

East Area Planning Committee

11th May 2016

Application Number: 16/00002/CT3

Decision Due by: 31st March 2016

Proposal: Demolition of the existing sports pavilion. Erection of a new sports pavilion (amended plans)

Site Address: Pavilion Recreation Ground, Margaret Road (**site plan: appendix 1**)

Ward: Quarry And Risinghurst Ward

Agent: Mr Matthew Savory

Applicant: Oxford City Council

Recommendation:

The East Area Planning Committee are recommended to approve the application for following reasons

- 1 The proposed demolition of the existing pavilion and erection of a new sports pavilion would be acceptable in terms of impact on the public open space and the replacement of an existing community facility. The proposed development would represent an enhancement in terms of providing a more modern facility that would make more efficient use of the existing land. The proposed pavilion would be acceptable in terms of its design, impact on streetscene and the setting of the nearby conservation area. The access arrangements and improvements would be acceptable. The development therefore accords with all of the relevant planning policies, including Policy CP1, CP6, CP8, HE7, SR2 and SR5 of the Oxford Local Plan 2001-2016, Policy CS20, CS21 and CS18 of the Core Strategy (2011) and Policy HP14 of the Sites and Housing Plan (2013).

Conditions:

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Materials as specified
- 4 Access improvements_
- 5 Car parking improvements_
- 6 Drainage
- 7 Arboricultural Report
- 8 Cycle parking
- 9 Contaminated Land – Risk Assessment
- 10 No Occupation until Remediation

- 11 Unexpected Contaminated
- 12 Watching brief
- 13 Outdoor lighting
- 14 Biodiversity enhancements
- 15 Nesting birds

Main Local Plan Policies:

Oxford Local Plan 2001-2016

- CP6** - Efficient Use of Land & Density
- CP1** - Development Proposals
- CP8** - Design Development to Relate to its Context
- CP10** - Siting Development to Meet Functional Needs
- CP11** - Landscape Design
- CP13** - Accessibility
- CP19** - Nuisance
- CP20** - Lighting
- CP21** - Noise
- TR3** - Car Parking Standards
- TR4** - Pedestrian & Cycle Facilities

Core Strategy

- CS2_** - Previously developed and greenfield land
- CS21_** - Green spaces, leisure and sport
- CS10_** - Waste and recycling
- CS11_** - Flooding
- CS18_** - Urban design, town character, historic environment
- CS19_** - Community safety
- CS20_** - Cultural and community development

Sites and Housing Plan

- HP14_** - Privacy and Daylight

Other Material Considerations:

- National Planning Policy Framework
- Planning Practice Guidance
- Headington Quarry Conservation Area Appraisal

Relevant Site History:

None

Representations Received:

Some of the responses below were made in relation to the originally submitted plans. The plans were revised to remove car parking from the proposals and an additional two week consultation was carried out on the revised proposals.

1 Quarry Hollow (two comments), 51 Quarry High Street, 23 Binswood Avenue, 57 Quarry Road, 6 Quarry Hollow, 37 Chestnut Avenue, 23 Kiln Lane (2 x comments), 24 Ramsay Road, 72 Margaret Road, 8 Oxford Road, 14 Trinity Road, no address provided, no address provided, no address provided 64 Mark Road, objections:

- Amount of development on site
- Impact on existing community facilities
- Lack of viability of proposals
- Concerns about public safety (especially as the site is next to playground)
- Impact on highway and public safety
- Specific concerns about proposals for car parking close to playground
- Suggest that priority should be for non-car travel to pavilion and car parking would be contrary to this.
- Car parking may be used by commuters
- Impact on amenity
- More cycle parking required
- Concerns about future parking in area of plastic trafficable grid
- Poor design of building
- Poor layout of site
- Wooden bollards would be preferable to metal bollards
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St Leonards Road, 5 Larkfields, comments:

- Objections relating to car parking
- Loss of green space
- There is plentiful parking on-street
- Concerns that there would not be sufficient car parking proposed

68 Margaret Road, 34 Ramsay Road, Quarry Rovers Football Club, comments in support:

- Support for the scheme to improve community facilities
- Would like toilets to be made publicly accessible
- Support for some car parking in this location
- Concerns that not all consultation issues have been considered

A petition has also been submitted which raises concerns relating to the proposed car parking, that there is no need for car parking and a quality public space would have greater benefits. It is also stated that the proposed car park would not be safe this close to the playground or junction. The petition is signed by 94 residents.

