

GLOUCESTER CITY COUNCIL - DEVELOPMENT CONTROL

Committee:	Planning
Date:	3 rd November 2020
Address/Location:	The Lannet, King Edwards Avenue, Gloucester
Application No:	20/00678/FUL
Ward:	Moreland
Expiry Date:	6 th November 2020
Applicant:	Mr Dave Torrington
Proposal:	Refurbishment of changing rooms, including replacing flat roof with pitched, external render and provision of 2 new openings to pitch side for access. provision of container storage to side of building.
Report by:	Shane Burgess
Appendices:	Site Location Plan

1.0 SITE DESCRIPTION

- 1.1 This application is being reported to Planning Committee as the development is on Council owned land and an objection has been received.
- 1.2 The application relates to the Lannett Playing Fields, located approximately 1 mile south of the city centre. The playing fields are bordered by Lannett Road and Dorney Road along the northern boundary and are bisected by King Edwards Avenue. The application site is located in the north west corner of the eastern playing fields, near the junction of Lannett Road with King Edwards Avenue. The current changing facilities on the site are in a poor state of repair and cannot satisfactorily accommodate the teams which play at the site.
- 1.3 The existing building is single storey, flat roof structure, constructed in buff brickwork and has a footprint of approximately 94sq. metres. It contains two small changing rooms with shared shower, toilet facilities and a storage space.
- 1.4 In May 2018 planning permission was granted for the refurbishment and extension of the changing rooms. This application granted permission for an increased floorspace to 212sq. metres, to provide two separate changing rooms with showers and toilet; a multi-use community room, a smaller community room, referee changing facilities; a small kitchen with external servery and a store. The extension approved was of a buff brick to match the existing building. The flat roof was to be replaced by metal tile effect roofing sheets with a pitched roof. The roof would have attained a maximum height of 7 metres.

The scheme was not proceeded with.

2.0 PROPOSED DEVELOPMENT

- 2.1 This application seeks planning permission for the refurbishment of the existing changing rooms. Including:
- Replacing the existing flat roof with a pitched roof, which would increase the height from 3.7 metres to 5.5metres. Roof tiles would be Marely Duo Grey Tiles.
 - Rendering the existing external walls. Render would be K-Rend, painted in Buttermilk

colour.

- The provision of two new openings to pitch side elevation (east), for additional access. Doors would be steel security doors painted in pale green (RAL6021)
- Provision of 1 no. storage container to side of building. The container would also be painted pale green (RAL6021).

2.2 This application is different from the previously approved scheme as it does not propose to increase the footprint of the changing rooms and would not involve the loss of the playing pitch; more so just an update of the existing facilities. The community room and kitchen are no longer proposed.

2.0 RELEVANT PLANNING HISTORY

Application Number	Proposal	Decision	Decision Date
18/00068/FUL	Refurbishment and extension of existing changing room building to form new changing rooms and community facilities for youth activities (as revised 5th April)	Granted	10.05.2018

3.0 RELEVANT PLANNING POLICY

3.1 The following planning guidance and policies are relevant to the consideration of this application:

3.2 National guidance

National Planning Policy Framework (NPPF) and Planning Practice Guidance

3.3 Development Plan

Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (Adopted 11 December 2017)

Relevant policies from the JCS include:

SD3 – Sustainable design and construction

SD4 – Design requirements

SD14 – Health and environmental quality

INF4 – Social and community Infrastructure

3.4 City of Gloucester Local Plan (Adopted 14 September 1983)

The statutory Development Plan for Gloucester includes the partially saved 1983 City of Gloucester Local Plan. Paragraph 215 of the NPPF states that '*...due weight should be given to relevant policies in existing plans according to their degree of consistency with this framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given.*' The majority of the policies in the 1983 Local Plan are out-of-date and superseded by later planning policy including the NPPF and the Joint Core Strategy. None of the saved policies are relevant to the consideration of this application.

