

 <p>Reigate & Banstead BOROUGH COUNCIL Banstead Horley Redhill Reigate</p>	TO:	PLANNING COMMITTEE
	DATE:	20/12/2017
	REPORT OF:	HEAD OF PLACES & PLANNING
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AGENDA ITEM:	12	WARD: Horley West

APPLICATION NUMBER:	17/02088/F	VALID:	16/10/2017
APPLICANT:	Horley Town Council	AGENT:	Copeland Yussuf
LOCATION:	HORLEY RECREATION GROUND BRIGHTON ROAD HORLEY RH6 8DA		
DESCRIPTION:	Proposed pavilion to include café and public access toilets, with extended public carpark.		
All plans in this report have been reproduced, are not to scale, and are for illustrative purposes only. The original plans should be viewed/referenced for detail.			

SUMMARY

This is a full application for the erection of a pavilion to the east boundary of Horley Recreation Ground. The pavilion would include a café providing seating for approximately 60 people. Additionally toilets and baby changing facilities would be provided. A commercial kitchen would be situated to the rear internally, with refuse storage behind the building. Additionally the existing carpark would be extended to provide an additional 12 spaces.

Regarding the design, the pavilion would be built on a brick plinth approximately 0.5m in height, with the main body of the building being of a Cedral weatherboarding with plain tile roof and metal soffit and rainwater goods. It would have a hipped roof, with small pitched roof gable projecting from the principal elevation. It would be 5.2m in height on a footprint of approximately 160 square meters. The design of the pavilion is considered to be acceptable. The use of cedral weatherboarding would give the building an appropriate finish albeit an informative is suggested to encourage the use of a fire-retardant finish. It would be sited within a peripheral location at the edge of the recreation ground, keeping views of it quite minimal and allowing much of the open character to be retained. The design of the pavilion and the level of impact on the character of the surrounding area are considered to be acceptable. The refuse storage area, located to the rear of the pavilion, would be of a similar design and out of view from wider vantage points.

The pavilion would be approximately 11m from the nearest residential properties. A row of garages associated with properties on Hevers Avenue is located behind the application site to the east. It is considered that the presence of the building, whilst

visually apparent, would not impact harmfully on the outlook of these residents, nor would it be overbearing in nature. The proposal involves the use of a commercial kitchen, which would involve the addition of extraction equipment. This has the potential to have an impact on neighbouring residential properties; however a condition would be imposed on any grant of permission requiring the submission and approval of ventilation details prior to the commencement of development.

It is also proposed to increase the size of the existing carpark. At present 28 parking spaces are provided and it is proposed to increase this number to 40, providing an additional 12 spaces. The County Highway Authority has been consulted on the application and is satisfied that this would be acceptable subject to the imposition of informatives. The site would provide a total of 40 parking spaces. The Council's parking standards would require a maximum of 17 parking spaces for a use of this kind.

To conclude, the proposed pavilion is considered to be acceptable in regards to the design, which would impact minimally on the character of the area and setting of the recreation ground, as well as on neighbouring residential amenity.

RECOMMENDATION(S)

Planning permission is **GRANTED** subject to conditions.

Consultations:

Highway Authority: The County highway authority has undertaken an assessment in terms of the likely net additional traffic generation, access arrangements and parking provision and is satisfied that the application would not have a material impact on the safety and operation of the adjoining public highway. The County Highway Authority therefore has no highway requirements. This is discussed in paragraph 6.7 of the report.

Environmental Health: No objection subject to condition

Horley Town Council: No comment as they are the applicant

Representations:

Letters were sent to neighbouring properties on 18th October 2017 and a site notice was posted 24th October 2017.

2 responses have been received, 1 objecting and 1 supporting, raising the following issues:

Issue	Response
Alternative Location/ proposal preferred	See paragraph 6.4
Crime Fears	See paragraph 6.9
Drainage/ Sewerage capacity	See paragraph 6.8
Flooding	See paragraph 6.8
Harm to Conservation Area	See paragraph 6.10
Noise and disturbance	See paragraphs 6.7
Poor Design	See paragraphs 6.3-6.4
Community/ regeneration benefit	

1.0 Site and Character Appraisal

1.1 The site is located to the west site of the A217 Brighton Road in Horley. The application site is located to the east of Horley Recreation Ground, a large community space with multiple uses taking place within it, including tennis courts, a children's play area, a skate park and basketball court, as well as a bowls club and extensive grassed areas, which are given over to various temporary uses and events throughout the year. The site remains largely flat throughout. There is a single vehicular access to the east of the site via Brighton Road.

1.2 The surrounding area is predominantly residential in character; however there are a number of other land uses present, such as church and doctors surgery to the south-west and The Air Balloon Public House to the south.

2.0 Added Value

- 2.1 Improvements secured at the pre-application stage: Formal pre-application advice was not sought from the Local Planning Authority prior to the submission of the application.
- 2.2 Improvements secured during the course of the application: further information regarding the submission of ventilation details associated with the proposed café use was requested by the environmental health department.
- 2.3 Further improvements could be secured: Further improvements can be secured by way of appropriate conditions and informatives.

3.0 Relevant Planning and Enforcement History

- 3.1 05/02076/F To install a multi-purpose outdoor "Arena A" sports court for recreational use. Granted
6th February 2006

4.0 Proposal and Design Approach

- 4.1 This is a full application for the erection of a proposed pavilion, which would include a café use and public toilets. The proposal also seeks extend the existing carpark by an additional 12 spaces.
- 4.2 The proposed pavilion would have a traditional design, being of timber weatherboarding built on brick plinths, with a plain tile roof, and would be 5.2m in height, with an eaves height of 2.5m. It would have a dual pitched gable projecting from the principal elevation, on which would be a clock. The front of the building would feature a canopied area providing cover for an external seating area associated with the proposed café use. There would be glazing to the front and side (south) elevation in the form of large sliding doors. In terms of floor area, this would total approximately 160 square metres. A refuse store, an enclosed timber construction, would be located to the rear behind the pavilion. This would allow for the storage of a total of four wheelie bins.
- 4.3 The majority of the proposed café use would be located internally within the building. This would provide for a maximum of 36 seats internally with a further 24 located externally. A small commercial kitchen would be located to the back of the building. Further facilities include toilets, disabled toilets, a baby changing area, and storage facilities for cleaning apparatus. Around the building would be a porous hard surfacing, joined to the extended carpark via a small footpath. The pavilion would be connected to the existing footpath network by a new footpath constructed in an east/ west direction.
- 4.4 The existing carpark would be extended to the north, facilitating the addition of 12 spaces, bringing the total number of spaces to 40.

- 4.5 A design and access statement should illustrate the process that has led to the development proposal, and justify the proposal in a structured way, by demonstrating the steps taken to appraise the context of the proposed development. It expects applicants to follow a four-stage design process comprising:
Assessment;
Involvement;
Evaluation; and
Design.
- 4.6 Evidence of the applicant's design approach is set out below:

Assessment	The statement does not include an assessment of local character
	No site features worthy of retention were identified.
Involvement	No community consultation took place.
Evaluation	The statement does not include any evidence of other development options being considered.
Design	The statement does not explain why the proposal was chosen

- 4.7 Further details of the development are as follows:

Site area	0.36 Hectares
Existing use	Recreation Ground
Proposed use	Pavilion/ Café (A3)
Existing parking spaces	28
Proposed parking spaces	40
Parking standard	1 car space per 6 Sq. Metres (maximum)

5.0 Policy Context

5.1 Designation

Urban area
Urban Open Land

5.2 Reigate and Banstead Core Strategy

CS1(Sustainable Development)
CS5 (Valued People/Economic Development),
CS10 (Sustainable Development),
CS11 (Sustainable Construction)

5.3 Reigate & Banstead Borough Local Plan 2005

Landscape & Nature Conservation	Pc6
Recreation	Re1, Re2
Community Facilities	Cf1, Cf2, Cf3
Movement	Mo7

5.4 Other Material Considerations

National Planning Policy Framework	
National Planning Practice Guidance	
Supplementary Planning Guidance	Surrey Design Local Distinctiveness Design Guide A Parking Strategy for Surrey Parking Standards for Development
Other	Human Rights Act 1998 Community Infrastructure Levy Regulations 2010

6.0 **Assessment**

6.1 This is a full application for a pavilion to include a café and public access toilets, with extended public car park. Although the site is designated as urban open land, Policy Pc6 of the Borough Local Plan is specific in stating that ancillary buildings such as the proposed pavilion and as such the principle of development is accepted.

