

APPLICATION REPORT – 21/00607/CB3

Validation Date: 14 May 2021

Ward: Adlington And Anderton

Type of Application: Chorley Regulation 3

Proposal: Demolition of existing buildings and erection of a sports changing facility building with associated disabled parking space and works

Location: King Georges Field Chorley Road Adlington

Case Officer: Johndaniel Jaques

Applicant: Chorley Council

Agent: Mr Jason Reynolds, JYM Partnership LLP

Consultation expiry: 5 August 2021

Decision due by: 17 August 2021 (Extension of time agreed)

RECOMMENDATION

1. It is recommended that planning permission is granted subject to conditions.

SITE DESCRIPTION

1. The application site allocated as Existing Sport and Recreational Facilities by policy HW2 of the Chorley Local Plan 2012 - 2026 and is located in the settlement area of Adlington to the rear of a row of terraced residential properties, nos. 119 to 135 Chorley Road. The site contains two single storey buildings separated by a path which are within the boundary of King George's playing fields. One of the buildings is used as changing rooms and the other for storage. There are also trees on the site.
2. To the south west of the site there is a privately owned vehicle access track which serves the rear of the terraced properties. The character of the immediate locality is predominantly residential although there are some commercial uses located along Chorley Road to the south of the site.

DESCRIPTION OF PROPOSED DEVELOPMENT

3. The application seeks planning permission for the demolition of the existing buildings and erection of a sports changing facility building with associated disabled parking space and works. The disabled parking space and delivery area would be access from the existing vehicular access between 117 and 119 Chorley Road.

REPRESENTATIONS

4. Two representations have been received, one objection which accepts that the buildings need to be replaced, and one support which raises issues.
5. The following issues have been raised:

- A travel plan to provide details of car parking for away teams should be attached to the lease to reduce the dangerous parking in the area on Saturday mornings. The use of the building should be controlled to prevent late night use that would disturb existing residents.
- Improvements to the wider playing field would be welcome.
- Could a defibrillator be installed at the building?
- It is not clear what the application form site area refers to.
- A condition should be applied to ensure that any alteration to the highway which seems to only be temporary for construction purposes is returned to its original state.
- If no public rights of way are proposed how can anyone access the disabled parking space?
- The main sewer cannot cope with drainage to it.
- Why is a bin store proposed some distance from the building entrance?
- The siting of the building is flawed, it should be sited near Harding Street to avoid numerous problems. The decision should be deferred to enable the Council to investigate this thoroughly.
- The size of the building is totally out of proportion with what is required, and more than doubles the size of the facility. It will not be used because players do not change before playing; they come already changed. It seems to serve 7 pitches so it would not be big enough to avoid queues to use the facility.
- The footprint of the building should not be bigger than the existing.
- The building has an unusable roof void so it is too high.
- The viewing terraces will result in anti-social behaviour.
- Lighting is not required.
- Views of the playing pitches and amenity of residents will be affected. The committee should visit the site to assess the impact on residents' amenity as the plans use sightlines from the least affected properties.
- Is there a hidden agenda about the future use of the building? The foyer is too large and the use needs to be controlled so it does not turn into a hall or community room.
- The building's design is not in keeping with its parkland setting.
- The carbon release of felling mature trees is not accounted for and many more trees need to be planted to compensate for this reducing the area of parkland that people can use.
- The impact on bats has not been considered.
- The existing path between the buildings would be lost so how will people get past the building?
- The Council should adhere to its Fields in Trust obligations which mean that football should not benefit to the exclusion of others.
- The proposal fails to deliver what was promised at pre-application stage following detailed consultation.

CONSULTATIONS

6. Adlington Town Council – Have stated that the Town Council welcomes this proposal which is a long awaited scheme that will improve the quality and capacity of this important local sports and recreational facility.
7. Sport England – Have no objections and are satisfied that the proposed development is for ancillary facilities supporting the use of the site as a playing field; it doesn't affect the quantity, quality, or adversely affect the use of playing pitches and therefore meets Exception 2 of its Playing Fields Policy, in that:

'The proposed development is for ancillary facilities supporting the principal use of the site as a playing field and does not affect the quantity or quality of playing pitches or otherwise adversely affect their use.'
8. It is also considered that the development proposal accords with paragraph 97 of the National Planning Policy Framework (The Framework) in that 'the development is for alternative

sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use’.

