
16/01105/FUL

**RAYLEIGH SPORTS AND SOCIAL CLUB, LONDON ROAD,
RAYLEIGH, SS6 9DT**

**CONSTRUCT AND LAY OUT 58 CAR PARKING SPACES
WITH ACCESS ROAD**

**APPLICANT: TWINLEY – RAYLEIGH TOWN FOOTBALL
CLUB AND TWINLEY SUPPORT**

**ZONING: SETTLEMENT EXTENSION RESIDENTIAL
LAND ALLOCATION POLICY SER 1- NORTH
OF LONDON ROAD, RAYLEIGH**

PARISH: RAWRETH PARISH COUNCIL

WARD: DOWNHALL AND RAWRETH

1 PLANNING APPLICATION DETAILS

- 1.1 Planning permission is sought for the construction of a car park and access road. The car park would be provided for users of the sports facility.
- 1.2 Each parking space would have dimensions of 5.5m x 2.9m and would be in accordance with the adopted parking standard size. The car park would be constructed in tarmac with a concrete kerbed edge. The surface would be laid with falls towards the playing fields. The parking spaces and a pedestrian walkway would be defined using standard white reflective road marking paint.
- 1.3 The proposal is linked to a related planning application (16/00899/FUL) for a residential development and replacement care home on the adjoining site to the east known as Timber Grove, which is currently undetermined. The Timber Grove application, if approved, would result in the re-development of the access road that currently serves Rayleigh Town Sports and Social Club. The access road and adjoining verges provide informal car parking areas that are used by the club and represent the only parking provision that the club has access to on site.

2 THE SITE

- 2.1 The site forms part of an existing small-scale recreational facility accessed from London Road with associated playing pitches and adjacent changing rooms. It is located within part of a wider area for development for residential

purposes north of London Road under policy SER 1 of the Council's adopted Allocations Document (2014).

- 2.2 The parking area would be located within the north eastern corner of the site, which is to the northern side of the existing buildings that serve the playing fields.
- 2.3 The area of the proposed parking area is approximately 50m x 35m in extent and consists of a grassed area and collection of storage units. The overall sports facility site is 4.7ha in extent.

3 RELEVANT PLANNING HISTORY

- 3.1 Application number 03/00524/FUL – Portable buildings to serve as changing rooms, toilets, showers and kitchen. APPROVED
- 3.2 Application number 07/01160/FUL - Construct external attached smoking shelter, verandah to side and rear. APPROVED

4 CONSULTATIONS AND REPRESENTATIONS

ECC HIGHWAYS

- 4.1 No objection, subject to the following recommended conditions:-
 - 1. Each vehicular parking space shall have minimum dimensions of 2.9 metres x 5.5 metres.
 - 2. The vehicle parking area indicated on planning drawing 263/16/PL30.01, including any parking spaces for the mobility impaired, shall be hard surfaced, sealed and marked out in parking bays. The vehicle parking area and associated turning area shall be retained in this form at all times. The vehicle parking shall not be used for any purpose other than the parking of vehicles that are related to the use of the development unless otherwise agreed with the Local Planning Authority.

ECC HISTORIC ENVIRONMENT

- 4.2 The proposed development lies within an area of potential archaeological interest. Archaeological investigations just to the north of this site revealed a Roman farmstead. Further evidence relating to Roman settlement may extend into this site. In view of this, the following recommendation is made in line with the National Planning Policy Framework:-
- 4.3 Recommendation: Full condition 'No development or preliminary ground works of any kind shall take place until the applicant has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the local planning authority'.

- 4.4 The work may comprise of archaeological evaluation by trial trenching or strip, assess and excavation of significant features. A professional archaeological contracting team should undertake any archaeological work. An archaeological brief outlining the methods of investigation can be issued from this office (on request) and there would be a cost implication for the developer.

