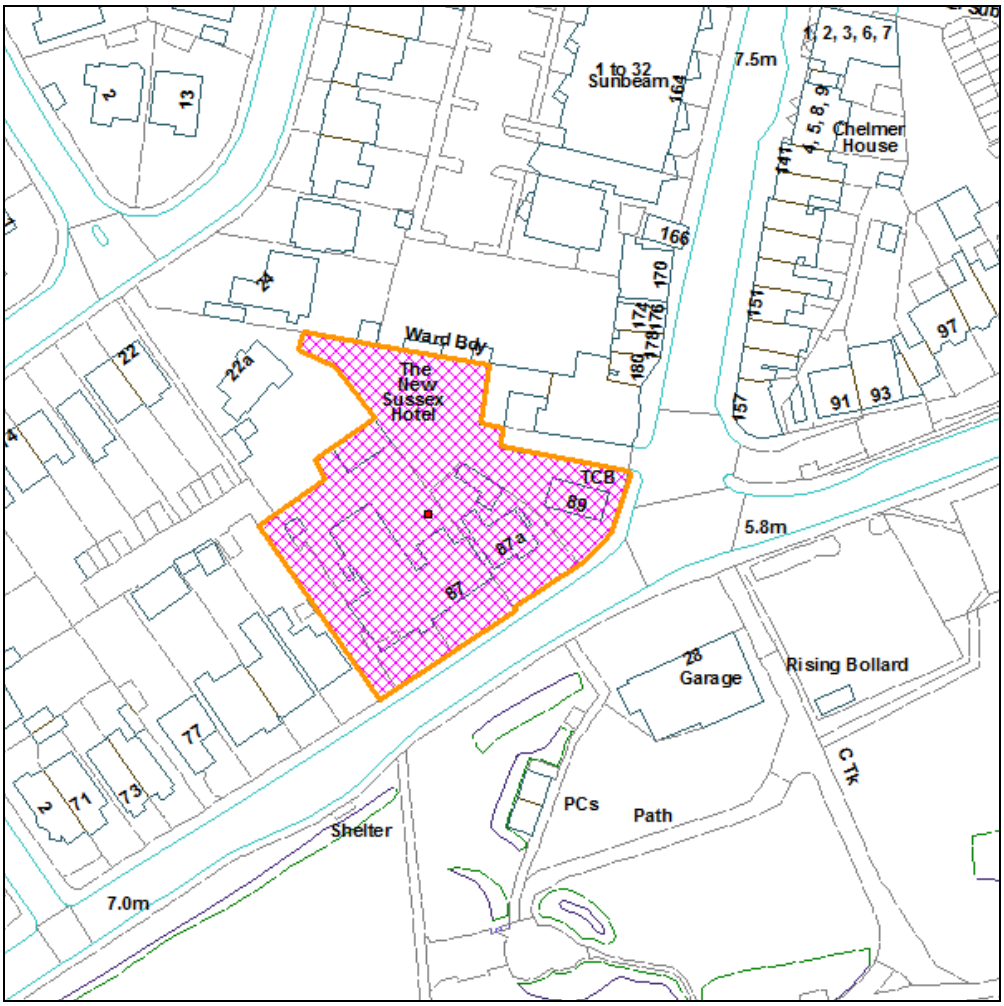
Application Number: AWDM/1217/20 **Recommendation – APPROVE**

Site: **Development Site At 85 To 89 Brighton Road, Lancing**

Proposal: **Demolition of the existing care home and associated buildings at 85-87 Brighton Road along with the dwelling at 89 Brighton Road and the erection of a new three storey plus basement (C2 use) care home, associated parking and residents' gardens.**

Applicant: Vesta Care Homes Ltd. Ward: Churchill
Case Officer: Peter Barnett



Not to Scale

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Proposal, Site and Surroundings

The site is approximately 0.26 hectares in size and comprises the existing Mount Hermon care home at 85-87 Brighton Road as well as the buildings at 87A and 89 Brighton Road. The existing care home is accommodated in a two-storey pitched roof building with some accommodation at roof level. There is a large two-storey extension to the rear as well as a single storey garage block adjacent to the northern boundary. There is car parking both at the front of the care home (adjacent to Brighton Road) and to the rear, the latter being served by the private road that runs between the site and the neighbouring property at no. 83 Brighton Road (Cavatina Lodge).

No. 87A Brighton Road is a former dwelling house is currently occupied for storage in connection with the existing care home. No. 89 Brighton Road is a two-storey dwelling that sits directly at the roundabout junction.