Statutory Consultees:

Environment Agency: Drainage should be SUDs compliant

Natural England: No comments

CYCLOX: Objections (in relation to the originally submitted plans), relating to highway safety at the junction. Objections to the use of the pavement as a vehicle crossover into the car park. Suggest that scheme offered opportunity to provide enhancements for cyclists and pedestrians (including the old funeral path).

Friends of Quarry: (Made in relation to the originally submitted plans). Welcome the proposals to replace the pavilion and upgrade facilities. Concerns about the proposed car park entrance, recommend that there is no advantage with on-site parking provision. Concerns about the design of the proposed building.

Highways: No objections, the proposed use of the existing access and improvements would be acceptable. There would be no concerns about highway safety due to the low number of vehicles using the access.

Headington Action: In principle welcome the replacement of the existing pavilion. Concerns about loss of green space and introduction of car parking. Recommend that the toilets should be available for public use.

Site Description

1. Quarry pavilion is an existing single storey sports pavilion and store in the south-east corner of the Margaret Road recreation ground. The site is bordered by Margaret Road to the south, Quarry High Street to the east, a public footpath (or alley) to the north and the recreation ground to the west (with dwellings in Wharton Road beyond). The existing single storey building contains changing rooms, toilets, a clubroom and storage associated with the adjacent recreation ground. The existing building is constructed in pale bricks with a felt pitched roof and measures 18m in length by 10.5m in width. There is an area of tarmacked hardstanding in front of the building and an existing access onto Margaret Road (close to the corner with Quarry Road and Quarry High Street).
2. There are existing mature trees and hedges surrounding the site to the south and east. The most prominent tree on the site is the large maple adjacent to the access onto Margaret Road. To the north of the application site there are mature trees along the boundary with the footpath. There are low railings along the southern boundary of the site (adjacent to Margaret Road).
3. The boundary of the Headington Quarry Conservation Area runs along the northern and east edges of the application site. To clarify, though the application site is not within the Conservation Area the development could be considered to impact upon its setting and it has been considered in the Officer's assessment below.

Proposed Development

4. It is proposed to demolish the existing sports pavilion and erect a replacement sports pavilion approximately 7m to the north and 2m to the east of the existing pavilion. The proposed building would be 22.5m in length and 12.5m in width; which is larger than the existing building on the site. The proposed building would be 3m in height to the eaves and 4.5m in height to the ridge. Entrances to the building would be provided on the west and south side of the building, with windows proposed on the west and north elevations.
5. The existing building already benefits from an established road access onto Margaret Road and has the tarmacked area for outside, which is used by maintenance vehicles. It is proposed to remove the existing tarmac area and replace this with a plastic trafficable grid which would be grass seeded. Paved footways are proposed to be adjacent to the plastic grid and would serve as the pedestrian route through the site to the pavilion, children's play area and footpath

through the recreation ground.

6. The proposed building would be constructed from facing brickwork and cedar cladding sections. The proposed roof material would be constructed from aluminium.
7. A timber bin store and enclosure is also proposed to the east of the pavilion building.
8. The building is proposed to contain changing rooms, a club and community room, toilets and storage. The proposed uses therefore would be the same as the existing building and would not constitute a material change of use in planning terms.
9. The principle determining issues for the application are
 - Principle
 - Design
 - Impact on neighbours
 - Access/Parking
 - Flooding and Surface Water Drainage

Officer's Assessment:

Principle of Development

10. Officers consider that the proposals are acceptable in the context of an improvement to an existing community facility and the development is therefore supported by Policy CS20 of the Core Strategy (2011).
11. It should be noted that the proposals are for the replacement of an existing facility in this location and the development is therefore proposing the same types of uses and functions as the existing pavilion.

Design

Siting, Impact on Streetscene and Impact on Setting of Conservation Area

12. The proposed building would be slightly larger than the existing building but would be set back further from Margaret Road and closer to the landscaped areas of the site. The result would be that the building would be less prominent in the streetscape and would form a visually more appropriate development. The proposed building has been designed to ensure that it would have a low height which would reduce its overall bulk and ensure that it would not be an overbearing or obtrusive structure.
13. Officers recommend that the development would not have a detrimental impact on views into or the setting of the Conservation Area, particularly arising from the low profile of the building and its unobtrusive siting.

Materials

14. The proposed use of materials would incorporate both a contemporary pallet of roof materials with more traditional wall materials, including bricks which are a feature of the surrounding area. The proposed use of cedar cladding would soften the appearance of the building; this would be particularly acceptable given the context of the site's surroundings as a park.
15. Officers have included a condition in the recommendation that would require the use of the materials as specified in the application form and submitted plans; the exact type of materials used would be required to be submitted prior to commencement.

