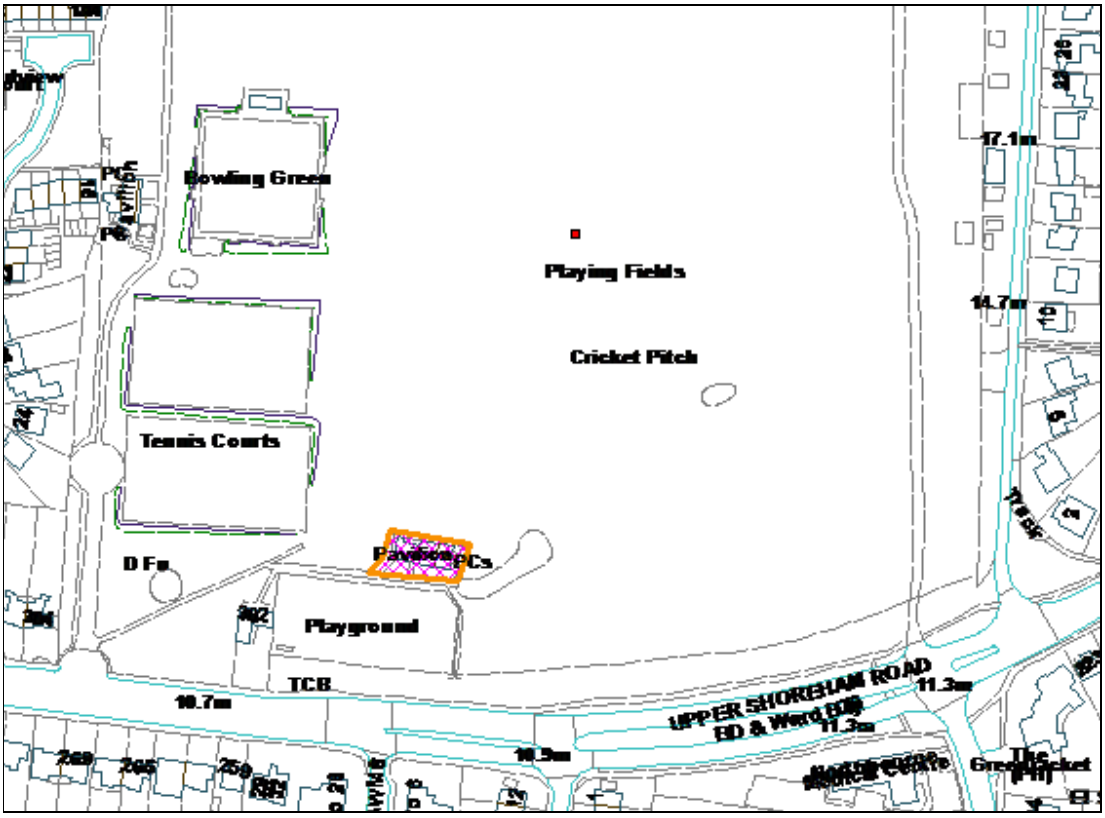
Application Number: AWDM/1212/15 **Recommendation – APPROVE**

Site: **Buckingham Park, Upper Shoreham Road, Shoreham-By-Sea**

Proposal: **Proposed demolition of existing building and replacement with new two-storey building accommodating rugby club changing facilities, bar and kitchen area with terrace, cafe and public toilets.**

Applicant: Mr Mark Norris Ward: Buckingham
Case Officer: Peter Barnett



Not to Scale

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Proposal, Site and Surroundings

This application relates to the proposed demolition of the existing single storey building at the southern end of Buckingham Park and its replacement with a new clubhouse building. The existing building currently contains changing facilities for Shoreham Rugby Club as well as a cafe (Cupcakes) and public toilets. The building is owned by Adur

District Council and the rugby club only uses the changing rooms as part of the pitch hire agreement with the Parks Department. The café is rented to Cupcakes through a limited lease (Tenancy at Will).

The building is in a poor condition and does not meet the standard of contemporary clubhouses. Shoreham Rugby Club has secured funding from various sources, including Adur District Council, to replace their facilities with a modern building, which would be capable of accommodating a larger membership. The demolition of the existing building and construction of the new building will be the responsibility of the rugby club. On completion, the final lease arrangements have yet to be finalised and agreed with the Council.