6.2 The main issues to consider are:

- Design and impact on the character of the area;
- Impact on neighbouring residential amenity;
- Access and parking;
- Infrastructure contributions

Design and Character

6.3 The proposed pavilion would be of a Cedral weatherboarding finish and be located along the east boundary of the recreation ground. It is considered that, despite the large size of the pavilion, the choice of materials would have a relatively soft appearance when set against the backdrop of the recreation ground.

6.4 The siting of the pavilion would be along the boundary. Whilst this may appear to be out of the way in terms of a location, it would be in close proximity to the carpark to the front of the site, allowing for easier access for potential future users. It also allows for the retention of the more open

central space, which is often used for the holding of temporary events. The enlargement of the car park is considered acceptable in design terms, given its modest impact overall when given the overall size of the park.

Impact on neighbouring residential amenity

- 6.5 The nearest residential properties are located to the rear (east) of the proposed siting of the pavilion, along Hevers Avenue. These take the form of a two storey block of flats. These flats have rear facing windows with a small number have balcony area. There would be a separation distance of approximately 11.7m between the two. The boundary of the site is defined by a brick wall that forms the rear of a block of Garages associated with the residential use. Beyond the garages is an area of hardstanding. This wall exceeds 2m in height. The main bulk of the pavilion would be sited approximately 5.7m from the boundary with the refuse store positioned closer at 2.3m.
- 6.6 Whilst the scale of the proposed pavilion would have a visual presence from the point of view of the occupiers of the flats, particularly those living on the upper floor, it is considered that the separation distance, coupled with the angle of the rear roof plane and low eaves height, would minimise the level of impact on the amenity of these neighbouring properties in terms of loss of light and overshadowing, nor is it considered that the structure would be particularly over bearing in nature.
- 6.7 The kitchen would require the installation of a ventilation system with extraction equipment. In order to ensure that the level of impact in this regard is minimal, conditions would be imposed in the event of planning permission being granted requiring the submission of detailed specification of the proposed ventilation system prior to the commencement of development.
- 6.8 In regards to flooding and impact on the existing drainage situation, the area is not identified as being neither within a flood zone nor in an area susceptible to surface water flooding. Connection to existing drainage system and the adequacy thereof would be a matter for consideration at the building control stage.
- 6.9 Regarding the fear of an increase in levels of criminal activity as a result of the development, this would be a matter to be dealt with by the police, and would not be a material planning consideration that can be taken into account.
- 6.10 Concern has been raised regarding harm to a conservation area. The site is not identified as being located within a conservation area.

Access and Parking

- 6.11 It is proposed to extend the existing carpark serving the recreation ground in order to provide an additional 12 parking spaces, resulting in a total of 40

spaces. The Reigate and Banstead maximum parking standard for an A3 usage of this size would require 17 car parking spaces. The proposed development is likely to attract customers already using the park. It is also likely to be the case that residents living locally would make of the park, reducing the number of vehicular traffic in and out of the car park, with the level of parking provision being able to meet the demand of both the existing and proposed use. It is also the view that the level of parking and open space around the development site would be more than capable of accommodating parking for site personnel, as well as providing ample space for the loading and unloading of plant and materials. On this basis the County Highway Authority has raised no objection to the application and has recommended that suitably worded informatives in the event of planning permission being granted.

CONDITIONS

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

Reason:

To comply with Section 91(1) of the Town and Country Planning Act 1990 as amended by Section 51 (1) of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out in accordance with the following approved plans:

Plan Type	Reference	Version	Date Received
Location Plan	190 002 SKA	B	06.09.2017
Proposed Plans	190 002 SKB	A	06.09.2017
Proposed Plans	190 002 SKC	A	06.09.2017
Site Layout Plan	190 002 SKD	R1	06.09.2017
Site Layout Plan	190 002 SKE		
Proposed Plans	190 002 SKF		

Reason:

To define the permission and ensure the development is carried out in accord with the approved plans and in accordance with National Planning Practice Guidance.

3. No development shall take place until samples of the materials to be used in the construction of the external surfaces, including fenestration and roof, have been submitted to and approved in writing by the Local Planning Authority, and on development shall be carried out in accordance with the approved details.

Reason: To ensure that a satisfactory external appearance is achieved of the development with regard to Reigate and Banstead Borough Local Plan 2005 policies Ho9, Ho13, Ho15 and Ho16 and the Local Distinctiveness Guide.

4. Development shall not begin until full details of the proposed extract flues and ventilation system has been submitted to and approved in writing by the Local Planning Authority and shall be installed in accordance with the approved details.

Reason: To ensure that the proposed development does not prejudice the amenities of the properties in the surrounding area with regard to Reigate and Banstead Borough Local Plan 2005 policy Sh2

INFORMATIVES

1. Your attention is drawn to the safety benefits of installing sprinkler systems as an integral part of new development. Further information is available at www.firesprinklers.info.
2. The applicant is strongly encouraged to provide renewable technology within the development hereby permitted in order to reduce greenhouse gas emissions.
3. You are advised that the Council will expect the following measures to be taken during any building operations to control noise, pollution and parking:
 - (a) Work that is audible beyond the site boundary should only be carried out between 08:00hrs to 18:00hrs Monday to Friday, 08:00hrs to 13:00hrs Saturday and not at all on Sundays or any Public and/or Bank Holidays;
 - (b) The quietest available items of plant and machinery should be used on site. Where permanently sited equipment such as generators are necessary, they should be enclosed to reduce noise levels;
 - (c) Deliveries should only be received within the hours detailed in (a) above;
 - (d) Adequate steps should be taken to prevent dust-causing nuisance beyond the site boundary. Such uses include the use of hoses to damp down stockpiles of materials, which are likely to generate airborne dust, to damp down during stone/slab cutting; and the use of bowsers and wheel washes;
 - (e) There should be no burning on site;
 - (f) Only minimal security lighting should be used outside the hours stated above; and
 - (g) Building materials and machinery should not be stored on the highway and contractors' vehicles should be parked with care so as not to cause an obstruction or block visibility on the highway.

Further details of these noise and pollution measures can be obtained from the Council's Environmental Health Services Unit.

In order to meet these requirements and to promote good neighbourliness, the Council recommends that this site is registered with the Considerate Constructors Scheme - www.ccscheme.org.uk/index.php/site-registration.

4. The permission hereby granted shall not be construed as authority to obstruct the public highway by the erection of scaffolding, hoarding or any other device, apparatus or material for which a licence must be sought from the Highway Authority Local Highways Service.

