

<p>Reference: 16/01330/TBC</p>	<p>Site: Aveley Recreation Ground High Street Aveley Essex</p>
<p>Ward: Aveley And Uplands</p>	<p>Proposal: Erection of new Community Centre with associated external works including youth facilities, nursery, soft play area, community cafe terrace, vehicle turning circle and replacement car parking.</p>

Plan Number(s):		
Reference	Name	Received
5488-1000-A	Location Plan	29th September 2016
5488-1001-A	Existing Site Layout	29th September 2016
5488-1050-A	Site Layout	29th September 2016
5488-1100-B	Block Plan	29th September 2016
5488-1101-B	Proposed Site Layout	29th September 2016
5488-1200-B	Proposed Floor Plans	29th September 2016
5488-1201-B	Roof Plans	29th September 2016
5488-1250-B	Proposed Elevations	29th September 2016
5488-1260-A	Sections	29th September 2016
5488-1270	Drawing	29th September 2016
5488-9000-C	Drawing	29th September 2016
5488-9100-C	Drawing	29th September 2016
5488-9101-C	Drawing	29th September 2016
06/0003	Drawing	04th November 2016
06/0004	Drawing	04th November 2016

The application is also accompanied by:

- Design and Access Statement
- Flood Risk Assessment
- Transport Statement
- Transport Assessment
- Construction Management Plan

<p>Applicant: Thurrock Council</p>	<p>Validated: 30 September 2016 Date of expiry:</p>
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25 November 2016

Recommendation: Approve, subject to conditions.

This application is scheduled as a Committee item because the Council is the applicant and landowner (in accordance with Part 3 (b) Section 2 2.1 (b) of the Council's constitution).

1.0 DESCRIPTION OF PROPOSAL

1.1 This application seeks planning permission for the development of an Aveley Village Community Hub on the existing car park at the Aveley Recreation Ground and the provision of a new car park on part of the open space adjoining the existing car park. The proposed hub building would measure 570 sqm and would accommodate the following:

- Community room;
- Community cafe with shared kitchen and cafe terrace;
- Nursery, supporting facilities and soft play area;
- Reception with library area including computers and reading corner;
- Hub office;
- Ancillary facilities such as toilet facilities, plant and storage;
- External works including refuse enclosure, mini-bus turning circle and parking;

1.2 The hub is promoted by Thurrock Council and would be funded by s.106 contributions from the residential expansion of Aveley Village [application reference 09/00091/TTGOUT]. The facility is expected to create 7 full time jobs and 13 part time jobs. As part of the design process, the Council has engaged with the local community extensively prior to the submission of this application.

2.0 SITE DESCRIPTION

2.1 The application site comprises of 2,880sqm of the overall 2.57 Hectares of the Aveley recreation ground and is located towards the northwest corner of the recreation ground. The application site comprises the existing car park and a small section of the open space forming part of the recreation ground.

2.2 The wider recreation ground can be split into an eastern side which is an open playing field and a western side which consists of a skate park, sports court, a tennis court and a children's play area. Within the North West section of the park there is an established lawn bowls club with associated pavilion. The existing car park servicing the entire park is centrally located to the north of the park.

2.3 The recreation ground is bordered by residential properties backing on to the park. To the west of the recreation ground is Hall Avenue; to the north of the site is Aveley High Street which is a combination of residential at first floor and

commercial properties at ground floor. Facing eastwards the recreation ground borders the rear of the residential properties on Ship Lane and to the south the recreation ground is enclosed by the rear of the properties on Church View.

2.4 The site falls outside of any flood risk zone.

3.0 RELEVANT HISTORY

Application Reference	Description of Development	Decision
12/00139/FUL	Enlarge existing windows to front elevation of bowls club building and secure with metal shutters.	Approved
87/00681/TBC	Single Storey Sports Pavilion	Approved
80/00779/FUL	Ladies and gents toilet block extension.	Approved

4.0 CONSULTATIONS AND REPRESENTATIONS

4.1 Detailed below is a summary of the consultation responses received. The full version of each consultation response can be viewed on the Council’s website via public access at the following link: www.thurrock.gov.uk/planning/16/01330/TBC

PUBLICITY:

4.2 The application has been advertised by way of neighbour letters and site notices erected nearby to the site. One objection has been received and two letters of support have been received at the time of writing the report.

The letter of objection received raises the following concerns:

- Access to site;
- Additional traffic;
- Overlooking ;
- Possible excessive noise;
- Materials proposed;
- Concern that facility could have a licence to sell/consume alcohol.

The letters of support makes the following comments:

- Good opportunity to improve the area;
- Much needed amenity facility;
- Improve landscaping;
- Provides employment.

