

## **Planning Committee**

**2 February 2021**

**Erection of Horsham Fire Station and Training Centre, including training buildings, ancillary building, car parking, landscaping, access and emergency access onto A24**

**Land at Highwood Village, East of A24, Horsham, RH12 1GF**

**Application No: WSCC/049/20**

**Report by Head of Planning Services**

**Local Member: Mrs Morwen Milson**

**Electoral Division: Horsham Riverside**

**District: Horsham**

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### **Summary**

Planning permission is sought to construct a combined facility for a Fire Station and Training Centre to be operated by West Sussex Fire and Rescue Service. The majority of the site had previously been identified as development land for a new fire station within the outline planning permission (Ref. DC/09/2138) approved by Horsham District Council (HDC) in August 2010. Part of the application site includes land designated for employment purposes.

The report provides a generalised description of the site and a detailed account of the proposed development and appraises it against the relevant policy framework.

No objections have been raised by statutory consultees, other than by Horsham Denne Neighbourhood Council due to concerns about design and road safety.

Fourteen third-party representations have been received, the majority of which object to the proposal. Matters raised include: noise; traffic; highway and pedestrian safety; overlooking; loss of views; visual impact; light pollution; loss of light; air pollution; that the outline permission for the site was for a fire station and not a training facility; the impact on trees; the impact on the landscape; location; and the impact on property values.

### **Consideration of Key Issues**

The main material considerations in relation to this application are the:

- need for the development;
- location of the development;
- impact on landscape and visual amenity;
- impact on highway capacity and road safety;

- impact on residential amenity; and
- impact on the local environment.

### ***Need for the Development***

It is considered that a demonstrable need is evident for both a new Fire Station and Training Facility within the district as it would serve to meet both an educational need relating to employment training activities as per Policy 3 of the Horsham District Planning Framework (HDPF) (November 2015), and the provision of new services where they meet the need of local communities as per Policy 43 of the HDPF.

### ***Location of the Development***

The principle of a fire station on the application site has been established through HDC's Land West of Horsham Masterplan (LWOHM) Supplementary Document (SPD) (October 2008) and outline planning permission (Ref. DC/09/2138). Although the Masterplan and the outline planning permission identify the south west part of the site as being for employment/commercial use, which would be lost, it is considered that such loss would have a negligible impact on employment land supply within the District and that the loss is outweighed by the need for, and benefits, of the scheme.

### ***Impact on Landscape and Visual Amenity***

The proposed facility can be considered to meet the design principles outlined within the HDPF with regard to its visual impact upon the surrounding landscape and visual receptors.

### ***Impact on Highway Capacity and Road Safety***

Overall, the development would not result in an unacceptable impact on highway safety or in the residual cumulative impacts on the road network being unacceptable. The development can therefore be considered to be in accord with paragraph 109 of the NPPF and to be acceptable in terms of its impact on the highway network.

### ***Impact on Residential Amenity***

While the site would emit both noise and particulates to air, the levels of emissions are within the bounds of acceptability in relation to their respective environmental emissions criteria, subject to the implementation of the mitigation measures detailed within the application and secured via condition.

### ***Impact on the Local Environment***

Subject to the recommended conditions to secure a detailed landscaping scheme, the proposed development would not result have an unacceptable impact upon the ecology of the application site or the surrounding area.

### **Overall Conclusion**

The proposal is for the development of a Fire Station and Training Facility on land to the west of the Highwood Estate; the principle of which is established by the HDC's Land West of Horsham Masterplan SPD and outline planning permission (Ref.

DC/09/2138). Both the need for the development and the location accord with planning policy.

The new buildings have been designed to tie in with the architectural characteristics of the adjacent Highwood Estate. Although the largest building on the site, the Live-Fire Training Facility (LFTF), would appear visually distinctive when viewed from the A24 to the west, it is intended to be consistent with and reinforce the existing local character of the area. Further, additional landscaping around the site, namely to the northern and eastern boundaries, would help assimilate the site into the surrounding residential environment.

The applicant has demonstrated that the proposed use of the site would not result in an unacceptable level of harm to the amenity of the surrounding residential properties by way of noise or other emissions, and that the proposed facility would not result in an intensification use on the local road network beyond that originally envisioned when outline planning permission was approved.

The proposal has the potential to give rise to some adverse impacts upon the amenity of neighbouring residents during training exercises and call-outs, and in particular those adjacent and close to the site. However, these impacts would be largely mitigated through the controlling of hours of use of the site for mandatory training exercises and landscaping.

Given the identified need for the facility, the suitability of the site in relation to the road network, and the acceptability of the site in principle, it is considered, on balance and subject to conditions, that the development is acceptable.

## **Recommendation**

That planning permission be granted subject to the conditions and informatives set out in Appendix 1.

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### **1. Introduction**

1.1 Planning permission is sought to construct a combined facility for a Fire Station and Training Centre to be operated by West Sussex Fire and Rescue Service. The majority of the site had previously been identified as development land for a new fire station within the outline planning permission (Ref. DC/09/2138) approved by Horsham District Council in August 2010, although the south west part of the site includes land designated for employment/commercial purposes.

### **2 Site and Description**

2.1 The application site comprises 1.7 hectares (ha) of greenfield land located between the Highwood Mill Estate and the A24 (see **Appendix 2 – Site Location Plan and Application Site**). The site, which is located in the Horsham Denne Neighbourhood Council area, is accessed from the north via a gated entrance. The public link road leading to this entrance currently provides vehicular and pedestrian access to the residents of the Highwood Mill Extra Care retirement housing complex adjoining north east boundary of

the site.

- 2.2 Although forming part of the development consented under outline planning permission Ref. DC/09/2138, and it has as such been envisaged that it would be developed, the site currently provides a buffer between the residential properties at Highwood Mill at the south end of The Boulevard and the A24 to the west (see **Appendix 3 – Existing Site Plan**). The land is currently undeveloped but was being prepared for development, with an ecological exclusion zone having been established. A Southern Gas line runs through the southern end of the site.
- 2.3 The site is surrounded by residential properties to the north and east, and properties are currently being developed on the land to the south. The A24 runs north to south immediately beyond the slip road that abuts the western boundary; beyond the A24 is the High Wood which is an area Ancient Woodland at Broadbridge Farm. A BMX track occupies the land to the south of the application site as well as areas of mature trees and shrubs (both existing and secured via previous planning permissions), and two ponds, located to the east and south of the site.
- 2.4 The topography of the site is generally flat in the centre but slopes down to the north-eastern boundary with the adjacent Highwood Mill Extra Care housing complex, to the east towards an area of mature trees and to the south and south east towards the BMX track. The site is set below the elevation of the slip road from the Highwood Mill roundabout to the north-west, which descends to the site level 120m south of the roundabout.
- 2.5 The closest neighbouring properties to the site include the Highwood Mill Extra Care housing complex, located approximately 15m from the north-eastern boundary, and the residential dwellings on River Walk, located 50m from the eastern boundary. There is a further residential area 80m to the north of the site across the northern access to The Boulevard.
- 2.6 The wider area includes Broadbridge Heath Football Club and playing fields, 300m to the north-west of the application site and Horsham Water Treatment Works, 500m to the southwest. The River Arun runs east to west, 50m to the south of the site.
- 2.7 A Public Right of Way (PROW) (1633) runs along the northern side of the access road that serves the Highwood Estate from the A24 roundabout. Another PROW (1634) is located 170m opposite the site, beyond the A24 to the west.
- 2.8 The site is located within an Archaeological Area of Interest. Surveys were carried out in 2013 as part of the main programme of environmental mitigation works for the adjacent Highwood residential development.
- 2.9 Flood zones 2 and 3 are located to the south of the site along the banks of the river Arun although the site does not lie within these zones.
- 2.10 The site is not within an area subject to any ecological, landscape or other constraints, nor in a Groundwater Source Protection Zone.

### 3 Relevant Planning History

- 3.1 Outline planning permission (Ref. DC/09/2138) for 1,044 dwellings, alongside the provision of employment floorspace, a fire station, community centre and expanded school facilities, was approved by HDC in August 2010. As part of the approved development, the site as per the subject of this application was designated for use as a fire station and transferred to the County Council via a S106 agreement.
- 3.2 Non-material and minor material amendments to the outline permission have subsequently been approved under a number of separate planning consents. The fire station allocation has not changed as a result of these amendments.
- 3.3 An application (Ref. DC/12/2022) to include infrastructure related to the application site was approved by HDC in August 2013. This application included the provision of the access ramp from the A24, the piazza junction, the commercial access road, the north-south spine road, as well as landscaping works including levelling groundworks, a surface water detention basin and the BMX track to the south of the site.
- 3.4 Conditions were discharged in May 2015 and March 2017, by the approval of Application Refs. DISC/15/0157 and DISC/17/0029 respectively.

### 4 The Proposal

- 4.1 The applicant is seeking planning permission to construct a 24-hour Fire Station and Training Centre with associated infrastructure. The site will be accessed via a northern entrance on to the link road to the Boulevard serving the Highwood Mill Estate, with a further access proposed on the western boundary, directly onto the south-bound A24 slip road, that will provide an entrance and exit for fire appliances (only).
- 4.2 The applicant has identified the following features within the physical aspects of the proposal (see **Appendix 2 – Site Location Plan and Application Site**):
  - A two-storey Fire Station in the centre of the site, consisting of appliance bays, office space, training rooms, bedrooms and community space;
  - A four-storey, Live-Fire Training Facility (LFTF) located towards the southern end of the site. This will utilise a system in which the smoke will emit as a colourless, odourless haze;
  - A single-storey building for housing breathing apparatus;
  - A four-storey Cold Smoke Training Tower (CSTT) within the centre of the eastern part of the site that would use a water-based system;
  - A single storey, four-bay garage for training appliances, located at the north eastern corner of the site;
  - Car parking, plus electric vehicle charging capability;
  - An above ground water tank for the sprinkler system and potential underground LPG storage;
  - Primary vehicular access from the north of the site;
  - A sub-station and gas meter;

