

ADDENDUM TO PLANNING COMMITTEE AGENDA

MEETING DATE - 14TH MARCH 2018

The following agenda item has various updates to the original Committee report.

Application Number: AWDM/1518/17

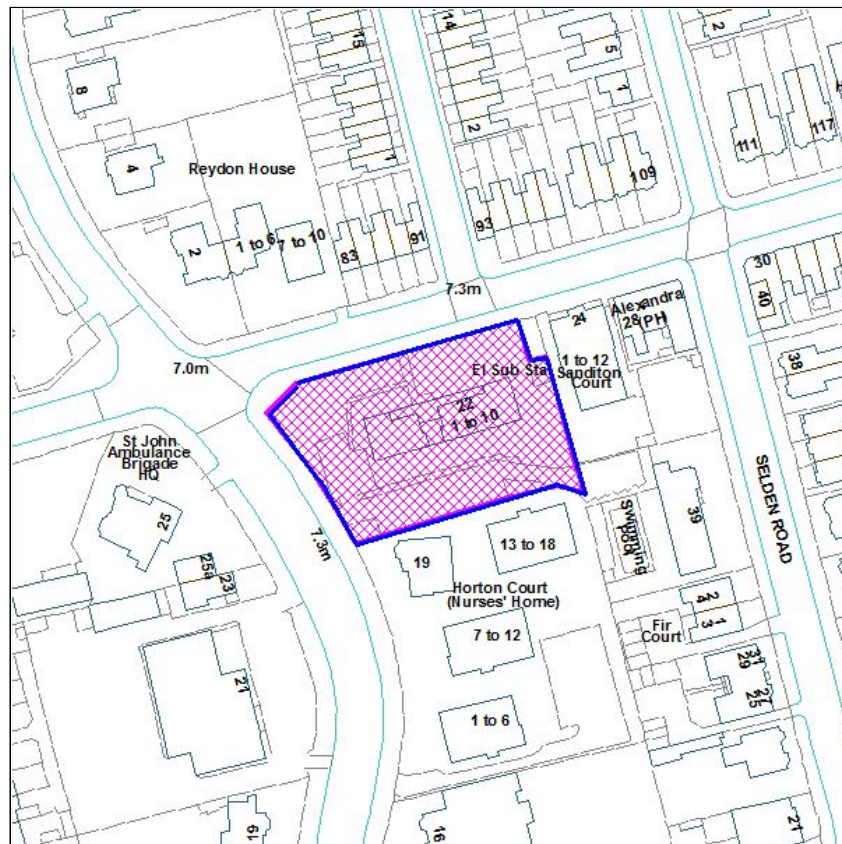
Recommendation –Refuse

Site: 22 Lyndhurst Road Worthing West Sussex

Proposal: Demolition of existing building and erection of three to four-storey block of 30 flats comprising 4no. one-bedroom, 25no. two-bedroom and 1no. three-bedroom units all with balconies with provision of bin and cycle storage and undercroft access to car parking area, new vehicular access onto Lyndhurst Road and removal of trees and associated landscaping.

Applicant: Roffey Homes
Case Officer: Peter Devonport

Ward: Selden



Not to Scale

Updates

A further representation from Office 1, 19 Farncombe Rd and a further consultation response from The Highway Authority have been received.

Office 1, 19 Farncombe Rd: Representations

Last week I received an email from your department informing me of the Planning Committee meeting on Wednesday evening. Attached to the Agenda was a very long document stating all the facts and your recommendations.

Most, if not all, of the local residents had concerns at the size of the development, trees, traffic and parking etc.

If I have read the report correctly the Planning Department appear to have accepted the shortage in onsite parking on the representations made by the Roffey team.

Their calculations being based on the fact that the proposed development is for over 55s and sheltered. I'm sure it can be written into the lease to only sell to over 55s but I'm not sure how the accommodation is 'sheltered'.

Anyway, assuming it is for the over 55s, the Roffey team appear to have relied on the outcome of the McCarthy & Stone development in Heene Road as a precedent. They refer to a report by Dr Allan Burns, which I read and did not think was very relevant to this development, so I phoned him earlier today.

Please see Dr Burns comments below. I would be grateful if you could refer to this at the meeting, could you please let me know your thoughts.