4.3 **SPORT ENGLAND:**

No objections.

4.4 HIGHWAYS ENGLAND:

No objections.

4.5 HIGHWAYS:

No objections, subject to condition.

4.6 LANDSCAPE AND ECOLOGY ADVISOR:

No objections, subject to condition.

4.7 ENVIRONMENTAL HEALTH OFFICER:

No objection, subject to conditions.

4.8 PUBLIC RIGHT OF WAY

No objection.

5.0 POLICY CONTEXT

National Planning Policy Framework

5.1 The NPPF was published on 27th March 2012. Paragraph 13 of the Framework sets out a presumption in favour of sustainable development. Paragraph 196 of the Framework confirms the tests in s.38 (6) of the Planning and Compulsory Purchase Act 2004 and s.70 of the Town and Country Planning Act 1990 and that the Framework is a material consideration in planning decisions. Paragraph 197 states that in assessing and determining development proposals, local planning authorities should apply the presumption in favour of sustainable development.

5.2 The following headings and content of the NPPF are relevant to the consideration of the current proposals.

1. Building a strong, competitive economy
4. Promoting sustainable transport
8. Promoting healthy communities
7. Requiring good design

Planning Practice Guidance (PPG)

5.3 In March 2014 the Department for Communities and Local Government (DCLG) launched its planning practice guidance web-based resource. This was

accompanied by a Written Ministerial Statement which includes a list of the previous planning policy guidance documents cancelled when the NPPF was launched. PPG contains 42 subject areas, with each area containing several sub-topics. Those of particular relevance to the determination of this planning application comprise:

- Design;
- Open space, sports and recreation facilities, public rights of way and local green space, and;
- The use of planning conditions.

Local Planning Policy

Thurrock Local Development Framework

- 5.4 The Council adopted the “Core Strategy and Policies for the Management of Development Plan Document” in December 2011. The following Core Strategy policies apply to the proposals:

Thematic Policies:

- CSTP10 - Community Facilities
- CSTP20 - Open Space
- CSTP22 Thurrock Design

Policies for the Management of Development:

- PMD1 (Minimising Pollution and Impacts on Amenity)¹
- PMD2 (Design and Layout)¹
- PMD8 Parking Standards
- PMD9 Road Network Hierarchy

[Footnote: 1 New Policy inserted by the Focused Review of the LDF Core Strategy. 2 Wording of LDF-CS Policy and forward amended either in part or in full by the Focused Review of the LDF Core Strategy. 3 Wording of forward to LDF-CS Policy amended either in part or in full by the Focused Review of the LDF Core Strategy].

Focused Review of the LDF Core Strategy

- 5.5 This Review was commenced in late 2012 with the purpose to ensure that the Core Strategy and the process by which it was arrived at are not fundamentally at odds with the NPPF. There are instances where policies and supporting text are recommended for revision to ensure consistency with the NPPF. The Review was submitted to the Planning Inspectorate for independent examination in August 2013. An Examination in Public took place in April 2014. The Inspector concluded that the amendments were sound subject to recommended changes. Thurrock Council adopted the Core Strategy and Policies for Management of Development

Focused Review: Consistency with National Planning Policy Framework on 28 January 2015.

Draft Site Specific Allocations and Policies DPD

- 5.6 This Consultation Draft “Issues and Options” DPD was subject to consultation commencing during 2012. The Draft Site Specific Allocations DPD ‘Further Issues and Options’ was the subject of a further round of consultation during 2013. The application site has no allocation within either of these draft documents. The Planning Inspectorate is advising local authorities not to continue to progress their Site Allocation Plans towards examination where their previously adopted Core Strategy is no longer in compliance with the NPPF. This is the situation for the Borough.

Thurrock Core Strategy Position Statement and Approval for the Preparation of a New Local Plan for Thurrock

- 5.7 The above report was considered at the February meeting 2014 of the Cabinet. The report highlighted issues arising from growth targets, contextual changes, impacts of recent economic change on the delivery of new housing to meet the Borough’s Housing Needs and ensuring consistency with Government Policy. The report questioned the ability of the Core Strategy Focused Review and the Core Strategy ‘Broad Locations & Strategic Sites’ to ensure that the Core Strategy is up-to-date and consistent with Government Policy and recommended the ‘parking’ of these processes in favour of a more wholesale review. Members resolved that the Council undertake a full review of Core Strategy and prepare a new Local Plan.

