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## NORTH AYRSHIRE COUNCIL

29th August 2018

### Planning Committee

Locality	Irvine
Reference	18/00522/PPM
Application Registered	11th June 2018
Decision Due	11th October 2018
Ward	Irvine West

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<b>Recommendation</b>	Approved subject to Conditions
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<b>Location</b>	East Park Quarry Road Irvine Ayrshire
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<b>Applicant</b>	Hub SW/North Ayrshire Council
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<b>Proposal</b>	Provision of sports/leisure facilities to include: erection of building to accommodate indoor artificial pitch; erection of changing rooms (linked to existing building from phase 1); the formation of an external all-weather sports pitch and 3 no. tennis courts, to include associated boundary enclosures; the erection of a storage building; the formation of a 750m cycling loop together with associated car parking provision, SuDs and drainage infrastructure and the demolition of an existing workshop building
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### 1. Description

Planning permission is sought to develop new sports and leisure facilities at the recreation ground, East Park, adjacent to Quarry Road in Irvine. The proposal comprises a number of elements which are described below:

#### **Erection of building to accommodate indoor artificial pitch**

The indoor artificial pitch would measure 61m x 43m within a building of 67m x 49m on plan. The building would feature a PVC fabric roof membrane supported on a curved frame. The unheated building would be large enough to accommodate a single football pitch which could be sub-divided using a motorised curtain to form two smaller pitches. 1.2m rebound walls would be formed around the inside edge of the building, leaving a margin of approx.

4m to the touchline. The overall height of the building would be 14.5m, with 5.5m to eaves. The external walls below eaves height would be finished using a metal cladding system.

### **Erection of changing rooms**

Known as the 'Hub' building, and accommodating the changing rooms and plant, this would adjoin the south elevation of the new office building which was recently completed by the Council. The offices are occupied by KA Leisure and North Ayrshire Council. The changing rooms would be single storey and designed/finished to match the office building, featuring a mono-pitch roof feature at the south west corner. The dual-pitched roof covering the majority of the building would be concealed with a parapet wall, giving the impression of a flat roof with hidden rainwater gutters. External finishes would consist of buff coloured brickwork and grey/silver wall panels. Although joined to the office building, a separate pedestrian access from the car park leading into the hub building would be provided in addition to an internal link. Pedestrian walkways would lead from the east side of the hub building to the sports pitches.

### **The formation of an external all-weather sports pitch and 3 no. tennis courts**

The proposed full size all-weather pitch, 90m x 45m with 3m run-off areas around the perimeter, would be provided to the east of the indoor pitch. There would also be a spectator viewing area, 3m wide, to the west of the pitch beyond the run-off area. The tennis courts would be to the north. The pitch and the tennis courts would have artificial playing surfaces and would be enclosed with their own separate boundary fencing, both with a green mesh design 5m in height. External floodlighting, directed only at the pitch and onto the courts, is also proposed.

### **The erection of a storage building**

It is proposed to erect a small storage building immediately to the north of the indoor pitch. The building would be used to store cycles and a mechanical path/road sweeper. The building would be clad using similar grey/silver wall panels as are proposed for the hub building, with a buff brick base course. The mono-pitched roof would be concealed by a parapet wall, total height 5m. Two roller doors would face west onto a new length of access track.

### **The formation of a 750m cycling loop**

It is proposed to form a cycling loop towards the northern part of the site, which would be positioned a minimum of 6m from the boundary of the bowling club. The track would be surfaced in tarmac. It would follow the existing ground levels and would be approximately 4.5m in width. The track would be edged with grass, as per the existing ground surface. A 2m wide emergency access path leading from Quarry Road to the cycle loop is also proposed. This would be accessed through a gate.

### **Associated car parking provision, SuDs and drainage infrastructure and the demolition of an existing workshop building**

The existing 16 space car park at the site serving the office building would be expanded by 92 spaces to provide a total of 108 spaces. To facilitate this, a vacant workshop building would be demolished. Several yard areas and boundary fencing would also require to be cleared. The SuDS infrastructure would include a SuDS detention basin sited between the tennis courts and the cycling loop. Surface water would be collected through a system of underground pipework, routed to the SuDs detention basin and attenuated, then discharged to the existing surface water drainage system serving the park.

