

## **WEST AREA PLANNING COMMITTEE**

Sarah Scannell: Tel 020 8583 5187

e-mail: sarah.scannell@hounslow.gov.uk

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<b>References:</b>	P/2009/0975	01006/A/P2
<b>Address:</b>	The Arena, Shakespeare Avenue, Feltham, London, TW14 9HX	
<b>Ward:</b>	Feltham North	
<b>Proposal:</b>	Outline planning application for the erection of a 2 storey clubhouse (Appearance and Layout)	
<b>Drawing numbers:</b>	001, 002 and two site plans  Design and Access Statement  Received: 27/02/2009	
<b>Application received:</b>	17/04/2009	

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### **For Comment**

#### **1.0 SUMMARY**

- 1.1 Outline planning permission is requested for the erection of a two storey clubhouse on the existing Feltham Arenas site. The application covers the appearance and layout of the proposal, with other matters reserved for decision at a later date.
- 1.2 The application is submitted to the Committee for comment. If an acceptable scheme can be negotiated, then the proposal will be recommended for approval at the Sustainable Development Committee. If an acceptable scheme can not be negotiated, the application will be refused under delegated powers.

#### **2.0 SITE DESCRIPTION**

- 2.1 The site is a purpose built sports arena, oval in shape. The site is accessed from Shakespeare Avenue, which is a typical residential road made up predominately of semi-detached two storey properties.
- 2.2 The site originally contained a purpose built grandstand, football pitch, a social club and a changing block. The buildings and pitches on the site were demolished in 2008. The site is bound to the northeast, southeast and southwest by open land within the Feltham Arenas site. The area is defined as Local Open Space in the Unitary Development Plan proposals map.
- 2.3 Prior to its removal, the previous grandstand was dilapidated and had clearly not been used in a number of years. The site has recently received planning permission to re-develop the football pitches. This planning permission is currently being implemented.

### 3.0 HISTORY

- 3.1 **01006/A/S1** Erection of a grandstand.  
**Granted 12<sup>th</sup> may 1964.**
- 3.2 **01006/A/S2** Provision of floodlighting.  
**No date on record.**
- 3.3 **01006/A/S3** Provision of outdoor sports complex comprising athletics track, rugby, cricket and football pitches and multi-sports area and erection of floodlighting columns.  
**Granted 16/08/1983**
- 3.4 **01006/A/S4** Siting of two temporary buildings to provide judges/timekeepers room and mini-gym for athletic track users.  
**Granted 06/08/1984**
- 3.5 **01006/A/S5** Siting of mobile hut for athletics officials and equipment storage.  
**Granted 10/03/1988**
- 3.6 **01006/A/S6** Installation of securister container for storage.  
**Granted 06/04/1990**
- 3.7 **01006/B/P1** Erection of a clubhouse.  
**Granted 14/11/1972.**
- 3.8 **01006/A/LAW1** Certificate of Lawfulness for the replacement of the existing astroturf football pitch with new grass pitch at an increased height.  
**Refused 8<sup>th</sup> May 2007.**  
  
Reason.  
  
The proposal constituted engineering works by virtue of the amount by which the pitch would be raised and the amount of material involved. Planning permission was required.
- 3.9 **01006/A/P1** Replacement of the Astroturf football pitch with natural turf at a raised level and the creation of four additional junior pitches involving landfill to the level of the existing perimeter bunds, installation of a site perimeter fence and the relocation of four lighting

towers.

### **Approved 14/12/2007**

#### **4.0 DETAILS**

- 4.1 The application seeks to demolish the existing grandstand and gain outline planning permission for a new clubhouse to provide facilities to be used by Feltham Football Club and other teams with the newly developed football pitches.
- 4.2 The proposed clubhouse would be constructed upon the footprint of the existing grandstand to the south west of the site, measuring 17m in width and 66m in length. The proposed building would be two stories with a maximum height of 7.0m, a significant reduction in height from the original grandstand. The building would have a gross floor area of 1822m<sup>2</sup>.
- 4.3 The elevations indicate that the building would be set up from the ground level where the football pitch is proposed with a full two stories at a total of 7.0m at the front elevation facing the football pitch, sloping down in height to the rear of the building to measure 3.5m in height. The roof of the building would follow this curve, and project approximately 2.4m over the front building line to cover a balcony which is to be placed at the first floor on the front elevation of the proposed building.
- 4.4 The ground floor would include a garage store, crèche, a kitchen, a large function room, a smaller boardroom, a bar, a number of W.Cs, four small team changing rooms, home and away team large changing rooms, a laundry and store room, two referee rooms, a physiotherapy room and a managers office. The main entrance to the clubhouse would be via a large set of doors from the front of the ground floor.
- 4.5 The first floor would predominately take the form of two large meeting rooms, with space for the boxing club and further changing rooms. The first floor would also include a balcony that looks out over the main football pitch. Two external staircases at either end of the building would provide separate access to the first floor level.
- 4.6 The windows and doors of the building would be fitted with roller shutters doors, and CCTV would be fitted across the site. This is to improve the security of the clubhouse, and reduce the opportunity for vandalism on the site.
- 4.7 The design and access statement outlines that the clubhouse would be constructed with a steel framework, with internal block walls. The external walls and roof would be completed with pre-formed coated steel cladding. The applicants state that the finish colour will reflect the buildings surroundings.
- 4.8 The design and access statement also outlines that rainwater harvesting measures would be included in the design of the building in order to provide a reduction in water run off from the site, and improve sustainability.