6.0 ASSESSMENT

- 6.1 The assessment below covers the following areas:

- i. Plan designation and principle of development
- ii. Design of development and relationship with surroundings
- iii. Amenity Impacts
- iv. Landscape Impacts
- v. Highways and Access
- vi. Other Matters

I. PLAN DESIGNATION AND PRINCIPLE OF DEVELOPMENT

- 6.2 The hub building would be located on land which is presently used as a car park which falls outside of the designated area of open space and is without notation on the Interim Proposals Map. Only the proposed car park would be within the designated area of open space. Whilst the Council seeks to protect areas of existing open space, in this case no objection has been raised by Sport England and the provision of the car park in this location is considered to make the most efficient use of the land to facilitate the much improved community facilities. The applicant has demonstrated a range of football pitch sizes that could be accommodated on the remaining area if formal or informal football pitches were to

be brought into use on the site in the future. It is not therefore considered that the proposals would prejudice the potential for the recreation ground in the future.

- 6.3 Policy CSTP20 seeks to ensure a diverse range of accessible public open spaces is provided and maintained to meet the needs of the local community. In this instance, the development would be funded by s.106 monies secured through the grant of planning permission 09/00091/TTGOUT to be spent specifically in Aveley for community needs. The site is in a sustainable location, close to the town centre which would allow for linked trips within the village. The proposal is considered compatible with residential, educational, retail and community uses and the development would provide modern up-to-date purpose built facilities allowing an enhanced and expanded level of services and activities to the local community. The proposal would also help to ensure that existing community facilities would remain in Aveley complying with Policy CSTP10.
- 6.4 In light of the above, the proposal is considered to comply with Core Strategy policies and as such no objection is raised under this heading.

II. DESIGN OF DEVELOPMENT AND RELATIONSHIP WITH SURROUNDINGS

- 6.5 The hub building would be contemporary in its appearance and would represent a well-designed form of development within the recreation ground. The building would measure some 31m in depth and in part 18m in width. The majority of the building would be 4m in height, with the exception of the hall which would have a maximum height of 6m. The proposal would be of a flat roofed design and would be constructed using light and dark brick with metal cladding.
- 6.6 The ground levels within the park fall gradually from the north to the south of the site. The changes in levels mean that the development would sit comfortably within the setting of the recreation ground and not appear overly dominant while having limited visual impacts with the surrounding area. The design of the building complies with Policies CSTP22, PMD1 and PMD2.

III. AMENITY IMPACTS

- 6.7 The hub building would be situated 40m away from the closest residential properties on the High Street to the north and 32m away from the residential properties at the New Maltings to the north east. The neighbours at the New Maltings would be closest to the car park serving the proposal; the proposed car park would be situated approximately 10m away from the rear of these properties. Notwithstanding the relative close proximity of the proposed car park, it is not considered that an objection based upon this relationship could be sustained; the proposed car park would in effect replace the existing car park and residents already overlook the recreation ground where a certain level of traffic and activity associated with the use of the land would be expected. There would be no overlooking or loss of privacy or amenity for local residents as a result of the siting or design of the proposal.
- 6.8 It is recognised that during construction the development may cause noise

disturbance for a limited period and a restriction of the hours of construction would therefore be appropriate. This matter could be handled by the use of a planning condition requiring the submission of a Construction Environmental Management Plan (CEMP). Policy PMD1 is considered to be satisfied in this regard.

- 6.9 The existing bowling green is located immediately west of the boundary with the proposed development, approximately 18m away, and the pavilion is approximately 40m away from rear flank wall of the proposed community hub. The proposed windows facing the bowling green from the hall and kitchen would be high level. Given the hours of use proposed and that the majority of the activities would take place internally (aside from parts of the Café) it is not considered that the proposal would be likely to result in a significant increase of noise such as to warrant disturbance to the nearby bowls club. To address the noise concerns raised by residents, the Council's Environmental Health Officer (EHO) has suggested that the high level windows should be permanently fixed shut and the fire door is alarmed so it is not used unless in emergencies.
- 6.10 The EHO has also recommended that if amplified music is used at functions in the hall that windows and doors should be kept closed and not opened to prevent potential noise nuisance affecting local residents; suitable conditions relating to amplified music and hours of operation have therefore been recommended to ensure neighbour amenity is not affected. A neighbour has queried whether the site would have a licence to sell/consume alcohol on the premises. This does not form any part of the proposals and would be controlled via separate legislation.
- 6.11 Subject to conditions, it is not considered that the proposals would have any significant adverse amenity impacts for surrounding residents and the proposals would comply with Policies PMD1 and PMD2.

