

Application No: 2010/538

Application Type: Outline

Proposal: Construction of 2-Storey Extension to North Side of Existing Building (including 6-Lane Swimming Pool), & Altered/Extended Parking Facilities on South Side

Location: Haslingden Sports Centre
Helmshore Road,
Haslingden

Report of: Planning Unit Manager

Status: For Publication

Report to: Development Control Committee

Date: 13 December 2010

Applicant: Head of Finance & Property
Rossendale Borough Council

Determination Expiry Date:
14 January 2010

Agent: Mouchel

REASON FOR REPORTING

Tick Box

Outside Officer Scheme of Delegation

Member Call-In

Name of Member:

Reason for Call-In:

3 or more objections received

Other (please state)

X

MAJOR /COUNCIL

HUMAN RIGHTS

The relevant provisions of the Human Rights Act 1998 and the European Convention on Human Rights have been taken into account in the preparation of this report, particularly the implications arising from the following rights:-

Article 8

The right to respect for private and family life, home and correspondence.

Article 1 of Protocol 1

The right of peaceful enjoyment of possessions and protection of property.

APPLICATION DETAILS

1. SITE

The application relates to a two-storey building with two distinct elements - a large shallow pitched roof brown-coloured aluminium clad section and an attached smaller flat-roofed stone section, both with large blank gables facing Helmshore Road. The building is set back from Helmshore Road by approximately 45 metres. There are a number of 5 a side football pitches and tennis courts to the rear, beyond which are open playing fields.

Vehicular access to the site is from Helmshore Road, the car parking areas to the front and north side of the building. There are two separate pedestrian footpaths leading into the site from Helmshore Road. The Helmshore Road frontage is well landscaped, incorporating many mature trees.

Although there is a public house fronting Helmshore Road on the north side, the site is surrounded by predominantly residential properties. On the south side is Turfcote Nursing Home (which has open view of the application site and takes service access through it) and houses that front Causeway Head (which are separated from the site by mature planting and timber fencing). The houses to the north side, which front Mayfield Avenue, have their rear gardens abutting the perimeter of the site, bounded by walls/fences to a height of approximately 1.8 metres.

A Public Footpath extends from the turning head of Causeway Head into the site.

The application site lies within a Greenlands Area and Recreation Area within the Urban Boundary of Haslingden, as designated in the Rossendale District Local Plan.

2. RELEVANT PLANNING HISTORY

None

3. THE PROPOSAL

Outline planning permission is sought for an extension to incorporate a 6-lane swimming pool and changing facilities with conference rooms above. Additional parking would be formed to the south side of the building and the existing parking area would be reconfigured. Approval is sought at this stage for Access, Layout and Scale. Appearance and Landscaping are reserved matters.

The following parameters have been set for the proposed development:

- The extension would be sited to the north side of the existing building and would be no higher than the existing building, with mono- pitch roof descending down to 1-storey height where nearest to the properties fronting Mayfield Avenue.
- Car parking would be increased from 107 spaces to 171.
- Opening hours would be 0700 – 2200 Monday to Friday, 0800 – 1800 on Saturdays and 0900 – 1730 on Sundays and Bank Holidays.

The application is accompanied by the following :

Design & Access Statement (Including indicative drawings)
Statement of Community Involvement
Energy Statement
Utility Statement
Ecological Report
Noise Impact Assessment

The Applicant advises that this proposal is in response to the Rossendale Leisure Review conducted last year and supports the Council's pledge to improve health issues through exercise.

4. POLICY CONTEXT

National

PPS1 Sustainable Development
PPS9 Biodiversity & Geological Conservation
PPG13 Transport
PPG17 Open Space, Sport and Recreation
PPS23 Pollution Control
PPG24 Noise

Development Plan

Regional Spatial Strategy for the NW of England (2008)

DP1-9 Spatial Principles
RDF1 Spatial Priorities
L1 Health, Sport, Recreation, Cultural and Education Services Provision
RT2 Managing Travel Demand
RT4 Management of the Highway Network

Rossendale District Local Plan (1995)

DS1 Urban Boundary
DC1 Development Criteria
DC4 Materials
E1 Greenlands
E2 Recreational Areas
E4 Tree preservation

Other Material Planning Considerations

LCC Parking Standards
RBC Emerging Core Strategy
KKP Rossendale Leisure Review (2009)

5. CONSULTATION RESPONSES

LCC (Highway)

No objection in principle but, with respect to the originally submitted layout, expressed concerns regarding details of the parking layout, pedestrian access, and cycle and coach facilities.

The development is of a scale to require a Travel Plan, a condition should be attached to the permission.

LCC (Rights of Way)

The Public Footpath must not be obstructed either during the development or after the development.

