



PLANNING & DEVELOPMENT COMMITTEE

5 DECEMBER 2019

REPORT OF: DIRECTOR PROSPERITY AND DEVELOPMENT

PURPOSE OF THE REPORT

Members are asked to determine the planning application outlined below:

APPLICATION NO: 17/0885/10 (GH)
APPLICANT: Phillips Property Management
DEVELOPMENT: New building to include a public bar and lounge, shower and changing rooms.(Coal Mining Risk Assessment and revised block plan received 18th September 2019)
LOCATION: LLANTWIT FARDRE RUGBY CLUB, CENTRAL PARK, CHURCH VILLAGE, PONTYPRIDD, CF38 1RJ
DATE REGISTERED: 09/10/2019
ELECTORAL DIVISION: Church Village

RECOMMENDATION: GRANT SUBJECT TO THE CONDITIONS BELOW:

REASONS:

The proposed new clubhouse building would provide new, bespoke facilities for Llantwit Fardre Rugby Club in a sustainable and accessible location, and in convenient, close proximity to the existing pitch.

It is considered that the scale and design of the clubhouse would be acceptable in the context of the surrounding development and would neither be detrimental to the amenity and privacy of neighbouring occupiers or those residents closest to Central Park.

REASON APPLICATION REPORTED TO COMMITTEE

The proposal is not covered by determination powers delegated to the Director of Prosperity & Development.

APPLICATION DETAILS

Full planning permission is sought for the erection of a new Rugby Club building, at Central Park, Church Village, Pontypridd.

The development, which would include a public bar, lounge, changing facilities and associated rooms, would be located to the eastern side of the car park and on the site of the Club's now-demolished shower block. The base of the building would be set at the level of the car park such that the rear elevation would be partly built into the bank behind.

The new accommodation would be arranged over two floors, with the ground floor being used primarily for changing, treatment and storage rooms and the first floor providing recreational facilities, including a large hall space. The hall would also lead through to a raised terrace, with the plans indicating a ramped external access from the playing field.

In terms of the dimensions and the design of the building, the clubhouse would be constructed to a width of 32m and a maximum depth of 17m, the latter reflecting a projecting forward-facing gable end. Rendered elevations would contain a variety of different-sized doors and windows, of white uPVC manufacture.

The roof, of twin pitch form, would rise from approximately 5.5m at the eaves to a height of around 8m at the ridge, and be enclosed by a slate-type tile of similar appearance to that of the Parc Canol Surgery. The interior floor space would amount to an area of approximately 850m².

The application is accompanied by a Coal Mining report.

SITE APPRAISAL

The application site relates to a parcel of land located within the sports fields at Central Park, Church Village.

On entering the Park from Main Road, the site is situated on an area of banking to the right hand side and incorporates the land where the Club's shower rooms and changing facilities used to stand. It is immediately adjacent to the Parc Canol Surgery and bounded by the car park to the west, and rugby pitch to the north-east.

Within the confines of the Park, other buildings include the Llantwit Fardre Sports Club and Council's Leisure Centre, as well as the cricket pitch and changing rooms to the north.

The closest dwellings to the application site are 91m to the south at Hollybush Villas, 161m to the east at Salem Lane and 135m to the west at Birch Grove.

PLANNING HISTORY

The most recent applications on record associated with this site are:

09/0522/10: Replacement facilities for Llantwit Fardre Rugby Football Club, public bar and lounge, showers and changing rooms with pharmacy on the ground floor. (Amended plans received 07/12/09). Decision: 25/01/2010, granted

93/0811/10: Construction of new clubhouse (amended plans received 17.6.96). Decision: 27/03/2002, withdrawn.

PUBLICITY

The application was initially advertised by direct notification to twenty-seven neighbouring properties, and notices were erected on site.

However, given that a period of two years had passed since the original consultation and the re-validation of the application upon receipt of the Coal Mining Risk Assessment, it was considered appropriate to undertake a reconsultation with neighbours and statutory consultees.