## 5.0 CONSULTATIONS

- 5.1 A site notice has been displayed on the site and the proposal will also be advertised in the Middlesex Chronicle on 22/05/2009. Consultation is ongoing. One objection to the application has been received, commenting as follows:

The previous clubhouse caused noise pollution and a range of vandalism occurrences.	Noted
The location of the proposal puts strain on the surrounding roads due to traffic.	Noted
The occurrence of such a building causes hazards for children playing in the street.	Noted

### 5.2 Environment Agency

Comments not yet received. Any comments received will be reported through addendum.

### 5.3 Land Quality

No objection to proposal, but request an investigation condition be attached to any approval to ensure any building work would not disturb land fill below.

### 5.4 Accessibility

There a a number of unresolved concerns in relation to accessibility, however, as access is a reserved matter, it can not be a material consideration at this stage, the information has been passed onto the applicants in order for them to make the necessary alterations. The issues include:

- The site needs to have level access.
- The building needs to meet the inclusive access requirements of the design and access statement and demonstrate how the development relates to the access points.
- The ground and first floor layouts will need amendments to meet accessibility standards in London Plan Policy 4B.5 'Creating an inclusive environment'

## 6.0 POLICY

### 6.1 Determining applications for full or outline planning permission

When determining applications for planning permission, the authority is required to have regard to the development plan, so far as is material, and to any other material considerations. In addition, the determination must be made in accordance with the development plan unless material considerations indicate otherwise.

#### *The Development Plan*

The Development Plan for the Borough comprises the saved policies in the Council's Unitary Development Plan ('UDP'), the Employment Development Plan Document, the Brentford Area Action Plan and the London Plan.

- The London Plan (Consolidated with alterations since 2004) was adopted in February 2008.
- The UDP was adopted in December 2003 and was amended and saved as of 28 September 2007 by Direction from the Secretary of State.
- The Employment Development Plan Document was adopted on 25 November 2008 and has superseded the Employment Policies contained in UDP Chapter 7 and the following Implementation Policies contained in UDP Chapter 2: IMP.4.1, IMP.4.2, IMP.4.3, and IMP.4.4.
- The Brentford Area Action Plan was adopted on 27 January 2009 and has superseded the following Implementation Policies contained in UDP Chapter 2: IMP.2.1 and IMP.3.1.

### Supplementary Planning Documents

#### Planning Obligations Air Quality

These SPDs were adopted on 11/03/08, following public consultation in July and August 2007. The documents form part of the Local Development Framework.

### 6.2 Central Government Guidance

**PPG17** Planning for Open Space, Sport and Recreation

### 6.3 London Plan

**3D.8** Realising the value of open space and green infrastructure

## 6.4 Unitary Development Plan

ENV-B.1.1	New Development
ENV-N.1.11	Protection and improvement of local open space.
C.5.3	Outdoor Recreation
C.5.4	New Small Private Sports and Leisure Facilities
C.5.5	Specialist Outdoor Recreational Facilities
T.1.2	The Movement Implications of Development
T.1.4	& Car and Cycle Parking and Servicing for Developments

**Appendix 3**

## 7.0 PLANNING ISSUES

7.1 An outline application establishes whether or not a development is acceptable in principle. In this instance the application lists **appearance** and **layout** as matters to be considered now, with scale, access and landscaping as reserved matters that would be determined at a later date, if outline permission were granted. Circular 1/2006 details that the following matters may be reserved in outline applications:

1. **Layout** – *the way in which buildings, routes and open spaces are provided within the development and their relationship to buildings and spaces outside the development.*
2. **Scale** – *the height, width and length of each building proposed in relation to its surroundings.*
3. **Appearance** – *the aspects of a building or place which determine the visual impression it makes, excluding the external built form of the development.*
4. **Access** – *this covers accessibility to and within the site for vehicles, cycles and pedestrians in terms of the positioning and treatment of access and circulation routes and how these fit into the surrounding access network.*
5. **Landscaping** – *this is the treatment of private and public space to enhance or protect the site's amenity through hard and soft measures, for example, through planting of trees or hedges or screening by fences or walls.*

6.2 The application includes the minimum details necessary to establish the acceptability of the principle of the proposal including the buildings appearance, and the maximum height and width of the building, as well as additional details such as indicative internal layouts and access. A Design and Access Statement was also submitted.

