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Planning Statement

Buckingham Park Replacement Pavilion Building

March 2024



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Project Name: Buckingham Park Replacement Pavilion Building

Location Buckingham Park & Playground, Shoreham-by-Sea, BN43 6BA.

Client: Adur District Council

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1. Introduction

- 1.1. This Planning Statement has been produced on behalf of **Adur District Council** in support of the Full Planning Application for the following development at Buckingham Park & Playground, Shoreham-by-Sea:

'Phased development for the demolition of existing building and erection of new pavilion building, associated pedestrian paths and landscaped areas'

- 1.2. The application seeks to replace the existing café, changing facilities and public toilets and deliver a new café, sports club room, changing facility and public toilets in a phased programme of redevelopment. The existing facilities are now dilapidated being no longer fit for purpose or meeting modern standards for both the café facility and changing / public toilet facilities. From a maintenance perspective, the building is becoming increasingly difficult to repair adding significantly to the costs associated with maintaining the building.
- 1.3. As such there is a clear opportunity to redevelop the existing provision with a new building that can cater to modern standards (for instance in relation to accessibility of the toilets, café and changing facilities) whilst delivering an attractive new building in this parkland setting.
- 1.4. It is proposed that the application will be delivered through a phased approach designed to deliver firstly the café and toilets in Phase 1 with the sports facilities being delivered at a later date in Phase 2. The description of development is flexibly worded to allow for this.
- 1.5. There are a number of sports clubs and community organisations that use the Park (e.g. rugby, football, cricket etc). The applicant requires flexibility with delivery of Phase 2 as this will be subject to the demand for facilities and the timing that any such competent and appropriately constituted organisation is able to enter into a suitable agreement to lease the sports facility. Such an agreement will require the organisation to look after and maintain the facility for the long-term benefit of the park and the wider community.
- 1.6. This Statement sets out the relevant background for the determination of the application, including a description of the site and its surroundings, details of the development proposal, the relevant planning history, the planning policy and an assessment of the relevant planning considerations.
- 1.7. The application is supported by the following reports and drawings:

Planning Application and Notice Forms

Planning Statement

Statement of Community Involvement

Ecology Report

BREAAM / Sustainability Statement

Arboricultural Impact Assessment and Tree Protection Plan

Drainage Strategy

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2. The Site

2.1. Buckingham Park is located north of Shoreham-by-Sea within the Built Up Area Boundary. The Park is bounded by the Upper Shoreham Road to the south; Downside, a residential street to the north; Parkside, a private residential road to the east; and a series of residential cul-de-sacs off Ravensbourne Avenue to the west. The park has a variety of uses including a Bowling Club, Community Garden, Cricket Pitch, Tennis Courts, Rugby Pitches, Football Pitches, Games Court, Café, Nursery, Childrens Playground and provision of Outdoor Fitness Equipment. Please refer to the illustrative layout of the park, as existing (Figure 1).



Figure 1- Buckingham Park, Shoreham

2.2. The site itself is located on the south western corner of the Park as illustrated in Figure 2 (although the application site includes an area for a potential compound to the southern and eastern part of the park) . The existing café pavillion building which is proposed to be demolished, is a single-storey, flat roof building, with a 6m 'tower' located centrally within the building structure. The building has a total footprint of 151sqm which is distributed across the following uses:

- **Public toilets (37m²)**
- **Changing facilities (46m²)**
- **Cafe (47m²)**

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- 2.3. The materials of the existing building consist of a grey/brown brick base plinth and piers, horizontal green painted timber cladding and timber infill panels and facias.



Figure 2: Site Location

- 2.4. The proposed replacement building is sited to the north and west of a groups of trees. The play park and outdoor fitness equipment are sited directly to the south of the site games courts to the west. Bench seating is located around the building and a path to the south linking to hardstanding around the building footprint.
- 2.5. The building is screened in views from the south and east due to the mature tree groups. From the north the building is visible, sitting below the canopy of the tree group behind and highlighted by the white banding of the roof and tower.



Figure 3- Existing Building (North Elevation)

- 2.6. Parking is available to the south of the site at an existing layby accessed off Upper Shoreham Road, or to the east and west access roads which form the park boundaries.

