

GLOUCESTER CITY COUNCIL - DEVELOPMENT CONTROL

Committee:	Planning
Date:	01.11.2022
Address/Location:	Longlevens Rugby Club, Longlevens, Gloucester
Application No:	22/00248/FUL
Ward:	Longlevens
Expiry Date:	08.06.2022
Applicant:	Longlevens Rugby Football Club
Proposal:	Proposed extension and alteration to clubhouse to include new gym, larger ground floor lounge bar, addition of balcony and bar area on the first floor. Extension to existing store and extended car parking area.
Report by:	Rhiannon Murphy
Appendices:	 1. Site Location Plan 2. Proposed Site Plan

This application was previously deferred at committee to allow time for the Rugby and Football club to resolve concerns over the proposed development. The application is being taken back to planning committee following confirmation that the Football Club wish to remove their objection. The football club have confirmed they have received assurances from the Rugby Club that access to drains would not be impeded, the gap between the clubs would be 1.2m and the Rugby Club would not object to the Football Club extending into the 1.2m gap between the clubs should they decide to extend their own facilities. Amended plans have been received showing the 1.2m gap between the proposed extension and the side elevation of the Football Club building.

1.0 SITE DESCRIPTION AND PROPOSAL

- 1.1 Longlevens Rugby Club is located within the Longlevens ward of Gloucester north of Longford Lane and comprises buildings associated with the club, an existing car parking area, playing fields and a recreational play area. The site is well screened to the south by a row of mature trees and hedging.
- 1.2 Immediately next to the site to the east is the Longlevens Football club building.
- 1.3 Other surrounding development includes residential properties to the south, east and north and Milestone School to the west.
- 1.4 This planning application seeks a number of alterations and extensions. The existing access to the site from Longford Lane would be removed and replaced with a new access further west. In order to facilitate this, plans would include the loss of two trees and the planting of two replacement trees to the south east of the site.

- 1.5 The proposal would involve the alteration and extension of the existing car parking area to provide parking for up to 69 vehicles (total increase of 40 spaces). The car parking area would extend west into an area of existing green space.
- 1.6 The proposal includes a number of extensions and alterations to the existing clubhouse building. The building would be extended to the east and south to allow for the construction of a new gym including treatment room and storage. This extension is single storey with a flat roof and would be constructed from facing brickwork walls, flat roof composite membrane and double glazed UPVC windows and doors.

The application includes the construction of a single storey flat roof extension to the north and west side of the building with balcony above which would allow for an extended lounge bar area on the ground floor and balcony on the first floor. Just north of the building beyond the single storey extension, a patio area would be created. The proposal would include the introduction of a part two storey extension on the west side elevation to contain the new staircase and an entrance canopy would be constructed.

- 1.7 The proposal would also involve an extension to the existing store building. The store building is located towards the south boundaries of the site. The existing footprint of this building is approximately 4.7m x 4.7m and the proposed extension to the side of the building would measure 7m x 4.6m. The agent has confirmed that the materials used for this extension would match that of the existing garage and has confirmed that the building would be used for the storage of training equipment and pitch related items which are used on the playing fields.

2.0 RELEVANT PLANNING HISTORY

Unable to access site history at the time of writing.

3.0 Policies and Guidance

- 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:

- SP1 - The need for new development
- SP2 – Distribution of new development
- SD1 – Employment – Except Retail Development
- SD3 – Sustainable design and construction
- SD4 – Design requirements
- SD14 – Health and environmental quality

- INF1 – Transport network
- INF2 – Flood risk management
- INF3 – Green Infrastructure
- 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 hearing sessions for the examination of the pre-submission version of the Gloucester City Plan (City Plan) have concluded and the examining Inspector's post hearing letter has been received. The letter provides the inspector's view on modifications required to make the plan sound. Policies which are not listed as requiring main modifications may now attract more weight in the consideration of applications, with those policies which require main modifications attracting less weight depending on the extent of the changes required. The Plan remains an emerging plan and the weight that may be attributed to individual policies will still be subject to the extent to which there are unresolved objections (the less significant the unresolved objections, the greater the weight that may be given) and the degree of consistency with the NPPF (the closer the policies to those in the NPPF the greater the weight that may be given).

Relevant policies from the emerging Gloucester City Plan include:

- C1 – Active design and accessibility
- C3 – Public open space, playing fields and sports facilities
- E6 – Flooding, sustainable drainage, and wastewater
- F1 – Materials and finishes
- G1 – Sustainable transport

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. None of the development management policies are relevant to the consideration of this application.

