

Parish: Chichester	Ward: Chichester South
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CC/15/03419/REG3

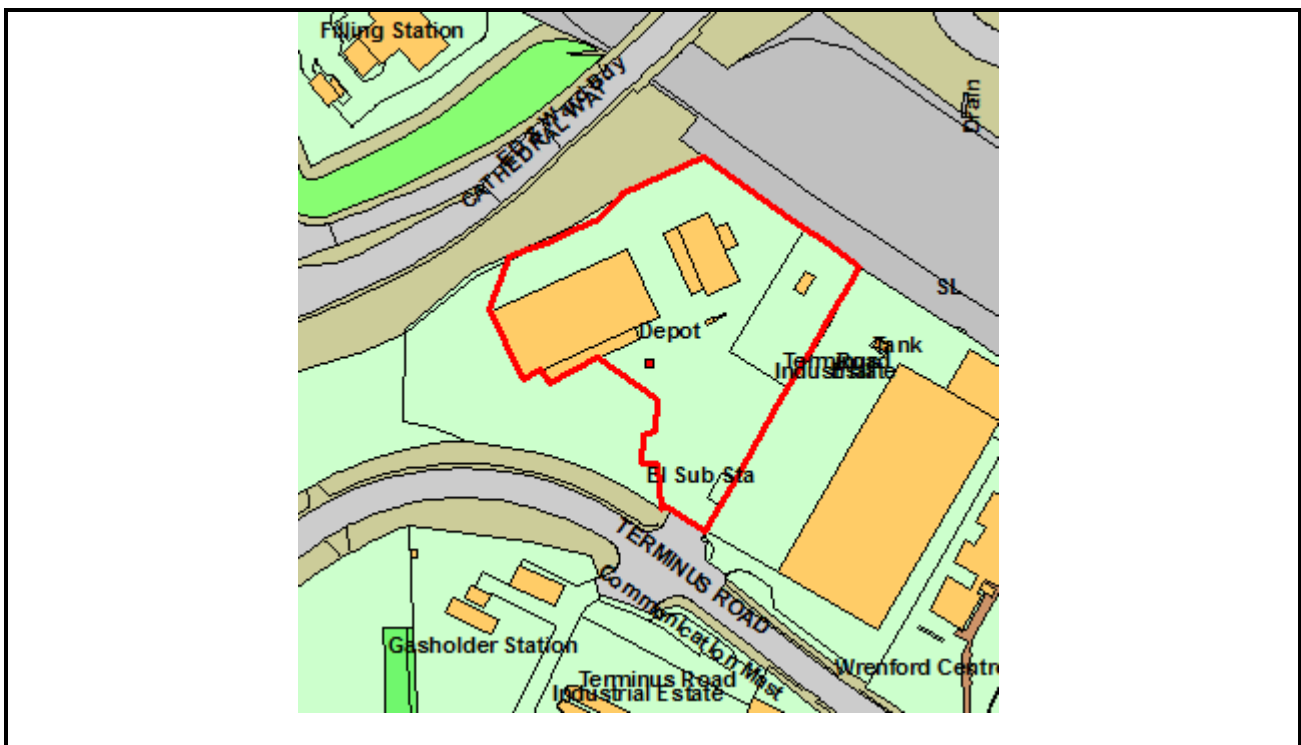
Proposal Replacement of an existing industrial building with a new managed workspace business centre which will provide a mix of office and workshop units associated car parking.