ECC PLACE OPERATIONS – PLANNING AND ENVIRONMENT

- 4.5 Having reviewed the Flood Risk Assessment and the associated documents which accompanied the planning application we object to the granting of planning permission based on the following:-

No Surface Water Drainage Strategy Submitted

- 4.6 In the absence of a surface water drainage strategy, we object to this application and recommend refusal of planning permission until a satisfactory one has been submitted.

Reason - The application lies within Flood Zone 1 defined by the Technical Guide to the National Planning Policy Framework (NPPF) as having a low probability of flooding. However, the proposed scale of development may present risks of flooding on-site or off-site if surface water run off is not effectively managed. A drainage strategy is vital if the local planning authority is to make informed planning decisions. In the absence of an acceptable strategy, the flood risks resulting from the proposed development are unknown. The absence of this is therefore sufficient reason in itself for a refusal of planning permission.

SPORT ENGLAND

- 4.7 It is understood that the proposal prejudices the use, or leads to the loss of use, of land being used as a playing field or has been used as a playing field in the last five years, as defined in The Town and Country Planning (Development Management Procedure) (England) Order 2015 (Statutory Instrument 2015 No. 595). The consultation with Sport England is therefore a statutory requirement.
- 4.8 Sport England has considered the application in light of the National Planning Policy Framework (particularly Paragraph 74) and Sport England's Playing Fields Policy, which is presented within its Planning Policy Statement titled A Sporting Future for the Playing Fields of England.
- 4.9 Sport England's policy is to oppose the granting of planning permission for any development which would lead to the loss of, or prejudice the use of, all/part of a playing field, unless one or more of the five exceptions stated in its policy apply.

The Proposal and Impact on Playing Field

- 4.10 The proposal involves the construction of a new access road and a 58 space car park for Rayleigh Town Sports and Social Club. The proposal is linked to a related planning application (16/00899/FUL) for a residential development and replacement care home on the adjoining site to the east known as Timber Grove, which is currently undetermined. The Timber Grove application would result in the re-development of the access road that currently serves Rayleigh Town Sports and Social Club. The access road and adjoining verges provide informal car parking areas that are used by the club and represent the only parking provision that the club has access to on site. The new car park and the access road to it (from the new access road that is proposed to serve the related residential development) are proposed to mitigate the loss of the informal car parking area and help ensure that parking associated with the use of the club does not overspill into the proposed residential development and the wider area. The car park would be sited on in the north eastern part of the sports club's playing field in an area which is used by Rayleigh Town Football Club's youth/mini teams. While pitch layouts change from season to season to allow pitches to recover and to address changing pitch needs, this area of the playing field is (or has been recently) used for marking out mini football pitches, as shown in the attached aerial image.

Assessment against Sport England Policy/NPPF

- 4.11 The principle of providing a new car park to provide a formal parking area which is dedicated to supporting the club's sports and social activities is welcomed in principle. As well as mitigating the loss of the existing informal parking areas associated with the related residential development it would provide the club with superior parking facilities to those that they have at present in terms of both quantity and quality and would formalise the parking arrangements. The car park would also help reduce the potential for overspill into the proposed residential development and the surrounding area during peak periods of use of the club.
- 4.12 Car parks which specifically support the use of playing fields can in principle accord with exception E2 of our playing fields policy (which relates to proposals that are ancillary to the principal use of the site as a playing field or playing fields and do not affect the quantity or quality of pitches or adversely affect their use). Whether they meet this exception in practice depends on whether a car park is genuinely ancillary to the use of the site as a playing field and the scale and nature of the impact on the playing field. While it is accepted that the car park is ancillary to the use of the playing field, as set out above, and would offer clear benefits to users of the playing field, the impact on the playing field would be significant. The proposed car park could result in the loss of the majority of a mini football pitch or an area that could be used for marking one out. To mitigate the impact of this the club would need to relocate matches and training activities to other parts of the playing field. This would reduce the total number and/or size of pitches that could be marked out on the playing field and restrict the potential for pitch rotation across the site to allow pitches to recover. This is pertinent, given the clay soil on the site, which has a limited drainage capacity which in turn affects the carrying

