needs to be understood whether its existence is significant.

The HOP Drainage Drawing 2/3 shows the fall arrow from gully 8.15 (bottom right of site) falling the wrong way.

The proposals increase the impermeable surface area and so there will be an increase in run-off rates and volumes which need to be mitigated by way of soakaways and porous pavement.

The proposals include suitable siltation and pollution control techniques in accordance with current guidance i.e. EA PPG

WSCC have stated in their response that development shall not begin until a scheme of surface water drainage has been submitted to and approved by the local planning authority and fully implemented. Those details shall include:

- *Design for 1:100yr return period.*
- *Inclusion of 30% peak run-off and 20% additional volume for climate change.*
- *Consideration of overland flows (pluvial impact).*
- *Inclusion of pollution/siltation control measures.*

The Councils' Arboriculturist comments as follows:

1. Eastern Boundary.

The process of management and replacement of the old belt of mixed trees here was begun at its northern end adjacent to the new college building on a previous application. Consistent with that approach this application continues this into the remaining southern part. Individual trees here are generally of low value and characterised by suppressed deciduous trees amongst scruffy, poor condition Leylandii. Many Leylandii have significant dieback and large broken branches arising from winter storms and from which they will never recover to give safe high quality landscape trees consistent with their location. The Leylandii T25 is earmarked for retention but because of its damaged condition I would support its removal and replacement. That said there are some reasonable retained specimens such as Leylandii T24 and TL04 which together with various maples give some mature landscape continuity that the landscape strategy seeks to enhance with appropriate new planting to include Lime and Corsican Pine.

The proposed new school access enlarges the existing gap removing low quality trees on each side.

2. Southern Boundary.

The retained trees along the boundary will provide some mature screening of the new Sports Hall that can be supplemented as indicated in the landscape strategy with new planting. With regard to this, within the proposed understorey shrub mix SH43, Acer pseudoplatnusus is better replaced with Acer campestre which is less invasive and native. Growing between higher value trees T44, Sycamore and T47 Holm Oak, the proposed removal of the Wych Elm T45 will have a negligible effect on amenity and its eventual loss to Dutch Elm Disease is likely.

3. Western Boundary.

Existing trees to be retained.

4. The Tree Protection Plan is supported.

5. The Outline Landscape Strategy is supported subject to the replacement of Downy Birch, Betula pubescens with Silver Birch, B.pendula in the Habitat Area which is the more suitable and local species, and the removal of sycamore from Shrub mix SH43.

There is no consultation made by the Borough Council with **West Sussex County Council** acting as the **Highway Authority** or as the **Education Authority** or with the specialist input of the **County Archaeologist** or the **County Ecologist** (or the other external consultees such as the utility companies) because the County Council is both the applicant and the determining Local Planning Authority, in this case, and has a duty to consult upon these matters and to take any responses fully into account in making its decision on its own application.

However, a key consideration for the Planning Committee in determining how to respond to the consultation will be the impact of the development on highway safety. Therefore, the initial comments of the Highway Authority to WSCC are set out below:

The **WSCC Local Highway Authority** comments dated 30 May 2014 are as follows:

Summary

1. Full planning permission is sought for a new 900 place secondary school with associated infrastructure. The application is supported by way of a Transport Assessment (TA), Travel Plan and Road Safety Audit. A Non-Motorised User Audit has also been completed to consider access by walking and cycling. The scope of the TA has been discussed with the Applicant and the Local Highway Authority has commented on what should be provided in support of the planning application.

2. Based on the information submitted, the Local Highway Authority are not able to support the proposals. A number of concerns are raised relating to capacity assessments, accessibility by sustainable modes, and impact upon on-street parking.

Vehicular Access Arrangements

3. The site is to take vehicular access from A24 Broadwater Road. In this location the A24 is a dual carriageway with a kerbed central median separating the north and south bound traffic. The median is to be retained as part of the current proposal with the access into the site taking the form of a left in, left out arrangement. Vehicles approaching from the north will therefore need to undertake a u-turn in order to enter the site. Similarly vehicles exiting the site and wishing to head south will also need to u-turn.

4. In the vicinity of the access, Broadwater Road is subject to a 30mph speed limit. A speed survey has been undertaken to determine the 85th percentile wet weather vehicle speeds on the approach to the access. The recorded 85th percentile northbound vehicle speeds were recorded as 31.5mph. This speed has been used to determine what guidance is applicable to the design of the access. Given the recorded speeds are below 40mph, the guidance within Manual for Streets has been used for the design of the access, although the Design Manual for Roads and Bridges has also been referred to in terms of sightlines. Due to the proposed left in, left out arrangement, sightlines have been considered to the south only. It is evident that adequate sightlines and visibility splays can be achieved taking account of MfS and DMRB based on the recorded speed of traffic.

5. A Stage One Road Safety Audit has been provided to review the access arrangement and proposed off-site highway alterations. Whilst the audit raises problems with certain aspects of the proposals (notably the signalised crossing and dropping off arrangements) no problems are raised regarding the proposed access arrangement. Those problems relating to other aspects of the proposal are dealt with in the respective sections of this report,

6. The access has been designed with a 7 metre wide access road and 9 metre kerb radii. This arrangement will enable two cars to pass. Swept paths have been provided for larger vehicles, such as a coach or refuse vehicle. These swept paths show that to certain degrees a large vehicle would over-run the centreline of the access when entering or exiting the site. A coach would also over-run the centreline of the A24 when exiting. Due consideration should be given to the infrequency of these movements and the adequacies of sightlines to oncoming vehicles. These swept paths reviewed by the Road Safety Auditor. No safety issues were raised with the arrangements shown.

7. The formation of the access also requires the existing northbound bus stop and associated infrastructure to be relocated northwards. The alignment of Broadwater Road provides adequate intervisibility between vehicles exiting the site to approaching buses and those exiting the bus-layby. Again, this arrangement was considered as part of the RSA and no concerns were raised. As part of the detailed design, the positioning of the bus stop infrastructure should be amended so as not to conflict with the pedestrian access to the school; the drawings currently show a conflict.

8. In summary, there are no safety concerns with the proposed vehicular access arrangement onto Broadwater Road.

9. Alterations are also proposed to the car park located on Queen Street. The submitted TA makes reference to the car park being used for dropping off and picking up purposes. This access is clearly already in use in association with the car park, which in turn is well used in association with the adjacent Northbrook College. Visibility from the access is restricted to the west and the existing Queen Street carriageway width would allow for some form of building out of the kerb line to improve visibility. However the build out as shown is poorly tied into the existing kerb line on the eastern side. The alteration to the kerb radii and the inclusion of hatching on the western side also seems of very limited benefit; there seems no reason why a physical kerb could not be provided. The proposed improvements do not appear to have been considered within the RSA. Whilst there is benefit and the potential to accommodate an improvement, there are issues with the scheme as shown. An improvement could still be sought by way of a Grampian style condition.

Traffic Generation and Capacity Impact

10. Trip generation for the pupils at the proposed school has been estimated using travel to school survey information from Durrington High School. The TA considers that Durrington High School is comparable in terms of the size, nature and location to the proposed school. The use of a comparable site to determine trip generation is acceptable.

11. Using the travel to school survey data from Durrington High School, the TA provides the following estimate in terms of the number and percentage of pupils arriving by each mode to the new school.

| | Car | Car share | Cycle | Bus | Train | Walk | Other | Total |
|---------|-----|-----------|-------|-----|-------|------|-------|-------|
| Pupils | 126 | 52 | 192 | 15 | 10 | 498 | 7 | 900 |
| % split | 14% | 6% | 21% | 2% | 1% | 55% | 1% | 100% |

12. The capacity assessments make use and refers to the total number of pupils traveling by car (either singularly or car sharing) based on the above table. An assumption has been made that for car sharing two pupils will arrive per car, therefore giving rise to 26 car movements. The school is estimated to generate 152 movements from pupils being dropped off or picked up.

13. The TA includes two assessment scenarios relating to car sharing vehicle movements from pupils. These scenarios take account of two options one with a higher car sharing rate (based on on-site observations of Durrington High School) and a lower figure (based on the travel to school survey also from Durrington High School). For robustness, the LHA refer to the lower figure (resulting in 152 movements) as this would result in more vehicle movements and greater demands at dropping off and picking up times.

14. Pupil related vehicle movements have been distributed using postcode data for pupils attending schools in the vicinity of the site who are likely to form the initial school intake. The travel to school data from Durrington High School has also been referred to in terms of distance travelled.

15. For traffic generation from staff, the TA uses the parking provision on site (i.e. as there are only 51 on-site car parking spaces, only 51 staff will drive to the site (albeit the TA quotes 44 spaces whereas the submitted plan shows 51, including 5 disabled spaces). It is recognised that there is no information as to where staff will be travelling from. The site will still employ between 90 and 100 full time equivalent staff. Staff may not be able to park on-site but may still park on-street in the vicinity. If staff park off-site, any of the associated movements by their nature would be more widely distributed making use other local roads and junctions, and therefore difficult to take into account. The assumption made regarding staff travel may still underestimate traffic generation. However, impacts from staff parking off-site are anticipated to be of a low volume and therefore not justify any specific capacity assessments. The use 44 movements from staff are accepted.

16. The impact arising from staff and pupil related vehicle movements have been considered in a future year scenario (2019) in with and without development scenarios. The 2019 future year has been chosen as this will be with the school fully occupied. The scenarios take into account the development peak traffic periods as these are away from the usual AM (0730 and 0830) and PM (1700-1800) network traffic peaks.

17. Whilst the methodology to determine trip generation and distribution are accepted, there are certain issues with the modelling. These are,

18. It is appreciated that not all dropping off and picking up related movements would take place on-site. However, these will still generate notable vehicle movements on the local highway network. The distribution for pupils (flow diagram 5 and 8) do not take into account all vehicle movements associated with pupil dropping off and picking up. The diagrams should be revised to take account of all movements and wider distribution.

19. Linked with the above, it seems unrealistic to expect only those dropping off movements taking place on the school site to head northwards through the Broadwater Road/Sompting Avenue junction. 29 movements are indicated to use the Queen Street car park, a proportion of these are likely to head eastwards onto the A24 to either turn right or left. Similarly, it seems unrealistic to expect 29 vehicles to use Carnegie Road west, which is a no through road. These movements are more likely to take place in locations where it is more convenient for drivers to continue their journey. In addition to this, point 4.6.3 of the TA refers to the pedestrian link between Carnegie Road west and the Queen Street car park being removed. As such no link is understood to be provided from Carnegie Road west to the site, making it further unlikely for Carnegie Road east or west being used.

