

Committee: **Regulatory
Planning Committee**

Date: **24 June 2015**

Report by: **Director of Communities Economy and Transport**

Proposal: **Construction of a new two storey, two form entry primary school including nursery provision with associated car parking, 2no. 3G sports pitches, playing surfaces and games court as an extension to the existing school.**

Site Address: **The Cavendish School, Eldon Road, Eastbourne, BN21 1UE.**

Applicant: **Chief Operating Officer**

Application No. **EB/3238/CC**

Key Issues: **1. Need for development
2. Siting, Design and Impact on Amenity
3. Loss of playing fields
4. Landscape, Ecology and Archaeology
5. Traffic Impact**

Contact Officer: **David Vickers, Tel. 01273 481629**

Local Member: **Councillor John Ungar**

SUMMARY OF RECOMMENDATIONS

The Committee is recommended to approve the application subject to the completion of the following procedure:-

1. a) To authorise the Director of Communities, Economy and Transport to secure, in conjunction with the Assistant Chief Executive, a Legal Agreement or Undertaking to secure off site highway works including alterations to the Willingdon Road/Eldon Road/Rodmill Drive traffic signals, alterations to the Cobbold Avenue/Willingdon Road junction, access alterations, provision of laybys in Eldon Road, provision of a new traffic island in Eldon Road, consideration of the position of bus stops in Eldon Road, consideration of Eastbourne Borough Council's request for a controlled crossing and 20mph speed limit in Eldon Road, a contribution towards applications for Traffic Regulation Orders and development of a Travel Plan

- b) To authorise the Director of Communities, Economy and Transport to grant planning permission upon completion of the Legal Agreement/Undertaking subject to conditions along the lines as indicated in Paragraph 8.2 of this report.
2. To authorise the Director of Communities, Economy and Transport to refer the application back to this Committee if the Legal Agreement or Undertaking is not secured within 6 months of the date hereof.

CONSIDERATION BY DIRECTOR OF COMMUNITIES ECONOMY AND TRANSPORT

1. The Site and Surroundings

1.1 The existing Cavendish School in Eldon Road is a two storey school building originally constructed in 1939 as Eastbourne High School for Girls. Its main frontage is on the north side of Eldon Road in the Ocklynge & Rodmill neighbourhood of Eastbourne. The application site is physically located on a series of terraces and the site rises approximately 15 metres between Eldon Road in the south and Cobbold Avenue in the north and less steeply from Glendale Avenue in the west to Willingdon Road in the east. The site area is just less than 4.5 hectares and includes the main school building with extensions carried out in 1979, 1983, 1993 and 1996 elevated above Eldon Road with a Sport Centre to the rear. There are grass playing fields laid to the east and to the north of the main building, hard courts together with hard and soft landscaping. The main site access is from Eldon Road, which leads up to parking for approximately 50 cars in front of the main building. There is also a grounds maintenance access off Cobbold Avenue in the north-east corner of the site and this boundary is secured by fencing approximately 2 metres high.

1.2 The site is approximately 2 kilometres north-west of Eastbourne town centre and is located within a predominantly residential area of detached and semi-detached housing. There is a modern church building with car park opposite the School on the south side of Eldon Road and a cemetery further east.

1.3 Cavendish School itself is a secondary school for children aged 11 – 16 with 872 currently on roll; having fallen from approximately 1000 in 2011/12. In addition, it is also proposing to offer a Sixth Form shared with Ratton School, most likely for a minimum of 200 students. Motcombe School, a 4 Form Entry Infant School with 388 children aged between 4 and 7 years is in Macmillan Drive, approximately 300 metres to the south. Pashley Down Infants is approximately 850 metres to the west and has 300 children aged between 4 and 7 on roll. Ocklynge Junior School, a 6 Form / Year Group Entry school has approximately 845 children on roll aged between 7 and 11 years. This School is on Victoria Drive approximately 600 metres to the north-west. Further afield, approximately 1.1 kms to the north is Ratton, a secondary school with 1172 children on roll. St. Thomas A Becket Infant and Junior Schools share a site approximately 1.2 km to the east with 210 and

263 pupils respectively. Gildredge House Free School opened in September 2013 on a site off Compton Place Road, known as the 'Former Dental Board' site approximately 1.4 km to the south east of Cavendish. In common with proposals at Cavendish, Gildredge House offers all through education from ages 4 – 19, a Sixth Form is opening in September 2015. The number on roll is currently 353 and intends to grow 'year-on-year' reaching capacity of 1232 pupils by September 2019.

2. The Proposal

2.1 The proposal is to construct a two storeys (plus basement) two form entry primary school with a building of approximately 2000m² gross internal area with associated external hard and soft landscaping works. The works will also include the refurbishment of approximately 620m² of accommodation in the basement of the existing Cavendish School to improve and provide shared catering facilities. The new Primary School is proposed as an extension to the existing building and intends to initially open in September 2015 in part of the existing building. The Primary building extension with 38 places nursery is to open in September 2016 growing year-on-year to reach capacity of 458 children by September 2021. The overall aim is to provide an all through School from ages 2 – 19.

2.2 The proposed two storey building would be added to the eastern side of the existing school building at an elevated level (due to the sloping site) on an area currently used for playing fields. It would be linked to the existing school building at basement and ground floor in order to share facilities.

2.3 The basement level would primarily accommodate the link between the existing and proposed building in order to provide internal access to the existing school canteen. The ground floor would provide the main hall, classrooms and nursery while the first floor would provide mainly classrooms only. The area surrounding the proposed building would be designated as play areas and landscaped accordingly.

2.4 The building would comprise a simple box-like structure clad predominantly in brick with grey powder coated aluminium framed windows and proprietary coloured panelling. The main south-facing elevation above Eldon Road would include an external steel structure incorporating fabric 'sails' to provide cover outside the ground floor nursery and reception areas and brise soleil shading at parapet level for the first floor classrooms. The roof would be flat and clad in a single ply membrane (typically grey) punctuated with plant housings approximately 1.5 metres high and windcatchers designed to draw in fresh air to ventilate the building. The link structure connecting the proposed to existing building would be clad in a combination of metal cladding and translucent glazing. The whole new building would be approximately 64 metres long (including the link), 33 metres deep and be generally 8 metres high to parapet level above ground after construction (not including roof mounted plant).

2.5 When the application was originally submitted in October 2014 the access arrangements to the site were confined solely to a separate in and out arrangement for the School proposal from Eldon Road. This caused some concerns in terms of the anticipated impact on the highway network in the vicinity of Eldon Road and its junction with Willingdon Road. In response, the applicant has re-considered access arrangements with access now proposed from both Eldon Road and Cobbold Avenue as explained in the next two paragraphs.

2.6 The existing vehicular access to the site from Eldon Road would be widened and will continue to operate as an entrance / exit for the existing Secondary School and as an exit for the proposed Primary School. Two additional pedestrian entrances to the site are proposed at either end of the new School frontage. A refuse store is proposed in front of the existing building and an electricity sub-station on the Eldon Road boundary. A new crossing point for pedestrians comprising dropped kerbs and a refuge in the middle of the carriageway is also proposed on Eldon Road.

2.7 An existing grounds maintenance entrance to the north east corner of the site adjacent to no.1 Cobbold Road is proposed to be widened and used for a formal vehicular and pedestrian entrance plus exit only for 10 visitor and staff parking spaces. This would couple with a proposed service and emergency access road and footpath running alongside the rear of gardens facing Willingdon Road and leading to the rear of the new and existing school as well as to the Sports Centre. The parking area near Cobbold Avenue is intended to be available for the public as part of community use of the site 'out of school hours'. The road will narrow to single vehicle width with adjacent footpath and will be formed by cutting into the existing grassed bank alongside the site's eastern boundary with nos. 2, 2A and 4 Eldon Road before turning westwards in front of the new School and its 'Kiss & Drop' area and then leave the site via the exit onto Eldon Road. This part of the road will only be available at the beginning and end of the school day with access controlled by a combination of gates and bollards. Within the Kiss & Drop area, 20 new staff and visitor parking spaces would be provided including 2 disabled spaces and a 'Kiss & Drop' arrangement with 15 lay-by spaces. Parking for 36 cycles and 30 scooters is also proposed in front of the proposed School.

2.8 There are currently 100 staff at Cavendish School. An additional 45 (full time equivalent) staff are anticipated as a result of this Primary/Nursery proposal.

2.9 Externally, part of a hard court behind the existing building is to be converted to a third generation (3G) artificial turf pitch. Half of a fenced hard court marked out with 4 tennis courts adjacent to the boundary with Cobbold Avenue is to become part of an extended grassed playing field and marked out for mini-soccer. The remaining two tennis courts will also be used as hard play for the Primary School children.

3. Main Site Planning History

3.1 2013 – Granted - EB/3139/CC. Erection of steel mesh fence and support posts to raise north boundary from 1.2m wall to 2.4m wall and mesh fence. To replace existing single mesh and frame gate with pair of 2.4m high gates matching in style to proposed steel mesh fence.

3.2 2011 - Granted – EB/3031/CC. Conversion of existing double garage to classrooms.

