

Item No. 7.2	Classification: OPEN	Date: 1 November 2016	Meeting Name: Planning Sub-Committee B
Report title:	Development Management planning application: Council's own development Application 16/AP/3203 for: Full Planning Permission Address: HOMESTALL ROAD PLAYING FIELDS, (ATHENLAY FC) HOMESTALL ROAD, LONDON SE22 Proposal: Demolition of existing derelict pavilion and WC block and construction of a new modular pavilion building and electric termination cabinet together with hard and soft landscaping and vehicular parking.		
Ward(s) or groups affected:	Peckham Rye		
From:	Director of Planning		
Application Start Date 08/08/2016		Application Expiry Date 03/10/2016	
Earliest Decision Date 13/10/2016			

RECOMMENDATIONS

1. That the application is referred to members for decision as it involves development affecting Metropolitan Open Land (MOL).
2. That members grant planning permission subject to conditions.

BACKGROUND INFORMATION

Site location and description

3. The application site is located within Homestall Road Sports Ground which is to the south-western side of Homestall Road. The area of the proposed development is a sport facility catering for football development aimed at Under 15s in the Peckham Rye Area.
4. The site is located within a Green Chain Park, Air Quality Management Area, Suburban Density Zone-Middle, MOL and Peckham and Nunhead Action Area as identified by the Development Plan. The site is not located within the setting of any conservation area or listed building.

Details of proposal

5. The proposal includes the demolition of the all existing buildings and the provision of a new pavilion building, in the same location as the existing, comprising new changing and showering facilities, along with club room.
6. Externally, the pavilion building will be a typical modular unit surrounding by a duo-pitched roof, comprising steel space frame and plastisol coated steel cladding. Windows and doors will be double glazed powder coated aluminium units in order to offer low maintenance as well as security and energy efficiency.

7. The proposed pavilion building would measure:

Maximum height: 3.617 metres (2.928 metres at eaves level)

Depth: metres: 7.444 metres

Width: 19.552 metres

Total floor area: 145.55m²

8. Externally, landscaping works will include new parking provision including disabled parking, mini bus parking, bicycle racks and a new pathway adjacent to the existing access road.

9. **Planning history**

13/AP/1700 Application type: Council's Own Development - Reg. 3 (REG3) Construction of a 45.75 x 27.45 m (50 x 30 yard) artificial turf pitch, with associated fencing and floodlighting. Decision date 15/11/2013 Decision: Granted (GRA)
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15/EQ/0224 Application type: Pre-Application Enquiry (ENQ) Installation of a modular pavilion building to support newly installed playing fields and 3g pitch. Existing access road to be upgraded. Small area adjacent to new pavilion building for accessible parking bays Decision date 10/12/2015 Decision: Pre-application enquiry closed (EQC)
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Planning history of adjoining sites

10. None relevant identified.

KEY ISSUES FOR CONSIDERATION

Summary of main issues

11. The main issues to be considered in respect of this application are:
- a) The principle of the development;
 - b) The design issues and the impact on the surrounding area;
 - c) The impact of the proposal on Metropolitan Open Land and Green Chain Park;
 - d) The impact on amenity of any nearby residents;
 - e) The impact on trees.

Planning policy

12. National Planning Policy Framework (NPPF)
Section 4 – Promoting sustainable transport
Section 7 - Requiring good design
Section 8 – Promoting healthy communities
Section 9 - Protecting Green Belt land
Section 11 - Conserving and enhancing the natural environment
13. On 19 March 2013, the council's cabinet considered whether Southwark's planning policies were consistent with guidance in the NPPF, as required by NPPF paragraph 215. All policies and proposals were reviewed and the Council satisfied itself that

those in use were in general conformity with the NPPF. The resolution was that with the exception of saved Southwark Plan policy 1.8 (location of retail outside town centres) all local policies would be retained. Therefore due weight should be given to relevant policies in existing plans in accordance to their degree of consistency with the NPPF.