9. Sport England has also consulted with the Football Foundation (FF). The FF are satisfied with the location and consider the proposal makes best use of the space. They also confirm that the building meets their design standards, and its layout maximises viewing areas and ability to capture secondary spend.
10. Greater Manchester Ecology Unit (GMEU) – Have no objections subject to conditions relating to bats and ecological enhancement.
11. Lancashire County Council Highway Services (LCC Highways) – Have stated that they do not have any objections to the proposed development and are of the opinion that it would not have a significant impact on highway safety, capacity or amenity in the immediate vicinity of the site. They request that consideration is given to the use of the private shared access between nos.117 and 119 Chorley Road by residents and users of the recreational area, and request that deliveries and contractor parking is undertaken considerately.
12. Chorley Council's Tree Officer – Advises that the proposed path to the south east of the site is close to several early mature trees and could impact on them. He recommends that either the path is re-routed or a no dig construction method and porous surface used. He refers to adhering to the relevant British Standard to minimise impacts on all retained trees.
13. United Utilities – Refer to there being a number of water assets running through the site, which may affect the submitted layout. Although it appears that the proposal is not proposed directly over the water mains it is recommended that the applicant understands the exact location of the assets prior to determination of the application. United Utilities recommend that the application is not progressed further until this issue has been resolved. Conditions regarding a surface water drainage scheme, and foul water are recommended, should the application progress.
14. Waste & Contaminated Land – Have no objections as the proposed bin storage appears to be adequate.
15. CIL Officer – Comment that the development will be liable for CIL.
16. Property Team – No response has been received.

PLANNING CONSIDERATIONS

Principle of the development

17. The National Planning Policy Framework (The Framework) states that plans and decisions should apply a presumption in favour of sustainable development and for decision making this means approving development proposals that accord with an up-to-date development plan without delay, or where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed.
18. Section 8 of the Framework seeks to promote healthy and safe communities. To do this at paragraph 93 it says that planning policies and decisions should:
 - (a) plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;
 - (b) take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community;

(c) guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;

(d) ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community; and

(e) ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

19. Paragraph 99 of the Framework seeks to prevent the loss of existing open space, sports and recreation buildings and land, saying these should not be built on unless among other things:

(c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.

20. Policy 24 of the Central Lancashire Core Strategy seeks to protect existing sport and recreation facilities to ensure that everyone has the opportunity to access good sport, physical activity and recreation facilities.

21. The site is allocated as Existing Sport and Recreational Facilities by policy HW2 of the Chorley Local Plan 2012 - 2026. This policy seeks to protect existing open space, sport and recreational facilities, however, it does not specifically deal with the replacement of ancillary sports facilities. Instead this is dealt with by policy HW1 of the Chorley Local Plan. This sets out 4 criteria that should be met in order to allow ancillary development for an existing open space, sport or recreational facility, which are:

- i. It is in connection with and will enhance the recreational and/or amenity value of the open space.
- ii. It is of a size and scale which does not detract from the character of the open space.
- iii. It will not have a detrimental effect on any site of nature conservation value.
- iv. It does not result in the loss of any other sporting facility on the site.

22. In relation to the first of these criteria it is considered that the proposal would provide high quality facilities which would replace old and tired looking facilities on the site, and would be a major improvement in terms of the facilities available to those using them. Although Sport England say that the proposal would require a slight movement of the adjacent football pitch they have not raised any objections as a result and, therefore, it is considered that the proposal would be consistent with the final criteria. The second criteria is discussed under an appropriate section later in the report. In terms of the third criteria this proposal would not affect any site designated for nature conservation value.

23. The application site is located in the settlement area of Adlington. Policy V2 of the Chorley Local Plan 2012 - 2026 states that within the settlement areas excluded from the Green Belt, and identified on the Policies Map, there is a presumption in favour of appropriate sustainable development.

24. The principle of the proposed development is, therefore, considered to be an acceptable one, subject to material planning considerations.