3.3 2010 – Withdrawn – EB/2919/CC. Formation of porch and ramp to main entrance. Re-configuration of vehicle parking and circulation area.

3.4 2003 – Granted – EB/2217/CC. Extension and refurbishment of two science laboratories at first floor, new covered access and store on ground floor. Removal of open fire escape and replacement with new enclosed staircase. Reposition of two disabled car parking bays.

3.5 2003 – Granted – EB/2164/CC. Retention of a temporary single mobile unit.

3.6 1995 – Granted – EB/1147/CC/1. The retention of a single mobile classroom unit.

3.7 1994 – Granted – EB/1994/0490. Erection of a two-storey sports hall and amenities building, linked to existing sports hall, with multi-purpose/exhibition facilities on the first floor.

3.8 1993 – Granted – EB/1993/0053. Extension to sports hall

3.9 1993 – Granted – EB/1993/0256. Changing and ancillary accommodation adjacent to sports hall

3.10 1991 – Granted – EB/1299/cc. Extension to existing school, with demolition of existing caretaker house.

3.11 1991 – Granted – EB/1991/0393. Erection of two storey and single storey extensions to school and formation of 5 parking spaces

3.12 1990 – Granted – EB/1990/0376. Two storey building linked to existing sports hall for changing/sports facilities on ground floor with conference/display on first floor, formation of car parking fronting Eldon Road. (outline permission)

3.13 1983 – Granted – EB/1983/0023. Erection lightweight demountable bldg for sports hall

3.14 1979 – Granted – EB/390/CC. Proposed extension to existing school in form of Detached Craft and Teaching Block.

4. Consultations and Representations

4.1 Eastbourne Borough Council; The Borough Council **originally objected** to the proposal on grounds of inappropriate siting, impact on residential amenity, poor quality design, loss of playing fields and trees.

The Borough Council **now raises no objection in principle** to the creation of a new school but considers there should be some caution in relation to highway capacity, highway safety and the external appearance / design of the new building.

In addition Eastbourne Borough Council request that East Sussex County Council use their best endeavours to install a pedestrian crossing (pelican or similar) in Eldon Road and roll out a 20mph speed limit to the road network close to the site.

4.2 Councillor John Ungar (Local Member) originally **objected** to the proposal on the grounds as follows;

i. Strategically in the wrong area of Eastbourne. I do not dispute that there is a need for extra classroom facilities within Eastbourne Borough but this need is generated from different parts of the town. There are already four other schools in the area.

ii. Overdevelopment of the site by way of scale and design. The design, I believe will have an appearance of a cliff face and is so poor that it would have a detrimental impact on the visual amenity of this site and the surrounding homes and area.

iii. Loss of open space which supports the sports and social amenities for students at Cavendish School. The loss of this open space will detract from the architectural benefits the current school provides. It will deprive students of these amenities.

iv. Parking on and off site, not adequate facilities for the numbers visiting or working on the site. The attempt to provide a "kiss and drop" facility is inadequate and the design could lead to safety issues for those people using the site or attempting access or just using local roads. Access to parking in Cobbold Avenue will impact on neighbouring houses by way of disturbance and providing opportunities for overlooking bedrooms and living rooms.

v. Traffic generation to and from this site will lead to added traffic congestion and pollution for residents in the area. The traffic is already gridlocked at certain times of the day and could extend this gridlock situation to the whole day which will lead to reduced access to and from the area. It will reduce parking facilities on neighbouring streets and could lead to bus services being delayed or even cancelled as they are unable to traverse the area. This could cause access problems for pupils attending other schools in the vicinity or those trying to get to work.

vi. The installation of lay-bys on Eldon Road could lead to the loss of mature Elm trees.

vii. There will be an increase in noise pollution from the site and from the added journeys to and from the school.

A further **objection** has been made to revised plans as follows;

viii. I don't believe that the new entrance in Cobbold Avenue, with the road going through the school grounds and exiting on Eldon Road will solve the traffic problems that this new building will cause.

ix. I don't believe the loss of green space is adequately compensated for by the proposed MUGA.

x. I believe that the design of the building is of poor architectural value.

xi. I am also concerned about the lack of controlled crossing outside the school.

As a whole I believe these plans will, if approved, result in an over development of this site and have a detrimental impact on the surrounding area for the reasons above.

4.3 Sport England; This application for the primary school would result in the loss of playing field in the south eastern part of the site equivalent to one 7v7 mini soccer pitch. It would also result in the loss of playing field in the north east corner of the site to create additional parking. In order to mitigate the loss of the playing field the application proposes the provision of a 5v5 artificial grass pitch (AGP) on land which currently provides a hard play surface for the secondary school. It also proposes the removal of an area of hard play currently marked out with two tennis courts in order to provide an additional mini soccer grass pitch on the northern playing field. The proposed plan advises that the remaining hard surfaced tennis courts would be used to provide hard play area for the primary school and continue to be available for tennis.

4.3.1 Sport England has considered the proposals in the light of the National Planning Policy Framework (in particular Paragraph 74) and its policy to protect playing fields.

4.3.2 The loss of playing field to the north east corner of the site is considered an exception to Sport England's policy, in particular exception E3, because it affects land incapable of forming part of a playing pitch and would not lead to the loss of any pitch or the ability to use any pitch.

4.3.3 In previous correspondence Sport England advised the applicant to consider the installation of artificial sports lighting on the AGP in order to make it available in winter months. This has not been taken forward but should still be considered at a later stage.

4.3.4 The playing field lost which accommodates a 7v7 mini soccer pitch would be replaced by the provision of a 5v5 mini soccer AGP along with the creation of another 5v5 mini soccer pitch on natural grass. The combination of both has potential to be considered an exception to Sport England's policy (in particular, exception policy E4)

4.3.5 The proposed replacement facilities must be constructed to a suitable standard and made available to the community in order for the proposal to be acceptable in terms of Sport England's policy and Paragraph 74 of the NPPF.

4.3.6 This being the case, Sport England does **not wish to raise an objection** to this application, **subject** to appropriate conditions.

4.4 Sussex Police; The level of crime and anti-social behaviour in Eastbourne district is slightly higher than average when compared to the rest of Sussex and it is important to consider all appropriate crime prevention measures in order to create a safe and secure environment for all users of the facility. The proposed development will sit within the grounds of an existing secondary school and the new primary school and play areas will be secured by a 2.2 metres high fence and gates. Visitors will be channelled via a single controlled access supported by CCTV and security lighting where necessary. The design of the proposal follows the principles of 'Secured by Design'.

4.5 Southern Water Services; Initial investigations indicate Southern Water can provide foul sewage disposal but that there is currently inadequate capacity in the local network to provide surface water disposal to service the proposed development. The proposed development would increase flows to the public sewerage system and existing land and properties may be subject to a greater risk of flooding as a result. The applicant is advised to investigate alternative means for surface water disposal such as discharge to an existing watercourse, to soakaways or by attenuation of additional flows to existing surface water systems.

Should the proposal receive planning approval Southern Water requests informatives and conditions be attached to any consent to inform the applicant that formal application(s) to connect to the public foul and surface water sewerage system will be required and that the details of connections will need to be agreed with Southern Water.

4.6 Environment Agency; The site is located outside Flood Zones 2 and 3 and, as such, the Environment Agency does not wish to make comments on the proposals.

4.7 Highway Authority; The Highway Authority originally objected to the proposal because of the effect on the highway network. The Highway Authority has now considered further the revised details submitted and comments as follows;

4.7.1 There is an obvious need for school places in Eastbourne due to the increased birth rate over recent years. Although the Cavendish site is not ideal from a highway perspective the revised proposals are an improvement

and would reduce the overall impact of the development compared to the previous layout.

4.7.2 The updated Transport Assessment also provides better assessment of the impact that will take place especially at the Willingdon Road/Eldon Road traffic signals. Although there are a few issues that have not been considered such as additional traffic having to use Beverington Road due to banned right turns it is not considered that there will be significant impacts.

4.7.3 Whilst there will be an impact on the highway network as a result of this development as with all schools this is twice a day during term time only. With the appropriate changes to the highway it is not considered that a 'severe' impact would be created and therefore the proposal is acceptable as it is in accordance with the NPPF.

4.7.4 In consequence the Highway Authority does not wish to restrict grant of consent subject to a legal agreement to secure off site highway works (Alterations to the Willingdon Road/Eldon Road/Rodmill Drive traffic signals, alterations to the Cobbold Avenue/Willingdon Road junction, Access alterations, provision of laybys in Eldon Road, Provision of a new traffic Island in Eldon Road), a contribution towards applications for Traffic Regulation Orders, a Travel Plan and conditions.

4.7.5 The more detailed comments of the Highway Authority are considered below in the Traffic Impact section of the Report.