3.7 **Supplementary Planning Guidance/ Documents**

Gloucester Playing Pitch Strategy

The Gloucester Playing Pitch Strategy provides a framework for the maintenance and improvement of existing outdoor pitches and ancillary facilities between the periods of 2015- 2025. The PPS covers the following pitches and outdoor pitches:

- Football pitches
- Cricket pitches
- Rugby union pitches
- Rugby league pitches
- Artificial grass pitches
- Other grass pitch sports including American football and lacrosse
- Bowling greens
- Tennis Courts

4.0 **CONSULTATIONS**

4.1 **Highway Authority**

A TRICS analysis has demonstrated that the proposal would generate 9 vehicle movements a day with 3 additional movements between the hours of 7-8pm at peak hours. The proposed increase in vehicle movements would not be regarded as severe or have an impact on the highway network in terms of road peak hours (8am-9am)- (5pm-6pm), this is how highway impact is assessed.

The proposed access and layout is considered acceptable from a highway planning perspective by way of providing suitable emerging visibility splays.

The access width has not been demonstrated on the submitted plan, due to the commercial element 4.1m width would not be considered appropriate in this instance. There is a shortfall in regards to accessible spaces and EV charging facilities being provided.

Lastly details would be required to demonstrate cycle facilities that are secure and covered.

However, all of these matters can be secured by way of a suitable worded planning conditions.

No unacceptable impact on Highway Safety or a severe impact on congestion. There are no justifiable grounds on which an objection could be maintained.

4.2 **Sport England**

Sport England and the Rugby Club were involved in pre application discussions with the applicant. A previous scheme had a number of issues. However, we are pleased to report that the submitted scheme addresses all our issues.

The loss of the playing field is for car parking, however it has been kept close to the boundary and the loss has been kept to a minimum which is something Sport England can support. It should be noted that the width of the car park is not the width of a pitch and the main pitch will remain unaffected.

Pleased to see the applicants have shown the position of a future stand which can be

accommodated without negative impact on the main pitch or other playing pitches on the site.

Creating additional car parking off- street will lead to a better relationship between the club and local residents.

The new gym which is on the existing car park will be of benefit to club along with the various internal improvements.

Having assessed the application, Sport England is satisfied that the proposed development meets exception 2 of our playing fields policy, in that:

‘the proposed development is for ancillary facilities supporting the principal use of the site as a playing field, and does not affect the quantity or quality of playing pitches or otherwise adversely affect their use’.

Sport England does not wish to raise an objection to this application.

4.3 **Tree Officer**

An Arboricultural Assessment and Method Statement dated 8th April 2022 has been submitted in support of this application outlining the following.

- Tree protection measures for all retained trees to BS5837:2012 standards are proposed. This is considered acceptable
- Works and hardstanding within the RPZ on 3 no. trees are proposed. An Arboricultural Method Statement within Section 5 of this report has been included which is considered acceptable.

Notwithstanding the above; there is a row of mature Poplars on the southern edge of the site that make a positive contribution to the area. To facilitate the proposed new access point two Poplars (as per the WTC report) would need to be removed. T16 (a hybrid black poplar classified as B2 in the submitted report) and T17 categorised as (a hybrid black poplar classified as C2 in the submitted report).

The loss of said poplars would be regrettable, but should sufficient replacements be provided then it is considered that a formal objection would not be justified or reasonably defended at appeal.

With regards to replacements: AGS Dev Con drawing – Proposed Site Plan – Dwg. No. 707/006 Rev G – depicts that 1 tree is to be removed and it to be replaced with 1 new tree. The WTC report depicts those 2 trees are to be removed, should this be the case then 2 new trees would be required.

No objection raised subject to condition.

The discrepancy between plans was raised with the agent who clarified that the proposal would result in the removal of two trees and two new trees would be planted. The site plan was subsequently amended to demonstrate this and a condition will be added to any permission in regards to proposed tree planting.

4.4 **Drainage**

The site is located in flood zone 1 and as such a flood risk assessment is not necessary.

As the proposal sees a substantial amount of greenfield converted to hardstanding along with sizeable extensions a formal drainage strategy will be required to show that the additional run-off from the site and new areas will not increase flood risk locally or that elsewhere.