Two letters of objection or representation have been received highlighting the following concerns:

- Possible noise disturbance
- Overlooking of properties at Hollybush Villas
- Impact on wildlife at the site
- Additional traffic along Main Road
- Public bar would affect trade of existing club

CONSULTATION

The Coal Authority

Concurs with the recommendations of the Coal Mining Risk Assessment report; that coal mining legacy potentially poses a risk to the proposed development and that intrusive site investigation works should be undertaken in order to establish the exact situation regarding coal mining legacy issues on the site and to inform any remedial measures necessary to ensure the safety and stability of the proposed development. A condition is required in this regard.

Dwr Cymru Welsh Water

No objection. A condition is requested in respect of surface water and an informative note regarding sewer connection is suggested.

Countryside – Ecologist

A condition is recommended in respect of the tall willow bushes to the southern side of the site, and that these should be removed outside of the nesting bird season.

Countryside – Public Rights of Way Officer

The legal line of footpath DRE/38/3 must be protected and not built on.

Natural Resources Wales

No objection.

Western Power Distribution

WPD has advised that an application should be made to them for any service diversion or new connection.

Land Drainage

A condition requiring the submission of surface water details for drainage is required.

Highways and Transportation

No objection

Glamorgan Ramblers

No objection.

Public Health and Protection

Conditions are requested in respect of noise, dust, waste, hours of operation, demolition and contaminated land. However, with the exception of the latter, it is considered that these other matters can be controlled within the scope of existing legislation.

Sport Wales

The development does not affect the playing field area and will provide improved ancillary facilities for the rugby club.

South Wales Fire and Rescue Service

No objection.

No other consultation responses have been received within the statutory period.

POLICY CONTEXT

Rhondda Cynon Taf Local Development Plan

The application site lies within the settlement boundary for Church Village.

Policy CS2 - emphasises sustainable growth in the south of Rhonda Cynon Taf, achieved by focussing development within defined settlement boundaries and promoting the reuse of under used and previously developed land.

Policy AW2 - enforces the need for development proposals to be located within sustainable locations. These are locations which: 1) are within the defined settlement boundary; 2) would not unacceptably conflict with surrounding uses; and 3) have good accessibility by a range of sustainable transport modes.

Policy AW5 - supports proposals where amenity and accessibility are of an acceptable standard. In terms of amenity, the proposal should: a) not have an unacceptable effect on the character and appearance of the site and surrounding area due to the scale, form and design of the development; c) have no significant impact on the amenities of neighbouring occupiers; and d) would be compatible with other uses in the locality. Regarding accessibility, it is important that the site is accessible to the local and wider community by a range of sustainable modes of transport, and that traffic congestion is not created or exacerbated by the development.

Policy AW6 - promotes developments which have a high standard of design which reinforces attractive qualities, and are appropriate to the local context in terms of siting, appearance, scale, height, massing, elevational treatment, materials and detailing.

Policy AW10 - supports development proposals which are not detrimental to public health or the environment

Supplementary Planning Guidance

Design and Placemaking
Access, Circulation and Parking

National Guidance

In the determination of planning applications, regard should also be given to the requirements of National Planning Policy which are not duplicated in the Local Development Plan, particularly where National Planning Policy provides a more up to date and comprehensive policy on certain topics.

The Welsh Government published Planning Policy Wales 10 on 5th December 2018, and the document aims to incorporate the objectives of the Well-being of Future Generations (Wales) Act into Town & Country Planning.

It is considered that this proposal meets the seven wellbeing of future generations goals inasmuch as they relate to the proposed development and that the site has been brought forward in a manner consistent with the five ways of working.

It is considered that the proposed development is consistent with the key principles and requirements for placemaking as set down in Chapter 2 People and Places: Achieving Well-being Through Placemaking, of PPW10 and is also consistent with the following inasmuch as they relate to the development

Chapter 1 (Managing New Development)

Chapter 2 (Maximising Well-Being and Sustainable Places through Placemaking)

Chapter 4 (Active and Social Places)

Other policy guidance considered:

PPW Technical Advice Note 12 – Design

PPW Technical Advice Note 16 – Sport, Recreation and Open Space

REASONS FOR REACHING THE RECOMMENDATION

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that, if regard is to be had to the development plan for the purposes of any determination to be made under the Planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise.