4.8 Local Representations; 80 representations received **objecting** to the proposal. The main grounds are summarised as follows;

- There is no need the school in this area as there are already sufficient schools and places so where will the children come from ?
- This is not the area of greatest need. The east and centre of Eastbourne has seen the most housing and population growth
- Selection of the site by the Education Authority has been hurried, is flawed with a lack of transparency
- Public consultation has been a sham
- The area is already frequently gridlocked with traffic and the school will make it worse
- The Kiss & Drop will not work
- Children will be dropped off in Cobbold Avenue to avoid Eldon Road to the detriment of residents there
- The Transport Statement is wrong
- The proposed school is out of character
- It will be noisy which will be aggravated by community use in the evenings and weekends
- Community use of facilities was not part of the public consultation
- Floodlighting will harm amenities
- Loss of playing field is unacceptable

- The recently erected fence to Cobbold Avenue to improve security will become redundant
- Fall in secondary numbers at Cavendish will be temporary if the birth rate is rising
- Proposed sub-station would be dangerous
- Proposed refuse store would be unsightly

35 representations received in response to further consultation on the amended access arrangements. All are **objecting** with many of the above points being re-stated. The main additional grounds are summarised as follows;

- Revised access arrangements will not work and will simply aggravate existing problems experienced in Cobbold Avenue which is a 'rat run' particularly at the beginning and end of the school day
- The impact on, and proposals for, the Willingdon Road/Rodmill Drive/Eldon Road junction have not been thoroughly considered
- Revised access arrangements will increase noise and air pollution for immediate neighbours and proposed fencing will adversely affect available light
- Cobbold Avenue is not readily accessible within the local network
- Cobbold Avenue itself will become an informal set down and pick up area for the existing School as well
- Vehicles emerging onto Eldon Road will add to existing congestion
- Kiss & Drop itself will not work particularly with younger children
- Assumptions in the latest Transport Statement are over-optimistic and there is an over-reliance on the Kiss & Drop arrangements
- Undue pressure is being placed on the Planning Committee by the decision to open the new School in existing premises from September this year.
- Insufficient time has been given for re-consultation

16 representations received **supporting** the proposal. The main grounds can be summarised as follows;

- The proposal is much needed in the town
- Existing schools in the area are bursting at the seams
- The all-through educational concept is welcomed and will reduce car journeys
- Traffic increases will be inevitable but limited to twice / day
- Fears of congestion are being overstated

5. The main Development Plan and other policies of relevance to this decision are:

5.1 Eastbourne Core Strategy Local Plan 2006 – 2027 (Core Strategy): Policies C5 (Ocklynge & Rodmill Neighbourhood Policy), D7 (Community Sports and Health), D10a (Design), E1 (Infrastructure Delivery)

5.2 Eastbourne Borough Local Plan 2001-2011 (Borough Plan): Saved Policies UHT1 (Design of new development), UHT4 (Visual Amenity), HO20 (Residential Amenity), TR2 (Travel Demands), TR11 (Car Parking), NE28 (Environmental Amenity), LCF16 (Criteria for New Schools), LCF18 (Extension of Education Establishments)

Eastbourne Borough Council has not formally determined whether its Saved Policies in the Eastbourne Borough Plan are in general conformity with the NPPF. The Saved Policies are considered by the County Planning Authority to be in general conformity with the overarching principles of the NPPF, with particular reference to paragraph 123.

5.3 Policy Statement on Planning for Schools Development 2011: The policy statement states that the planning system, when dealing with planning applications for state-funded schools should operate positively and there should be a presumption in favour of the development of state-funded schools. The policy statement encourages a collaborative approach to applications, encouraging pre-application discussions and use of planning obligations to help mitigate adverse impacts of developments. Where it is necessary to impose conditions, they should be necessary in order to make development acceptable and be clearly justified, thereby demonstrably meeting the tests set out in Circular 11/95 (now superseded by Planning Practise Guidance 'Use of Planning Conditions'.) The policy statement goes on to indicate that the Secretary of State will be minded to consider refusal of any application for state-funded schools to be unreasonable conduct, unless it is supported by clear and cogent evidence.

5.4 The National Planning Policy Framework (NPPF) 2012; The NPPF does not change the status of the Development Plan as the starting point for decision making. Proposed development that accords with an up-to-date Local Plan should be approved and that which conflicts should be refused unless other material considerations indicate otherwise. The NPPF does constitute guidance as a material consideration in determining planning applications. At its heart is a presumption in favour of sustainable development and regard should be had to NPPF policies so far as relevant. Due weight should be given to relevant policies in existing plans according to the degree of consistency with the NPPF. Paragraph 32 advises that decisions should take account of whether the opportunities for sustainable transport modes have been taken up, safe and secure access to the site can be achieved for all people and improvements can be undertaken within the transport network that cost effectively limit the significant impacts of development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe. Paragraph 72 advises that Local Planning Authorities give great weight to the need to create schools and attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing

and new communities. Paragraph 74 seeks to protect playing fields from development. Paragraph 109 seeks to enhance biodiversity where possible. Paragraph 123 advises decisions should aim to avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of the new development and to mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise from new development, including through use of conditions.

6. Considerations

Need for development

6.1 The Eastbourne Core Strategy Local Plan (the Core Strategy) identifies that schools are critical facilities in sustainable communities and that there is a demand for additional school places up to 2027, delivery of which is intended to be directed through infrastructure delivery Policy E1 in the Core Strategy. This states that Eastbourne Borough Council will work closely with other public agencies, utility companies and infrastructure providers to ensure that the necessary infrastructure to support future housing (and employment) development is available. Strategic infrastructure requirements will be set out in the Borough Council's Infrastructure Delivery Plan, 2014 (IDP). This reiterates that population forecasts indicate demand for early years childcare and primary school places will increase to the end of this decade with a knock-on effect for secondary school places felt early in the next decade as the population in the 11 – 16 age group rises significantly. The IDP identifies need for up to 6 primary school forms of entry across Eastbourne over the Core Strategy period, which equates to 180 school entry places.

6.2 The Cavendish site is identified for educational use on the Borough Plan Proposals Map being part of such a designation for Saved Policy LCF18: Extension of Educational Establishments. Saved Policy LCF16: Criteria for New Schools states that planning permission will be granted for new schools where it can be satisfactorily demonstrated that there is a need for such a facility. Both policies lend support in principle to proposed educational establishments whether new or additions subject to various criteria about the impact of a given proposal.

6.3 The application site is located within the Ocklynge & Rodmill neighbourhood, one of 14 such neighbourhoods identified in the Core Strategy adopted in 2013. The neighbourhood concept is based on resident perception and analysis of the built character. It is distinct from electoral wards defined for administrative purposes. The site is in the Eastbourne West school area for place planning purposes; one of 4 such areas covering the town. The others are Eastbourne Central South, Central North and Eastbourne East.

6.4 The Core Strategy notes the Ocklynge & Rodmill neighbourhood profile to be predominantly residential. It has a population of approximately 4200 with a high percentage of married couples many of these being over retirement age and without dependant children. The neighbourhood also contains the

Eastbourne Sports Park and is considered well provided for in terms of educational facilities. Local topography means that it can be difficult to travel around the neighbourhood on foot or by bicycle. It is one of the key gateways into the town from the A22 and consequently experiences high quantity of traffic. A high level of on-street parking is an issue for the local community.

6.5 Policy C5 in the Core Strategy sets out the vision for the neighbourhood which states: "Ocklynge & Rodmill will increase its level of sustainability by improving access to services and facilities and making the neighbourhood friendlier for pedestrians and cyclists, whilst continuing to promote access to open spaces and creating a more inclusive community. The neighbourhood is likely to see relatively low levels of housing growth during the Plan period from 2006 - 2027, but such opportunities that do arise should be used to contribute to the amount of affordable housing.

6.6 The Core Strategy commits to a minimum 5022 dwellings in Eastbourne over the Plan period. 2000 of these dwellings have already been delivered according to the Borough Council's Local Monitoring Report published in December last year. Ocklynge & Rodmill neighbourhood is identified to deliver 258 dwelling (net) of the remaining 3022 up to the end of the Plan period in 2027, the 5th highest of the 14 neighbourhoods. The lowest is Ratton & Willingdon Village with 8. The highest numbers anticipated are in Town Centre (1093), Upperton (385), Meads (282) then Seaside (280). With the exception of Seaside, the applicant considers these areas would be attracted to the proposed school although of these only Upperton adjoins Ocklynge & Rodmill neighbourhood.

6.7 The applicant identifies that housing growth is contributing to increase pressure on school places in Eastbourne, including primary, but attributes the main reason for potential school population growth to increased births.

6.8 The applicant goes on to state that predicted shortfalls in Reception Year places has not been quite as previously expected owing to the opening of Gildredge House Free School (in Eastbourne West school area) which will eventually offer 392 primary places. Nevertheless even allowing for Gildredge House and the recently occupied expansion of Haven School at Sovereign Harbour (Eastbourne East) which together provided 1 and 2 FE respectively (Form Entry = 30 places) a shortfall of up to 4 FE in Reception Year and 1 FE at Year 3 (Junior school level) is estimated this academic year. This shortfall is being met by four 'bulge' Reception Year classes at West Rise Infants, St. Andrews Infants, St. Thomas a Becket Infants and Shinewater Primary and a 'bulge' Year 3 class at Tollgate Junior School. This scale of shortfall is reflected in the County Council's "Education Commissioning Plan 2014 – 2018".

