

OFFICER REPORT FOR COMMITTEE

DATE: 20/05/2020

**P/20/0212/FP
EVERYONE ACTIVE – FAREHAM
LEISURE CENTRE**

**FAREHAM NORTH
AGENT: GT3 ARCHITECTS**

TWO STOREY EXTENSION TO EXISTING LEISURE CENTRE, COMPRISING DOUBLE HEIGHT CLIMBING ZONE, STUDIO SPACE, EXTENSION TO EXISTING FITNESS SUITE, SOFT PLAY AREAS, PARTY ROOMS AND A MULTI-PURPOSE ROOM. REFURBISHMENT OF EXISTING LEISURE CENTRE, SPLASH PAD ADDED TO POOL AREA. SUB-STATION WITHIN CAR PARK AND CAR PARK EXTENSION. ENTRANCE CANOPY ABOVE MAIN LEISURE CENTRE ENTRANCE. HARD LANDSCAPING WORKS TO CONNECT PROPOSED EXTENSION TO EXISTING PATHWAYS

FAREHAM LEISURE CENTRE, PARK LANE, FAREHAM, PO16 7JU

Report By

Peter Kneen – direct dial: 01329 824363

1.0 Introduction

1.1 The application has received more than five third party letters regarding the planning application, comprising a mix of letters of support, objection and general comments on the proposals.

2.0 Site Description

2.1 The application site is located within the designated urban area of Fareham, to the northwest of the main town centre. The site is located within Fareham Park, known as Park Lane Recreation Ground. The site is located on the western side of Park Lane, which forms a key connector road, linking the western end of the Town Centre to the A32 and Junction 10 of the M27. Park Lane is well served by buses and will form a priority bus route linking Fareham town to Welborne.

2.2 The Park is bounded by residential properties and in addition to the leisure centre provides lawn bowls, a skateboard park, outdoor gym equipment, playground and tennis courts. To the north of the main Leisure Centre is the existing main surface car park serving both the leisure centre and the other park users, providing 297 car parking spaces. There is also a smaller surface car park to the western side of the park, accessed via Leigh Road.

3.0 Description of Proposal

- 3.1 The application proposal comprises many separate aspects, including the provision of a large, two storey extension to the southern aspect of the building, a replacement entrance canopy to the northeast corner of the building and replacement enhanced plant equipment.
- 3.2 In addition, the scheme includes a new electricity sub-station to be located on the eastern boundary of the site, adjacent to Park Lane, and the enlargement of the car park to provide an additional 31 car parking spaces.
- 3.3 Internally the Centre will be partially reconfigured to increase the size of the main fitness suite, provision of a new 'spinning' studio and 'holistic' studio, together with a new climbing zone, and enlarged café facility. There will also be a new Splash Pad created adjacent to the swimming pool.
- 3.4 The planning application has been supported by a complete set of plans, detailed Design and Access Statement, Flood Risk and Drainage Report, Tree Report, Ecological Report and Bat Emergence Survey, and a Transport Assessment.

4.0 Policies

- 4.1 The following policies apply to this application:

Adopted Fareham Borough Core Strategy

CS5	Transport Strategy and Infrastructure
CS6	The Development Strategy
CS7	Development in Fareham
CS15	Sustainable Development and Climate Change
CS17	High Quality Design
CS21	Protection and Provision of Open Space

Adopted Development Sites and Policies

DSP1	Sustainable Development
DSP2	Environmental Impact
DSP3	Impact on Living Conditions
DSP52	Community Facilities
DSP53	Sports Provision

Other Documents:

Fareham Borough Design Guidance: Supplementary Planning Document (excluding Welborne) December 2015
Non-Residential Car Parking Standards 2015

5.0 Relevant Planning History

- 5.1 The following planning history is relevant:

P/14/0467/FP	Proposed new external cladding and decorative features
APPROVED	13/06/2014
P/14/0365/FP	Form 2no. new window openings to West Elevation. Replacement of 2no. means of escape doors to West Elevation. Partial infill of an existing door opening to North Elevation
APPROVED	06/06/2014
P/13/1104/FP	Erection of temporary swimming pool and building until November 2014 on a section of the car park to the north of the building
APPROVED	30/01/2014