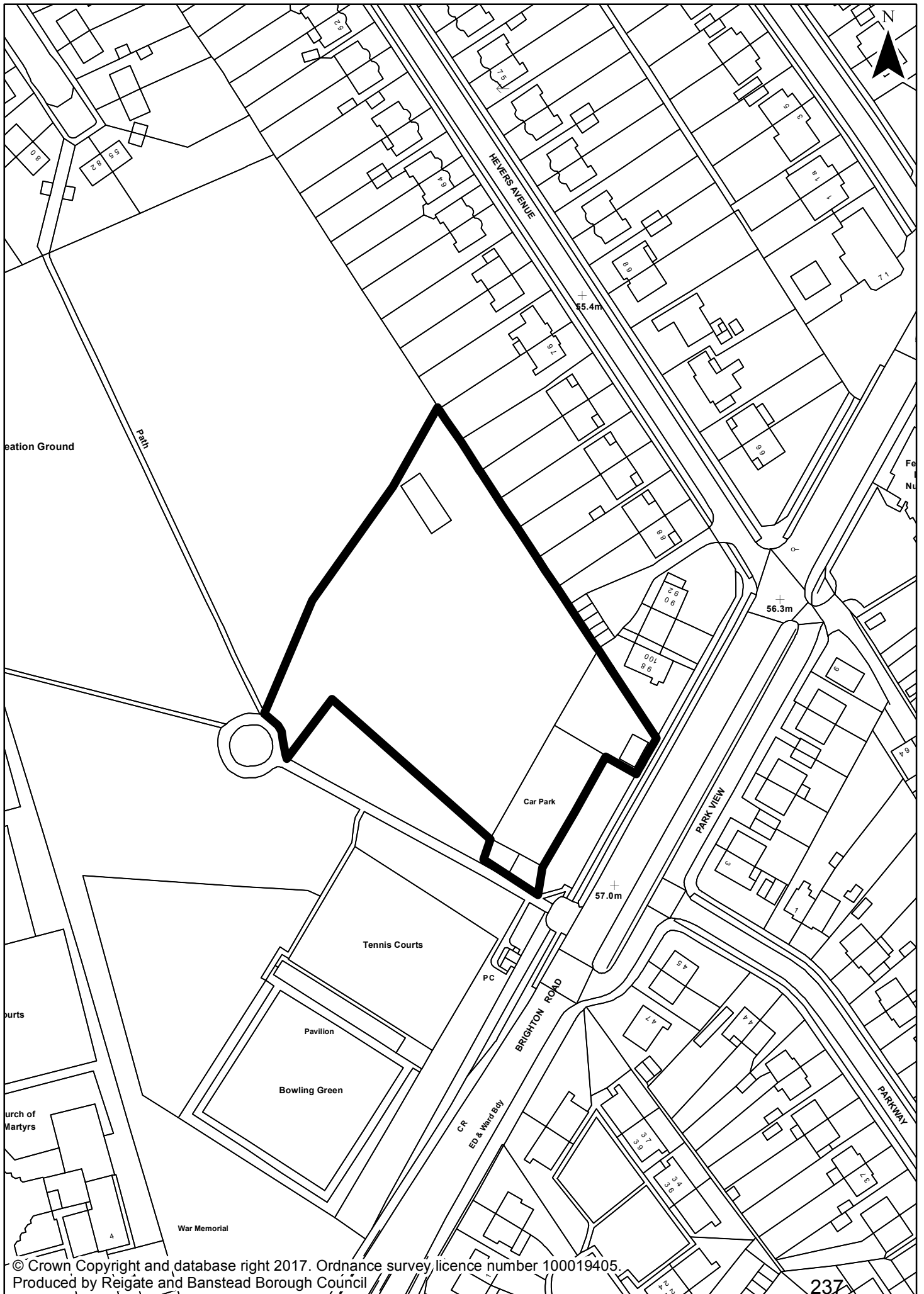
5. The applicant is encouraged to provide a fire retardant finish to the building.
6. The applicant is advised that relevant food hygiene standards should be observed before commencing food preparation. Please contact Environmental health for further information.

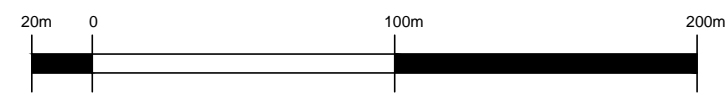
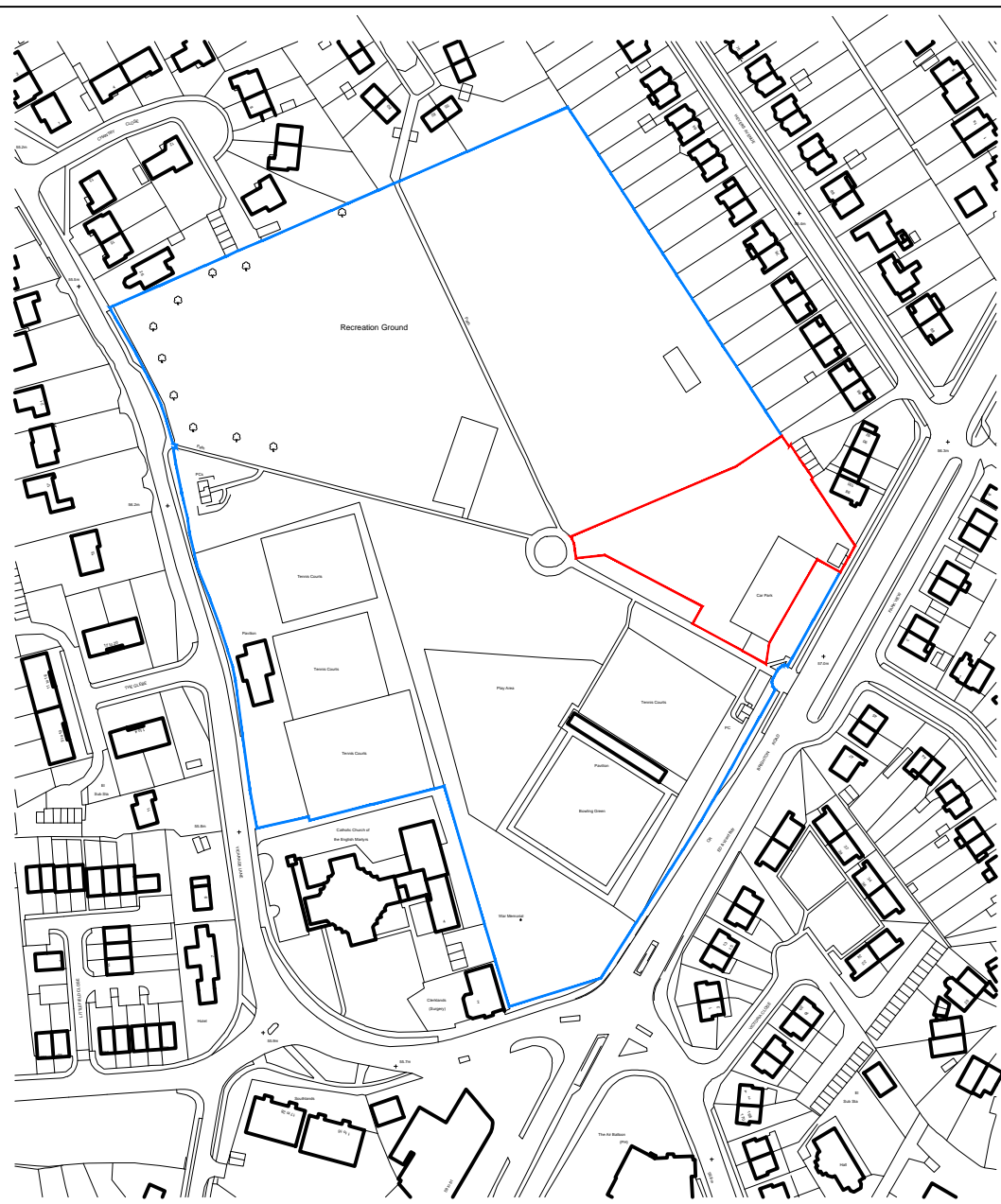
REASON FOR PERMISSION

The development hereby permitted has been assessed against development plan policies Pc6, Re1, Re2, Cf1, Cf2, Cf3 and Mo7, and material considerations, including third party representations. It has been concluded that the development is in accordance with the development plan and there are no material considerations that justify refusal in the public interest.