6.9 From the beginning of next academic Year (i.e. September 2015) permanent expansion of West Rise Infant and Junior Schools will allow 3FE (from 2FE currently), with the remainder being provided in temporary accommodation in one or more other schools (yet to be decided) as well as the 2FE proposed at Cavendish by this planning application.

6.10 It is clear that the general trend in numbers of births across the town is upwards and Eastbourne West school area, which contains Cavendish School, is no exception. Nevertheless any pressure on primary places attributable specifically to the Ocklynge & Rodmill neighbourhood is more likely being driven by increasing population as a result of housing growth in that neighbourhood than by births given the Core Strategy assessment of the relatively elderly profile of its population. Overall, there is a need for more primary school places in Eastbourne.

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6.11 Borough Plan Saved Policy LCF18: Extension of Educational Establishments states that planning permission will be granted for additional education facilities within sites identified for educational use, provided that; the development has no significant detrimental effect on residential, visual or environmental amenity; it is acceptable in terms of siting, scale and materials, and appropriate landscaping is provided; it has good, safe and secure access by public transport, on foot and by bicycle, where access is considered to be inadequate a Travel Plan and the development of safe routes to school will be required, and, appropriate provision is made for access by people with disabilities and with mobility problems.

6.12 Borough Plan Saved Policy LCF16: Criteria for New Schools states that planning permission will be granted for new schools where it can be satisfactorily demonstrated that there is a need for such a facility, provided that similar criteria are met and, additionally, where appropriate, sports facilities should be designed with future dual use in mind, including independent access to changing and indoor sports facilities.

6.13 Saved Policy UHT1 in the Borough Plan states that proposals will be required to harmonise with the appearance and character of the local area and be appropriate in scale, form, materials setting, alignment and layout. Saved Policy UHT4 states that proposals which have an unacceptable detrimental impact on visual amenity will be refused. Saved Policy HO20 states that new development proposals and extensions will be refused unless they avoid unacceptable impacts on residential amenity in terms of their outlook, privacy, noise or overshadowing. Policy D10a of the Core Strategy requires new development to make a positive contribution to the townscape and urban heritage.

6.14 The nearest residential properties to the proposed school building would be nos. 2a and 4 Eldon Road. The nearest part of the school building would be approximately 25 metres to the garden boundary of no.2a Eldon Road and 27 metres to the garden boundary of no.4 Eldon Road. Given the pattern of development in the area, this separating distance is considered appropriate. The proposed two storey height of the building would be at a lower ground level than these properties due to the sloping site and although higher would not appear significantly dominating or unneighbourly in views to the west. The proposed flat roof would minimise bulk and overall height and

the overall proposed building therefore accords with Borough Plan Saved Policy UHT4.

6.15 Furthermore due to the separating distance between the proposed school building, the nearest residential property and the siting of the building at a lower level, it is considered that its height, scale and bulk would not result in unacceptable loss of sunlight, daylight or outlook to surrounding residential properties in accordance with Borough Plan Saved Policy HO20.

6.16 With regard to any potential noise impact, there are several play areas proposed around the southern, eastern and northern sides of the proposed building. These may have noise impact from children playing during break and lunch times and further noise impact from increased intensification of play areas in comparison to the existing playing field. However this is a proposal for a school on existing educational land. As such any noise impacts are not expected to be so unacceptable as to conflict with Borough Plan Saved Policy HO20(d).

6.17 The provision of a widened vehicular and pedestrian access onto Cobbold Avenue, a car park for 10 cars adjacent to no.1 Cobbold Avenue and the new service and access road to the School may result in some noise and disturbance to this property and other properties at 2, 2A and 4 Eldon Road from general use related to Kiss & Drop as well as servicing arrangements. As the main purpose is for School related staff parking and pedestrian access the use of the car park should be broadly restricted to school hours with evening and weekend community related use prevented by a proposed condition. Parking and access for community use would continue to be from Eldon Road as is currently the case. Furthermore the use of the road by vehicles related to the Kiss & Drop will be a further source of noise. The potential impact of such noise has been assessed taking into account existing background noise levels and concludes that existing fencing at 2 and 2A Eldon Road is adequate as a noise barrier whereas that at 4 Eldon Road and 1 Cobbold Avenue is not adequate and requires additional fencing at least 1.8 metres high. In order to comply with Policy HO20 a condition is recommended to secure provision of additional fencing.

6.18 In general , it is considered that the proposal would not unacceptably harm surrounding residential amenity in these terms and would accord with Saved Policies LCF16 and LCF18 of the Borough Plan.

6.19 The surrounding area is characterised by a mix of housing styles from various eras unified by being generally set-back behind front gardens with boundaries marked by low fences or walls. The area, particularly Eldon Road itself and the cemetery to the south of it, is well-treed and new street trees have been planted in Cobbold Avenue which will increasingly contribute to the townscape as they mature. Nevertheless in townscape terms the area is not considered particularly sensitive and it is not a designated Conservation Area.

6.20 The siting of the proposed school as an extension to the east of the existing building fronting Eldon Road is on one of the lowest parts of the site

and will therefore minimise its impact on townscape. It is also the optimum siting from an operational point of view. The siting continues the general building line and allows use of the existing main vehicular entrance to the site yet minimises need for additional circulation space within the site.

6.21 The aesthetic design of the proposal is simple without attempting to mimic the 1930s appearance of the existing school other than in its elongated proportions. It would use mostly traditional materials such as brick facings complemented with coloured modern materials such as powder coated aluminium and steel. Its design and layout provides accessibility for all users including those with mobility issues.

6.22 It is considered, therefore, that the proposed siting and appearance of the new school is appropriate in this location. The design will appear modern next to the existing 1930s School building but it does not appear dominating in terms of townscape. As such, it is considered that the proposal would accord with Borough Plan Saved Policies LCF16, LCF18, UHT1 and UHT4 and with Policy D10a in the Core Strategy.

Loss of playing fields

6.23 The proposal will result in the loss of the school playing field in the south east corner of the site to accommodate the proposed building. Paragraph 74 of the NPPF states that existing open space, including playing fields, should not be built on unless:

- the open space is surplus to requirements;
- the loss would be replaced by equivalent or better provision, or
- the development is for alternative sports and recreation provision.

6.24 This approach is echoed in the Eastbourne Core Strategy Local Plan Policy D7: Community, Sports and Health which encourages new and sharing of existing sports facilities. It goes on to state that the loss of any community, sports or health facilities will be resisted unless it can be demonstrated that the facility is no longer required to meet current needs, or where alternative and improved provision can be made elsewhere in Eastbourne that is accessible to local people.

6.25 Following an initial objection from Sport England the proposal has been amended to include provision of two new (3G) artificial turf pitches on existing hard courts. In addition two (of four) hard tennis courts on the upper level adjacent to Cobbold Avenue are to be re-laid with natural turf to enlarge the adjoining grass playing field.

6.26 Sport England has subsequently withdrawn its objection. Whilst the comments include encouragement of floodlighting their provision is not a requirement and it should be noted that this application does not include any such proposals and therefore this would require separate planning permission. Whilst some public representations comment about the implications of floodlighting as well as Sport England's recommendation of a Community Use Scheme the site is already the subject of a Joint Use

Agreement signed in 1998 between the School, County and Borough Councils and expiring in 2019. It covers most of the outdoor sports pitches, the Sports Centre, parts of the existing school and its car park and is designed to encourage community use of the school's sports facilities up to 22.30 in the evenings and at weekends. The Community Use Scheme recommended by Sport England has similar aims and objectives and, furthermore, is supported in principle by Borough Plan Saved Policy LCF16(e). Therefore the loss of playing field is considered acceptable in this case.

Landscape, Ecology and Archaeology

6.27 Borough Plan Saved Policy NE28 states that development proposals will be judged on their effect on environmental amenity.

6.28 Eldon Road itself is well treed but, in contrast, the Cavendish site itself is quite open and has few trees. Two mature Lime trees at the front of the site would be felled to facilitate the front car park and Kiss & Drop area. These are assessed to be good specimens and important in the local landscape. Their loss would be noticeable in the street scene, but could be compensated for by a suitable replacement planting scheme although this would need to take account of the amenities of residential neighbours to the east.

6.29 A Phase 1 Habitat Survey was carried out in July 2014 to assess the ecological value of the site. The cemetery opposite is a designated Site of Nature Conservation Importance (SNCI). However given the separation provided by the intervening Eldon Road as well as the nature, scale and position of the proposed development there are unlikely to be any significant impacts on the SNCI or any other sites with nature conservation interest. The Survey assessed the Cavendish site to be of low ecological value. Bats have been observed in the vicinity but no roosts observed. There may also be potential to support breeding birds so any development related activity that may affect breeding birds should be carried outside the nesting season. If this is not practical then a check should be carried out before any demolition or felling.

6.30 As the site is of low ecological value proposed planting and other related measures should enhance that value in accordance with paragraph 109 of the NPPF.

6.31 An archaeological evaluation of the site for the Primary School has been undertaken comprising trial trenching on the site for the building as well as on land to the north. No archaeological remains were located despite some survival of original ground surfaces beneath more recent cut and fill that has created the current terraced form of the site. It is unlikely that proposed development of this site would lead to any significant archaeological impacts and therefore there is no for any further archaeological mitigation work if development were to proceed.