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3. Planning History

- 3.1. A search of Adur and Worthing Councils planning register has been undertaken and revealed the following relevant planning history.
- 3.2. **Reference 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 6 October 2015.**
- 3.3. The building footprint was moved approx. 6m north, and trees retained/protected. The toilet and cafe provision appeared to replicate the scale of the existing building. The cafe faced south and west and the public toilets located on the northern facade. The building proposed a contemporary appearance with walls finished in white render with sections of coloured render, timber cladding, brick and obscure glazing.
- 3.4. Please refer to the elevational drawings which show the massing, design and height of the approved scheme.



Figure 4- Approved North Elevation (ref: AWDM/1212/15)



Figure 5- Approved North Elevation (ref: AWDM/1212/15)

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4. The Proposal

- 4.1. As existing, the pavilion is an outdated and dilapidated facility and is becoming increasingly difficult and expensive to maintain. The existing structure is considered no longer fit for purpose and requires replacement due to the lack of accessible design (for instance – there is currently no accessible toilet provision as the existing provision is stepped access).
- 4.2. The proposal seeks to demolish the existing structure and erect a new pavilion building to incorporate the following:
- **Café – 132.8sqm**
 - **Sports Clubhouse – 162.8sqm**
 - **Public Toilets – 18.3sqm**
 - **New access paths and landscaping**
- 4.3. The new building has been carefully considered, by establishing the requirements of the three proposed uses from precedents and statutory guidance. The footprint of the new building sits north-west of the existing building to distance the scheme from trees located to the south and east, whilst maintaining sufficient separation from the sports pitches and other uses in the Park. The overall footprint measures approximately 37m x 12m and total GIA 335m² (3,770 sqft.).
- 4.4. The cafe element has been proposed to the west elevation of the building, which provides the cafe with an outlook over the sports pitches, the playground to the south and a west facing terrace to enjoy afternoon summer sun with outdoor seating area. Seating has been arranged internally to allow visitors to the café to look out over both the playground and sports pitches with external seating located to provide such surveillance also.
- 4.5. The Sports Clubhouse is located to the east with an access and outlook towards the sports pitches. The public toilets are located on the south elevation to be near to the children’s play park. Please refer to the layout of the scheme in Figure 6.

