



**REGULATORY
SERVICES
COMMITTEE**

REPORT

1 December 2011

Subject Heading:

**P1505.11 – Access to Hornchurch
Stadium off Bridge Road.**

**Installation of 2 No, 6 metre high street
lighting columns.**

(Application received 6 October 2011)

Report Author and contact details:

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Policy context:

**Local Development Framework
London Plan
National Planning Policy**

Financial summary:

None

The subject matter of this report deals with the following Council Objectives

Ensuring a clean, safe and green borough	<input checked="" type="checkbox"/>
Championing education and learning for all	<input type="checkbox"/>
Providing economic, social and cultural activity in thriving towns and villages	<input type="checkbox"/>
Value and enhance the life of our residents	<input type="checkbox"/>
Delivering high customer satisfaction and a stable council tax	<input type="checkbox"/>

SUMMARY

The Council manages the Hornchurch Stadium, which is used by Hornchurch AFC and the Havering and Mayesbrook Athletics Club. The main access to the stadium

and car park is used by vehicles and pedestrians, and is presently unlit. This has been identified as a safety concern by the clubs.

This application seeks planning permission for the erection of two lighting columns in order to provide illumination to the access way.

The main issues to be considered by Members in this case are the principle of development, design/street scene issues, impact on amenity and community safety issues. These issues are set out in the report below. In all respects, the proposal is considered to accord with the relevant policies contained in the LDF Core Strategy and Development Control Policies Development Plan Document and The London Plan. Approval of the application is therefore recommended, subject to conditions.

RECOMMENDATIONS

It is recommended that planning permission be granted subject to the following conditions:

1. Time limit - The development to which this permission relates must be commenced not later than three years from the date of this permission.

Reason: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. Accordance with plans - The development hereby permitted shall not be carried out otherwise than in complete accord with the approved plans, particulars and specifications.

Reason: The Local Planning Authority consider it essential that the whole of the development is carried out and that no departure whatsoever is made from the details approved, since the development would not necessarily be acceptable if partly carried out or carried out differently in any degree from the details submitted. Also, in order that the development accords with the LDF Development Control Policies Development Plan Document Policy DC61.

3. Lighting columns - The lighting columns hereby permitted shall not be illuminated before 16:00 or after 21:30 on any day unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of residential amenity and in order that the development accords with the LDF Development Control Policies Development Plan Document Policy DC61.

INFORMATIVES

1. Reason for Approval:

It is considered that the proposal satisfies the relevant criteria of Policies CP7, and CP17, DC20, DC33, DC56, and DC63 of the LDF Core Strategy and Development control Policies Development Plan Document as well as the provisions of Planning Policy Statement 1, and PPG17 and Policies 3.9 7.2, 7.3, 7.4, and 7.5 of the London Plan.

REPORT DETAIL

1. Site Description:

- 1.1 The application site is the access way to Hornchurch Stadium. Hornchurch Stadium is located on the south side of Upminster Road, between Norfolk Road to the west and Bridge Avenue to the east.
- 1.2 Hornchurch Stadium Car Park is located to the south of the Stadium Complex. Vehicular and pedestrian access is directly from Bridge Avenue (opposite its junction with Brookdale Avenue) and is bounded by open land to south and west and residential properties to the east.
- 1.3 The route to the stadium and car park is via an irregular shaped landscaped green space, (20m to 35m wide, 60m in length) with a narrow paved single vehicle access way in the centre. The land slopes significantly from Bridge Avenue, to the stadium and car park.
- 1.4 The nearest residential occupiers to the car park are nos. 44-48a Bridge Avenue who front on to the access road to the car park (these properties are sited at right angles to Bridge Avenue). Between the houses and the park is a footpath (separated by a wire fence) that is illuminated with pole mounted lighting.
- 1.5 On the opposite side number 52 Bridge Avenue, shares a side boundary with the access way.