The proposed building would have a larger footprint than existing and would include a first floor over the central part of the building. The existing building has a floor area of 151sqm and measures 8m wide, 19.4m long and 3.5m high with a taller 6m high central 'tower'. It is brick built with green painted corrugated metal sheets. It sits close to a line of trees to the south, with a children's play area beyond.

The proposed building will measure 13.6m wide, 32m long and will vary in height from 3m to 6.3m high with a 7.1m high panel containing signage. It will have a floor area of 552 sqm, consisting of 4no. team changing rooms, 2no. officials changing rooms and a physio room for the rugby club. At the western end, a replacement café is proposed plus public toilet facilities. The new café will have glazing on the north and south sides, opening up views of the playground. An external decked area is also proposed on the north and south sides. At first floor there will be a lounge/bar area with viewing terrace on the north and east sides.

The building will have a contemporary appearance with a low profile and a first floor that is set back from the east and west elevations and partially from the south, to reduce its visual impact. The walls will be finished in white render with coloured render sections (orange and green are indicated on the visualisations to identify and differentiate between the rugby club and cafe). To break up the mass of the building and to create visual interest, sections of timber cladding, brick and obscure 'Reglit' glazing are proposed. The elevations include signage in the form of simple raised lettering to indicate "Shoreham Rugby Club" and "Cupcakes Café". The building will have a flat roof with a 'green' sedum roof over the single storey elements and asphalt over the first floor, which will be hidden behind a parapet wall.

The building will have a pathway around its perimeter with a fire escape on the south side hidden behind an orange rendered wall containing rugby club signage.

Relevant Planning History

AWDM/0474/14 - Proposed infill extension to café to north, new decked area and canopy to south and new entrance doors, entrance ramp and windows to west – approved

Consultations

West Sussex County Council: No objection from a transport/highways aspect. Comments that the building does not have direct vehicular access and it is understood that deliveries are transported via trolley along an existing footpath from the road to the west of the site. It is understood that this is how the facility has been serviced historically and that no change to the servicing arrangements is proposed. In the interests of highway safety and operational capacity, servicing vehicles should not park on Upper Shoreham Road to unload supplies. The LPA may like to consider, should permission be granted, whether this should be subject to a planning condition.

Adur & Worthing Councils: The ***Environmental Health*** officer recommends opening hours be restricted to 7am until 11pm 7 days a week, with 30 minutes clearing up time
He would not want it any later as parking facilities are close to residential properties and, with customers and taxi pick ups, there is a new potential source of noise in the vicinity that has not previously been there before. The only other licensed premises in the vicinity are now a Tesco Express.

The ***Parks and Foreshore Manager*** comments are to be reported.

The ***Tree and Landscape Officer*** comments that he does not envisage the existing trees would be affected by the new build. The trees will need to be protected during demolition and construction (fenced off etc, to British Standard). Also, as the existing Pavilion is an older possibly pre-fabricated building, it may have limited foundations. Therefore it is possible that some tree roots may be under the existing building. Therefore care should be taken when excavating, and provision for foundations that can bridge the existing roots made.

Southern Water: Formal application to connect to the public foul sewer is required

Sussex Police: To be reported

Representations

4 letters received from the occupiers of 16 Parkside, 7 Downside, 11 Burrell Avenue (Lancing) and 19 Barfield Park (Lancing) raising the following concerns:-

- The new building will be larger than existing
- Concerned at loss of trees – preservation order should be placed on them
- Style is not in keeping with park environment and timber cladding would be more appropriate
- Club house should be built in area currently occupied by rugby equipment store, closer to eastern car park, which will make deliveries easier
- Leave the café where it is next to the playground

- What will happen during construction period in terms of providing changing facilities and café?
- No disabled toilet provision/proposed toilet provision inadequate
- Buckingham Park should be in the interest of everyone to use to enjoy the open space and trees – the proposed large building would ruin this
- There are sufficient changing rooms at the clubhouse and on the other side of the park to accommodate all rugby and football teams so new facilities are not required
- There is already a café so it is not required
- There are already public toilets in the park
- The rugby club is trying to obtain a new building so they can socialize and drink which will detract from the peace and quiet of the park
- The rugby club does not look after the park with care
- Who will own the building? Café should remain in Council ownership.
- There is a history of police involvement to deal with drug and alcohol abuse in the park. An alcohol license would be inappropriate, particularly with a playground and nursery close by.