It is proposed to demolish all of the buildings within the site and to construct a three storey contemporary building to provide a new 66-bedroom care home (Use Class C2). The home will be registered with the Care Quality Commission (CQC) and will provide 24-hour support and care for the frail elderly, meeting a full range of residential, nursing and dementia care needs. The applicants anticipate that when fully occupied the facility could employ up to 40 members of staff split between full and part time roles. 6 to 10 members of staff will be employed on a full time basis working over 30 hours per week.

The Planning Statement submitted with the application describes the proposal as follows:

"The building will be predominantly three storeys in height together with a part basement level. The articulation of the elevations, together with the treatment of the roof form and the use of a varied palette of high-quality materials, allow for the building to read as a series of distinct elements, thereby breaking up the overall mass.

The positioning and orientation of the building within the site allows for new garden and landscape spaces to be created and serves to respect the amenity of neighbouring occupiers.

Access to the site will be from Brighton Road via two of the existing site entrances, with the access adjacent to the pedestrian crossing being closed off. The access points will serve a total of 10 car parking spaces will be provided to the front (6 spaces) and side (4 spaces) of the care home, plus one delivery /ambulance space to the rear.

High quality landscaped spaces will be provided throughout the scheme providing an important amenity space for prospective residents and complementing the setting of the building."

The building will be flat roofed but with taller pitched roof gable features at either end and centrally to create a varied roof profile and to add visual interest. White render and red coloured standing seam zinc cladding are proposed for these projecting gable features and elsewhere on the building, plus light grey brickwork.

The building has a reduced massing at its western end to mitigate any impact on No.83 (Cavatina Lodge). At its eastern end it will 'turn the corner' and face the roundabout junction at the bottom of South Street. The gable feature at this end has been reduced in height from that shown in the original submission in order to be more consistent with the height of the Beach Green Hotel to the north. While reduced, it still provides a strong feature and focal point at this prominent junction, as envisaged in the original design.

The site lies within a mixed area facing Beach Green. To the north-east, beyond 89 Brighton Road, is the Beach Green Hotel which is arranged over three storeys to the road frontage and with single and two storey extensions to the rear. Permission was previously granted for a substantial redevelopment of the hotel but this permission has lapsed (AWDM/0721/17).

Beyond the Beach Green Hotel, along South Street, are commercial and residential properties and a new block of contemporary 4 storey apartments (Sunbeam).

To the west, adjacent to 85 Brighton Road, is a three-storey guest house (Cavatina Lodge) which is separated from the subject site by a private driveway providing access to a block of garages to the rear. It then leads to a footpath linking with Chester Avenue to the north. At the rear of the site is 22a Chester Avenue, a chalet bungalow with rooms in the roof.

The application is supported by a Design and Access Statement, Planning Statement, Transport Statement, Air Quality Assessment, Energy Strategy Report, Drainage Strategy, Noise Impact Assessment, Contaminated Land Assessment and a Daylight, Sunlight and Overshadowing Assessment.

The application is for Major development, comprising 3438sqm gross new floorspace.

Relevant Planning History

AWDM/1749/14 – Demolition of flats (Nos. 87A and B) and construction of two-storey extension (13 additional bedrooms) to nursing home at Nos. 85/87 Brighton Road

AWDM/0916/17 - Application for minor material amendment to approved application AWDM/1749/14 (for demolition of flats (Nos. 87A and B) and construction of two-storey extension) including construction of dormer windows to front roofslope, lift shaft extension at rear and new design for stair enclosure to side.

Consultations

West Sussex County Council: The **Highway Authority** has no objection but requires the following before giving final assent to the proposal:

- a road safety audit log consistent with Table F.4 of highways standard GG 119
- demonstration on a drawing of the visibility available at the two site entrances.

The authority does not object to the principle of the proposed use.
A detailed analysis has been carried out of the estimated vehicle trip generation of the new care home using the Trip Rate Information Computer System (TRICS). The following output is shown in table 6 of the transport statement (TS) submitted with the application:

The authority agrees with the TS that these traffic figures are unlikely to have a significant effect on highway capacity or safety in the locality.

Concern was expressed by the authority at an early stage that efforts should be made to attain more vehicle parking on the site, consistent with the size of the development. Considerable effort has been made within the TS to justify the provision of ten car parking spaces. This included estimates of parking accumulation throughout the day within the current and proposed uses. Given the modest traffic generation of the site and the nature of the proposal, the authority does not see any reason to query the ten spaces. In paragraph 3.11 of the TS it is stated that Brighton Road has no traffic regulation orders nearby and we assume that this is an oversight.