Furthermore, applications that are not in accordance with relevant policies in the plan should not be allowed, unless material considerations justify the grant of planning permission.

Main Issues:

Principle of the proposed development

The application seeks permission for the construction of a new two-storey clubhouse (D2 use) to include a public bar and lounge, changing rooms and showers. The building is proposed adjacent to the Club's rugby field, and this would replace the existing Llantwit Fardre Rugby Club building in the nearby residential area.

Much of the proposed site was previously used for a changing room, however this has since been demolished and is now used as informal car parking space. The very small section of public open space that would be lost is a section of banking up to the rugby field.

It is also recognised that the site has previously benefitted from a now-expired planning consent for a new clubhouse, which was of a very similar design and size, albeit positioned slightly further to the north. Although the application was determined prior to the adoption of the current Local Development Plan, this in itself carries some weight inasmuch as the material considerations related to the site and principle of development have been constant.

Given the proximity of the new building to the pitch and other leisure facilities, its location would be both logical and compatible with the surrounding land uses. Furthermore, since the footprint of the development would occupy previously developed land in a central, accessible location, the proposal would accord with the principles of sustainable placemaking enshrined within PPW10, TAN16 and the LDP.

Impact on the character and appearance of the area

In respect of the suitability of the proposal on the character and appearance of the urban open space, the building would be situated on the slope between the car park and the rugby field. This area forms a transition from what is a developed area, surrounded by other buildings, to a green space within the park.

Consequently, it is considered that development of this site would not represent a loss or of undeveloped land within the park that would be detrimental to the character or appearance of the wider area. In particular, and although the club house would be a wide two-storey structure, its scale would appear less from the park itself, because of the fall in level and would therefore have less of a visual impact than the three-storey Sports Club.

Regarding the design of the building itself, there was some concern about the rather plain elevations and their mass, and how the submitted drawings indicated a rather slab-sided character; particularly the two storey elevation facing the car park.

Nonetheless, the front elevation of the building would be staggered, with that part other than the gable end being stepped back by 5m, and with parking spaces to the front. In addition, it is considered that a condition requiring the submission of details for the introduction of cills and heads to all openings, as well as a condition requiring external finishes to be approved, would satisfactorily deal with this matter.

Similarly, although the clubhouse would be a large building, its scale would be appropriate to the context of the surrounding space and would be comparable both to the width of the Surgery and the single storey part of the Sports Club.

As such, it is considered that the proposals would not detract from the character or appearance of the area.

Impact on neighbouring occupiers

TAN 16 advises that when dealing with planning applications for sporting and/or recreational developments which have the potential to generate noise, the frequency with which the noise occurs and the disturbance likely to be created should be taken into account. Furthermore it is suggested that planning authorities should consider the cumulative effects of different activities in the same area on the local community and environment.

In terms of the impact on neighbouring properties, while the development would be a substantial structure, it is situated over 85m from the closest residential property. The site is bounded to the west by the car park and trees, to the north by both the sports club and the leisure centre, the south by the doctor's surgery and the east by the playing field and additional trees.

The objections from two neighbours raise concerns in respect of noise and privacy, the distance to the nearest dwellings at Hollybush Terrace is far too great for any overlooking or physical detriment to amenity; and there are two groups of trees also blocking any views across the intervening ground.

Likewise, it is not considered that the proposed development would have a harmful impact on neighbouring properties in terms of noise, again partly due to the distance and screening, but specifically because the bar and lounge spaces would only be used on match days and for meetings and functions etc. There are also two public houses within walking distance of Hollybush Terrace, circa 200m away.

Lastly, the relationship between the new clubhouse and the Surgery building were considered, and although no representations had been received from the Practice to the consultation, it is noticeable that the corners of each building are quite close.

