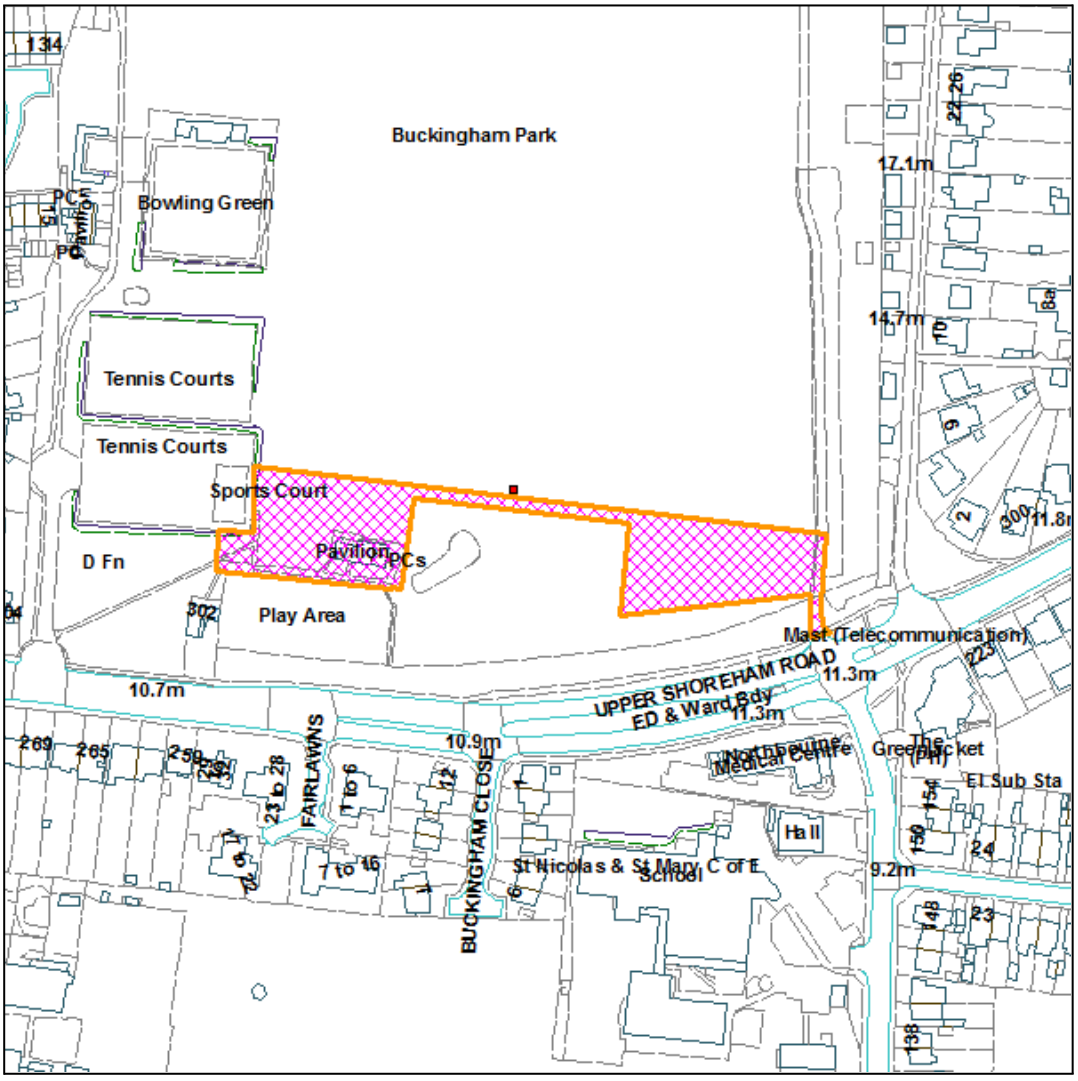
Application Number:	**AWDM/0407/24**	**Recommendation - APPROVE**
Site:	**Land South Of Buckingham Park Including South Pavilion And Cafe And Public Conveniences, Upper Shoreham Road, Shoreham-by-sea**	
Proposal:	**Phased development for the demolition of existing building and erection of new pavilion building (with cafe, toilets and sports changing facilities), associated pedestrian paths and landscaped areas.**	
Applicant:	Adur District Council	Ward: Buckingham
Agent:	ECE Planning Ltd	
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 building to contain a larger cafe, sports club room, changing facility and public toilets.