Parking for bicycles is proposed with the details required by condition.

Considerable weight is placed in the TS on the availability of walking, cycling, bus and train facilities near the site, together with the provision of a green travel plan (TP). These are assumed to damp down the demand for car travel to and from the site. We agree that there are ample opportunities for both staff and visitors to travel by means other than the private car. Tables 1 in the TS & TP severely underestimate the service frequency of bus 700 and we assume that this is an oversight. The travel plan itself should contain more detail on the wide variety of travel initiatives available in West Sussex. Further information can be found on the Travel & Public Transport pages of the County Council's website. The final plan should also include a named travel plan coordinator for the development. A planning condition is suggested to cover these matters.

A road safety audit was included in the planning submission. The audit includes comments on the site accesses and frontage parking. The TS has agreed the actions recommended by the audit team and the highway authority does not defer. All tracking drawings suggested by the audit have been included in the TS and do not highlight specific problems with vehicle access, although we note that some vehicle turning on land outside the applicant's control may be necessary.

The Lead Local Flood Authority has advised that current surface water mapping shows that the proposed site is at low risk from surface water flooding but at high risk from groundwater flooding. There are no records of surface water flooding within the confines of the proposed site. The Drainage Strategy and SuDS Appraisal for this application propose that sustainable drainage techniques (green roof, permeable paving and possible soakaway) would be used to control the surface water run-off from this development. While we did not object to this application, following the drainage hierarchy, the disposal of surface water via infiltration/soakaways should be shown to have been fully investigated, in conjunction with the District Drainage Engineer.

West Sussex Fire and Rescue Service: No objection subject to the provision of an additional fire hydrant. Currently the nearest hydrant is 125 metres away. The supply of water for firefighting for a commercial premises should be within 90 metres.

Adur & Worthing Councils: The ***Environmental Health*** Officer advises that the area of development has been identified by DEFRA as an area severely affected by traffic noise, a high risk site for noise under Pro PG, yet the applicant's acoustician is using noise data obtained from a planning application in Lancaster, a medium risk site for noise under ProPG, and applying it here. As a result the noise affecting the development has been underestimated and the proposed noise mitigation is lacking.

In addition, the South facing living units fronting the Brighton Road will be required to keep windows closed to achieve good internal noise levels and yet no separate overheating assessment has been undertaken or considered when proposing the noise mitigation and ventilation schemes. We must remember this development is for elderly residents who are vulnerable to extremes in temperature. I would refer the applicant to Acoustics Ventilation and Overheating, Residential Design Guide Version 1 January 2020.

Recent applications along Brighton Road in Lancing have reported daytime levels of 72dB(A) 16hr and 65dB(A) 8hr with typical maximum noise levels of 80dB(A) regularly recorded at night. The applicant's acoustician is using 65dB(A) 16hr and 54dB(A) 8hr and has not provided Lmax data.

I would advise that this current application be put on hold until the relevant assessments discussed above have been completed. Under ProPG the acoustic environment should determine the final design of the development that the applicant is seeking permission for.

I have no objections to the application in principle and should permission be granted at a later date I would recommend the following conditions and informatives.

- Full contaminated land condition as the area of development is a former brickfield.

- A Demolition and Construction Management Plan condition, to include hours of demolition/construction and deliveries, traffic management, dust control, material and waste handling, management of the Highway etc...

- A condition confirming the agreed acoustic and ventilation design.

- Nadeem has asked that the applicant follows the Sussex AQ Guidance so the relevant AQ condition needs to be applied.

- A demolition notice informative.

Further Comments following receipt of noise report – the new proposed glazing performance specified in Table 5.2 of the new report seems more realistic, based on the noise environment. Three ventilation options have been provided in the report, but given the coastal position of the development the South facing orientation of rooms facing the noise source and the fact that windows will be required to be kept closed to achieve the required noise standards; I would recommend the ADF System 4 for those rooms affected by the traffic noise. I would ask that a condition be applied to any permission specifying the glazing set out in table 5.2 and requiring Mechanical Ventilation with Heat Recovery and summer bypass for all of the affected rooms.

The ***Engineer*** has the following comments on flood risk and surface water drainage:

Flood risk- The application is within flood zone 1, the site is shown as not being at risk from surface water flooding. It is anticipated that seasonal groundwater levels may be high. We therefore have significant concerns regarding the proposals for a basement here.