3.5 Emerging Development Plan

Gloucester City Plan

The Gloucester City Plan ("City Plan") will deliver the JCS at the local level and provide policies addressing local issues and opportunities in the City. The Pre-Submission version of the Gloucester City Plan (City Plan) was approved for publication and submission at the Council meeting held on 26 September 2019. On the basis of the stage of preparation that the plan has reached, and the consistency of its policies with the NPPF, the emerging

policies of the plan can be afforded limited- moderate weight in accordance with paragraph 48 of the NPPF, subject to the extent to which there are unresolved objections to each individual policy (the less significant the unresolved objections, the greater the weight that may be given). Relevant policies include:

A1 – Effective and efficient use of land and buildings

F1 – Materials and finishes

C3 - Public open space, playing fields and sports facilities

3.6 **Other Planning Policy Documents**

Gloucester Local Plan, Second Stage Deposit 2002

Regard is also had to the 2002 Revised Deposit Draft Local Plan. This has been subjected to two comprehensive periods of public and stakeholder consultation and adopted by the Council for development control purposes. However, all of the policies relevant to the consideration of this application have been superseded by policies contained within the JCS.

3.7 All policies can be viewed at the relevant website address:- national policies:

<https://www.gov.uk/government/publications/national-planning-policy-framework--2>

Gloucester City policies:

<http://www.gloucester.gov.uk/resident/planning-and-building-control/planning-policy/Pages/current-planning-policy.aspx>

4.0 **PUBLICITY AND REPRESENTATIONS**

4.1 **Sport England**

Sport England agree that the development is ancillary to the principal use of the site as a playing field or playing fields and does not affect the quantity or quality of pitches or adversely affect their use. Sport England raises no objection to the proposal.

4.2 92 neighbouring properties were notified via letter.

4.3 One letter of objection raising the following issues was received:

- The proposed storage container would be unsightly.
- CCTV should be installed to combat illegal activities.

4.4 One letter of support was received raising the following:

- The existing building is an eyesore and as long as there is sufficient security to make it unattractive to vandalism, the refurbishment will make it a much better facility for the sports teams using the area.

4.5 The full content of all correspondence on this application can be viewed on:

<http://www.gloucester.gov.uk/resident/planning-and-building-control/Pages/public-access.aspx>

5.0 **OFFICER OPINION**

5.1 **Legislative background**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Local Planning Authority to determine planning applications in accordance with the Development Plan, unless material considerations indicate otherwise.

5.2 Section 70(2) of the Town and Country Planning Act 1990 (as amended) states that in dealing with a planning application, the Local Planning Authority should have regard to the following:

- a) the provisions of the development plan, so far as material to the application;
- b) any local finance considerations, so far as material to the application; and
- c) any other material considerations.

5.3 The development plan consists of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (JCS) and the partially saved 1983 City of Gloucester Local Plan. However, as outlined earlier, the 1983 Local Plan is considered to be out-of-date.

5.4 It is considered that the main issues with regards to this application are as follows:

- Principle of development
- Design impact
- Amenity impact

5.5 **Principle of Development**

Loss of playing pitch

Paragraph 97 of the NPPF states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements;
- the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.

In conjunction with this Sport England, oppose the granting of planning permission for any development which would lead to the loss of, or would prejudice the use of, all or any part of a playing field, unless one of five specific circumstances apply. One of the five specific criteria are:

- where proposed development is ancillary to the principal use of the site as a playing field or playing fields and does not affect the quantity or quality of pitches or adversely affect their use, then planning permission would not be objected to.

Because of the inclusion of a shipping container in the proposed refurbishment, the proposal would technically result in the loss of circa 10sqm of playing pitch. It is therefore a statutory requirement that Sport England are consulted on this planning application.

Sport England agree that development is 'ancillary to the principal use of the site as a playing field or playing fields and does not affect the quantity or quality of pitches or adversely affect their use'. The loss of a very small section of playing pitch would not prejudice the future use of the playing pitches. Sport England raises no objection to the proposal.

Enhancement of community facilities

Paragraph 83 of the NPPF states that planning policies and decisions should enable the retention and development of community facilities. This is reflected in policy INF4 of the JCS and in policy C3 of the Gloucester City Plan which states that development proposals to enhance or provide new open spaces, playing fields or built sports facilities should be supported.

It is considered that the proposal is a very positive development that would enhance the existing facilities, would provide more suitable changing facilities and would support the

continued use of the playing pitches. This would be in accordance with policy INF4 of the JCS and policy C3 of the Gloucester City Plan.