LCC (Ecology)

The applicant should be required to submit further information to demonstrate that the proposals will not have adverse impacts upon bats. It anticipates that in order to compensate for loss of potential bat roosting habitat, bat boxes will need to be installed on suitable trees on the periphery of the site (as recommended in 5.3.3 of the Phase 1 report). Additionally, any external lighting associated with the proposed development should avoid areas that may be used by bats.

6. REPRESENTATIONS

To accord with the General Development Procedure Order a press notice was published on 29/10/10, four site notices were posted on 21/10/10 and relevant neighbours were notified by letter on 20/10/10.

Six objections have been received. The following matters have been raised:

- As the building plans do not show a realistic representation of what the building will look like it is difficult to comment.
- Due to the apparent design of the building it will likely have a metal roof and as it would be mono pitched it would look like a large factory building. A 'softer' roof more appropriate to its function would be better received.
- Concerns regarding positioning of the plant and machinery near to the houses of Mayfield Avenue which could cause issues relating to noise and odour.
- Parking would be unacceptably close to existing residential properties, including Turfcote Nursing Home and fronting Causeway Head and Mayfield Avenue. Problems would arise in respect of noise/smell, loss of privacy, light pollution and would promote anti-social behaviour. There is a lack of information regarding opening hours of the car park and a gated entrance to the car park.
- The desire for additional car parking could lead to the loss of existing trees/shrubs on the Causeway Head border.
- Although the existing entrance is retained people often use Mayfield Avenue to gain access to the site which causes problems for residents of Mayfield Avenue.

East Lancashire Service User Network

It campaigns on behalf of people with healthcare/learning disabilities. It has worked with both Hyndburn Leisure Trust and Pendle Leisure Trust to ensure its toilets and changing rooms are designed for use by people with complex needs eg with a toilet suitably equipped and of a size capable of accommodating also a carer, hoist system

to aid use of the pool, etc. It commented on these matters at the time of the pre-application Public Consultation and hopes the proposal for Haslingden Sports Centre will take on-board its comments regarding Changing Places.

7. ASSESSMENT

The main issues to be considered in the determination of this application are as follows:

- 1) Principle
- 2) Visual Amenity
- 3) Neighbour Amenity
- 4) Access/Parking
- 5) Ecology

Principle

The site lies within the Urban Boundary, where the Council seek to locate most new development.

Policy E1 stipulates that the Council will seek to protect and enhance the Greenlands by only permitting development in these areas that is appropriate to the functions of the Greenlands. The policy goes on to state that a limited amount of development will be allowed where the retention of the open character of the land will still predominate and where the development is ancillary to the use of the land: for example the extension to school buildings; the provision of new changing facilities on a sports field; and the creation of recreational routes or car parks. The proposed development is considered to be ancillary to the use of the sports centre and would not encroach on the open land to the rear of the site.

Policy E2 states that Proposals for development within recreation areas will not be considered favourably unless they make a positive contribution to the recreational opportunities provided and do not change the predominantly open character of the area. It is considered that the proposed facility will contribute positively to the leisure facilities of Rossendale. The extension would be attached to the side of the existing building, and the essentially open area to the rear would be unchanged in character.

Accordingly the scheme is considered acceptable in principle.

Visual Amenity

Appearance and Landscaping are matters that have been reserved, however, I am satisfied that the scale parameters identified would allow for a suitably designed scheme to come forward that would not be unduly detrimental to the character and appearance of the area.

Concerns have been raised by neighbours with respect of the extended car park facilities and the impact this would have on landscaping and boundary treatments. I concur with views of neighbours that it is important to ensure a landscaping scheme that is robust and enhances landscaping to existing boundaries where necessary, particularly to the south of the site. I am satisfied that the Layout provides adequate scope for Landscaping, full details of which will need to be submitted for approval before the development proceeds. There is also ample scope to replace the handful of trees that will be removed.

The scheme is considered acceptable in terms of visual amenity.

Neighbour Amenity

Separation distances between the extension and the neighbours along Mayfield Avenue would be in excess of 20 metres. It is considered that such a distance would be acceptable for a two storey extension to be formed without resulting in an undue loss of light or outlook, particularly so in this instance as the extension would be single storey in height at the point nearest to these neighbours. I am also satisfied that the extension could be suitably developed without unduly compromising the privacy of neighbours on Mayfield Avenue.

In relation to the extension of the car parking towards Turfcote Nursing Home and Causeway Head, I can appreciate the concerns of objectors. Although in some places existing landscaping/boundary treatment is satisfactory, to mitigate against an undue loss of amenity I consider that there will be need for enhancement, particularly so on the party-boundary with Turfcote Nursing Home.

The submitted noise survey concludes that resulting noise levels would be imperceptible at the nearest residences. However, the assessment does recommend that the proposed plant room and ancillary vents should have a maximum external noise level of 42dB. It is considered that this should be imposed via condition. Given the findings of the noise survey it is considered that the proposed hours of opening are not inappropriate.