Surface water drainage- the proposals are for a large building to be constructed. There are no watercourses or public surface water sewers nearby. Therefore it is evident that infiltration should be utilised here if possible to keep water out of the foul sewer. The undeveloped space available is very small when 5m easement to building and the highway is taken into account. Significant flat roof expanses are proposed, we would recommend that the use of green and blue roofs is further considered, in tandem with the use of infiltration.

We would like to place a HOLDING OBJECTION on this application until a sufficiently considered and evidenced surface water drainage strategy is submitted and the risk posed by groundwater flooding are also adequately assessed. This must be supported by winter groundwater monitoring and winter infiltration testing. We would recommend that the applicant gets in contact with us at the earliest opportunity to discuss the duration, details and extent of this monitoring.

It is essential to establish if there is adequate space for surface water drainage prior to agreement of site layout. Drainage should be a fundamental consideration in design. Failure to secure a robustly evidenced implementable drainage strategy at this stage

will likely unduly prejudice the drainage design and result in proposals failing to meet policy requirements.

Subsequent Comments: She advises that she has gone back to the applicant asking for a strategy plan for drainage option 2 and a groundwater reading at the next spring tide. Hopefully once this information is provided she will be able to remove her holding objection and leave details to our standard conditions. An update will be provided at the meeting.

The ***Trees and Landscape*** Officer has no concerns regarding trees for this proposal, and considers the landscape Strategy to be acceptable

Southern Water: No objection subject to details of foul and surface water drainage being reserved by condition

Lancing Parish Council: No objection

Representations

Original Plans: 6 representations received from the owner/occupiers of 81 Brighton Road, Cavatina Guest House, 83 Brighton Road, 14, 22, 22A, 24 Chester Avenue:

- Concern at impact on adjacent guest house business with the noise, dust and heavy lorries going up and down the twitten at the side of the property. The twitten is already in a very bad state of repair and this is the only way to get to the back of the house and garage.
- The introduction of heavy vehicles along the private road will break up the surface of the access which was originally paid for by the owners of the garages to the specification 'Cars and Light Vans Only' because of drainage to the area.
- Health concerns about cement and concrete dust.
- Traffic disruption to the A259, increased traffic, air pollution
- Disruption and danger of use of un-adopted private road and link to the seafront via Chester Avenue, which is a major pedestrian thoroughfare
- Increased use of private road due to proposed parking and ambulance access at rear
- Inadequate parking provision will lead to cars parking in Chester Avenue
- Large scale redevelopment, overdevelopment
- Dominant and bulky building
- Loss of sea view
- Out of scale
- Loss of light
- Overlooking
- Inappropriate location for a large care home
- Safety of patients at risk
- Where will delivery vehicles park?

- Would wish to see existing boundary wall to rear retained

Amended Plans: To be reported

Relevant Planning Policies and Guidance

Adur Local Plan 2017 Policies 9, 15, 18, 28, 30, 33, 34, 35, 36
Sustainable Energy SPD (August 2019)
Lancing Vision 2012
West Sussex 'Guidance on Parking at New Developments' and 'Parking Demand Calculator' (WSCC 2019)
National Planning Policy Framework (February 2019)

Relevant Legislation

The Committee should consider the planning application in accordance with:
Section 70 of the Town and Country Planning Act 1990 (as amended) that provides the application may be granted either unconditionally or subject to relevant conditions, or refused. Regard shall be given to relevant development plan policies, any relevant local finance considerations, and other material considerations; and
Section 38(6) Planning and Compulsory Purchase Act 2004 that requires the decision to be made in accordance with the development plan unless material considerations indicate otherwise.

Planning Assessment

Principle

The application proposes the demolition and redevelopment of a care home to provide enhanced care facilities for the elderly, particularly those suffering with dementia. Policy 33 of the Local Plan supports the provision of improved social and community facilities, including healthcare facilities.

The proposal involves the loss of one dwelling but Policy 20 of the Local Plan state that:

"*In order to protect the existing residential stock, proposals which result in the loss of dwellings to non-residential use will not be supported. An exception may be made if the loss would facilitate the provision of a community facility*."

Furthermore, Policy 20 states

"*New residential development for older people, including specialist retirement accommodation and registered care homes, in both affordable and market tenures in accessible locations within the Built Up Area will be supported*."