Traffic Impact

6.32 Saved Policy TR2 in the Borough Plan requires that development proposals provide for the travel demands they create by balanced provision for access by public transport, cycling and walking. Major development proposals shall be accompanied by a comprehensive transport assessment and planning permission refused for schemes where the transport impact is assessed to be unacceptable and appropriate mitigation measures cannot be agreed. Saved Policy TR11 in the Borough Plan states that new development must comply with approved maximum car parking standards as set out in the County Council's Supplementary Planning Guidance on parking standards. Saved Policies LCF16 and LCF18 in the Borough Plan state that planning permission will be granted for new schools where it can be satisfactorily demonstrated that there is a need for such a facility, provided that:

- c) the development has good, safe and secure access by public transport, on foot and by bicycle, where access is considered to be inadequate a travel plan and the development of safe routes to school will be required
- d) appropriate provision is made for access by people with disabilities and those with mobility problems.

6.33 The site is located within the Old Town ward to the west of Eastbourne. It faces onto Eldon Road, an unclassified road, but which provides a link between Willingdon Road (A2270) to the east and Victoria Drive (C695) to the west and therefore operates as an urban distributor road. It is also one of the main 'east/west' bus corridors across the town. The area around the school to the west is fairly flat and therefore more conducive to walking, cycling, etc. However to the north and east of Willingdon Road, especially Rodmill Drive, gradients increase and are less conducive to walking or cycling.

6.34 Below is the detailed appraisal of the Highway Authority on traffic impact in relation to parking, site accesses, traffic generation, start and finish times, Eldon Road, Cobbold Avenue, the Kiss & Drop arrangements, the Willingdon Road / Eldon Road / Rodmill Drive junction, and the proposed Travel Plan.

Parking

6.35 The car parking requirements for a primary school, in accordance with the ESCC Non Residential Parking Guidance is 1 space per teaching member of staff plus 1 space per 3 non-teaching staff members plus 2 spaces for visitors. Based on 15 teaching staff and 30 non-teaching staff, this equates to a requirement for 27 spaces. It is noted that the staffing levels appear to have been reduced slightly from 50 to 45 staff. The previous proposal was for 40 spaces and would have helped cater for any overspill parking from the Secondary School but this has now been reduced to 30. Although a reduced level of parking provision is regrettable it is still in accordance with ESCC Guidance and therefore is acceptable.

6.36 The parking spaces would be split with 20 fronting Eldon Road and the remaining 10 located off Cobbold Avenue. All these spaces would be accessed from Cobbold Avenue. Those fronting Eldon Road would have to

exit via Eldon Road and the spaces off Cobbold Avenue could exit from either Cobbold Avenue or Eldon Road.

6.37 The cycle parking provision remains the same as the previous submission. Spaces are required at the rate of 1 space per 10no. full-time staff and 1 space per 15 students and should be suitable for long term cycle parking being both covered and secure. Based on 458 pupils and 45 staff the proposed 36 spaces exceed the minimum requirement by 1 space.

Site Accesses

6.38 The site is currently accessed from Eldon Road for staff and pupils. This revised proposal would involve widening both the existing access from Eldon Road as well as the current 'maintenance' access from Cobbold Avenue.

6.39 The Cobbold Avenue access would provide the entrance to the new parking areas and the 'kiss & drop' as well as an exit for the 10 space car parking area off Cobbold Avenue.

6.40 The Eldon Road entrance would be used for cars wishing to access the existing car park in front of the secondary school as well as providing the exit for the 'kiss & drop' and for parking in front of the primary school. The access will be reconfigured within the site to give priority to vehicles leaving the Kiss and Drop rather than to secondary school parking.

6.41 Using the existing access in Eldon Road for these purposes would locate the exit from the site further away from Willingdon Road junction than the previous proposal. The distance would increase from approximately 92m to approximately 180m. Another existing service access in Eldon Road to the east of the main entrance would be removed.

6.42 Finally new pedestrian entrances would be constructed close to the eastern boundary of the site, adjacent to the vehicular entrance on Eldon Road and as part of the Cobbold Avenue entrance.

6.43 Using the existing Eldon Road access means that the mature elm trees that would have been lost through construction of a new access in the original proposal can be retained. Although there are trees within the visibility splay of the existing access they are towards the extremes of the splays and do not fully obstruct the view of a whole vehicle or pedestrian, so their retention should not have a significant impact on road safety.

6.44 Whilst it is acknowledged that the Cobbold Avenue access is not currently used a great deal, being mainly used for maintenance vehicles, the access already exists and therefore the principle has been established. Appropriate visibility splays would be available and although there are trees within the splays they would not fully obscure a whole vehicle or pedestrian so can remain as they would not have a significant impact on road safety. Should this application be approved then it may become necessary in the future for

some or all of these trees to be removed to ensure appropriate visibility is retained.

Traffic Generation:

6.45 As with the previous Transport Assessment a TRICS data output has been provided to give an estimate of the number of vehicle trips that would be created by a school of this size. A different unit of measurement, number of pupils, has now been used to assess likely trip levels, rather than the gross floor area of the school. The figures submitted are now considered appropriate.

6.46 Modal split data has again been used from the nearby Motcombe School which shows 53.2% walk and 42% travel by car with 2.5% using bus and 2.5 % cycling. Compared to the figures for all non church schools within Eastbourne these figures are similar to the averages obtained. Overall approximately 36% of children are driven but when the very low figures for a few schools are removed the average becomes approximately 43%. It is noted that the highest level observed was 52% being driven.

6.47 Using the Motcombe School percentages gives a total of 193 pupils arriving by car although given the uncertainty over exactly where pupils will be travelling from using the highest figure within the town would have been more robust. Using 52% would mean that 238 children would be driven but this would likely represent 159 cars.

6.48 To achieve these figures would rely on a large number of pupils living within walking distance. There has been an increase in births across Eastbourne including the west of town where the Cavendish School is situated. The west area covers the Meads, Old Town and Upperton wards. All of the Meads ward as well large parts of the Upperton ward are more than 1200m away from the school and therefore pupils would be less likely to walk/cycle to the site. It is also noted that the catchment area for schools within Eastbourne is the whole town so there is no restriction on where pupils can live who attend the school although location would form one of the selection criteria. There will be an increased need in the west of the town (60 places in September 2015) so it seems reasonable to assume that a large number of the places would go to pupils from the west of the town, although many would be beyond walking distance. One likely scenario if this school is approved is that with location being one of the selection criteria all of the 'catchments' for each school will alter slightly which may bring more pupils for the school within walking distance.

6.49 It is difficult to predict with certainty exactly how many pupils will arrive at the site by car. But, the TRICS data used is now considered acceptable and although using the data from Motcombe School is not the most robust, the difference between it and the highest car usage seen would increase the numbers of cars by 31. As these cars would be split over a number of different routes to the proposed school the number of additional cars passing through any one junction would be quite low limiting the impact that they would have.

6.50 Although not necessarily the most robust level of traffic that could be applied, as the trips would be spread over a greater number of roads than the previous scheme and generally the impact on any one road or junction will be lower, the predicted traffic generation is considered an acceptable figure.

Start and Finish times

6.51 The start times suggested in the Transport Assessment show the Nursery starting at 08:00, Secondary School at 08:20, Years 4, 5 & 6 at 08:40 and Reception, Years 1, 2 & 3 at 08:55. The finish times would be Secondary at 14:50, Years 4, 5 & 6 at 15:10 and Reception & Years 1, 2 & 3 at 15:25.

6.52 An all through school does have some advantages, as it allows siblings to be taken to one school in one trip reducing the number of trips for some parents and removing some journeys from the highway network. Also the staggered start and finish times would reduce peak demand and therefore the severity of the impact that the proposal would have on the highway network. It does however extend the time that the 'kiss & drop' would be required to operate and makes it more complex to run than a single start and finish time.

Eldon Road

6.53 Eldon Road is an unclassified road but provides a link between Willington Road (A2270) to the east and Victoria Drive (C695) to the west and therefore operates as an urban distributor road. It is also one of the main 'east/west' bus corridors across the town.

6.54 Given the position of Eldon Road in the local highway network it is well used throughout the day but especially at school pick up and drop of times. As well as the existing Cavendish Secondary School both Motcombe Infant School and Ocklynge Primary School are in close proximity, with Motcombe School accessed from Macmillan Drive which has a junction with Eldon Road.

6.55 As there is currently no drop off area within Cavendish School, drop off and pick up takes place mainly on street. It is acknowledged that some parents choose to pick up and drop off in the Church grounds opposite but there is no formal agreement for this to take place. Although it is currently generally tolerated by the Church, access is sometimes prohibited. While this helps it cannot be relied upon as its continued use cannot be guaranteed.

6.56 As drop off and pick up mainly takes place on street, the road does get congested at times at the start and end of the school day. This is due in part to the road width and arrangement of parking spaces which does reduce the carriageway width so two way traffic flow is not always possible with vehicles having to give and take.

6.57 As with the previous submission it is proposed to take away part of the highway verge to create a number of parking lay-bys which would then allow

two way traffic flow which would help to ease congestion in the area around the entrance. These have been designed to enable the existing elm tree to be retained by avoiding any excavation within the root protection zone.