6.0 Representations

6.1 Twenty-three third party letters have been received regarding the application proposal. No objections have been received regarding the proposed extension to the building itself. Several of the letters are generally supportive of the proposals, although some have raised comments regarding several aspects of concern for the scheme. The key objections to the proposals and general comments of concern are set out below:

- Loss of the squash courts within the Centre;
- Concern about additional noise disturbance from increased plant equipment for the air conditioning and swimming pool;
- Lack of additional cycle parking provision;
- Concern about noise and pollution bringing the car park closer to Park Lane;
- Land drainage concerns;
- Lack of environmentally friendly provisions in the development; and,
- Loss of green space adjacent to car park.

6.2 In addition to the third party letters, a petition with almost 170 signatories has been submitted seeking the retention of the squash courts within the centre. Further consideration of the petition and the loss of the squash courts is set out in Section 8.0(e) below.

7.0 Consultations

EXTERNAL

Hampshire County Council: Highway Authority

7.1 No objection was raised, subject to conditions.

INTERNAL

Environmental Health (Noise and Pollution)

7.2 No objection, subject to conditions.

Environmental Health (Contaminated Land)

7.3 No objection.

Ecology

7.4 No objection, subject to conditions.

Open Spaces Manager

7.5 No objection to the small loss of underused amenity space. The scheme will increase the natural surveillance across the southern aspects of the Park.

Tree Officer

7.6 No objection, subject to conditions.

8.0 *Planning Considerations*

8.1 The following matters represent the key material planning considerations which would need to be assessed to determine the suitability of the development proposal. The key issues comprise:

- a) Loss of designated Open Space;
- b) Impact on the living conditions on neighbouring occupiers;
- c) Highways and parking;
- d) Design and visual appearance; and,
- e) Other matters.

a) Loss of Designated Open Space

8.2 The application site, located within Park Lane Recreation Ground is a designated area of public open space, and the construction of the southern extension to the Leisure Centre would result in the loss of approximately 0.06ha of this designation. In total the Recreation Ground extends to some 8.26ha (excluding the Leisure Centre and the two car parks), and therefore the development of the Leisure Centre extension would amount to a loss of 0.7% of the total area, and its loss would be replaced by improved indoor leisure activity.

8.3 The area of the Recreation Ground to be lost represents a small area of grassed open space, intersected by paths accessing fire escapes from the

building. The loss of this area of the site has been subject to consultation with the Council's Open Spaces Manager, who has raised no objection, commenting that this area of the park is underused. Policy CS21 seeks to protect existing open spaces, unless it is of a poor quality, under-used, or has low potential for open space... In accordance with the provisions of Policy CS21, the loss of this under-used area of the Recreation Ground would be better used as part of the Leisure Centre, providing all year use of a poorly used part of the park.

- 8.4 It is therefore considered the loss of this small part of the Recreation Ground complies with the requirements of Policy CS21 and is therefore acceptable.
- 8.5 In addition, it is noted that a third party raised concerns regarding the loss of green space between the car park and Park Lane to create an additional 31 car parking spaces. The need for additional car parking provision is considered later in this report. However, the extension to the car park will result in the loss of approximately 0.07ha of grassed amenity space between the car park and Park Lane. Three mature trees would be protected as would the mature hedgerow along the boundary of the site.
- 8.6 The provision for car parking was amended during the course of the application to allow for the already agreed cycle path which will be created adjacent to the extended car park, to form part of the Welborne to Fareham Town Cycle Path. The loss of this amenity land is considered preferable to further loss of designated open space to the west of the car park and will be well screened by the retained hedging and trees.
- 8.7 Further, compensatory landscaping is subject to an appropriately worded planning condition to mitigate the loss of the grassed amenity spaces. Therefore it is considered that the proposed extensions to the Leisure Centre and car park are acceptable and would not result in a significant loss of well used elements of the Recreation Ground.