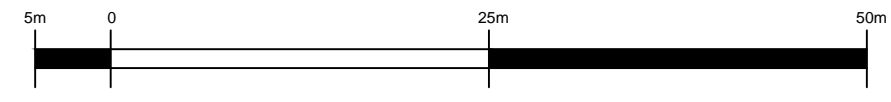
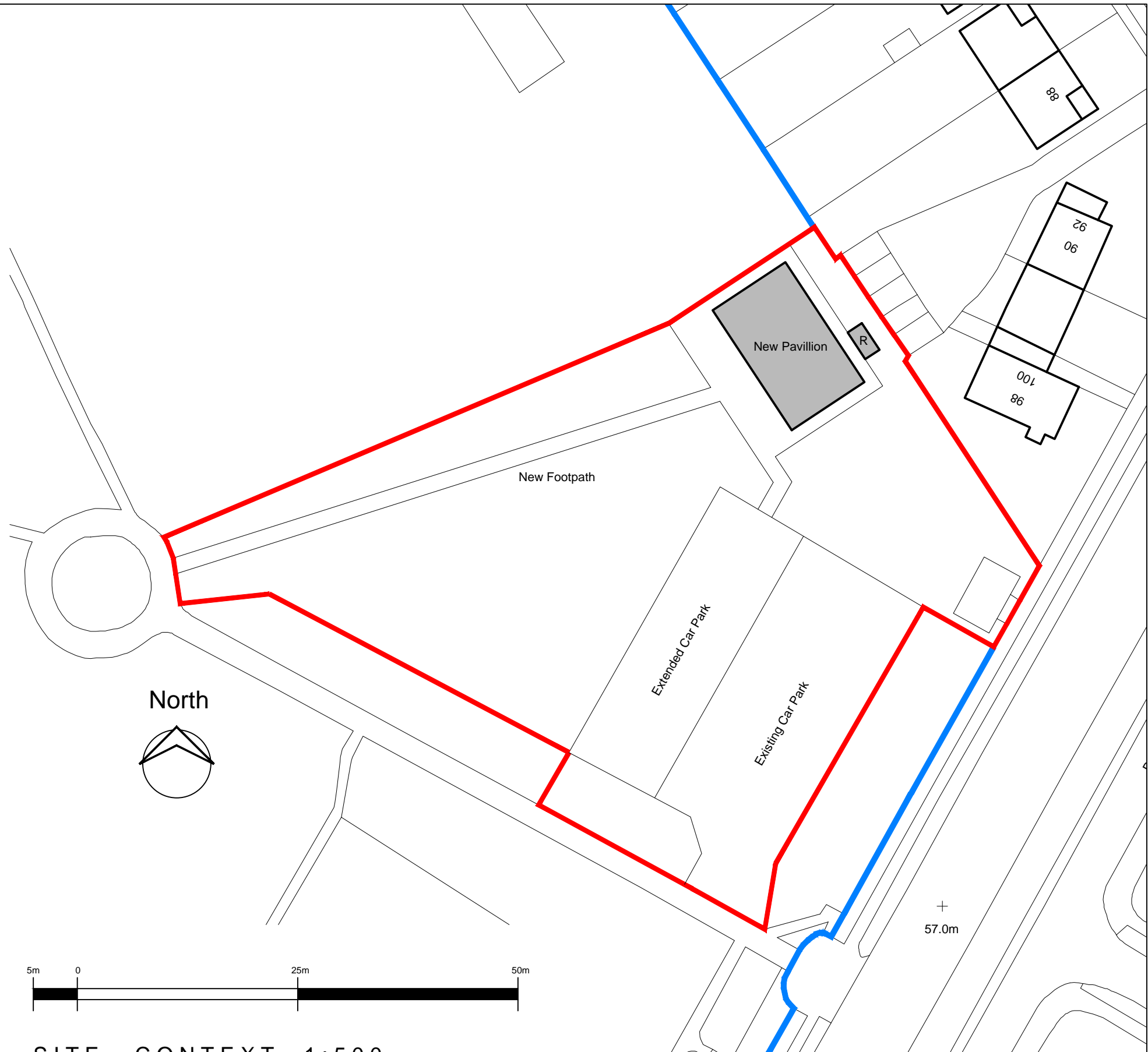
Proactive and Positive Statements

The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning policies and any representations that may have been received and subsequently determining to grant planning permission in accordance with the presumption in favour of sustainable development where possible, as set out within the National Planning Policy Framework.