2. Background Information:

- 2.1 The Council is the owner and landlord of Hornchurch Stadium.
- 2.2 The Stadium and car park is regularly utilised for games and training by Hornchurch AFC and the Havering and Mayesbrook Athletics Club. Both users generally access the car park after 5.15pm, although there can be an occasional need to access the car park during the day for a limited number of cars.
- 2.3 The athletics club and football club have asked for additional lighting between Bridge Avenue and the stadium gates as it is very dark when the stadium is in use during winter months. This will make for a safer

environment when the stadium is being used for events and for training, as people enter and leave.

2.4 To facilitate this request a Health and Safety Bid application was made to the LBH Corporate Health and Safety on 19th July 2011.

2.5 It was agreed that funds of £10,000 would be provided for the purposes of additional lighting to be installed along the main driveway between Bridge Avenue and the main turnstiles, at the entrance to the stadium.

3. Description of Proposal:

3.1 This application proposes the installation of two x 6.0 metre high poles, and lights. The poles and lights are to be the same model as the street lights in Bridge Avenue. The lights are fitted with rear shields to avoid direct light spillage to residential properties adjacent.

3.2 The lights are proposed to be linked to a timer to ensure that the illumination coincides with the times when the stadium and car park are in use. These times are 4.00 pm and 9.30pm, Mon to Thurs.

4. Relevant History:

3.1 Previous relevant applications include:

- P1728.08 - temporary change of use of Hornchurch Stadium car park.

5. Consultations/Representations:

5.1 Fourteen neighbouring and nearby properties have been notified of the planning application.

5.2 Two separate letters have been received objecting to the proposal on the grounds of loss of amenity through the impact of additional lighting on residential properties, and the potential for anti-social behaviour in the access way.

5.2 The Borough Crime Prevention Design Advisor has no objection.

6. Relevant Policies

6.1 Policies CP7 (recreation and leisure), CP17 (design), DC18 (protection of public open space, recreation sports and leisure facilities), DC20 (access to recreation and leisure), DC56 (light), DC63 (safer places), of the Local Development Framework Core Strategy and Development Control Policies Development Plan Documents are material planning considerations.

6.2 Policies 3.9 (Sports Facilities), 7.2 (Inclusive Environment) 7.3 (Designing Out Crime), 7.4 (Local Character) and 7.5 (Public Realm) of the London Plan 2011 are relevant.

6.3 National policy guidance set out in Planning Policy Statement 1, and Planning Policy Guidance Note 17 “Planning for open space, sport and recreation” are also relevant.

7. Staff Comments

7.1 This proposal is put before the Committee due to the application being submitted by and for land in Council ownership. The main issues to be considered by Members in this case are the principle of development, design/street scene issues, impact on amenity and parking and highways issues.

7.2 Principle of Development

7.3 Staff are advised that on occasions there can be up to 2000 people in the stadium. Illumination of the access way will assist in providing a safer route for people accessing and leaving the stadium, during events and when the facility is used for training purposes.

7.4 It is important that safe and secure access is provided to the stadium during the time that it is in use. Notwithstanding this, a balance is required to be achieved between any proposal and the impact upon the amenity of the neighbouring properties.

7.5 The Hornchurch Stadium is an established longstanding use on the site, and the current access is the recognised main point of ingress and egress to the stadium.

7.6 There is no objection to the principle of development to upgrade the access way by providing additional lighting to provide a safer route to and from the stadium for all users, subject to appropriate conditions being applied to protect adjoining neighbourhood amenity.

7.7 Design/Impact on Street scene

7.8 The character of the area is comprised of a through road and landscaping leading to an open car park, with residential properties adjacent. There is already established lighting in the area surrounding the access way at present. This includes:

- street lighting in Bridge Avenue,
- pole mounted lighting along the pedestrian way in front of dwelling,
- fronting the access way (Numbers 44-48A Bridge Avenue),
- pole mounted lighting to the car park, and
- stadium pitch and running track floodlights.

7.9 The proposal for two 6.0m light poles in the access way are not considered to be detrimental to such an extent that the proposal would have a harmful effect upon the character of the area. The light poles are to be no higher

than other light poles in the surrounding area and no higher than the surrounding dwellings.