Trees and Landscaping

16. An arboricultural report has been submitted with the application. This includes the removal of an existing rowan tree which has been assessed as a tree having a low overall amenity value. Officers have recommended a condition that would require adherence with the arboricultural report, its findings and recommendations.

Impact on neighbours and Use of Building

17. The proposed development would be single storey and would not have a detrimental impact on the privacy of neighbouring dwellings. The proposed development, by virtue of its low profile roof, low overall height and distance from the boundary would not have a detrimental impact on light for the nearest neighbouring residential occupiers. The proposed building would be closer to No. 1 Quarry High Street, but Officers do not consider that the proposed development would adversely impact on the amenity of that dwelling.
18. The use of the proposed building would be a replacement of the existing building; although there would be an enhanced area for community use. The types of events that could take place would not be different from those already allowed within the context of the existing site.

Access/Parking

19. When the application was originally submitted it included details for an area of car parking in front of the proposed pavilion. There was significant opposition to these plans, including concerns relating to the access (which is close to the junctions of Margaret Road, Quarry High Street and Quarry Hollow). Officers sought amendments to the proposals to remove the car parking.
20. The proposed development now seeks to make use of the existing established access and proposes the removal of the tarmacked area in front of the pavilion to provide access for maintenance vehicles only. The existing gate at the access would be removed and new rising bollards are proposed in this location. Highways have commented on the revised proposals and have recommended that they would be acceptable in the context of being an existing access.

Highways have also commented on the acceptability of the existing access in the context of highway safety and suggest that the low number of vehicle movements (maintenance only) would mean that there would be no detrimental impact on safety at the junction.

21. The proposals would now provide a plastic grid surfaced parking area which would be seeded to grass so that vehicles could park in this area but it would form a more verdant approach to the pavilion. Officers recommend that this would be a visual improvement that would be more acceptable in design terms than the existing tarmacked area.
22. The revised plans include enhanced cycle parking provision for twenty-four cycles; these are proposed to be located close to the entrance to the building and would therefore be conveniently sited.
23. Officers have included conditions requiring the installation of the submitted scheme of access and car parking improvements (including the bollards and plastic grid system as specified).

Flooding and Surface Water Drainage

24. There are proposals to provide enhancements to surface water drainage on the site. These are detailed in the submitted plans. It should be noted that although there would be an increase in the amount of roofslope resulting from the larger building the proposals would also provide more permeable surfaces because of the loss of the tarmac area in the car park. Officers recommend that the proposals would meet the functional requirements of dealing with surface water drainage and would be SUDs compliance as required by Policy CS11 of the Core Strategy (2011).

Contaminated Land

25. Officers have included in the recommendation three specific conditions relating to contaminated land and ground conditions. This would require risk assessments of the existing site and remedial action where necessary.

Biodiversity

26. A biodiversity report has been submitted with the application, this details measures dealing with the construction of the development, a watching brief and enhancement measures. Appropriate conditions have been included in the recommendation to ensure that the measures would be carried out if planning permission is approved. An additional condition has also been included with the recommendation that would require the submission of any proposed external lighting to ensure that no unsuitable lighting is installed that could impact on bats in the locality.

Conclusion:

27. On the above basis, Officers recommend that the East Area Planning Committee

resolve to grant planning permission for the development subject to the conditions as included above.

Human Rights Act 1998

Officers have considered the Human Rights Act 1998 in reaching a recommendation to grant planning permission, subject to conditions. Officers have considered the potential interference with the rights of the owners/occupiers of surrounding properties under Article 8 and/or Article 1 of the First Protocol of the Act and consider that it is proportionate.

Officers have also considered the interference with the human rights of the applicant under Article 8 and/or Article 1 of the First Protocol caused by imposing conditions. Officers consider that the conditions are necessary to protect the rights and freedoms of others and to control the use of property in accordance with the general interest. The interference is therefore justifiable and proportionate.

Section 17 of the Crime and Disorder Act 1998

Officers have considered, with due regard, the likely effect of the proposal on the need to reduce crime and disorder as part of the determination of this application, in accordance with section 17 of the Crime and Disorder Act 1998. In reaching a recommendation to grant planning permission officers consider that the proposal will not undermine crime prevention or the promotion of community safety.

Background Papers:

16/00002/CT3

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Date: 3rd May 2016