- A refuse and cycle store adjacent to the garages;
  - 2 no. external shelters;
  - A wood store;
  - 2 no. pump rooms;
  - A diesel Fuelling point;
  - An emergency generator;
  - A hydrant tank; and
  - A new vehicular access for emergency exit, fire appliances (including aerial ladder platform (ALP) vehicles) onto and from (left-in left-out) the A24 southbound slip-road.
- 4.3 The main building, comprising the Fire Station, appliance bay and Training Centre, would be located centrally within the site with its primary elevation facing the A24 to the west. This would be a two storey building (with roof access) of 11.2m in height, 82m in length, and 24.2m wide (see **Appendix 4(a) – Elevation Plans – Main Building**). The roof would accommodate solar panels above the appliance bay and training area, and louvred paneling containing the infrastructure required for the operation of the building. Vents and electrical equipment would be sited on top of the northern section of the building.
- 4.4 The external appearance of the building has been designed to accommodate the various functions of the Fire Station and Training Facility and would be finished in dark grey Eurobond paneling and a buff brick. It would incorporate glazing on its western and northern elevations, where the main and operational fire station entrances would be located, and includes additional external finishes to complement the building materials similar to those used in the adjacent Highwood Mill development to the north and east.
- 4.5 The ground floor would provide sleeping quarters for seven fire fighters on watch, as well as shower, dining and gym facilities. The northern section of the building would be accessible to members of the public, and provide a community facility/meeting room, a multi-faith room and a welfare facilities.
- 4.6 The first floor would host sleeping quarters for use by up to twelve trainees and associated training facilities. Two separate staircases and a lift would provide access between the floors.
- 4.7 The four-storey Live-Fire Training Facility (LFTF) located to the south of the main building would be 16m high (see **Appendix 4(b) – Elevation Plans - LFTF**) and would be used for the training of fire fighters by exposing them to controlled scenarios that simulate real-world fire incidents.
- 4.8 The structure utilizes external balconies to a facilitate access for trainees; these would be enclosed by gold mesh Polyester Powder Coated (PPC) aluminum panels. These panels would obscure views of the trainees from surrounding public locations (including the A24) and would be arranged in such a way as to diversify the architectural appearance to the structure, particularly in relation to views from the A24. The paneled façade would be 12m high and 22m wide along the western elevation and 18m wide along the

northern and southern elevations. The eastern elevation would not incorporate the gold panels and would instead utilize a dark grey expanded metal mesh.

- 4.9 The structure would have 'zero-emissions' with all smoke generated being treated internally, with cleaned air being released via two stacks on the top of the structure.
- 4.10 The Breathing Apparatus Facility (see **Appendix 4(c) – Elevation Plans – BA Facility**) would be a single storey building that would be located immediately to the east of the LFTF. This building would be 4.6m in height and be finished in a blue/grey brick. Access doors are proposed on all four elevations.
- 4.11 Another four-storey training tower is proposed on the east side of the site, within the drill yard (see **Appendix 4(d) – Elevation Plans - CSTT**). This tower would be used for cold-smoke training exercises and will measure 13.2m in height and approximately 10m in width and length. It would be finished in buff brick and its form would loosely mimic that of a residential property. A lattice line handling tower would be located adjacent to the western elevation of the tower to match the height of the building.
- 4.12 A four-bay garage for training appliances is proposed in the north-east corner of the site with bays that would face onto the drill yard to the south (see **Appendix 4(e) – Elevation Plans - Garages**). It would stand 7.35m in height with a length of 20.4m and a width of 15.6m. It would be finished in buff brick and topped with dark grey Eurobond paneling. The roof would be accessible via an internal hatch and will accommodate solar panels.
- 4.13 A transparent 3m high sheltered car canopy is proposed to the east of the garages with a bike store and reuse/recycling store located immediately to their west.
- 4.14 Other ancillary structures (see **Appendix 4 (f) – Elevation Plans – Ancillary Structures**) would largely be contained in the southern part of the site and to the south of the LFTF, and would include the gas meter, underground gas booster compound, and a wood store building. In addition, a hydrant and wet riser tank and a fire sprinkler tank, as well as fuel storage and an emergency generator would be located to the east of the breathing apparatus facility, while two 'bus' shelters for outside briefing exercises would be located to the north of the LFTF.
- 4.15 The sub-station and electric meter would be located on the southern side of the access at the northern entrance to the site.

#### *Access*

- 4.16 Staff, visitor and emergency vehicle access would be provided via the existing access road for the Highwood Mill Retirement Village, which would be adopted by West Sussex County Council and double yellow lines drawn along the road to prevent parking on this route.
- 4.17 The proposal includes the extension of the existing access road past the Highwood Mill (see **Appendix 5 – Highway Site Plan**), where a new single

carriageway 6.5m wide road with a 2m wide footway will extend into and provide vehicular, pedestrian and cycle access to the site.

- 4.18 A 21.5m wide access is proposed on the western site boundary to link the site directly to the slip road that serves the southbound A24. This egress would be for use as an emergency exit and for fire service vehicles only and fire service vehicles would also use this as an entrance to the site from the A24 slip, on a left-in left-out basis.
- 4.19 Wig-wags (safety lights that flash when a Fire Appliance needs to access/leave the site) and high friction surfacing and advanced warning signs are proposed on both the south bound A24 slip road and the link road between the Highwood Mill estate and the roundabout.

#### *Car Parking*

- 4.20 A total of 54 car parking spaces are proposed across the site. 28 car parking spaces would be located along the western façade of the main building, three of which would include electric vehicle charging points. A further 27 car parking spaces would be provided to the north of the main entrance and garages, four of which would be disabled bays and three would be allocated for electric vehicle charging.
- 4.21 The parking areas would comprise block paving and would be accessible via asphalt around the northern and western entrances to the site.
- 4.22 Two motorcycle spaces are also proposed, and the bike store to the west of the four-bay garage would also provide cycle storage.

#### *Landscaping*

- 4.23 The site sits approximately 2m lower than the A24 and slopes down to the east. The slope increases in steepness toward the south-eastern boundary, toward the existing trees and balancing pond (see **Appendix 6 - Landscaping Plan**).
- 4.24 The hardstanding within the site comprises mainly asphalt and block paving. The drill yard would comprise concrete paving and 2.8m x 5.1m and 1.5m deep car-trench to the east (used for the securing of vehicles during training exercises) and would be separated from the access points around the site by bi-fold weldmesh gates to the north and west to create an internal courtyard area. A small, grassed area, with ornamental trees is proposed adjacent to the eastern elevation of the main building within the courtyard.
- 4.25 The site would be enclosed by fencing around its northern, eastern and southern boundaries. This fence would be a 3m tall acoustic fence with metal posts along the eastern boundary of the drill yard, while all other fences would be 2m tall close-board timber fencing. A post and rail fence would be installed to the east of the drill-yard along the eastern boundary of the site, that would extend up toward the northern access point. Timber post and rail fencing would also be used along the north-western boundary adjacent to the A24 slip road.
- 4.26 Two trees (Category U) are to be removed from the site to accommodate the

drill yard area on the eastern side of the site.

- 4.27 Additional trees are proposed to be planted between the drill yard, car parking areas and the boundaries with the neighbouring properties to the north and east. Additional trees are also proposed along the western and southern boundaries.
- 4.28 Additional soft landscaping is proposed around the site. This would include: a hedgerow along the south-western boundary between the LTF and the A24 slip road; native shrub planting between the fence and boundaries to the north-east and south-east; and ornamental planting along the north-western boundary. Planting is also proposed within the site along the western elevation of the main building and the northern elevation of the garages.
- 4.29 The northern elevation of the garages would include a 'green wall' into its design through the introduction of climbing plants to the façade.
- 4.30 1:3 bunds are proposed along the north-eastern and eastern boundaries. Bunding along the north-eastern boundary would be set between the fence line and the internal hardstanding, while the bund to the east would slope down toward the eastern site boundary. The proposed bunds would be constructed from excavated top-soil from within the site.

#### *Ecology*

- 4.31 The proposed landscaping is intended to compensate for the loss of grassland and scrub habitats as a result of the development. It includes the provision of a Great Crested Newt Pond to the north-east of the drill yard and a dry pond outside of the site boundary to the east. Bird boxes would also be introduced to the woodland area to the east of the site.

#### *Hours of Operation*

- 4.32 The principal use of the site will be as a fire station with staff providing an emergency service 24 hours each day, 365 days per year. There would always be at least seven people on-site at the fire station.
- 4.33 The Training Facility would be used throughout the year between the hours of 09:00 to 19:00, although the application states that training activities may occur between 18:00 and 21:30 for up to a maximum of three times per fortnight, comprising one retained watch training session per week and one training session for whole time recruits per fortnight. It is advised that training may, on rare occasions, extend up to 22:30pm.

## **5 Environmental Impact Assessment (EIA)**

- 5.1 The development falls within Part 10(b) of Schedule 2 to The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (the EIA Regulations) as an "urban development project including the construction of shopping centres and car parks, sports stadiums, leisure centres and multiplex cinemas" with a development area of greater than 1 hectare.
- 5.2 The County Council issued an EIA Screening Opinion for the development in

February 2020. Taking into account the criteria contained in Schedule 3 of the EIA Regulations, it was considered that the proposal would not have significant effects on the environment within the meaning of the regulations. The development, consequently, does not require an EIA.

## **6 Policy**

### ***Statutory Development Plan***

- 6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications are determined in accordance with the statutory 'development plan' unless material considerations indicate otherwise (as confirmed in paragraph 47 of the National Planning Policy Framework - NPPF). For the purposes of the application, the following documents form the statutory development plan: the Horsham District Planning Framework (2015) and the West Sussex Waste Local Plan (2014).
- 6.2 In determining the application, the Committee should be satisfied that the proposal minimises waste generation, maximises opportunities for re-using and recycling waste, and where necessary includes waste management facilities of an appropriate type and scale (Policy W23, Waste Local Plan).
- 6.3 HDC are currently preparing a new Local Plan. The (Regulation 18) consultation for the Draft Horsham Local Plan has been completed and the comments received are currently being considered with re-consultation (Regulation 19) due in the first quarter of 2021. At this stage, little weight can be given to Draft Local Plan in determining the application.
- 6.4 The key policies in the development plan, which are material to the determination of the application, are summarised below. In addition, reference is made to relevant emerging policy and guidance, national planning policy and supplementary planning documents which guides the decision-making process and is material to the determination of the application.