Consequently, while there will be a net loss of one dwelling (two, if you include the property at 87A Brighton Road which is already in use as storage in connection with the existing care home and which has previously received permission to be demolished as part of an earlier extension proposal), the development will provide an additional 36 care bedrooms over the existing. Overall, the proposal is considered to offer valuable care facilities and there is no objection therefore to the principle of this development.

The main considerations will be the visual impact of the new building, the impact on residential amenity and parking and access.

Density, character and appearance

The existing care home and dwelling on the site have a traditional appearance with a roof height that is largely consistent with neighbouring buildings. The proposal will replace the buildings with a continuous mass of built form, some 58m in width. The increased mass, height and contemporary form of the building will have a significant impact on the street scene. However, such development may be acceptable if it is considered to be "*enhance the local environment by way of its appearance and character, with particular attention being paid to the architectural form, height, materials, density, scale, orientation, landscaping and layout of the development*" as required by Policy 15 of the Adur Local Plan.

A height comparison plan submitted with the application shows that the new building will be lower than existing at its western end and reasonably consistent with the height of the existing care home building. The main difference in height was at the eastern end (other than the projecting gable elements) where it increased by 0.5m over 87A Brighton Road and, more significantly, by 3.5m over 89 Brighton Road.

Your officers were concerned at the scale of the building at the eastern end and its proximity to the boundary with the hotel to the north. The ridge height of the end gable would have been 1.5metres higher than that of the hotel and would have been overly dominant in the street scene on this prominent corner. Following discussions with the applicant, the gable has been reduced in height to be the same as that of the hotel. It has also been brought off the boundary with the hotel, with a lower, recessed flat roof element introduced, similar to that proposed at the western end.

It is considered that with these design changes the proposal will have an acceptable impact on the street scene and in longer views from Beach Green and the A259. The contemporary form and use of materials will complement the Sunbeam development recently completed in South Street and will enhance this important corner site, providing a striking development at the gateway to the beach and South Street.

Residential amenity – for proposed occupiers

The proposed residents will have a new landscaped garden and the care home facility will provide facilities such as a communal lounge/dining room with views across to the

sea and balconies at first and second floors. Minimum bedroom size will be 15m2 but there are a variety of room sizes and facilities.

Due to the proximity of the site to Brighton Road, a noise survey has been carried out and the recommendations put forward in the noise report will need to be secured by condition. These include the provision of robust glazing on the frontage and mechanical ventilation. The Environmental Health Officer agrees with the recommendations and has requested a condition specifying the glazing set out in the report and requiring Mechanical Ventilation with Heat Recovery and summer bypass for all of the affected rooms.

Residential amenity – effect on existing dwellings

The proposed building will present a greater mass of built form than existing but consideration has been given to its impact on neighbouring occupiers.

To the west, Cavatina Lodge is a three storey dwelling in use as a guest house. It has windows facing the site within a dormer on the roofslope and within the side wall. The property is separated from the site by an access road to garages at the rear and the new building will be approximately 7m from the side of Cavatina Lodge. The height comparison plan shows that the new building will be lower than the existing at its closest point to the western boundary, being a flat-roofed two storey element, only just above the eaves height of Cavatina Lodge. It is considered that the separation and height of the building at this point results in an acceptable relationship with Cavatina Lodge.

To the rear the nearest affected property is 22A Chester Avenue, a chalet bungalow with a dormer in the rear roofslope overlooking the site. The new building is generally over 40m from the rear of 22A but there is a 14m wide three storey projection at the rear which is closer at 28m, in accordance with the Council's guidance on separation distances for 3 storey buildings, but it does reduce to 27m to the rear of the conservatory on the ground floor of 22A. However, it should be noted that there are only 2 windows on the upper floors within that element, both of which have been designed to be angled away from 22A and which serve corridors only. While the residents of 22A may lose some distant views due to the mass of the building and the closing of existing gaps between buildings, the separation distances involved ensure that there will not be any harm caused by overlooking or loss of light or outlook.

To the east, the site adjoins the Beach Green Hotel and the increased spacing and reduced bulk to the boundary following the submission of the amended plans will help to improve the relationship between the buildings. The increased spacing also helps in distant views for the dwellings at the rear.

Accessibility and parking

The development will provide 10 car parking spaces at the front and side of the building including 2 disabled bays, and an ambulance bay at the rear, plus cycle parking. Two access points off Brighton Road will be retained with a third closed up.

A Transport Statement (TS) and Travel Plan have been submitted with the application. It is acknowledged that the proposed parking provision will be less than expected for a development of this size and type. However, the TS advises that:

"*The site is located in a highly sustainable location with both staff and visitors having access to significant pedestrian and cycle infrastructure surrounding the site together with frequent bus and rail services that operate early morning to late at night. Staff will have excellent travel choices resulting in less private car travel and therefore reduced parking demand*."