It should also be noted that an area of grass for a full size football pitch would be re-lined on land to the south of the cycling loop and east of the proposed outdoor artificial pitch.

The site itself consists of largely level ground, with brownfield land to the west adjacent to the Phase 1 office development. The bulk of the site consists of maintained grassland, typically used for playing fields during the football season. There are no notable topographic features within the parkland area. The northwest edge of the site is defined by a row of cherry trees adjacent to Quarry Road. The eastern part of the site backs onto Woodlands Avenue, with a community centre, bowling green, convenience store/takeaway, play area, changing rooms and Woodlands Primary School adjoining, or within close proximity of, the site boundary. There are residential properties on the opposite side of both Woodlands Avenue and Quarry Road, with a large residential area beyond. To the south is the former greyhound racing track, which is largely overgrown, as well as a further area of parkland with several sports pitches. To the southwest are a series of yards and single storey buildings at the edge of Irvine town centre.

In support of the application, the following documents have been submitted:

### **Pre Application Consultation (PAC) Report**

To accompany a major planning application, a statutory pre-application consultation report is required. The submitted report indicates that a public consultation event took place at Irvine Library, High St, Irvine on 17th April 2018. Advance publicity, including adverts in local newspapers and a leaflet drop of 600 homes and businesses in the vicinity of the site, was undertaken. 31 comments were received as a result of the event, all of which have been addressed in the PAC report. The main issues raised by members of the public related to transport, traffic and parking; maintaining open access to the remaining greenspace (park); flooding issues on the site; affordability and booking; the scope of the facilities proposed. The report concludes that the public response to the proposals were mostly favourable and the issues raised have been addressed, as far as practicable and appropriate, in the submitted planning application.

### **Design and Access Statement**

The statement outlines the various elements contained in the proposal and explains how the design team sought to address the project. Emphasis has been placed on ensuring the development provides an inclusive environment for all, that sustainable energy use would be incorporated into all aspects of the development and that, visually, the development would relate well to the phase one office development that was recently completed.

### **Transport Assessment**

The study considers the opportunities available for the promotion of active travel and public transport, noting that the site is well located with a large walk-in and cycle catchment, with existing public transport nearby (including Quarry Road itself). The study also examines the potential traffic generation and junction capacity, concluding that the proposed parking provision and junction design would be adequate to accommodate vehicular traffic arising from the development without modification to the local road network. Discussion of the potential need for a pedestrian crossing on Quarry Road is also provided, noting that such a facility would be desirable although not essential.

### **Drainage Assessment**

A detailed assessment of the drainage conditions at the site both existing and proposed is provided. The study sets out a strategy for dealing with the drainage arising from the

proposed development, noting that all foul flows would be discharged to the existing public sewer and that surface water flows would be connected to an existing surface water culvert following treatment and attenuation via a SuDS system. The existing culvert below the site would be diverted and re-laid as part of the proposed development.

### **Flood Risk Assessment**

The flood maps for the area indicates that there is some risk of surface water flooding at the site. It is understood that this is caused by the effects of rainfall on the relatively impermeable (ie. clay) upper level soils. Lower level soils are understood to be more porous. The land is drained to the Minister's Cast Culvert, which passes through the residential area to the north before discharging to the River Irvine. The assessment outlines that risks would be reduced through proposed drainage improvements and attenuation on the site, although highlights potential capacity constraints within the culvert further downstream. The report concludes that the proposed development would not increase the risk of flooding downstream.

### **Ecological Impact Assessment and Bat Survey**

The reports highlight that surveys of the site were undertaken to determine the presence of any protected species on the site as well as considering the ecological impacts of the proposed development. Given that the site consists of either amenity grassland, with small areas of unmown grass, or brownfield industrial land, the report concludes that there would be no significant effects on local ecology and that no protected species or habitats were found during the survey.