The drainage strategy needs to follow SUDS principles and present an outline layout plan showing:

1. All the proposed new roof/ driveway. Paving areas marked with sizes m², and,
2. The proposed drainage layout including, where used: the location and size of the flow control; the location and size of the surface water attenuation facility; the location and size of any soakaways

Where soakaways are proposed, the results of a BRE infiltration test and the soakaway sizing calculations must be provided.

Any run-off from the new area entering the existing surface water sewer present along Longford lane will need to be controlled to greenfield (Q_{bar}) rates with storage provided for the 100yr +40% climate change design rainfall for their critical duration. Likewise any proposed soakaway will need to show that it is capable of percolating the 100yr +CC rainfall and half drain-down in less than 24hrs

Overall I have no objection in principle to the development however the size requires that drainage strategy is agreed up front to ensure that flooding is managed. Until this is agreed I will have to defer my decision.

The comments from the Drainage Officer were raised with the planning agent who provided an overview to demonstrate that the proposal would result in betterment in terms of permeable surfaces. The drainage officer was notified of this and requested further details. It is considered reasonable however that these further details are dealt with via a suitably worded condition.

4.5 **Severn Trent Water**

As the proposal has minimal impact on the public sewerage system I can advise we have no objections to the proposals and do not require a drainage condition to be applied.

4.6 **Policy**

No comments received.

4.7 **WRS (noise and contaminated land matters)**

Noise

No adverse comment to make in terms of noise issues

4.8 **Contaminated Land**

No adverse comments to make in relation to ground condition issues.

5.0 **PUBLICITY AND REPRESENTATIONS**

5.1 Neighbouring properties were notified and a site notice was published. 3 letter of objection have been received.

5.2 Football Club Concerns

- The proposed plans would impinge and potentially completely stop us from being able to use the football clubhouse changing rooms
- Proposal would extend already large patio area directly out and across the front of our changing rooms/ hall area
- Football club are in the early stages of applying for a very small single storey extension to the back of the club to allow the extension of the changing rooms. If granted in current form, the proposal would stop the club being able to extend the changing rooms and bring them into line with what is required
- Plans not discussed with the football club before hand

Further to discussions taking place between the Rugby and Football Club and the proposed plans being amended so that the side extension of the proposed extension would be 1.2m away from the side elevation of the Football Club building, the Football Club confirmed they wished to withdraw their objection.

5.3 Neighbour representations

- The proposed new car park would take away valuable green space used both for locals to walk and the Rugby Club training. If training moves to another part of the field, that will be another part of the field out of use
- If the car park goes in does the rugby pitch move further into the sports field (taking up more space?) where will the new training area be? Where the mini football have their soccer pitches at present?
- The rugby club are trying to get railings around their pitch – if they do this more open space will be restricted
- The rugby club erected railings illegally back in 2002 and had to take them down after protests in 2003
- I see from the plans the Rugby Club are proposing a future stand – move the pitch a bit further over?
- The extension line of the front wall of the rugby club appears to be approximately one metre from the changing room door of the football club. There are four changing rooms the other side of that door. More space should be considered if not discussed with the football club
- Rugby Club should have an open forum to discuss plans which all can attend before decisions are made

6.0 OFFICER OPINION

6.1 *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.

- 6.2 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.

6.3 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.

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

- Principle
- Design, layout and landscaping
- Traffic and transport
- Residential amenity
- Drainage and flood risk
- Contaminated land
- Economic considerations

6.5 **Principle**

Expansion of existing business

Paragraph 80 of the NPPF states that planning decisions should help create the conditions in which business can invest, expand and adapt. The NPPF considers employment in a wider sense than traditional industrial, office and warehousing. For example, uses such as retail, hotels, tourism and leisure and health facilities can all be large employment providers. The site would be considered as an employment provider and policy SD1 of the JCS is of some relevance.

6.6 Policy SD1 of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (2017) states that *'employment-related development will be supported where it allows the growth and expansion of existing business subject to all other policies of the plan'*.

Given that the proposal would allow for the expansion of the existing leisure facility the development would be in accordance with this policy.

6.7 Out of town centre location

Paragraph 86 of the NPPF requires the submission of a sequential test to planning applications for main town centre uses in out of centre locations. This is reflected within policy SD2 of the JCS which states that *'proposals for retail and other main town centre uses that are not located in a designated centre, will be robustly assessed against requirements of the sequential test and impact test as set out in the NPPF and National Planning Practice Guidance, or locally defined impact assessment threshold as appropriate'*. Annex 2 of the NPPF (the Glossary) includes health and fitness centres as a main town centre use.