20. Again linked with the above, given the central median allowing only left in and left out movements, there is the possibility for the increase in u-turning traffic at certain junctions. There are no references to the potential for u-turning traffic at junctions to the north or south of the site. The potential for this should be explored within the TA and where appropriate mitigation proposed.

21. LinSig (an industry accepted modelling package used to determine the operation of signalised junctions) has been used to consider the existing signalised

junction of Broadwater Road/Sompting Avenue/Carnegie Road. The modelling of this junction

however appears incorrect inasmuch as the pedestrian phases on Sompting Road and Carnegie Road have not been included. In addition to this there are two northbound straight ahead lanes; the model only shows one. The northbound exit lane is shown as having two infinitely long lanes. This is quite a short merge and exit blocking already occurs on this arm. The applicant should confirm that the model cycle times and phasing have been obtained from the WSCC Signals team. The Signals team will also require a copy of the LinSig model for checking purposes.

22. Point 6.6 refers to the assessment of the PUFFIN crossing. For clarity, the 48 second crossing time is based upon the guidance within LTN 2/95 and is the longest time that the crossing could stop traffic. The methodology used to assess the crossing point is unclear and this is noted to have been considered as operating in essence as a junction with a 90 second cycle time. It's recommended that the operation Broadwater Road/Sompting Avenue junction and proposed crossing point are considered as a single LinSig model given that the operation of the crossing point has the potential to impact upon the signalised junction to the north.

23. As part of pre application discussions, the applicant was advised of the requirement for all junctions to be modelled that are to experience an increase of 30 or more movements in any given hour as a consequence of the development. Notwithstanding the need for the applicant to consider all movements arising from dropping off and picking up, there are still junctions that are likely to see increases over the 30 movement threshold that require assessment.

24. Comments were also made at the scoping stage regarding the requirement to assess impact upon capacity in the PM network peak, primarily arising from teaching and support staff. At the scoping stage it was confirmed that trip generation from other similar sites should be examined to determine if there was a need to assess impact upon the PM network peak. 5.9.2 of the TA states that staff departures will take place during the usual network PM peak. However no assessment of potential impact in the PM peak arising from staff has been included.

25. Whilst most likely a typo, flow diagram 3 refers to the AM peak 2019 base 0800-0900. Should this read 0730-0830 so as to be comparable with all other diagrams?

26. The screenshots of the TEMPRO outputs are illegible. Can these be provided in a clearer format?

27. In summary, the potential highway capacity impact arising from the development has not been adequately assessed. The Applicant is invited to submit further information to address the above concerns.

Accessibility by Sustainable Modes

28. The accessibility of the site is supported and reviewed as part of a Non-Motorised User (NMU) audit as well as being more general discussed within the TA. The travel to school data from Durrington High School also provides a useful indication as to potential modal share amongst pupils.

29. The NMU audit raises no fundamental issues with walking routes within the immediate vicinity of the site and it is noted that there are continuous footways of suitable widths. In terms of direct pedestrian accesses into the school site, the TA lists three points; two lead directly from Broadwater Road with a third making use of the Queen Street car park. 4.1 of the NMU audit considers pedestrian accesses into the site. The audit considered links from Carnegie Road, via the Queen Street car park and from Broadwater Road. The audit raises concerns with the Carnegie Road and Queen Street car park links. The TA details that the Carnegie Road link has been removed from the proposals, although this is still shown on drawing 2012/1919/008 Rev A and reference is still made to dropping off taking place from Carnegie Road; the drawing would need to be revised and the dropping off/picking off strategy revised. A link is still shown and referred to into the Queen Street car park. The NMU audit raises concerns with the increased risk between pedestrians and vehicular traffic using this route. The recommended action is for the design team to liaise with the local authority and college to arrange and provide a safe through route for pupils and staff by the provision of a 1.5metre footway. It is unclear how the Applicant is intending to address this point. A response is required from the Applicant.

30. The TA includes details of a proposed PUFFIN signalised crossing point located to the north of the Broadwater Road/ Queen Street/Georgia Avenue crossroads. The crossing point has been discussed with the LHA as part of pre application discussions. As part of these discussions, concerns were raised by the LHA with regards to the length of the crossing and the fact that this did not comply with good practice guidance set out within LTN 2/95. LTN 2/95 requires for roads that are between 11 and 15metres wide that consideration is given to staggering the crossing point (this in essence means that pedestrians would cross first into a central pen before then completing the crossing movement). For roads over 15metres LTN 2/95 states that crossing points should be staggered. The total road width referred to within the TA is 16.1metres. Based on LTN 2/95 the crossing should be staggered. As such, the LHA cannot support the single phase arrangement shown as it does not comply with the appropriate design guidance.

31. The NMU audit also raises concerns with the crossing length with pedestrians being potentially stranded particularly if the crossing is used in association with large groups of pupils. The Applicant has provided details of an existing single phase crossing on the A24 located on Chapel Road to the NMU auditor. The NMU auditor has provided observations of the operation of this crossing point and still observed that some pedestrians failed to cross within the allotted time. From observations of this crossing point, it's clear that pedestrians try to cross at the end of the green phase before becoming stranded as the lights change. Minimum crossing times for the Chapel Road crossing are also provided but no details are given of the maximums.

32. Reference is made in the TA (point 4.5.5) to the crossing being required to allow access to the Manor Sports ground. However no mention is made to the use of the Manor Sports ground elsewhere within the planning submission (i.e. within the planning statement). One of the key reasons why a single phase and not staggered arrangement was being promoted at the pre application stage was due to high

volumes of crossing pedestrians at games times and the limited capacity for pedestrians to wait within the central pen. Is the intention still for Manor Sports ground to be used?

33. A staggered crossing arrangement was initially promoted by the Applicants at pre application stage. However this arrangement was not considered in any detail nor were the designs based upon any accurate surveys of the existing road widths (a carriageway width of 15.8metres was quoted at the time, whereas a width of 16.1metres is now included in the TA). In light of the concerns with the single phase arrangement, the Applicant should investigate a staggered crossing.

34. The TA includes very limited consideration for pupils arriving by cycle. It is acknowledged that there are limited dedicated cycling facilities and routes within the immediate area. There are residential roads in the surrounding area that provide favourable conditions for cyclists. However, there will still be the requirement for cyclists arriving or departing to the west to cross the A24 to access the site. No consideration has been to this. In principle, given the prevailing traffic conditions on the A24, the use of this for cycling is undesirable. The fact that 8 cycling related personal injury accidents have occurred in the vicinity of the site is a potential further concern. Whilst there are no controls or restrictions that could realistically be imposed to prevent pupils arriving on cycle by the A24, there is no apparent cycling strategy proposed for the site.

35. The WSCC Safe Routes to School team have reviewed the submitted travel plan. During pre-application discussions, the need for early WSCC involvement with the development of the travel plan was identified. The following comments would be offered from the School Travel Advisor,

- 'I would not accept this TP currently as there are actions that I feel would lead to problems as the school developed. This school will be situated within a very busy major commuter link into Worthing. I feel the plan does not recognise the impact the school will have at this location. I have read through and have a couple of comments.

- 2.1.4 – I am concerned they see the on street parking in Queen Street and Carnegie Road as a traffic calming measure.

- 2.1.5 – They state 100 staff – needs to be expanded further, I believe this does not include auxiliary staff or visiting staff and am concerned on 50 parking spaces with other staff parking on street locally.

- 2.1.6 –Drop off area monitored by staff – I have never seen this actually monitored/ work, so how will they ensure this happens.

- The 78 space Queens Street car park is a good asset but I would like to know current use figures to be sure it would support the additional use, also who owns and manages this car park.

- 2.1.7 Furthermore, Northbrook College would allow dropping-off to take place within its formal car park, accessible from the western end of Carnegie Road.

Alternatively parents may wish to drop-off or collect their child from a more convenient location on the local highway network.

- *Use of the NB site is good but I can see future management issues with this, it would need some form of formal agreement and the last statement is appalling and does not support the ethos of school travel planning within the community at all.*

- *2.2.7 Pelican Crossing by Queen Street junction – concerns about people jumping the lights at this location, not to mention the impact it would have on Worthing traffic flow, especially at peak morning commute.*

- *2.2.8 Although there are no designated cycle routes in the immediate vicinity, the relatively quiet nature of the residential roads to the east and west of Broadwater Road is favourable for cycling.*

- *I totally disagree as these roads are used for rat runs and during the morning peak these are not quiet.*

- *BUS and RAIL Links*

- *I agree both are accessible for this site – I have concerns about potential volume of pupils crossing the A24 however and the balance between peak traffic flow and time to cross the pupils.*

- *3.1.2 Staff modal shift data – have we been asked for this and have they seen comparable travel plans?*

- *3.1.5 I am not happy with this table and would like to see a higher PT figures and far lower car use, if these figures are accepted then the proposed car park will NOT be able to cope with numbers and we will experience dangerous on street and pavement parking, this table to me indicates there will be a future issue. Given the excellent bus links then the rise in school numbers for bus use and possibly train use should be much higher.*

- *3.1.8 I would like to see measures in place to promote sustainable travel rather than relying on the vehicle usage to inform on the drop off strategy.*

- *4.1.1 I do not see this as being a core action of THIS travel plan.*

- *4.1.2 They recognise it is difficult to change behaviour after it has happened – but this TP is heavily Car supportive.*

- *4.1.3 Again they recognise the new school, staff and pupil intake gives the opportunity to build sustainable behaviours but doesn't do so in the TP*

- *6.1.38 Drop off area of A24 Broadwater Road – this has implications for backing up traffic onto the A24 and also creating additional vehicle U turns at breaks in the A24 between the 2 sets of traffic lights on Broadwater Road'.*

- *Has the project sponsor had any involvement in the preparation of the travel plan?*

36. In summary, the Applicant is required to provide further information to demonstrate that safe and convenient walking and cycling routes are available or will be provided as part of this proposal. The principle of a single phase pedestrian crossing point is not accepted by the LHA.

Staff Parking and Dropping Off/Picking Up Arrangements

37. The TA is somewhat contradictory in terms of staff travel and potential parking demands. 5.9.1 of the TA states that the mode of staff travel is unknown. However 4.2.1 applies an assumption that 50% of staff would not drive to work but would travel by alternate means. Whilst the site is recognised as providing the maximum parking standard set out within the 2003 Parking Standards, given the number of staff (approximately 100), there is still the potential for this site to generate off-site parking demands. This matter was raised at the pre application stage. The TA (4.2.3) also provides observations relating to the surrounding highway network's inability to accommodate any displaced parking. The submitted TA still provides no assessment of existing on-street parking pressures or comment as to where any overflow car parking can take place.