Dr Allan J Burns, Traffic and Transportation Consultant

Dear Ines

Thanks for your telephone call. You referred me to the use of the information in my transport report on the McCarthy and Stone Heene Road, Worthing development, to support the level of on-site car parking for a proposed development at Lyndhurst Road, Worthing. I have now looked at the documents provided in support of the Lyndhurst Road application and, in particular at the letter from CEP to Mr Townsend of West Sussex CC, dated 26 Feb 2018. I would make the following comments:-

1. From what I can ascertain, the current proposal has a minimum age restriction of 55. The minimum age for the McCarthy and Stone development is 60 and the development includes a number of features that support the residents. These include a number of communal facilities and safety features. I am not aware that similar provision is being proposed in the Lyndhurst Rd development. The letter

quotes my report as stating:- "a significant proportion of residents moving into the retirement homes give up car ownership at the time of moving into those types of accommodation". This comment was made in the context of people moving into sheltered housing, which represents a lifestyle change. Residents move in to get the benefit of the high level of security provided, the services of a house manager, the safety alarm system and the companionship of other residents in the communal areas. I am not sure that the current proposal provides the same benefits, in which case I do not think the quoted comment will necessarily apply.

2. The letter refers to the percentage of women and the low apartment occupancy as factors that contribute to low car ownership. I believe that each of these characteristics is related to the age of the residents, which are higher in genuine sheltered housing than in other forms.

3. My research shows that car ownership declines significantly with the age of the resident. The diagram below is an extract from my PhD Thesis that demonstrates this.

Figure 5.5 Car Ownership Levels by Age of Residents (Oldest in Apartment)

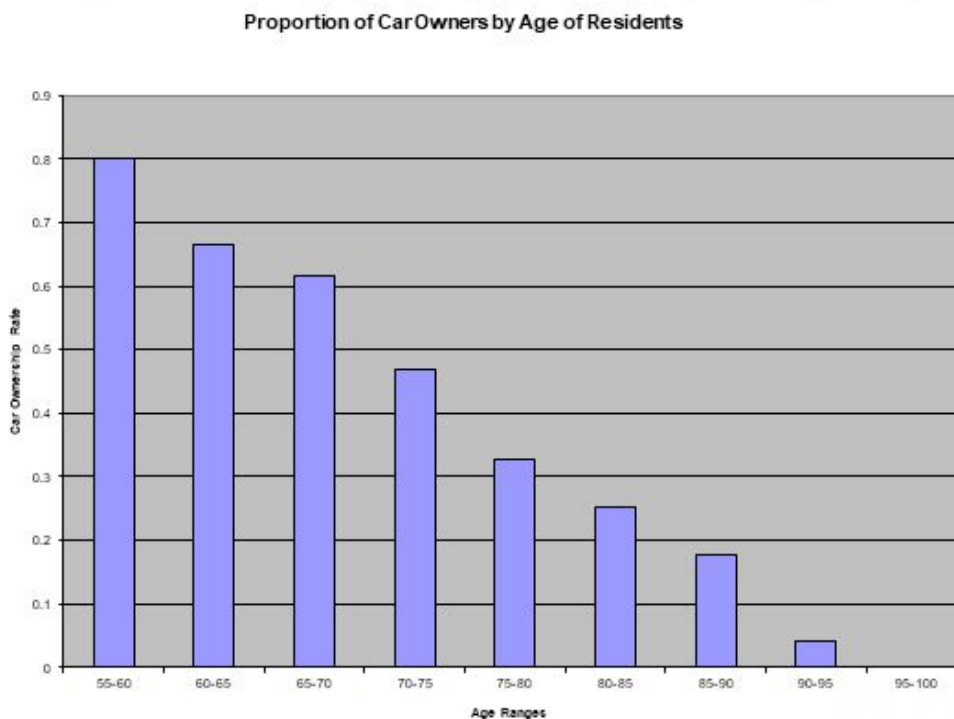


Figure 5.5 Car Ownership Levels by Age of Residents (Oldest in Apartment)

Again, if the age of residents tends towards the younger end of the scale, the car ownership may well be significantly higher. The figure included in my report relates the age profile of the residents of the McCarthy and Stone development model, which would appear to be very different to the current proposal.

4. It may or may not be relevant, but McCarthy and Stone does now undertake some developments where the age limit is 55, there is no house manager and there are no communal facilities. For these developments, the normal car parking provision is at least one space per apartment, which reflects the different characteristics of the residents.

I hope that my comments are clear.

I would have no objection to you forwarding these to the officers of the Worthing Council and/or the West Sussex County Council.

Allan Burns

From:- Dr Allan J Burns, Traffic and Transportation Consultant.

Highway Authority: Consultation Response

The Highway Authority has concluded its negotiations with the applicants and withdrawn its objection to the application. If permission were granted, it recommends several conditions.

The full updated response is accompanied by the Road Safety Audit Exceptions Report referred to. They are as follows:

This is the third WSCC highways response to the application following submission of additional information to the LPA.

Summary position of Highway Authority.

The Highway Authority raises no objection to the proposal subject to the conditions recommended at the foot of this report being attached to any planning permission granted.

Discussion.

The applicant has provided additional information in support of the access proposals onto Lyndhurst Road.