b) Impact on Living Conditions of Neighbouring Occupiers

- 8.8 The proposed extensions to the building are located a considerable distance to the nearest residential properties, with the closest to the main extension being over 50 metres away (2 William Prince Gardens), with the properties on Colenso Road over 150 metres away. The relative distance to these properties, together with intervening roads means no unacceptable adverse impact on their living conditions will be created by the proposed extension.
- 8.9 The car park extension will result in additional car parking spaces created closer to Park Lane, reducing the level of separation from the nearest residential property (8 Park Lane) from approximately 46 metres to

approximately 36 metres. The mature trees and native hedgerow along the boundary of the site would be retained. Whilst the car parking provision would be moved closer by 10 metres to the nearest residential property, the site is located on the opposite site of Park Lane, and with the retention of the trees and hedging, the level of separation is considered to be acceptable, and unlikely to result in an unacceptable adverse impact on the living conditions of nearby residents above that of the existing situation.

- 8.10 The primary concern raised by third parties relates to the noise disturbance caused by the potential increase in plant equipment on the building. Several residents have raised concerns regarding the existing noise situation, something which has become more prevalent since the Leisure Centre's closure due to the coronavirus pandemic which has resulted in the switching off of the plant equipment. New and additional plant equipment is proposed for the Leisure Centre. The climbing zone area will be naturally ventilated using windcatchers within the roof. The Council's Environmental Health Officer has raised no objection to the proposals, subject to a condition requiring the plant and ventilation equipment being installed in accordance with British standards to ensure the rating level of the additional plant should be 5dB below background levels at the nearest noise sensitive receptor.
- 8.11 Therefore, having regard to the above, and subject to an appropriately worded planning condition regarding noise attenuation, it is considered unlikely that the proposed development will have an unacceptable adverse impact on the living conditions of nearby residential properties, in accordance with Policies DSP2 and DSP3.

c) Highways and Parking

- 8.12 The planning application has been supported by a Transport Assessment which identifies that the proposed development will not result in a significant impact on the local highway network. Park Lane is a main connector road within the town, linking the A32 to the western part of the Town Centre. Park Lane is well served by buses, and the Fareham Railway Station is located only a 15-minute walk away.
- 8.13 The site is therefore situated in a sustainable location, accessible via buses and trains, whilst also within reasonable walking distance to a large proportion of the residents of the wider Fareham town area.
- 8.14 In terms of car parking provision, the existing car park provides for almost 300 car parking spaces, including 10 disabled car parking spaces. The proposal includes the provision of a further 31 car parking spaces, which would increase to overall total to 316 spaces. The Council's adopted Non-Residential Car Parking Standards does not set a car parking standard for

Gyms and Leisure Centres, with the closest example applicable being Children's Play Centre. This requires the provision of 1 space per 20sqm of play area. The total proposed floor area of the Leisure Centre would equate to approximately 7,400sqm, although only approximately 5,400sqm comprises 'play area', excluding corridors and changing facilities and the reception area. Based to this assessment, the car parking requirement for the site would equate to a provision of 270 car parking spaces. Whilst this assessment is based on the requirement for a children's play centre and not a leisure centre, the additional provision of almost 60 spaces would be considered acceptable to accommodate the requirements of the proposed enlarged Centre.

- 8.15 The Leisure Centre currently has cycle parking comprising 15 'Sheffield' stands, which can secure approximately 30 bicycles. There is currently no covered cycle parking available. The provision of cycle parking has been assessed by the Highway Consultant in discussion with the Leisure Centre Manager. The existing provision is considered to be acceptable to meet existing and future demands at the Centre.