LOCATION PLAN 1:2500

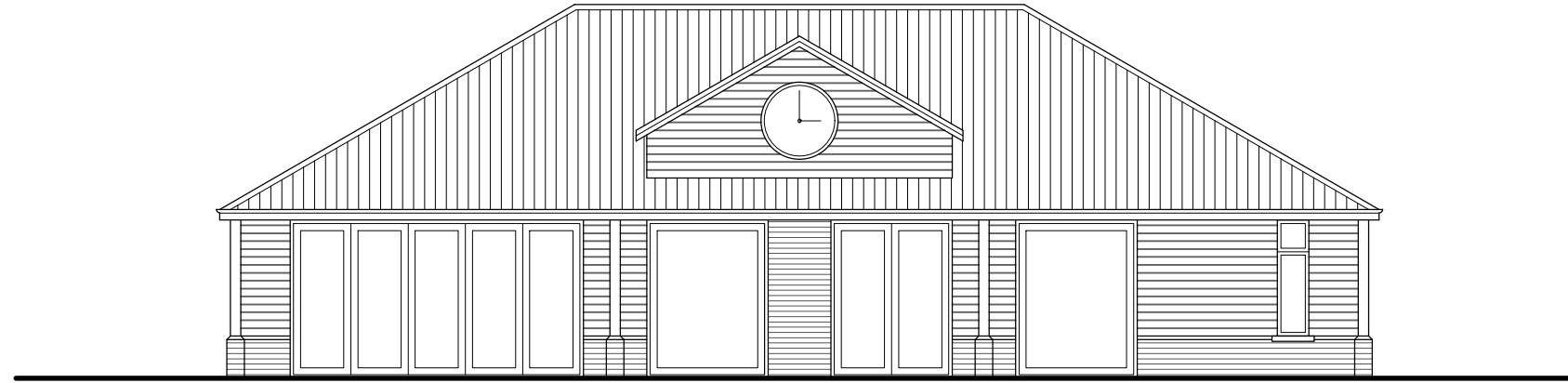


SITE CONTEXT 1:500

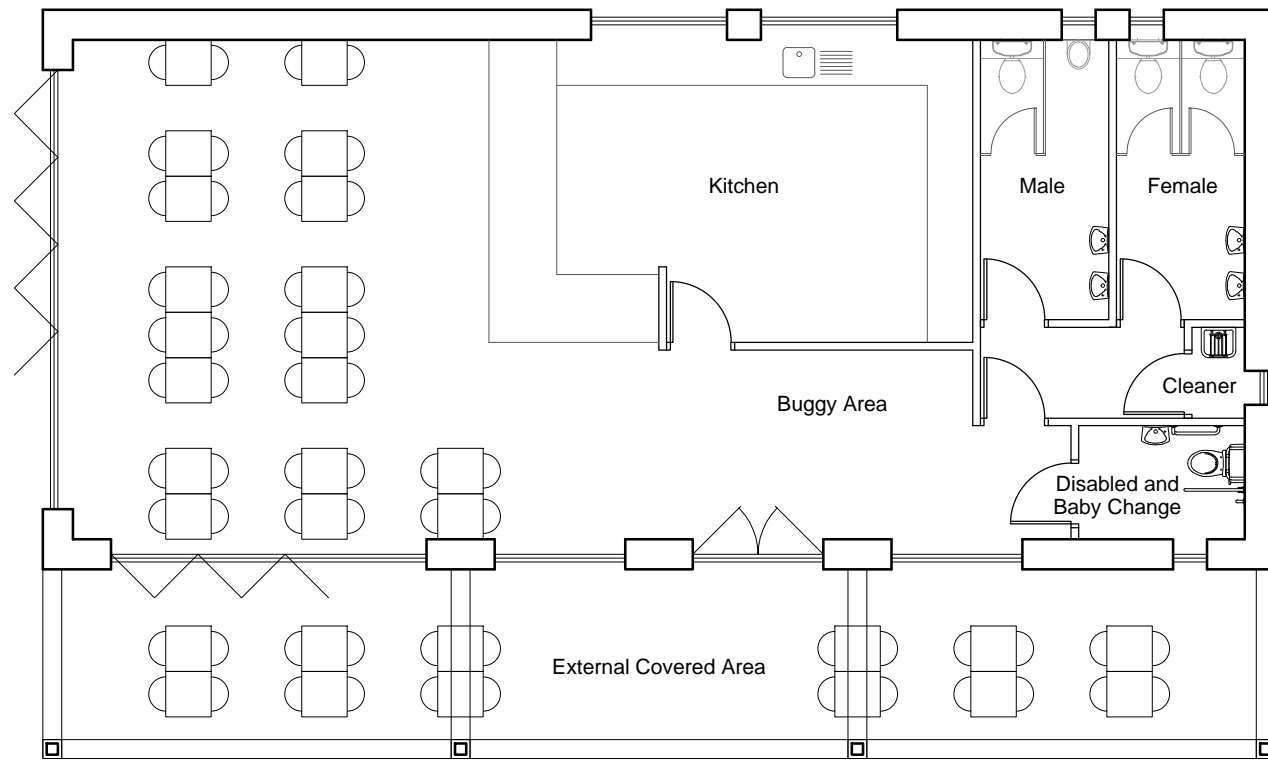
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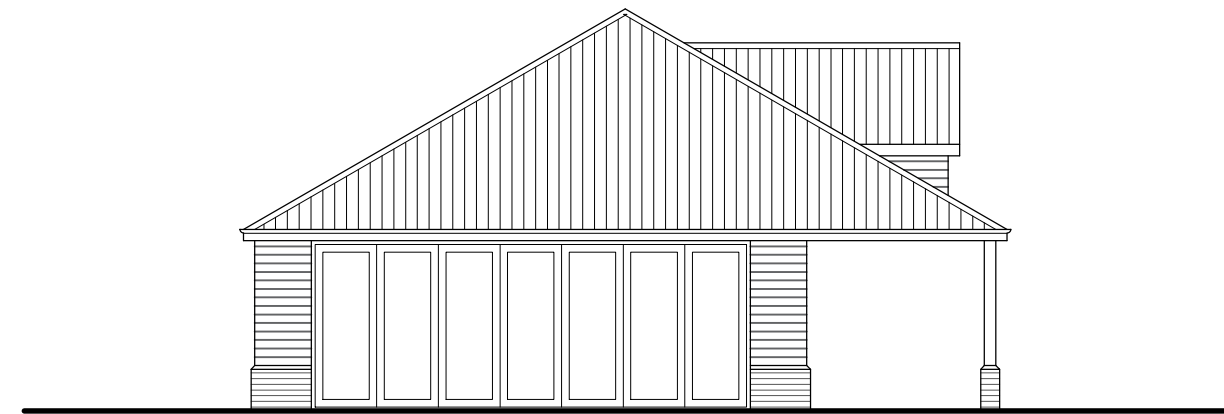
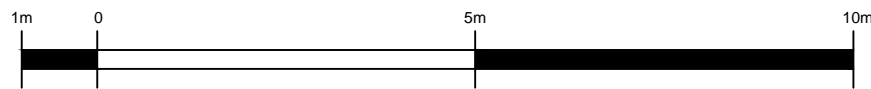
Copeland Yussuf LLP The Garden Cottage, 217 Oakdene Road, Orpington, Kent BR5 2AR T 01689 872 685 F 01689 872 685 E general@copelandyussuf.com copelandyussuf.com		Chartered Building Surveyors ▼ Project Managers ▼ Quantity Surveyors ▼ CDM Co-ordinators ▼	
CLIENT	Horley Town Council	PROJECT	Pavilion Cafe, Horley
TITLE	Location Plan and Proposed Context	DATE	JUN 17
		SCALE	SHOWN@A3
		DRAWN	AA
		CHK	
DRAWING No		190 002 SKA B	



Proposed Front Elevation



Proposed Ground Floor



Proposed Side Elevation

Materials Schedule

Walls - Stock brickwork plinth, with Marley Eternit cedar weatherboard above.

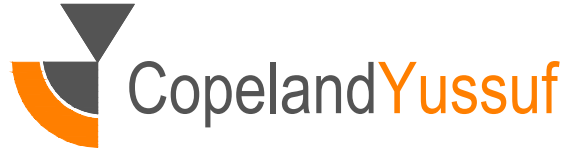
Windows and Doors - Double glazed aluminium windows and doors.

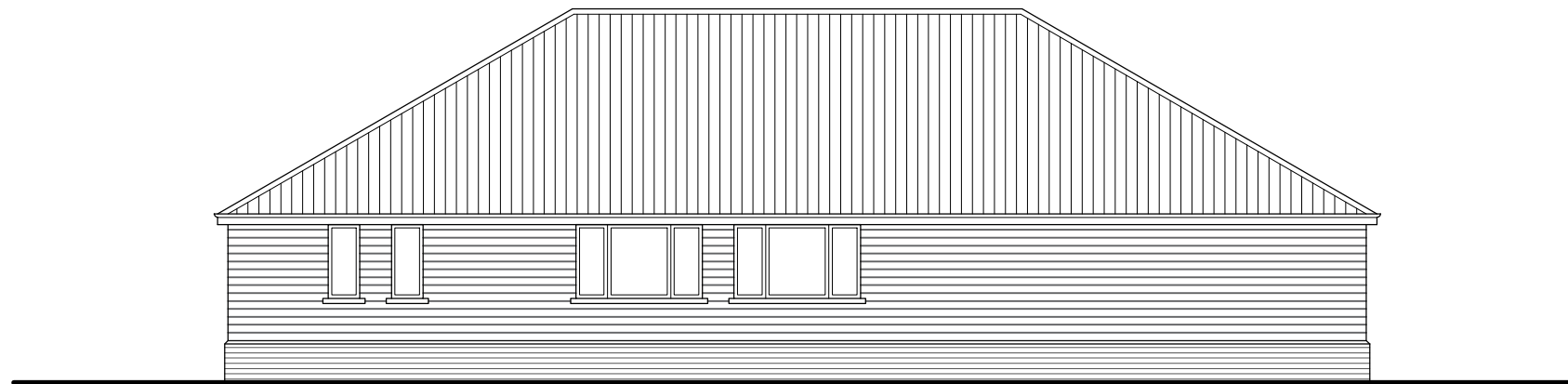
Roofs - Plain roof tile. Metal fascia soffit and rainwater goods.