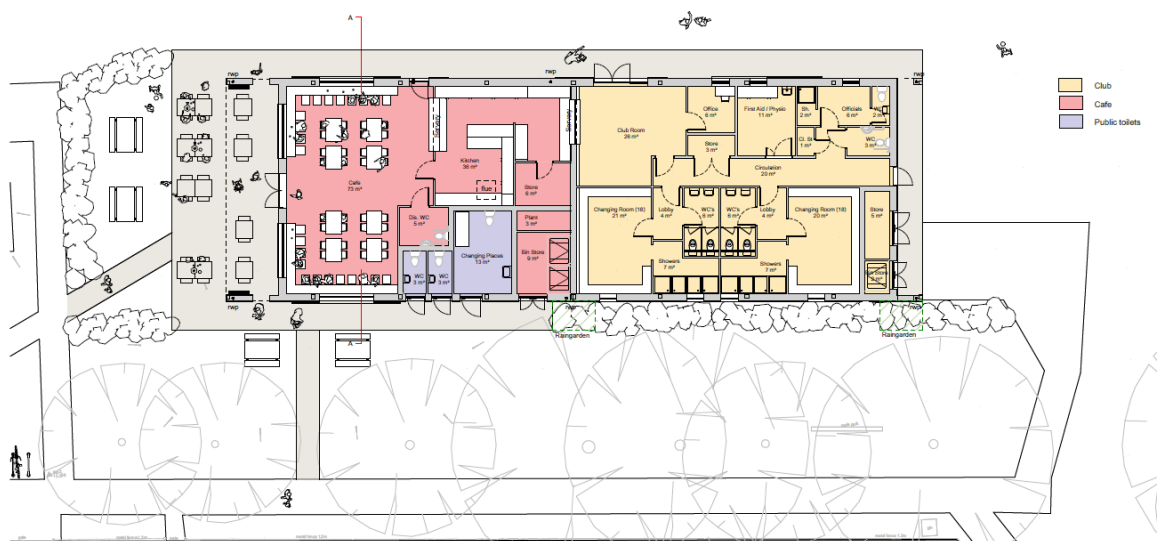


Figure 6- Proposed Layout of New Building

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- 4.6. The new building is a single-storey form proposed to maintain a low profile to the south of the park, having the trees as the primary backdrop. The building will have a pitched roof for ease of maintenance and the simple portal frame ensures future flexibility.
- 4.7. The new building provides a simple aesthetic in terms of materiality, with timber (or timber effect) cladding and standing seam roof, to echo the natural materials and colour tones found in the nature of the park. Decorative screens are proposed to enclose the cafe terrace when not in operation, providing a secure area to store external furniture. Laser cut screen detailed is proposed to enclose the covered terrace visually and tie the Pavilion into the park. Shutters (utilising the same screening material) are proposed to protect the window and door openings from vandalism out of hours.
- 4.8. Please refer to the illustrative view in Figure 7 and 8 below of the proposed new building.



Figure 7- Illustrative views of proposed Pavilion from the south-west with screen open



Figure 8- Illustrative views of proposed Pavilion from the south-west with screen closed

- 4.9. The scheme will seek to be as sustainable as possible in line with the Councils declared climate emergency and target to be carbon neutral by 2030. The scheme will at least perform to the updated, more stringent, building regulations for energy consumption, thermal performance, and air tightness. The development will be gas free and use renewable technologies. BREEAM 'Very Good' is targeted as a sustainability standard.

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4.10. The phasing of the development is set out in Figure 9.

Provisional Phased Design

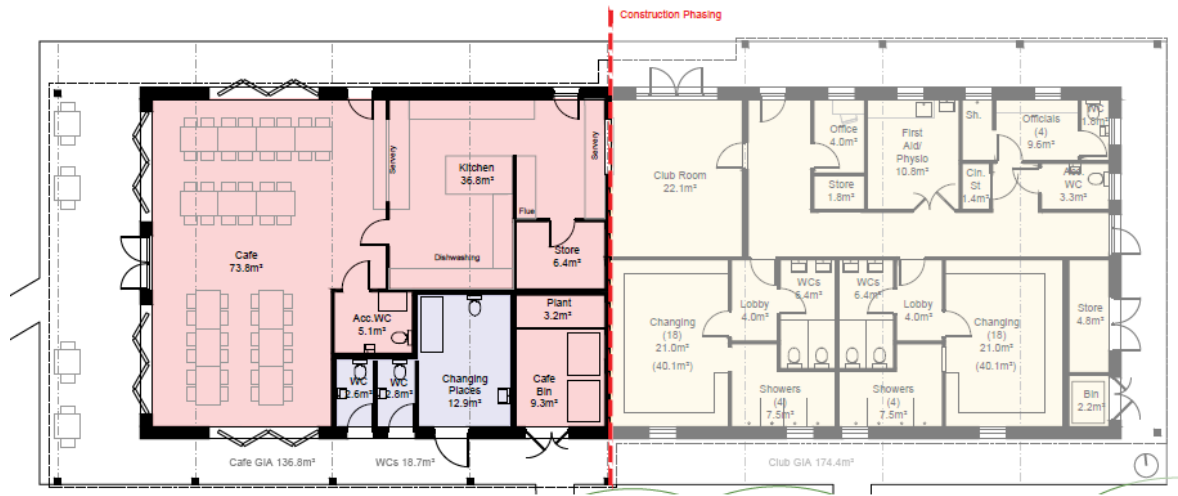


Figure 9: Phase 1 (Café and Toilets) Left and Phase 2 (Sports Facility) Right

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6. Policy Overview

6.1. Introduction

- 6.1.1. A key role of the planning system is to regulate the development and use of land in the public interest, At the heart of the planning framework are Statutory Development Plans which seek to guide the decision making process. Section 36 (6) of the Planning and Compulsory Purchase Act 2004 requires that where the Development contains relevant policies, an application for planning permission shall be determined in accordance with the Development Plan, unless material considerations indicate otherwise.
- 6.1.2. The relevant Development Plan for this application comprises the Adur Local Local Plan which was adopted December 2017.
- 6.1.3. The National Planning Policy Framework (The Framework), the Planning Practice Guidance (PPG) and Supplementary Planning Documents / Guidance are material considerations.

