

West Area Planning Committee

13th August 2013

Application Number: 13/01344/CT3

Decision Due by: 5th August 2013

Proposal: Erection of pavilion and clubroom

Site Address: Grandpont Nature Park, White House Road (**site plan: appendix 1**)

Ward: Hinksey Park

Agent: Mr Matthew Savoy

Applicant: Mr Phil Jones

Recommendation:

The West Area Planning Committee is recommended to APPROVE planning permission for the following reasons:

- 1 That the proposed sports pavilion would provide significant improvements to this existing open-air sport facility enabling the long term use of this open-air sports facility for the local community. The proposal would be sited in a manner that would not have a significant impact upon public views across the recreation ground, and would be of an appropriate size, scale, and design for its setting and to ensure that it does not have an adverse impact upon the amenities of surrounding properties. The proposal would not introduce any significant impacts in terms of highway safety, noise and disturbance for adjoining properties, trees, biodiversity, flood risk, or contaminated land. It would be consistent with the aims and objectives of the National Planning Policy Framework, and the relevant policies of the Oxford Core Strategy 2026 and Oxford Local Plan 2001-2016.
- 2 In considering the application, officers have had specific regard to the comments of third parties and statutory bodies in relation to the application. However officers consider that these comments have not raised any material considerations that would warrant refusal of the applications, and any harm identified could be successfully mitigated by appropriately worded conditions.
- 3 The Council considers that the proposal accords with the policies of the development plan as summarised below. It has taken into consideration all other material matters, including matters raised in response to consultation and publicity. Any material harm that the development would otherwise give rise to can be offset by the conditions imposed.

Conditions:

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Samples of materials
- 4 Sports Pavilion Management Plan
- 5 Details of Secure By Design Principles
- 6 Details of Cycle and Refuse Storage
- 7 Construction Traffic Management Plan
- 8 Landscape plan required including external lighting
- 9 Tree Protection Plan (TPP) 1
- 10 Arboricultural Method Statement (AMS) 1
- 11 Landscape hard surface design - tree roots
- 12 Landscape underground services - tree roots
- 13 Flood Risk Assessment recommendations carried out
- 14 Details of Sustainable Design Principles
- 15 Ecological Appraisal recommendations carried out
- 16 Sustainable Urban Drainage Scheme
- 17 Contaminated Land Risk Assessment

Main Local Plan Policies:**Oxford Local Plan 2001-2016**

- CP1** - Development Proposals
- CP6** - Efficient Use of Land & Density
- CP8** - Design Development to Relate to its Context
- CP9** - Creating Successful New Places
- CP10** - Siting Development to Meet Functional Needs
- CP11** - Landscape Design
- CP19** - Nuisance
- CP20** - Lighting
- CP21** - Noise
- TR3** - Car Parking Standards
- TR4** - Pedestrian & Cycle Facilities
- SR2** - Protection of Open Air Sports Facilities
- SR5** - Protection of Public Open Space
- NE15** - Loss of Trees and Hedgerows
- HE2** - Archaeology

Core Strategy

- CS11_** - Flooding
- CS13_** - Supporting access to new development
- CS18_** - Urban design, town character, historic environment
- CS19_** - Community safety
- CS21_** - Green spaces, leisure and sport

Other Material Considerations:

National Planning Policy Framework

Relevant Site History:

None

Representations Received:

13 Letters of comment have been received from the following addresses, whose comments can be summarised as follows:

- 18 Monmouth Road, 4 Baltic Wharf, 107, 220 Marlborough Road; 3 Bedford Street; 38 Campbell Road; 55 Five Mile Drive; 62 Southfield Road; 18 Ambleside Drive; 27 Stanley Road; 3 Edith Road; 13 Salter Close; 90 Courtland Road.

Support (12 letters)

- The pavilion has been needed by the community in Grandpont / South Hinksey for many years and will provide a much needed facility allowing properly supported sports to occur at the recreation ground.
- The football club that uses this recreation ground and would use the proposed pavilion provides excellent services to the local community.
- Hinksey Park Football Club has over 200 boys, and there are no toilets or changing facilities
- The club provides the opportunity to local children to enjoy football, get exercise and learn useful life skills
- The club has grown since it was established more than 10 years ago but for the number of members and competitive matches played, a facility that provides changing rooms, toilets, and refreshments is now essential.
- It will allow the club to become a chartered standard football association club
- The proposal is accessible and fits in with other facilities in the area
- The refurbishment of the current cricket pitch along with the hard surface basketball pitch to include a sports fence would also be welcomed

Objection (1 letters)

- Grandpont Nature Park is in the flood plan and part of it regularly floods
- Any building it not at risk, but will remove valuable flood storage space and thereby increase volume of water elsewhere.
- As a close neighbour living downstream, this could cause flood risk to my property
- There should be a blanket ban on building within the floodplain
- This area has been encroached upon a number of times. When the nursery school was proposed, we were told it would not set a precedent for further building and now we have a day centre, expanded school and adventure playground all with a cumulative impact on the area.