Site Plot 12 Terminus Road Chichester West Sussex PO19 8TX

Map Ref (E) 484884 (N) 104523

Applicant Chichester District Council

RECOMMENDATION TO PERMIT



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1.0 Reason for Committee Referral

Applicant is Chichester District Council

2.0 The Site and Surroundings

2.1 The site is located within an established industrial estate at the western end of Terminus Road, a short distance from its junction with the Fishbourne roundabout and the A27 Strategic Road Network (SRN). The site comprises the greater part of Plot 12 (0.71 hectares) and is a former depot with a range of permitted commercial uses including uses in Use Classes B1, B2 and B8 for storage and haulage. It has a single point of vehicular access from Terminus Road to the south and is currently laid to concrete hardstanding with areas of tarmac. The site has two existing brick built commercial buildings, tired and dated in appearance, the larger of which is part occupied by an existing tenant with a lease expiring in February 2016. The site is bounded by Cathedral Way (the A259) to the north-west which lies beyond a wide tree'd embankment formed as the road rises to cross over the main Portsmouth Harbour to London Victoria railway line. The railway line passes by the north-east boundary behind a brick wall. A gasholder station is situated to the opposite south side of Terminus Road which has a blast zone radius of 100 metres which falls outside the proposed new building proposals.

2.2 To the east of the site beyond a chain link fence boundary is Plot 11 which comprises a haulage yard and a large metal clad building used for self-storage. The Terminus Road industrial estate as a whole is characterised by a wide and ad hoc variety of commercial buildings, mainly 2-3 storeys, with a high percentage from the 1950s and 1960s, constructed in a wide variety of materials but predominantly clad in facing brickwork/masonry and metal sheet cladding of various profiles and colours.

3.0 The Proposal

3.1 This application is for full planning permission to redevelop part of Plot 12 with a new Managed Workspace Centre which will provide a mix of office and workshop units within either Use Class B1a, b or c with associated car parking and landscaping. As applicant, the Council's stated vision for the Centre is that it will provide an environment in which new start-up businesses can be supported to grow, prosper and then move on. The two existing buildings on the site will be demolished and replaced with 3287.5 sqm GIA (2469 sqm net) of lettable managed business space housed within two buildings and split into two separate types of lettable space. A maximum of 84 individual lettable units are proposed.

3.2 One building (Building A) at the south side of the site is proposed for 3 floors of office space of approximately 2311.5 sqm (GIA) (1560.4 sqm net). The other building (Building B and C conjoined) which wraps around the north and east corner of the site will provide 976 sqm (GIA) (908.6 sqm net) of workshop space at ground floor with a part first floor mezzanine (245 sqm net).

3.3 In terms of further details of the proposal:

Building A - use as office space with unit sizes ranging from 14-36sqm (depending on the final commercial assessment)

15.7m x 52.3m building with rectilinear ground plan
10.8m high flat roofed building with parapet detail

Materials - masonry to ground floor comprising facing brickwork, insulated grey metal faced cladding to first and second floors. First and second floors at south-east corner are proposed in a metal rainscreen cladding with a contrasting grey colour. Grey aluminium picture framed windows grouped vertically and fixed with brise soleil to reduce solar heat gain on the south-west and south-east elevations.

Buildings B and C - use as workshop space with unit sizes of 65sqm including a mezzanine floor.

Building B parallel with north site boundary:
49m x 8.9m

Building C parallel with east site boundary:
37m x 8.9m

Both Buildings B and C have a rectilinear ground plan and are conjoined by a plant and ancillary room. The design incorporates a mono-pitched roof rising from 4m to 6m.

Materials - masonry to ground floor comprising facing brickwork, with a grey rainscreen cladding and roller shutter doors, profiled metal roof, grey aluminium fascias and rainwater goods.

3.4 Parking - The proposal provides for a total of 108 car parking spaces (including 5-6 disabled bays) calculated as 77 spaces for Building A and 31 spaces for Buildings B and C. Cycle parking is provided for 30 cycle spaces (21 for Building A and 9 for Buildings B and C).

3.5 Surface Water Drainage - The site is in Flood Zone 1. SW run-off will be discharged to the existing surface water drainage system. The total impermeable area will decrease post development meaning that rates and volumes of surface water run-off will also decrease. The SW drainage system will be designed to cater for a 1:100 year design.