Nevertheless any views from the closest windows to those in the neighbouring building would be skewed and it is therefore doubtful where or not any intrusive views would be enabled; notwithstanding that the Surgery is open Monday to Fridays between the hours of 08:30 and 18:00, when the function rooms of the clubhouse would be less likely to be occupied.

Highways and accessibility

The proposed development is accessed via an unadopted road which leads from the B4595 Main Road, Church Village, and also provides access to Llantwit Fardre Leisure Centre, a doctor's surgery and Llantwit Fardre Sports Club. There are no changes proposed to the existing access arrangement, which is considered acceptable to serve the proposed development.

With regard to parking provision at the site, the Council's SPG: Access, Circulation and Parking demonstrates that the public bar and lounge areas would generate a parking requirement of 62 spaces. The Highways and Transportation Section notes that the development occupies the site of previously demolished changing rooms and assumes that their parking requirement is already accounted for within the existing car park.

The existing car park has a parking capacity in the order of 100 spaces and also provides parking for the aforementioned Leisure Centre, Surgery and Sports Club. There is concern that the car park will not be able to cope with parking demand, however peak times for the proposed development, generally evenings and weekends, would be outside of the peak times for the neighbouring doctor's surgery.

Furthermore, there is scope to provide additional parking spaces within Central Park should it be deemed necessary to do so. The Highways and Transportation Section considers it unlikely that excess parking from the existing car park would overspill onto the public highway and notes that permission for a near identical development, including the provision of a pharmacy, was previously granted in 2010.

Subject to a condition requiring the provision and laying out of the seven parking spaces, shown within the submitted plans, prior to beneficial use, no highway objections are raised.

Other Issues

In addition to the above, the objections raised concerns in respect of the impact on wildlife at the site, extra traffic along Main Road, and that the public bar would affect trade of existing club.

The Council's Ecologist was consulted as part of the application process, as was Natural Resources Wales, neither of which has objected to the proposal. A condition, recommended by the Ecologist for no site clearance to take place during the nesting bird season, has been included below as condition 10.

In respect of traffic, the Club's current premises are located at The Parade within Church Village, the route to which also uses Main Road, and therefore the relocation of the premises to Central Park should make no material difference to the levels of traffic experienced.

As noted above, the bar and social facilities within the clubhouse would be for match days and events, although even if this were not the case, the matter of competition would not be a material consideration.

Community Infrastructure Levy (CIL) Liability

The Community Infrastructure Levy (CIL) was introduced in Rhondda Cynon Taf from 31 December 2014.

The application is for development of a kind that is not CIL liable under the CIL Regulations 2010 (as amended).

Conclusion

It is considered the proposal would not be harmful to its setting or the public open space within Central Park, and would be acceptable in terms of the amenity of the surrounding occupiers and highway safety. In addition to its compliance with the national principles of sustainable placemaking, the application is also considered to comply with the relevant policies of the Local Development Plan.

RECOMMENDATION: GRANT SUBJECT TO THE CONDITIONS BELOW:

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

Reason: To comply with Sections 91 and 93 of the Town and Country Planning Act 1990.

2. The development hereby approved shall be carried out in accordance with the approved drawings entitled:

Plot Plan Additional Information
Proposed Ground Floor Plan
Proposed Elevations
Proposed Side Elevations
Proposed Section Through
Proposed First Floor Plan

and documents received by the Local Planning Authority on 8th August 2017, 18th September 2019 and 10th October 2019, unless otherwise to be approved and superseded by details required by any other condition attached to this consent.

Reason: To ensure compliance with the approved plans and documents and to clearly define the scope of the permission.

3. No development shall commence until a scheme for the undertaking of intrusive site investigation works has been submitted to and approved in writing by the LPA. The exact form and extent of the intrusive site investigations should be agreed beforehand with the Permitting Section of The Coal Authority.

The scheme shall include all of the following measures unless the LPA dispenses with any such requirement specifically and in writing:

- a) the undertaking of a scheme of intrusive site investigations to determine the need for remedial works to treat the areas of shallow mine workings etc.
- b) the submission of a report of findings arising from the intrusive site investigations.
- c) the submission of a scheme of remedial works for approval

Prior to beneficial use of the extension the remedial works shall be implemented in full.