The existing building currently contains changing facilities for a number of sports clubs as well as a cafe and public toilets. The building is owned by Adur District Council and the sports clubs use the changing rooms as part of the pitch hire agreement with the Council. The café is rented through a limited lease (Tenancy at Will).

The building is in a poor condition and is no longer fit for purpose. It is becoming increasingly difficult and costly to repair and maintain the building.

The proposal would be delivered through a phased approach with the cafe and toilets being delivered in Phase 1 and the sports facilities delivered later in Phase 2. Alternative changing facilities are to be provided in the interim within other existing buildings on the west side of the park.

The proposed building would be sited within a similar area to the existing but will have a larger footprint. The existing building has a floor area of 151 sqm 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 12m wide and 37m long with a floor area of 335m2. It will be 4.3m high and single storey with a shallow pitched roof. A chimney is shown to house extract ventilation for the cafe kitchen. External materials are shown as being timber (or timber effect) cladding with a grey standing seam metal roof and grey brick plinth. Decorative screens are proposed to enclose the cafe terrace at the western end when not in use and shutters will protect the window and door openings. These are to be in the form of laser cut aluminium panels. An outdoor seating area associated with the cafe is proposed at the west end.

As amended, the layout shows the cafe at the west end with 3no. public toilets and a separate baby changing facility with toilet on the south side of the building close to the play park. This is 1no. additional toilet to that first proposed and is in response to objections received during the course of the application. A separate disabled WC is to be provided within the cafe. The sports facilities will comprise two changing rooms with showers and 6no. toilets, officials' changing rooms, first aid/physio room, club room, office and store. The floor area of each element is as follows:

- Cafe 130.7 sqm (existing 47sqm)
- Sports facilities 165.6sqm (existing 46sqm)
- Public toilets 21sqm (existing 37sqm)

A previous scheme to redevelop the pavilion over two storeys was granted permission in 2015 but not progressed due to costs.

The application is a Regulation 3 application whereby the local planning authority is seeking to grant planning permission for development on its own land.

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

AWDM/1212/15 - 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 - approved

Consultations

West Sussex County Council: The **Highways** Officer has no objection. In terms of location the site will be in the same position and as such any car parking requirements will be catered for by the existing parking areas to the south, east and west of the facility.

WSCC are satisfied with this approach. We would expect to see the provision of cycle parking, and this must be in a convenient location and be covered to encourage use. This can be conditioned.

Given the site's location within a park, the access route taken by construction vehicles should be presented in the form of a construction management plan and for the purposes of highway safety and the safety of pedestrians using the park, should be submitted to the LPA for approval, as a pre- commencement condition.

Adur & Worthing Councils: The ***Environmental Health*** officer has no objection subject to conditions (hours of construction, CMP)

Drainage: No objection subject to conditions to secure surface water drainage scheme, including winter groundwater monitoring [they have subsequently advised that ideally groundwater monitoring using telemetry would take place between January and March to include at least one seasonally high groundwater level event. However, monitoring for 12 months and during this time may not be possible - we recommend professional judgement will be required to determine if conditions during the monitoring would show representative seasonally high groundwater levels to support the proposals of infiltration. In this case, we are happy to accept groundwater monitoring commencing now (May) due to the unusually high groundwater levels we are experiencing after a significantly wet winter]

Trees and Landscape Officer: No concerns provided the recommendations in the arboricultural assessment are implemented

Southern Water: Our investigations indicate that Southern Water can facilitate foul sewerage disposal to service the proposed development. Southern Water requires a formal application for a connection to the public foul sewer to be made by the applicant or developer. We request that should this planning application receive

planning approval, the following condition is attached to the consent: “Construction of the development shall not commence until details of the proposed means of foul sewerage and surface water disposal have been submitted to, and approved in writing by the Local Planning Authority in consultation with Southern Water”

Sport England: Sport England has significant concerns and reservations regarding the detail of the proposed sports clubhouse provision and the likely timescale for its provision particularly given that phase 2 appears from the Planning Statement to be dependent on sports club / National Governing Bodies’ financial and management input even though the proposed accommodation will not meet the minimum requirements of any of the pitch sports either individually, or, particularly in combination.