6.3 The main planning issues to consider are therefore:

- Principle of the development
- Appearance of the proposal
- Layout of the proposal
- Effect of the proposal on the surrounding land uses.
- Access and traffic implications of the proposal.
- Sustainability issues associated with the proposal.

### **Principle**

- 7.2 Policy 3D.8 of the London Plan states that Councils should promote and improve access to London's network of open space, and realise their potential, including uses associated with sport and recreation. Similarly Policy C.5.3 of the London Borough of Hounslow Unitary Development Plan states that the Council will aim to provide opportunities for outdoor recreation. Policy C.5.4 states that the Council will encourage the provision of, and improvement to, private sports and other recreational facilities, of an appropriate scale in suitable locations.
- 7.3 In principle the replacement of the dilapidated grandstand with a two storey clubhouse would not alter the use of the site and would encourage the increased use of the football pitches that are currently being implemented.
- 7.4 UDP Policy ENV-N.1.11 states the importance of local open space which provides visual breaks in built up areas. It goes on to state that development of these areas is only acceptable for purposes ancillary to open air sport and recreation activities that preserve the predominately open character of the area. Planning permission will not normally be granted for any development or change of use which would result in the loss of;
- (i) public open space, including public parks, gardens and nature conservation areas,
  - (ii) playing fields, (private, public and those in educational use) and sports grounds.
  - (iii) Private open space, particularly where this forms part of a larger open area, and is of benefit to the local community,
  - (iv) Allotments and leisure gardens.
- 7.5 Although the development is located on local open space, it would be replacing a dilapidated football stand which was visually undesirable, although recently removed. The proposal would be smaller in scale than the previous and is design to support and encourage increased use of the pitches whilst maintaining the open appearance of the local open space. The proposal is therefore considered to meet the requirements of policy

ENV-N.1.11, in principle, however, the scale of the ancillary activities such as the crèche, function areas and meeting rooms is currently being considered.

### **Appearance of the proposal**

- 7.6 Policy ENV-B.1.1 promotes high quality design that enhances the overall environmental quality and townscape. In locations such as this, an area of local open space, the appearance of the development will be key to ensuring the appropriateness of the development.
- 7.7 The proposed clubhouse has been designed to have a minimal effect on the surrounding landscape. It would be located on the footprint of the recently removed grandstand, and would be smaller in scale. The building has also been designed with full consideration of its proposed use. The clubhouse would, when viewed from the front and rear, appear as a standard 'oblong' clubhouse, which are often seen at football clubs such as this. The detail of the proposal is visible from the site elevations, where the curve of the roof and the differing roof heights would be clearly visible.
- 7.8 The building would include further details that would serve to allow the building to function as clubhouse, these include the balcony at the front elevation, with large roller shuttered windows giving a viewing platform of the pitches below. There would also be two large sets of windows to the front elevation either side of the balcony.
- 7.9 The elevations would be completed with brick detailing at ground level and around the balcony and front entrance, and the two side elevations would include a staircase and entrance doors to first and ground floor. It is considered that these details add interest to a very functional building.
- 7.10 The landscaping details of this development are reserved as matters to be considered at a later date, however, there is considerable scope for extensive landscaping around the proposed building to ensure that the building is well assimilated into the surrounding site of local open space, and encourage higher outdoor use of the area around the building.

### **Layout of the Development**

- 7.11 The layout of the proposed development is a matter to be assessed as part of this planning application.
- 7.12 The layout of the site would not alter significantly from the current situation. The new clubhouse would be located on the footprint of the original grandstand and would have the same orientation.
- 7.13 No other elements of the site would be altered by the erection of the clubhouse. Details of the new football pitches and layout of the site were dealt with in the previous application (P1), and have been approved. No alteration of these approved details would occur with this application.
- 7.14 The only element of the previously approved scheme still outstanding is the parking layout, which was dealt with by a condition, but to date has not been

discharged. The applicants have been asked to provide the Council with details of the layout of the car parking for the site, and how it would relate to the proposed clubhouse. Any details received shall be reported by addendum.