6.8 The proposal seeks the construction of a gym and extended bar area which both come under main town centre uses according to the NPPF. The agent has confirmed that the proposed improvements would be open to club members only and the gym would be a replacement of the existing first floor facilities.

6.9 In support of the planning application, the agent has provided a statement which confirms that the proposal is under the threshold that would require a Town Centre Impact Statement. The report confirms that the site adjoins and is lined physically and functionally to the Rugby Pitches which are allocated as playing fields and public open space. The report confirms that the facilities cannot be located elsewhere within the urban area and no other sites are available that would meet the applicants needs.

6.10 Whilst it is acknowledged that the proposal is for a main town centre use, the proposal is

for an extension to an existing sports facility and club. The extension is clearly related to the primary use of the wider facility and so it would be unreasonable to expect the elements of the proposal to be disaggregated from the existing site. In all there are therefore no objections raised regarding the proposal.

- 6.11 In relation to the impact test, the proposal is well below the automatic threshold of 2,500 sqm for an impact test. Regardless, a proposal of this size and in this location would not lead to a significant adverse impact on the city centre or any other designated centre.
- 6.12 Partial loss of recreation ground
Paragraph 97 of the NPPF seeks to protect open space, sports and recreational building and land. This is supported by the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy which states 'proposals to build on existing sports and recreational buildings or land should be considered in accordance with the criteria of the NPPF and policy C3 of the emerging Gloucester City Plan which states:
- 6.13 'Existing public open space, playing fields and built sports facilities will be protected from development to alternative uses, in whole or in part, unless it can be demonstrated that:
1. There is an excess of provision in the local area, there is no current or future demand for such provision and that there would be no overall shortfall; or
 2. The open space, playing field or facility can be replaced by alternative provision of the equivalent or better quality and quantity in an accessible and appropriate location to the community where the loss would occur; or
 3. The proposal is ancillary development that would enhance existing facilities and not reduce or prejudice its ongoing use; or
 4. The proposal affects land that is not suitable, or incapable, of forming an effective part of the open space, playing field or facility and its loss would not prejudice the ongoing use of the remainder of the site for that purpose
- 6.14 The proposal would result in the partial loss of recreation ground to allow for the creation of a new car parking area. However, the proposed car parking area has been kept close to the boundary to keep the loss of recreational ground to a minimum and the main pitch just to the north of the car park would remain unaffected.
- 6.15 The proposal would enhance the existing site through providing a new gym for the benefit of the club and sufficient parking for the site. Sport England have been notified of the proposal and have raised no objection to the application.
- 6.16 Taking all of the above into consideration, it is considered that the partial loss of recreational ground at the site can be considered acceptable. The proposal meets exception 3 of policy C3 of the emerging Gloucester City Plan in that 'the proposal is ancillary development that would enhance existing facilities and not reduce or prejudice its ongoing use'.
- 6.17 **Design, Layout and Landscaping**
The NPPF states that new residential developments should be of high quality design, create attractive places to live, and respond to local character integrating into the local environment. Policy SD3 requires all developments to demonstrate how they contribute to the principles of sustainability, Policy SD4 sets out requirements for high quality design, Policy SD6 requires development to protect or enhance landscape character.

6.18 Policy F1 of the emerging Gloucester City Plan refers to materials and finishes and states development proposals should achieve high quality architectural detailing, external materials and finishes that are locally distinctive and developments should make a positive contribution to the character and appearance of the locality and respect the wider landscape. Policy E4 refers to trees, woodlands and hedgerows and states that development proposals should seek to ensure there are no significant adverse impacts on existing trees and every opportunity is taken for appropriate new planting on site and policy E5 refers to Green Infrastructure and requires development to contribute towards the provision, protection and enhancement of Gloucester's Green Infrastructure Network.

6.19 Extension to rugby club building

Alterations and extensions are proposed to the existing Rugby Club building. The proposal includes the construction of a single storey flat roof extension which would extend to the side (east) and south of the building. This extension would extend beyond the south elevation of the existing building by some 7.5 metres and would be constructed from materials to match the existing building.

6.20 Whilst residential properties to the east of the site follow a consistent building line, the Rugby Club site is already at odds with this and so the proposed extension in this location is not considered to be harmful.

6.21 The design of this extension is not considered to be particularly high quality, however, the proposal wouldn't appear out of keeping within the Rugby and Football Club Site – especially in context with the adjacent Football Club building (a single storey flat roof building with little architectural merit). The use of appropriate matching materials would assist in ensuring that the proposed extension would be in keeping with the existing building.