### ***Horsham District Planning Framework (2015)***

- 6.5 Policy 1: Sustainable Development: When considering proposals, the Council will take a positive approach which reflects the presumption in favour of sustainable development, as outlined in the NPPF. It will always work pro-actively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.
- 6.6 Policy 2: Strategic Development: To maintain the district's unique rural character whilst ensuring that the needs of the community are met through sustainable growth and suitable access to services and local employment, the summarised spatial strategy to 2031 is to:
- 1. Focus development in and around the key settlement of Horsham;*
  - 2. Recognise and develop Horsham's town's role as the primary town for the District;*
  - 3. Continuing to promote the sustainable development of settlements;*

4. *Protect the rural character and landscape of Horsham whilst meeting the needs of the community; and to,*
  5. *Identify existing sites of important employment use, and to safeguard their function through flexible policies and designation of Key Employment Areas, together with supporting the rural economy, to allow people the opportunity to work close to where they live.*
- 6.7 Policy 3: Development Hierarchy: Development will be permitted within towns and villages which have defined built-up area boundaries. Any infilling and redevelopment will be required to demonstrate that it is of an appropriate nature and scale to maintain characteristics and functions of the settlement in accordance with the settlement hierarchy.
- 6.8 Policy 7: Economic Growth: Sets out the need for encouraging sustainable employment development in the Horsham District. Proposals should provide toward the expansion of higher education facilities related to research and development and employment training activity. Development should promote the district as an attractive place to stay and visit to increase the value of the tourism economy.
- 6.9 Policy 18: Retirement Housing and Specialist Care: Proposals for development which provide retirement housing and specialist care housing will be encouraged and supported where it is accessible by foot or public transport to local shops, services, community facilities and the wider public transport network. The Council will particularly encourage schemes that meet identified local needs for those on lower incomes and provide affordable accommodation for rent or shared ownership/equity.
- 6.10 Policy 24: Environmental Protection: The high quality of the district's environment will be protected through the planning process. Developments will be expected to minimise exposure to and the emission of pollutants including noise, odour, air and light pollution. Additionally, developments should maintain or improve the environmental quality of any watercourses, groundwater and drinking water supplies, and prevent contaminated run-off to surface water sewers.
- 6.11 Policy 25: The Natural Environment and Landscape Character: The Natural Environment and landscape character of the district, including the landscape, landform and development pattern, together with protected landscapes and habitats will be protected against inappropriate development. Development will be supported where it demonstrates the following:
1. *Protects, conserves and enhances the landscape and townscape character, taking into account areas identified as being of landscape importance, the individual settlement characteristics, and maintains settlement separation;*
  2. *Maintain and enhances the Green Infrastructure Network and addresses any identified deficiencies in the District;*
  3. *Maintains and enhances the existing network of geological sites and biodiversity, including safeguarding existing designated sites and species, and ensures no net loss of wider biodiversity and provides net gains in biodiversity where possible; and,*

4. *Conserve and where possible enhance the setting of the South Downs National Park.*

- 6.12 Policy 31: Green Infrastructure and Biodiversity: Development will be supported where it can demonstrate that it maintains or enhances the existing network of green infrastructure and enhances biodiversity. Development proposals will be required to contribute to the enhancement of existing biodiversity and should create and manage new habitats where appropriate. New development which retains and /or enhances significant features of nature conservation on development sites will be supported. Development which makes a positive contribution to biodiversity through the creation of green spaces, and linkages between habitats to create local and regional ecological networks will also be supported.
- 6.13 Policy 32: The Quality of New Development: High quality and inclusive design for all development in the district will be required based on a clear understanding of the local, physical, social, economic, environmental and policy context for the development. Development will be expected to:
1. *Provide an attractive, functional, accessible, safe and adaptable environment;*
  2. *Complement locally distinctive characters and heritage of the district;*
  3. *Contribute a sense of place both in the buildings and spaces themselves and in the way they integrate with their surroundings and the historic landscape in which they sit;*
  4. *Optimise the potential of the site to accommodate development and contribute to the support for suitable complementary facilities and uses; and help secure a framework of high quality open spaces which meets the identified needs of the community.*
- 6.14 Policy 33: Development Principles: Development shall be required to: make efficient use of land; be designed to avoid unacceptable harm to the amenity of occupiers/users of nearby property; ensure the appearance of development is of a high standard; be locally distinctive in character and respect the surrounding area; use high standards of building materials, finishes and landscaping; retain existing important landscape and natural features, and; be designed to ensure buildings and spaces are orientated to gain maximum benefit from sunlight and passive solar energy.
- 6.15 Policy 35: Climate Change: Development will be supported where it makes a clear contribution to mitigating and adapting to the impacts of climate change. Measures which should be used to mitigate the effects of climate change include:
1. *Reduced energy use in construction;*
  2. *Improved energy efficiency in new developments, including influencing the behaviour of occupants to reduce energy use;*
  3. *The use of decentralised, renewable and low carbon energy supply systems;*
  4. *The use of patterns of development which reduce the need to travel, encouraging walking and cycling and include good accessibility to public transport and other forms of sustainable transport;*

5. *Provision of appropriate flood storage capacity in new building development;*
  6. *Use of green infrastructure and dual use SuDS;*
  7. *Use of measures which promote the conservation of water and/or grey water recycling.*
- 6.16 Policy 36: Appropriate Energy Use: All development would be required to contribute to clean, efficient energy in Horsham based on the following hierarchy:
1. *Lean - Use less energy;*
  2. *Clean - Supply energy efficiently;*
  3. *Green - Use renewable energy sources*
- 6.17 Policy 37: Sustainable Construction: Proposals must seek to improve the sustainability of development. This should be appropriate to the type of development and location, and should include efforts to; maximise energy efficiently and integrate the use of decentralised, renewable and low carbon energy; limit water use; minimise vulnerability to flooding and heatwave events; encourage the use of natural light and ventilation; be designed to encourage walking, cycling, cycle storage and accessible to sustainable forms of transport; minimise C&D waste and utilise recycled, low impact materials; be flexible in its design, and; incorporate measures which enhance the biodiversity value of development.
- 6.18 Policy 38: Flooding: Development proposals will follow a sequential approach to flood risk management giving priority to development sites with the lowest risk of flooding and making required development safe without increasing flood risk elsewhere. Development should avoid the functional floodplain and require a site-specific Flood Risk Assessment where over 1ha in site area in flood zone 1 and all proposals in flood zone 2 and 3.
- 6.19 Policy 40: Sustainable Transport: Development will be supported where proposals provide for rebalancing of the transport system in favour of non-car modes and is appropriate and in scale to the existing transport system. Development will be supported if it:
1. *Is appropriate and in scale to the existing transport infrastructure, including public transport;*
  2. *Maintains and improves the existing transport system (road, rail, cycle);*
  3. *Is integrated with the wider network of routes, including public rights of way and cycle paths;*
  4. *Includes opportunities for sustainable transport which reduce the need for major infrastructure and cut carbon emissions;*
  5. *Is located in areas where there are or will be a choice in the modes of transport available;*
  6. *Minimises the distance people need to travel and minimises conflicts between traffic, cyclists and pedestrians;*
  7. *Delivers better local bus and rail services in partnership with operators and increasing opportunities for interchange between the public transport*

*network and all other modes of transport;*

8. *Develops innovative and adaptable approaches to public transport in the rural areas of the district;*
9. *Provides safe and suitable access for all vehicles, pedestrians, cyclists, horses riders, public transport and the delivery of goods;*
10. *Is accompanied by an agreed Green Travel Plan where it is necessary to minimise a potentially significant impact of the development on the wider area or as a result of needing to address an existing local traffic problem.*

- 6.20 Policy 41: Parking: Adequate parking must be provided within developments to meet the needs of anticipated users.
- 6.21 Policy 43: Community Facilities, Leisure and Recreation: The provision of new community facilities or services will be supported, especially where they meet the identified needs of local communities.

### ***National Planning Policy Framework (2019)***

- 6.22 The NPPF sets out the Government's planning policies for England and how these are expected to be applied. The NPPF does not form part of the development plan but is a material consideration in determining planning applications. It also helps to guide decision-makers as to what matters are material to the decision-making process.
- 6.23 Paragraph 8 sets out the three key roles of the planning system; economic, social and environmental. The supporting text highlights the importance of providing infrastructure to support growth.
- 6.24 The paragraphs of the NPPF of key relevance to this application are: 8 (roles of the planning system), 11 (presumption in favour of sustainable development), 47 (determining applications in accordance with the development plan), 91-95 (promoting healthy and safe communities), 102 (consideration of transport issues), 108-111 (impact on the road safety or the road network), 117 (promoting effective use of land to meet the need for homes), 219 (protecting and enhancing our natural, built and historic environment) 127-132 (achieving well-designed places in decision making), 163 (ensuring flood risk is not increased elsewhere), 170 (conserving and enhancing the natural environment), 175 (protection and enhancement of biodiversity and geodiversity), 178 (avoiding pollution and contamination), and 180 (minimising impacts of noise).

### ***National Planning Practice Guidance (PPG)***

- 6.25 The PPG is a web-based resource that sets out Government's planning guidance to be read in conjunction with the NPPF. PPG does not form part of the development plan but is a material consideration in determining planning applications. PPG was first published on 6 March 2014 and contains guidance on a range of planning matters, which are independently updated as necessary. The most sections of PPG relevant to this application are: Air Quality, Noise, Travel plans, transport assessments and statements in decision-taking.

## ***Supplementary Planning Documents (SPD) - Land West of Horsham Masterplan (LWOHM) (2008)***

- 6.26 The LWOHM SPD was adopted in October 2008 and was developed at a time where this land which now included Highwood Village and Highwood Mill, was identified as a suitable site for a sustainable urban extension.
- 6.27 Whilst this document is pre-NPPF and predates the HDPF (it informed Policy CP7: Land West of Horsham) of the superseded 2007 Core Strategy), its findings are relevant for this application as it remains an adopted development plan document. As the Planning Practice Guidance elucidates, SPDs and their findings are a material consideration in decision making.
- 6.28 SPDs are intended to be used to further inform specific policies in the development plan or to provide further guidance for development on specific sites (NPPF Glossary, p.72). Despite Policy CP7 being superseded, because policies and guidance within the LWOHM cover the site and allocate uses within it, certain policy relating to the site will be a consideration to this development.
- 6.29 Statement 15 of LWOHM: West Sussex Fire and Rescue Services: A new fire station will be provided to the east of the A24 with direct access onto the new A24 junction and the strategic road network.