3.6 Foul Water Drainage - The existing foul drainage system discharges to the public foul sewer located to the south east of the site. The proposed connection will be taken to the same location as existing.

3.7 Landscaping - buffer strips are proposed to the boundaries of the site comprising grassy margins to the south and west where there will be additional tree planting. Evergreen groundcover and shrubs are proposed to the north and east boundaries.

3.8 Boundary - It is proposed that the site is enclosed and secured by a 1.8m high mesh fence, a transparent treatment allowing views through to the building forms. The vehicular access to the site will be gated which will remain open during normal working hours and closed outside of these.

4.0 History

97/00318/REG3	PER	Change of use from existing sui generis use to 10 units of a mix of B1 and B8 and vehicle workshop/bodyshop/valet.
97/00353/COU	REF	Change of use to food preparation, takeaway sales and cafeteria.
97/02043/FUL	PER	Change of use to sales, servicing and parts supply of agricultural and ancillary machinery. Addition of Portakabin. (Units 1 and 10).
98/02676/COU	PER	Rock band practice, rehearsal & writing room on first floor.
04/03158/REG3	PER	Continuation of use of units 4, 5, 7 and 9 for a children's indoor play centre and associated cafe and shop and use of units 1, 2, 3, 6, 8, 10 and rest of site for B1 (b) (c) and B8 use.
09/03629/REG3	PER	Continuation of use of units as follows:- 4, 5, 7 and 9 for a meeting place, office, cafe and place of worship, 1 and 10 for storage and haulage contractors vehicle depot with 8 no. lorry spaces within existing yard, 2, 3, 6 and 8 for B1(b)(c) and B8 use for a further five years.

5.0 Constraints

Listed Building	NO
Conservation Area	NO
Rural Area	NO
AONB	NO
Strategic Gap	NO
Tree Preservation Order	NO
South Downs National Park	NO
EA Flood Zone	Flood Zone 1

- Flood Zone 2	NO
- Flood Zone 3	NO
Historic Parks and Gardens	NO

6.0 Representations and Consultations

6.1 City Council

No Objection.

6.2 Highways England

No Objection.

6.3 Environment Agency

No Objection. There is no change in Flood Risk Vulnerability Classification. *[CDC Officer comment: Site is in Flood Zone 1].*

6.4 Southern Water

Initial investigations show there is currently insufficient capacity in the local network. Additional off-site sewers or improvements to sewers will be required to service the development which can be secured through the mechanism of S.98 of the Water Industry Act 1991. Alternatively the developer can discharge foul flows to the existing system no greater than existing levels if proven to be connected. Recommends planning condition to approve details of foul and surface water drainage before construction commences.

6.5 Network Rail

Provide series of requirements in terms of proximity of new development to the railway and the need to safeguard its operation. Safeguards are recommended with regard to future maintenance access, drainage, plant and materials, scaffolding, piling, fencing, lighting, noise and vibration, landscaping and vehicle incursion.

6.6 WSSC - Highways

No Objection.

Access - The site already has an existing access point onto Terminus Road. This will be re-used and will provide access in and out of the business centre. Visibility is good in both directions and wide enough to accommodate two way vehicle movements.

Internal Layout - The internal layout of the site provides an access road leading to a main car parking area, in a courtyard style with the business units built around this. The access road has been assessed using swept path diagrams for a Refuse Vehicle/Fire appliance. Swept path analysis also provides evidence that both a fire tender and refuse vehicle will be able to negotiate the access and internal layout.

Road Safety Audit - No road safety audit is required as the access already exists and is in use on a regular basis as a car storage yard.

Trip impact - The TRICS data provided in the submitted Transport Assessment is considered acceptable and suggests that there would be in the region of 570 trips to the site daily. The number of trips to the site in the morning would be much greater and only 7 trips are predicted to leave the site in the am peak. Of these trips network flow diagrams have been provided to show that the overall number of movements to the site are not high enough to justify any material impact on the existing network.