6.22 This proposed extension given its positioning would be visible from Longford Lane to the south but would be positioned back from the road by some 4.8 metres. The extension would be partially screened by the trees and hedging along the boundaries of the site.

6.23 To reduce the impact of the proposed extension on the street scene, the agent was asked to amend the proposed south elevations to include a window to break up the blank elevation. The agent however confirmed that they did not wish to change their plans as the proposed layout would provide security and allow full use of the internal walls for equipment. The existing design has therefore been considered and is considered in all acceptable, subject to sufficient screening being included along the boundary of the site.

6.24 Further extensions and alterations to the Rugby Club building include the proposed construction of a single storey flat roof extension with balcony above which would be constructed on the north elevation of the building and wrap around to cover the west side of the building. The proposal would also include a partly two storey element on the west side elevation of the building which would contain the stairs and an entrance canopy would be constructed. The proposed extension and alterations to the north and west side of the building area considered to be acceptable in terms of design and scale and would not unduly harm the character and appearance of the existing building. The extension given its positioning, whilst partially visible from Longford Lane, would not be overly visually prominent and is not expected to result in unacceptable harm to the character and appearance of the street scene.

6.25 Extension to store

The proposal also seeks the extension of the existing storage building, close to the south boundaries of the site. Whilst a relatively large extension to this currently modest building, the design and use of matching materials would assist in ensuring that the extension does not harm the character and appearance of the existing site.

6.26 The building is located close to the south boundaries of the site, adjacent to Longford Lane. Whilst partially visible from the street scene, the existing trees along the southern aspects of the site as well as existing boundary hedging would help to screen the development from Longford Lane. The height of this building would remain as existing and would not have an unacceptable impact on the street scene.

Trees and landscaping

6.27 Policy INF3 of the JCS relates to Green Infrastructure and states that '*development proposals should consider and contribute positively towards green infrastructure*' and states 'existing green infrastructure will be protected in a manner that reflects the contribution to ecosystem services. Development proposals that will have an impact on woodlands, hedges and trees will need to include a justification for why this impact cannot be avoided and should incorporate measures acceptable to the local planning authority to mitigate loss'.

6.28 There is a row of mature Poplar trees at the southern edge of the site which currently makes a positive contribution to the area. To facilitate the new access point, two of these trees are proposed to be removed and the planting of two new trees is proposed further east along the southern boundaries of the site. Whilst the loss of these trees is regrettable, sufficient replacement planting at the site can be considered acceptable. The Councils tree officer has been notified of the proposal and has raised no objection to the application subject to the inclusion of conditions requiring the planting of replacement trees and the implementation of tree protection measures.

6.29 Details of planting at the location of the proposed access have been requested to include a re-instated boundary hedge and the proposed site plan has been amended to show this. It is concluded that the proposal can be considered acceptable in terms of trees and planting in accordance with the NPPF and policy INF3 of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (2017).

6.30 **Traffic and transport**

Paragraph 109 of the NPPF provides that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual impacts upon the road network would be severe. Policy INF1 of the JCS requires safe and accessible connections to the transport network.

6.31 Trip generation

The Highways Authority have confirmed the proposed development would generate 9 new vehicle movements a day with 3 additional movements between the hours of 7-8pm (the development peak hours). Highways have confirmed the proposed increase in vehicle movements would not be regarded as severe or have an impact on the highway network in terms of road peak hours (8am-9am) – (5pm-6pm).

6.32 Access and layout

The proposed site plan shows the creation of a new access. The proposed access and layout is considered acceptable from a highway planning perspective and would provide a

suitable emerging visibility splay. The Highways Authority noted a shortfall in accessible spaces and EV charging facilities being provided and also requested cycle facilities that are secure and covered. Whilst these details are outstanding, the Highways Authority confirmed they could be dealt with through suitably worded planning conditions.