5.6 **Design Impact**

Paragraphs 124, 127 and 130 of the National Planning Policy Framework (2018) requires high quality design and for account to be taken of the character of different areas. This is reflected in Policy SD4 of the Joint Core Strategy which sets out requirements for high quality design.

5.7 It is considered that the proposed alterations would be a positive enhancement, which would improve the dated and unsightly appearance of the changing rooms. The pitched roof constructed in Marley Duo grey tiles and the addition of render to the outer walls would enhance the appearance of the changing rooms and improve the character of the playing field and surroundings.

5.8 The use of a small shipping container as space for storage would be considered an acceptable ancillary structure in this case. Its painting in Pale Green (RAL6021) would make it less unsightly and the colour would match that of the proposed security doors, adding a sense of consistency to the scheme. Due to its small size, the container would have limited impact upon the appearance of the area. Therefore, it is not considered necessary for a temporary planning permission to be issued.

5.9 Summarily it is considered that the proposed replacement building would be a visual improvement and the small container would have a limited impact upon the appearance of the area. Overall, the proposal would respect the character of, the site and its surroundings conforming to the NPPF, policy SD4 of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy.

5.10 **Amenity Impact**

Paragraph 17 of the NPPF provides that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. This is reflected in Policy SD14 of the JCS which requires that new development must cause no harm to local amenity including the amenity of neighbouring occupants.

5.11 The application site is located on a recreational ground surrounded by circa 90 residential properties. The nearest residential property to the changing rooms at which the works are proposed is located over 40 metres. Furthermore, the proposal comprises a refurbishment and would not change the facilities available within the building, i.e. the use would continue to be changing facilities. Therefore, it is considered that the proposal would cause not unacceptable harm to local amenity, including the amenity of neighbouring occupants and would therefore be consistent with the NPPF, policy S1D4 of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (Adopted December 2017).

5.12 **Economic Considerations**

The construction phase would support employment opportunities and would help to secure the continued use of the football clubs operating out of the site; therefore, the proposal would have some limited economic benefit. Paragraph 80 of the NPPF states that planning policies and decisions should help create conditions in which businesses can invest, expand and adapt. In the context of the NPPF advice, this adds limited weight to the case for granting permission.

5.13 **Conclusion**

This application has been considered in the context of the policies and guidance referred to above. The proposal is consistent with those policies and guidance in terms of design, materials and impact upon the amenity of any neighbours and the local area; the proposal is acceptable and accordingly it is recommended that planning permission be granted.

6.0 **RECOMMENDATION OF THE CITY GROWTH AND DELIVERY MANAGER**

6.1 That planning permission is **GRANTED** subject to the following conditions;

6.2 **Condition 1**

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

6.3 **Reason**

Required to be imposed by Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

6.4 **Condition 2**

The development hereby permitted shall be carried out in accordance with the application form, and the following drawing numbers, except where these may be modified by any other conditions attached to this permission:

- JL2020/104/001 (Site Location Plan)
- JL2020/103/002 (Proposed Block Plan)
- JL2020/104/004 (Proposed Floorplans and Elevations)

6.5 **Reason**

To ensure that the development is carried out in accordance with the approved plans and in accordance with policies contained within the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (Adopted December 2017).

6.6 **Condition 3**

The roof tiles to the development hereby shall be constructed and retained in Marley Duo Grey Tiles. The walls shall be rendered in K-Rend painted in buttermilk. The shipping container and proposed steel doors shall be paint in pale green (RAL6021)

6.7 **Reason**

To ensure the satisfactory appearance of the development in accordance with Policy SD4 of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (Adopted December 2017)

6.8 **Note 1**

Your attention is drawn to the requirements of the Building Regulations, which must be obtained as a separate consent to this planning decision. You are advised to contact the Gloucestershire Building Control Partnership on 01453 754871 for further information.

6.9 **Note 2**

In accordance with the requirements of the NPPF the Local Planning Authority has sought to determine the application in a positive and proactive manner by offering pre-application advice, publishing guidance to assist the applicant, and publishing to the council's website relevant information received during the consideration of the application thus enabling the applicant to be kept informed as to how the case was proceeding.

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Planning Application: | 20/00678/FUL

Address: | The Lannet, King Edwards
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Committee Date: | 03.11.2020



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