Parking Strategy - Parking for 104 cars is proposed on the site. WSCC maximum standards for this use class is 1 space for every 30sqm. This would equate to 108 spaces. 4 spaces short of what is proposed. [*CDC Officer Comment: there are 108 car park spaces*]. WSCC are satisfied the number of parking spaces provided for the use is in line with our standards. Each space should be designed in accordance with Manual for Streets recommendations of 2.4m x 4.8m, and 5% of the space should be allocated as disabled spaces.

6.7 CDC - Economic Development

Strongly Support. A need has been identified for an Enterprise Gateway with flexible business space accommodation for the many home workers within the District. Plot 12 is considered a suitable site. There is a high proportion of micro businesses in West Sussex as a whole. According to ONS data 71.5% of businesses within the District employ less than 4 people. Many of these businesses need affordable premises to operate from. 22% of small businesses cite availability of suitable premises as an obstacle to their growth.

Redevelopment of the site for an Enterprise Gateway would help meet some of the objectives in the Economic Development Strategy 2013 - 2019 to develop and support start-up businesses. It is forecast that the project could create around 275 new jobs every three years and contribute to an improvement in business survival rates.

6.8 CDC - Conservation and Design Manager

No Objections. Fully supports proposal to provide a mix of business units with shared support services. Opportunity to introduce buildings of high environmental standards. Public art should be integrated into the development.

6.9 CDC - Drainage Engineer

The proposed surface water drainage strategy is acceptable, as the reduced impermeable area will contribute less runoff for the same amount of rainfall. Further source control could be added to the parking areas by using permeable paving if necessary.

6.10 CDC - Environmental Health Officer

It is noted that some groundwater testing has been undertaken which did not reveal significant concentrations of contamination. A watching brief should be put in place during demolition and construction works in case any unexpected contamination is discovered. Standard condition recommended in this regard. Mitigation measures needed to control airborne emissions during demolition and construction. Measures to encourage the use of sustainable transport and thus reduce impacts on air quality should be put in place including provision of secure cycle parking, information to future occupants of available public transport and car sharing opportunities, recharging points for electric vehicles.

6.11 CDC - Archaeology Officer

Evaluation by trial trenching has established that no structures or deposits of interest are likely to survive within this site. In the circumstances there is no archaeological justification for either refusal or the requirement for other mitigation measures.

6.12 CDC - Environmental Strategy Officer

Buffer strip around the hedgerow edge of the site should be provided for bats for commuting and foraging. Lighting scheme for the site should minimise potential impacts to any bats using the trees hedgerows and buildings by avoiding unnecessary artificial light spill through the use of directional light sources and shielding. Any works to the trees or vegetation clearance on the site should only be undertaken outside of the bird breeding season which takes place between 1st March and 1st October.

6.13 1 Third Party Other

Although Grace Church does not object to the current planning application, I wish to make it a matter of public record the substantial benefit to the community (and indeed the economic benefit) that has been yielded from the presence of Grace Church in this premises on Terminus Road.

6.14 Applicant/Agent's Supporting Information

In addition to the Design and Access Statement the application is accompanied by a comprehensive suite of supporting documents on the following matters: Planning Statement, Transport Statement, Green Travel Statement, Ecological Statement including Bat and Reptile Survey, Archaeological Evaluation, Landscape Strategy and Planting Specification, Arboricultural Assessment, Contaminated Land Assessment, Drainage Strategy and Flood Risk Assessment. The reports can be read in detail on the Council's website.

7.0 Planning Policy

The Development Plan

7.1 The Development Plan for the area comprises the Chichester Local Plan: Key Policies 2014-2029 and all made neighbourhood plans.