Reason: In the interest of health and safety and environmental amenity in accordance with Policy AW10 of the Rhondda Cynon Taf Local Development Plan.

4. No development shall commence until details of a scheme for the disposal of foul and surface water has been submitted to and agreed in writing by the Local Planning Authority. The scheme shall be implemented in

accordance with the approved details prior to the beneficial use of the development and retained in perpetuity.

Reason: To ensure that drainage from the proposed development does not cause or exacerbate any adverse condition on the development site, adjoining properties, environment and existing infrastructure arising from inadequate drainage, in accordance with Policy AW10 of the Rhondda Cynon Taf Local Development Plan.

5. i) No development shall commence until a scheme to deal with contamination has been submitted and approved in writing by the LPA. The scheme shall include all of the following measures unless the LPA dispenses with any such requirement specifically and in writing:

(a) A desk-top study carried out by a competent person to identify and evaluate all potential sources and impacts of contamination relevant to the site. The desk top study should contain a conceptual site model.

(b) A site investigation shall be carried out by a competent person to fully and effectively characterise the nature and extent of any contamination and its implications. The site investigation shall not be commenced until a desk-top study has been completed satisfying the requirements of paragraph (a) above.

(c) A written method statement for the remediation of contamination affecting the site shall be agreed in writing with the LPA prior to commencement and all requirements shall be implemented and completed to the satisfaction of the LPA by a competent person. No deviation shall be made from this scheme without the express written agreement of the LPA.

ii) The development hereby permitted shall not be occupied and/or operated until the measures approved in the scheme have been implemented and a suitable validation report of the proposed scheme has been submitted to and approved in writing by the LPA. Any validation report shall be carried out by a competent person.

iii) If during development works any contamination should be encountered which was not previously identified and is derived from a different source and/or of a different type to those included in the contamination proposals then work shall cease and revised contamination proposals shall be submitted to and approved in writing by the LPA prior to the work recommencing. Any revised contamination proposals shall be carried out by a competent person.

Reason: In the interest of health and safety and environmental amenity in accordance with Policy AW10 of the Rhondda Cynon Taf Local Development Plan.

6. No development shall commence until samples of the external materials proposed to be used have been submitted to and approved in writing by the Local Planning Authority and all materials used shall conform to the sample(s) so approved.

Reason: To ensure that the external appearance of the proposed development will be in keeping with the character of the area and adjoining buildings in the interests of visual amenity in accordance with Policies AW5 and AW6 of the Rhondda Cynon Taf Local Development Plan.

7. No development shall commence until a scheme for the provision of cills and heads to window and door openings has been submitted and approved in writing by the LPA. The scheme shall be implemented in accordance with the approved details.

Reason: In the interest of visual amenity in accordance with Policies AW5 and AW6 of the Rhondda Cynon Taf Local Development Plan.

8. No development shall commence until details of the tie-in of the north-western side elevation of the clubhouse with the sloping land and existing pavement have been submitted and approved in writing by the LPA. The scheme shall be implemented in accordance with the approved details.

Reason: In the interest of visual amenity in accordance with Policies AW5 and AW6 of the Rhondda Cynon Taf Local Development Plan.

9. No surface water and/or land drainage shall be allowed to connect directly or indirectly with the public sewerage network.

Reason: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no pollution of or detriment to the environment, in accordance with Policy AW10 of the Rhondda Cynon Taf Local Development Plan.

10. No tree or scrub clearance shall be carried out between the months of March and July.

Reason: In the interest of protecting nesting birds in accordance with Policy AW8 of the Rhondda Cynon Taf Local Development Plan.

11. Prior to beneficial use of the new club house, the seven parking spaces shown on the submitted plan, entitled 'Plot Plan Additional Information', shall be constructed in permanent materials and thereafter shall remain for the purpose of parking only.

Reason: To ensure vehicles are parked off the public highway, in the interests of highway safety, in accordance with Policy AW5 of the Rhondda Cynon Taf Local Development Plan.