d) Design and Visual Appearance

- 8.16 The design and appearance of the scheme has been carefully considered by the Architects who submitted the application. The existing building was externally renovated following the 2014 planning permission for the replacement of the cladding to the eaves of the building. The 2014 planning permission comprises mixed width bands of colours along the cladding to comprising bands on red, green and grey stripes. The single storey elements comprise only red cladding around the entrance way, with white rendered sections. The main two storey building also comprises two tone red/buff coloured bricks for the majority of the elevations below the striped fascias, with darker bricks for the supporting columns.
- 8.17 The proposed extensions to the building comprise the two storey extension to the southern elevation of the building and the replacement canopy on the northeast side of the building, above the main entrance. These two new elements will introduce additional materials to the existing palette of materials and would comprise additional cladding the for the majority of the new elevations, comprising mixed width vertical stripes, like the existing fascia, but in three synthetic tones of timber, Italian Walnut, Harmony Oak and Elegant Oak. At the lower ground floor area, the proposals includes the provision of a grey brick.
- 8.18 The replacement canopy would see the existing flat roofed grey canopy with a taller, flat roofed structure, with the three tone timber cladding on the elevation and ceiling, and a mix of dark grey and black vertical striped cladding to the ends of the canopy and eaves/fascias.

8.19 The proposals would increase the mixture and palette of materials on the building, however the existing architecture of the building is typical of a building of its age, and the modern use of materials for the proposed extension, making use of natural colours (within the timber effect cladding system) will help integrate the visual appearance of the building within the parkland setting. Primary views of the building from the south, southeast and east along Park Lane will be through the existing hedgerow and tree planting along the eastern side of the park. Therefore, the use of more natural hues will ensure the building sits comfortably within Park Lane Recreation Ground, whilst also creating more interest to views of the building from the surrounding area. The alterations will also enable, for the first time, users within the Centre views out across the open space, increasing natural surveillance.

8.20 The proposed extensions are therefore considered to be acceptable and will sit comfortably with the existing palette of materials, complying with the key requirements of Policy CS17: High Quality Design.

e) Other Matters:

8.21 **Ecology:** The application has been supported by a detailed Ecological Survey and separate Bat Emergence Survey. This identified that the Leisure Centre building does not contain any bat roost which would be affected by the proposed development. Only limited bat movements were noted at the site, foraging along the hedgerow to the eastern boundary of the Park. The Ecology Survey and Bat Emergence Survey have been assessed by the Council's Ecologist, who has raised no objection to the development, subject to the provision of an appropriate biodiversity enhancement scheme to compensate for the loss of the parkland.

8.22 **Trees and Landscaping:** The application has been supported by a detailed Tree Survey of the trees adjacent to the proposed car park extension. Subject to the provision of Method Statement, which is to be required by Condition before works commence, the Council's Tree Officer does not consider that the proposals would have a detrimental impact on the three retained trees along the eastern side of the car park.

8.23 In addition, some compensatory landscaping would be required to address the partial loss of green space within the Park. The proposal includes the provision of additional paths around the proposed extension to maintain connectivity, although no compensatory soft landscaping is proposed, sought by the Council's Ecologist. The provision of additional soft landscaping has been discussed with the applicant and the Council's Open Spaces Manager, and the provision of soft landscaping has been agreed, subject to an

appropriately worded planning condition, whereby suitable details need to be submitted prior to the opening of the proposed extension.

8.24 Loss of the Squash Courts: The application has received a petition to the planning application, and the majority of the third party responses to the application relate solely to the loss of the three squash courts within the Leisure Centre. Several comments have also been raised that the loss of the courts represents a conflict with Policy DSP53. However, Policy DSP53 seeks to protect sports facilities, for which the Leisure Centre is a sports facility. The Leisure Centre is being expanded to meet current demands and in order to remain competitive with other similar local facilities. The Leisure Centre is a D2 Assembly and Leisure use as defined by the Use Classes Order 1987 (as amended), and provided that use does not change, the Council in its capacity as the Local Planning Authority is not able to insist on the types of leisure activities that take place within the building. Whilst some may consider it regrettable that the squash courts will be lost as a result of the development, this does not represent a material consideration to the determination of this planning application. The 'sports facility' as defined by Policy DSP53 is the Leisure Centre as a D2 use, which is proposed to be expanded, meeting the requirements of this policy.

8.25 If the Leisure Centre decided to make internal modifications to retain the squash courts, in part or as a whole, this would not require a further grant of planning permission as the overall use of the facility would be unchanged. It is therefore considered that the proposals accord with Policies of the adopted Local Plan and are acceptable.