Highway safety

25. Policy BNE1 of the Chorley Local Plan 2012-2026 states that developments must not cause severe residual cumulative highways impact or prejudice highway safety, pedestrian safety, the free flow of traffic, and or reduce the number of on-site parking spaces.

26. LCC Highways state that they do not have any objections to the proposed development and are of the opinion that it would not have a significant impact on highway safety, capacity or

amenity in the immediate vicinity of the site. The delivery area and disabled parking space are permanent proposals and, therefore, would not need to revert to their former state as objections suggest.

27. In terms of issues relating to cars parking in the area causing issues as raised in objections, whilst LCC Highways have not recommended a condition regarding a full travel plan, they have requested consideration is given to the use of the private shared access between 117 and 119 Chorley Road by residents and users of the recreational area, and request that deliveries and contractor parking is undertaken considerately. Therefore, it would be prudent to condition further details of how contractor's parking and deliveries during the construction period are to be undertaken and managed, and once the facility is available for use how sustainable transport can be promoted alongside car parking facilities in the area.
28. The plans show that a path is to be provided that would cross the site behind the building, which would maintain access across the site as is the case now, although in a different location, which is acceptable.
29. It is not, therefore, considered that the proposed development would prejudice highway or pedestrian safety.

Design and impact on the character of the area

30. Policy BNE1 of the Chorley Local Plan 2012 – 2026 states that planning permission will be granted for new development, including extensions, conversions and free standing structures, provided that the proposal does not have a significantly detrimental impact on the surrounding area by virtue of its density, siting, layout, building to plot ratio, height, scale and massing, design, orientation and use of materials.
31. The existing storage building and changing facilities buildings to be demolished are visible from various public vantage points located beyond the boundaries of the site including from King George's playing fields. However, the design of the buildings is functional and whilst they are in a good state of repair, it is not considered that they make a significant contribution to the visual characteristics of the area being blank functional buildings with little visual interest and, therefore, their demolition would not have a significant detrimental impact on the character of the immediate locality.
32. The new building would provide a more visually appealing building than those that currently exist, with a simple brick-built design with a pitched roof. It provides fenestration looking out towards the playing fields, and to the two other main elevations. It would be higher than the existing buildings on the site but the pitched roof enables the void roof space to house the required mechanical and electrical installation, and overall the height of the building which is single storey (5.3m high) is considered acceptable. Although the floorspace of the building would be larger than the existing buildings, it is not excessive and would not detract from the character and appearance of the open space in which it is located, thereby also complying with the second criteria in policy HW1 of the Chorley Local Plan 2012 – 2026. It would provide facilities that would meet the requirements of the Football Federation and is considered acceptable.
33. The bin store proposed would enable refuse from the building to be collected without having to enter into the site, and the Waste & Contaminated Land Officer considers that this provision is adequate. A condition is to be applied to ensure that the store is designed satisfactorily.
34. United Utilities have recommended that further work is undertaken to trace underground water assets in the area, before the application has been determined. The applicant has provided further information which was provided to them by United Utilities which indicates that it is unlikely there are any assets in the area where the building is proposed. Therefore, it is not considered that this would prevent the determination of the application, and the applicant is aware of the issue, which may require them to undertake further survey work

prior to work commencing on site. The conditions regarding a surface water drainage scheme and foul water are recommend to be applied.