IV. LANDSCAPE IMPACTS

- 6.12 The Council's Landscape and Ecology Advisor has been consulted on the application and has commented that the proposals offer an opportunity to enhance the appearance of both the new car park and strengthen the horticultural image of this section of the park to the betterment and enhancement of the visual appearance of the area generally. The proposed hub building would occupy broadly the same footprint as the existing car park however, the associated planting around the building and the new car park would result in a significant visual enhancement as it would soften the development and hence the setting of the car park for the benefit of all of the community. The Council's Landscape Advisor has commented that the landscaping plans provided with the application are generally appropriate although it is considered that additional tree planting should be undertaken to provide more shade for the adjacent play area. This matter can be addressed through the imposition of a planning condition.

V. HIGHWAYS AND ACCESS

- 6.13 There are no objections to the proposed development from the Council's Highway Officer subject to the access into the application site (which is presently in a poor condition) being improved. Subject to condition, no objection is raised under this heading.
- 6.14 The Council's Highways Officer has also confirmed that parking provision is adequate in terms of size of bays, location and number for a community facility with multiple uses. A detailed parking layout plan and a parking management strategy have been requested, which could be secured via a planning condition.
- 6.15 The proposals identify adequate reuse storage facilities. The applicant has provided a Swept Path Analysis showing a refuse vehicle can enter and exit the site in a forward gear. The plans also details the collection points, both have been accepted by the Highways Officer, sufficient to satisfy the design and layout elements of LDF CS Policy PMD2.

7.0 CONCLUSIONS AND REASON(S) FOR APPROVAL

- 7.1 The development represents a well-designed, publically accessible, multi-use community hub facility which complies with a range of development plan policies and accords with the NPPF.

8.0 RECOMMENDATION

- 8.1 Approve, subject to conditions.

Condition(s):

1. PLANS

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

Plan Number(s):		
Reference	Name	Received
5488-1000-A	Location Plan	29th September 2016
5488-1001-A	Existing Site Layout	29th September 2016
5488-1050-A	Site Layout	29th September 2016
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5488-9100-C	Drawing	29th September 2016
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06/0003	Drawing	04th November 2016
06/0004	Drawing	04th November 2016

REASON: For the avoidance of doubt and in the interest of proper planning.

2. SAMPLES OF MATERIALS

Samples of all materials to be used in the construction of the external surfaces of the building(s) hereby permitted, shall be submitted to and approved in writing by, the Local Planning Authority, before any part of the development is commenced.

REASON: To ensure that the proposed development does not prejudice the appearance of the locality in accordance with Policy PMD2 of the adopted Thurrock LDF Core Strategy and Policies for the Management of Development Focus Review 2015.

3. HARD AND SOFT LANDSCAPING

No construction works in association with the erection of the building hereby permitted shall commence on site until a scheme of hard and soft landscaping has been submitted to and approved in writing by the Local Planning Authority, the details of which shall include:

- (a) All species, planting sizes and planting densities, spread of all trees and hedgerows within or overhanging the site, in relation to the proposed buildings, roads, and other works;
- (b) Finished levels and contours;
- (c) Means of enclosure;
- (d) Minor artefacts and structures (e.g. furniture, play equipment, refuse and other storage units including any cycle store, signs and lighting);
- (e) External surface material for parking spaces, pedestrian accesses.
- (f) Tree protection measures and details of the proposed management of the retained trees and hedges
- (g) Any preserved trees which it is proposed to remove and their suitable replacement elsewhere within the site

All soft landscaping comprised in the approved details of landscaping shall be carried out in the first planting and seeding season following the first occupation of the building(s) or the completion of the development whichever is the sooner. All shrubs, trees and hedge planting shall be maintained free from weeds and shall be protected from damage by vermin and stock. Any trees or plants which, within a period of five years, die, are removed, or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless otherwise agreed in writing by the Local Planning Authority. All hard landscaping shall also be carried out in accordance with the approved details prior to the occupation of any part of the development or in accordance with a programme to be agreed in writing with the Local Planning Authority.

REASON: In the interests of the character and visual amenities of the area in accordance with Policy PMD2 of the Core Strategy.

4. HIGHWAYS MANAGEMENT PLAN

A Highways Management Plan (HMP) shall be submitted and approved by the Local Planning Authority prior to commencement of the development hereby approved, details to include:

- i. Hours of operation
- ii. Construction vehicle routing
- iii. Construction access
- iv. Temporary hard standing
- v. Storage of materials
- vi. Heavy plant storage
- vii. Abnormal Load Vehicle movements and routing
- viii. Crane storage and its use
- ix. Contractor parking
- x. Wheel Washing Facilities

Once submitted to and agreed in writing by the Local Planning Authority the works shall be undertaken in strict accordance with the agreed details, unless otherwise agreed in writing by the Local Planning Authority.