- 6.33 It is therefore concluded that the proposal would not result in an unacceptable impact on Highway Safety or a severe impact on congestion and the proposal can therefore be considered acceptable in accordance with the NPPF and policy INF1 of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (2017).
- 6.34 Residential amenity
Paragraph 127 (f) of the NPPF provides that planning should ensure that developments create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users, and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.
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.
- 6.35 The closest residential properties are located to the south of the site across the road from Longford Lane and to the east of the site. The Councils Environmental Health advisors have been notified of the proposal and raised no concern in terms of noise. The proposed extensions and alterations to the building are located at a sufficient distance from residential properties so as to avoid any overbearing or overshadowing impacts. The proposal would result in the introduction of a first floor balcony. However, this would be located some 50m to the nearest residential dwelling to the east and as such overlooking is not of a concern.
- 6.36 Taking all of the above into consideration, it is concluded that the proposal would not have a harmful impact on residential amenity and can therefore be considered acceptable in this respect in accordance with the NPPF and policy SD14 of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (2017).
- 6.37 Drainage and flood risk
The NPPF requires that development is directed to the areas at lowest risk of flooding, that new development should take the opportunities to reduce the causes or impacts of flooding, should not increase flood risk elsewhere and take account of climate change. Policy INF2 of the JCS reflects the NPPF, applying a risk based sequential approach, requiring new development to contribute to a reduction in flood risk and requiring the use of sustainable drainage systems.
- 6.38 Policy E6 of the emerging Gloucester City Plan refers to flooding, sustainable drainage, and wastewater and states development shall be safe from flooding and shall not lead to an increase in flood risk elsewhere. In accordance with the National Planning Policy Framework, flood risk betterment shall be sought through the development process.
- 6.39 The site is located in flood zone 1. The proposal would result in a large amount of greenfield being converted to hardstanding due to the creation of the new car parking area and the extensions to the existing buildings.

6.40 The Councils drainage officer has been notified of the proposal. Additional information has been requested to show that the additional run-off from the site and the new areas would not increase flood risk locally or elsewhere. No objection was raised in principle however, drainage have requested that the drainage strategy be agreed up front to ensure that flooding is managed appropriately.

6.41 Further to these comments being raised, the agent has confirmed the following:

- Proposed extensions at the Clubhouse are located on land which is either concrete or impervious. As such there is no additional impact on either flood risk or surface water management to these areas
- An extension to the existing store is proposed of 30m². However, the modest increase is offset by the replacement of the existing car park with a porous free draining surface
- The extended element of the car park will be porous and free draining
- The new patio area will be free draining and is located in an area which is currently occupied by a marquee with no formal drainage provision
- The replacement of the existing impervious materials with a porous free draining alternatives provides a reduction in impervious hard surfacing from 1413m² to 387m² ie a betterment of circa 73% . As such the proposal reduces any demand on the existing surface water drainage system whilst also reducing the likelihood of localised flooding generally.

6.42 The response received from the planning agent suggests that an appropriate drainage strategy at the site would be achievable and plans would provide a betterment in terms of impervious hard surfacing. The details of this can be dealt with through an appropriately worded condition.

6.43 Economic considerations

The construction phase would support employment opportunities and therefore the proposal would have some economic benefit. In the context of the NPPF advice that 'significant weight should be placed on the need to support economic growth through the planning system', this adds some limited weight to the case for granting permission.

6.44 **Concern raised by the Football Club and interested residents**

The adjacent football club have raised concern that the proposed plans would impact access to their changing rooms. As part of the assessment of this application, discussion has taken place with both the Rugby Club and Football Club and a site visit has been made.

6.45 The only entrance to the football club changing rooms is located on the west side elevation of the Football Club building. The proposed extension would be located 1 metre from the side elevation of this building. The football club have highlighted that the width of the door measures 760mm and opens right to left and when the door is open there would be very little space to access the playing fields between the two buildings. The Football Club have raised concerns that the proposed plans would mean that players would have to be re routed to go around the front of the building past the car park to be able to access the playing fields.

6.46 These concerns have been noted and were raised with the agent, who chose not to alter their plans. However, they did offer that the door swing could be altered from left to right which would allow access to the playing fields to remain between two buildings. Whilst this was not considered a reasonable condition, the Football Club and Rugby Club were encouraged to discuss this proposal between them.

6.47 In terms of the existing acceptability of the proposal, the location of the proposed extension does create a somewhat uncomfortable relationship between the two buildings and would make access to the Football Club changing rooms inconvenient.

6.48 However, the proposal would not completely restrict access as this could be achieved either through altering the door swing or re routing players around the front of the building where they could walk along the pedestrian allocated pathway. The concerns raised by the Rugby Club in regards to access to the changing rooms is therefore not considered a reason for refusal

6.49 The Football Club have also raised concern that they are in the early stages of planning to extend their own club and the proposal would prevent them from doing so. Whilst this concern is noted, the Football Club have not yet submitted any such planning application and it has only been possible to consider this current application on its own merits. Future possible plans to extend the Football Club have therefore been unable to have any bearing on this application.