6.58 It has also been suggested that waiting restrictions could be installed to prevent parking all day to allow more space for drop off and pick. This would help the situation but the extent and type of restriction would need to be considered. If the application were to be approved then a contribution would need to be secured from the applicant to provide waiting restrictions should the need arise.

6.59 At the Eastbourne Borough Council Planning Committee on 2nd June the revised proposal was considered. No objection was raised in principle to the creation of the new school but the Council considers there should be some caution in relation to highway capacity, highway safety and the appearance of the building.

6.60 In addition it was requested that the County Council use best endeavours to install a pedestrian crossing in Eldon Road and introduce a 20mph speed limit to the road network close to the site.

6.61 The Highway Authority would support in principle any proposal it provide improved crossing facilities and lower traffic speeds but these need to be fully considered first.

6.62 These requests are obviously points for the applicant to consider first, but it should be noted that as part of the required signal alterations a pedestrian phase should be implemented on the Eldon Road and Rodmill Drive arms. This would provide a controlled crossing point for anyone travelling from the east of the site via Willingdon Road. A zebra crossing is already in place to the west of the school close to the Baldwin Avenue junction. There will also be a total of 4 traffic islands between these two controlled crossings providing uncontrolled crossings. The provision of kiss and drop should also reduce the number of pedestrians which need to cross Eldon Road. Another controlled crossing would have an effect on traffic flows, delays, etc. Depending on the location it could also remove on street parking.

6.63 With regard to the 20mph speed limits, the average speeds during the drop off and pick up times are likely to be below 20mph. Outside of these times the average speeds will be above 20mph but without survey data the exact speed is unknown. The actual speed of traffic will determine what measures are required to implement a 20mph speed limit. Any proposal would also need the support of the Police as the enforcement agency.

6.64 It is therefore suggested that the applicant be required to investigate both of these requests should consent be granted and implement any scheme subsequently agreed with the Highway Authority.

Cobbold Avenue

6.65 Cobbold Avenue is not currently used for formal access to Cavendish School, other than for maintenance. It is a relatively quiet residential street although it is used to access Ocklynge School at the other end of the road. A traffic survey was carried out and has been included in the revised Transport Assessment. This shows the level of use is quite low and mirrors site observations. As the survey was only for one day it is not as robust as a longer survey however as it is the same as site observations it seems unlikely that the situation would generally be significantly different.

6.66 By installing the entrance to the 'kiss & drop' and primary school parking here it would obviously increase the level of traffic which uses Cobbold Avenue although it should be noted that this would be an 'in' only entrance for the 'kiss & drop' with only cars from the 10 space car park possibly exiting. The level of trips is therefore going to be lower than for an in and out arrangement.

6.67 As the parking spaces are going to be used by staff it is therefore not expected that there will be many vehicle movements out of the site at the start and end of the school day. This will help access into the site to be as easy as possible as there will be little or no delay waiting for vehicles to exit.

6.68 This new entrance may entice parents to use Cobbold Avenue to park to drop off and pick up their children. However, due to the distance that children would have to be walked to the proposed school on the opposite side of the site, this would take some time and would deter some parents due to the time it would take. Also, particularly in the AM peak, Willingdon Road is busy making turning right from Cobbold Avenue difficult, which would also put some off using this entrance.

6.69 There is a concern that the speed for cars entering Cobbold Avenue travelling north on Willingdon Road could be higher than desirable as there is a large radius which allows a higher entry speed. In order to overcome this concern the junction radius should be altered to slow entry speeds. This would also provide a narrower pedestrian crossing point for anyone crossing Cobbold Avenue. As part of any scheme a right turn lane should be installed in Willingdon Road for traffic travelling southbound looking to turn into Cobbold Avenue. Given the relatively close proximity to the traffic signals, traffic travelling northbound will be still be in 'pontoons' and therefore right turners may have to wait before they can make the turn. A right turn lane would help by formalising the arrangement and reduce any delays for traffic not wanting to turn. Willingdon Road is approximately 9m wide at this point and therefore there is space to provide 3no. 3 metres wide running lanes.

6.70 This application would undoubtedly increase traffic flows and most likely parking in Cobbold Avenue and there is a concern about the impact that this will have on the street but given the current low usage and the fact it is going to be mainly traffic simply entering the site it is not considered that the impact could be considered 'severe' in NPPF terms and therefore is not a reason for a refusal.

6.71 It should also be noted that controls (double yellow lines, etc) could be put in place to control parking in Cobbold Avenue if it became necessary. If the application were to be approved then a financial contribution would need to be secured from the applicant to provide waiting restrictions should the need arise.

Kiss & Drop

6.72 The proposed Kiss & Drop has been changed considerably as part of this scheme. Previously it included 10 spaces for pick up and drop off with space for 5 cars queuing, all accessed from Eldon Road. This has now been increased to 15 spaces for pick up and drop off, with room for 30 cars queuing, all accessed from Cobbold Avenue with an exit into Eldon Road.

6.73 Under the original submission the kiss and drop facility would have needed to operate very efficiently and quickly at all times to ensure the throughput of vehicles was fast enough to not impact on the highway. This was mainly due to the layout, which only provided limited queuing within the site. Any queuing to get into the school would have disrupted traffic flow in Eldon Road which would have fairly quickly caused problems for cars looking to exit the site.

6.74 The increased number of bays and greatly increased queuing space within the site as well the relocated entrance, reduces the concerns over the speed at which the kiss & drop needs to operate, as the potential for an impact on the highway from less efficient operation is far lower.

6.75 As previously the kiss & drop would need to cover the staggered start and finish times it would need to operate from 07:50 - 09:15 and 14:40 - 15:40 on every school day. As the efficient operation would rely on sufficient staffing being provided, this needs to be secured as part of any legal agreement.

6.76 Although the kiss and drop would still need to operate quickly and effectively the implications of it not operating at peak efficiency are not as severe due to the revised design. It should also be noted that as the school will expand over a number of years there is time for the operation of the facility to be developed and improved before the speed of operation becomes more important. The parents using it would also have time to get used to the way it works.

Willingdon Road/Eldon Road/Rodmill Drive junction

6.77 To the east of the site there is an existing traffic signal controlled junction. It operates in three phases with traffic from Eldon Road, Rodmill Drive and Willingdon Road all running independently. Signalised pedestrian crossings over both arms of Willingdon Road also operate within these phases, but there are no signalised crossing points on either Eldon Road or Rodmill Drive. It is currently considered that there is sufficient time for pedestrians to safely cross these arms while traffic is held at red lights.

6.78 Given the amount of traffic that uses these roads, particularly at peak times the presence of traffic signals is always going to produce delays. In this case this is increased by the signals running in three phases. At peak times there is queuing traffic on all arms of the junction, in particular along Willingdon Road but the queues in Eldon Road do reach back to and past the proposed exit from the site.

6.79 The signals run in three phases currently as there was concern when the signals were installed approximately 10 years ago, that two buses travelling in opposite directions (from Eldon Road into Rodmill Drive and vice versa) would not be able to pass each other. This junction is also important for the bus services which operate in Eastbourne as a number of routes run through it. The 1/1A operate every 7/8 minutes, 51/54 & 98 run every 15 minutes combined and the 55 & 56 each run hourly.

6.80 As with the previous submission the reconfiguration of this junction has been considered to increase the capacity, which would in turn improve traffic flows and reduce queues. The design submitted alters the kerb line on the northern corner of Eldon Road and Willingdon Road by narrowing the footway to create enough space for two buses to pass each other, based on vehicle tracking. This in theory, would allow the junction to operate in two phases which can increase capacity and reduce queuing, although the increase during peak hours would be far lower. Previously there was concern over the traffic figures used in the model but the figures now used are considered acceptable. Although not possibly the most robust that could be used the difference between them is not that great.

6.81 The proposal has been subject to a Stage 1 Safety Audit which identified a number of issues. To overcome these issues would involve widening the carriageway in Willingdon Road along with a number of other alterations, in addition to those originally proposed (widening at the junction with Eldon Road, implementing pedestrian phases, etc).

6.82 One issue which would affect the operation of the junction is the presence of a request bus stop in Eldon Road on the westbound lane close to the Willingdon Road junction. As the stop is close to the junction when a bus does stop traffic can back up through the junction. Under the current arrangement this does not cause a significant problem as the traffic light phasing allows any queue to clear before an opposing traffic flow starts. The proposed phasing would mean that either the pedestrian crossing over Eldon Road would be obstructed by vehicles or the opposing traffic flow on Willingdon Road would start adding to congestion. To resolve this issue the stop could be relocated further down Eldon Road away from the junction. This would need to be included as part of the works the applicant would need to carry out if permission is granted and should be secured as part of a legal agreement.

6.83 The alterations to the junction are acceptable in principle and considered necessary to reduce the impact that the construction of the school would have. The applicant would need to fully fund the detailed design and

implementation of all the necessary works and to complete the works prior to the opening of the new school building. This should be secured by legal agreement.