7.2 The principal planning policies relevant to the consideration of this application are as follows:

- Policy 1: Presumption in Favour of Sustainable Development
- Policy 2: Development Strategy and Settlement Hierarchy
- Policy 3: The Economy and Employment Provision
- Policy 8: Transport and Accessibility
- Policy 9: Development and Infrastructure Provision
- Policy 11: Chichester City Employment Sites
- Policy 12: Water Resources in the Apuldram Wastewater Treatment Catchment
- Policy 13: Chichester City Transport Strategy
- Policy 26: Existing Employment Sites
- Policy 39: Transport, Accessibility and Parking

Policy 40: Sustainable Design and Construction
Policy 42: Flood Risk and Water Management
Policy 49: Biodiversity

7.3 The Chichester Local Plan: Key Policies (CLP) was adopted by the Council on 14th July 2015 and now forms part of the statutory development plan for the parts of the District outside of the South Downs National Park. Planning legislation requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. In terms of some of the key Local Plan policies cited above:

- Policy 3 identifies a requirement for around 25ha of new employment land for uses within Use Classes B1-B8. Paragraph 6.7 of the supporting text explains that employment land will be met through sites to be identified in the Site Allocation Development Plan Document.
- Policy 11 states that the Council will support the refurbishment and redevelopment of premises for business purposes and promote upgrading and environmental improvements to the industrial estate at Terminus Road.

7.4 Supporting paragraph 12.14 confirms that '*Particular emphasis will be placed on development of small office and business units and managed workspace suitable for start-ups and small businesses, such as the proposed 'Enterprise Gateway' at Terminus Road.*'

National Policy and Guidance

7.5 Government planning policy now comprises the National Planning Policy Framework (NPPF), paragraph 14 of which states:

At the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking:

For decision-taking this means unless material considerations indicate otherwise:

- *Approving development proposals that accord with the development plan without delay; and*
- *Where the development plan is absent, silent or relevant policies are out-of-date, granting planning permission unless any adverse impacts of doing so would significantly or demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or specific policies in (the) Framework indicate development should be restricted.*

7.6 Consideration should also be given to paragraph 17 (Core Planning Principles), and to paragraphs 18-21 (Building a strong, competitive economy), 29, 30, 32, 35, 36 (Promoting sustainable transport), 56, 60, 61, 64 (Requiring good design), 160-161 (identifying Business needs), 186-187 (Decision taking), 188, 190 (Pre-application engagement and front loading).

7.7 The aims and objectives of the Council's Sustainable Community Strategy are material to the determination of this planning application. These are:

- A1 - A strong local economy where businesses can thrive and grow
- A2 - Employees with good skills relevant to local employers, prepared for national and international competition and with well-paid and secure jobs

A3 - Vibrant and sustainable City and market towns, with a good range of business and retail types

B1 - Managing a changing environment

B2 - Greener living

B3 - Environmental Resources

E1 - Traffic management in the district will improve so as to reduce congestion

E2 - There will be improved cycling networks and strong links to public transport to ensure that cycling is a viable alternative to using the car

E3 - There will be a decrease in the numbers of road traffic collisions in the district

8.0 Planning Comments

Principle of Development

8.1 The application site lies within the settlement boundary for Chichester and comprises wholly brownfield land where one of the core planning principles of the NPPF (para 17) is to encourage re-use. The site is part of a larger 2.4 hectare land parcel which includes an undeveloped area laid to grass located at the western most end of Terminus Road. The overall land parcel extends from the boundary with Plot 11 westwards on the north side of Terminus Road to the junction with the A27 Fishbourne roundabout.

8.2 Formerly allocated as a Park and Ride site under saved policy TR4 of the 1999 Local Plan until de-allocation of that policy in 2010, Plot 12 Terminus Road was promoted and assessed as a potential employment site through the work undertaken in drafting the Site Allocation Development Plan Document (DPD). The site assessment concluded that although there were minor obstacles to development, these were uncomplicated and viable to resolve. The site is close to the major road network - the A27 SRN - with easy access to all vehicles. The site is within a well-established commercial area within close proximity to Chichester City which offers a wide range of services and facilities.