NOTES:

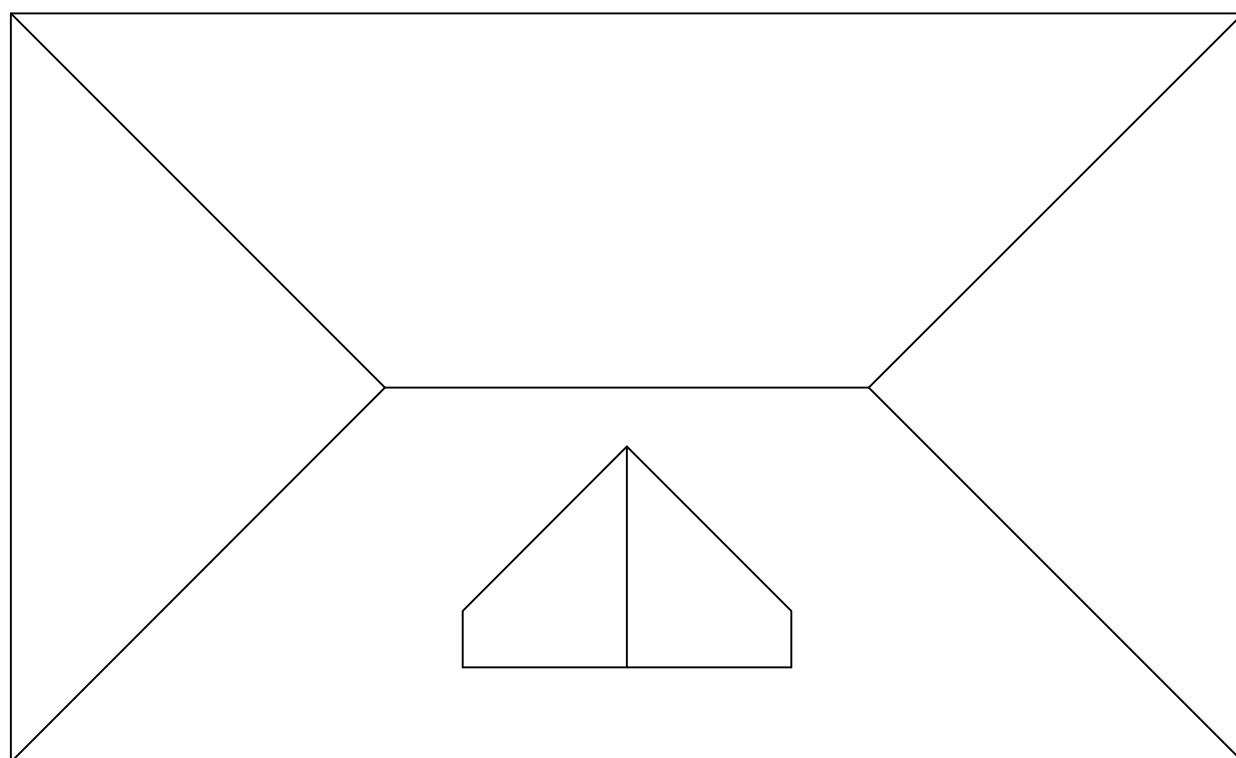
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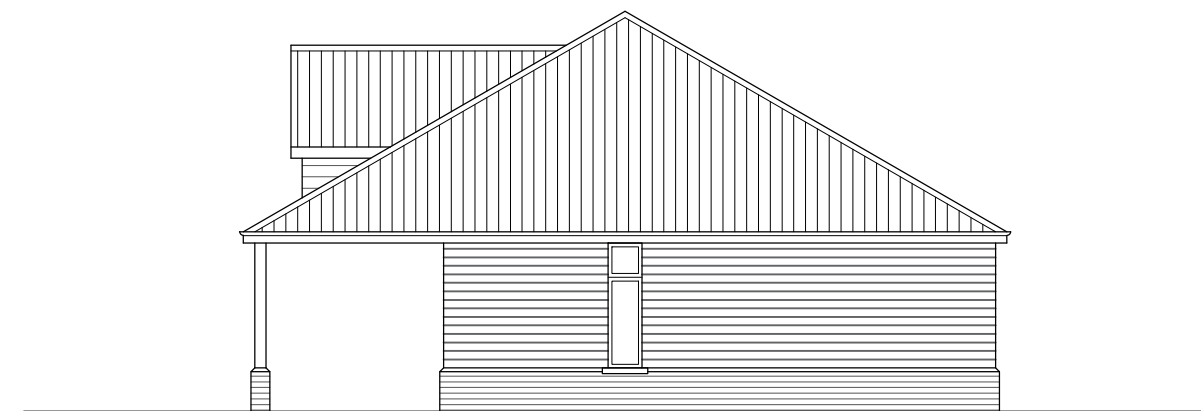
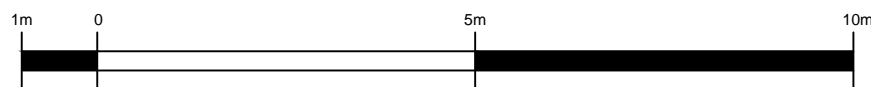
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	CLIENT Horley Town Council	PROJECT Pavilion Cafe, Horley		DATE JUN 17	SCALE 1:100 @A3	DRAWN AA	CHK
TITLE GA Plan and Elevations		DRAWING No 190 002 SKB		A		239	



Proposed Rear Elevation



Proposed Roof



Proposed Side Elevation

Materials Schedule

Walls - Stock brickwork plinth, with Marley Eternit cedral weatherboard above.

Windows and Doors - Double glazed aluminium windows and doors.

Roofs - Plain roof tile. Metal fascia soffit and rainwater goods.

NOTES:

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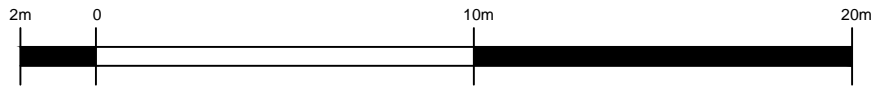
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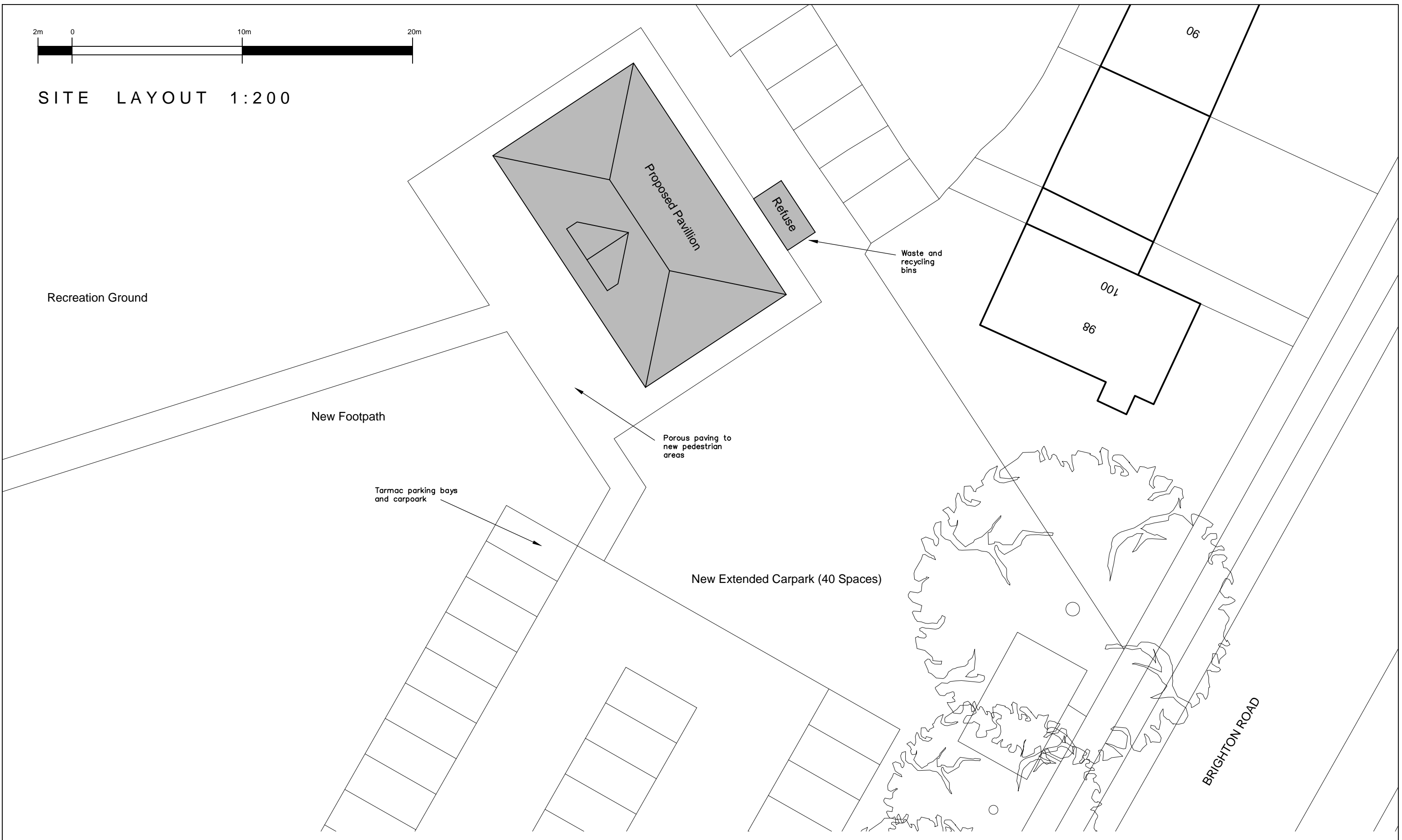
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CLIENT	Horley Town Council	PROJECT	Pavilion Cafe, Horley		
TITLE	GA Plan and Elevations	DATE	JUN 17	SCALE	1:100 @A3
		DRAWN	AA	CHK	
		DRAWING No	190 002	SKC	A