38. Similarly, whilst the dropping off/picking up strategy needs to be revised in light of the Carnegie Road pedestrian link being removed, no evidence has been provided to demonstrate that the Queen Street car park, or any other off-site dropping off/picking up location for that matter, has capacity to accommodate additional parent parking. Again a parking survey should be undertaken of this existing car park as well as the surrounding network where parking from staff or parents may reasonably be expected to take place. It is advised that the methodology for this is agreed with the LHA before any surveys are undertaken.

39. The Road Safety Audit raises congestion at the school drop off/pick up location as a potential issue, with the potential for queues to extend back onto the A24. The RSA goes on to require the layout being reconsidered. The Designer has disagreed with the Safety Auditor in respects of this matter, stating that dropping off area will be managed by a member of staff. Because of this, the LHA are required to prepare an exception report. Given the issues raised with the dropping off/picking up strategy elsewhere in this report, a revised response from the Designer may be necessary. At the present time, the LHA will not consider an exception report to accept the Designers response over the RSA recommendation.

Conclusion

40. There are a significant number of matters detailed within this report that will require the Applicant to reconsider and revise the proposals. The LHA are not in a position to support the proposals at the current time.

REPRESENTATIONS

Five letters of representations have been submitted from residents of five addresses, nos. 12, 14, 27, 44 and 58 Queen Street, who make the following observations:

- Concern about proximity of buildings, overlooking, loss of privacy, overcrowding, traffic/parking issues and increased noise
- The transport assessment outlines many safety concerns particularly for vulnerable road users which are yet to be addressed
- No mention is made of heavy traffic with lorries and trucks providing goods and services to the school
- The Queen Street entrance is only 4.3 metres wide and would not be wide enough for two vehicles to pass, and there would be no space for pedestrians to enter or exit at the same time. It only works now because students tend to all enter together and park in the morning and then all leave together in the afternoon. The car park is used overnight and during the day by residents and Caffyns and so is not as empty as the application suggests.
- The car park will get blocked and so Queen Street itself will become blocked, as it will when dropping children off in the street and then this same large number of vehicles will block Queen Street because of the difficulty of turning right into Broadwater Road.
- The new crossing in Broadwater Road will also stop the flow of traffic in Queen Street thus creating queues and making it difficult for residents to park and to exit roadside parking spaces in Queen Street.
- It is said that the school will adjust its hours to alleviate this problem but with the Government recently announcing longer school hours to match working hours there will be greater peak time problems and Broadwater Road and Queen Street are already operating at over capacity at peak times. The buses are already full at peak times too.
- Manor Ground is a popular recreational area used for dog walking, kite flying, football, ball games, family play, exercise and cycle practice. The school will inevitably impose restrictions on the current public usage of this area. This matter has not been well advertised but if it were considerable concern would be expressed. There will also be increased noise for residents from the school use of the field
- The acoustic report does not assess noise levels from plant and machinery, traffic or pupils and staff which are likely to disturb adjoining residents.
- The implications from the lighting report are indecipherable
- There are already two secondary schools in the area and a further concentration of youths is likely to exacerbate social and gang problems in the area.
- The removal of 17 mature trees will change the appearance of the landscape and result in loss of wildlife habitat
- The landscape survey is out of date because it refers to trees which are taller than stated in the report
- Healthy trees should not be removed along the Broadwater Road particularly the Prunus which is thriving even though it is slanting and is in the shadow of another tree. The tree V amongst the group of Chamaecyparis lawsoniana appears badly damaged but is sound and should be retained because otherwise it would leave a large gap which would take years to fill. These trees are not directly affected by the proposals.
- There is no objection to the removal of trees T12, T13 and T15 but trees T14-T20 are all healthy and should be retained and the previous entrance for the

building works retained and used instead. If T9 (v) has to be removed then the new access road could go into a treeless area rather than remove healthy trees.

- The ecological report was undertaken in December 2013 which is the wrong time of year for some species and flowering plants so a further in depth survey should be made as well as further bat surveys
- The report suggests that hedgehogs and foxes may shelter under the portacabins which should therefore be demolished with care
- The security fence would be better located behind the trees and further away from the main road to make room in case there is a road accident and pedestrians need to move away from the incident
- Additional traffic and cyclists will add to the dangers for pedestrians and it would be better if a new footpath the other side of the trees was provided to encourage walking
- The proposals appear to accord with the core planning objectives for the site but the opportunity for this area to become parkland would be lost
- The proposed development would be too cramped on the site and is overdevelopment
- It is huge and will have a detrimental effect upon the environment and the lives of people living nearby
- The new buildings are out of keeping with the area and will dwarf existing properties. Two storeys is the maximum that should be approved.
- Reference to the potential for floodlights on the MUGA to cause noise pollution has been omitted although the submitted document suggests that it may create less noise than the current buildings on the site
- There will be light pollution and overlooking from the teaching block windows and noise pollution from heating and air condition systems
- There are insufficient crossings in the area for children to safely cross

Councillor Mary Harding has also commented that:

Whilst there is a need for this new school, consideration must be taken to ensure that access via the Queen Street car park does not hinder the safety of those attending the new school and those using the preschool that is housed in the church centre. I am the manager of the preschool and our children attend from 9am to 3pm. I fear that issues will arise during the 3pm finish for both settings. This will cause more traffic along Queen Street resulting in more congestion on a road that is very narrow due to parked cars. There are yellow zig zag lines in front of the church to prevent cars being a hazard to young children. I hope that the new school will ensure parents will be mindful to these lines. I am also concerned that the designers think that the access to Queen Street car park is sufficient for two cars to pass side by side.

A letter of support has also been received from the President of the Worthing Hockey Club who says that he would be happy for the Academy to use the Manor Sports Ground as it sees fit and the Hockey Club would look forward to using the Academy MUGA and sports hall in the evenings as much as possible and will liaise with the Academy over this at the appropriate time.

It is for WSCC as the determining authority to notify neighbours and to take proper account of any responses received which then shall be addressed in its committee report. Any representations received exclusively by the Borough Council will be forwarded to the County Council.

RELEVANT PLANNING POLICIES

The application should be considered against saved Worthing Local Plan Policies RES7, RES9, TR9, H18, LR5 Core Strategy Area of Change 11 and Policies 2, 3, 11, 12, 14, 15, 16, 17, 18 and 19, the West Sussex Transport Plan 2011-226 and the National Planning Policy Framework.

PLANNING ASSESSMENT

The main issues are as follows:

a) The Principle of Development and need for a new Secondary School

Core Strategy Policy 2 identifies a number of Areas of Change which are not allocated sites but are target areas for investment and change. Area of Change 11 covers the Northbrook College Durrington and Broadwater sites where it was envisaged that the College may consolidate on one site releasing the remaining site for development. The original intention was to release the Durrington site for development to provide essential funding for the new joint campus at Broadwater for which planning permission had been granted in 2009 (WB/07/1041/FULL refers). However, this was dependant on funding from the Learning and Skills Council which did not come forward and the College had to reassess its plans.

The outcome has been that the Durrington site has disposed of surplus land for Guild Care, Caffyns and Bloors residential developments which are currently under construction. This has helped to fund the reconstruction of the phased redevelopment of the Broadwater campus. Two phases are built and a third and final phase is the subject of a recently approved application (AWDM/0145/14 refers). A final parcel of surplus land has been identified at the southern end of the Broadwater campus and this forms the current application site.

There are no specific requirements for this site in policy terms although the Core Strategy as well as recent comments from the District Valuer recognise the need for the College to realise the maximum commercial value from the sale of any surplus land in order to bridge the funding gap that exists in meeting the College's future needs and aspirations to upgrade its College buildings and facilities. At the same time the new school will satisfy both the need for enabling development and community facilities by offering a school with sports hall and other facilities potentially available to the community. The disposal of the application site either to the County Council for a new Academy or for residential purposes would enable the College to complete the redevelopment of its outdated facilities.

West Sussex County Council is the Local Authority responsible for school place planning in West Sussex and has recently consulted on changing the age at which children transfer to secondary school from 12 to 11, in line with most other areas in West Sussex. A new 11-16 secondary school forms an integral part of this

reorganisation. The County Council has been successful in securing funding to build the new secondary school but this funding is time limited and would require the new Academy to be built by September 2015.

The County Council confirms that the site is of a suitable size to accommodate a new secondary school with the required teaching and learning spaces, car parking, and play areas. It says that Manor Sports Ground to the east provides opportunities for sports, and Queen Street car park provides space for pupil drop-off and pick-up. There are good pedestrian and cycle links with available public transport services in the area.

It is said that 30% of children are forecasted to live within a mile of the proposed school with the remaining 70% living further than 1 mile from the school but within the Worthing catchment area.

There are no Policy objections to the development as it will secure the College additional funds to enhance its facilities in line with the adopted Core Strategy. Furthermore, it will provide a site to meet the County Council's requirement for a new school site to assist with the changes to Age of Transfer. However, there are a number of planning and transport issues that arise from the proposal that need to be addressed. Furthermore, the application refers to land outside the control of the applicant, namely Queen Street and Manor Ground Sports Hall, and the likelihood that these sites are available to meet the needs of a new school are assessed later in this report.

b) Transport, Access, Dropping off and Parking

In terms of transport the application is supported by a Transport Assessment and Travel Plan. These refer to the accessible and sustainable qualities of the site with bus stops adjacent (north bound) and opposite (south bound) in Broadwater Road and the railway station within 800 metres or 8 minutes walk away. The bus stop immediately outside the site would be moved northwards from its existing position to facilitate the new entrance and to accommodate the bus layby.

On site car parking would only be provided for staff (46 spaces) and disabled persons (5 spaces). There would, in addition, be up to 200 cycle parking spaces for students with, initially, only 100 provided on the western boundary adjacent to Queen Street car park. This is due to the phased development of the school with the initial first year occupation being only for years 7 and 8 (360 students) and so it has been suggested that the gradual take up of cycle places can be monitored to predict the final and actual demand for the time when the school is fully occupied. This may save on cost and unnecessary over provision. Some 20 cycle places would be provided for staff next to the car park where 6 motorcycle spaces would also be created. Unfortunately, there is a lack of a dedicated cycle route in the immediate vicinity.