## **7 Consultations**

- 7.1 **Horsham District Council - Planning:** Proposal is acceptable in principle following approval under outline permission (DC/09/2138, as amended by DC/11/2004). Applicant should demonstrate justification for loss of 2,800m<sup>2</sup> commercial employment floorspace prior to a decision being issued.
- 7.2 Layout of the site is appropriate for the functional needs of the fire station. Request clarification as to how road safety will be managed appropriately on both slip road and entrance to Highwood estate. Parking facilities are adequate; however, this should be checked against the WSCC Parking Calculator. Double yellow lines are welcomed along northern access road although it is suggested that residents of Highwood should be informed that parking along this road will not be allowed once the fire station is under construction or operational
- 7.3 No major objection to proposed materials and external design, however, notes that the dominant brick colour within Horsham comprises red/brown brick tones, and its use at the fire station would further compliment this. Raise concerns to gold finish around LFTF in relation to highway safety and seek assurance that the cladding will not result in significant glare. Option 1 of cladding design options is the preferred choice.
- 7.4 Acknowledges the opportunity for soft landscaping within the majority of the site is difficult to achieve as a result of required hard surfacing, and identifies the need for sufficient landscaping around boundaries to counteract this. Details of planning species, hard standing and boundaries will be required, and request condition to secure these details. Planting should be secured along southern site boundary if possible.

- 7.5 The main amenity concerns relate to noise generated from externally located plant, noise generated from the training activities particularly after 6pm, and the impacts of any external lighting. It is understood that sirens will only be sounded when necessary, and where possible, Fire Tenders will not operate sirens when exiting the site along the Highwood Mill access road (northbound) until they are further away from nearby residential units. Noise management of training facility must be managed appropriately given the proximity of site to neighboring residences.
- 7.6 **Horsham District Environmental Health (EHO) - Environmental Health/Air Quality:** Recommend conditions to appropriately control identified noise impacts, particularly of evening and night-time training activities and from fixed plant and that details of the acoustic fencing should also be secured.
- 7.7 Agree with conclusions of the Air Quality Assessment relating to emissions from the LFTF and CFTT. Damage Cost Calculation Assessment is required following adoption of Air Quality and Emissions Mitigation guidance for Sussex (2020) as the application constitutes a 'major' development. Applicants are required to submit a mitigation plan detailing proposed measures to mitigate and/or offset the impacts and providing itemised costing for each proposed measure, with the total estimated value of all the measures being equal to the total damage costs. Recommend the provision of publicly available electric vehicle charging points as the proposed development is very conveniently located for the commuters on the A24 (as well as Horsham and Broadbridge Heath residents).
- 7.8 **Horsham District Council - Landscaping:** Agrees with findings within submitted Landscape and Visual Assessment in that proposal will result in some harm to landscape character, but this will only be minor adverse. Largely agree with the findings of the report in that the scheme overall will result in a moderate adverse effect on the landscape character, but have reservations that the proposed mitigation measures are sufficient to reduce this to a minor adverse effect (mostly because this is relying in its great majority on new planting establishment to be successful, with a large amount along the embankment of the new slip road, being outside of the application site). Integration of the LFTF into surrounding landscape should be demonstrated via photomontage, including mitigative landscaping measures.
- 7.9 Agrees that soft landscape and landscaping management and maintenance plan should be conditioned, and further advises the expectations of securing native hedgerow planting along the full extent of the 2m close board fence and 3 metre acoustic fence along eastern/southern boundaries.
- 7.10 **Horsham Denne Neighbourhood Council:** Objection. Concerns relating to the design of the LFTF; requests that warning signs are installed east of the fire station entrance to alert vehicles leaving the Highwood estate to any movement of fire appliances, and requests that further consideration is given toward a traffic light system onto the roundabout immediately north-east of the application site.
- 7.11 **Environment Agency:** No objection subject to the inclusion of conditions requiring the submission of a contaminated land remediation strategy and the submission of a remediation strategy in the event that any contamination

not previously identified is found to be present at the site, during the construction phase.

- 7.12 **Health and Safety England:** No objection.
- 7.13 **Natural England:** No comments.
- 7.14 **Southern Gas Network:** Identifies the presence of a SGN high pressure gas pipeline in the vicinity of the development, however, it does not anticipate the safety or integrity of this asset being affected by the proposal. It sets out guidance to the applicant to ensure they comply with restrictions when operating around the pipeline, and requests that a SGN representative is contacted before any works commence.
- 7.15 **Southern Water:** Advises that a formal application should be submitted by the applicant to Southern Water for a connection to the public foul sewer. It recommends the inclusion of a condition reserving details of the surface and foul water drainage arrangements.
- 7.16 **WSCC Archaeology:** No further archaeological mitigation required as per pre-app advice.
- 7.17 **WSCC Ecology:** No objection
- 7.18 **WSCC Flooding and Drainage:** No objection following receipt of additional information regarding attenuation storage tank calculations. Requests condition for a verification report to be submitted prior to first occupation of the facility.
- 7.19 **WSCC Highways:** No objection. Recommend conditions relating to access, car parking spaces and the submission of a Construction Management Plan prior to the commencement of the development.
- 7.20 **WSCC Public Rights of Way:** No objection subject to any overhangs proposed adjacent to the northern PROW having at least 2.5m clearance and the ground condition being returned to pre-development standards if damaged or disrupted.
- 7.21 **WSCC Tree Officer:** No objection, subject to appropriately worded conditions to secure a detailed tree protection plan and detailed hard and soft landscaping schemes.

## **8 Representations**

- 8.1 The application was publicised in accordance with The Town and Country Planning (General Development Procedure) (England) Order 2015. This involved four site notices erected at and around the application site, an advertisement in the local newspaper and the issue of 174 neighbour notification letters. In response, fourteen representations were received, ten of which object to the proposal, and four that provide comments rather than objection or support.
- 8.2 The main issues raised in objection relate to:
  - Noise pollution from training/site activities over a 24-hour period,

including; vehicle cutting, fire appliance and station sirens/alarms (including reversing alarms), road use, construction disturbances and ambient noise generated from structures (namely the drill yard garage);

- Highways use including traffic generated from the site into the Highwood Mill estate and from appliances/vehicles leaving the site onto the A24 and construction activities;
- Highway safety for pedestrians at Highwood Mill and for road users, when using the southbound slip road onto the A24, from both construction, appliance and private vehicle usage;
- Overlooking from the cold smoke training tower onto residential properties to the north and east;
- Loss of westerly views from residences to the north and east of the site;
- Visual impact of the site when viewed from residential properties to the north and east, including views onto the Live Fire Training Tower from elevated residential apartments;
- Light pollution from the site;
- Loss of light into gardens from properties to the north and east of the site;
- Potential for release of harmful particulates to air from diesel and petrol engines and fumes, and dust and particulates from training activities (including live fire training exercises) exacerbated by the prevailing north-easterly winds;
- That the outline permission was for a fire station and not a training facility;
- Negative impact on trees, wildlife and the natural environment;
- Impact of the development on surrounding landscape and character of the area;
- The location of the proposed facility; and
- Negative impact on property values.

8.3 Comments were received regarding the use of the BMX track to the south of the site and included a request as to consider the integration of a new access and car parking facilities within this proposal. As these matters relate to a separate facility outside of the application site, the representative was informed that these requests would not be considered as part of the proposal, however they have been brought to the applicant's attention.

## 9 **Consideration of Key Issues**

9.1 The main material planning considerations in relation to the determination of the application are:

- need for the development;
- location of the development;
- impact on the landscape and visual amenity;
- impact on highway capacity and road safety;

- impact on residential amenity; and,
- impact on the local environment.

### ***Need for the Development***

- 9.2 The need for a new fire station in Horsham, is the key underlying issue. This has been identified for some years now, and in fact the key point is that the need has been accepted in development plan policy. As such it is not essential for the applicant to justify the proposal, but an understanding of the need argument assists the explanation for the proposal. On a general level Policy 7 and Policy 43 of the HDPF set out the overall policy requirements and considerations, whilst the LWOHM identifies and makes specific for a new fire station in Horsham and identifies the application site, effectively as land use allocation for the purpose.
- 9.3 Policy 7 of the HDPF sets out a requirement for proposals to meet the economic growth of the district through sustainable means. Points 5 and 8 of the policy are particularly relevant, referring to the retention of key employment areas and the expansion of higher educational facilities relating to employment training activity.
- 9.4 Policy 43 of the HDPF relates to the provision of new or improved community facilities or services, particularly where they meet the identified needs of local communities.
- 9.5 More specifically, in relation to the need for a new fire station in Horsham and the application site, Statement 15 of the LWOHM identifies that a new fire station will be provided to the east of the A24 with direct access onto the new A24 junction and the strategic road network.
- 9.6 In this instance the applicant has additionally submitted an assessment as to why there is a demonstrable need for the proposed development. This identifies that, among other reasons, the ageing facilities comprising the existing Fire Station on Hurst Road, in Horsham. This confirms that West Sussex Fire and Rescue Service (WSFRS) has identified that the current facilities on Hurst Road *'inhibit staff well-being, recruitment and retention' and 'have reached the end of their operational life'*. This is supported by Paragraph 5.71 of the LWOHM, which states that "A need to relocate the current fire station on Hurst Road, Horsham has been identified as the current fire station is in poor condition and in need of expansion to include specialist equipment and management training facilities".
- 9.7 Additionally, benefits of the joint station/training facility are further cited, stating that the WSFRS never had a dedicated training centre and has instead had to rely on commissioning training from commercial providers. The assessment states that the development of the fire station in conjunction with a new training facility would reduce the cost of training and reliance on third party venues, in turn promoting a sustainable approach to training.
- 9.8 The assessment also draws attention to the HM Inspectorate of Constabulary and Fire and Rescue Services report into the WSFRS, which has identified that the current buildings do not best support efficient or effective working practices. Other health related issues relating to the outdated design of

existing fire stations and the long-term occupational hazards of the fire fighter job profile are discussed, and it is suggested that the new facility and its segregated design would address these issues.

- 9.9 The inclusion of a training facility development would therefore not only provide an operational Fire Station built to modern standards but would also provide West Sussex fire fighters with its own educational facility for mandatory training, which is currently lacking. The provision of such a facility would benefit both existing and potential fire fighters in their ability to serve the public and would replace the outdated facility at Hurst Road, and in doing so would release land for potential redevelopment within the town centre.
- 9.10 The new facility would also provide facilities for a higher level of public engagement with the fire service, strengthening the opportunities to promote safety and awareness and links with and support from the local community.
- 9.11 *Demonstrable need is therefore evident for both a new Fire Station and Training Facility within the district and it would serve to meet an educational need relating to employment training activities as per Policy 7 of the HDPF, and the provision of new services where they meet the need of local communities as per Policy 43 of the HDPF.*

### **Location of the Development**

- 9.12 As set above Statement 15 of the LWOHM identifies the site for provision of a new fire station.
- 9.13 Following on from the adoption of the LWOHM, the application site was designated for use a fire station as part of the approved scheme under outline planning permission Ref. DC/09/2128. As set out above there was also an additional allocation of land of approximately 0.6ha to the south of the fire station site, for employment/commercial use, in relation which to which it was anticipated that that approximately 2,800m<sup>2</sup> employment floorspace would be provided.
- 9.14 Accordingly, the principle of a fire station on the application site has been established through the Masterplan and the outline permission. However, the current application site also includes the land identified employment/commercial use there is a need to consider the material impact of the loss of this commercial land.
- 9.15 The applicant has submitted a statement in relation to this point to justify the loss of this commercial floorspace. It should be noted that HDC do not have an overarching objection to the loss of this previously allocated employment/commercial land and that it does not form part of completed or committed employment land supply. Given the relatively small size of the allocated employment site, it is considered that it would have a negligible impact on the overall provision of commercial space in Horsham District, especially as new employment space will be coming forward through the review of the Local Plan, which is likely to compensate for its loss. Furthermore, it is considered that the need for, and benefits of the proposal which incorporates both a new fire station and the new training facility, outweigh the loss of the employment use.