capacity of each pitch. Reducing the space available for pitches may also reduce the capacity of the site to meet future demands for pitches. The issue was discussed with the applicant and Rayleigh Sports and Social Club during the consideration of a previous planning application for the Timber Grove site in 2015. At the time, the applicant offered to mitigate the impact by providing some basic drainage for the training area to the south of the playing field, together with some scrub clearance to assist drainage. Sport England was supportive of the principle of this mitigation at the time as this would offer the potential to improve the pitch carrying capacity of another part of the playing field to help offset the loss in overall area. However, this mitigation has not been offered as part of the current planning application. Rayleigh Sports and Social Club has advised that it supports the proposed car park and would not require mitigation for the impact on the playing pitches. However, this would not change Sport England's position as a statutory consultee as our role is to protect playing fields as a resource for meeting current and future sporting needs, not just the needs of the current user. I have consulted the Essex County Football Association who advised that there is currently a deficiency of pitches for meeting the training and match needs of football clubs (especially youth/mini football) in the Rayleigh area. The County FA would also be concerned about the loss of this area of the playing field to parking without any mitigation for the impact on the use of the playing field.

- 4.13 Consequently, while the benefits of the proposed car park to the sports and social club are acknowledged, on this occasion the impact of the car park on the playing field would impact on the quantity/quality of pitches across the site and affect their use. The impact, in Sport England's view, is not considered to be offset by the benefits associated with the car park. As such, the proposal would not be considered to accord with exception E2 of our playing fields policy. None of the other exceptions in our policy would be applicable.

Conclusion

- 4.14 In light of the above, Sport England objects to the application because it is not considered to accord with any of the exceptions to Sport England's Playing Fields Policy or with Paragraph 74 of the NPPF.

NEIGHBOUR CONSULTATION

- 4.15 Representations have been received from the following 43 addresses:-

Albert Close 3, Bedford Close 6, Burrows Way 33, Cecil Way 7, Chapel Lane 56, Crown Hill 29, Downhall Park Way 2, 63, Falcon Close 22, Grove Road, High Mead 25, High Road 1, 13, Hockley Road 161, Holly Tree Gardens 16, Kestrel Grove 30, Knivet Close 4, Lancaster Road 5, 8, Leslie Road 55, 91, London Road 151, Lower Lambricks 36, Moat Rise 28, Picton Close 12, 23, Quest End 3, Salisbury Close 72, Shakespeare Avenue 6, 59, Sheriden Close 1, Springwater Close, Spring Gardens 13, Stansfield Road 45, The Chase 54, The Knoll 2, Trinity Road 9, Tyms Way 4, Victor Gardens 19, Victoria Road 26, Wellsfield 47, Windsor Way 74, Wyburns Avenue East 18.

4.16 Objections were received from 42 addresses. Main points include:-

- Would be built over two children's pitches;
- Disregard for children of Rayleigh;
- Used by 500 children;
- No account of present use of land;
- Volunteers have put time and money into development of facility;
- Limits children's play space and ability to play recreational sport
- Fail to see any community benefit;
- More houses and road will impact on everyone in club; and
- Should not be approved unless agreed plan for provision of alternative pitches.

4.17 One letter received in support. Main points include:-

- Rayleigh Boys were allowed to use part of the field for two mini soccer pitches, which they subsequently decided to use for four pitches;
- They do not maintain or have claim to the facility; and
- They have pitches at Grove Park, King George's and significantly at the Chichester.