With regard to walking, this is predicted to represent the greatest proportion of student movements (55%) with some 50% coming from the west and only 5% from the north. There are two traffic light controlled junctions close by along Broadwater Road at Carnegie Road/Sompting Avenue and at Queen Street/Georgia Avenue to facilitate crossing but these are rather remote from the site and the County Council

recognises the need for a new crossing point closer to the school. For this reason, a puffin crossing is proposed north of Queen Street and south of the new school entrance.

As set out in the Consultation Section of the report the Highway Authority has raised a number of concerns about the application. Although the applicant has been negotiating with the Highway Authority and a number of matters are being resolved your Officers are still awaiting the final comments on the Highway Authority and revised plans to address the identified concerns.

One of the main concerns has been the design of the Puffin crossing across Broadwater Road which is a wide four lane road at this point. The application proposes a single movement crossing (not staggered and with two separately controlled halves) is deemed to be the safest crossing method for students to avoid a large number being isolated within a relatively small central reservation between moving traffic waiting for the second phase of crossing. This is particularly important bearing in mind the age groups of children who will largely be unaccompanied by adults. Furthermore, the County Council would like to use the Manor Sports Ground for formal recreation (subject to agreement with the Borough Council and Worthing Cricket and Hockey Club) which would involve large numbers of students crossing. For this reason the Puffin has also been designed to be 4 metres wide. However, the single crossing movement would have an adverse impact on congestion at the signalised junction with Sompting/Carnegie Road and would increase waiting times by up to 48 seconds. The Highway Authority has indicated that its preference would be to have a staggered crossing which would be less convenient for pupils but reduce congestion along Broadwater Road. Clearly if the Manor Ground was to be used by the school for PE lessons and other sports there would need to be increased supervision across the road. Members will be updated at the meeting when it is anticipated that the final comments of the Highway Authority will be available.

It has been forecasted that only about 14% of pupils will arrive by car but this represents some 152 car trips. Various dropping off points have been identified. Firstly, within the site frontage a drop off and pick up point for students as well as a coach collection point for day trips and a delivery point for goods would be provided on the northern side of the access road. It is anticipated that this will only be about 30 car trips each day and this area would be marshalled each day by a member of staff during the periods for the dropping off and collection of students in the morning and the afternoon.

The other drop-off points are identified as Queen Street car park, Carnegie Road east and west as well as, possibly, the Northbrook College car park before the College opens each day. It is proposed that the new secondary school will start up at 8.15 am each day partly to avoid some of the congestion each morning.

There are concerns regarding the use of Queen Street as a dropping off point. The car park is currently owned by the Borough Council and is used by the adjacent Church Centre and nursery as well as overspill parking for Caffyns and local residents, mainly for overnight parking. It is also used by Northbrook College students to park during the day. It contains 78 spaces. As the Car Park is not under

the control of the County Council and is not within the application site, it cannot currently be relied upon to provide dropping off facilities. It clearly would be a convenient dropping off point in the morning with the rear pedestrian access shown on the submitted plans directly from the car park into the new school grounds where the cycle racks are also placed. As a result, the County Council is negotiating with the Borough Council to purchase the land or reach agreement to use the land in the future.

There are, however, questions over the suitability of the access to the car park which is narrow. It is 4.3 metres wide and the County Council advises that this is wide enough for two vehicles to pass and suggests that the narrowness will help to reduce vehicle speeds and thereby improve highway safety. Whilst this may be true in some respects there will be occasions when two vehicles will not be able to pass. If this access is busy at peak times it would have the potential to cause highway safety issues with vehicles trying to reverse out into Queen Street. Queen Street is narrow due to a large number of cars parked on street and is sometimes made worse by a car transporter delivering to Caffyns. Queen Street is a busy route at peak times often used for 'rat running' during peak periods and the traffic build up is aggravated by the difficulty of delayed right turn out movements into Broadwater Road. The Puffin crossing may make this more difficult or could on occasions make this right turn manoeuvre easier.

However, Queen Street car park is of concern with the temptation for parents to drop off in Queen Street itself because of the difficulties of accessing the car park. This may not be so serious if vehicles are all travelling eastwards and traffic is at a standstill but it will increase the highway dangers, particularly for cyclists with car doors unexpectedly opening. A representation has been received from a resident of Queen Street who has lived there for 17 years and claims that she has never seen two cars pass within the access to the car park. She also states that because the car park has been used in the way it has, particularly with students using it for daily parking and, all entering in the morning and all exiting in the evening, it has been operating very low and one directional flows. The concern, if fully operational, is that there is not an identified safe refuge or path for pedestrians or cyclists using this narrow access and this will add to the potential for conflict with cars.

It is understood that the potential new sponsor for the Academy has raised some concerns about the proposed parking arrangements and your Officers would prefer the Queen Street car park to be used primarily for staff to limit the two way movements along the fairly narrow access and conflict at the junction with Queen Street which is a busy narrow road particularly during the morning peak hour. Irrespective of whether this car park is used for staff or as a dropping off point it is clearly essential to provide the necessary parking requirements for the new Academy and the applicant has been requested to include the car park within the application site so that conditions can ensure that this is available for parking related to the new Academy.

Carnegie Road is further away and may be less attractive for parents particularly if few students are coming from the northern parts of the town. This may put even more pressure on the on-site drop-off facility producing more vehicle movements than the anticipated 30. The County Council is rightly concerned that this may

encourage cars to perform 'u' turns in Broadwater Road rather than to drive to Teville Gate and turn around at the roundabout.

There is also concern at the overuse of this on-site drop-off facility because it is unlikely to have a natural circulatory system for drivers with marked dropping off bays because of its multi-functional use. For example the submitted diagram showing how this drop off area could operate shows a few cars parked side on around the edge of this space for dropping off in the mornings which the report suggests takes no more than 30 seconds for each car. In contrast, in the afternoons this drop off area is shown to be capable of accommodating up to 35 cars parked end on. It is recognised that collecting children takes much longer for a number of reasons so it is necessary to increase parking numbers. However, the report also suggests that fewer children are collected from school in the afternoons compared to the mornings because the school finishing times are usually before most parents have finished work. It is therefore very important that this drop off area is controlled, monitored and improved as it becomes more evident as to the actual number of users and the consequential operational conflicts. The situation can be monitored and adapted over time for two reasons. Firstly, because of the staged occupation of the school (years 7 and 8 only for the first year) and secondly, because there is a contingency plan to open the barriered staff car park and allow parents to use it as an overspill circulatory system to relieve congestion if cars are backing up onto Broadwater Road. This would require careful on site management and this is recognised in the Transport Assessment.

One final point with regard to pedestrian accessibility relates to the single dedicated main pedestrian access point on the site frontage which is located on the northern boundary. This is the safest pedestrian route for entering the site and the teaching block which does not conflict with vehicular movements within the site, but it may be the least used if the majority of pedestrians approach from the west and not the north. There is therefore a case for a small adjustment to the layout to create a second dedicated pedestrian access to enable entry on the south eastern corner of the site which would circumvent the car park and avoid conflict with cars. As proposed the pavement access on the south side of the site relies on crossing over inner access routes which could be avoided.

From a sustainability point of view it would be important to encourage non car modes of transport to the site. Members will be aware that Worthing College funded a bus service to the College from the town centre and railway station and it is suggested that this could also be used to encourage sustainable transport to the site. This may require the new Academy contributing to the service to encourage this route to be maintained.

c) Design

The sports hall (maximum 9.6 m high) and the proposed teaching block (11.6 m high) are not out of keeping with the general two and three storey heights of the new Northbrook College buildings to the north, which also front Broadwater Road, and other buildings in the surrounding area.

The main school building would be finished in render and would incorporate coloured cladding panels in a similar way to the recently constructed College

buildings creating an affinity between the two campuses with similar bold lettering to identify the uses of the buildings.

The Sports hall would be similar in height to the ridge heights of the adjacent houses in Queen Street. It is proposed to be finished in metal cladding but there is concern that this could look rather industrial and austere, particularly with its plain box like form and brown colour (as illustrated) on the main road. It would still be quite prominent despite the intervening greenery and its physical set back from the road. It is therefore strongly suggested that the cladding is given further careful consideration in terms of its material, finish, colour and form. Alternative materials should be considered without compromising the strong contemporary and dramatic architectural statement that the site deserves and that Northbrook College has achieved.

In terms of the setting of the buildings it will be important that they sit within a green landscape with the security fencing located on the inside of the landscaping which should screen most of it from public view. The fencing should also be in an inconspicuous colour, such as dark green.

d) Sustainability

In terms of its location, the site is very sustainable being well served by public transport with regular bus services in Broadwater Road and a railway station some 8 minute walk away with good links to the coastal settlements of the education catchment area. The site is on a main gateway entrance to the town centre and is therefore well supported by public roads which are well linked for safe private transport users such as car drivers, cyclists and pedestrians.

In terms of construction the County Council points out that the site area is limited as is the budget for the project and certain assumptions have had to be made with regards to the building usage and energy demand as well as to the final plant solutions which are, therefore, not able to be confirmed at this stage. The aim will be to target a higher percentage, but to ensure that at least the 6% renewables/low-carbon technology target is met.

The submitted sustainability report states that the installation of energy efficient lighting could have a great impact on reducing the electrical energy consumption.

There is limited ground area available to make the best use of ground source heat pumps which would require a deep borehole system and this would make the costs prohibitive. Similarly, due to the capital cost on the scheme air source heat pumps are not viable and have not been included. Also due to the limited space for plant particularly for larger biomass boilers and the required biomass fuel store along with vehicular access and the cost of biomass installations, a biomass solution has been precluded.

In terms of a solar thermal system, this could provide for a percentage of the domestic hot water to the site, but the CO₂ savings achievable from such systems is low, making very little impact or contribution compared to other more suitable renewable technologies. There are also issues in providing space for a thermal store which would be required within the plant room area which is not available.

In addition, solar PV could be utilised to provide a carbon reduction/offset leading to a 6% reduction in annual energy consumption to offer significant carbon savings and better fundamental integration within the building services strategy and has been included within the proposals.

As the site is located adjacent to residential properties and is also a very compact site, the County Council has not considered a wind turbine for reasons of noise, space and cost.

Finally, a combined heat and power system is considered not suitable as the typical load profile of the school building would not provide the year round base heat load to make a CHP unit viable. The school will mostly close down for the summer months and prior to the summer term ending, and, also from September to October after the school restarts its new academic year, there will be little requirement for heat to make a CHP unit viable. In effect there are approximately five months of the year when the school would have little heat demand and as such would not be economically feasible.