## ***Landscape and Visual Amenity***

- 9.16 There is the potential for the new facility, in particular the LFTF, to have a significant visual impact and impact on the landscape. Exposure to public viewpoints along the A24 to the east and the Highwood estate are expected, and so consideration must be given to the design of the facility and its visual appearance in relation to these receptors.
- 9.17 As previously identified, the development is located within the defined built-up area of Horsham. As per Policy 33 of the HDPF, the proposed development should be of a high quality that both respects the local design characteristics of the area and avoids undue impact on the visual amenity of surrounding residents.
- 9.18 The buildings within the site have been arranged in such a way as to mitigate their visual impact within the surrounding landscape and would display external finishes to complement those shown around the recent Highwood development to the north and east of the site. The LFTF has been proposed with the southernmost part of the site, away from sensitive receptors to the north and east of the site.
- 9.19 However, concerns have been raised by both the Neighbourhood Council and local residents regarding the aesthetic design of the buildings within the site, namely in relation to the garages to be located on north-eastern part of the plot, the cold fire training tower within the drill yard, and the LFTF to the south of the site. Concerns regarding the scale and design of the cold fire training tower have also been raised by public representatives.
- 9.20 The applicant has proposed a planting scheme within the submitted Landscape Proposal (see **Appendix 6**) around the northern and eastern parts of the site to help mitigate views of the larger buildings within the site. This includes details of the proposed locations of proposed planting, boundary treatments and hard and soft landscaping. The northern elevation of the garages would also incorporate a green wall to further assimilate it when viewed from the north.
- 9.21 The tree officer has requested a condition be attached that requires the submission of a detailed landscaping scheme to help screen the development from the adjacent residential viewpoints, as well as from the south and west of the site. If secured, this would further reduce the visual impact of the larger parts of the proposal when viewed from residential areas outside of the site.
- 9.22 The applicant has also proposed fencing around the site. Bunded areas around the northern and eastern parts of the development would further reduce the visual impact of the built components of the site when viewed from these orientations.
- 9.23 However, given the scale of the buildings within the site (and particularly the LFTF), it is considered that there would still be views into the site from ground floor and elevated positions of some nearby residential properties (notably from high-level apartments), from local footpaths and from the A24. A Landscape and Visual Appraisal of the proposal was submitted with the application, which identifies these impacts.

- 9.24 Section 11.10 of the appraisal considers the impact of the proposal on the visual amenity of residential receptors. Although it is identified that these receptors would have a high sensitivity to the change in the landscape as a result of the development, it is also identified that private views cannot be attributed any weight in the determination of the application.
- 9.25 Regardless, it is considered that the visual impact upon these receptors would be reduced via the mitigative measures as proposed in the landscaping scheme. Views into the site would further be reduced over time once vegetation has matured.
- 9.26 It is also necessary to assess the visual impact of the proposed development from the view from the A24. This highway is regarded as a vital piece of infrastructure for commuting and travelling within the district and provides access to the towns of Horsham and Broadbridge Heath, as well as Southwater to the south.
- 9.27 Pre-application advice provided by the WSCC County Planning Officer identified the application site as a 'gateway' into Horsham and surrounding settlements. Therefore, it is importance that the design of the site, with an emphasis on the larger LFTF, is well thought out and visually distinctive, but also sensitive to its location and the safety of road users.
- 9.28 When approaching from the south, the LFTF would be the first part of the site visible to road users. It is anticipated that the majority of views of this structure will be screened by existing vegetation to the south of the site, and the applicant has proposed additional planting along the southern boundary to further mitigate its visual impact on views from the south.
- 9.29 As road users pass the site, the southern and western elevations of the LFTF would come into view. Given the required size for the LFTF and the gold finish of the external paneling, it will likely appear as the dominant architectural feature within the site, although the views of road users will be transient in nature.
- 9.30 In order to break up the visual mass of the structure, three different textures of gold paneling are proposed around the external balcony areas of the LFTF. It is thought that these panels, organised in a random layout, would add a texture and degree of visual interest to the building. The paneling would also assist in restricting views of the external walkways, which would be used by fire fighters wearing 'gold suits' as part of their training. Likewise, the paneling would restrict users of the facility overlooking onto the road or into neighbouring properties. The panels would therefore serve a dual purpose in both enhancing the design interest of the structure and increasing road safety.
- 9.31 When considering the built setting and context, it should be noted that the maximum height of the main building (two storey), cold fire training building (four storey) LLFT (four storey) would be less than and comparable to those of the Highwood Mill Retirement apartments to the north east of the application site; the closest of which stand five storeys tall. The two taller structures proposed are located in positions that remain functional for their intended use, whilst being situated away from the other surrounding development. The proposed buildings can there be considered to be of a

suitable scale for their location.

- 9.32 The proposed Fire Station and associated facilities have the potential for impact upon the surrounding landscape and the visual amenity of surrounding residents and visitors. However, given the setting of the facility adjacent to residential buildings of a comparable scale and that the mitigative measures proposed, will provide screening of the site, it is not considered it would have an unacceptable impact on the visual amenity of the surrounding area or the wider landscape.
- 9.33 Other features proposed would be small in scale, with limited impact beyond the site. A condition is proposed requiring that details of any lighting to be installed are submitted for approval by the County Council prior to commencement.
- 9.34 A PROW (1634) runs north-south 170m to the west of the site, beyond the A24. Given the distance, the separation provided by the A24 and the presence of structures of a similar scale at Highwood Mill, it is not anticipated that the proposed facility would appear unduly prominent or visually intrusive when viewed from this direction or when observed within the context of the wider landscape.
- 9.35 The PROW to the north of the site (1633) runs through the Highwood Estate. Given the context of its setting, it is not considered that the proposed facility would appear out of context when observed from within the surrounding built landscape as a result of its complementary material finishes and location within a plot with a comparatively reduced elevation.
- 9.36 The proposed facility can therefore be considered to meet the design principles outlined within the HDPF with regard to its visual impact upon the surrounding landscape and visual receptors.

### ***Highway Capacity and Road Safety***

- 9.37 Vehicle movements to and from the site would be via The Boulevard at Highwood Mill retirement village and the connection point onto the A24 south bound slip road. The potential for the proposal to be detrimental to traffic and safety has been referred to in a number of public representations.
- 9.38 Fire tenders and other vehicle movements would use the northern access into and out of the site, but only fire tenders (including those with aerial ladder platforms) would leave and enter the site from the A24 slip road access. It is envisaged that vehicles leaving the Fire Station in the event of an emergency could use either access, with northbound vehicles likely to use the northern access. The proposed layout accordingly includes the provision of wig-wags (warning traffic lights) and high friction road surfacing, on public highway adjacent to both accesses, to indicate the need for drivers stop for blue light vehicles, should the need arise.
- 9.39 Outline planning permission DC/09/2138 was approved with the layout of the development designed to incorporate a fire station, and as such adequate road width, alignment and sight lines to cater for the proposed use have been accommodated. At that time, up to 90 two-way vehicle movements during peak hours were anticipated to be generated by the Fire Station. However,

this did not include the use of the site as a training centre.

- 9.40 The Transport Assessment (TA) submitted with the application states that it is expected that a total of 56 people could be on-site at any one time. This could result in up to 56 trips to and from the site during peak periods if all staff and visitors were using single occupancy vehicles. It is anticipated that not all users of the site will drive, and those that do, may car share. The applicant has confirmed that all full-time recruits to the site will arrive via minibus.
- 9.41 The submitted TA identifies that this volume of traffic generation is significantly less than those anticipated within the peak-time two-way movements as suggested within TA at the outline stage, and that the potential capacity impact has already been previously accepted in principle in approving the outline planning permission.
- 9.42 Further, the WSCC Highways have raised no concerns regarding the proposed vehicle movements to and from the site. Although it is identified that vehicles may have difficulty exiting the Highwood Estate onto the interchange during peak times, appropriate mitigation is also proposed. This includes the provision for sustainable transport methods including cycling and walking. The applicant has also identified the proximity of the site to the future bus route that will operate through the Highwood Estate, 250m north of the application site.
- 9.43 The design of the facility also incorporates 54 parking spaces, 10% of which would be electric vehicle charging points.
- 9.44 Although the access onto the A24 southbound slip road is a departure from normal highways standards, it is considered by WSCC Highways to be acceptable in principle, subject to the inclusion of the provision of the wig-wags and high friction road surfacing. A condition is proposed to ensure their provision before the site becomes operational.
- 9.45 The road serving the northern access to the site would be adopted by WSCC Highways via a Section 38 agreement, and double yellow lines would be introduced along the southern kerb to prevent parking along this access.
- 9.46 Overall, the development would not result in an unacceptable impact on highway safety or that the residual cumulative impacts on the road network would be unacceptable. The development can therefore be considered to be in accord with paragraph 109 of the NPPF and to be acceptable in terms of its impact on the highway network.

### ***Residential Amenity***

- 9.47 The application site is located adjacent to a residential area to the north and east, with further development currently taking place to the south. It therefore has the potential to impact on residential amenity, particularly in terms of air quality and noise, which, as detailed above, have been referred to in the third-party representations that have been received.
- 9.48 The north-eastern boundary of the application site is, at its closest, approximately 15m from the residential properties at the Highwood Mill, with

other properties to the east located 32m away. The prevailing wind is from the south-west, so the properties most likely to be affected by impacts on air quality and noise are those within the Highwood Mill retirement village to the north east and the detached properties to the east.

- 9.49 Concerns relating to the proposed lighting and loss of privacy as a result of the proposal have also been raised by third party representatives.