### **Ground Investigation Report (including Coal Mining Risk Assessment)**

The report provides data and subsequent analysis arising from intrusive site investigation, covering a variety of issues such as potential contamination, ground bearing capacity, historic coal workings, etc. The report concludes with recommendations in respect of foundation design.

### **Planning Supporting Statement**

The supporting statement summarises the various elements of the proposal and provides a review against national planning policy and local development plan policies. The statement concludes that the proposed development would accord with planning policy for the area.

The bulk of the application site is identified as an area of protected open space in terms of the adopted North Ayrshire Council Local Development Plan (2014). A small part of the site covers an industrial allocation (IND 3), reflecting historic industrial use. Policy ENV 12 (development of open space) applies to the open space. Other relevant policies include PI 1 (walking, cycling and public transport), PI 8 (drainage and flooding), PI 13 (carbon emissions and new buildings) and the General Policy.

## **2. Consultations and Representations**

The application was subject to statutory neighbour notification procedures, which included an advertisement in a local newspaper. Two letters of representation have been received, one of which objects to the proposal, whilst the other made a request for minor amendments. In addition, a number of consultations were undertaken.

## **Objection:**

1. No consideration has been given to parking for East Road and Quarry Road, causing problems for traffic, existing local businesses, public transport and residents in the area.

*Response: Not agreed. The application site would provide parking for an additional 92 cars, is within walking distance of public transport and walking distance of existing residential areas. No objection has been received from the Council's Active Travel and Transport Officer. See Analysis, below.*

2. The greyhound track would be destroyed by the development instead of being turned into a nature reserve.

*Response: The boundary of the application site does not include the former greyhound track, which is to the south of the proposed development site.*

3. A lot of the football pitches will be lost and there are plenty of rugby pitches already at Marress without one included in the application.

*Response: There is no rugby pitch proposed. The proposals would improve existing provision by creating indoor and outdoor all-weather playing facilities, as well as improved drainage for much of the site. An area of grass would be retained and relined for a full size football pitch to the east of the development, and the smaller grass pitches to the south would also be retained.*

4. No provision has been made for indoor bowling or badminton.

*Response: Noted. There is not any indoor bowling or badminton on the site at present.*

5. The cycling track would be too small for Fullarton Wheelers and cycling groups.

*Response: The proposed cycling track has been the subject of consultation with the national cycling organisation, Cycle Scotland, during the design phase of the project. This consultation process resulted in a number of changes, including the provision of several internal loops within the proposed track. In addition, sportscotland, the national agency for the promotion of sport, has no objection to the proposal.*

6. The remaining football pitches are left flooded for most of the rain season and are unsuitable.

*Response: As noted above, the proposal would improve the drainage arrangements for much of the parkland, as well as providing an indoor pitch and outdoor artificial pitch for year round use.*

## **Representation:**

1. The proposed 750m cycle track would be very close to the boundary with the bowling club, who already have problems with bottles and cans being thrown over the hedge. It is considered that this problem would become worse as a result of the development.

*Response: An amended site plan (drawing 210 revision E) has been submitted to relocate the cycle track further away from the boundary with the bowling club in order to deter anti-social behaviour of this type. In the amended site plan, the track would be fully 6m away from the bowling club boundary.*

2. The new boundary fence could cause a problem for the upkeep of the hedge at the bowling club. The Council are responsible for the upkeep of the park side of the hedge - will they still be able to do this as a result of the proposed cycle track?

*Response: As illustrated on drawing 210 revision E, the relocated position of the cycle track at a greater distance from the boundary with the bowling club would enable ongoing maintenance of the park side of the hedge.*

## **Consultations**

**Irvine Community Council** - no objections. Members expressed concerns about potential traffic generation in Quarry Road and surrounding areas and noted that there would need to be sufficient parking to stop people parking on Quarry Road. It was also noted that there would be no indoor bowling facility and that the cycle track would be reduced from 1km to 750m. Whilst this was an opportunity to provide facilities other than football, this has not been done.