9.0 Recommendation

9.1 GRANT PLANNING PERMISSION, subject to the following Conditions:

1. The development hereby permitted shall be commenced within three years of the date of this decision.

REASON: To allow a reasonable time period for works to start, to comply with Section 91 of the Town and Country Planning Act 1990, and to enable the Council to review the position if a fresh application is made after that time.

2. The development hereby permitted shall be undertaken strictly in accordance with the following approved documents/drawings:
 - a. Existing Location Plan (Drawing: 18052-GT3-02-ZZ-DR-A-(08)0001 – Rev P01);
 - b. Existing Site Plan (Drawing: 18052-GT3-02-ZZ-DR-A-(08)0002 – Rev P01);
 - c. Proposed Site Plan (Drawing: 18052-GT3-02-DR-ZZ-A-(08)0003 – Rev P02);

- d. Existing Lower Ground Floor Plan (Drawing: 18052-GT3-02-00-DR-A-(08)0004 – Rev P01);
- e. Existing Ground Floor Plan (Drawing: 18052-GT3-02-01-DR-A-(08)0005 – Rev P01);
- f. Existing Roof Plan (Drawing: 18052-GT3-02-R1-DR-A-(08)0006 – Rev P01);
- g. Proposed Lower Ground Floor Plan (Drawing: 18052-GT3-02-00-DR-A-(08)0007 – Rev P02);
- h. Proposed Ground Floor Plan (Drawing: 18052-GT3-02-01-DR-A-(08)0008 – Rev P02);
- i. Proposed Roof Plan (Drawing: 18052-GT3-02-R1-DR-A-(08)0009 – Rev P02);
- j. Proposed Extension – Lower Ground Floor Plan (Drawing: 18052-GT3-02-00-DR-A-(08)0010 – Rev P02);
- k. Proposed Extension – Ground Floor Plan (Drawing: 18052-GT3-02-A-(08)0011 – Rev P02);
- l. Proposed Extension – Roof Plan (Drawing: 18052-GT3-02-A-(08)0012 – Rev P02);
- m. Existing Site Elevations (Drawing: 18052-GT3-02-ZZ-DR-A-(08)0013 – Rev P01);
- n. Proposed Site Elevations (Drawing: 18052-GT3-02-ZZ-DR-A-(08)0014 – Rev P02);
- o. Proposed Extension Elevations (Drawing: 18052-GT3-02-ZZ-DR-A-(08)0015 – Rev P02); and,
- p. Proposed Entrance Canopy Elevations (Drawing: 18052-GT3-02-ZZ-DR-A-(08)0016 – Rev P01).

REASON: To avoid any doubt over what has been permitted.

3. The development hereby permitted shall be constructed using external materials and finishes to match those as specified within the submitted planning application forms. There shall be no deviation from those approved materials and finishes unless otherwise agreed in writing by the Local Planning Authority.

REASON: To ensure the satisfactory appearance of the development.

4. No development shall commence on site until a Construction Management Plan (CMP) has been submitted to and approved in writing by the Local Planning Authority (LPA). The Construction Management Plan shall address the following matters:

- a) How provision is to be made on site for the parking and turning of operatives/contractors'/sub-contractors' vehicles and/or construction vehicles;

- b) the measures the developer will be implementing to ensure that operatives'/contractors/sub-contractors' vehicles and/or construction vehicles are parked within the planning application site;
- c) the measures for cleaning the wheels and underside of all vehicles leaving the site;
- d) a scheme for the suppression of any dust arising during construction or clearance works;
- e) the measures for cleaning Park Lane to ensure that it is kept clear of any mud or other debris falling from construction vehicles, and
- f) the areas to be used for the storage of building materials, plant, excavated materials and huts associated with the implementation of the approved development.

The development shall be carried out in accordance with the approved CMP and areas identified in the approved CMP for specified purposes shall thereafter be kept available for those uses at all times during the construction period, unless otherwise agreed in writing with the LPA. No construction vehicles shall leave the site unless the measures for cleaning the wheels and underside of construction vehicles are in place and operational, and the wheels and undersides of vehicles have been cleaned.