Subject to the above the scheme is considered acceptable in terms of neighbour amenity.

Access/Parking

Matters relating to parking layout, pedestrian access, and cycle & coach facilities have been addressed by the agent and are currently being assessed by The Highway Authority considers the local highway network capable of taking the additional traffic the proposal will generate and the scale/layout of parking provision broadly acceptable. Its comments are awaited on Amended Drawing received to address matters of detail it had raised. Any comments will be reported to the meeting of Committee.

Ecology

As a result of comments received from LCC Ecology it is considered that a full bat survey should be provided at reserved matters stage and compensation/mitigation for loss of potential habitats should be provided. Conditions are recommended.

8. Summary Reason for Approval

The proposed development is considered appropriate in principle within the Urban Boundary of Haslingden and, subject to the conditions, will not have an undue detrimental impact on the Greenlands/Recreation Area, visual and neighbour amenity or highway safety. The proposal is considered to accord with PPS1/PPS9/PPG13/PPG17/PPG24, Policies RDF1/L1/EM1/RT2/RT4 of the Regional Spatial Strategy (2008), and Policies DS1/DC1/E1/E2/E4 of the Rossendale District Local Plan (1995).

9. RECOMMENDATION

That Outline Permission be granted, subject to the following conditions:

10. CONDITIONS

1. Approval of the details of appearance and landscaping (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority in writing before any development is commenced.

Reason: The application is in outline only and is not accompanied by details of these matters.

2. Application for reserved matters shall be made not later than the expiration of three years beginning with the date of this permission and the development must be begun not later than the expiration of two years from approval of the reserved matters, or in the case of approval on different dates, the final approval of the last such matter to be approved.

Reason: In order to comply with Section 92 of the Town and Country Planning Act 1990.

3. The first reserved matters application shall be accompanied by details of intended levels and drainage arrangements for the vehicle parking/ manoeuvring areas. The approved scheme for the provision of parking/ manoeuvring of vehicles shall be completed in full prior to first use of the extension hereby approved, unless otherwise first agreed in writing by the Local Planning Authority.

Reason: In the interests of Highway Safety in accordance with Policy DC1 of the Rossendale District Local Plan.

4. No development shall commence until a Travel Plan has been submitted to and approved in writing by the Local Planning Authority. The Travel Plan shall include:

- Appointment of a Travel Plan Co-ordinator
- Travel survey
- Details of cycling/pedestrian/public transport links to and through the site
- Provision of secure, covered cycle parking.
- SMART Targets for non-car modes of travel
- Action plan of measures to be introduced, and appropriate funding
- Details of arrangements for monitoring and review of the Travel Plan for a period of 5 years

The Travel Plan shall be completed and carried out in accordance with the details approved and shall not be varied unless otherwise first agreed in writing by the Local Planning Authority.

Reason: In the interests of Highway Safety and sustainability, in accordance with Policy DC1 of the Rossendale District Local Plan.

5. The proposed plant room and ancillary vents should have a maximum external noise level of 42dB.
Reason: To protect the amenities of neighbours in accordance with Policy DC1 of the Rossendale District Local Plan.

6. The uses hereby permitted shall only operate between 0700 – 2200 Monday to Friday, 0800 – 1800 on Saturdays and 0900 – 1730 on Sundays and Bank Holidays unless otherwise first agreed in writing by the Local Planning Authority.
Reason: In the interests of neighbour amenity in accordance with Policy DC1 of the Rossendale District Local Plan.

7. No development shall commence until a repeat bat survey has been undertaken between April – September. The repeat survey and any details to satisfy the requirements of the survey shall be submitted to the Local Planning Authority for its prior approval in writing. The approved scheme shall be implemented in accordance with the agreed timetable, unless otherwise first agreed in writing by the Local Planning Authority.
Reason: In the interests of biodiversity and ecology, in accordance with Policy DC1 of the Rossendale District Local Plan.

8. Prior to the commencement of construction on site, a Site Construction Plan shall be submitted to and approved in writing by the Local Planning Authority. The Site Construction Plan shall include: details/timetable of construction; vehicle wheel –cleaning facilities; construction traffic parking & construction compound location; the proposed temporary closure/diversion of any existing parking areas, paths or roadways. The approved Site Construction Plan shall be implemented and adhered to throughout the entire construction period of the development.
Reason: To maintain safe and satisfactory access arrangements to neighbouring premises and through routes in the area during the period of construction, to accord with Policy DC1 of the Rossendale District Local Plan.

9. Any construction works associated with the development hereby approved shall not take place except between the hours of 7:00 am and 7:00 pm Monday to Friday and 8:00 am and 1:00 pm on Saturdays. No construction shall take place on Sundays, Good Friday, Christmas Day or Bank Holidays.
Reason: To safeguard the amenities of neighbours, in accordance with Policy DC1 of the Rossendale District Local Plan.

Contact Officer	
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