Sport England would request that our concerns are clearly set out in the report to the committee for its consideration. Notwithstanding which, since the proposed accommodation would represent an overall improvement on the existing building and would not directly impact on playing capacity of the playing field, Sport England raises no objection to the application because it is considered to accord with exception 2 of our Playing Fields Policy and paragraph 103 of the NPPF subject to conditions securing:

- Further detail of the distance between the cricket pitch and the proposed hardstanding possibly necessitating a Labosport ball strike assessment
- Suitable protection for café users from potential ball strike
- Detailed proposals to provide alternative change accommodation to the rugby club during the development process and a timescale for the provision of the new sports clubhouse.

In relation to the third point above, the applicant should be aware that the proposed clubhouse does not meet the minimum space and layout requirements of the pitch sport NGBs and / or is not sufficient in size to accommodate all of the teams that might be using the playing field at the same time. This may limit interest by the sports clubs in taking on the management/ maintenance of the clubhouse and result in further accommodation being required in the future to accommodate demand

Comments on amended plans: to be reported

Active Travel England: Content with the development proposed

West Sussex Fire and Rescue Service: Evidence is required to show how a fire appliance will gain access to within 15% of the perimeter or within 45m of every point of the footprint of the building whichever is less onerous in accordance with the requirements of Approved Document B (AD-B) Volume 1: B5 section 15. Currently there is no vehicular access shown for this new build pavilion. Without suitable access for a fire appliance, this will greatly increase the fire service’s attendance time as additional firefighting equipment will need to be set up to enable the Fire Service to reach the fire incident.

Representations

7 letters of objection received, including from the Southwick & Shoreham Cricket Club:

- Support the proposal in principle.
- However, the park attracts a large number of visitors and the proposed toilet facilities are not sufficient to meet the demand.
- With only one cubicle for each gender, there will be long queues and discomfort for park-goers. Additionally, the complete absence of disabled toilets is not only concerning, but also excludes less mobile individuals and wheelchair users from accessing the park altogether.
- In order to ensure Buckingham Park is truly inclusive and welcoming to all members of the community, it is imperative that we have at least three toilets per gender and separate disabled facilities.
- Reducing the number of existing public toilets is an oversight, particularly given the size of the park and its amenities, together with the proposed increase in the size of the café, as well as the rise in the number of events held in the park
- Plans are a little underwhelming, which is a shame. The park is huge and used by a large number of people on a regular basis. I'm surprised the café isn't larger.
- At present the gents contains 2 sit down loos and a urinal, and the women's has 3 sit down loos, which are always busy. If these are being reduced even more, it is a real concern.
- The D&A Statement does not mention that Southwick & Shoreham Cricket Club use the pavilion as well as Shoreham Rugby Club.
- Inadequate storage space provided in new pavilion to replace existing containers
- Unclear what changing facilities will be provided once existing building has been demolished and prior to construction of new pavilion
- There should be a commitment to deliver Phase 2 within a defined period
- External seats and tables could be in danger of being hit by cricket balls from the cricket square
- Access to the clubhouse is either via a very long corridor or single door to the north which is impractical if the weather is cold or inclement
- Question the need for an office. Suggest that the space could be used to increase the size of the clubhouse and improve the access to it from the north.
- If changing rooms are being used by single sex teams it may not be appropriate for visitors of the opposite sex to use the toilets off the changing rooms and there is only one other toilet available
- Looks good but cricket changing rooms should be included and a club room should be included in the original position and not as an option. No reason not to include it.
- Object to phased building

Relevant Planning Policies and Guidance

Adur Local Plan 2017 Policies 1, 15, 18, 19, 28, 30, 31, 32, 33, 34, 36
Sustainable Energy SPD (August 2019)
Adur Planning and Climate Change Checklist (June 2021)

WSCC Guidance on Parking at New Developments (Sept 2020).
National Planning Policy Framework (December 2023)

Relevant Legislation

The Committee should consider the planning application in accordance with:

Section 70 of the Town and Country Planning Act 1990 (as amended) provides that 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

The replacement or enhancement of recreation facilities is supported in principle subject to usual Development Management considerations. Policy 32 of the Local Plan, for example, states that proposals for built sports facilities and formal sports provision will be supported where they are in accordance with policies in the Plan while Policy 33 states that the Council will protect, and support improvements to, social and community facilities.