14. The London Plan 2016
Policy 3.19 - Sports facilities
Policy 7.17 - Metropolitan Open Land
Policy 7.19 - Biodiversity and access to nature
Policy 7.4 - Local Character
Policy 7.6 - Architecture
15. Core Strategy 2011
Strategic Policy 11 – Open spaces and wildlife
Strategic policy 13 - High environmental standards
16. Southwark Plan 2007 (July) - saved policies
Policy 3.2 - Protection of amenity
Policy 3.12 - Quality in design
Policy 3.13 - Urban design
Policy 3.25 - Metropolitan open land
Policy 3.28 - Biodiversity
Policy 5.2 - Transport Impacts
Policy 5.3 – Walking and cycling
Policy 5.6 – Car parking
17. Peckham and Nunhead Area Action Plan 2014
Policy 10 - Sports facilities
Policy 19 - Open space and sites of importance for nature conservation
18. The site is identified in the Action Plan as OS142.

Summary of consultation responses

19. Ecology officer stated that the ecology survey is fine, no further ecological surveys are required. The development can mitigate for the loss of open ground through creation of the recommended native hedge on the north west boundaries and through installing a light weight green roof on the new building which will help insulate it.
20. Condition added to mitigate the loss of open ground through the planting of native hedge planted on north west boundaries.
21. Urban Forester stated that the current application results in the removal of an additional 7 category C Cherry, Ash and Chestnut trees for which mitigation will be necessary via replacement planting. Subsequent to these comments the applicant provided additional information.
22. The Urban Forester commented that the proposed replacement is sufficient to mitigate loss required to facilitate development.
23. Environmental Protection Officer raised no objections.
24. Transport Team raised no objections.
25. No objections received from adjoining residential neighbours.

Principle of development

26. The proposed development will result in the demolition of the all existing buildings and the provision of a new pavilion building, in the same location as the existing. This building would serve an ancillary function to the existing sports centre offering changing and showering facilities, along with club room.
27. London Plan policy 3.19 states that development proposals that enhance or increase the provision of sports and recreation facilities should be supported. However, it also states that where sports facility developments are proposed on existing open space, they will need to be considered in light of policies protecting open space as well as the borough own assessment of needs and opportunity for both sports facilities and for green multifunctional open space.
28. London Plan policy 7.17 states that the development of land within Metropolitan Open Land (MOL) is acceptable where it provides essential ancillary facilities for an appropriate use and where it maintains the openness of MOL. Development which does not fully comply with this will only be allowed in exceptional circumstances. MOL also has the same level of protections as land designated as Green Belt. The NPPF para 89 states that the construction of new building should be regarded as inappropriate in Green Belt. However exceptions apply including *the provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries, as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it*. Therefore the tests as to whether the development is acceptable in principle is:
 - a) whether the use of the land is appropriate;
 - b) whether the proposed facilities are ancillary and essential to the use of the land as a cycle track; and
 - c) whether the proposed development preserves the openness of the Metropolitan Open Land.

a) whether the use of the land is appropriate

29. The use of the site as a Sport facility catering for football development aimed at Under 15s in the Peckham Rye Area. The site is currently home to Athenlay Football Club, housed at the Homestall Road Sports Ground and has been in continuous use as a sports facility since it was founded and provides a facility for the local community. This is considered to an outdoor sport and recreation use which is listed as an appropriate use within the Green Belt in paragraph 89 of the NPPF 2012.

b) whether the proposed facilities are ancillary and essential to the use of the land as a football club

30. The council's open space strategy (2013) identified Homestall Road Playing Field as being of low quality and recommended that the site be prioritised for investment, specifically in the ancillary facilities available.
31. The proposal would see the demolition of the existing pavilion building and toilet block and the provision of a new pavilion building, in the same location as the existing. This building would serve an ancillary function to the existing sports centre, offering changing and showering facilities, along with a small club room. These facilities are all considered to be ancillary to the established recreational use of the site.
32. There is an existing container situated to the rear of the existing pavilion building which will be retained. The container is considered to be immune from enforcement action as aerial photographs from 2006 show that it has been on the site for more than 10 years. The container is used as storage for the sports facility. The storage facility is

considered to be ancillary and essential to the use of the site as a football club and its maintenance.