6.84 One of the main concerns previously was the proximity of the exit from the site in Eldon Road to the traffic signals at the junction with Willingdon Road. The queue length surveys carried out showed that it was a reasonably regular occurrence for cars to queue back past the point of the proposed access, a distance of approximately 92m. The use of the existing access increases the distance from the traffic signals from approximately 92m to approximately 180m. This increases the number of cars required to be queuing before a problem would be caused at the access from 14 to 29. Although on site observations and surveys show that cars do queue back as far as the existing access, this has only been observed once. This is obviously the existing situation and with the addition of the extra traffic associated with the primary school queues could extend further, although changes to the existing traffic signals could reduce queues lengths. These figures, although maybe not the most robust interpretation possible are considered to represent a reasonable assessment of the likely situation.

6.85 The revised layout would result in a greater spread of traffic over the surrounding roads than the previous application as there are a number of routes which cars can take to get to the entrance in Cobbold Avenue. It is appreciated that some of these streets become busier during school pick and drop off hours but with a number of routes available traffic will spread out over them. Although there will be an impact on these streets (i.e. Beverington Road, Stuart Avenue, etc) it is not considered that it would create a severe impact and therefore would be acceptable as a severe impact would not be created.

6.86 Another concern previously was the possibility of cars queuing out of the site onto the highway. As the maximum queue and capacity in the Kiss & Drop has increased from 5 to 30 cars this is no longer a significant concern.

6.87 Even if the Kiss and Drop were to operate as efficiently as the Transport Statement suggests there would still be an increase in cars that pickup and drop off on street. A staggered start and finish time would help but given the limited amount of on street parking space due to the presence of bus stops, vehicle entrances and double yellow lines additional cars would lead to additional congestion as there would be some overlap of start and finish times. Parents picking up and dropping off on street for the primary school and nursery would also park for longer as they would walk their children to and from school as opposed to secondary school children who are typically dropped off and picked up which leads to a faster turn around of spaces. It is of course possible that it would be quicker to use the kiss and drop facility than to park and walk children to and from school.

6.88 If the kiss and drop proves to be unreliable and does not work as set out then parents may well stop using the facility and instead park on street to drop off and pick up, increasing congestion and delays. Although the scheme

still relies heavily on the kiss and drop, with the new layout there is a greater chance of it operating without creating a significant impact on the highway network. The increase in children year on year also allows for its operation to be improved before it reaches peak usage. This can be monitored through the Travel Plan on an annual basis.

6.89 There is still a concern that parents choosing to park on street to drop off could cause congestion and therefore a contribution from the applicant to cover the cost of implementing any double yellow lines, etc that may become necessary.

6.90 The operation of the kiss & drop would need to be secured by condition to ensure it is always in operation when the school is open and operating in accordance with an agreed procedure. This is required to lessen the impact on the highway network and to ensure its safe, effective operation.

Travel Plan

6.91 In order to limit the number of trips to and from the site a Travel Plan has been suggested with some ambitious targets to reduce the number of trips to the site by car by 12%, increase average pupil average occupancy of each vehicle from 1.5 to 2.5, increase the number of children using the bus, cycling and using scooters. It also states that there is significant scope for increasing the number of pupils that walk to school.

6.92 A reduction in car use with a switch to more sustainable mode of travel through a Travel Plan should always be an aim of any traffic generating development (in line with NPPF) In this case however there may be potential difficulties in achieving such ambitious targets.

6.93 To increase walking and cycling would require the children to live within appropriate distances. Although there is increased demand in the west of the town substantial parts of the wards that make up this area are more than 1200m away and the topography to the east of the site is not conducive to walking and cycling.

6.94 Increased car occupancy would obviously help reduce the number of trips and with an all through school this should be more achievable.

6.95 A Travel Plan would need to be secured and monitored as part of any consent and although some of the ambitious targets may be difficult to achieve any move towards car sharing or preferably sustainable transport modes would be welcomed and help to reduce the impact of the school. The Travel Plan should also include an annual review of the operation of the Kiss & Drop which will need to be agreed with the Highway Authority

Conclusion on Traffic Impact

6.96 Although the Cavendish site is not ideal from a highway perspective the revised proposals are an improvement and would reduce the overall impact of the development compared to the previous layout.

6.97 The updated Transport Assessment also provides better assessment of the impact that will take place especially at the Willington Road/Eldon Road traffic signals. Although there are a few issues that have not been considered such as additional traffic having to use Beverington Road due to banned right turns, it is not considered that there will be severe impacts as a result.

6.98 There will be an impact on the highway network as a result of this development but as with all schools this is twice a day during term time only. It will also take a number of years for the school to reach full capacity which will give the Kiss and Drop and travel plan time to be implemented and reviewed. With this in mind and the appropriate changes to the highway it is not considered that a 'severe' impact would be created and therefore the proposal is acceptable in principle as it is in accordance with the NPPF and overall complies with Saved Policy TR2 in the Eastbourne Borough Plan.

7. Conclusions and reasons for the recommendation

7.1 In accordance with Section 38 of the Planning and Compulsory Purchase Act 2004 the decision on this application should be taken in accordance with the development plan unless material considerations indicate otherwise.

7.2 The Government attaches great weight to the need to create schools and great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. It also expects there to be a presumption in favour of development of state-funded schools. There is a clear, stated need for additional school places in Eastbourne due mainly to the increased birth rate over recent years. Development intended to meet this need is supported in principle by Saved Policies LCF16 and LCF18 in the Eastbourne Borough Plan, by the Core Strategy and the Infrastructure Delivery Plan.

7.3 The NPPF advises that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe. The Government's Policy Statement on Schools Development advises that refusals will have to be clearly justified by the local planning authority in view of the strong policy support for improving state education.

7.4 The proposal is considered to be acceptable in its impacts. Whilst there will be some adverse impacts arising from its impact on the local highway network these will be limited to the beginning and end of the school day and, when taking into account proposed highway mitigation works, are not considered to be so severe as to merit refusal of the application or to outweigh the significant benefits of additional school places.

7.5 In determining this planning application, the County Council as Local Planning Authority has worked with the applicant in a positive and proactive manner. In addition views have been sought from consultees and neighbours and responses have been considered in preparing the recommendation. This approach has been taken positively and proactively in accordance with the requirement in the NPPF and as set out in the Town and Country Planning (Development Management Procedure) Order 2015.

7.6 There are no other material considerations and the decision should be taken in accordance with the Development Plan.

8. Recommendation

8.1 The Committee is recommended that the application be approved subject to the completion of the following procedure:-

- 1 a) To authorise the Director of Communities, Economy and Transport to secure, in conjunction with the Assistant Chief Executive, a Legal Agreement or Undertaking to secure off site highway works including alterations to the Willingdon Road/Eldon Road/Rodmill Drive traffic signals, alterations to the Cobbold Avenue/Willingdon Road junction, access alterations, provision of laybys in Eldon Road, provision of a new traffic island in Eldon Road, consideration of the position of bus stops in Eldon Road, consideration of Eastbourne Borough Council's request for a controlled crossing and 20mph speed limit in Eldon Road, a contribution towards applications for Traffic Regulation Orders and development of a Travel Plan
- b) To authorise the Director of Communities, Economy and Transport to grant planning permission upon completion of the Legal Agreement/Undertaking subject to conditions along the lines as indicated in Paragraph 8.2 of this report.
2. To authorise the Director of Communities, Economy and Transport to refer the application back to this Committee if the Legal Agreement or Undertaking is not secured within 6 months of the date hereof.

8.2 The grant of planning permission should be subject to the following conditions:-

1. The development hereby permitted shall be commenced before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

2. The development hereby permitted shall be carried out in accordance with the plans listed in the Schedule of Approved Plans.

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

3. No demolition or construction works shall take place in connection with the development hereby approved at any time other than between 0730 and 1800 on Mondays to Fridays, between 0800 and 1400 on Saturdays and not at any time on Sundays, Bank and Public Holidays unless the prior written agreement of the Director of Communities, Economy and Transport has been given.

Reason: To help protect the amenities of the locality during construction in accordance with Saved Policy HO20 of the Eastbourne Borough Plan 2003.

4. Unless otherwise agreed in writing by the Head of Planning and Environment, development shall not commence until details of wheel washing facilities have been submitted to and approved in writing by the Director of Communities, Economy and Transport. The approved details shall be implemented in full before the commencement of development and the facilities shall be maintained in working order during the construction period and shall be used by any vehicle carrying mud, dust or other debris on its wheels before leaving the site. No vehicle associated with the development shall leave the site carrying mud, dust or debris on its wheels.

Reason: The condition is linked to commencement of development because it relates to the construction phase and is required in the interests of highway safety and the amenity of the locality.

5. The development shall not be occupied for educational purposes until site accesses affected by the development have been constructed or removed to the written satisfaction of the Director of Communities, Economy and Transport.

Reason; To ensure safe access to the site in accordance with Saved Policy TR2 in the Eastbourne Borough Plan 2003.

6. Unless otherwise agreed in writing by the Head of Planning and Environment, development shall not commence until a Construction Traffic Management Scheme has been submitted to and approved by the Director of Communities, Economy and Transport. This shall include the size of vehicles, hours of operation and routeing and construction shall be carried out in accordance with the approved Scheme.