#### *Air Quality*

- 9.50 As detailed above there have been third-party representations expressing concern about the impact on air quality and in particular the potential for the release of harmful particulates to air from diesel and petrol engines and fumes, and dust and particulates from training activities.
- 9.51 An Air Quality Assessment (AQA) has been submitted with the application which concludes that no part of the facility, or the facility as a whole, would result in an unacceptable level of emissions into the atmosphere. Additional comments on the Air Quality Cost Assessment are anticipated from Horsham District Council's Environmental Health Officer (EHO) (in accordance with the adopted Air Quality and Emissions Mitigation Guidance for Sussex (2020)), but it is not anticipated that this will alter their recommendation.
- 9.52 The development gives rise to concerns about the impacts on air quality because, whilst the design of the Highwood Estate took into account the use of the site as a fire station, this did not include a training facility.
- 9.53 There are two main identified sources of emissions; those from vehicle movements and those from training apparatus.
- 9.54 Whilst the level and type of vehicle movements is not directly addressed within the submitted AQA, the anticipated volume and type of vehicles accessing the site as proposed would not result in a significant increase in vehicle emissions beyond that anticipated at the outline stage. Furthermore, the use of sustainable transport will be encouraged to reduce vehicle related emissions. Therefore, it is unlikely that vehicle movements would contribute to a significant impact on public health as result of emissions.
- 9.55 Turning to emissions from training apparatus, the primary consideration is whether this has the potential to release particulates into the atmosphere. This has been assessed as part of the AQA as submitted with the application.
- 9.56 The proposed training facilities are identified in the assessment as a health concern, primarily as a result of emissions from the LFFT and the CFTT. Public representations have also voiced concern regarding the particulates generated from training activities within the drill yard, including dust generation from training exercises and the cutting of cars.
- 9.57 The CFTT would use vaporised water to simulate smoke. Therefore, any airborne emissions from this structure would be water-based. As such, it would not result in any harmful pollutants being emitted into the atmosphere. The EHO agrees with this assessment.
- 9.58 The LFTF would simulate a live fire environment through the combustion of

Orientated Strand Board (OSB), ply-board sheets, wooden pallets, hay or straw. It is envisaged that this facility will be in operation no more than 109 training days per year, and could host 8 sessions per day; however, it is anticipated that four sessions per day would normally take place.

- 9.59 The smoke generated from the fuel would be treated via an internal thermal oxidiser and exhausted from the two chimneys at the top of the training facility. The treatment process involves the heating of the smoke with natural gas and air to temperatures in excess of 850 degrees Celsius. This process removes odour from the smoke and would 'burn off' all combustible gases and particles to generate waste nitrogen oxides.
- 9.60 Negative pressure systems would be used to retain any fugitive smoke within the building. The height of the chimney stacks would also assist in dispersing any emissions from the LFTF into the atmosphere.
- 9.61 The AQA accordingly concludes that the overall impact the facility will have on air quality would be negligible, and that the overall impact 'not significant'. The EHO also agrees that with this assessment.
- 9.62 With regard to particulate emissions from training exercise on the ground, the dust generated from footfall would not be a hazard to public health.
- 9.63 The third-party representations have raised concerns that particulates may be generated from vehicle cutting exercises. It is understood that contemporary methods of vehicle disassembly involve hydraulic tools as opposed to sawing methods, and so the projection of fine particulates at high speed is not anticipated. Regardless, all exercises would be contained within the site, which benefits from a 3m tall acoustic fence and planting along the eastern and northern site boundaries. These obstacles would help minimise dust and particulate released from the site, should any be generated.
- 9.64 Accordingly, the EHO has advised that the development is not likely to result in significant emission of pollutants or particulates into the local environment that would have a material impact upon the health of nearby receptors.
- 9.65 In response to the EHO's request for electrical vehicle charging points, it should be noted that the proposal includes parking space provision with six spaces including charging points. Ensuring provision of these can be secured by condition.

#### *Noise*

- 9.66 The applicant has submitted a Noise Assessment with the application. The report identifies the primary sources of sound from site as including that relating to training activities, from fire engines, their pumps, hydraulic rescue equipment and vocal noise generated from instructors and trainees and also that from fixed plant.
- 9.67 Public representations have raised concerns about the level of noise generated from these sources, as well as that generated passively from plant and buildings within the site. Additional concerns include noise generated from fire appliances and their sirens as they leave the site.

- 9.68 The proposal includes measures to mitigate noise emissions from the site including the use of an acoustic fence along the eastern and northern boundaries of the drill yard, and the introduction of planting and landscaped areas along the eastern and northern boundaries.
- 9.69 The Noise Assessment sets out the results on the noise monitoring undertaken to establish background noise levels at the adjacent Highwood Mill retirement village and the dwellings to the north and east of the application site. The survey recorded average levels of 52dBA during the daytime across each of these receptors. These levels increased by 4dBA during the weekend as a result of increased activity on the A24.
- 9.70 The report identifies that, with the introduction of the sound mitigation measures, the operation of the facility during a typical training day, including the passive noise generated from infrastructure within the site, would result in average noise levels up to 51dBA close to the retirement village and 50dBA close to the residential properties to the east and south east. West Sussex Fire and Rescue Service has advised that a typical training day includes the use of road traffic collision equipment, breathing apparatus, appliance training, drills and the use of the live fire building and cold fire training tower. Predominately, training will be undertaken within standard working hours, however, recruits and existing staff need training in all conditions, including after daylight hours. In addition, because significant the majority of front-line firefighters comprises retained staff, training has by necessity to be undertaken outside normal working hours.
- 9.71 It may appear to be unusual that noise levels would fall as a result of the development, even when training activities being underway, but this is attributed to the construction of the new Fire Station and Training Facility being located on land between the adjacent receptors and the A24. The development is therefore anticipated to result in a drop in background noise levels.
- 9.72 The report identifies that noise levels from training activities including the noise from fire engines, their pumps, hydraulic rescue equipment and vocal noise generated from instructors and trainees is not likely to exceed background noise levels at the nearest noise sensitive receptors, and that the acoustic fencing to be provided along the eastern and northern boundaries of the drill yard would be effective in safeguarding the residential amenity of the neighbouring properties when training is being undertaken. Details to secure these attenuation measures, specifically with regard to the acoustic fencing, have been recommended by the EHO, and are included in the list of recommended conditions.
- 9.73 It should be noted the noise from training activities in particular has been raised by objectors to the application and there is a concern about training activities extending into the evening and night-time. The EHO has similarly expressed concern about noise disturbance from evening and night-time training activities and that this may require some mitigation. This presents some difficulty in that West Sussex Fire and Rescue Service need to retain the ability to undertake training without interfering with operational activities in dealing with emergencies as and when these occur and the availability of firefighters, a significant proportion of whom, as detailed above, are retained

staff.

- 9.74 West Sussex Fire and Rescue Service has advised that noisier training operations (such as vehicle cutting etc.) will be restricted to daytime hours as far as possible and that in order to minimise the noise impact of the development on residential amenity and the local area after 6.00pm, a condition is proposed to limit the operations of external training exercises to 10.00pm. It has also confirmed that, the use of sirens on emergency vehicles will, as a general rule, not be used in close proximity to site.
- 9.75 It is the case that there is a balance to dealing with this issue, with, on the one hand a degree of flexibility required by West Sussex Fire and Rescue Service in order to fit in with the operational requirements of an emergency service, and on the other protection of the amenity of the occupiers of the neighbouring residential properties. This is quite a difficult balance to deal with through conditions, without either placing undue restrictions on West Sussex Fire and Rescue Service or allowing a level of activities that would cause undue disturbance to local residents. It is therefore proposed to include a condition allowing external training activities to continue up to 10.00pm but also requiring the submission of a noise management plan which must detail how noise from such activities will be managed so as not to cause undue disturbance to neighbours. West Sussex Fire and Rescue have advised that, as a general rule, training would cease by no later than 9.30pm but may occasionally over-run or extend beyond this. This plan must include details of how noise from training activities will be minimised and managed, how complaints will be handled and include provision for review. The expectation is that late night training would be kept to minimum, whilst not completely ruling out the need for training activities to occasionally extend into the late evening.
- 9.76 The Noise Assessment additionally identifies that there would be noise emissions from the mechanical and electrical plant to be included in the new buildings. This also has the potential to cause noise disturbance to neighbouring residential occupiers, although this can be controlled through effective noise mitigation by way of acoustic insulation or attenuation. Whilst it is anticipated that the plant would not give rise to an unacceptable level of noise, the assessment states that the plant specification for the LFTF is not yet known, and accordingly makes the assumption that sound power level (i.e. the level of noise emissions) would not exceed 70dB at source. The assessment recommends and assumes that plant will, if required, be fitted with an appropriate level of acoustic insulation. On the assumption that this is the case it confirms that the operational plant would not give rise to an unacceptable impact on the residential amenity with noise levels of the nearest noise sensitive receptors that would be no higher than or below background levels.
- 9.77 As set out above the HDC EHO has recommended a condition to secure an acoustic impact assessment prior to the operation of any internally and externally located plant on site to ensure the rating level of noise emitted from the proposed building services plant is 5 dBA less than background. However, such condition would not comply with the six tests required by the PPG on Use of Planning Conditions, as it would not be reasonable to impose a condition requiring a further assessment to demonstrate that installed plant

would not exceed to the noise limit set in the condition prior to its coming into use. Instead, a variation of such a condition would be acceptable requiring that the details of the plant and acoustic attenuation are submitted for approval, and that the cumulative noise emissions from the plant when operational alongside training activities do not exceed the noise limit set in the condition and that a verification report must be submitted to demonstrate that this is the case. The requested details should be submitted to demonstrate compliance with BS4142:2014 – Methods for rating and assessing industrial and commercial sound.

- 9.78 It should also be noted that to require noise emissions not to exceed a level of 5 dBA less than background could not be justified as this is effectively requiring noise levels to be lower than the existing noise levels. However, it would not be unreasonable to require mitigation to the extent that noise levels are reduced to a level no observed adverse effect (what is termed NOEAL), i.e. to background noise levels, and accordingly is proposed the limited is set out background. The EHO has confirmed that this is acceptable.
- 9.79 Although concerns have been raised about potential impacts during the construction period, they would be temporary and it is considered these can be addressed through the imposition of conditions restricting the hours of construction.
- 9.80 It is not considered that the increase in vehicle movements would result in a significant impact on either air quality or noise for residential properties, particularly as traffic would be routed south to avoid the main residential areas.
- 9.81 Therefore, it is concluded that while the site would emit both noise and particulates to air, all levels of emissions the site can with, the implementation of the conditions proposed, operate with without giving rise to any unacceptable impacts on residential amenity as a result of emissions to air and noise.