*Response: Noted. Parking proposals were subject to consultation with NAC Active Travel and Transport who has no objection to the proposed level of provision (see below). The scope of the facilities to be provided is not a material planning consideration although it is noted that there would be provision for tennis, cycling and football within the development.*

**NAC Active Travel and Transport** - no objections subject to conditions regarding various matters relating to road, parking and path surfaces, a permit for any pedestrian crossing of Quarry Road that may be deemed necessary, cycle parking and the need for construction consent.

*Response: A pedestrian crossing has been proposed and could be provided on Quarry Road as part of the development. Road construction consent (RCC) issues can be dealt with by informatives rather than planning conditions. The matters raised regarding surface finishes have been addressed through the submission of an amended site plan. There are presently 32 cycle parking spaces serving Phase 1. In the application, 16 additional cycle parking spaces are proposed taking the total at the site to 48.*

**NAC Environmental Health** - no objections. A number of environmental protection and public health matters have been raised, all of which have been sent to the applicant's agent for their information/action during any future construction and engineering operations.

*Response: Noted.*

**NAC Flooding Officer** - no objections subject to clarification of a number of matters relating to floor levels, land raising, overland flow, additional drainage information, diversion of existing land drainage encountered during construction, and the impact of the proposed development on the 'Minister's Cast' culvert.

*Response: A detailed response to the above points has been provided by the applicant's consulting engineer, which addresses the matters raised to the satisfaction of Planning Services. Any outstanding drainage issues would be subject to further discussion and agreement prior to the commencement of drainage works on site. A condition to this effect could be attached to any grant of consent.*

**SEPA** - no objections and recommend consultation with the Council's flooding officer. It is also recommended that a condition be attached prohibiting the construction of buildings on top of active drains or culverts.

*Response: Noted. A comprehensive drainage strategy for the site has been proposed as part of the development, which will involve renewal of existing surface water drainage, diversion of existing drainage and the introduction of SuDS. An appropriate condition would address this concern.*

**Scottish Water** - no objections. There is capacity within the public water supply and waste water treatment plants serving the site. There are Scottish Water assets within the site. The applicant should contact Scottish Water to discuss their technical requirements.

*Response: An informative could be attached to any grant of consent.*

**sportscotland** - no objections. Recommends full size football pitch dimensions of 100m x 60m plus a safety margin of 3m run-offs on each side. This enables greater flexibility for full size pitches to be divided for smaller format games. Whilst the proposed pitches fall within the minimum FIFA dimensions, it is recommended these be reviewed and extended wherever possible for more effective use. There is the potential for the playing field area adjacent to the site to be affected during the construction period, and a condition is requested in relation to this. Careful planning will be needed to ensure existing users can continue to access pitch space during this time. Based on the above understanding, there will be an overall increase in pitches and playing surfaces at the site which will deliver increased playing capacity as a result of the proposals.

*Response: The applicant's agent has discussed the proposed dimensions for the outdoor pitch with sportscotland and agreement has been reached on the outcome. Whilst the proposed pitch would be slightly smaller than that recommended, sportscotland has expressed satisfaction with the proposal. A condition to safeguard an area equivalent to the size of an existing full size grass pitch during construction of the proposed development could be attached. There are also several small pitches at the south end of the park which would not be affected by the proposed development due to their greater distance away.*

**The Coal Authority** - no objections. Note that site investigations have taken place and concludes that the site is considered satisfactory from a mineral support aspect.

*Response: Noted*

**West of Scotland Archaeology Service** - no substantive archaeological issues raised as the site is partially disturbed already.

*Response: Noted.*

**NAC Access Officer, Strathclyde Partnership for Transport (SPT)** - no comments.

### **3. Analysis**

The application requires to be determined in accordance with the provisions of the development plan, being the adopted North Ayrshire Council Local Development Plan (LDP).

As noted above, the bulk of the application site is identified as an area of protected open space in terms of the adopted LDP. A small part of the site covers an industrial allocation (IND 3), reflecting historic industrial use. Policy ENV 12 (development of open space) applies to the open space. Other relevant policies include PI 1 (walking, cycling and public transport), PI 8 (drainage and flooding), PI 10 (community infrastructure), PI 13 (carbon emissions and new buildings) and the General Policy.