6.2. National Planning Policy Framework (NPPF)

- 6.2.1. The Framework is an important material consideration in the decision making process. Relevant parts for the determination of this application relate to promoting healthy communities, the requirement for good design, conserving the natural environment, the promotion of sustainable transport, making effective use of land, meeting the challenge of climate change and flooding,
- 6.2.2. The following are considered the most relevant sections of the Framework applicable to the proposed development:

Chapter 2- Achieving Sustainable Development

Chapter 8 – Promoting Healthy and Safe Communities

Chapter 9 – Promoting Sustainable Transport

Chapter 11 – Making Efficient Use of Land

Chapter 12 – Achieving Well Designed Places

Chapter 14 – Meeting the Challenge of Climate Change, Flooding and Coastal Change

Chapter 15 - Conserving and Enhancing the Natural Environment

6.3. Planning Practice Guidance (PPG)

- 6.3.1. The PPG was published by the Government in March 2014 and is updated regularly. The PPG supplement those overarching objectives of The Framework. The guidance provided by the PPG has been fully considered in the creation of this application and the proposed development is seen to be fully compliant with it.

6.4. Strategic Planning Policy- Adur Local Plan (2017)

- 6.4.1. The Adur Local Plan was adopted in December 2017 and sets out the strategic development and land-use priorities for Adur up to 2031. The ALP contains the policies relevant to developments within the Adur District and replaces the saved policies of the 1996 Adur Local Plan.
- 6.4.2. The following policies are considered to constitute the main policies of reference to this application and although they are not explored in detail within this Statement, the following have been fully reviewed in the preparation of this application and as such, the proposals are considered to be entirely acceptable:

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Policy 1 – Presumption in Favour of Sustainable Development

Policy 15 – Quality of the Built Environment and Public Realm

Policy 18 – Sustainable Development

Policy 28 – Transport and Connectivity

Policy 29- Delivering Infrastructure

Policy 30 – Green Infrastructure

Policy 31 – Biodiversity

Policy 32- Open Space, Recreation and Leisure

Policy 33- Planning for Sustainable Communities

Policy 36 – Flood Risk and Sustainable Drainage

6.5. Supplementary Planning Guidance – Sustainable Energy

- 6.5.1. The Sustainable Energy SPD is dated August 2019 and sets out guidance to developers on meeting the energy policies set out in the ALP (2017).
- 6.5.2. This SPD has been given full consideration in the preparation of this application and is considered fully within this Statement and the accompanying Design & Access Statement.

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7. Planning Appraisal

7.1. Introduction

- 7.1.1. This section of the statement details how the proposed development complies with the policies set out within the Development Plan. The following matters are the principal considerations with regards to the proposal:

Principle of Development
Design, Form and Appearance
Visual Amenity
Residential Amenity
Trees and Landscaping
Ecology
Accessibility and Parking
Drainage
Sustainability

7.2. Principle of Development

- 7.2.1. Chapter 8 of the NPPF provides guidance on promoting healthy and safe communities. The guidance expects Local Planning Authorities to guard against the loss of community spaces. Decisions should also seek to enable and support healthy lifestyles.
- 7.2.2. Policy 32 of the ALP states that proposals for built sports facilities and formal sports provision will be supported where they are in accordance with policies in this plan and Policy 33 of the ALP states that the Council will protect, and support improvements to, social and community facilities. The sports facility and potential for the pavilion building to be used by members of the public for community uses would clearly meet such requirements.
- 7.2.3. It is also important to note that Buckingham Park is identified within the Adur and Worthing Open Space Study, 2014 as *'the largest single site contributor to provision in Adur and Worthing is Buckingham Park in Shoreham, equating to 14.8 hectares of provision'*. Provision of a café, public toilets and sport changing facilities (all of which would better meet modern standards including accessibility standards) would clearly improve the open space and sports offer of the park.
- 7.2.4. The principle of development is in our view established also by virtue of the fact that this is a replacement facility that seeks to improve upon the existing offer. In addition, the principle of development was already accepted by the Council by virtue of the previous permission AWDM/1212/15, the primary focus in determining the current application is assessing the impact of the new proposal on nearby trees, the character and appearance of the area and meeting any other policy requirements.
- 7.2.5. The proposals enhance the existing parkland, promoting accessibility and providing new facilities which compliment the open space use. It is anticipated that the new pavilion will promote the use of the park and to boost the visitor economy.
- 7.2.6. It is clear from the above, that the proposals are supported by both the NPPF and Adur Local Plan and therefore the principle of development is established.

