P & R 5/3/07

Application Number: ADC/0041/07 Recommendation – APPROVE

Site: **26 Dolphin Road, Shoreham-by-Sea BN43 6PB**

Proposal: **Redevelopment of factory with block of 10 units for business, general industrial and storage uses (Classes B1, B2 and B8) with 52 car parking spaces and access/loading areas (Outline application with layout and access details)**

The Application

The site comprises the factory currently bearing the name '7 Sisters Paper Company Ltd' (originally the Deyong Golding clothing factory) and rear storage area. It is located at the western end of the Dolphin Road industrial area, being separated from the houses to the west by BOC Edwards (Unit 2) premises at No.23. On its eastern side is the private road called Dolphin Way, with modern units on its opposite side. The site area is 0.46 hectare.

The application is in outline but seeks approval for the access and layout details. The external appearance and landscaping details would form the subject of a further application for approval of reserved matters, but illustrative elevations have been supplied.

The proposal is to demolish the existing factory (1,341sqm) and erect a block of 10 units for mixed Class B1 'business', B2 'general industrial' and B8 'storage and distribution' uses. The total floorspace would be 1,891sqm, comprising 5 units of 155sqm, 4 of 203sqm and one of 302sqm.

The existing frontage to Dolphin Road would be reconfigured to provide a landscaped area with 4 parking spaces, retaining the westernmost access but closing the eastern one and improving the radius on the west side of the Dolphin Way junction. The 10 units would be built along the western side of the site with their loading doors on the eastern side, in front of which would be access, parking and loading areas off the west side of Dolphin Way. Total car parking provision would be 52 spaces. Parking for cycles and bin stores are also shown.

Consultations and Representations

County Transport Planning Services: No objection in principle, commenting that visibility is adequate, but request that a transport assessment and Stage 1 Safety Audit be carried out; seek clarification over whether there would be any trade counter use (if not 4 car parking spaces at the front should be deleted); and point out that a section 106 Obligation would

be needed requiring payment of £7,000 towards sustainable transport improvements in the area.

Environment Agency: No objection subject to imposition of conditions requiring ground contamination investigation and remediation; only clean uncontaminated material for any infill; no piling except with consent; and submission of surface water drainage details.

Southern Water: No objection but requests a condition be imposed requiring details of foul and surface water drainage to be submitted for approval.

Director of Services: The comments of the EHO are awaited.

Third Parties: 3 letters/e-mail have been received.

A resident of Corbyn Crescent objects on grounds of increased traffic; there is already a problem getting out of Corbyn Crescent and Dolphin Road due to the amount of industrial traffic – another 50 or so cars and lorries would just add to the problem

A representative of BOC Edwards at No.23 states that parking is already a serious problem with vehicles parking on the pavement and outside houses causing a nuisance – they take care not to park in this way. There is concern that the proposed 10 units with an average of only 5.2 parking spaces per unit would worsen the situation. More parking would seem necessary. Also, the additional traffic leaving the units at around 5pm would create difficulty and hazard for their employees leaving at the same time.

The Shoreham Society state no objection to the proposed units but express concern over the parking facilities and increase in delivery/collection vehicles which would aggravate an already very difficult situation at the level crossing.

Relevant Planning Policies and Guidance

West Sussex Structure Plan 2001-16 (WSCC 2005): LOC1, NE1, NE5, ERA1, ERA5, DEV1, DEV4-5
Adur Development Plan – Submission Core Strategy 2006-26 (ADC 2007): R1, E1-2, T1, T3, T4, ENV2, ENV4
Adur District Local Plan 1993-2006 (ADC 1996): AG1, AP7, AT12, AE2, AE4
Revised West Sussex Parking Standards and Transport Contributions Methodology (WSCC 2003 & ADC 2004)
PPS1 'Delivering Sustainable Development' (ODPM 2005)
PPG4 'Industrial and Commercial Development and Small Firms' (DoE 1992)
PPG13 ' Transport' (DTLR 2001)
PPS24 'Planning and Pollution Control' (ODPM 2005)

Planning Assessment

Policies

The proposal is acceptable in principle because the site is located within the Dolphin Road industrial area which is specifically identified for business, industrial and storage use both in the Local Plan (AE2 & AE4) and submission Core Strategy (E1). E1 proposes the retention and enhancement of existing employment sites in Dolphin Road including their upgrading to meet modern standards required by businesses and to be more resource efficient. AE2 states that development for purposes within Use Classes B1 and B2 will be granted subject to restriction to B1 for those parts in close proximity to dwellings; to access and parking arrangements being acceptable under AT12; to the design being acceptable in the local environment and to landscaping. AE4 states that mixed use redevelopment for B1, B2 and B8 purposes will be supported.