Relevant Planning Policies and Guidance

Adur District Local Plan 1993-2006 (ADC 1996) (saved policies): AG1, AR1
National Planning Policy Framework (March 2012)

Relevant Legislation

The Committee should consider the planning application in accordance with:
Section 70 of the Town and Country Planning Act 1990 (as amended) that provides the application may be granted either unconditionally or subject to relevant conditions, or refused. Regard shall be given to relevant development plan policies, any relevant local finance considerations, and other material considerations; and
Section 38(6) Planning and Compulsory Purchase Act 2004 that requires the decision to be made in accordance with the development plan unless material considerations indicate otherwise.

Planning Assessment

Principle and Need

The replacement or enhancement of recreation facilities is supported in principle subject to usual Development Management considerations. To support the proposal, the applicant has submitted the following information:-

"*There are currently*

Two senior teams – 64 adults registered
Mixed rugby squads – Under 6's through to Under 12's

Youth boys team – Under 13
Youth boys team – Under 14
Girls team – Under 15's

Youth players registered to date 169

Summer training gave us 28 new players (17% increase in our numbers)

The RFU have warned clubs that they could expect up to a 20% increase in players across the squads (as a result of this autumn's World Cup Finals in England and Wales).

On a Saturday, the worst case scenario is both senior teams are playing at home. This gives us four adult teams plus officials, about 80 players in total trying to make use of two small changing rooms and in total six showers. We have no changing facilities for the officials and are probably in breach of RFU guidelines of offering changing facilities to any female officials that may be assigned to a match.

On a Sunday (worse case), we have a visiting team that bring their U6's through to their under 12's. With our numbers this can mean over 300 children and parents. If our Under 13's and Under 14's also have RFU appointed league matches on the same day that means an additional 80+ children and parents, all trying to use two changing rooms and the showers.

Shoreham RFC has had double digit growth in its youth section for the past five years. Also Shoreham is now working a lot closer with the local schools. SRWA have recommended that some of their players need to join a club to improve their players. Shoreham Academy is doing the same. We are now talking to another club in Steyning that are looking to start a youth section and they want to join with us. Our club out grew the facilities in the park about 4 or 5 years ago and still we continue to grow as a club despite not having a club house. Other clubs in the area (Burgess Hill for example) are struggling for numbers. The Sussex RFU looks at Shoreham as a successful team that is doing the right things around recruitment and retaining players. We work with the local community and local schools. We are part of the community and this new building will be a community building in the park.

The building will be offered to the community out of season and indeed when not in use by the clubs members. We are hoping that Lancing Cricket Club will be one club to benefit from these facilities. Though Shoreham RFC is driving this project forward it needs to be very clear that this is a community building in the park. Even week days during rugby season the club will want the facilities utilised by local people or clubs. Impulse leisure have already expressed an interest."

There is clearly a need for improved facilities for the Club and there is not considered to be an objection in principle to this proposal. The use of the building by other groups

when the rugby club is not using it is also considered to be acceptable, subject to suitable controls.

Visual amenity

The proposed building will be a striking change from the current tired and rundown appearance of the existing building. It will be a larger and more substantial building than exists which, together with its bold use of materials and colour, will result in a more prominent structure. However, it is considered that it will provide a focal point for the park without detracting from its parkland setting.

It will be sited in the same location as the existing building and will be partly screened from the south by the existing line of trees. Supplementary planting can be provided where necessary to help screen the increased length of the building from the road. However, the rear of the building successfully addresses the Upper Shoreham Road with the south elevation containing visual interest, through the use of coloured signage panels which help to hide the fire escape, and by opening up the café to views towards the playground.

The building will be bulkier, with the introduction of a first floor, but the height has been kept low through the use of a flat roof, and the overall height is not substantially greater than the highest part of the existing building. The upper floor is set in from the sides and partly set back from the south elevation which also helps to reduce its massing. It is not considered, therefore, that it will be an unduly dominant or obtrusive building. The use of white render and coloured panels will be 'eye-catching' but the contemporary design and appearance of the proposed building is considered to be acceptable in this location and represents a significant visual improvement over the existing facilities.

Residential amenity

The building will be in the same position as the existing building and will therefore not be materially closer to residential properties. To the south, the nearest dwellings are on the opposite side of Upper Shoreham Road, some 76m away. To the west, the nearest dwelling is 120m away while to the east the nearest dwelling in Parkside is over 200m away. Car parking, however, is much closer, being located on the eastern and western boundaries of the park.