It is clear that there are some constraints upon the development which limit its ability to provide wholly energy efficient systems to the school, but as a responsible local authority, the County Council has a strong interest in providing any measures which are energy efficient and sustainable and which would reduce the overall running costs.

e) Play Space

Secondary schools in England previously had to provide pitches ranging from 5,000 sq m to 54,000 sq m, depending on the number of pupils but schools must now provide only "suitable outdoor space" for pupils. This relaxation of the standards of playing field provision has been driven by budget cuts and lack of availability of capital funding and the pressure on educational establishments to finance improvements and refurbishments to meet current educational needs.

The Department for Education insists that its extremely strict rules on playing fields are still in place and officials have said that the change in regulations relates to outdoor space and not playing fields. The criteria for agreeing a sale of playing fields for development includes ensuring that there are enough remaining fields for local schools and communities and that sale proceeds are re-invested, preferably in outdoor sport facilities. Concerns have been raised that without a minimum requirement, there is a danger is that short-term expediency could jeopardise the ability of schools to deliver sport for future generations.

These regulations came into force on 31 October 2012 and set out for the first time that all schools must have access to suitable outdoor space for both formal PE lessons and for outdoor play.

The school premises regulations set out the minimum standards required to be met for premises of maintained schools in England. Academies and independent schools are governed by separate standards. The minimum standards cover a

number of aspects of school premises, including: toilet and washing facilities lighting health, safety and welfare outdoor space.

However, in terms of this application the County Council must simply provide suitable outdoor space for both formal PE lessons and for outdoor play. It is hard to judge what that means in terms of physical identifiable areas and associated facilities for 900 students. Clearly the sports hall will provide for some of this requirement but the County Council is, in the meantime, seeking to negotiate with the Borough Council for the use of the Manor Sports Ground for outdoor recreation but that, naturally, is complicated bearing in mind its use as a public sports ground and recreation area and the existing agreement in place for the Manor Ground to be used by Worthing Cricket and Hockey Clubs. At the present time no agreement is in place to use the Manor Ground but negotiations are continuing.

If the Manor Ground was not available or unsuitable for PE lessons/formal sports use the Academy/WSCC would have to seek separate arrangements with owners of suitable playing fields in the town with a view to sharing these facilities. This would not be ideal for the school or its students as it would be logistically difficult, time consuming and potentially expensive to provide.

At the time of writing this report, an announcement had not been made about who the new Sponsor would be for the Academy and until the Sponsor is in place it is difficult to know exactly how access to formal outdoor sports facilities would be provided. Safeguarding issues may mean that unrestricted use of the Manor Ground may be problematic but this matter is unlikely to be resolved until the new sponsor is in place.

f) Residential Amenities

The most affected residences would be the houses in Queen Street to the south. Only five letters have been received by the Borough Council and these are from Queen Street although others may have been sent directly to the County Council which is the applicant but also the Local Planning Authority responsible for determining the application and taking into account any representations it receives.

In terms of distances, the sports hall would be about 10 metres at its closest point to the shared rear boundary of properties to the south in Queen Street but between 27 metres and 22 metres distance away from the rear elevations of the houses themselves. There are no windows in these south elevations of the sports hall to cause overlooking. Nevertheless, objections have been received from residents concerned with the proximity of the buildings and the possibility of being too close and overbearing.

Furthermore, as the buildings would be to the north and screened by trees, there would be no overshadowing from the development.

The three storey school building would be further to the north and some 53 metres from the shared rear boundary of the houses in Queen Street with the sports hall acting as a screen to prevent any distant overlooking from the upper classrooms into the Queen Street rear gardens or rear facing windows.

In addition to the houses in Queen Street there are two pairs of semi-detached properties on the corner of Queen Street and Broadwater Road. These are close to the staff car park which is some 10 metres from the nearest rear garden and 17 metres from the nearest residential building at 63 Broadwater Road. However, due to the general background noise which the residential properties in this area are subject to, the noise and activities from the car park would not worsen or detract from the residential amenities of these properties.

In terms of the Sports Hall it is suggested that this will need to be well insulated to prevent noise escaping to the detriment of neighbours. It will also be important that the Sports Hall and Teaching Block are not open at unsociable hours which would cause noise problems from associated external activities and vehicular movements.

Similarly, but more importantly, the use of the MUGA as a noisy outside space needs to be controlled in terms of hours of use and noise levels. Also, in relation to the MUGA, there are no proposals for floodlighting but the possibility of floodlights being proposed in the future is a concern and, for that reason, the County Council should be advised that there should be no floodlights without the proper consultation and engagement with neighbouring residents. The Environmental Health Manager states that the use of the MUGA during the day with associated background noise levels should be less of a problem provided there are codes of conduct for its use observed such as only supervised use and no use of whistles. He recommends the imposition of an hours of use condition restricting activity from 09:00 to 18:00 on Mondays to Fridays and from 09:00 to 17:00 on Saturdays and at no other times. This, however, would prevent the use of the facility by the Community outside of the school day and is regrettable.

In respect of air quality the Environmental Health Manager recommends that an emissions mitigation assessment is carried out to determine the appropriate level of mitigation including measures such as enhancements of public transport, sharing the school bus service with the other colleges, improvements to cycle routes and the provision of electric charging points.

Whilst it will obviously be important to consider the impact of the development on local residents, it is also important to consider the opportunities for community use of the facilities when the school is closed. Certainly it would be beneficial to enter into a Community Use Agreement with the Trust running the new Academy, although in view of the noise concerns about the use of a MUGA this may be limited to the Sports Hall and more limited evening/weekend use of the MUGA.

g) Loss of Trees, Landscaping and Ecology

The proposed tree loss is limited to the area proposed for the new access and to those trees around the western, southern and eastern boundaries which are in a poor condition. Despite an objection from a neighbour to some of the proposed tree loss the Council's Arboriculturist has considered the submitted reports and supports the proposals. He finds the individual trees to be generally of low value. He notes there are some reasonable retained specimens which together give some mature landscape continuity enhanced with appropriate new planting.

One resident objects to the position of the proposed new school access but the Council's Arboriculturist finds that this simply enlarges the existing gap by removing low quality trees on each side. New tree and shrub planting will be used to fill in the gap where possible thus enhancing this rather important main frontage and entrance to the site.

Another concern from neighbours has been the southern boundaries where there is need to provide a strong screen and foil between the residential properties in Queen Street and the school site. The main trees, including Holm Oak, Black Poplar and Monterey Cypress, would remain and some understorey planting using native tree, shrub, wildflower and grass planting, would also be carried out to create native habitat areas along the flint party garden wall to enhance this area. The Council's Arboriculturist recommends some changes to the proposed species. He also states that the removal of the Wych Elm would have a negligible effect on amenity and its eventual loss to Dutch Elm Disease is likely in any event.

h) Ground Contamination,

The preliminary ground investigation report does not identify any specific concerns regarding contamination in relation to the site and concludes that a more detailed investigation will be required. The Council's Environmental Health Officer also recommends that further investigations are carried out.

i) Drainage

The Flood Risk and Storm Water Management Report concludes that the risk of flooding from all sources is considered to be low and the development does not adversely affect the neighbouring properties in terms of flood risk by dealing with storm water drainage on site.

Foul and surface water drainage matters are also the responsibility of Southern Water and Building Control and the site has experienced no technical difficulties in these areas during the successful redevelopment of the adjacent Northbrook College and therefore there are no grounds for anticipating problems on the application site.

j) Archaeology

The site has a low potential for containing archaeological deposits and no significant setting issues have been identified in relation to designated heritage assets. The County Council's Archaeologist will be responsible for confirming the position regarding archaeology before any development commences.

CONCLUSION

The Borough Council raises no objection to the application subject to resolving the matters raised in this report and the requirements listed in the recommendation below. It recognises the need for a new secondary school and agrees that strategically the site is well located in terms of accessibility and sustainability. However, there is some concern over the operational logistics of this constrained site without its own dedicated playing fields and the highway safety issues around dropping off and collecting children from nearby points which are not ideal and which are not under the control of the County Council. These matters are still under

negotiation with the Highway Authority and Members will be updated at the meeting if any further highway comments are received.

The proposals generally accord with the aspirations of the College Masterplan and the Core Strategy policies in that the development would provide Northbrook College with important finance from the sale of this surplus land to the County Council which would facilitate the development of a new secondary school for the benefit of the Worthing area. It would also remove a large number of sub-standard single storey timber hatted classrooms and, at the same time, would provide a further environmental improvement to the site continuing the individual and contemporary design on this prominent gateway to the town centre.

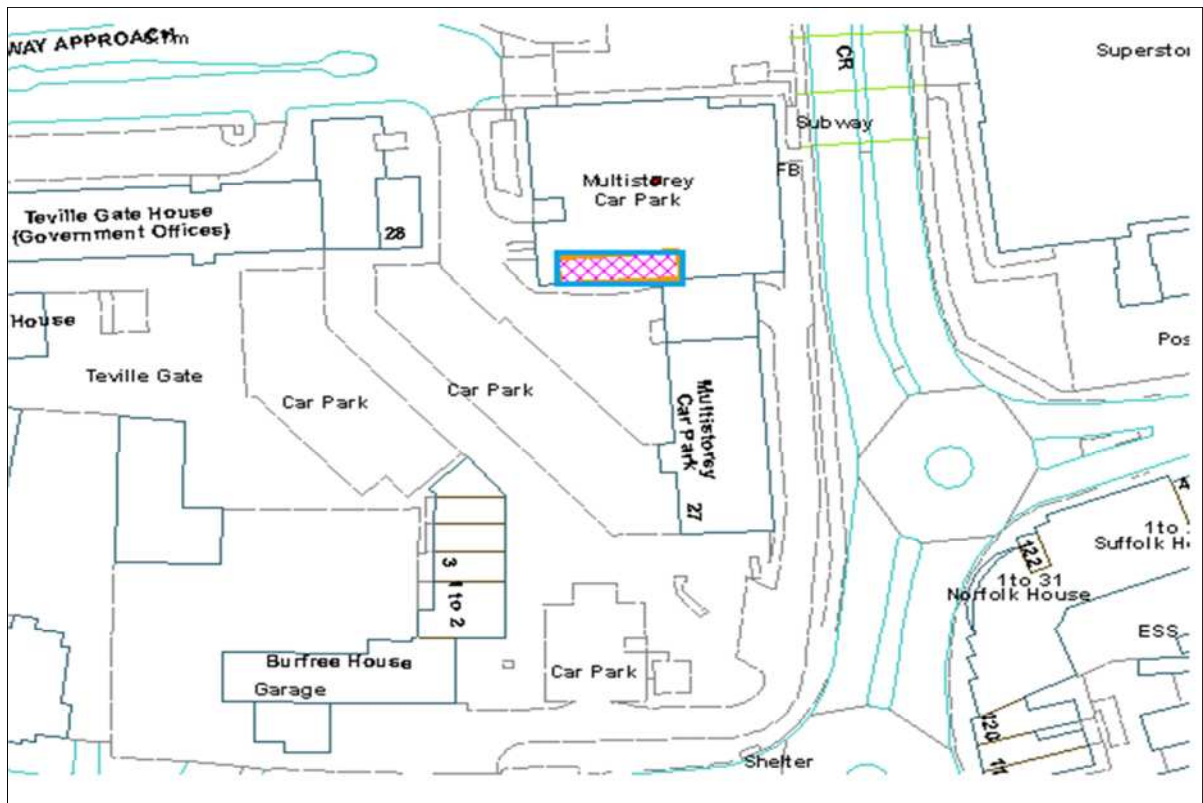
RECOMMENDATION

No objection to the application subject to West Sussex County Council satisfactorily addressing the following requirements:

1. A demonstration that sufficient areas are available on a regular and permanent basis for outdoor formal and informal recreation to meet the normal standards for a secondary school of 900 students
2. The application is amended to incorporate Queen Street car park into the application site and the bellmouth access into the car park is improved. Ideally this car park should only be used for staff and visitor parking and not as a dropping off facility.
3. An agreement to share the use of appropriate school facilities with the local community where reasonably possible
4. The installation of appropriate controls and levels of sound insulation in relation to the sports hall to protect the residential amenities of the area from associated noise and activities
5. The setting of appropriate maximum noise levels from the MUGA and any installed mechanical equipment within the site sufficient to protect the residential amenities of the area
6. The imposition of reasonable opening times for the teaching block and sports hall, and, the specific use of the MUGA shall be restricted to the hours between 09:00 and 18:00 on Mondays to Fridays and between 09:00 and 17:00 on Saturdays and at no other times in order to protect the residential amenities of the area
7. No installation of floodlights for the MUGA without the submission of a planning application (following appropriate consultation and engagement with local residents)
8. The teaching block and sports hall should not be open for use unless a working Puffin crossing has been installed in Broadwater Road to the satisfaction of the Local Highway Authority
9. The teaching block and sports hall should not be used until there is an appropriate travel plan in place
10. The teaching block and sports hall should not be used until the areas in Broadwater Road identified as a dropping off and picking up areas has been properly laid out and marked out with clearly defined waiting, passing and circulatory areas sufficient to meet demand in order to avoid waiting vehicles queuing on the adjoining entry roads

11. The teaching block and sports hall should not be open for use until the car parking and cycle storage facilities are provided in accordance with the appropriate standards to the satisfaction of the Local Highway Authority
12. The maximum provision of sustainable energy efficient systems should be provided within the natural constraints of the site and the viability of the development
13. The implementation of the soft landscaping proposals as submitted but with changes to proposed tree planting as recommended by the Borough's arboriculturist
14. A critical reassessment of the materials and finishes for the sports hall
15. Further investigation of the site for ground contamination sources
16. The preparation and implementation of an air quality measures emissions mitigation assessment
17. Liaison with Worthing College and Northbrook College to share the school bus from Grove Lodge roundabout to the town centre

| | | | |
|---|--|---------------------------------|---------|
| Application Number: AWDM/1016/14 | | Recommendation – APPROVE | |
| Site: | Public Conveniences, Multi Storey Car Park, Railway Approach, Worthing | | |
| Proposal: | Conversion of disused public toilet block (Teville Gate Car Park) into temporary dog kennels to house stray dogs | | |
| Applicant: | Adur & Worthing Councils (Mr Gary Cushing) | Ward: | Central |
| Case Officer: | Rebecca Tier | | |



Not to Scale

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Site and Surroundings

The application site is located on the ground floor of a Multi Storey car park building situated at the easterly end of the Railway Approach. The site comprises a set of disused public toilets which are located in the southerly section of the Multi Storey Car Park which overlooks an open car park to the south and Teville Gate. The main railway station links the site to north-west and Broadwater Road is located to the east. There is a disused office building located to the west of the Multi Storey Car Park building.

Teville Gate comprises a mixed of retail units, car parking and derelict buildings that were formerly in retail use. Teville Gate is identified as an Area of Change within the Worthing Core Strategy 2011 and its redevelopment seeks to provide a mixed use

scheme with improved transport integration and pedestrian access between the railway station and the town centre. Two outline planning applications (WB/06/0549/OUT & WB/10/0852/OUT) for the redevelopment of Teville Gate have previously been considered by the Council to date and the status of these applications can be found in the 'Relevant Planning History' section of this report.

Residential properties are located beyond the retail and office buildings, with the closest neighbouring properties to the site comprising flats above former retail units in Teville Gate, terrace properties located within Teville Road to the south of the site, flats located adjacent to the railway to the north and flats located within the buildings on the corner of Chapel Road and Newland Road.

Proposal

The application seeks planning permission for the conversion of a disused toilet block into temporary dog kennels to house stray dogs for a period of two years from the 1st October 2014 to the 30th September 2016.

The kennels would seek to provide short term care (2-3 weeks) for a maximum of 8 dogs at any one time, after this period it is anticipated that the dogs would be rehomed. The Applicant has however advised that he envisages that there would be no more than 5 stray dogs within the kennels at any one time. The supporting information submitted states that the kennels would be regularly visited for 1.5 hours at least twice a day by Dog Wardens and/or Kennel Attendant so as to feed water, exercise and look after the general welfare of the dogs. The supporting information also states that there would be three full time Dog Wardens employed in conjunction with the care of the stray dogs. A designated car park space to the easterly side of the Multi Storey building has been provided for Dog Wardens & Kennel Attendants visiting the site.

The existing layout of the site forms three self-contained sections which previously comprised a ladies toilet in the easterly section, a central disabled toilet and a gentlemen's toilet in the westerly section. Internally, the proposal would alter the ladies toilet to the main dog kennel area with store cupboard and a basin for hand wash facilities, the gentlemen's toilet to a play area with storage cupboard and the disabled toilet to a dog isolation area. Externally, the existing boarding in the proposed kennel and play sections of the building would be replaced with part acoustic boarding with a rendered finish and part armoured flex panes of glass with both panes separated by an air gap lined with acoustically absorbent tiles to reduce noise breakout. The windows above the entrance doors would also be replaced by part armour flex panels of glass and rubber seals installed to the reveals of the existing wooden doors to ensure a tight fit. The main steel barred entrance doors and the wooden door on the southerly frontage would be retained along with the internal wooden doors to the kennel and play areas.

The Applicant has submitted a statement to support this proposal and has provided the following background information to this application being submitted.

"In 2008, police authorities relinquished their duty to receive stray dogs and so local authorities then became liable for making arrangements for the short-term

kennelling of stray dogs caught within their area. Since 2008, the Authority has utilised the services of a commercial kennels based in Washington. It has been a long standing arrangement, with the kennels providing an excellent service. However, the establishment of a new business model has meant that they have decided to terminate the Authority's contract."

Relevant Planning History

Two planning applications have been submitted for the redevelopment of Teville Gate and the status of these applications is outlined below:

WB/06/0549/OUT – An outline planning application was submitted to the Council in 2006 for the demolition of existing buildings and erection of a new public swimming complex with associated health and fitness centre, multi screen cinema, indoor bowling centre and bingo club, ancillary restaurants, shops and cafes, two residential towers (one at 18 levels and a second at 11 residential levels) containing 235 apartments together with 25 apartments on a new residential frontage to Teville Road, 635 basement car parking spaces, together with a new partially covered pedestrian arcade, landscaping and access from Teville Road.

Current Status: Outline planning permission granted in 2010 subject to a s106 Legal Agreement.

WB/10/0852/OUT – An outline planning application was submitted to the Council in 2010 for the demolition of the existing buildings and the erection of a mixed use development comprising multi-screen cinema, restaurants and cafes, food store, hotel, health and fitness centre, offices, multi-function conference and exhibition centre, two residential towers containing 229 apartments together with 19 apartments on a new residential frontage to Teville Road and 12 apartments on a new residential frontage to Broadwater Road, 967 car parking spaces together with a new partially covered pedestrian arcade, landscaping and urban realm and access arrangements.

Current Status: Planning Committee resolved to grant outline planning permission in November 2011 subject to referral to the Secretary of State and the completion of a s106 agreement. This application currently remains undetermined as all those with an interest in the site have not signed the s106 agreement.

Consultations

Adur & Worthing Councils:

The ***Environmental Health*** Officer has confirmed that as there are residential properties within 80 metres of the site there is the potential for noise caused by barking dogs to affect residential amenity, particularly during the night when background noise levels have reduced.

As the application contains little information on noise control, the Environmental Health Officer has met with the Applicant on site to discuss the issue of noise

control. As a result the Applicant proposed the following in order to reduce the likelihood of noise breakout from the structure.

- Reduce the current glazed area by 50% by blanking off 50% with acoustic mineral board and render/finish;
- Install two armour flex panes of glass/perspex in place of existing glazing (which is reduced by 50%), with both panes separated by an air gap lined with acoustically absorbent tiles to reduce noise breakout;
- Install rubber seals to the reveals of all wooden doors to ensure a tight fit and thereby reduce the likelihood of noise breakout;
- Install a mechanical fresh air supply to the kennels so that windows do not need to be opened;
- Ensure the wooden doors remain closed at all times except for access and egress.

The Environmental Health Officer has advised that provided these measures are carried out he has no further comments.

Representations

No letters of representation have been received in response to the public consultation of this application which has included the sending out of neighbour notification letters, site notices being posted on site and the advertisement of the application in the local newspaper.

Relevant Planning Policies and Guidance

Worthing Core Strategy 2006-2026 (WBC 2011): Policy 12 & 16
Worthing Local Plan (WBC 2003) (saved policies)
National Planning Policy Framework 2012

Planning Assessment

Principle

There is no objection in principle to the proposed conversion of the disused public conveniences to dog kennels in order to provide a Council facility to house stray dogs within the local area. It will be important, however, to ensure that this temporary use would not in any way prejudice the redevelopment of the site. The main issues for consideration within this planning assessment are i) whether the additional noise and activity generated by the proposed use would adversely affect the occupiers of neighbouring residential properties; ii) whether the external changes to the building would be harmful to the visual amenities of the area, and iii) whether there would be safe vehicular access and adequate parking provision for staff visiting the site.