Policy NE1 of the Structure Plan requires sufficient provision to be made for new employment floorspace in each District (110,000sqm in Adur for 2001-16). NE5 states that development for business, industry or warehousing should be permitted provided the accommodation is suited to the needs of local businesses and those seeking to relocate from elsewhere and employment land should not be redeveloped for other purposes where it is important in maintaining the supply of premises and jobs in the area and minimising development of greenfield sites. NE6 states that development that will support the regeneration of the coastal area should be permitted provided that infrastructure improvements are achieved and the impact on the environment is acceptable. R1 of the Adur Core Strategy also promotes economic growth and regeneration.

The proposal therefore accords with the policies of both established and new Plans & Strategies and also with the submission draft South East Plan which gives priority to encouraging employment development within the Sussex Coast Priority Area for Economic Regeneration.

Access

One of the greatest areas of concern with Dolphin Road is that it is a cul-de-sac with a single point of access off Eastern Avenue, directly adjoining a level crossing. However, as the Committee is aware, the refusal of a larger development of 2,200sqm floorspace at the eastern end of Dolphin Road on highway grounds was overturned by the Planning Inspectorate in 2006. This decision was made notwithstanding detailed submissions by a highways & transport consultant on behalf of the Council demonstrating the problems that occur through a detailed traffic survey and assessment.
The appeal Inspector stated:-

"I consider that the appeal proposal would lead to increased queue lengths at the junction and a small increase in the number of unorthodox and potentially dangerous movements undertaken by some drivers. However, in my judgment, the increases would be so small and thereby of such limited significance to road safety and the free flow of traffic that they do not justify the withholding of planning permission in this case..."
He concluded:-
"I am satisfied that the proposal would be a sustainable form of development that would be served by a reasonably safe and adequate means of access and that it would not have an unacceptable impact on road safety or the free flow of traffic at the Dolphin Road/Eastern Avenue junction."

The present application, unlike the one forming the subject of the above appeal, is for redevelopment and, whilst there would be an increase of 550sqm in total floorspace, this is only one quarter of the amount proposed in the case that formed the subject of the appeal. Therefore, the increase in traffic, queue lengths and unorthodox movements would be even more insignificant in the eyes of the Planning Inspectorate.

Policy T3 of the Adur Core Strategy states that, to minimise impact of new development, it will be required to contribute to sustainable transport measures, be close to public transport and to make efficient use of land.

Subject to submission of a satisfactory transport assessment (and consideration of the further comments of WSCC Transport Planning Services on it) and the completion of a section 106 Obligation requiring payment of £7,000 to sustainable transport improvements in the area, it is considered that the application is acceptable from an accessibility point of view.

The proposal includes improvement of the kerb radii on the west side of the Dolphin way junction to accord with that on the east side, thus benefitting access for larger vehicles and improving highway safety. Although the works are minor, WSCC consider a Stage 1 Safety Audit should be provided to assess whether any further alterations are needed.

Parking

The proposal shows 52 parking spaces for cars and vans. The adopted maximum standard for the amount of floorspace proposed is 63 parking spaces if it were wholly Class B1 use; 47 spaces if it were wholly B2 use and 19 spaces if it were wholly B8 use. If there were an even split of all three uses, the maximum parking requirement would be 43 car/van spaces (and 4 lorry spaces).