Policy IND 3 refers to proposals for Class 4, 5 and 6 developments within the areas allocated for such purposes, of which the western part of the site is one (Quarry Road). Policy IND 3 supports the development of such proposals in these areas, but does not preclude against other uses. Over the past few years, the Council has worked with local businesses to secure alternative locations in order to safeguard employment. The loss of a marginal area of allocated industrial land is not considered to be significant in terms of the overall supply. The proposal relates to a sports and leisure development, which would support the regeneration of the area. As such, the proposal is not considered contrary to Policy IND 3.

In terms of Policy ENV 12, development of land identified as protected leisure and open space shall not accord with the LDP unless a range of criteria can be satisfied. In response, the following observations have been made:

(1) (a) The existing fields are adversely affected by seasonal weather conditions, waterlogging, sub-standard changing facilities and there is no floodlighting. It is therefore considered that the proposal would significantly improve the quality and range of outdoor recreation and physical activity facilities in the area. Tennis courts and a cycling loop would be new facilities not currently provided for at Quarry Road and the new outdoor pitch would have an all-weather surface for use throughout the year. The proposed floodlighting would further add to the potential hours of use.

(b) Any loss of usable open space would be compensated for through the provision of enhanced all-weather facilities.

Criterion (2) relates to proposals for uses other than outdoor leisure or physical activity and is therefore not applicable to this proposal.

(3) The proposed development would not unacceptably impact upon the recreational value of the active open space available in the locality, but would enhance it. A significant area of land beyond the site boundary would remain available for walking, running and informal recreation, including ball games.

As the proposed development would enhance the quality, function and playing capacity of the facility, criterion (4) is not relevant to this application.

In summary, the proposed development would be acceptable in terms of Policy ENV 12.



Policy PI 1 (walking, cycling and public transport) aims to ensure that all proposals which will result in significant trip generation demonstrates that account has been taken of the needs of walkers, cyclists and public transport users. The proposal is supported by a transport assessment which considers these issues in detail. The planning application includes an extension to the existing car park (an additional 92 spaces). A total of 32 cycle parking facilities are already available for use at the Phase 1 office development and an additional 16 are proposed. Public transport is available on Quarry Road itself and also nearby at Burns Street/High Street which can be reached in around 5 minutes walking time. There is also a large walk-in catchment population surrounding the site. A pedestrian crossing facility is proposed on Quarry Road to assist local residents reach the site. Overall, the application has addressed the relevant transport issues and is considered to be accepted in terms of Policy PI 1.

In respect of Policy PI 8 (drainage and flooding), the proposal is supported by a comprehensive drainage strategy and flood risk assessment. The development would result in improved management of surface water run-off through the use of Sustainable Drainage Systems (SuDS) and the implementation of the measures identified in the submitted flood risk assessment, drainage strategy and landscaping plan. Various measures would be adopted to manage the eventual discharge of surface water run-off. A condition could be attached with respect to drainage to ensure the submitted scheme is certified by a suitably qualified person.

Policy PI 13 (carbon emissions and new buildings) requires that all new buildings must reduce their CO2 emissions above or in line with building standards. The proposal includes commentary on these issues and is satisfactory in this regard.

In terms of the General Policy, the relevant criteria are (a) Siting, Design and External Appearance, (b) Amenity, (c) Landscape Character, (d) Access, road layout, parking provision and (e) Water and Sewerage.

(a) Siting, design and external appearance would be acceptable, resulting in a new and distinctive contemporary architectural form within the parkland area. The buildings would be visible primarily from Quarry Road and Woodlands Avenue, and to a far lesser extent from Bank Street. The car park and buildings would be located at a significant distance from the nearest housing. A condition could be attached with regard to the submission of a final schedule of external finishes to be used on the buildings within the development.