33. It is therefore considered that the proposed facilities in the pavilion and the covered storage area are considered to be ancillary and essential to the operation of the Homestall Road Sports Ground as an inclusive sports venue for both the local and the wider community.

c) whether the proposed construction preserves the openness of the Metropolitan Open Land

34. The proposal would see the demolition of all existing pavilion buildings and the provision of a new pavilion building, in the same location as the existing. The removal of these structures will increase the openness of the site.
35. There is no objection to the principle of the development which seeks to replace an existing pavilion with a larger pavilion for use ancillary to the football ground. The pavilion is positioned within the envelope of the existing sports club and despite being larger than the existing buildings, when considered relative to the surrounding playing fields (1.73 hectares in area), it is clear that the proposed building would not appear prominent within the context of the wider Metropolitan Open Land. The pavilion occupies an under-utilised landscaped area and would represent an enhancement this space that would also preserve the openness of the MOL.
36. Therefore in principle it has been demonstrated that the erection of the pavilion constitutes an appropriate use within MOL that the proposed development is essential and ancillary to the established sporting use and the location and scale of the pavilion is such that the openness of the MOL is preserved. Officers also consider that this replacement facility will serve to enhance the accessibility of an existing community facility.

Impact of proposed development on amenity of adjoining occupiers and surrounding area

37. Given the proposed building's location within the sports field and the fact that it is set somewhat back from the surrounding neighbouring properties, it is not considered that there would be any material impact in terms of loss of outlook, overshadowing or sense of enclosure as a result of the proposal.
38. There are a number of windows and doors proposed however the closest residential properties are not within the proximity of the development, at a minimum of 25m away from the proposed structure, and thus it is therefore not considered that the proposal would lead to a material loss of privacy by way of overlooking to any neighbouring occupiers in this regard.
39. Details have been received confirming that a number of trees are to be planted along the western boundary of the site, principally to provide screening for residents from the synthetic pitch that is located to the south of the proposed pavilion, but this will nevertheless reduce any potential impacts on residential amenity.
40. No objections have been received in relation to the use of the pavilion. The structure will be situated some distance from nearby residential units and the buildings primary function is to operate as changing and showering facilities, along with club room which would not result in any harm on nearby amenities.
41. However notwithstanding this, should the pavilion be used for events, it has the potential to cause harm to the amenity of nearby residential properties by way of noise creep and disturbance. Given the small scale of the facility and limited capacity of the

club room (22sqm), officers are satisfied that any harm can be adequately controlled by the imposition of a planning condition limiting the hours of operation of the facility.

42. Subject to the above condition being attached to any permission granted, it is not considered that the proposed new pavilion building would result in any significant impacts on amenity that would warrant refusal of permission and would thus be in accordance with saved policy 3.2 of the Southwark Plan 2007.

Impact of adjoining and nearby uses on occupiers and users of proposed development

43. None expected as a result of the proposal.

Transport issues

44. The proposed development does not raise any significant traffic issues as it will not increase the useable accommodation within the site as the existing football pitches are retained and not extended. Whilst there is a small increase within the footprint of the building itself, this will not significantly increase the building's capacity and therefore will not lead to a more intensive use than currently exists within the existing pavilion.
45. The use of the site remains the same, albeit with a slightly increased footprint of internal space within the pavilion and landscaping which would incorporate both vehicular and cycle parking. Furthermore it is proposed to construct a new compacted pathway alongside the existing access road to connect the new pavilion building and parking area with the site entrance on Homestall Road. The pathway will be separated from the access road by a timber knee rail in order to ensure safe separation of pedestrians and vehicles.
46. At present, the site offers no disabled facilities, parking or appropriate surface for wheelchair user to navigate the site. Satisfying the recommendation in the Disabled Go report, parking is to be provided suitable for use by mini buses and cars. The final number of spaces is yet to be confirmed. However, the construction detail for this area should allow for the excavation of sufficient material to enable provision of a 300mm thick layer of Type1, well compacted, laid on Terram 1000 geotextile. The level of this parking area is to tie into the levels of the adjacent access track. An area of approximately 5mx2.5m will be allowed for each parking space.
47. Secured bike storage has been incorporated to allow for the store of 10nr. bicycles adjacent the new pavilion building. The safe and secure cycle parking facilities will encourage the use of cycling as an alternative means of transport to the development and will reduce reliance on the use of the private car.
48. A ramp to the new entrance which as noted will comply with Part M of the Building Regulations (a gradient of 1:20), is proposed to the new entrance which helps provide access for wheelchair users and those with mobility impairments which is welcomed.

Design issues

49. The NPPF stresses the importance of good design and states in paragraph 56 that: *"Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people."* Policy SP12 of the Core strategy states that *"Development will achieve the highest possible standards of design for buildings and public spaces to help create attractive and distinctive places which are safe, easy to get around and a pleasure to be in."* Saved Policy 3.13 asserts that the principles of good urban design must be taken into account in all developments. This includes height, scale and massing of buildings, consideration of the local context, its character and townscape as well as the local

views and resultant streetscape.