Statutory and Internal Consultees:

Environment Agency Thames Region

- No objection to the application as submitted subject to a number of conditions
- A preliminary risk assessment associated with land contamination. A site investigation scheme for a detailed risk assessment to all receptors that may be affected. The results of the site investigation and detailed risk assessment shall include a remediation strategy
- No occupation of each phase of the development until a verification report for the works in the remediation strategy have been completed
- A remediation strategy for any contamination not previously identified

Natural England:

- No objection
- The proposal is unlikely to affect any statutorily protected sites or landscapes or any European Protected Species
- The application may provide opportunities to enhance the character and local distinctiveness of the surrounding natural and built environment

Oxfordshire County Council Highways Authority:

- The Highway Authority has no objections to the proposal given the site's location adjacent to a residential area and close to a nursery and primary school subject to conditions.

Oxfordshire County Council Drainage Team:

- Development must use SuDs methods to drain the building.
- The drainage discharge from the pavilion to the ditch will be no greater than the green field runoff value and any additional flow should be stored and discharged at the set rate

Thames Valley Police

- No objection
- There are opportunities to design our crime and promote community safety in the design of the building.
- In order to achieve these, a condition is required to incorporate secure by design principles into the building.

Officers Assessment:

Site Location and Description:

1. The site is located on the western side of White House Road, and is bordered by the residential properties to the east, Grandpont Nursery School to the south, and the railway line to the west (**site plan: appendix 1**)
2. The site comprises the Grandpont Recreation Ground which is within Grandpont Nature Park. The recreation ground currently has hard-standing for basketball, fixed 5-a-side goals, a full sized football pitch with fixed goals (Autumn / Winter months) and a cricket pitch (Summer months). There are further cricket and football pitches on the opposite side of the railway line.

Proposal

3. The proposed development forms part of the Oxford City Councils Pavilion Modernisation Project and is seeking planning permission for the erection of a single-storey sports pavilion with clubroom for the recreation ground. The pavilion will include two 16 person changing rooms with WC's and showers; two official changing rooms with WC and shower; accessible WC; male & female WCs; external store; kitchen with server; plant room, community room with store.

4. The Oxford City Councils Pavilion Modernisation Project involves the investment of £2.7m over the next 3 years (supplemented by grant funding from sporting bodies such as Sport England and the Football Foundation making a total of £3.14m) to improve pavilions in the city's parks which provide central bases and facilities for many sports clubs in the city. The aim of the project is to provide outstanding facilities which meet modern day standards of the respective sporting bodies and to meet the Councils policies to encourage participation in sport.
5. Officers consider that the principle determining issues for this application are the principle of development; need for the sports pavilion; form and appearance; designing out crime; impact upon adjoining properties; highway matters; trees; flood risk; sustainability, biodiversity; contaminated land.

Principle of Development

6. The National Planning Policy Framework recognises that access to high quality open spaces and opportunities for sport and recreation can make an important contribution towards sustainable communities. It states that existing open space and playing fields should be built on unless the development is for alternative sports and recreation provision.
7. The existing recreation ground is designated within the Oxford Local Plan as a protected open-air sports facility whereby Policy SR2 of the Oxford Local Plan has a general presumption against any development proposal that would result in the loss of such a facility. This is supported by Policy CS21 of the Oxford Core Strategy 2026.
8. The Local Plan does recognise that the loss of such a space is acceptable where it will result in significant improvements to the existing outdoor sports facility, such as the provision of changing facilities. Therefore although the pavilion would remove some of the existing open space within the recreation ground, it would broadly accord with the aims of the NPPF and Policy SR2 of the Oxford Local Plan 2001-2016 and Policy CS21 of the Oxford Core Strategy.

Need for the Sports Pavilion

9. The existing recreation ground is used by Hinksey Park Football Club which has over 200 members within the local community. There are currently no changing facilities or toilets within the recreation ground and so teams currently using the pitches have to arrive in full kit ready to play and leave the same way. This restricts the usage of the pitches, and the extent to which this community club can expand and develop.
10. The proposed development is therefore seeking to provide a sports pavilion within the site which will not only provide changing facilities for players and officials which are fully compliant with current Sport England and football Foundation requirements, and toilet facilities for spectators, but will also provide social facilities for the players, officials and spectators involved with the club and the wider community. The design will encourage participation by all groups, particularly women, children and disabled through the provision of privacy

screens to the changing rooms, ensuite changing rooms, accessible unisex toilets, and changing rooms (including hinged shower seats). Hinksey Park FC will operate and maintain the building, and intend to make the club room available for community use as much as possible (i.e. mother and toddler sessions, children's parties, exercise groups, adult learning etc).