The delay in redeveloping this site has been due to the Bank, financing the original loans, collapsing and being nationalized by the Irish Government. An official receiver has been appointed to recover the original loan and there remains some uncertainty about how this will be resolved. However, the appointment of a

Receiver has been seen as a positive step to speed the decision making process. The Council has a lease on the multi-storey car park (including the toilets) and this restricts the use of the building to toilets only. However, a Deed of Variation has been agreed in principle with the Receiver and this would allow the temporary use of the building. However, the variation of the lease would enable the freehold owner in the future to terminate the use to ensure that redevelopment could take place. On this basis the grant of a temporary planning permission would not in any way prejudice the redevelopment of this key site leading into the town centre.

Impact to residential amenity

The proposed kennels could be used to house up to a maximum of 8 stray dogs caught within the local area, whilst it is envisaged that fewer dogs would be held in the kennels at any one time, the associated noise that would be caused mainly by the dogs barking and other associated activities has the potential to cause harmful noise impact and disturbance to the occupiers of neighbouring residential properties located within proximity of the site.

In immediate proximity to the site, the buildings within Teville Gate predominantly incorporate a number of disused office buildings and retail units. It is therefore considered that the main impact would be to the occupiers of nearby residential properties and also residential properties beyond the immediate perimeter of the site as sound is transferable particularly at night when the area is quieter. The site is located close to the Town Centre as such the nature of residential development to the south of the site leading up Chapel Road is generally of a higher density with a mixture of flats and terrace properties. The nearest residential properties to the application site are situated to the south-west and comprise the flats above the former retail units located within Teville Gate. The nearest unit is Flat 6, Teville Gate and this is located approximately 38 metres from the application site at the closest point. To the south of the Multi Storey Car Park building Teville Gate is relatively open facing an outdoor car park and beyond Teville Road there are rows of terrace properties located approximately 115 metres from the application site. To the south-east of the site there are flats situated within a modern development on the corner of Chapel Road and Newland Road, the nearest residential units within 122 Norfolk House are located approximately 78 metres from the application site. To the north the flats located adjacent to the railway line are distanced approximately 96 metres from the application site.

The Council's Environmental Health department has been consulted on this application and asked to comment on the likely noise impact of the dog kennels to the occupiers of nearby residential properties. Following an initial assessment, the Council's Environmental Health and Planning Officers requested further information from the Applicant in relation to the how regularly staff visited the site, the noise created by the dogs, the acoustic performance of the existing structure and the intention for replacing the existing window and door openings.

The Applicant has confirmed that whilst it is difficult to quantify the noise levels that dogs create when barking, a figure in the region of circa 80dB(A) is anticipated, taken as a 'point source'. The construction of the Multi-Storey Car Park building

which is brick and concrete would also produce a reduction in the omitted noise levels from the kennels of approximately 20/30dB.

The layout and openings of the building also provide the opportunity for noise to be omitted to nearby residential properties. The proposed layout would retain its three self-contained areas, with the open iron barred entrance doors and internal wooden doors being retained to the proposed play area and kennels. The isolation area for the dogs would be located centrally and the wooden entrance door to this area would also be retained. The building has a number of high level windows to the east and west of the entrance doors and also above the entrance doors. Many of these have been replaced with different types of boarded panels and there is one vent and one smashed window above the ladies toilet entrance door. The Applicant has agreed that the existing boarding in the proposed kennel and play sections of the building would be replaced with part acoustic boarding with a rendered finish and part armoured flex panes of glass with both panes separated by an air gap lined with acoustically absorbent tiles to reduce noise breakout. The windows above the entrance doors would also be replaced by part armoured flex panels of glass and rubber seals installed to the reveals of the existing wooden doors to ensure a tight fit and thereby reduce the likelihood of noise breakout. The Applicant has confirmed that the internal doors to the play and kennel areas would only be opened when staff are accessing or egressing the site. The installation of new glazing/boarding and other improvements would provide further sound attenuation measures within the building which would reduce the level of noise omitted by the dogs. In addition, the replacement part glass and part boarding would allow further natural daylight into the kennel and play areas which would improve the environment for the dogs.

A mechanical fresh air supply to the kennels would also be installed to the building as part of the negotiations that have taken place. This would allow a fresh air source into the kennels and would ensure that the replacement windows would not need to be opened to avoid any additional noise being omitted from the building. The fresh air supply system would not cause any further noise distribution as it would be required to be an intake system and not an extract system.

Following the acoustic figures submitted and the attenuation measures that have been secured with the Applicant, the Council's Environmental Health Officer has raised no subsequent concerns with the proposal regarding noise impact. Therefore on balance and taking into account the 2 year temporary nature of the planning permission, Planning Officers are satisfied that the issue of noise has been assessed in detail by the relevant departments and that further noise attenuation measures have been secured in conjunction with the proposed kennel use to restrict the level of noise omitted from the building. These noise attenuation measures will be secured by planning conditions and it is important that they are carried out prior to the use of the kennels in order to provide further soundproofing to the building and protect the neighbouring residents surrounding the site from noise disturbance.

The site has been the subject of anti-social behaviour in the past and it is hoped that increased activity during the day and night associated with the kennelling would help to deter some of this behaviour which has, in itself, caused disturbance to local residents.

Visual amenity

The application site currently incorporates an unattractive appearance, as different types and sizes of materials have been used to board up the former windows and the wooden doors are in need of refurbishment. In conjunction with the noise attenuation measures proposed, the former boarding and smashed window would be replaced with rendered panels and armour flex panes, details of which will be required to be submitted and approved by the Planning Department via a planning condition. It is considered that the proposed minor alterations to the exterior of the building presents an opportunity to improve the external appearance of this southerly side of the building through the replacement of the boarding and general repair and maintenance of the southerly frontage of the site.

Accessibility and parking provision

In order to maintain the welfare of the dogs, Council Dog Wardens/Kennel Assistants will regularly visit the site at least twice a day for 1.5 hours each time to check, feed, water and exercise the dogs. There is an allocated parking space which is located to the east of the Multi Storey Car Park which would enable staff to walk round to the southerly main entrance to the site. The allocated staff car parking space would be accessed via an established paved route used by cars parking accessing the Multi Storey Car Park and the adjacent outdoor car park to the south. It is therefore considered that a safe vehicular route to the site and allocated parking bay would be provided and it is not anticipated that this would not cause any significant increase in traffic activity to the site.

Recommendation

APPROVE

Subject to Conditions:-

1. The use of the site hereby permitted as dog kennels shall be discontinued permanently on or before the expiration of the period ending on 30th September 2016.

Reason: *In order not to prejudice consideration of future proposals for the area and to enable the Local Planning Authority to review the special circumstances under which this permission is granted.*

2. The development hereby permitted shall be carried out in accordance with the following approved plans:-

Title: Location Plan, Received on 17th July 2014.

Title: Block Plan & Parking Provision, Received on 17th July 2014.

Title: Existing Ground Floor Layout Plan, Received on 17th July 2014.

Title: Proposed Ground Floor Layout Plan, Received on 17th July 2014.

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

3. Prior to the commencement of use of the building as dog kennels, a proposed southerly elevation drawing and details (including the colour, finishes and acoustic properties) of the acoustic mineral boards and amour flex panes shall be submitted to and approved in writing by the Local Planning Authority. The amour glass and acoustic boards shall then be installed in accordance with the approved details prior to the commencement of use of the building as dog kennels.

Reason: *To provide further sound proofing to the building and protect the amenity of occupiers of neighbouring residential properties within proximity of the site.*

4. Prior to the commencement of use of the building as dog kennels, details of the mechanical fresh air supply, the acoustically absorbent tiles lining the air gap between the replacement armour flex panes of glass/perspex and the rubber seals to be fitted to the existing wooden doors shall be submitted to and approved in writing by the Local Planning Authority. The mechanical fresh air supply, tiles and door seals shall then be installed in accordance with the approved details prior to the commencement of use of the site as dog kennels.

Reason: *To provide further sound proofing to the building and protect the amenity of occupiers of neighbouring residential properties within proximity of the site.*

5. The internal and external wooden doors shall remain closed at all times in conjunction with the development hereby approved except for access and egress into the dog kennels.

Reason: *To provide further sound proofing to the building and to protect the amenity of occupiers of neighbouring residential properties within proximity of the site.*

Application Number: AWDM/0885/14

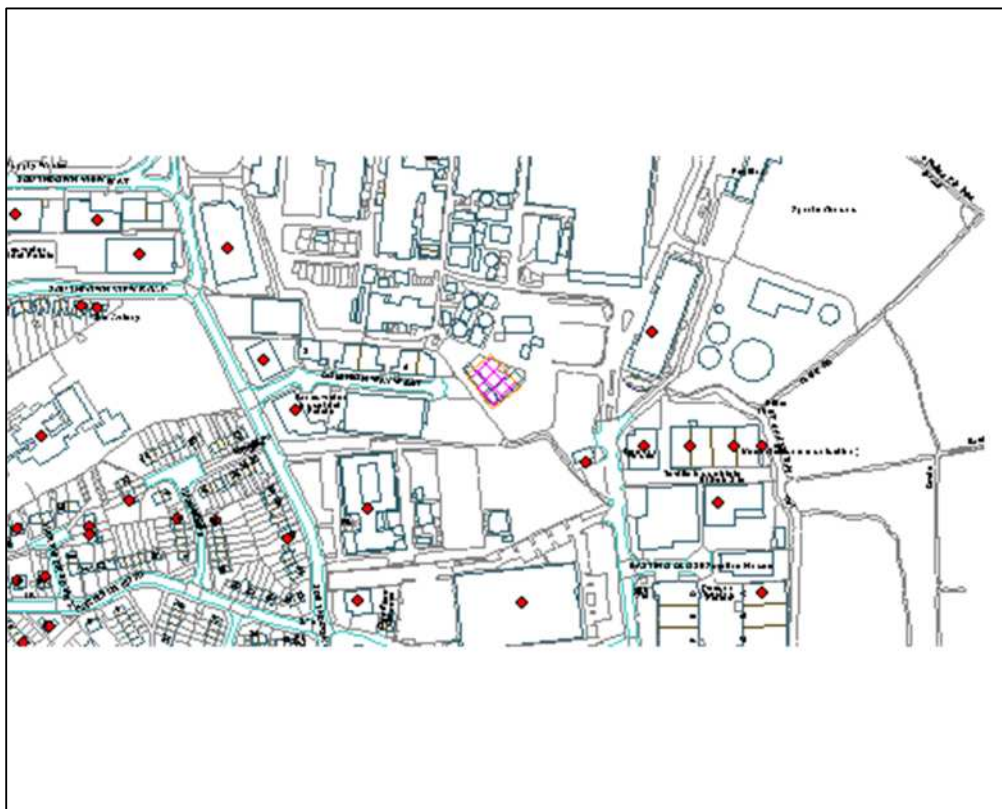
Recommendation – APPROVE

Site: Glaxo Smithkline Southdownview Way Worthing West Sussex

Proposal: Outline planning for demolition of office and welfare building facilities and installation of new building to provide offices and welfare facilities up to 3 storeys tall. (Scale, layout, appearance, landscaping and access reserved)

Applicant: Mr Jeremy Clarke
Case Officer: Peter Devonport

Ward: Broadwater



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Site and Surroundings:

The site relates to 'Glaxo Smithkline' pharmaceutical research laboratory industrial premises, within East Worthing trading estate. The site comprises a large number of sizeable industrial outbuildings and structures and is located at the end of Dominion Way.