50. By demolishing all the existing buildings (which are in a poor state of repair) and constructing a new building of a modern character, it would visually improve the site within its immediate surroundings. The proposed building has been designed with regard to Sport England's design guidance and would offer a more functional and useable design for the purposes of a sports pavilion, improving the sports facilities within the site.
51. The building would be located within a playing field and there are no buildings within close proximity and is therefore characteristically open with the existing pavilion building and storage buildings sited within the MOL. The proposed building has been sited on a similar footing to the existing building reducing its impact on the open nature of the MOL.
52. The pavilion building will be surmounted by a duo-pitched roof with plastisol coated profiled steel sheeting, and will incorporate powder coated aluminium window units and doors in order to offer robustness and reduced maintenance. The use of these materials are considered appropriate to the function of the building.
53. A new area of car parking will be provided adjacent to the new pavilion building which includes allowance for disabled parking. Covered bicycle storage for 10nr. Bikes will be provided by the scheme in an area close to the new building; taking into account security and travel distances of those using the facilities. Emergency vehicles will be able to access via Homestall Road gate and down the existing access road.
54. The pavilion building will be accessed by a metal ramp and walkway to ensure that the building is accessible by the disabled. The walkway and ramp will be designed and constructed in accordance with the Part M of the Building Regulations – Access to and Use of Buildings.
55. For these reasons, It is considered appropriate in the local context having minimal impact on the open nature of the MOL and will preserve the character and appearance of this section of the surrounding area. As such it would accord with saved policies 3.12 and 3.13 of the Southwark Plan and Strategic Policy 13 - High environmental standards of the Core Strategy.

Impact on trees

56. A total of 36 individual trees and small groups were inspected, ranging from young self seeded trees of less than 10 years of age through to a cluster of three mature trees of up to 100 years of age. The on-site trees are all deciduous broad-leaved species with a range of sizes and condition.
57. A number of trees within the main body of the site have been damaged by vegetation clearance works and this has affected their longevity.
58. A tree schedule and maintenance report and tree planting details have been submitted with the application, which consider the implications of the proposed development on trees. The proposal would involve the felling of the Ash and Norway maple trees to the eastern side of the site. These trees have no public amenity value and their loss is not considered to affect the character and appearance of the area.
59. There are other more mature trees around the site boundaries and further planting is proposed.

Biodiversity

60. The proposed works will not result in the loss of any habitat as a result of the development being largely over previously developed land. A habitat and bat survey has been submitted with the application details and this found that the buildings and trees at the site have negligible potential to support roosting bats. The clearance of scrubs and grassland at the site has some potential to affect habitat that might support reptiles; however measures will be taken to prevent this. As such the proposed development is considered to have an acceptable impact on biodiversity.

Planning obligations (S.106 undertaking or agreement)

61. Not required for an application of this nature.

Sustainable development implications

62. Strategic policy 13 of the Core Strategy 'High environmental standards' requires community facilities to achieve at least BREEAM 'very good'.
63. Based upon the BREEAM Evidence Schedule and Credit Summary (found in Section 4 of the Homestall Road Phase 3 report dated 15 January 2016), the scheme achieves a score of 56.88 which achieves a rating of 'Very Good'. As such it complies with Strategic policy 13 of the Core Strategy.

Miscellaneous

64. A brick built electrical termination cabinet is also proposed on the eastern boundary of the playing field, within the tree line immediately adjoining Homestall Road. This is constructed to UK Power Networks standard and measures 1200mm tall, 1175mm wide and 500mm deep. It is a necessary component of the development and raises no concerns with regard to the development plan policies referenced above.

Other matters

65. S143 of the Localism Act 2011 states that any financial sum that an authority has received, will, or could receive in the payment of CIL as a material 'local financial consideration' in planning decisions. Development leading to the creation of more than 100sqm is deemed to be chargeable development for the purposes of CIL. Mayoral CIL is to be used for strategic transport improvements in London, primarily Crossrail, and is charged at £35 per sqm in Southwark. Submitted plans indicate 137sqm of chargeable floorspace, equating to a MCIL of £3,237. The requirement for Mayoral CIL is a material consideration. However, the weight to be attached to a local finance consideration remains a matter for the decision-maker.
66. Southwark's adopted CIL Charging Schedule states that development falling within the D2 Use Class is exempt from paying the Southwark CIL.