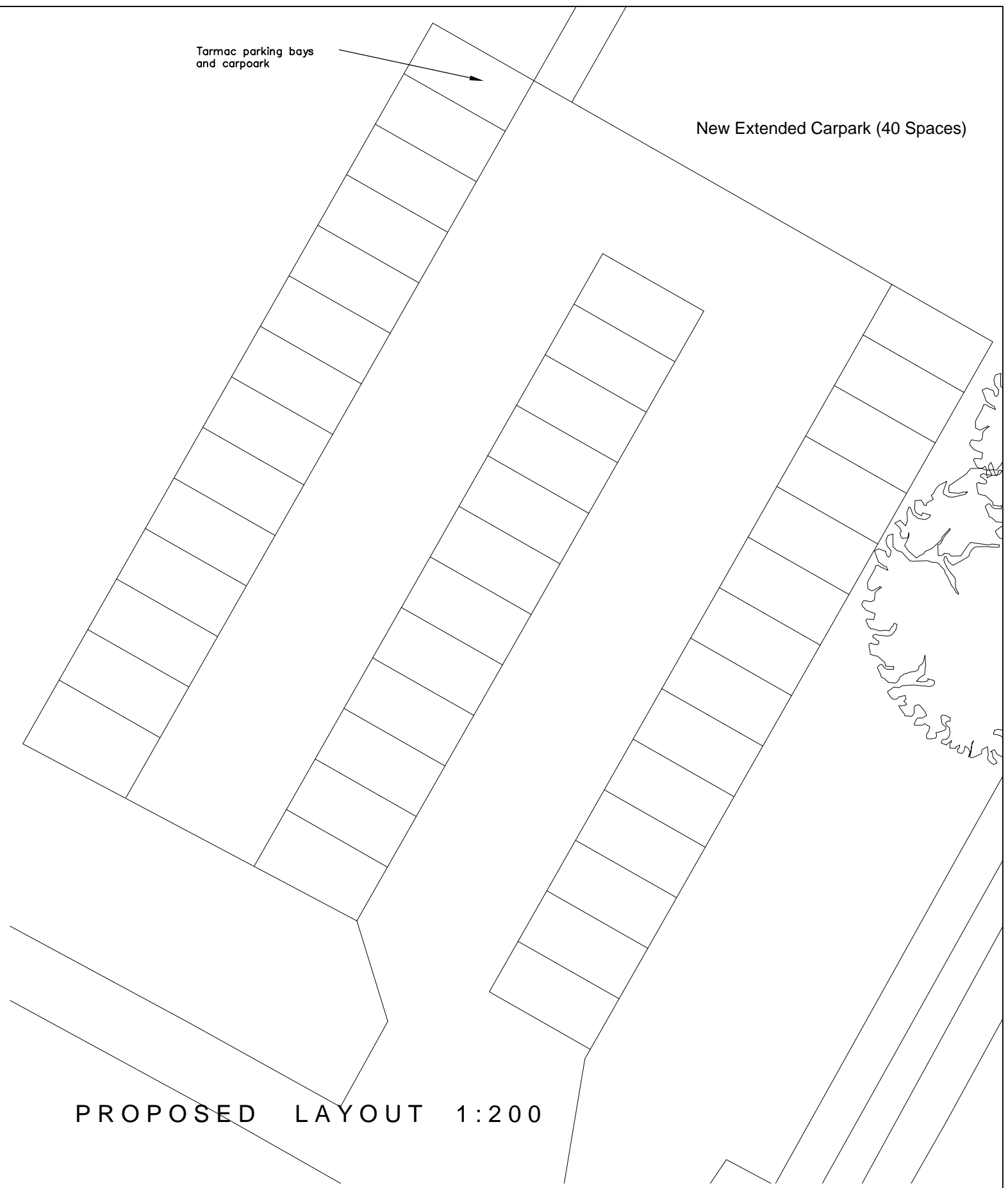
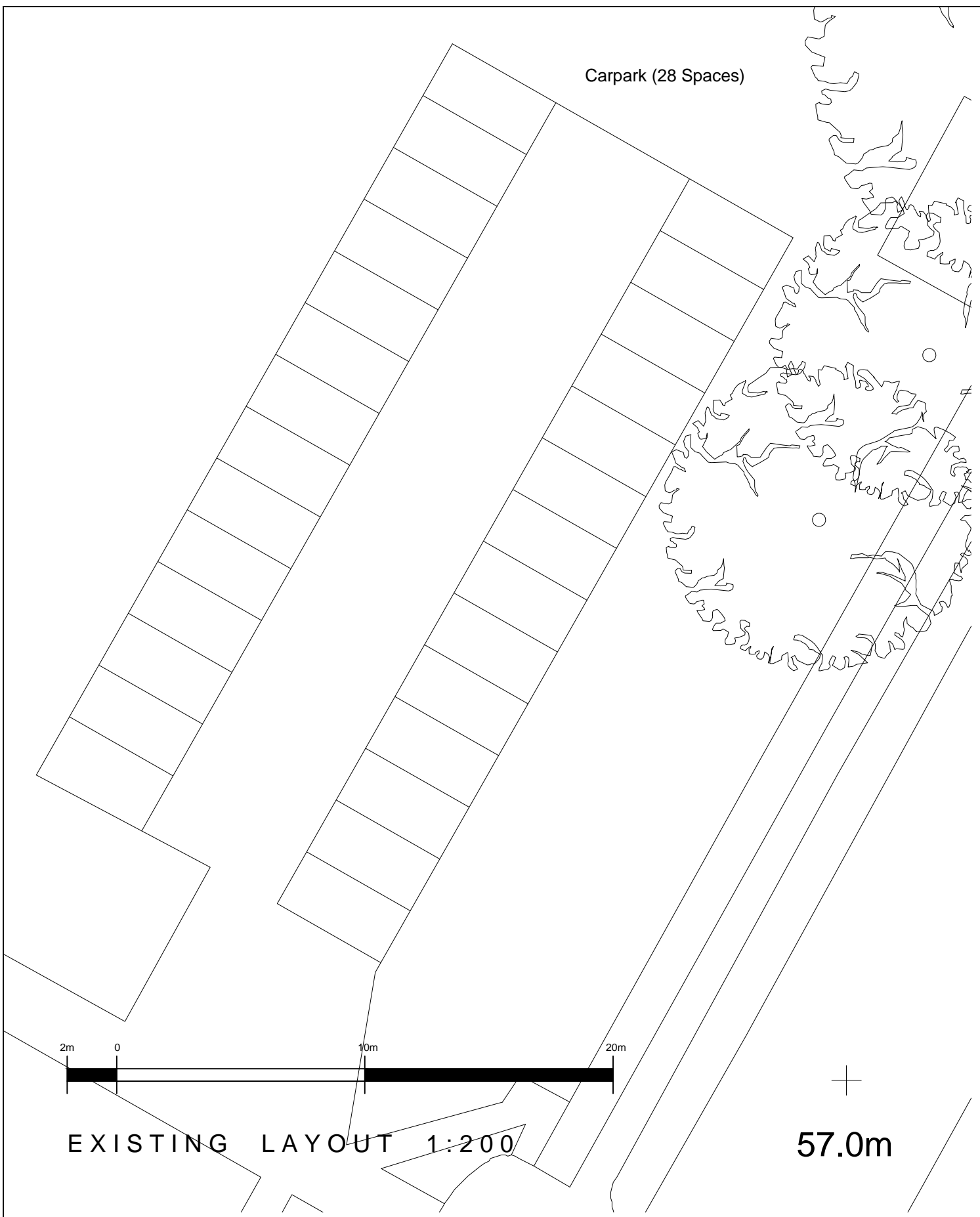
SITE LAYOUT 1:200