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7.3. Design, Appearance and Visual Amenity

- 7.3.1. The NPPF seeks to prioritise good design, ensuring development is sympathetic to the local character of the built environment and landscape setting. Chapter 12 encourages the design of places that are safe, inclusive, accessible and which, promote health and well-being, with a high standard of amenity for existing and future users. Development should be visually attractive as a result of good architecture and appropriate and effective landscaping.
- 7.3.2. Policy 15 of the ALP states that development should be of a high architectural quality and respect and enhance the character of the site, and the prevailing character of the area, in terms of proportion, form, context, massing, siting, layout, density, height, size, scale, materials, detailed design features and landscaping.
- 7.3.3. The proposed new building will provide a substantial uplift in design quality from the current tired and rundown appearance of the existing building. It will be a larger and more substantial building than what exists, however it is considered that the building will provide a focal point for the park without detracting from its parkland setting.
- 7.3.4. As mentioned above, the current proposal seeks to erect a single-story building with a total footprint of 335sqm, which is considerably smaller than the previously approved scheme with a total footprint of 552sqm (reference: AWDM/1212/15). Despite the proposed building's larger footprint (than existing), this reduction is deemed acceptable, given the significant decrease in size compared to the previous consented scheme, and by virtue of the design high quality design of the proposals.
- 7.3.5. The new building is single-storey form and is proposed to maintain a low profile to the south of the park, having the trees as the primary backdrop. The building will have a pitched roof for ease of maintenance and the simple portal frame ensures future flexibility. The design and appearance of the building provides a simple aesthetic in terms of materiality, with timber (or timber effect) cladding and standing seam roof, to echo the natural materials and colour tones found in the nature of the park.
- 7.3.6. The incorporation of screen shutters has been added to the design of the building and serves a crucial purpose in addressing existing issues with antisocial behaviour and vandalism, whilst also providing visual interest and identity in the scheme design. These features act as a deterrent to potential vandals, helping to mitigate the risk of damage to the property and ensuring longevity of the building.
- 7.3.7. The new building is not expected to be obtrusive, and its design, along with the use of materials, will contribute to a contemporary design that is suitable for the location. Additionally, it is anticipated that the new building will represent a significant visual improvement over the existing facilities.
- 7.3.8. In terms of layout, the proposal has been carefully designed to maximise the active frontages of the café, to provide surveillance to the north (sports pitches), west and south (playground). At the current time, the café turns its back to the playground and clearly the proposal is an improvement in this relationship.
- 7.3.9. It is considered that the proposals comply with both the NPPF and the design principle of the Adur Local Plan. Please refer to the accompanying Design and Access Statement for further discussion on design.

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7.4. Residential Amenity

- 7.4.1. The proposed relocation of the building slightly northwest of the existing structure is not expected to have a material impact on nearby residential properties. The closest dwellings to the south, situated across Upper Shoreham Road, are approximately 76 meters away. To the west, the nearest dwelling is 120 meters away, and to the east, the nearest dwelling in Parkside is over 200 meters away. As such, the relocation is not anticipated to significantly affect these residential properties.
- 7.4.2. Given the distances involved to nearby residential properties, it is not deemed that the proposal will necessarily cause undue harm to amenity through increased noise or activity from the building itself. The intended use of the building for café/commercial purposes, along with a sports changing room facilities, simply replaces the existing uses.
- 7.4.3. In order to safeguard residential amenity, the applicant is happy to agree an appropriately worded condition which restricts the hours of use of the facility.
- 7.4.4. In residential amenity terms, the proposal is considered to be acceptable.