Access - This has been examined alongside an independent Road Safety Audit and associated Designer's Response. An Exception Report has been approved in order to provide the access as the applicant proposes. However, prior to any works commencing on-site, changes to the existing on-street parking bays are required to provide the access and this requires formal changes to the existing Traffic Regulation Order (TRO). Should this legal process fail, changes would be required to the scheme. As such, a Grampian-style condition is necessary to secure this which would safeguard both the Highway Authority and the applicant.

For avoidance of doubt, drawings considered are as follows:

- *Civil Engineering Partnership (CEP) Drawing 8 (visibility splays)*
- *CEP Drawing 103 B (Jan 2018)*
- *CEP Drawing 104 B (Jan 2018)*
- *CEP Drawing 105 (Jan 2018)*

In technical terms, the access should be constructed with the appearance of a crossover (not bellmouth/formal road junction) and to heavy-duty specification given its use serving multiple households. A Minor Highway Works Agreement is required in order to construct this.

Parking – This is now shown within the site.

Cycle parking – To be provided in accordance with plans to be submitted and approved.

Fire and Rescue appliance and Refuse access – Now shown on revised drawings (QUOTE)

Conclusion.

Should the LPA be minded to approve the development, the following conditions should be attached to any consent granted:

1. *Altering of Traffic Regulation Order (TRO)*
2. *Access (access to be provided prior to commencement following approval of TRO revisions)*
3. *Access closure (prior to first occupation)*
4. *Prevention of Surface Water Draining onto Public Highway (details required to be approved)*
5. *Vehicle parking and turning*
6. *Cycle parking (details required to be approved)*
7. *Construction Management Plan (details required to be approved)*
8. *Travel Plan Statement (details required to be approved)*

INFORMATIVES.

*Minor Highway Works
Temporary Works Required During Construction
Temporary Developer Signage
Traffic Regulation Order*

Safety Audit Exception Report

SAFETY AUDIT EXCEPTION REPORT FOR DEVELOPER PROMOTED SCHEMES

This report should be read in conjunction with the Stage 1 Road Safety Audit of September 2017 undertaken by M B Projects Ltd.

*Safety Audit Ref: 117.192 (dated September 2017)
Planning or PSI Ref: AWDM/1518/17*

Having reviewed the recommendations of the Safety Audit and considered the comments of the Client Project Manager and Design Team, I accept the conclusions of the Exception Report on behalf of the Highway Authority.

Produced : Tim Townsend - Principal Engineer, Planning Services (Highways)

1. Background

This report states the Project Manager's recommended course of action following recommendations from the Safety Auditor. Its purpose is to determine what action should be taken following the receipt of safety recommendations, and to gain approval from the Engineering Solutions Improvements Manager to undertake that action.

This report should be read in conjunction with the Safety Audit referenced above.

2. Discussion

The Safety Auditor made the following recommendation (see below) that has not been fully addressed. WSCC required actions are stated beneath the problem and response.

Problem 2.3.1

No details are shown for any modifications to parking bays or waiting restrictions in order to support the 43m x 2.4m visibility splay associated with the introduction of the new site access on Lyndhurst Road.

Recommendation

It is recommended that all on-street parking within the splay is removed by modification/extension of the existing waiting restrictions in order to provide for safe vehicle exits.

Designers Response

The principles in Manual for Streets 2 apply, in particular Section 10.7. Section 1.3.6 of Manual for Streets 2 states: "...single carriageway street with onstreet parking and direct frontage access is subject to a 40mph speed limit, its place characteristics are more of a residential street or high street, with higher traffic flows...MfS parameters

are recommended." The area around the site is residential and the speed limit is restricted to 30mph and therefore falls within the parameters for Manual for Streets.

It is an established principle within an urban environment for drivers to approach with care and 'nose out' until full clear visibility before exiting and vice versa. There are multiple established examples of vehicle crossovers in between parking bays along Lyndhurst Road and Farncombe Road. The proposal is to transfer a similar arrangement as existing on Farncombe Road to Lyndhurst Road with a reduced parking width on either side of the new access.

In general, occasional obstacles to visibility are not large enough to completely obscure the view and do not have a severe impact on road safety. This principle is illustrated in Section 10.7.1 of Manual for Streets 2.

Drawings 103B and 104B demonstrate the principles established in Section 10.7.1 of Manual for Streets 2. Full visibility is achieved in between the site boundary and the edge of carriageway and behind the parked cars. This allows the driver to advance towards the exit and nose out safely whilst still having visibility of oncoming vehicles. Both Drawings 103B and 104B should be read together and the plans shown read in the correct numerical sequence Plan 1 to Plan 4. Visibility is achieved in both directions for vehicles exiting the site towards either the east or west of Lyndhurst Road.

The visibility splays allow the driver of the exiting vehicle to stop before engaging onto the carriageway. Vehicles travelling in either direction along Lyndhurst Road have right of way over the vehicle exiting the site.