(b) In terms of the impact on amenity, the development of the parkland area would be mitigated through the use of tree planting along the spine of the site and its southern boundary. Existing trees on Quarry Road would be retained, further mitigating the visual impacts and filtering views. The built developments within the proposal would be more distant from Woodlands Avenue and would not have any significant impacts on outlook.

There would be no loss of daylight or sunlight to neighbouring residential areas arising from the proposed development. Noise impacts would be attenuated by the distance of the main facilities from the nearest housing, whilst noting that the site is already a long established site for outdoor sports.

The proposed floodlighting would extend the hours of operation for the use of the recreation facilities. However, as noted above, the distance from the nearest residential areas would be several hundred metres, thereby providing noise attenuation through the separation

distance. In addition, the submitted lighting design would involve the use of LED lamps directed onto the playing surfaces only.

Overall, whilst there would be a loss of openness within the parkland arising from buildings, the enclosure of land and the potential for more activity during hours of darkness, the impact on local amenity would be acceptable given the overall improvement in the facilities available for public use. As noted above, a substantial area of open space would remain.

(c) Landscape character would not be affected as the site is wholly within an urban area.

(d) NAC Transportation offered no objection to the proposal on the grounds of car parking provision and transport links.

(e) Waste water from the buildings would be discharged to the public sewer. A condition requiring the certification of the surface water drainage details could be imposed.

In summary, the proposal is considered acceptable in terms of the General Policy.

Turning to other material considerations, it is noted that the proposed development would deliver significant regeneration benefits for Irvine through the provision of all-weather sports and leisure facilities. It is considered that the enhanced facilities would promote far greater use of the park on an all year round basis for health and fitness purposes, which would benefit both the local community and the wider North Ayrshire area. The proposal would also deliver regeneration benefits to the town in terms of visitor expenditure on local services. As such, the proposal would contribute to the Council Plan priorities "growing our economy, increasing employment and regenerating towns" and "supporting all of our people to stay safe, healthy and active."

It is therefore recommended that the application is granted, subject to the conditions outlined above.

#### **4. Full Recommendation**

Approved subject to Conditions

##### **Reasons for Decision**

The proposal complies with the relevant provisions of the Local Development Plan and there are no other material considerations that indicate otherwise.

##### **Condition**

1. That, for the duration of the land engineering and construction operations hereby approved, an area of ground within the site equivalent to the size of an existing full size grass pitch shall be retained for public use at all times, unless otherwise agreed in writing with North Ayrshire Council as Planning Authority.

##### **Reason**

In the interests of continued sports and leisure provision within the area during engineering and construction operations.

##### **Condition**

2. That, prior to the commencement of any land drainage works hereby approved, confirmation shall be submitted in writing to North Ayrshire Council as Planning Authority and certified by a suitably qualified person that a scheme to treat the surface water arising from the site has been prepared in accordance with the principles and practices contained in 'The SuDS Manual' (CIRIA report C753, published November 2015), and that the site would be drained in accordance with the details contained in the submitted Flood Risk Assessment, Drainage Strategy and Landscaping Proposals. Thereafter, the certified scheme shall be implemented prior to the completion of the development and maintained thereafter to the satisfaction of North Ayrshire Council as Planning Authority.

**Reason**

In the interest of the proper planning of the area.

**Condition**

3. That, prior to commencing the construction of the buildings hereby approved, the applicant/agent shall submit for the written approval of North Ayrshire Council as Planning Authority a detailed schedule of the proposed external finishes to be used.

**Reason**

In the interest of the amenity of the area.

**Condition**

4. That the presence of any significant unsuspected contamination that becomes evident during the development of the site shall be brought to the attention of Environmental Health. Thereafter a suitable investigation strategy as agreed with North Ayrshire Council shall be implemented and any necessary remediation works carried out prior to any further development taking place on the site, all to the satisfaction of North Ayrshire Council as Planning Authority.

**Reason**

In the interest of the amenity of the area.



Karen Yeomans  
Executive Director  
Economy & Communities

For further information please contact Mr A Hume Planning Officer on 01294 324318.

## Appendix 1 – Location Plan

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