5 MATERIAL PLANNING CONSIDERATIONS

- 5.1 The site is within an area primarily allocated for residential development. However, the sum of the allocation is being met from schemes relating to other parts of the allocation such that the site of the social club no longer requires relocation and safeguarding for residential development. The principle of the provision of the car park would not conflict with the realisation of the wider allocation for housing and is therefore acceptable in principle.
- 5.2 The provision of an appropriate car parking facility is considered necessary to support the continued use of the playing fields, given that the site is not within a central location easily reachable by pedestrians or users of sustainable modes of transport.
- 5.3 Given the position and nature of the development, in conjunction with its distance from neighbouring properties, it is not felt that the use of the car park will have a significant impact on the residential amenity of occupiers to any surrounding or future dwellings.

Loss of Grass Surface

- 5.4 The development would be located within the north eastern corner of the site and would involve the loss of a grass surface usable for recreational purposes. It is noted that local youth teams make use of this part of the ground and that four youth sized pitches are laid out at the eastern end of the site. The proposed development would occupy part of the land that has been laid out as two pitches.
- 5.5 Sport England has raised an objection to the proposed development. In acknowledging the potential benefits of the proposed car park to the sports and social club, on this occasion the impact of the car park on the playing field would impact on the quantity/quality of pitches across the site and affect their use. The impact, in Sport England's view, is not considered to be offset by the benefits associated with the car park.
- 5.6 The proposed development would cover an approximate area of 55m x 35m and, given that the overall playing fields site has an area of 4.7ha, would potentially lead to a loss of 4% of the surface usable for recreational purposes. Notwithstanding the objection of Sport England and the substantial number of letters (42) received objecting to the application, it is not considered that the loss of grassed area on this part of the site would have a significant impact on the provision of playing pitches.

Flood Risk

- 5.7 The application lies within Flood Zone 1 defined by the Technical Guide to the National Planning Policy Framework (NPPF) as having a low probability of flooding. The provision of a hard surfaced car park would be an appropriate development within Flood Zone 1.
- 5.8 The proposed development would be relatively modest in scale but, nevertheless, may present risks of flooding on site or off site if surface water run off is not effectively managed. The application does not include any specific measures to control and/or manage surface water run off. It is considered reasonable to impose a planning condition requiring that, prior to development, the applicant supplies a surface water drainage strategy providing details of how run off would be managed and including details of any sustainable drainage systems incorporated within the development. The car park would allow for below ground tanking and management of flows through output control devices to an agreed discharge rate.

Archaeology

- 5.9 It is noted that the proposed development lies within an area of potential archaeological interest. Archaeological investigations just to the north of this site revealed a Roman farmstead. Further evidence relating to Roman settlement may extend into this site.

- 5.10 In view of this it is considered reasonable to impose a condition requiring that an investigation into the archaeological potential of the site is undertaken prior to any development.

6 CONCLUSION

- 6.1 In determining this application, regard must be had to section 38(6) of the Planning and Compulsory Purchase Act 2004, which requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. The proposed car park and access road is considered to be an acceptable development serving the needs of users of the playing pitches. There is considered no reason to refuse planning permission.

7 RECOMMENDATION

- 7.1 It is proposed that the Committee **RESOLVES**

That planning permission be approved, subject to the following recommended conditions:-

- (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 pursuant to Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- (2) Prior to commencement of the development, a surface water drainage scheme including sustainable urban drainage methods and timetable for implementation, shall be submitted to and agreed in writing by the Local Planning Authority. Once agreed, the drainage scheme shall be implemented in accordance with the agreed details in the timetable agreed for implementation.

REASON: To enable the Local Planning Authority to secure a satisfactory means of surface water drainage, in the interests of ensuring the implications of the proposal upon surface water flooding are sufficiently addressed and comply with policy EN4 of the Core Strategy.

- (3) No development or preliminary ground works of any kind shall take place until the applicant has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation, which has been submitted by the applicant and approved by the local planning authority.

REASON: To enable the LPA to assess the archaeological potential of the site.