3. WSCC Required Action

That the proposed access to the site as shown on the drawings accompanying this Exception Report (see Appendices below) be accepted.

Reasons

Having considered the proposal alongside guidance contained in Manual for Streets 2, proposed traffic flows associated with the proposal and personal injury accident (PIA) records, it is the Project Manager's (author's) view that the proposal provides for suitable access arrangements. Manual for Streets 2 principles are followed; traffic generated by the proposed development shows that during peak periods, trips in-and-out of the site are generally low and recorded personal injury accident records in close proximity to the site do not demonstrate a specific problem (or problems) associated with such access arrangements. Other similar accesses have been accepted in the Worthing Area (a site in Heene Road is quoted in the supporting information) and others are already in existence such as one immediately east of the site onto Lyndhurst Road and those in Farncombe Road.

In addition to the above, a revised Traffic Regulation Order to alter the Controlled Parking Zone (CPZ) parking bays outside the site is also required. Please note that

this specific requirement does not form part of this Exception Report and would be dealt-with post-planning.

If this Exception Report is found acceptable, the Project Manager would recommend a condition be placed on any planning consent requiring that the access be constructed as a heavy-duty specification crossover (NOT formal road junction given its private status upon completion) and that NO works commence - either on the crossover nor on-site) until the Traffic Regulation Order necessary to amend the existing Controlled Parking Zone parking bays, required to be removed to provide access, has been approved. This would be in addition to other conditions such as access visibility, surface water drainage, parking and construction management etc. (and/or others as required).

Appendices:

- a) Road Safety Audit - Stage 1 Report "S278 Highway Works – Lyndhurst Road, Worthing, West Sussex" - (September 2017)*
- b) Designer's Response to Safety Audit - produced by S Bava Sathan of The Civil Engineering Practice (CEP) - (2nd March 2018)*
- c) Collision Report 1st November 2011 - 31st October 2017 produced by Sussex Safer Roads Partnership - (date produced 19th January 2018)*
- d) TRICS data - residential/nurses homes AND residential/retirement flats - (16th February 2018)*
- e) Supporting letter from CEP (S Bava Sathan) - (26th February 2018)*
- f) GOOGLE extracts showing existing views of the site and along Lyndhurst Road (including aerial views) - (undated but provided alongside letter of 26th February 2018)*
- g) Proposed site layout drawing No.5 - (undated)*
- h) Visibility splays drawing No.8 - (undated)*
- i) Visibility splays - Exiting site - LEFT turn - 103B - (Jan 2018)*
- j) Visibility splays - Exiting site - RIGHT turn - 104B - (Jan 2018)*
- k) Vehicle tracking development access (Skoda Octavia) 105 (no revision) - (February 2018)*

Considerations

The representation underlines the doubts raised in the report in respect of an on-site shortfall of parking provision.

However, it remains the case that such a shortfall is unlikely to have severe transport consequences such that refusal on these grounds could be justified.

The Highway Authority's final response accepts that the new Lyndhurst Road access can be provided satisfactorily, subject to recommended conditions and that servicing has now been satisfactorily demonstrated.

The recommended conditions are agreed, with the exception of the recommended condition:

No development shall commence until a Traffic Regulation Order (or revisions to existing Order/s), removing or amending the existing on street parking bays in the vicinity of the proposed access onto Lyndhurst Road and existing access onto Farncombe Road required to enable the development to be implemented, have been approved by the County Council and written confirmation of this approval is made available to the Local Planning Authority

This makes agreement on a *Traffic Regulation Order* pivotal; focusses on commencement of development rather than occupation and transfers determination to a third party. The necessity for a *Traffic Regulation Order* is procedural consequence under Transport legislation of allowing the new access and it is inappropriate to incorporate this in a planning condition.

The removal of the Highway Authority's objections leaves design as the only formal objection to the proposal.

The proposal has been reassessed in this light under Paragraph 14 of the National Planning Policy Framework and it remains the case that the harm caused by the proposal in relation to the design significantly and demonstrably outweighs the benefits when assessed against the NPPF overall. The proposal is not sustainable development.

Recommendation

Refuse the application for the following reason:

1. The proposal would by reason of a combination of its siting, height, massing, footprint and form and prominence of the site appear unduly large and over-dominant in the street scene, particularly in relation to the corner and crossroads and Victorian villas in Farncombe Road. The detailing, additionally, unsympathetically relates fail to the character and appearance of the Victorian villas in Farncombe Road. As such, the proposal fails to achieve the quality of design expected on such an important and sensitive site and would harm the appearance and character of the Conservation Area as a heritage asset and wider townscape, contrary to Core Strategy Policy 16 and National Planning Policy Framework and Planning Practice Guidance.

Head of Planning and Development 13.3.18