**Effect of the proposal on the surrounding land uses.**

- 7.15 Policy ENV-B.1.1 states that all development should have consideration for the surrounding environment. The proposal site sits surrounded by residential properties, and the wider Local Open Space.
- 7.16 A number of objections have been received relating to the current state of disrepair of the site. It is considered that the principle of a re-development of the site, and specifically the clubhouse would ensure higher level of use of the site, and increase security. The design and access statement supplied by the applicant states that a number of further security measures would be implemented to increase the security of the new building and the site as a whole, which would also serve to deter any future vandals from the site.
- 7.17 Objections have also been received about the level of traffic gaining access to the site via Shakespeare Avenue. It is noted that the previous permission did permit a number of heavy goods vehicles to deposit refuse at the site for a temporary period. With this proposal and the reinstatement of the site as a football centre, it is considered that the occurrence of these heavy goods vehicles would reduce, removing the worst of the traffic along Shakespeare Avenue.
- 7.18 As the proposal is surrounded by Local Open Space, the closest property to the proposed clubhouse would be over 138m away at No. 83 Shakespeare Avenue) with the properties along Shaftsbury Avenue 185m from away. As such, the club house would not be clearly visible . At this distance there would be no overshadowing or loss of light caused by the development.
- 7.19 The nature of the use of the building is that it may be used for day, evening and weekend activities, however, given the proposed uses and the ditances involved there would be little possibility of significant overlooking into the surrounding residential houses.
- 7.20 As the development is located within an area of Local Open Space, consideration has to be given to the effect of the development of the existing environment. As outlined previously, the proposal would be a significant improvement to the dilapidated buildings that were previously on site. The development of a clubhouse with the variety of uses this development is proposing would encourage use of this Local Open Space, and makes it more accessible for the surrounding residents.
- 7.21 The land quality team have raised concerns over the development of this site which has a landfill history, and the implications for surrounding residents if they were exposed to harmful material. The land quality team have recommended conditions to be put on any approval requesting more

detailed plans and proposals for the actual building of the clubhouse, and how this would relate to the underlying ground conditions.

### **Access and Transport**

- 7.22 The site is recorded as having a Public Transport Accessibility Level of 'poor' to 'very poor'. Although it is considered that local residents, who may be within walking distance from the site, would use the site it is also considered that the redevelopment of the site would encourage visitors from further afield. Access is an element of the scheme that is a reserved matter to be dealt with at a later date. However, as noted above, further details on the layout of the parking associated with the scheme has been requested from the applicants, and shall be reported to committee by addendum.
- 7.23 The Councils Access officer has raised some objection with the internal layout of the clubhouse. These include the lack of accessibility of the upper floors (no lift is included in the scheme), the inadequacy of the disabled W.C provision and the lack of detail of the access of the clubhouse from the parking area. Again, the issue of access is a reserved matter to be dealt with at a later date, but the applicant has been informed of these issues at this stage to ensure that any alterations to the scheme to rectify these shortcomings would not have a negative knock on effect for the proposed layout.

### **Sustainability**

- 7.24 The broad aim of sustainable development is to ensure that the quality of social, economic and ecological environments are improved and maintained for future generations. The UDP and London Plan encourage sustainable development through many policies including the promotion the use of energy efficient building design and materials, re-use of previously developed land and existing buildings, and location of development in or close to town centres and areas with good public transport.
- 7.25 The proposal is reusing an existing brownfield and now landfill site. Although the location of the proposal is not as sustainable as would be desired, the re-development of this existing leisure use is commendable. In addition to this, the applicants have made clear in their design and access statement that water harvesting will be used within the development. Rainwater will be collected from the buildings roof and will be stored to irrigate the football pitches.
- 7.26 The measures outlined above are welcomed as part of the development scheme, and will aim to provide the necessary CO<sub>2</sub> reductions required by the London Plan. Further assessment of these matters is currently occurring and any proposed reductions will be formally requested by condition.

## **8.0 PLANNING OBLIGATIONS**

- 8.1 UDP policy IMP6.1 states that the Council will seek to ensure that a developer enters into a planning obligation to secure planning benefits related to the proposed development. Government Circular 05/2005

provides guidance on the use of planning obligations, which may impose a restriction or requirement, or provide for payment of money from the developer to make acceptable development proposals that might otherwise be unacceptable in planning terms. These obligations may offset shortfalls in the scheme or mitigate the impacts of the development.

8.2 The planning obligations for the site are currently being considered.

## **9.0 RECOMMENDATION**

9.1 It is recommended that Members comment on the applications and that Members' comments be reported to Sustainable Development Committee if an acceptable scheme can be negotiated.