The actual site of the proposed development is situated close to the South west boundary and Dominion Way West and the industrial units fronting this road and LEB offices.

The service entrance to the site is from Dominion Way and parking area is to the south east.

The site currently comprises a contractor's compound on a concrete slab associated with various development works on the site, including portakabin offices, containers, workshops and welfare facilities.

The adjacent south west boundary is marked by a line of trees.

The site is partly on landfill, close to an aquifer and within Flood Zones 2 and 3 and within a designated industrial estate.

Details of Proposal

The application is in outline form with all Matters reserved (scale, layout, landscaping, access and design).

The works aim to provide more robust and better qualities for construction and design staff engaged in the various projects on-site facilities for workers.

This consolidates on this site many of the various other facilities on site used for these purposes.

The works are sited on the existing concrete slab and a building of modular design, up to 3 storeys, ten metres maximum height is proposed.

An indicative footprint and siting are given as well as scale of development and use of light grey /silver metal cladding is referred to. However, no indicative elevation or floorplans are supplied.

Access would be via existing gates at the northern end of Dominion Road. The applicant has confirmed that it is not envisaged that changes to the highway are foreseen.

No additional soft landscaping is proposed.

Surface water would run off to existing drainage

The application is supported by a Design and Access Statement incorporating a brief Flood Risk Assessment.

Consultations

The **Highway Authority** comments that:

The site is located off Dominion Road, Worthing. Dominion Road runs through a large trading estate found on the eastern side of Worthing town centre. Access would be via existing gates at the northern end of Dominion Road. The applicant has confirmed that it is not envisaged that changes to the highway are foreseen.

No objection is raised to the proposal based upon the information supplied, including information on net increases in floorspace and personnel, subject to suitable conditions on parking provision; surface water drainage and construction management plan (which reserves the right to request a Stage 1 Road Safety Audit) and the Local Planning Authority being satisfied that no TAD (transport) development contribution is justified.

Drainage Officer

The site and its surround is within EA flood zones 2 and or 3 and is in an area identified by the EA that may be affected by surface water flooding.

The proposal is almost like for like, except that it may be higher, and will not affect surface water discharges from the site. The Flood Risk Statement contained within the Design Access Statement; in my opinion adequately covers the flood risk element. Therefore in this instance we have no comment to make regarding surface water.

I do however note that the existing buildings are asbestos cement clad and may pose a potential health risk to construction and GSK workers, and the public at large, during demolition.

Environmental Health Officer:

No objections, other than request contaminated land condition imposed if any breaking of ground is involved.

Environment Agency comments that in view of uncertainty over use of piling for foundations in area of sensitive groundwaters, it is prudent to apply a piling condition as follows:

Condition

Piling or any other foundation designs using penetrative methods shall not be permitted other than with the express written consent of the local planning authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater. The development shall be carried out in accordance with the approved details.

Reason

Piling or any other foundation designs using penetrative methods can result in risks to potable supplies from, for example, pollution / turbidity, risk of mobilising contamination, drilling through different aquifers and creating preferential pathways. Thus it should be demonstrated that any proposed piling will not result in contamination of groundwater.

Representations

None received.

Planning Assessment:

The main issues raised by this proposal are:-

- Principle of business development
- Impact on amenity
- Impact on appearance and the character of the area
- Impact on the environment, land contamination and flooding
- Impact on access /parking

As such the proposal should be primarily assessed against:

Saved Worthing Local Plan – Policies: RES7 and H18
Core Strategy Policies 4, 15, 16 and 17
National Planning Policy Framework and Practice Guidance
Sussex Noise Guidance.

Principle of business development

The site sits in a designated and protected industrial estate in the Core Strategy.

The principle of business development is supported within the confines of such a designated, established trading area and would modernise and improve business functions.

The new proposal specifically facilitates recently approved substantial investments in the complex by rationalising space and construction related accommodation, so helping secure the future of the site and local jobs.

There is the potential for some modest increase in floorspace but the majority of the development would replace existing facilities on site or elsewhere and the development itself is in essence to service construction of capital investment on the site, approved previously. It will accordingly not significantly increase activity or intensity of use, in itself.

Impact on residential amenity

The new building is remote from any residential dwelling and its impact is, accordingly, negligible.

The separation distance to any industrial neighbour is acceptable and the primarily offices functions to be carried out are entirely compatible with any business neighbours.

Details of any plant required may be reserved by condition.

Impact on appearance and character of the area

The site is within an established industrial area characterised by tall buildings and structures. Even though the proposal is close to the boundary and would be visible from some vantage points (despite the screening provided by the said buildings and the boundary planting), a building of the scale proposed would be acceptable against this background. Its form and need for any supplementary landscape screening may be suitably controlled at Reserved Matters stage and by conditions at outline stage on facing materials and limiting the scale of the development to 10 ms maximum height and footprint 25ms x 35 ms.

Impact on environment

The Environmental Health Officer has recommended a land contamination condition in view of the site's history of landfill and the likely need for breaking ground.

The Environment Agency similarly requires controls on pilling through a suitable condition in view of the risk to contamination of the aquifer.

The site falls within zones 2 and 3 of flood risk area but the development is not classed as vulnerable and suitable flood resilience/mitigation measures may be secured by condition - e.g. finished floor levels will be 300 mms above that of the road; materials are low permeability and electrical services are at high level.

Sustainable design to achieve BREEAM Very Good Standard and any necessary micro renewable energy generation may be secured by condition.

Details of drainage may be secured by condition.

Asbestos risks from demolition are dealt with under other legislation but may be highlighted in an informative.

Impact on access /parking

No parking spaces are shown as lost and overall traffic generated on the site should not increase significantly. No development contributions would be justified in these circumstances.

Conditions recommend by the Highway Authority to regulate localised impacts are justified i.e. parking; construction management plan.

Recommendation:

Approve, subject to the following conditions:

1. Reserve scale, layout, landscaping, access and design.
2. Implement within prescribed period
3. Build in accordance with approved plans
4. Investigate and remediate as necessary land contamination as recommended by Environmental Health Officer.

5. Piling or any other foundation designs using penetrative methods shall not be permitted other than with the express written consent of the local planning authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater. The development shall be carried out in accordance with the approved details. Comply with Flood Risk Assessment.
6. Submit and approve details of foul and surface water drainage.
7. Submit and agree construction management plan including dust suppression.
8. Limit construction hours to between 7 am to 6pm
9. Submit and agree external materials.
10. Maximum height no greater than 10 ms and maximum footprint of 25ms x 35 ms.
11. Details of external plant and machinery.
12. Build to BREEAM Very Good Standard and provide details of necessary micro renewable energy generation
13. Agree and provide parking

Informative on demolition of asbestos cement clad buildings and potential health risk to construction and GSK workers, and the public at large

Background Papers

Comments of Environment Agency
Comments of Environmental Health Officer
Comments of Highway Authority
Comments of Drainage Officer

17th September 2014

Local Government Act 1972

Background Papers:

As referred to in individual application reports

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Schedule of other matters

1.0 Council Priority

- 1.1 As referred to in individual application reports, the priorities being:-
- to protect front line services
 - to promote a clean, green and sustainable environment
 - to support and improve the local economy
 - to work in partnerships to promote health and wellbeing in our communities
 - to ensure value for money and low Council Tax

2.0 Specific Action Plans

- 2.1 As referred to in individual application reports.

3.0 Sustainability Issues

- 3.1 As referred to in individual application reports.

4.0 Equality Issues

- 4.1 As referred to in individual application reports.

5.0 Community Safety Issues (Section 17)

- 5.1 As referred to in individual application reports.

6.0 Human Rights Issues

- 6.1 Article 8 of the European Convention safeguards respect for family life and home, whilst Article 1 of the First Protocol concerns non-interference with peaceful enjoyment of private property. Both rights are not absolute and interference may be permitted if the need to do so is proportionate, having regard to public interests. The interests of those affected by proposed developments and the relevant considerations which may justify interference with human rights have been considered in the planning assessments contained in individual application reports.

7.0 Reputation

- 7.1 Decisions are required to be made in accordance with the Town & Country Planning Act 1990 and associated legislation and subordinate legislation taking into account Government policy and guidance (and see 6.1 above and 14.1 below).

8.0 Consultations

- 8.1 As referred to in individual application reports, comprising both statutory and non-statutory consultees.

9.0 Risk Assessment

- 9.1 As referred to in individual application reports.

10.0 Health & Safety Issues

10.1 As referred to in individual application reports.

11.0 Procurement Strategy

11.1 Matter considered and no issues identified.

12.0 Partnership Working

12.1 Matter considered and no issues identified.

13.0 Legal

13.1 Powers and duties contained in the Town and Country Planning Act 1990 (as amended) and associated legislation and statutory instruments.

14.0 Financial implications

14.1 Decisions made (or conditions imposed) which cannot be substantiated or which are otherwise unreasonable having regard to valid planning considerations can result in an award of costs against the Council if the applicant is aggrieved and lodges an appeal. Decisions made which fail to take into account relevant planning considerations or which are partly based on irrelevant considerations can be subject to judicial review in the High Court with resultant costs implications.