Reason: The condition is linked to commencement of development because it relates to the construction phase and is required in the interests of highway safety and the amenity of the locality.

7. Unless otherwise agreed in writing by the Head of Planning and Environment, development, including demolition, shall not commence

until a Site Waste Management Plan securing and demonstrating that the amount of excavation and construction waste resulting from the development has been reduced to smallest amount possible has been submitted to and approved in writing by the Director of Communities, Economy and Transport. The statement shall include details of the extent to which waste materials arising from excavation will be reused on site and demonstrating that maximum use is being made of these materials. If such reuse on site is not practicable, then details shall be given of the extent to which the waste material will be disposed of for reuse, recycling, composting or other method. All construction waste materials associated with the development shall be reused, recycled and dealt with in accordance with the approved Plan.

Reason: The condition is linked to commencement of development because it relates to the construction phase and is intended to minimise the amount of construction waste to be removed from site for final disposal in accordance with Saved Policy NE5 of the Eastbourne Borough Plan 2003.

8. Prior to commencement of development details of the protection and retention of trees and other vegetation during shall be submitted to and approved in writing by the Director of Communities, Economy and Transport. Development shall be carried out in accordance with the approved details.

Reason: The condition is linked to commencement of development because it relates to the construction phase and aims to ensure trees are protected during construction in the interests of the character of the area in accordance with Saved Policy UHT7 in the Eastbourne Borough Plan 2003.

9. Development shall not commence above ground level until samples of the materials to be used in the construction of the external surfaces of the building hereby permitted have been submitted to and approved in writing by the Director of Communities, Economy and Transport. Development shall be carried out in accordance with the approved details.

Reason: To ensure the appropriate appearance of the development in the area in accordance with Saved Policy UHT1 in the Eastbourne Borough Plan 2003.

10. Details of the proposed surface water drainage to prevent the discharge of surface water from the site onto the public highway and vice versa shall be submitted for the written approval of the Director of Communities Economy and Transport. The approved details shall form part of the development as built and be ready for use before the approved development is occupied.

Reason; To ensure appropriate arrangements for surface water drainage in the vicinity of the public highway.

11. The development shall not be occupied until details of the proposed means of foul and surface water drainage have been submitted to and approved in writing by the Director of Communities, Economy and Transport and development shall be carried out in accordance with the approved details.

Reason: To ensure adequate drainage of foul and surface water from the site.

12. The rating level of noise emitted from new plant shall not exceed the lowest measured background noise levels at the site's boundary with the nearest sensitive receptor.

Reason: To minimise the noise impact from plant in accordance with Saved Policy HO20 in the Eastbourne Borough Plan 2003.

13. Before the development is occupied details of external lighting shall be submitted to and approved in writing by the Director of Communities, Economy and Transport and installed lighting shall be implemented in accordance with the approved details.

Reason: In the interests of safety, security and the amenities of the area and to accord with Saved Policy LCF18 in the Eastbourne Borough Plan 2003.

14. Before the first occupation of the development hereby permitted, a Framework Travel Plan shall be submitted to and approved in writing by the Director of Communities, Economy and Transport. The Travel Plan shall be implemented and thereafter reviewed in accordance with the approved details.

Reason: To help increase awareness and use of alternative modes of transport for school journeys in accordance with Saved Policy TR2 of the Eastbourne Borough Plan 2003.

15. The areas indicated on the approved drawings for the parking and circulation of vehicles shall not be used for any other purpose and shall be retained for this purpose at all times.

Reason: To ensure provision of the parking and circulation facilities in relation to the authorised use of the development in accordance with Saved Policy TR2 in the Eastbourne Borough Plan 2003.

16. Before the school is brought into use the cycle and scooter parking on the approved plans shall be provided and retained thereafter.

Reason: To comply with Saved Policy TR6 in the Eastbourne Borough Plan 2003.

17. Prior to occupation of the development details of noise barrier(s) adjacent to the eastern boundary shall be submitted to and approved in writing by the Director of Communities Economy and Transport. Details shall include design, appearance, siting and the approved details shall be carried out before the development is occupied for educational purposes.

Reason: To minimise the impact of use of the access road in accordance with Saved Policy HO20 in the Eastbourne Borough Plan 2003.

18. The development shall not be occupied until details of hard and soft landscaping works and ecological enhancements have been submitted to and approved in writing by the Director of Communities, Economy and Transport and these works shall be carried out as approved. These details shall include:

Hard Landscaping

- Proposed finished levels or contours
- Means of enclosure
- Car parking layouts
- Other vehicle and pedestrian access and circulation areas
- Hard surfacing materials
- Minor artefacts and structures (e.g. furniture, play equipment, refuse or other storage units, signs, etc.)

Soft Landscaping

- Planting plans
- Written specifications (including cultivation and other operations associated with plant and grass establishment)
- Schedules of plants, noting species, plant sizes and proposed numbers/densities where appropriate
- Implementation and maintenance programme

The landscaped areas shall be maintained thereafter in accordance with the approved details

Reason: To help integrate the development effectively into the surrounding environment and to comply with Saved Policy UHT7 Eastbourne Borough Plan 2003.

19. The development hereby permitted shall not be brought into use until the area shown as two mini soccer natural grass pitches shaded light green on Drawing No.(PL) 005 rev. K and the area shown as 5v5 Artificial Grass Pitch shaded dark green has been laid out in accordance with Drawing No. (PL) 005 rev. K, so that both are available for use as a playing field/sports facility. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (as

amended) (or any order amending, revoking or re-enacting that order) that area shall not thereafter be used for any purpose other than as a playing field/sports facility.

Reason: To secure the provision of playing field/sports facility before the occupation of the new school building and to accord with Saved Policy LCF2 in the Eastbourne Borough Plan 2003.

20. The two mini soccer grass pitches shall be constructed and laid out in accordance with the area shaded light green on Drawing No. (PL) 005 rev. K and with the standards and methodologies set out in the guidance note `Natural Turf for Sport` (Sport England, 2011), and shall be available for use before occupation of the development hereby permitted.

Reason: To ensure the quality of pitches is satisfactory and they are available for use before occupation of the approved development in order to comply with Saved Policy LCF2 in the Eastbourne Borough Plan 2003.

21. The 5v5 Artificial Grass Pitch hereby permitted shall not be constructed other than substantially in accordance with Sport England's Design Guidance Notes for Artificial Surfaces for Outdoor Sport 2013 and the FA's 'Third Generation Football Turf Guidance.'

Reason: To ensure the approved development is fit for purpose and sustainable and to accord with Saved Policy LCF2 in the Eastbourne Borough Plan 2003.

22. Use of the approved development shall not commence until a Community Use Agreement prepared in consultation with Sport England has been submitted to and approved in writing by the Director of Communities, Economy and Transport. The agreement shall apply to the 5v5 Artificial Grass Pitch and the northern playing field (x2 mini soccer pitches) and include details of pricing policy, hours of use, access by non-educational establishment users, management responsibilities and a mechanism for review, and anything else which Sport England considers reasonably necessary in order to secure the effective community use of the facilities. The pitches 5v5 Artificial Grass Pitch and the northern playing field (x2 mini soccer pitches) shall be used strict compliance with the approved agreement.

Reason: To secure well managed safe community access to the sports facility/facilities, to ensure sufficient benefit to the development of sport and to accord with Saved Policy LCF2 in the Eastbourne Borough Plan 2003.

23. The access road and 10 space car park to the east and north of the proposed building shall not be used at any time other than between the hours of 0730 and 1830 on Monday to Friday unless in the case of emergencies.

Reason: To minimise the impacts on the amenities of adjoining occupiers in accordance with Saved Policy HO20 of the Eastbourne Borough Plan 2003

INFORMATIVES

1. Guidance on preparing Community Use Agreements is available from Sport England <https://www.sportengland.org/facilities-planning/planning-for-sport/planning-tools-and-guidance/community-use-agreements/>
2. A formal application for connection to the public sewerage system is required in order to service the development. Please contact Southern Water, Southern House, Sparrowhawk, Otterbourne, Hampshire, Tel. 0330 303 0119.

Schedule of Approved Plans

Site Location Plan RevA, Existing Secondary School Plan RevA, Existing Site Sections and Context Elevations RevA, Proposed Basement Floor Plan RevA, Proposed Roof Plan RevA, 6065 (PL) 008 Rev B - Proposed First Floor Plan , 6065 (PL) 007 Rev B - Proposed Ground Floor Plan , 6065 (PL) 002 Rev D - Existing Site Plan, 6065 (PL) 010 Rev C - Proposed Elevations South & West, 6065 (PL) 011 Rev B - Proposed Elevations North & East, EDS 07-0102.05 A, Sub-station details, 6065 (PL) 005 Rev K - Proposed Site Plan, 6065 (PL) 012 Rev D - Proposed Elevations in Context, 6065 (PL) 013 Rev C - Proposed Sections, 6065 (PL) 014 Rev A - Eastern Boundary Sections

RUPERT CLUBB

Director of Communities, Economy and Transport
16 June 2015

BACKGROUND DOCUMENTS

Development Plan

National Planning Policy Framework

Policy Statement on Planning for Schools Development, 2011

Education Commissioning Plan, 2014 - 2018