The TS includes a parking demand survey which predicts that the maximum number of spaces that will be required on a typical day is 14. During the majority of the day there are only 4 periods where the projected parking demand will be in excess of the 10 spaces provided (9am-10am and between 1pm and 4pm).

The TS goes on to advise that:
"*Parking on site will be set aside for management of the facility; with spaces specifically identified for members of staff. No other staff members will be permitted to park on site apart from any staff members that have mobility issues; these will use the disabled bays provided. All other staff will be required to commute to site via sustainable means and a package of measures are provided within the accompanying Travel Plan to facilitate this.*

All other spaces are allocated for visitors although due to the location of the site it is anticipated that a high percentage of visitors will be able to travel via sustainable means. Located a short walk from the site is Lancing Beach car park which has capacity for up to 200 spaces and only charges £1.50 per day. This car park could be used by visitors who are unable to travel by any other means by car or indeed any staff member that is unable to travel sustainably."

A Road Safety Audit has also been carried out in respect of the site accesses and frontage parking and West Sussex Highway Authority has agreed with the proposed actions. They have also considered the TS and agree that the estimated traffic figures are unlikely to have a significant effect on highway capacity or safety in the locality. They have also accepted the parking provision on the site and have not raised an objection to the proposal, subject to conditions to secure the Travel Plan, a Construction Management Plan, access and parking.

Residents have expressed concern at the use of the access road for the ambulance bay and for parking cars along the west side of the care home. The road links with a footpath which is a popular access route between Chester Avenue and the beach. However, it is not considered that the occasional use of the road by an ambulance and for access to 3 parking bays is likely to cause an increased safety risk to pedestrians. The access road is already in use by cars using the garages at the rear of Cavatina

Lodge and the relatively low level of increased activity is not considered to be sufficient to raise safety or amenity concerns.

Concerns have also been raised about the possible disruption to users of the footpath during construction. Final construction management details will be reserved by condition in order to minimize any inconvenience.

Sustainable and resource efficient buildings

The application is supported by an Energy Strategy Report which states that the development proposes to include renewable energy technologies, namely Combined Heat and Power (CHP) and Air Source Heat Pumps (ASHP) in order to reduce carbon emissions. The report estimates that both these technologies would amount to an 11.25% saving of overall energy use. This would accord with the Council's Energy SPD and Policy 19 of the Local Plan which specify a minimum 10% predicted energy demand from renewable sources.

Other sustainability measures include:-

- Rainwater harvesting for use in the gardens.
- Permeable paving / SUDs.
- Extensive Green Roof.
- Consideration and review of sustainable sourced materials.
- The salvage/re-use of materials from both the exterior/interior of the demolished building.

Policy 19 of the Local Plan requires all new non-domestic development to achieve a BREEAM Very Good rating and the applicant has confirmed that the building will achieve that rating. This can be secured by condition.

Flood Risk and Drainage

The application is supported by a Drainage Strategy which advises:

"*The proposed development will not result in any increase in impermeable area but will allow for removal of existing impermeable surfacing to be replaced with permeable surfaces such as within the car park areas.*

The building comprised of a mixture of pitched and flat roof areas. The rear flat roof is proposed as a green roof of 115m2 which will see runoff controlled mimicking natural processed whilst also providing enhanced thermal properties reducing the buildings energy consumption. The main method of drainage for the site is proposed via infiltration."

There are two drainage options set out in the drainage report and our Engineer has requested further ground water monitoring information before finalising her comments on the proposal. It is hoped that these will be reported at the meeting.

Recommendation

APPROVE
Subject to Conditions:-

1. Approved Plans
2. Standard 3 year time limit
3. Materials
4. Access
5. Access closure
6. Cycle parking
7. Vehicle parking and turning
8. CMP
9. Travel Plan
10. Provision of fire hydrant
11. Contaminated land
12. Details of acoustic and ventilation design
13. Foul and surface water drainage details to be submitted and approved
14. Independent assessment to be carried out to ensure building meets BREEAM Very Good rating/ minimum 10% predicted energy demand from renewable sources to be secured as per submitted details
15. Drainage details to be agreed
16. Acoustic protection and ventilation details to be submitted and agreed
17. Landscaping
18. Boundary treatment
19. Ecology enhancement measures

7th December 2020