REASON: In the interests of highway safety and to ensure that the occupiers of nearby residential properties are not subjected to unacceptable noise and disturbance during the construction period. The details secured by this condition are considered essential to be agreed prior to the commencement of development on the site so that appropriate measures are in place to avoid the potential impacts described above.

5. No development shall proceed beyond damp proof course level until a landscaping scheme identifying the species, planting sizes, planting distances, density, numbers, surfacing materials and provisions for future maintenance of all new planting, including all areas to be grass seeded and turfed and hardsurfaced, has been submitted to and approved by the Local Planning Authority in writing.
REASON: In order to secure the satisfactory appearance of the development; in the interests of the visual amenities of the locality and to provide compensatory habitat mitigation for the loss of open space.
6. The landscaping scheme, submitted under Condition 5, shall be implemented and completed within the first planting season following the commencement of the development or as otherwise agreed in writing with the Local Planning

Authority and shall be maintained in accordance with the agreed schedule. Any trees or plants which, within a period of five years from first planting, are removed, die or, in the opinion of the Local Planning Authority, become seriously damaged or defective, shall be replaced, within the next available planting season, with others of the same species, size and number as originally approved.

REASON: To ensure the provision, establishment and maintenance of a standard of landscaping.

7. No development shall proceed above damp proof course level until a scheme of biodiversity enhancements to be incorporated into the development has been submitted to and approved in writing by the Local Planning Authority. The development shall subsequently proceed in accordance with such approved details.

REASON: To enhance biodiversity on the site.

8. The noise from the additional and replacement plant equipment to be installed on the roof of the building must be 5 dB below background level at the nearest noise sensitive receptor when assessed using BS4142:2014 (Methods for Rating and Assessing Industrial and Commercial Sounds). A suitable assessment must be submitted to and approved in writing by the Local Planning Authority within 3 months of the completion of the development demonstrating compliance with the above standard.

REASON: In the interests of residential amenity for neighbouring occupiers.

9. The development hereby permitted shall not be brought into use unless and until the additional car parking provision, as set out on the approved plans has been provided. Once implemented, the car parking provision shall be retained for that use for the lifetime of the development.

REASON: The car parking provision on site has been assessed in light of the provision of visitor parking spaces so that the lack of these additional spaces may give rise to on street parking problems in the future.

10. No development shall commence on the extended car park and electricity sub-station until the measures of tree and hedgerow protection submitted and approved as part of the planning permission have been implemented and these shall be retained throughout the development period until such time as all equipment, machinery and surplus materials have been removed from the site.

REASON: To ensure that the trees, shrubs and other natural features to be retained are adequately protected from damage to health and stability during the construction period. The details secured by this condition are considered essential to be agreed prior to the commencement of development on the site

so that appropriate measures are in place to avoid the potential impacts described above.

11. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) (or any order revoking and re-enacting that order with or without modification), the development hereby approved shall only be used for purposes within Class D2 (Assembly and Leisure) of the Schedule to the Town and Country Planning (Use Classes) Order 1987) (as amended) or in any provision equivalent to that class in any statutory instrument revoking and re-enacting that order with or without modification, and for no other use permitted by Schedule 2, Part 3, Class T of the Town and Country Planning (General Permitted Development) Order 2015 (as amended).

REASON: To protect the occupiers of the nearby residential properties from possible disturbance from permitted uses other than that specifically granted through this permission.

12. The premises shall not be open for customers outside the following hours: -
06:00 hrs to 23:00 hrs Mondays - Fridays

07:00 hrs to 23:00 hrs Saturdays/Sundays/Bank Holidays

REASON: To protect the occupiers of the nearby residential properties from possible disturbance from permitted

13. No work on site relating to the construction of any of the development hereby permitted (Including works of demolition or preparation prior to operations) shall take place before the hours of 0800 or after 1800 Monday to Friday, before the hours of 0800 or after 1300 Saturdays or at all on Sundays or recognised bank and public holidays, unless otherwise first agreed in writing with the Local Planning Authority.