8.3 The Site Allocation Preferred Approach DPD has identified Plot 12 Terminus Road as a preferred employment site in the Site Allocation Development Plan Document. Policy CC7 would require the site to be developed in accordance with the following site specific criteria:

- A high quality scheme is required given its prominent location as a Gateway to the City;
- Provision of satisfactory means of access;
- Provision of parking requirements to be contained within the site;
- Provision of appropriate landscaping and screening to minimise the impact of development on the setting of the city and the surrounding area; and
- Investigation of the extent and type of any contamination on the site to identify any necessary mitigation measures required.

The Site Allocation DPD was approved by Council on 15th December 2015 for public consultation. The 6 week consultation period ends on 18th February with the timetable thereafter anticipating submission to the Secretary of State in September 2016 and eventual adoption in the Spring of 2017. The DPD is still therefore at a very early stage, and this must be reflected in the very limited weight that can be attached to it when considering the current application.

8.4 Notwithstanding the outcome of the DPD process which indicates a clear direction of travel, the primary policy references relevant to this application are adopted policies 3 and 11 of the Chichester Local Plan which support redevelopment of land at Terminus Road for business purposes within the B1/B8 Use Class. There are therefore considered to be strong planning policy reasons for supporting this application. The Committee will note the strong support for the proposals from the Council's Economic Development Service at paragraph 6.7.

8.5 In addition to the principle of development, the two main issues which the application is considered to raise are:

- Whether the design, form and appearance of the development is acceptable?
- Whether there are any harmful highway issues?

Design, Form and Appearance

8.6 The planning application was preceded by a pre-application enquiry which helped to inform and shape the submitted design proposals. The surrounding context of the site and the detail of both buildings is set out above in sections 2 and 3 of the report. Building A which provides the office element of the proposal at 3 storeys has a simple flat roofed, rectilinear form and would be the highest building on the site. It is orientated east-west, close to the south site boundary and is parallel with the railway line. It is set back approximately 47.5 metres from Terminus Road. A range of materials are used to break up the overall massing and at the south-east corner the ground floor has been set back providing a largely glazed reception area. Parapets, louvres, material changes from facing brickwork to different coloured metal cladding together with projecting and recessed elements on the elevations all help to break up the form of the building and create interest in the appearance.

8.7 Building B and C provides the workshop element of the proposal. This element of the proposal has been separated from the main Building A and is located so as to form a barrier to the poor amenity of the northern boundary with the railway line and the eastern boundary with the neighbouring industrial site at Plot 11. The building profile has been intentionally kept lower with a single storey façade facing onto the central car parking area and a mono-pitch roof rising to a two storey façade at the boundary, sufficient to encompass a limited first floor mezzanine area. The layout of Buildings A and B/C by wrapping around the site boundaries and enclosing the central car parking and manoeuvring area is considered to be successful, creating a sense of space and arrival. The amenity grass and tree planting to the south and north-west of Building A together with that adjacent to the access road to the site will provide significant enhancement to a site which is presently devoid of any vegetation or soft landscaping.

8.8 In terms of the development's wider off-site visual impact it is considered that any views would be primarily restricted to those from Terminus Road. From here the site will be set well back which will reduce in particular the overall impression of scale of the 3 storey Building A. Existing tree screening to the south-west and on the embankment with the A259 to the north-west will significantly inhibit views of the development. It is considered that the development will therefore appear well integrated within the context of its surroundings and that the environmental improvements both in the quality of the proposed buildings over those which are to be demolished and in terms of the introduction of new planting will provide a marked and significant enhancement of the site's overall appearance befitting its intended function as an Enterprise Gateway to the Terminus Road industrial estate.