Central Government requires car parking standards to be maxima, in order to discourage use of cars and encourage more sustainable forms of travel, as stated in PPG13 and reflected in policies DEV4-5 of the Structure Plan and T4 of the Adur Core Strategy. The latter states the provision of private car parking for new development will be assessed taking into account the need to

discourage unnecessary car use and to promote the provision and use of sustainable transport. The site is in a sustainable location relatively close to the bus stops in Brighton Road and Eastern Avenue (300m). The railway station is just over half a mile away. Consequently, it is considered that it would be inappropriate to seek more than the 52 spaces proposed.

Residential amenity

The site is separated from the residential area to the west by other industrial premises. Consequently, the proposed buildings would not have any impact in respect of matters such as privacy and daylighting. The use of the buildings for the purposes proposed is also unlikely to have an impact on the houses in terms of noise or disturbance from processes carried on and they are not so close as to warrant restriction to B1 use.
The additional traffic generated, as stated above, is also not likely to be such as to make an appreciable difference to noise levels.

Visual amenity

The existing building is typical of its period and, whilst it has a relatively good quality façade to Dolphin Road, the remainder of the factory is totally outdated and ripe for redevelopment. The design of the proposed new units and landscaping are matters that would have to form the subject of a further application. The illustrative plans show design and materials similar to that of units erected in the last few years at Evershed Way (30/40 Dolphin Road) further east.

Sustainable energy and resource efficient buildings

Policy ENV2 of the Adur Core Strategy states that developments of over 1,000sqm floorspace will be expected to provide a minimum of 10% of their energy requirements from on-site renewable energy generation unless it is demonstrated this would render the scheme economically unviable or would have a significant adverse effect on the townscape.

Policy ENV4 states measures will be required to ensure new buildings achieve efficient environmental performance and, at the very least, to meet the BREEAM standard 'very good' or equivalent.

As the application is in outline, such measures are not required to be submitted at this stage but have been drawn to the applicant's attention. Conditions are recommended below (see 18 and 19).

Recommendation

Subject to submission of a transport assessment and consideration of the further comments of WSCC Transport Planning Services and any third parties, and the completion of a section 106 Obligation requiring payment of

£7,000 to sustainable transport improvements in the area, APPROVE for the reason:-

The proposed development is within the built-up area and would help meet the need for additional employment provision and economic and environmental regeneration without detracting from the local urban environment. It can take place without resulting in unacceptable detriment to the amenities of neighbouring properties and without detraction from highway safety. It would consequently not conflict with the relevant policies of the Adur District Local Plan (AG1, AP7, AE2, AE4, AT12) and the West Sussex Structure Plan (LOC1, NE1, NE5-6, CH1, ERA1, DEV1, DEV4-5).

Subject to:-

1. C1A (Standard outline condition requiring the 'reserved matters' ie. details of the scale and external appearance of the buildings and landscaping, to be submitted and approved)
2. C1Bi (Standard outline time limit)
3. C7Ci (Details of any walls/fences to be submitted and approved)
4. C8Gii (Details of parking to be submitted, approved, provided and retained)
5. C9Ei (Details of alterations to junction with Dolphin Road to be submitted, approved and implemented)
6. C9G (Westward visibility splay of 2.4m by 70m to be provided and retained)
7. C9N (Temporary provision for contractors vehicles, plant, etc)
8. C9S (Temporary wheel-cleaning facility)
9. C10Di (No outside storage or display)
10. C10Dii (No external working)
11. C11Aii (Landscaping scheme and replacement of trees that die)
12. C18K (Provision for waste storage)
13. C18N (Drainage details)
14. C18Rii (Ground contamination investigation) (amended)
15. C18S (Clean uncontaminated fill only)
16. C18T (Piling details)
17. C20B (Parking to include spaces for disabled persons)
18. A minimum of 10% of the energy requirements of the proposed development shall be met from on-site renewable energy generation unless it is demonstrated by the applicant that this would render the scheme economically unviable or would have a significant adverse effect on the townscape and the LPA have confirmed their acceptance of this in writing. Details shall be submitted to and approved in writing by the LPA prior to commencement of the development to show the means of achieving this requirement and the measures approved shall be completed prior to occupation of the buildings and thereafter operated.
19. The proposed units shall achieve efficient environmental performance by, prior to their occupation, being completed to meet, at the very least, the BREEAM standard 'very good' or equivalent.

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