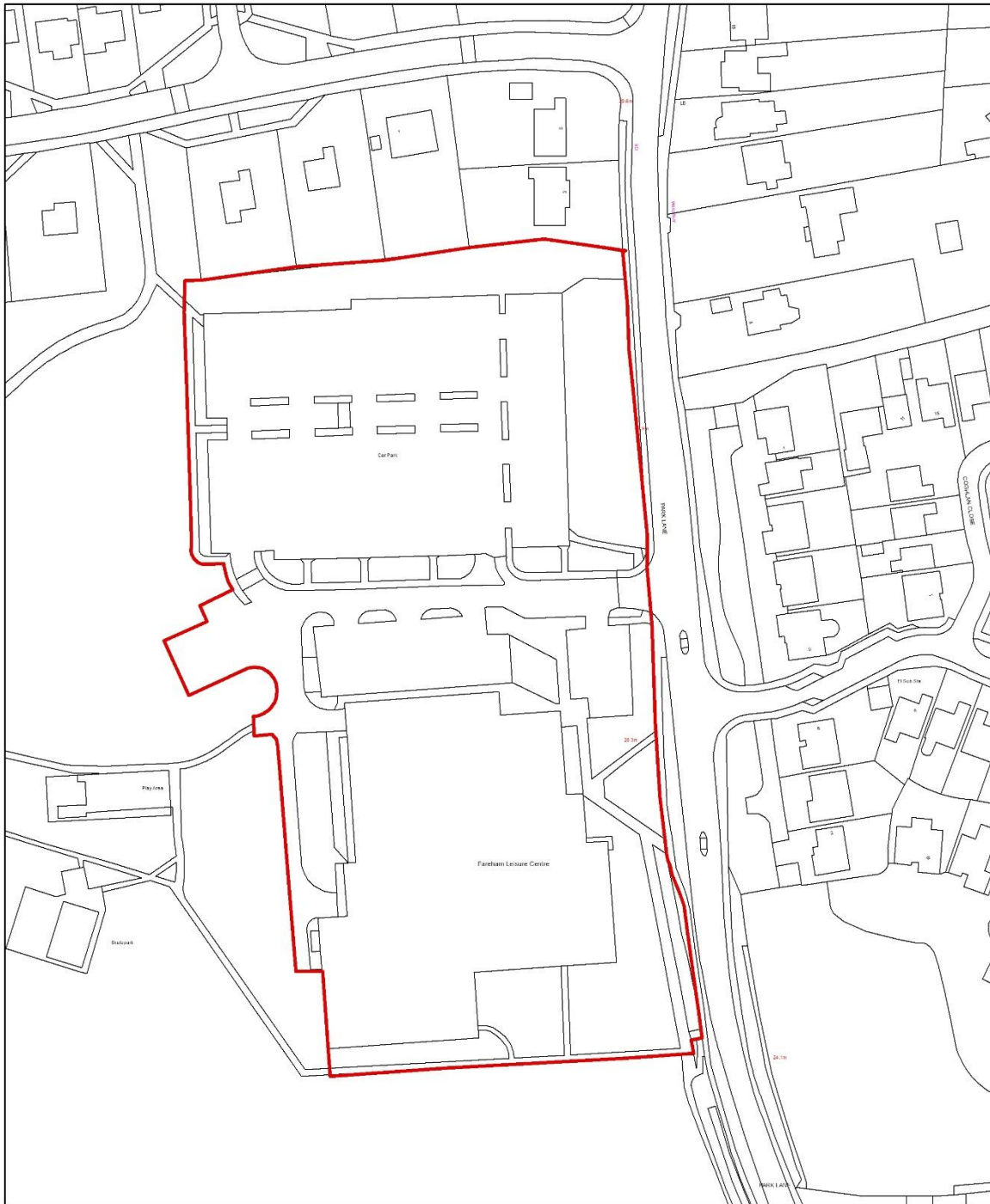
REASON: To protect the occupiers of nearby residential properties against noise and disturbance during the construction period.

11.0 Background Papers

P/20/0212/FP

FAREHAM

BOROUGH COUNCIL



Fareham Leisure Centre
Scale 1:1,250

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