Assistant Director, Planning & Regeneration Services

Matthew Thomas

Relevant Development Plan Policies and Proposals

Core Strategy 2011 – GB1, CLT5, CLT10, ENV4

Development Management Plan 2014 – DM16

National Planning Policy Framework

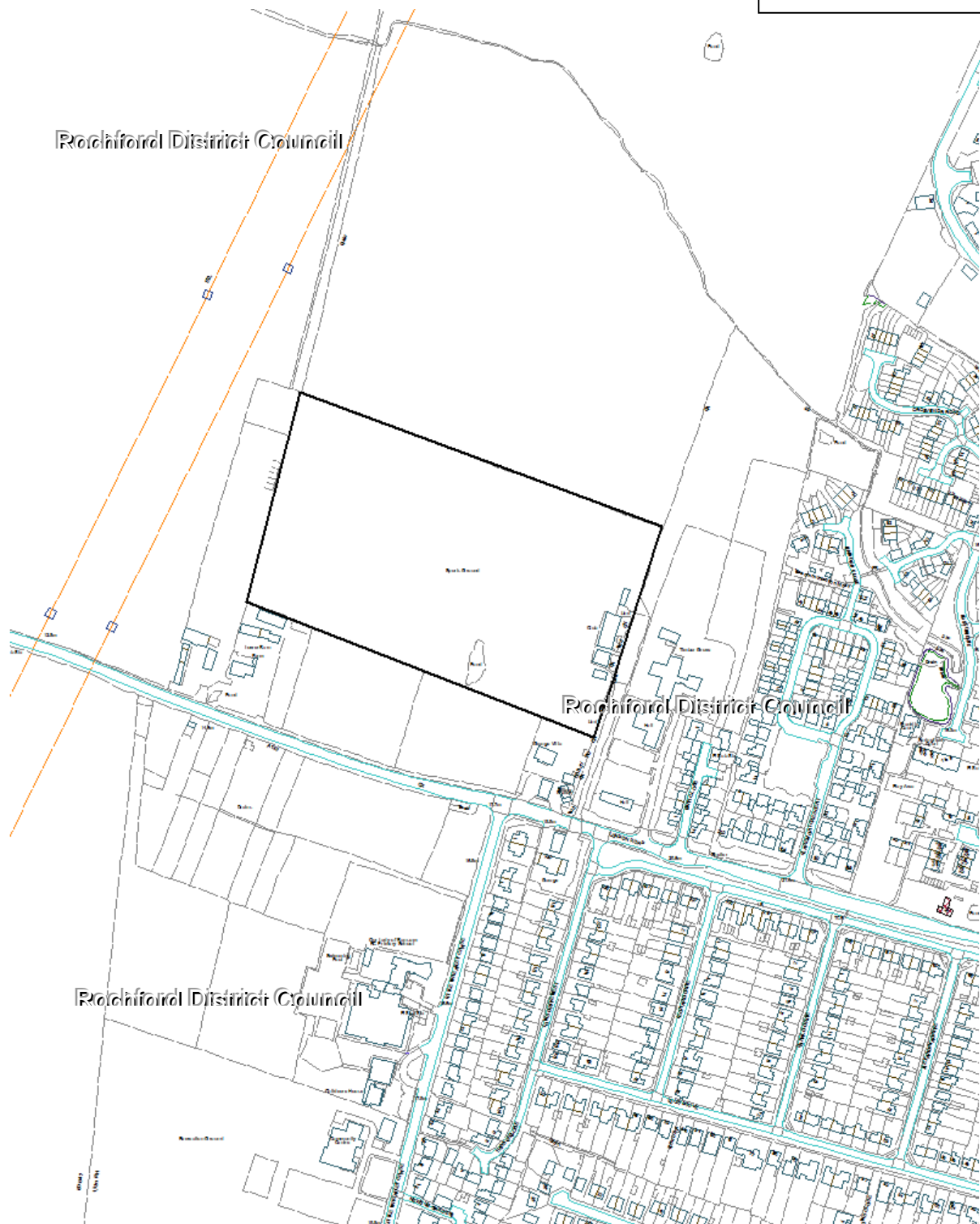
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