### ***Impact on local environment***

- 9.82 As the site area exceeds 1ha, a Flood Risk Assessment (FRA) has been submitted as part of the application. This assessment concludes that the proposal would not increase flood risk at the site or to neighbouring properties. Following the submission of additional information (attenuation tank volume calculations), the WSCC Drainage Officer has advised that the findings of the FRA are acceptable. A Drainage Verification Report will be required for submission and approval by the Local Planning Authority prior to the occupation of the facility.
- 9.83 Protected species have been recorded at the site; namely Great Crested Newts. Habitat surveys have since been undertaken and submitted as part of this application. The proposal includes the provision of two ponds within the north eastern and south eastern parts of the site; the latter of which was granted permission as part of the discharge of conditions for the wider ecology landscaping as per Condition 13 of DC/09/2138 (LPA ref: DISC/20/0038, approved March 2020). The provision of additional planting would also further mitigate any impact upon protected species.

- 9.84 The WSCC Ecology Officer has confirmed that the proposed development would not result in an unacceptable impact upon the ecology of the site and surrounding area.
- 9.85 The proposal includes the removal of two trees from the site in order to accommodate for the development. An arboricultural Assessment was submitted as part of the application, which categorises these trees a Category U (trees of low quality, with a useful remaining amenity value of less than ten years). The WSCC Tree Officer has raised no objection to the proposed works, subject to a suitably worded condition being attached to secure a detailed landscaping scheme prior to occupation. This should also satisfy comments raised by the HDC Landscape Officer in securing a management and maintenance plan and include provision of hedgerow planting along fencing where possible.
- 9.86 Given the sensitive nature of the site in relation to surrounding residential areas and the need for a development to demonstrate a net-gain in ecology, the a condition to secure the details of hard and soft landscaping, including planting and boundary treatment, prior to the occupation of the development is attached subject to approval.
- 9.87 Therefore, subject to the conditions proposed, the proposed development would not result in an unacceptable level of harm to the existing ecology at the site or surrounding area.

## 10 **Overall Conclusion and Recommendation**

- 10.1 The proposal is for the development Fire Station and Training Facility on land to the west of the Highwood Estate; the principle of which was established by the Masterplan and the outline planning permission (Ref. DC/09/2138). Both the need for the development and the location accord with planning policy.
- 10.2 The new buildings have been designed to tie in with the architectural characteristics of the adjacent Highwood Estate. Although the largest building on the site, the LFTF, would appear visually distinctive when viewed from the A24 to the west, it is intended to be consistent with and reinforce the existing local character of the area. Further, additional landscaping around the site, namely to the north and eastern boundaries, would help assimilate the site into the surrounding residential environment.
- 10.3 The applicant has demonstrated that the proposed use of the site would not result in an unacceptable level of harm to the amenities of surrounding residents by way of noise or other emissions, and that the proposed facility would not result in an intensification to the local road network beyond that originally envisioned within the outline approval.
- 10.4 The proposal has the potential to give rise to some negative impact upon the amenity of residents during training exercises and call-outs, in particular those in close proximity to the site. However, these impacts would largely be mitigated by way of securing a detailed and thorough landscaping scheme and through the controlling of hours of use of the site for mandatory training exercises.

- 10.5 Given the identified need for the facility, the suitability of the site in relation to the road network, and the acceptability of the site in principle, it is considered that, on balance and subject to conditions, the development is acceptable.
- 10.6 In considering the application, the County Council has, through consultation with the appropriate statutory bodies and having regard to the Development Plan and all other material considerations, considered the objectives of protection of human health and the environment and self-sufficiency and proximity as required by Article 18 of the Waste (England and Wales) Regulations 2011.
- 10.7 It is **recommended**, therefore, that planning permission be granted subject to the conditions and informatives set out in Appendix 1.

## **Factors Taken Into Account**

### **11 Consultations**

- 11.1 See Sections 7 and 8.

### **12 Resource implications and value for money**

- 12.1 Not applicable.

### **13 Equality and Human Rights Assessment**

- 13.1 The County Council has a duty to have regard to the impact of any proposal on those people with characteristics protected by the Equality Act. Officers considered the information provided by the applicant, together with the responses from consultees and other parties, and determined that the proposal would have no material impact on individuals or identifiable groups with protected characteristics. Accordingly, no changes to the proposal were required to make it acceptable in this regard.
- 13.2 The Human Rights Act requires the County Council to take into account the rights of the public under the European Convention on Human Rights and prevents the County Council from acting in a manner which is incompatible with those rights. Article 8 of the Convention provides that there shall be respect for an individual's private life and home save for that interference which is in accordance with the law and necessary in a democratic society in the interests of (inter alia) public safety and the economic wellbeing of the country. Article 1 of protocol 1 provides that an individual's peaceful enjoyment of their property shall not be interfered with save as is necessary in the public interest.
- 13.3 For an interference with these rights to be justifiable the interference (and the means employed) needs to be proportionate to the aims sought to be realised. The main body of this report identifies the extent to which there is any identifiable interference with these rights. The Planning Considerations identified are also relevant in deciding whether any interference is proportionate. Case law has been decided which indicates that certain development does interfere with an individual's rights under Human Rights legislation. This application has been considered in the light of statute and case law and the interference is not considered to be disproportionate.

13.4 The Committee should also be aware of Article 6, the focus of which (for the purpose of this committee) is the determination of an individual's civil rights and obligations. Article 6 provides that in the determination of these rights, an individual is entitled to a fair and public hearing within a reasonable time by an independent and impartial tribunal. Article 6 has been subject to a great deal of case law. It has been decided that for planning matters the decision-making process as a whole, which includes the right of review by the High Court, complied with Article 6.

#### **14. Risk Management Implications**

14.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 provides that the determination of planning applications must be made in accordance with the policies of the development plan unless material considerations indicate otherwise. If this is not done, any decision could be susceptible to an application for Judicial Review.

#### **15. Crime and Disorder Reduction Assessment**

15.1 There are no implications.

#### **16. Social Value and Sustainability Assessment**

16.1 Not applicable.

### **Michael Elkington**

Head of Planning Services

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### **Appendices**

Appendix 1 – Conditions

Appendix 2 – Site Location Plan and Application Site

Appendix 3 – Existing Site

Appendix 4 – Elevation Plans

- a) Main Building
- b) LFTF (Live Fire Training Facility)
- c) BA (Breathing Apparatus) Facility
- d) CSTT (Cold Smoke Training Tower)
- e) Garages
- f) Ancillary Structures

Appendix 5 – Highway Site Layout

Appendix 6 – Landscaping Plan

### **Background papers**

See Section 6.

## **Appendix 1: Conditions and Informatives**

### **GENERAL CONDITIONS**

#### **Commencement**

1. The development hereby permitted shall be begun 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*

#### **Approved Plans**

2. The development shall not take place other than in accordance with the approved plans:
  - Air Quality Assessment (Received October 2020)
  - Arboricultural Impact Assessment and Method Statement (Received October 2020)
  - Ecological Mitigation Strategy (Received October 2020)
  - Ecological Survey: Great Crested Newts (Received January 2021)
  - Ecological Survey: Reptile Survey Report (Received January 2021)
  - Elevations Plan: Live Fire Training Facility (Ref. HBC-HNW-FT-ZZ-DR-A-2301. Rev. P9. Received December 2020)
  - Elevations Plan: Fire Station and Training Centre (Ref. HBC-HNW-FS-ZZ-DR-A-2310. Received October 2020)
  - Elevations Plan: Cold Fire Training Tower (Ref. HBC-HNW-TT-ZZ-DR-A-2200. Rev. P6. Received October 2020)
  - Elevations/Sections Plan: Garages (Ref. HBC-HNW-GS-ZZ-DR-A-2200. Rev. P7. Received October 2020)
  - Elevations/Plans: Site Buildings (Ref. HBC-HNW-XX-ZZ-DR-A-3275. Rev. P5. And Ref. HBC-HNW-XX-ZZ-DR-A-3276. Rev. P5. Received October 2020)
  - Energy Strategy (Received October 2020)
  - Existing Site Plan (Received October 2020)
  - External Lighting Report (Received October 2020)
  - Floor Plan: Fire Station and Training Centre (Ref. HBC-HNW-FS-ZZ-DR-A-2200. Received October 2020)
  - Floor Plans: Live Fire Training Facility (Ref. HBC-HNW-FT-ZZ-DR-A-2200. Rev. P8. Received December 2020)
  - Highways Technical Note (Received December 2020)
  - Landscape Proposal (Ref. HBC-TFC-XX-XX-DR-L-1001. Received January 2020)
  - Landscape and Visual Impact Assessment (Received October 2020)
  - Noise Assessment (Received October 2020)

- Proposed Ground Floor Plan (Ref. 18038-HNW-SH-ZZ-DR-A-2200. Received 25<sup>th</sup> of February 2019)
- Proposed Site Layout- Highways (Ref. 19-233/001. Rev. H. Received December 2020)
- Planning Statement (Received October 2020)
- Stage 1 Road Safety Audit (Received October 2020)
- Site Investigation and Risk Assessment Report (Received October 2020)
- Site Investigation Desk Study (Plans 1-5, received October 2020)
- Site Location Plan (Ref. HBC-HNW-ZZ-ZZ-DR-A-1110. Rev. P5. Received October 2020)
- Supporting Statement: Savills update and Amendment Letter (Received December 2020)
- Transport Assessment (1-6, Received October 2020)

and supporting information, save as varied by the conditions hereafter.

*Reason: to secure a satisfactory development.*

### **Schedule of Approved Materials**

3. The proposed development shall be constructed in accordance with the external materials proposed within the approved Planning Statement and Elevation Plans.

*Reason: To ensure a satisfactory development*

### **Ecological Mitigation Strategy**

4. The approved Ecological Mitigation Strategy shall be implemented in full, in conjunction with, and in accordance with the timescale for implementation of the approved hard and soft landscaping scheme set out in Condition No. 10, i.e. with all planting carried out and completed by the end of the first planting season (November – March) following the commencement of the development. Habitat maintenance and management shall be conducted for a period of five years following the completion of the proposed development.