Conclusion on planning issues

67. The proposal would improve the quality of facilities available at a site with an established sporting use. The increased building footprint here is tempered by the demolition of the existing, separate, poor quality structures. Officers consider that the pavilion, by virtue of its location, scale and as a result of the demolition of existing buildings, would preserve the openness of the MOL. It is considered that the provision of this facility is essential to the continued successful operation of the playing field.
68. The proposed development is not considered to be of a form or intensity to significantly impact on the amenity of neighbouring residents or the local highway

network. There are no other planning issues arising which would result in material harm to the site or its surroundings. The proposed development is considered to be acceptable for the reasons set out above. Accordingly approval is recommended subject to the conditions.

Community impact statement

69. In line with the Council's Community Impact Statement the impact of this application has been assessed as part of the application process with regard to local people in respect of their age, disability, faith/religion, gender, race and ethnicity and sexual orientation. Consultation with the community has been undertaken as part of the application process.

a) The impact on local people is set out above.

b) The following issues relevant to particular communities/groups likely to be affected by the proposal have been identified as: None

c) The likely adverse or less good implications for any particular communities/groups have been also been discussed above.

Human rights implications

70. This planning application engages certain human rights under the Human Rights Act 2008 (the HRA). The HRA prohibits unlawful interference by public bodies with conventions rights. The term 'engage' simply means that human rights may be affected or relevant.

71. This application has the legitimate aim of providing a replacement pavilion. The rights potentially engaged by this application, including the right to a fair trial and the right to respect for private and family life are not considered to be unlawfully interfered with by this proposal.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/2613-A Application file: 16/AP/3203 Southwark Local Development Framework and Development Plan Documents	Chief Executive's Department 160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 5451 Council website: www.southwark.gov.uk

APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Recommendation

AUDIT TRAIL

Lead Officer	Simon Bevan, Director of Planning	
Report Author	Neil Loubser, Planning Officer	
Version	Final	
Dated	14 October 2016	
Key Decision	None	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Strategic Director of Finance and Governance	No	No
Strategic Director of Environment and Leisure	No	No
Strategic Director of Housing and Modernisation	No	No
Director of Regeneration	No	No
Date final report sent to Constitutional Team		20 October 2016

APPENDIX 1

Consultation undertaken

Site notice date: 19/08/2016

Press notice date: 18/08/2016

Case officer site visit date: 19/09/2016

Neighbour consultation letters sent: 12/08/2016

Internal services consulted:

Ecology Officer
Environmental Protection Team Formal Consultation [Noise / Air Quality / Land Contamination / Ventilation]

Statutory and non-statutory organisations consulted:

Sport England

Neighbour and local groups consulted:

35 Colyton Road London SE22 0NP	30 Colyton Road London SE22 0NP
36 Colyton Road London SE22 0NP	3 Scutari Road London SE22 0NN
37 Colyton Road London SE22 0NP	5 Scutari Road London SE22 0NN
34 Colyton Road London SE22 0NP	7 Scutari Road London SE22 0NN
31 Colyton Road London SE22 0NP	15 Scutari Road London SE22 0NN
32 Colyton Road London SE22 0NP	1 Scutari Road London SE22 0NN
33 Colyton Road London SE22 0NP	11 Scutari Road London SE22 0NN
38 Colyton Road London SE22 0NP	13 Scutari Road London SE22 0NN
43 Colyton Road London SE22 0NP	9 Scutari Road London SE22 0NN
44 Colyton Road London SE22 0NP	27 Colyton Road London SE22 0NP
45 Colyton Road London SE22 0NP	28 Colyton Road London SE22 0NP
42 Colyton Road London SE22 0NP	29 Colyton Road London SE22 0NP
39 Colyton Road London SE22 0NP	26 Colyton Road London SE22 0NP
40 Colyton Road London SE22 0NP	23 Colyton Road London SE22 0NP
41 Colyton Road London SE22 0NP	24 Colyton Road London SE22 0NP
	25 Colyton Road London SE22 0NP

Re-consultation: n/a

APPENDIX 2

Consultation responses received

Internal services

None

Statutory and non-statutory organisations

None

Neighbours and local groups

None