7.10 The height of the poles (6.0 metres) ensures that the number of poles to be installed is limited to two, as this will provide sufficient height for the lighting to cover the area.

7.11 Options to provide lighting at a lower level would likely result in more than two poles. Officers have been advised that there is more potential for vandalism of lighting if it is provided at a lower level.

7.12 Community Safety and Access

7.13 The Council promotes the importance of safety and security in design, which in turn contributes to successful sustainable communities. Providing safer access allows for greater accessibility to Council recreation and leisure facilities and helps deliver the objectives of CP7 (recreation and leisure).

7.14 Policy DC63 of the LDF advises that new development should address issues of community safety. The proposal will assist in the prevention of accidents and crime by providing a well lit environment, making the route easier to traverse after dark.

7.15 Staff are of the view that the proposal is acceptable in that it will provide increased community safety and opportunity for access DC63 subject to planning conditions.

7.16 Impact on Amenity

7.17 The preparation of the application has followed the guidance set out in PPG17 'Planning for Open Space, Sport and Recreation'. The policy states that in considering applications for floodlighting, local authorities should ensure that local amenity is protected. The policy states that in looking to improve existing open space and facilities, local authorities should

- promote the compatibility of the uses made of open spaces and sport and recreational facilities with adjoining land uses;
- encourage better accessibility of existing open spaces and sports and recreational facilities, taking account of the mobility needs in the local population; and
- promote better use of open spaces and sports and recreational facilities, by the use of good design to reduce crime.

7.18 Policy DC 56 – Light, recognises that artificial lighting is an effective measure in creating safe and secure environments, and is also necessary for night-time sporting activity.

7.19 The policy states that “In order to minimise the intrusion of artificial lighting, planning permission will only be granted for development, including artificial lighting, where it does not have a negative impact on the amenity of residents or public safety.” The policy advises that planning conditions may

be used to control the level of luminance, glare, spillage, angle, type of lighting and hours of operation.

7.20 The proposed two lighting poles would be sited in an existing access way that runs between residential properties. It is noted that the route is already used to access the stadium at various times and can become very busy, with vehicles and pedestrians using the route. The level of amenity found at this location when the stadium is in use is not the same as that in other parts of the Borough.

7.21 However the impact on the adjoining properties has been considered in the preparation of the proposal. In order to minimise impacts on neighbouring properties:

- The number of poles has been limited to two,
- Lighting levels will be as low as possible, (60w) whilst ensuring that they are fit for purpose, and
- The lights are fitted with rear baffles and orientated away from residential properties, and
- The lights will be in use only until 9.30 pm Monday-Thursday

7.22 This is considered to provide an appropriate balance between the needs of the users of the Stadium and the surrounding residences. The operation of the lighting will be controlled via condition.

7.23 Parking and Highway Issues

7.24 Currently vehicles and pedestrians use the common route to the stadium and car park. Staff are of the view that the proposal will lead to safer conditions in an area of potential vehicle and pedestrian conflict and is acceptable and in compliance with Policy DC33 of the LDF.

8 Conclusion

8.1 Having regard to all relevant factors and material planning considerations staff are of the view that this proposal to provide two lighting poles to illuminate the existing access way is acceptable in principle, and consistent with the relevant policies.

8.2 Staff are of the view that the proposal will not be materially harmful to the character or appearance of the area.

8.3 Subject to the imposition of conditions covering lighting hours and design the proposal would have an acceptable impact on residential amenity. The proposal is considered to be acceptable in all other respects and it is therefore recommended that planning consent be granted subject to conditions.

IMPLICATIONS AND RISKS

Financial implications and risks:

The Council has allocated funds for the project via the Health and Safety Bids Application process.

Legal implications and risks:

This application is considered on merits and independently from the Council's interest as applicant and owner of the site.

Human Resources implications and risks:

None.

Equalities implications and risks:

The proposed lighting has been designed to be ensure that the route to the Hornchurch Stadium remains accessible to all members of the community.

BACKGROUND PAPERS

Application form, plans and supporting statements received on 6 October 2011.