7.5. Trees and Landscaping

- 7.5.1. To ensure that the new development reduces any potential impact to the existing trees to the south and east, it is proposed that the new building located further to the north and west than the current positioning.
- 7.5.2. A small rain garden is proposed to the south of the building partially within the Root Protection Areas of a number of the trees. This matter has however been reviewed by both the arboriculturalist and drainage consultant. Assuming the rain garden is of shallow construction then it is considered that there will be limited / no impact on the trees. This is set out within the Arboricultural Impact Assessment with the drainage strategy setting out the broad design principles of such rainwater gardens.
- 7.5.3. Notwithstanding this position, the landscaping plans are indicative only and can be amended should this be required. It is expected that any permission would be conditioned to allow for amendments to the landscaping proposals if considered necessary. At the request of the Friends of Buckingham Park, the landscape scheme shall be professionally designed in consultation with the organisation (FoBP). Importantly, the layout of the building will have no impact on trees.
- 7.5.4. Please refer to the Arboricultural Impact Assessment and Tree Constraints Plan for further details.

7.6. Ecology

- 7.6.1. The protection of the natural environment is of primary importance, with guidance set out in both national and local policy. Chapter 15 of the NPPF provides guidance on the conservation of the natural environment, by minimising impact on and providing a net gain for biodiversity.
- 7.6.2. Policy 31 of the ALP states 'all development should ensure the protection, conservation, and where possible, enhancement of biodiversity, including nationally and locally designated sites'.
- 7.6.3. The application is supported by a Preliminary Ecological Assessment (PEA) which notes very limited potential impacts resulting from the development.
- 7.6.4. The proposal notes the potential ecological enhancement measures which could be incorporated into the proposal to encourage a net-gain in biodiversity. These include recommendations in relation to the landscape planting and provision of bird boxes.

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7.6.5. The proposed landscape proposals are indicative at this stage, and suggested planting proposals could follow the types of native shrub planting suggested in the PEA at detailed design stage. Such matters can be dealt with through a suitably worded condition.

7.6.6. In ecology terms, the proposal is considered to be entirely acceptable.

7.7. Accessibility and Parking

7.7.1. The site is considered to be located in a sustainable location within the Built-up Area boundary of Shoreham being located within walking / cycling distance of a large residential population. Existing parking is located to the east, west and south of the site. The site can be accessed by footpath from the south and east of the site, or through the park from the east and north.

7.7.2. From a vehicle parking perspective, the same existing parking facilities will be available to visitors of the replacement building and these are located to the east, west and south of the site. The proposal is for a replacement facility and as such, it is considered that the impacts of the proposal will be comparable to the existing situation with regards to car parking and traffic generation. In this respect, the proposal is considered to have a neutral impact.

7.7.3. Deliveries to the building currently take place via trolley along an existing footpath from the access road to the west of the site. It is understood that this servicing arrangement is to continue with the new building.

7.7.4. The proposal does include visitor cycle parking which would encourage sustainable modes of travel. The cycle storage is proposed to the south west of the building however such provision could be secured through an appropriately worded condition.

7.7.5. Access for construction traffic via a temporary haul road is proposed from the east. The details around the arrangements for this would be subject to condition. There will be a temporary impact to a single sports pitch for the duration of the construction period.

7.7.6. In transport and highways terms, the proposal is considered to be acceptable.

7.8. Drainage

7.8.1. Policy 36 of the ALP states that new development within Adur must include some form of Sustainable Drainage System (SuDS) or other appropriate design measures in order to reduce the risks of surface water flooding and to mitigate the risk of pollution to groundwater sources. SuDS should be considered before other forms of disposal.

7.8.2. The application site is located within Flood Zone 1, in a area with a low probability of flooding with no risk from surface water flooding. As such, a Flood Risk Assessment has not been undertaken in support of this Application as it is not required.

7.8.3. A Drainage Strategy has been submitted in support of the proposals to demonstrate how both surface and foul water will be disposed and mitigated against subject to the new development proposals on site.