11. The design and access statement has identified a clear need for the provision of a pavilion within this recreation ground in order to provide basic facilities for the local community football club. It is also clear that the provision of a sports pavilion would encourage participation in other sports throughout the year, such as for cricket, as well as other community uses. As such it is considered that this would be a wholly appropriate development that would improve the existing open-air sports facility.

Form and Appearance

12. The Oxford Core Strategy 2026, through Policy CS18 encourages development to demonstrate high-quality urban design by responding to the site and its surroundings; creating a strong sense of place; contributing to an attractive public realm and providing high quality architecture. The Local Plan supports these aims through Policy CP1 which requires new development to enhance the overall quality of the environment, and CP8 which states that the siting, size, scale, and massing of development should be integrated with the built form and grain of the area in which it is sited.
13. The pavilion would be sited in the south-eastern corner of the recreation ground alongside the existing vehicular access from Whitehouse Road. This would be considered an appropriate location in terms of minimising the amount of open space lost as a result of the development. It would also enable the pavilion to be sited in such a manner that is as unobtrusive as possible when viewed from within the recreation ground, while also maintaining suitable views from the entrance to the site and wider public realm. The pavilion would be a modest single storey building with pitched roof which would be considered of an appropriate size and scale for the context of the site. The design would be relatively contemporary in appearance using bricks and cedar cladding for the external walls and an aluminium roof.
14. The proposed pavilion would be of an appropriate size, scale and design for its setting within the existing recreation ground, and would be sited in a manner that would make it as unobtrusive within the space as possible while also maintaining the integrity of the open space and also providing suitable access for users in accordance with the overall aims of Policy CS18 of the Oxford Core Strategy 2026, and Policies CP1 and CP8 of the Oxford Local Plan 2001-2016.

Designing out Crime

15. Policy CS19 of the Oxford Core Strategy 2026 makes clear that new developments are expected to promote safe and attractive environments which reduce the opportunity for crime and the fear of crime. It goes on to state that permission will only be granted for development that meets the principles of

'Secured By Design' including providing for well-designed public spaces and access routes which are well integrated with their surroundings and respond to the needs of the community, maximise natural surveillance; provide for appropriate lighting of public spaces and access routes.

16. The pavilion has been located in the south-eastern corner of the site alongside the existing vehicular access from Whitehorse Road. This location allows the building to be viewable from the public realm and therefore maximising natural surveillance to the building. It also means that the access route from the main thoroughfare to the building is as short as possible allowing for direct access and minimising the amount of external lighting required by the scheme.
17. The Thames Valley Policy have raised no objection to the proposal, but have recommended a condition be attached requiring the building to obtain 'Secure by Design' accreditation to ensure that the design makes takes up all available opportunities to design out crime and promote community safety. In order to achieve this, they have recommended a number of measures that could be undertaken. These include locating the cycle stands in a location that can be seen from the public realm, and in a position that cannot be used as a climbing aid, and the removal of the aluminium cladding panels beneath the windows as these could be a target for graffiti. The replacement of the aluminium and cedar louvres above doors is also recommended as they could be a weak point in the building encouraging easy access. The provision of an alarm on the building, and 'secure by design' doors should also be included. These alterations would all be relatively minor and would not significantly alter the appearance of the building from that submitted. These could be secure by condition.

Impact upon adjoining properties

18. Policy CP10 of the Local Plan requires development proposals to be sited in a manner which meets functional need, but also in a manner that safeguards the amenities of other properties. This is supported by Policy HS19 which states that development proposals should not increase the potential for overlooking into habitable rooms, noise intrusion, overbearing impact, or loss of sunlight or daylight.
19. The recreation ground lies on the outskirts of a residential suburb, with residential properties located on the eastern side of Whitehouse Road. The pavilion would be located some 65m away from the nearest residential property in Whitehouse Road and is separated from these properties by the mature boundary screening to the recreation ground and the public highway. The pavilion would not have an adverse impact upon the adjoining properties in terms of loss of light or privacy but the potential for noise intrusion does need to be examined. The recreation ground is obviously intended for outdoor sports and these occur currently with or without the pavilion. Therefore although the pavilion is intended to encourage greater participation in sports on the recreation ground, this would not have any impact in terms of noise intrusion over that which is already associated with the recreation ground. The site also lies adjacent to the Grandpont Nursery School, Day Centre, and also an Adventure Playground, all of which would all add to the noise generation in the area. The intention is for the community room to be

opened up for other community uses such as mother and toddler sessions, children's parties, exercise groups, adult learning etc. It is expected that these may happen at different times of the day and potentially evening. The community room has been sited to the western side of the building and so is further away from residential properties. As a result of the location of the pavilion, the range of uses within the area, and the building's proximity to the nearest residential properties, officers do not consider that the proposal would create any additional noise that would have a particularly adverse impacts upon the surrounding residential properties. In order to mitigate any potential impact, a condition could be attached requiring a management plan for the building to be submitted which details what types of uses will be allowed to operate in the building and the hours of use.