Concerns have been raised about the phased approach to the delivery of the changing rooms. The Council requires flexibility with the delivery of Phase 2 (the changing rooms) and has confirmed that it will be delivered subject to demand for the facilities and that the timing will be dependent upon finding a competent and appropriately constituted organisation to look after and maintain the facility. It has confirmed that alternative changing facilities will be provided elsewhere in the park in the interim. Consequently, it is not considered that the demolition of the pavilion will result in an unacceptable loss of facilities while the replacement building is under construction. It is anticipated that this will happen in the near future but there is a chance that it could take longer. The applicant is therefore reluctant to commit to a timescale for delivery of phase 2 as it is not possible to to know for certain what the timescale will be. Nevertheless it is considered to be necessary to impose a condition requiring delivery of Phase 2 within 3 years from the date of permission to ensure continuity of sports provision.

In response to comments from Sport England the layout of the clubhouse has been changed to provide direct external access to the changing rooms, in sight of the playing pitches. Changing rooms and officials' changing facilities now meet expected standards, there is a servery hatch to the cafe kitchen, internal corridor has been removed and the club room has been increased in size with first aid/physio room and accessible WC accessed from the club room.

Sport England has been reconsulted on the amendments and their comments will be

reported at the meeting.

Visual amenity

The proposed building will represent a significant visual improvement over the current tired and rundown appearance of the existing building. It will be a larger building than exists and will be closer to the multi use games area to the west. However, its single storey scale and muted materials palette will ensure that it does not appear unduly dominant or out of character in this parkland setting.

It will be sited in largely the same location as the existing building (but with a larger footprint) and will be partly screened from the south by the existing line of trees which are to remain. New planting is proposed in the form of a rain garden to help with the surface water drainage strategy for the development. Further planting can be provided and it is considered to be appropriate to reserve final details by condition.

Residential amenity

The building will be in largely 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.

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.

Public safety

In response to the comments of Sport England regarding the risk for people sitting outside by the cafe of ball strikes from the cricket pitch, the applicants have removed proposed seating to the north of the cafe. They have also explained that they have assessed the risk of ball strikes and are confident that the distances involved (around 60m from the southern wicket and over 80m from the northern wicket) will make ball strikes unlikely. They have also pointed out that at present anyone is free to sit, walk and stand in the park at much closer distances than those of the proposed seating area.

Trees

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 suitably protected during development in accordance with the recommendations in the submitted arboricultural report.

Accessibility and parking

The building does not enjoy direct access to the road, with car parks to the east and west and a layby to the south. It is not anticipated that the new building will result in a material increase in traffic generation or parking demand over existing.

Given the site's location within a park, the access route taken by construction vehicles needs to be carefully considered and details in the form of a construction management plan can be required by condition.

With regard to fire appliance access, the layby to the south is the nearest possible stopping area which is about 70m from the nearest part of the new café, or access is possible from the western entrance near to the tennis courts/MUGA, which is about 95m away. Final details would be dealt with under the Building Regulations.

Flood risk and drainage

Surface water drainage is proposed to be dealt with by way of permeable paving, soakaways and a rain garden. There are no objections subject to appropriate conditions to secure final details.

Sustainability

The application is supported by a sustainability statement which advises that the development has a BREEAM pre-assessment of Very Good, in accordance with Policy 18 of the Local Plan. It is likely that the building will be provided with air source heat pumps. Final details can be reserved by condition.

Ecology and biodiversity net gain

The application is supported by a preliminary ecological appraisal which concludes that the site has a negligible impact on protected species or habitats. The application was received prior to the introduction of the formal requirement for the provision of biodiversity net gain but ecological enhancements in the form of bird boxes and additional planting are proposed and final details can be reserved by condition.

Recommendation

Subject to the receipt of further comments from Sport England, Approve

Subject to conditions:-

1. Approved Plans
2. Time limit
3. Cycle parking
4. CMP
5. Hours of construction
6. Tree protection
7. Landscaping
8. Drainage

9. Drainage maintenance
10. Foul sewerage details
11. Hours of opening
12. Final sustainability measures to be submitted and approved
13. Details of ecological enhancements to be submitted and approved
14. Use as sports pavilion/changing rooms/community use and cafe only
15. No moveable seating related to the proposed development is to be placed forward of the approved hardstanding areas
16. No development including the demolition of the existing building shall commence until a detailed proposal to provide suitable alternative temporary change accommodation to the rugby club and any other existing club users, during the development process has first been submitted to and approved in writing by the local planning authority in consultation with Sport England. The proposed development shall thereafter only be implemented in full accordance with the approved details.
17. The new sports clubhouse in phase 2 shall be constructed and completed within 3 years from the date of this permission.

1 July 2024

Local Government Act 1972
Background Papers:

As referred to in individual application reports

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