8.9 In terms of the buildings' environmental credentials the design incorporates features to maximise energy efficiency and minimise energy consumption. For Building A this means the building will have a highly insulated and air tight thermal envelope, including fixed solar shading to moderate heat gains to the internal spaces and potentially employ a zone for renewable energy sources on the roof. Building B will employ similar measures including secure opening vents to allow night time cooling of spaces and purge of thermal mass. The recommendation to permit this development carries with it a condition to ensure that the proposals address the sustainable design and construction criteria in Policy 40 of the Local Plan. The Committee will note that the application is fully supported by the Council's Conservation and Design Manager.

Highway Matters

8.10 It is estimated that the development will provide in the region of 275 new jobs over a 3 year period as a result of the flexible turnover of business uses at the site. The proposals provide 108 car parking spaces (the current site has around 161 spaces) accessed via the existing vehicular access from Terminus Road. The level of parking proposed has been assessed by WSCC Highways and confirmed as acceptable. The application is accompanied by a Green Travel Plan promoting measures to offset car use through access to the site by public transport, cycling or on foot. The scheme provides for secure cycle parking (30 spaces), employee lockers and a shower facility. In terms of traffic movements, one of the key issues raised is whether the level of vehicle movements to and from the site is likely to create a material worsening of highway safety conditions particularly at the junction of Terminus Road with the A27.

8.11 The difference in traffic generation in terms of daily flows between the existing/last use of the site and the proposed re-development is calculated at +304 movements. This level is considered to be 'material' and so the applicant has tested the capacity of both the Fishbourne and Stockbridge roundabouts. The analysis shows that both roundabouts are currently operating above capacity and will continue to do so throughout the assessment period which is until the end of the Local Plan period. WSCC has assessed the traffic impact on the local road network and concluded that the level of impact at the Stockbridge Road junction with Terminus Road is acceptable. With regard to the junction impact at the western end of Terminus Road with the A27 Fishbourne roundabout, Highways England has similarly confirmed that it has no objection in terms of the traffic generation on the operation of the strategic road network. Within the meaning of the NPPF paragraph 32 therefore the cumulative impacts are not considered to be severe given current capacity issues and there are no grounds to refuse the application on highway grounds.

Other Issues

8.12 It is considered on the advice of consultees in section 6 above that other matters relating to surface and foul water drainage, archaeology, ecology and lighting can be satisfactorily addressed by planning condition.

Significant Conditions

8.13 Conditions proposed on the development necessary to make it acceptable in planning terms include details of final materials, provision of the parking layout/spaces prior to first occupation, Construction Management Plan, lighting controls, landscaping details, foul and surface water drainage details, sustainable design and construction.

8.14 This application does not require any obligations to be secured via a Section 106 agreement and is not liable for contributions under the Community Infrastructure Levy (CIL) charging schedule.

Conclusion

8.15 Based on the above it is considered the proposal complies with adopted development plan policies. The development will result in a significant and much needed improvement in the environmental quality and appearance of a run-down brownfield site at a key gateway site to the City's main industrial estate and the provision of employment opportunities for start-up and existing small businesses for which a clear demand has been identified in the Employment Land Review which underpins Local Plan policy 3. The application is therefore recommended for approval.

Human Rights

8.16 In reaching this conclusion the Human Rights of nearby occupiers have been taken into account when reaching this recommendation and it is concluded that the recommendation to permit is justified and proportionate.

RECOMMENDATION PERMIT

- 1 A01F Time Limit - Full
- 2 F01F Materials/Finishes
- 3 U99664 – Use Restriction
- 4 U99665 – Construction Management Plan
- 5 U99666 – Parking and Access
- 6 U99691 - Cycle Parking Spaces
- 7 U99692 - Green Travel Plan
- 8 U99667 - Landscaping Proposals
- 9 U99668 - Landscaping Implementation
- 10 U99669 - Land Contamination
- 11 U99670 - Lighting
- 12 U99671 - Drainage
- 13 U99673 - Sustainable Construction
- 14 U99694 - Demolition Safeguards
- 15 U99672 - Approved Plans

For further information on this application please contact Jeremy Bushell on 01243 534734