7.8.4. Regarding surface water management, the development proposals include plans for permeable paving, soakaways, and rain gardens as part of the drainage design, Soakaway tests will be undertaken in accordance with BRE Digest 365 to estimate the ground's infiltration rate. These results will be used to size the proposed SuDS and such requirements can be dealt with through an appropriately worded condition.

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- 7.8.5. The proposed surface water drainage system will be designed for the 1 in 100 year plus climate change storm event. Preliminary calculations are based on a conservative infiltration rate of 7 x10-6 m/sec.
- 7.8.6. With regards to foul drainage, it is considered that there is an existing foul water drainage network on site, serving the existing building. A gravity drainage connection from the new building to the public sewer will be prioritised, if feasible. Alternatively, a pump will be utilised for foul water drainage, proving 24 hours storage as per the Building Regulations requirements.
- 7.8.7. For further information, please refer to the Drainage Strategy which can be found within the Appendices of the report.

7.9. Sustainability

- 7.9.1. The NPPF, Chapter 14 expects the planning system to support the transition to a low carbon future and meet the challenge of climate change, flooding and coastal change.
- 7.9.2. Policy 18 of the ALP states that all non-domestic floorspace must achieve a minimum standard of BREEAM 'Very Good' with a specific focus on water efficiency. Developers will be expected to provide certification evidence of the levels for BREEAM at the design stage and on completion of development.
- 7.9.3. The application is supported by a Sustainability Statement and BREEAM Pre Assessment. The pre assessment demonstrates that the scheme could meet a target score of 63.4% subject to the detailed design stage.
- 7.9.4. In terms of the energy strategy, the proposal shows (indicatively) solar panels on the roof space of the new development. In addition, the plant room has been designed to house air source heat pumps to serve the development.
- 7.9.5. At this stage, it is not known which technology will be implemented (or if both will be implemented), and such matters can be confirmed through an appropriately worded condition.
- 7.9.6. With regards to policy 19 (Decentralised Energy) the proposed development is not of a scale to warrant communal heating / cooling networks and we are not aware of any that are planned locally. As such, this policy is considered not applicable in this instance.
- 7.9.7. The proposed scheme is considered to represent a highly sustainable form of development.

8. Conclusions

- 8.1. This Application seeks Full Planning Permission for a phased development to demolish the existing building and erect a new pavilion building, associated pedestrian paths and landscaped areas.
- 8.2. The existing building is no longer fit for purpose and is becoming increasingly hard and expensive to maintain. The proposals seek permission to replace and enhance the existing public facilities including the provision of a new high quality, sustainably designed café with changing facilities for the local rugby club and public toilets. The opportunity to uplift the design should therefore be supported.
- 8.3. This application will be carried out in phases, offering flexibility in its implementation. The Council is seeking to deliver Phase 1 first with the timing of Phase 2 contingent on demand and the availability of a competent and appropriately constituted organisation which is able to enter into a suitable agreement to lease the sports facility. Such an agreement will require the organisation to look after and maintain the facility for the long-term benefit of the park and the wider community.
- 8.4. The design of the proposal in relation to layout, scale, mass, bulk and height has been given careful consideration in relation to the context of the site. Furthermore, the materials selected will be of high quality, ensuring they complement and enhance the existing character and appearance of the locality. The proposal will meet modern standards with regards to accessibility and will improve the sustainability of the existing building by meeting BREEAM 'Very Good' rating.
- 8.5. With regards to impact to trees and ecology, the proposal is considered to be acceptable with limited impact. The drainage of the scheme has been considered and an outline strategy proposed subject to details to be secured by an appropriately worded condition. Landscape proposals have been shown indicatively however propose a well-considered landscape and external seating arrangement.
- 8.6. In terms of highway impacts, the proposal is considered to have a neutral impact being a replacement facility. Improvements include better pedestrian connectivity to the building and cycle parking to promote sustainable modes of transport.
- 8.7. Overall, the proposal is considered to deliver improved sports and community infrastructure, promoting healthy living and improving the recreational offer to the local community.
- 8.8. The scheme has been assessed against all relevant National and Local Planning Policy and guidance and all other material considerations and has been found acceptable.