*Reason: To safeguard and enhance the amenity and character of the area, to provide ecological, environmental and biodiversity benefits and maximise the quality of open space within the development and to enhance its setting within the immediate locality.*

## **PRIOR TO THE COMMENCEMENT OF DEVELOPMENT**

### **Construction and Environmental Management Plan (CEMP)**

5. The development hereby approved shall not commence until a Construction and Environmental Management Plan (CEMP) has been submitted to and

approved in writing by the local planning authority. The CEMP shall include details of the following relevant measures:

1. An introduction consisting of construction phase environmental management plan, definitions and abbreviations and project description and location;
2. A description of management responsibilities including complaint recording and management;
3. A description of the construction programme which identifies activities likely to cause high levels of noise or dust;
4. Site working hours and a named person for residents to contact;
5. Detailed Site logistics arrangements;
6. Details regarding parking, deliveries, and storage;
7. Details regarding dust and noise mitigation measures to be deployed including identification of sensitive receptors together with arrangements for ongoing continuous monitoring of construction noise impacts against suitable noise targets in accordance with BS5228 Code of Practice for Noise and Vibration control and provision of monitoring results to the Local Planning Authority;
8. Details of hours of work, site delivery hours and other measures to mitigate the impact of construction on the amenity of the area and safety of the highway network; and
9. Communication procedures with the LBL and local community regarding key construction issues – newsletters, fliers etc.

The construction shall thereafter be carried out in accordance with the details and measures approved in the CEMP for the related phase.

*Reason: As this matter is fundamental in order to consider the potential impacts on the amenity of nearby occupiers during construction and in accordance with Policy 33 of the Horsham District Planning Framework (2015).*

### **Construction Management Plan**

6. No development shall take place, including any works of demolition, until a Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority. Thereafter the approved Plan shall be implemented and adhered to throughout the entire construction period. The Plan shall provide details as appropriate but not necessarily be restricted to the following matters,
  1. the anticipated number, frequency and types of vehicles used during construction,
  2. the method of access and routing of vehicles during construction,
  3. the parking of vehicles by site operatives and visitors,
  4. the loading and unloading of plant, materials and waste,
  5. the storage of plant and materials used in construction of the development,

6. the erection and maintenance of security hoarding,
7. the provision of wheel washing facilities and other works required to mitigate the impact of construction upon the public highway (including the provision of temporary Traffic Regulation Orders),
8. details of public engagement both prior to and during construction works.

*Reason: In the interests of highway safety and the amenities of the area.*

### **Fencing Scheme**

7. Prior to the commencement of development, details of fencing around the application site, including acoustic fencing, shall be submitted in writing to the County Planning Authority for approval. The approved details shall thereafter be implemented in full and the fencing maintained for the duration of the operations hereby approved.

*Reason: To minimise the visual intrusion of the development into the surrounding countryside, and to provide noise mitigation to protect the living conditions of local residents.*

### **PRIOR TO OCCUPATION/USE OF SITE**

#### **Phasing of Development**

8. The development hereby approved shall not come into use until the alterations to the public highway, including the installation of the warning traffic lights, high friction road surfacing and road markings, as shown in principle on Proposed Site Layout- Access Plan, Ref. 19-233/001. Rev. H (Received December 2020), have been installed and are fully operational. They shall thereafter be maintained in a fully operational condition.

*Reason: To ensure alterations to the public highway are satisfactory before any use commences.*

#### **Surface Water Drainage Details**

9. No building is to be occupied until a Verification Report pertaining to the surface water drainage system, completed by a Chartered Engineer, has been submitted to the County Planning Authority which demonstrates the suitable operation of the drainage system such that flood risk is appropriately managed, as approved by the Lead Local Flood Authority. The Report shall contain information and evidence (including photographs) of earthworks; details and locations of inlets, outlets and control structures; extent of planting; details of materials utilised in construction including subsoil, topsoil, aggregate and membrane liners; full as built drawings; and topographical survey of 'as constructed' features

*Reason: To ensure that the development does not result in an increase in flooding off site.*

#### **Landscaping Scheme**

10. No part of the development hereby approved shall be occupied until a

detailed hard and soft landscaping scheme has been submitted to, and approved in advance in writing by, the County Planning Authority. Details shall include:

1. A scaled plan showing all existing vegetation and landscape features to be retained and trees and plants to be planted;
2. Location, type and materials to be used for hard landscaping, including specifications, where applicable for:
  - a) Permeable paving
  - b) Tree pit design
  - c) Underground modular systems
  - d) Sustainable urban drainage integration
  - e) Use within tree Root Protection Areas (RPAs)
3. A schedule detailing sizes and numbers / densities of all proposed trees / plants / seeding and any soil amelioration/improvement;
4. Specifications for operations associated with plant establishment and maintenance that are compliant with best practice;
5. Types and dimensions of all boundary treatments;
6. A written five-year maintenance programme.

The approved scheme shall be implemented in full with all planting carried out and completed by the end of the first planting season (November – March) following the commencement of the development. Any seeding which fails, plants which die, are removed or become seriously damaged or diseased within the first five years shall be replaced in the next planting season in accordance with the approved details.

*Reason: To safeguard and enhance the amenity and character of the area and maximise the quality of open space within the development and to enhance its setting within the immediate locality.*

### **Tree Protection**

11. There shall be no excavation or raising or lowering of levels within the prescribe Root Protection Area of retrained trees within and around the siteAll works within the Root Protection Area of any trees around the site must be conducted in accordance with BS5837:2012 (trees in relation to design, demolition and construction).

*Reason: To protect existing trees and shrubs in the interests of the visual amenity and landscape of the locality.*

### **Access**

12. The development hereby approved shall not come into use until such time as the vehicular accesses onto Highwood Mill and the A24 southbound slip road serving the development has been constructed in accordance with the details indicatively shown on the drawing titled Proposed Site Layout and numbered 19-233/001 Rev H.

*Reason: In the interests of road safety.*

### **Car Parking**

13. The development hereby approved shall not come into use until the car parking has been constructed in accordance with the approved site plan, including the provision of a minimum of three electric vehicle charging points. These spaces and the electric vehicle charging points shall thereafter be retained at all times for their designated purpose.

Reason: To provide car-parking space for the use.

### **Building Services and Plant Noise**

14. Prior to the installation of any building services plant or other fixed plant, details of all fixed internally and externally located plant and any associated built in acoustic attenuation has been submitted to and approved in writing by the local planning authority.

The installed fixed plant shall include attenuation measures to ensure the cumulative rating level (as defined in BS4142:2014) of noise emitted from the proposed building services plant shall not exceed background noise levels at any of the nearest noise sensitive receptors (R1-R5 In Figure 11 and Table 8 of the Fire Station & Training Centre Noise Assessment – Report Reference PC-19-0267-RP5-Rev C).

Prior to first operational use of the site a verification report shall be submitted to demonstrate that the rating level of noise emitted from the proposed building services plant does not exceed background noise levels at any of the nearest noise sensitive receptors.

*Reason: To safeguard the amenities of the site and surrounds in accordance with Policies 32 and 33 of the Horsham District Planning Framework (2015).*

### **Noise Management Plan**

15. Prior to the coming into operation of the site, a noise management plan shall be submitted to and approved in writing by the Local Planning Authority.

The noise management plan shall detail measures to be taken to ensure that external training activities on the site do not give rise to any undue disturbance to any neighbouring residential properties and shall including detail of the training to be undertaken, the hours of training, the measures proposed to minimize noise, details of a complaints procedure and how this will be handled, and provision for review of the strategy and further mitigation in the event of changes to the training to be undertaken or complaints received.

*Reason: To safeguard the amenities of the site and surrounds in accordance with Policies 32 and 33 of the Horsham District Planning Framework (2015).*

### **Exterior Lighting**

16. Prior to occupation a lighting scheme must be submitted for the approval of the Local Planning Authority in accordance with the Institute of Lighting Professional's Guidance notes for the reduction of obstructive light. The scheme must be designed by a suitably qualified person in accordance with the recommendations for environmental zone E2 in the ILP document "Guidance Notes for the Reduction of Obtrusive Light GN01:2020.

Before commencement of operation of the approved lighting scheme the applicant shall appoint a suitably qualified member of the institute of lighting professionals (ILP) to validate that the lighting scheme as installed conforms to the recommendations for environmental zone E2 in the ILP document "Guidance Notes for the Reduction of Obtrusive Light GN01:2020.

*Reason: To safeguard the amenities of the site and surrounds in accordance with Policies 32 and 33 of the Horsham District Planning Framework (2015).*

## **OPPEARIONAL CONDITIONS**

### **External Training Hours**

17. No external training shall take place after 22:00.

*Reason: To safeguard the amenities of neighboring properties in accordance with Policy 33 of the Horsham District Planning Framework (2015).*

## **INFORMATIVES**

- a) In accordance with paragraph 38 of the National Planning Policy Framework, the County Planning Authority has approached the determination of this application in a positive and creative way, and has worked proactively with the applicant by:

- Providing pre-application advice;
- Seeking amendments early on in the application process to see if a sustainable solution can be agreed;
- Discussing issues of concern as early as possible, including those raised by consultees and third parties;
- Giving them the opportunity to provide further information/changes to overcome material impacts; and
- Working with consultees

As a result, the County Planning Authority has been able to recommend the grant of planning permission for an acceptable proposal, in accordance with the presumption in favour of sustainable development.

- b) The granting of any planning permission does not in any way indemnify against statutory nuisance action being taken should substantiated complaints within the remit of the Environmental Protection Act 1990 be received. For further information please contact Arun District Council Environmental Health Department. The developer should at all time employ best practical means to minimise noise disturbance to nearby residents. All construction work practises should comply with B.S. 5228 1:2009 `Code of practice for noise and vibration control on construction and open sites'.

- c) With regard to condition 7, the applicant's attention is drawn to British Standards in relation to Trees:
- 1) BS3882:2015 Specification for topsoil;
  - 2) BS3936-1:1992 Nursery Stock – part 1: specification for trees and shrubs;
  - 3) BS3998:2010 Tree work – recommendations;
  - 4) BS4428:1989 Code of practice for general landscaping operations (excluding hard surfaces);
  - 5) BS4043:1989 recommendations for transplanting root-balled trees
  - 6) BS5837:2012 Trees in relation to demolition, design and construction – recommendations, and;
  - 7) BS7370-4:1993 Grounds maintenance part 4. Recommendations for maintenance of soft landscape (other than amenity turf).
- D) Should the applicant require connection to the public sewer, an application to Southern Water is required. The applicant's attention is drawn to: [developerservices.southernwater.co.uk](http://developerservices.southernwater.co.uk). New Connections Services Charging Arrangements documents are available via the following link: [southernwater.co.uk/developing-building/connection-charging-arrangements](http://southernwater.co.uk/developing-building/connection-charging-arrangements).