Further to discussion taking place between the Rugby and Football club and the submission of amended plans moving the side elevation of the proposed extension to 1.2m away from the side elevation of the Football Club building, the Football Club confirmed that they wish to remove their objection.

6.50 An objection received from a neighbouring property queried whether the Rugby Pitch would need to be relocated as part of the proposal. The proposed car parking area would not encroach onto the area of the existing Rugby Pitch and would not be affected by the proposal. Comments were also made regarding proposed railings around the Football Pitch and a Future Stand. Neither forms part of this planning application and has not been considered as part of the proposal.

6.51 **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 the proposal is acceptable in terms of principle, design, amenity and drainage and accordingly it is recommended that planning permission is granted.

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

That APPROVAL is granted subject to the following conditions:

Condition 1

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

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.

Condition 2

The development hereby permitted shall be carried out in accordance with the application form and drawing numbers:

- Location and block plan 707/001 REV A
- Proposed site plan 7077/006 Rev L
- Proposed Elevations Sheet 1 707/009 REV B
- Proposed Elevations Sheet 2 707/010 REV B
- Proposed Ground Floor Plan 707/007 REV F
- Proposed first floor plan 707/006 REV G
- Proposed gym plan/ elevation 707/020 REV C

Reason

To ensure that the development is carried out in accordance with the approved plans.

Condition 3

The development hereby permitted shall not commence until details of permeable pavement design and a construction and maintenance schedule for all SUDS elements (soakaway and permeable pavement) have been submitted to and approved in by the Local Planning Authority. Approved details shall be maintained for the life of the development.

Reason

To ensure the development is provided with a satisfactory means of drainage and thereby reducing the risk of flooding. It is important that these details are agreed prior to the commencement of development as any works on site could have implications for drainage, flood risk and water quality in the locality.

Condition 4

The development hereby approved shall not be brought into use until visibility splays are provided from a point 0.6m above carriageway level at the centre of the access to the application site and 2.4 metres back from the near side edge of the adjoining carriageway, (measured perpendicularly), for a distance of 43 metres in each direction measured along the nearside edge of the adjoining carriageway and offset a distance of 0.5 metres from the edge of the carriageway. These splays shall thereafter be permanently kept free of all obstructions to visibility over 0.6m in height above carriageway level.

Reason

In the interests of highway safety.

Condition 5

The development hereby approved shall not be brought into use until pedestrian visibility splays of 2m x 2m measured perpendicularly back from the back of footway shall be provided on both sides of the access. These splays shall thereafter be permanently kept free of all obstructions to visibility over 0.6m in height above the adjoining ground level.

Reason

To ensure motorists have clear and unrestricted views of approaching pedestrians when pulling out onto the adopted highway, in the interest of highway safety.

Condition 6

Prior to first use of the development hereby permitted the vehicular access shall be laid out and constructed broadly in accordance with the submitted plan drawing no. 707/006 Rev L but with a minimum entrance width of 5.0m with the area of access road within at least 5.0m of the carriageway edge of the public road surfaced in bound material, and shall be maintained thereafter.

Reason

To reduce potential highway impact by ensuring that there is a safe, suitable and secure means of access for all people that minimises the scope for conflict between traffic and cyclists and pedestrians in accordance with paragraph 110 and 112 of the National Planning Policy Framework.

Condition 7

The vehicular access hereby permitted shall not be brought into use until the existing vehicular access to the site (other than that intended to serve the development) has been permanently closed in accordance with details as shown on drawing number 707/006 Rev L.

Reason

In the interests of highway safety.

Condition 8

Notwithstanding the submitted details, the development hereby approved shall not be brought into use until 7 electric vehicle charging spaces have been provided in accordance with details to be submitted to and approved in writing by the Local Planning Authority and thereafter such spaces and power points shall be kept available and maintained for the use of electric vehicles as approved.

Reason

To encourage sustainable travel and healthy communities.

Condition 9

Notwithstanding the submitted details, the development hereby approved shall not be brought into use until at least 5 accessible car parking spaces have been provided in a location to be agreed in writing by the Local Planning Authority and thereafter shall be kept available for disabled users as approved.

Reason

To provide safe and suitable access for all users.

Condition 10

Notwithstanding the submitted details, the development hereby permitted shall not be occupied until details of secure and covered cycle storage facilities for a minimum of no.10 bicycles has been made available in accordance with details to be submitted to and approved in writing by the LPA.