Impact on the amenity of neighbouring occupiers

35. Policy BNE1 of the Chorley Local Plan 2012-2026 states that planning permission will be granted for new development, including extensions, conversions and free-standing structures, provided that, the development would not cause harm to any neighbouring property by virtue of overlooking, overshadowing or by creating overbearing impacts.
36. Although the proposed building would be wider (12.815m) than the existing buildings (which are 8.78m and 12.25m wide) and would be higher than the existing buildings it would be set back further from the neighbouring properties on Chorley Road than the existing storage building. It would also be almost 30m from the front of 1 Springfield Road which fronts the site but views between it and the site are obscured by the existing trees, and trees are proposed to be planted between the building and properties on Chorley Road, to help mitigate any perceived amenity issues. These relationships are considered acceptable in terms of the impact of the proposal on the amenity of existing residents.
37. The viewing platform area is relatively small and whilst there is always a risk that surfaced open areas can attract anti-social behaviour, given that this would be visible from the playing fields and nearby paths the risks of this occurring are not considered to warrant refusal of the application.
38. Lighting that requires planning permission does not form part of the proposal. However, external areas around the building would be lit to safeguard the children using the facility and to provide a safe environment during early dusk hours in the autumn/winter/spring months but such lighting would not be used when the building is not in use.
39. Currently the use of the buildings on the site is not subject to conditions to limit their use or the hours they can be used. The proposal is for a sports changing facility and, therefore, it is not envisaged that it would be used for a range of other uses or generally outside the hours of daylight (given it would be used when the football pitches are in use) which would be self-limiting in terms of its hours of use. The foyer area could possibly be used for meetings (as it is understood that the building is planned to be leased to Adlington Juniors Football Club) but generally is an area where teas and coffees can be served and parents can watch their children playing football if they do not want to use the outdoor viewing area. Therefore, it is not considered that conditions to restrict its use or hours of operation would be necessary; but could be written into the lease should Members feel that is necessary.

Ecology

40. Policy BNE9 of the Chorley Local Plan 2012-2026 sets out how development should safeguard biodiversity. Any adverse impacts on biodiversity should be avoided, and if unavoidable should be reduced or appropriately mitigated and/or compensated.
41. Policy BNE11 of the Chorley Local Plan 2012-2026 states that planning permission will not be granted for development which would have an adverse effect on a priority species, unless the benefits of the development outweigh the need to maintain the population of the species in situ.
42. The Council's appointed ecological consultants, The Greater Manchester Ecology Unit (GMEU) advise that the submitted bat and birds survey report found that the buildings had negligible potential to support roosting bats, so no further survey work is required, and the report is acceptable. They recommend that as a precaution, measures set out in section 8.3 of the report should be followed. The measures include that demolition works are supervised by a suitably licensed ecologist, and enhancements for bats are provided (which are recommended to be conditioned), and a bat sensitive lighting plan produced (an informative is recommended to deal with this as lighting does not form part of the proposals).

Impact on trees

43. Policy BNE10 of the Chorley Local Plan 2012-2026 seeks to protect trees that make a valuable contribution to the character of an area and requires replacement planting to be undertaken where the benefits of the development outweigh the loss of some trees.
44. The Council's Tree Officer advises that the path that leads to the proposed bin store could have an impact on the health of retained trees. To minimise this it is recommended that conditions are applied to ensure that a no dig construction method and porous surface are used, and that works in the root protection zones of the trees adhere to the relevant British Standard (BS5837:2012).
45. Therefore, it is considered that any impact on trees would be limited as much as possible and the proposal would be acceptable in this regard.

Other matters

46. The issues of improvements to the wider playing field and installation of a defibrillator at the building are not relevant to this planning application.

CONCLUSION

47. The proposed development would not have an unacceptable adverse impact on the character and appearance of the existing site or the surrounding area. It would provide an enhanced and improved sports facility that would not cause any significant harm to the amenity of neighbouring residents, highway safety, ecology or trees. It is, therefore, considered that the development accords with policies V2, HW1, HW2, BNE1, BNE9, BNE10 and BNE11 of the Chorley Local Plan 2012 – 2026. Consequently, it is recommended that the application is approved.

RELEVANT POLICIES: In accordance with s.38 (6) Planning and Compulsory Purchase Act (2004), the application is to be determined in accordance with the development plan (the Central Lancashire Core Strategy, the Adopted Chorley Local Plan 2012-2026 and adopted Supplementary Planning Guidance), unless material considerations indicate otherwise. Consideration of the proposal has had regard to guidance contained within the National Planning Policy Framework (the Framework) and the development plan. The specific policies/guidance considerations are contained within the body of the report.

RELEVANT HISTORY OF THE SITE

Ref: 21/00601/CB3 **Decision:** PCO **Decision Date:** Pending
Description: Provision of 9no. car parking spaces for nos. 119 to 135 Chorley Road and erection of galvanised mild steel railings (following demolition of storage building)

Suggested conditions

1. The proposed development must be begun not later than three years from the date of this permission.

Reason: Required to be imposed by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out in accordance with the approved plans below:

Title	Plan Ref	Received On
Site Location Plan	P001	14 May 2021
Existing Playing Fields Plan	P002	14 May 2021
Proposed Playing Fields Plan	P003 Rev.A	14 May 2021
Existing Site Plan	P004	14 May 2021
Proposed Site Plan	P005 Rev.A	14 May 2021
Proposed Floor Plan	P006 Rev.A	14 May 2021
Proposed Elevations and Sections	P007	14 May 2021
Proposed/Existing Site Section	P008	14 May 2021

Reason: For the avoidance of doubt and in the interests of proper planning.