The proposal will be likely to increase activity with the introduction of a bar at first floor which is likely to be used for longer hours than the current building, and through the intention to hire out the building when not in use by the rugby club. The applicants have submitted the following information in respect of the proposed use:

"The club house will be used for home matches and training on both a Saturday and a Sunday during the season. Currently we are unable to foresee what facility hire there may be from outside agencies until the facility is built and marketed. The plan is to use the facilities as best as we can for the community. I assume once a license to sell alcohol is granted it will state the hours of availability. The club house will be made

available to community and if people wish to hire the bar area then that is another revenue stream the club will follow."

At the distances involved to residential properties, it is not considered that the proposal will necessarily cause undue harm to amenity through increased noise or activity arising from the building itself. The use of the building for community-related uses in addition to sport will increase activity in the park and it will certainly be used more intensively than the current building. However, the hiring of the building to other sports clubs and community groups would provide a revenue stream as well as improving community facilities in the area and is considered to be beneficial.

Vehicles leaving the car parks could introduce a possible noise source for residents. In order to safeguard residential amenity, it is therefore proposed to restrict hours of use as suggested by the Environmental Health Officer to between 7am and 11pm, with half an hour closing up time (i.e. closure by 11.30pm). The use of the building shall be primarily limited to a clubhouse and changing facility (within Use Class D2) and as a café (within Use Class A3), but may be used for other community purposes. In order to accommodate community uses as suggested by the applicants, it is recommended that a Management Plan is submitted setting out the types of uses and their frequency that is likely to occur. The use of the building can then be limited to that which forms part of the approved Management Plan. Control over the use of the building can also be secured through the licensing process.

Trees and Landscaping

The proposed building is not shown as being any closer to the line of trees to the south and it is the intention to retain them within the development. The Tree and Landscape Officer does not consider that the trees will be harmed by the development subject to them being fenced off and protected, with provision made for bridging of any foundations over roots.

Accessibility and parking

The building does not enjoy direct access to the road, with car parks to the east and west some distance away. The existing building is in the same position and deliveries to the building currently take place via trolley along an existing footpath from the access road to the west of the site. It is understood that this servicing arrangement is to continue with the new building.

West Sussex Highways do not have any highway safety concerns with this situation but they have suggested that it may be necessary to impose a condition to prevent any parking of servicing vehicles on Upper Shoreham Road to unload supplies.

The existing car parks do get very congested during match days, particularly at the weekend when several rugby and football matches could be taking place at once. It is not considered that this would necessarily worsen as a result of this proposal.

Nevertheless, it is considered that it would be prudent to require the Club to provide a Travel Plan, to demonstrate how they will encourage more sustainable means of travel in the future.

Sustainable and resource efficient buildings

The proposed building will be considerably more sustainable in its construction and use than the current facilities. The building will have a green roof over the single storey elements and increased thermal efficiency. Other sustainable measures include rainwater harvesting and other water saving measures.

Other issues

Disabled toilet provision

The plans do not currently show any public toilet facilities for the disabled. The applicants have been advised of the need to include such provision within the building and an amended plan is expected to be submitted. Members will be updated at the meeting.

Closure of cupcakes/changing rooms during construction

Arrangements for providing changing facilities and for the cafe during the period of construction of the new building have yet to be finalised. These will form part of ongoing discussions which are separate from the consideration of the merits of the proposed new building.

Recommendation

Subject to the receipt of satisfactory amended plans showing the provision of toilets for the disabled, APPROVE

Subject to Conditions:-

1. Standard 3 year time limit
2. External materials to be approved
3. Landscaping including green roof
4. Tree protection during demolition and construction including hand dug foundations/bridging foundations only in vicinity of tree roots
5. Deliveries from access road to west only with no delivery vehicles parking on Upper Shoreham Road when unloading
6. The premises shall be used as a clubhouse and changing facility (within Use Class D2) and as a café (within Use Class A3) and for no other purpose, including any other purpose in Class D2 of the Schedule to the Town and Country Planning (Use Classes) Order 1987, or in any provision equivalent to

that Class in any statutory instrument revoking and re-enacting that Order with or without modification, except those uses agreed in association with Condition 7

7. Notwithstanding the limitation on use as set out within Condition 6, prior to first use of the building a Management Plan shall be submitted setting out proposals for community-related uses of the building when not being used for its primary purpose as a clubhouse and changing facility. The building shall thereafter be used in accordance with the approved Plan.
8. Hours of use 7am and 11pm, with half an hour closing up time (i.e. closure by 11.30pm) every day.
9. Travel Plan
10. Approved plans

28th September 2015