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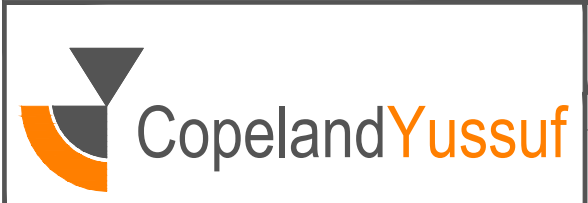


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CLIENT	Horley Town Council	PROJECT	Pavilion Cafe, Horley
TITLE	Proposed Site Layout	DATE	SEP 17
		SCALE	1:200 @A3
		DRAWN	AA
		CHK	
		DRAWING No	
		190 002 SKD	

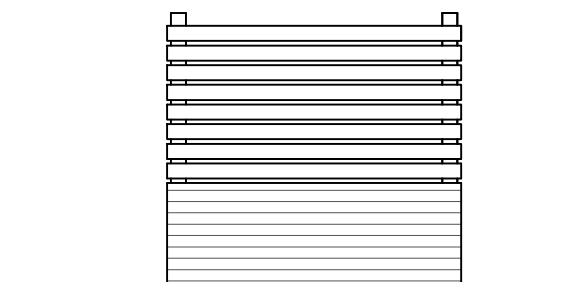
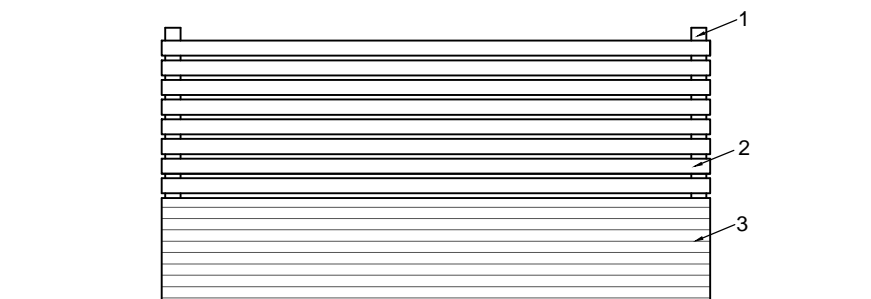
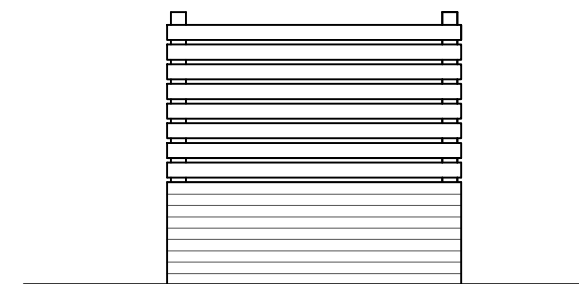
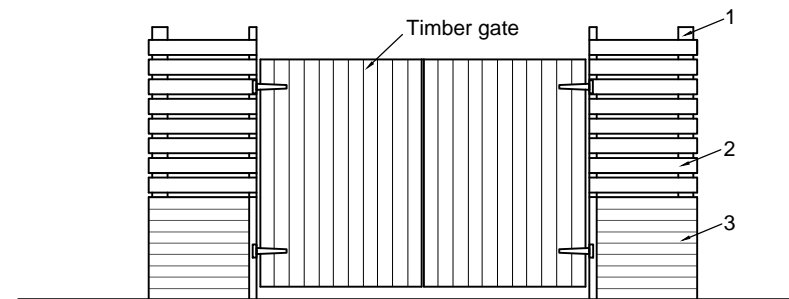
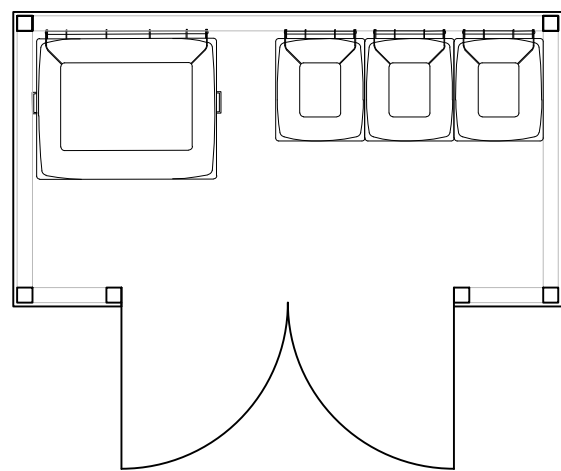


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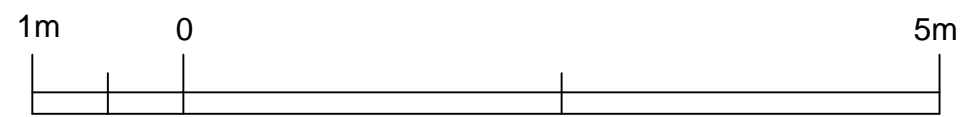
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CLIENT	Horley Town Council	PROJECT	Pavilion Cafe, Horley
TITLE	Existing and Proposed Car Park Layout	DATE	SEP 17
		SCALE	1:200 @A3
		DRAWN	AA
		CHK	
		DRAWING No	190 002 SKF



REFUSE STORE DETAILS

Capacity: 1x 1100L Wheelie Bins for soild waste
3x 240L Wheelie Bins for recycling

Materials: 1 - Timber Frame / Post
2 - Timber Cladding
3 - Brick wall base



Scale 1:50

NOTES:

Report all discrepancies, errors and omissions
Do not scale from this drawing.
Verify all dimensions on site before commencing any work or preparing shop drawings.
All materials, components and workmanship are to comply with all the relevant British Standards, Codes of Practice, and appropriate manufacturers recommendations that from time to time shall apply.
For all specialist work, see relevant drawings.

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Chartered Building Surveyors ▼ Project Managers ▼
Quantity Surveyors ▼ CDM Co-ordinators ▼

CLIENT	Horley Town Council	PROJECT	Pavilion Cafe, Horley						
TITLE	Proposed Reuse Store	DATE	SEP 17	SCALE	1:50 @A3	DRAWN	AA	CHK	
		DRAWING No	190 002		SKF				