Highway Matters

20. The existing recreation ground is in a sustainable location within the Transport Central Area which is highly accessible in terms of walking, cycling and public transport. The county council car park to the north of the recreation ground currently provides parking for the recreation ground with limited hours parking available on street in Whitehouse Road.. The site has no vehicular access other than for maintenance vehicles and emergency vehicles.
21. A Transport Statement has been prepared which states that there would be no change to the existing parking arrangements as part of the proposal as there will be no change to how the pitches currently operate through the provision of the pavilion and so vehicular activity associated with this use will continue as it does currently. The only potential change in traffic conditions would be through the use of the club room, and this would generally be associated with evening and weekend use of the room.
22. The Local Highways Authority has raised no objections to the proposal in terms of traffic generation or highway safety. The site is in a sustainable location, and the manner in which users of the recreation ground would not be altered by the provision of the pavilion. The club room is small and therefore the use of this room for the wider community would not generate significant amounts of traffic and is likely to primarily serve the local community who are within walking distance. Therefore officers would share the view of the Local Highways Authority that the proposal would not give rise to a material increase in traffic generation. Notwithstanding this, the site is close to the nursery and primary school and a residential area and therefore a construction traffic management plan should be secured by condition to ensure there are no highway issues during the construction phase of the development.
23. The proposal will provide cycle parking adjacent to the pavilion. This should be secured by condition, to ensure that appropriate level of cycle parking is provided and that this is sheltered to protect the cycles from adverse weather conditions.

Trees

24. A Tree Survey has been included with the application. It is proposed to remove a cherry tree and an elm, which are either damaged or dead and as such there would be no objection to their removal. The proposed building will not have an adverse impact in arboricultural terms, although conditions should be attached to ensure that a tree protection plan and arboricultural method statement is provided prior to commencement of development along with a plan of all underground services.

Flood Risk

25. The site would be located within Flood Zone 2 according to the Environment Agency Maps which is considered an area of medium risk of flooding. A Flood Risk Assessment [FRA] has been submitted with the application which recognises that the pavilion would be considered a 'less vulnerable' use with respect to flooding. The assessment states that in order to mitigate flood risk the finished floor levels of the development should be set at 300mm above the 1 in 100 year plus 20% climate change level, and it is of a size that would not give rise to significant levels of surface water.

26. The Environment Agency has not raised any objection to the proposal, subject to conditions requiring details of flood resilience and proofing measures; a preliminary contaminated land risk assessment, and associated remedial works identified within the assessment; and a sustainable urban drainage scheme to be developed to deal with surface water drainage.

Sustainability

27. The design and access statement states that the proposal will adopt the following sustainable design principles in the building; a rainwater harvesting system; continuous roof light allowing daylight into most rooms thereby reducing usage of artificial light; occupancy sensors to lighting and mechanical ventilation systems; natural ventilation to community room; and a variable speed circulating pump heating system. The proposal would therefore accord with Policy CS9 of the Oxford Core Strategy.

Biodiversity

28. An Ecological Appraisal by Ecolocation has been included with the application which concludes that the proposal would impact upon areas of 'low ecological value' and recommends a number of mitigation measures to ensure that the development does not result in the loss of biodiversity. It suggests a buffer zone between the development and the boundary features (trees/woodland), tree protection measures for the trees closest to the development, nesting bird surveys for any trees, and monitoring during construction.

29. Officers would agree with the conclusions of the ecology report, and recommend a condition be attached requiring the recommendations of the report to be carried out. It is considered that there would be scope to provide biodiversity

enhancements on the building, and this should be recommended by way of an informative on the application. Natural England has raised no objection to the proposal as it is unlikely to affect any statutorily protected sites or landscapes or any European Protected Species.

Contaminated Land

30. This site is a landfill site with the land associated with the Oxford gas works in previous times. Therefore there is the potential for contamination and gas to be present at the site. A condition should be attached requiring a contaminated land risk assessment which as a minimum, a desk study, conceptual site model and documented site walkover to be carried out to ensure that the site is suitable for its proposed use. The requirement of such a condition has also been reiterated by the Environment Agency.

Conclusion:

31. The proposal is considered to be acceptable in terms of the relevant policies of the Oxford Core Strategy 2026, and the Oxford Local Plan 2001-2016, and therefore officer's recommendation is to approve the development.

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.

Contact Officer: Andrew Murdoch

Extension: 2228

Date: 26th July 2013