Reason

To give priority to cycle movements by ensuring that adequate cycle parking is provided, to promote cycle use and to ensure that the appropriate opportunities for sustainable transport modes have been taken up in accordance with paragraph 110 of the National Planning Policy Framework.

Condition 11

Replacement Poplars for those felled shall be planted along the southern boundary of the site adjacent to the existing grouping (exact location to be agreed with the Local Authorities Tree Officer at the time of planting). Replacement trees shall be advanced nursery stock, semi mature size (20/25cm+ girth).

Planting of the replacement Poplars shall be carried out in the first planting season following the occupation of any building or the completion of the development, whichever is the sooner. Any trees or hedgerows, which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation. If any trees or hedgerows fail more than once, they shall continue to be replaced on an annual basis until the end of the 5-year period.

Reason

To ensure adequate provision for trees/hedgerows, in the interests of visual amenity and the character and appearance of the area. In accordance with the NPPF, Policy INF3 of the JCS and Policy E4 of the Gloucester City Plan.

Condition 12

The erection of fencing for the protection of any retained tree shall be undertaken in accordance with the approved details specified in the WTC Arboricultural Assessment and Method Statement dated 8th April 2022; before any development including demolition, site clearance, materials delivery or erection of site buildings, starts on the site. The approved tree protection measures shall remain in place until the completion of development or unless otherwise agreed in writing with the local planning authority. Excavations of any kind, alterations in soil levels, storage of any materials, soil, equipment, fuel, machinery or plant, site compounds, latrines, vehicle parking and delivery areas, fires and any other activities liable to be harmful to trees and hedgerows are prohibited within any area fenced, unless agreed in writing with the local planning authority.

Reason

To ensure adequate protection measures for existing trees/hedgerows to be retained, in the interests of visual amenity and the character and appearance of the area. In accordance with the NPPF, Policy INF3 of the JCS and Policy E4 of the Gloucester City Plan.

Condition 13

Where excavations or surface treatments are proposed within the root protection areas (RPA) of retained trees and hedgerows, works shall be carried out strictly in accordance with the Method Statement as contained within the WTC Arboricultural Assessment and Method Statement dated 8th April 2022. The RPA is defined in BS5837:2012.

Reason

To prevent damage to or loss of trees. In accordance with the NPPF, Policy INF3 of the JCS and Policy E4 of the Gloucester City Plan.

Condition 14

No removal of trees/scrub/hedgerows shall be carried out on site between 1st March and 31st August inclusive in any year, unless otherwise approved in writing by the Local Planning Authority.

Reason

To ensure that the nature conservation interest of the site is protected. In accordance with the NPPF, Policy INF3 of the JCS and Policy E4 of the Gloucester City Plan.

Condition 15

The materials to be used in the construction of the external surfaces of the proposed extension to the buildings shall match those used in the existing buildings.

Reason

To ensure that the materials are in keeping with the existing building.

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.

Note 2

Your attention is drawn to the Party Wall Act 1996. The Act will apply where work is to be carried out on the following:

- Work on an existing wall or structure shared with another property.
- Building a free standing wall or a wall of a building up to or astride the boundary with a neighbouring property.
- Excavating near a neighbouring building.

The legal requirements of this Act lies with the building/ site owner, they must find out whether the works subject of this planning permission falls within the terms of the Party Wall Act. There are no requirements or duty on the part of the local authority in such matters. Further information can be obtained from the DETR publication The Party Wall Act 1996 – explanatory booklet.

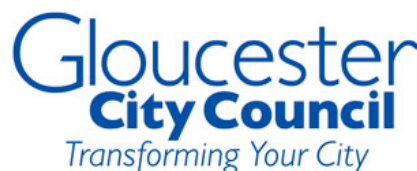
Note 3

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.

Note 4

The Local Highway Authority has no objection to the above subject to the applicant obtaining a section 184 licence. The construction of a new access will require the extension of a verge and/or footway crossing from the carriageway under the Highways Act 1980 - Section 184 and the Applicant is required to obtain the permission of Gloucestershire Highways on 08000 514 514 or highways@gloucestershire.gov.uk before commencing any works on the highway. Full Details can be found at www.gloucestershire.gov.uk .

Person to Contact: Rhiannon Murphy (01452 396361)



Planning Application: | 22/00248/FUL
Address: | Longlevens Rugby Club
Committee Date: | 01.11.2022

Appendix 1: Site Location Plan



Location Plan @ 1:1250

Appendix 2: Proposed site plan