REASON: To ensure that the proposed development does not cause pollution in accordance with Policy PMD1 of the Core Strategy and in accordance with NPPF and given the site’s location in close proximity to residential development.

5. NOISE MITIGATION

A Noise Mitigation Strategy shall be submitted in writing to the local planning authority within 3 months of this decision notice. The strategy shall be implemented in accordance with these details within 30 days of agreement and shall remain in place unless varied in writing by the Local Planning Authority.

REASON: To ensure that the proposed development does not cause detriment to neighbour amenity in accordance with Policy PMD1 of the Core Strategy and in accordance with NPPF and given the site’s location in close proximity to residential development.

6. HOURS OF OPERATION

The premises shall not be open to the public outside the hours hereby approved:

Monday – Saturday	07.00 – 23.00
Sunday	08.00 – 20.00

REASON: In the interests of amenity as required by policy PMD1 of the adopted Thurrock LDF Core Strategy and Policies for the Management of Development

Focus Review 2015.

7. USE OF SITE

The premises shall be used for a Community Centre and a Cafe and for no other purpose [including any purpose in Class A3 and D1 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.

REASON: In the interests of amenity and to ensure that the development remains integrated with it's immediate as required by policy PMD1 of the adopted Thurrock LDF Core Strategy and Policies for the Management of Development Focus Review 2015.

8. ACCESS

Prior to first occupation of the development hereby permitted the access road, footways, loading, parking and turning areas shown on the plans accompanying the application shall upgraded in accordance with a specification previously agreed with the Local Planning Authority.

REASON: In the interests of highway and pedestrian safety as required by policy PMD9 of the adopted Thurrock LDF Core Strategy and Policies for the Management of Development Focus Review 2015.

9. PARKING LAYOUT

Prior to the commencement of development, details of the final parking layout, including designated spaces for staff shall be submitted to the Local Planning Authority for approval. Thereafter the parking layout as approved shall be marked out prior to the commencement of use and thereafter retained at any such time the premises are in use as a day nursery.

REASON: In the interests of highway and pedestrian safety as required by policy PMD9 of the adopted Thurrock LDF Core Strategy and Policies for the Management of Development Focus Review 2015.

10. TRAVEL PLAN

Prior to the first occupation of the development hereby approved, a Travel Plan shall be submitted to and approved by the Local Planning Authority and retained and updated periodically for the entire time the development is in use.

REASON: To promote sustainable travel choices for staff, pupils and visitors, in the interests of highway safety, efficiency and amenity.

11. PARKING MANAGEMENT STRATEGY

Prior to the first use of the development hereby approved, a Parking

Management Strategy for the internal management of the site shall be submitted to an approved in writing by the Local Planning Authority. The approved plan shall be periodically updated and provided for the entire time the site is put to the permitted use.

REASON: In the interests of the management of the site.

12. CONSTRUCTION ENVIRONMENT MANAGEMENT PLAN (CEMP)

Prior to the commencement of demolition, remediation or development, a Construction Environment Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority. The CEMP shall include, but not limited to, details of:

- (a) Hours and duration of works on site
- (b) Wheel washing and sheeting of vehicles transporting aggregates on to or off of the site
- (c) Details of construction access
- (d) Details of temporary hard standing
- (e) Details of temporary hoarding
- (f) Water management including waste water and surface water drainage
- (g) Road condition surveys before demolition and after construction is completed; with assurances that any degradation of existing surfaces will be remediated as part of the development proposals. Extents of road condition surveys to be agreed as part of this CEMP
- (h) Details of method to control wind-blown dust

All works and development shall be carried out in accordance with the approved CEMP and the measures contained therein.

REASON: To ensure construction phase does not materially affect the free-flow and safe movement of traffic on the highway; in the interest of highway efficiency, safety and amenity.

13. NOISE ABATEMENT

The high levels windows in the Hall must be permanently fixed shut and the Fire Door connected to the Hall permanently alarmed.

REASON: In the interests of amenity as required by policy PMD1 of the adopted Thurrock LDF Core Strategy and Policies for the Management of Development Focus Review 2015.

INFORMATIVE

1

Informative:

Any works, which are required within the limits of the highway reserve, require the

permission of the Highway Authority and must be carried out under the supervision of that Authority's staff. The Applicant is therefore advised to contact the Authority at the address shown below before undertaking such works.

Chief Highways Engineer,
Highways Department,
Thurrock Council,
Civic Offices,
New Road,
Grays Thurrock,
Essex. RM17 6SL

Documents:

All background documents including application forms, drawings and other supporting documentation relating to this application can be viewed online:

www.thurrock.gov.uk/planning