3. The external facing materials, detailed on the approved plans, shall be used and no others substituted unless alternatives are first submitted to and agreed in writing by the Local Planning Authority, when the development shall then be carried out in accordance with the alternatives approved.

Reason: To ensure that the materials used are visually appropriate to the locality.

4. Prior to the first use of the premises hereby approved, plans and particulars showing the provision to be made for the storage and disposal of refuse and recycling receptacles, shall be submitted to, and approved in writing by, the Local Planning Authority. Such provision as is agreed shall be implemented concurrently with the development and thereafter retained. No part of the development shall be occupied until the agreed provision is completed and made available for use.

Reason: In order that the bin storage is of an acceptable design.

5. A scheme for the landscaping of the development shall be submitted prior to the first use of the premises hereby approved. These details shall include all existing trees and hedgerows on the land; detail any to be retained, together with measures for their protection in the course of development; indicate the types and numbers of trees and any shrubs to be planted, their distribution on site, and those areas to be seeded, paved or hard landscaped. The scheme should include a landscaping/habitat management plan. Landscaping proposals should comprise only native plant communities appropriate to the natural area.

All hard and soft landscape works shall be carried out in accordance with the approved details within the first planting and seeding seasons following the occupation of any buildings or the completion of the development, whichever is the sooner, and any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.

Reason: To ensure that a satisfactory landscaping scheme for the development is carried out to mitigate the impact of the development and secure a high quality design.

6. Prior to the first use of the premises hereby approved details of how sustainable modes of transport can be promoted alongside details of car parking facilities in the area for people using the premises, shall be submitted to and approved in writing by the Local Planning Authority. The development thereafter shall be carried out in accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: To promote the use of sustainable modes of transport, alongside encouraging the use of car parking facilities for those who would drive to the site.

7. No development shall take place, including any works of demolition, until a Construction Parking and Deliveries Statement has been submitted to, and approved in writing by, the local planning authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall provide for:

- i. the parking of vehicles of site operatives and visitors
- ii. hours of operation (including deliveries) during construction
- iii. loading and unloading of plant and materials

iv. storage of plant and materials used in constructing the development

Reason: In the interests of highway safety and to protect the amenities of the nearby residents.

8. No development shall commence until a surface water drainage scheme has been submitted to and approved in writing by the Local Planning Authority. The drainage scheme must include:

- (i) An investigation of the hierarchy of drainage options in the National Planning Practice Guidance (or any subsequent amendment thereof). This investigation shall include evidence of an assessment of ground conditions and the potential for infiltration of surface water;
- (ii) A restricted rate of discharge of surface water agreed with the local planning authority (if it is agreed that infiltration is discounted by the investigations); and
- (iii) A timetable for its implementation.

The approved scheme shall also be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards.

The development hereby permitted shall be carried out only in accordance with the approved drainage scheme.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution.

9. Foul and surface water shall be drained on separate systems.

Reason: To secure proper drainage and to manage the risk of flooding and pollution.

10. All demolition works shall be carried out under the supervision of a suitably licensed ecologist or ecological clerk of works.

Reason: To ensure that the demolition works are not detrimental to protected species.

11. Prior to the construction of the building hereby approved a Biodiversity Enhancement Strategy shall be submitted to and approved in writing by the Local Planning Authority. The approved Strategy shall be implemented in full prior to the first use of the premises hereby approved, and retained thereafter.

Reason: To ensure that the proposals enhance biodiversity.

12. The path leading from the building to the bin store shall be constructed from a porous material and its construction shall utilise a no dig methodology. All works within the root protection zones of trees shall also accord with British Standard 5837:2012 or any subsequent amendment to the British Standards.

Reason: To safeguard the health and appearance of the trees being retained.