

**9. FULL APPLICATION – PROPOSED FACILITIES FOR HAYFIELD FOOTBALL AND COMMUNITY SPORTS CLUB AT LAND OFF BANK VALE ROAD, HAYFIELD (NP/HPK/0320/0284 AM)**

**APPLICANT: CARL DEAN**

**Summary**

1. The site is existing sports pitches located on the edge of Hayfield.
2. This application proposes the erection of facilities for Hayfield Football club on the south west corner of the fields along with alterations to the existing access and extension of the car park.
3. The application demonstrates that the development will provide enhanced community sports facilities and conserve the valued characteristics of the National Park, the amenity of neighbouring properties and highway safety.
4. We recommend that the application is granted permission subject to conditions.

**Site and Surroundings**

5. The application site forms part of playing fields on the northern edge of Hayfield. The site is outside of the Hayfield conservation area.
6. There is an existing car park on the west side of the site with access from Bank Vale Road.
7. There are neighbouring residential properties to the west on the far side of the road and to the south.

**Proposal**

8. The erection of a building on the south west corner of the field for changing rooms, storage and training / social space for Hayfield football club. The building would be single storey constructed from natural gritstone under a blue slate roof with dark grey aluminium window and door frames. Solar photovoltaic panels would be installed on part of the rear roof and an air source heat pump would be installed.
9. The car park would be enlarged to the south to create a total of 21 parking spaces and 2 coach spaces. Two of the parking spaces would be provided with electric vehicle charging points.
10. The site around the building and car park would be landscaped with new shrub planting, and creating of wildflower meadow. The car park would be surfaced with bound gravel with low powered bollard down lighting. The existing drystone boundary walls would be repaired and rebuilt as necessary. The existing access would be widened to 5m and paving would be laid around the building to provide pedestrian access and a terrace to the rear.

**RECOMMENDATION**

**That the application be APPROVED subject to the following conditions or modifications.**

1. **Statutory three year time limit for implementation.**
2. **In accordance with specified amended plans.**
3. **Implementation of tree protection measures before any other development commences.**
4. **Provision of widened access prior to any other development commencing (other than implementation of tree protection measures).**

5. Agreement and implementation of construction compound, parking and storage before any other development commences.
6. Agreement of detailed landscaping plan (including replacement tree planting, car park surfacing and hardstanding). Implementation before first occupation of the development.
7. Development to be carried out in accordance with protected species report and outside of breeding bird season (March to September).
8. Detailed scheme of ecological enhancement measures to be agreed and implemented before first occupation of the development.
9. No external lighting other than in accordance with approved scheme.
10. Air source heat pump to be installed in accordance with details to be approved before the first occupancy of the development hereby approved.
11. Solar photovoltaic panels and battery storage system to be installed in accordance with details to be approved before the first occupancy of the development hereby approved.
12. Electric vehicle charging points and secure cycle storage to be installed in accordance with details to be approved before the first occupancy of the development hereby approved.
13. Design details including narrower front porch element, natural gritstone sample panel and blue slate roof. Obscure glazing to windows.
14. Restrict use to assembly and leisure only notwithstanding the Use Class Order.
15. Underground services

#### **Key Issue**

- The impact of the proposals upon the valued characteristics of the National Park and the amenity of neighbouring properties.

#### **Relevant Planning History**

11. Pre-application advice has been sought prior to the submission of the application. We advised that in principle the erection of a club house for the football club would be acceptable subject to an appropriate design, landscaping, limited parking and incorporation of sustainable building measures.

#### **Consultations**

12. Parish Council: Make the following comments:
13. The Parish Council fully support the building of Clubhouse facilities for the Hayfield Community Sports and Football Club on the land off Bank Vale Road, Hayfield.
14. The Parish Council objects to the position of the building as shown on the application considering it too close to dwelling houses
15. However, if this was the only position that the planning department consider acceptable and that permission would be declined if the club house were to be positioned anywhere else on the site then the Parish Council would withdraw their objection.
16. Borough Council: No response to date.

17. Highway Authority: Makes the following comment:
18. On the basis that the site already generates a certain level of traffic associated with the football pitches, which is not set to increase as a direct result of the above proposal, there are no highway objections to the above proposal in principle.
19. The Highway Authority recommends that the access is widened to 5m and the two nethermost spaces are moved to avoid lengthy reversing manoeuvres. There are no objections subject to conditions to require: agreement of construction compound, the access to be modified, limit gradient of access, require parking to be provided and prohibit gates or barriers within 5m of the highway boundary.
20. Natural England: No objection.
21. Sport England: Raise no objection and make the following comment:
  22. Given that the proposal would not have a negative effect on usable playing field and would represent a tangible enhancement relative to the existing facilities, Sport England considers that the development would accord with Policy Exception 2 and therefore does not wish to raise an objection to this application.
23. PDNPA Landscape: There are no objections from a landscape point of view. Would like to see the landscape scheme enhance the relationship of the application with Bank Vale Road and the neighbouring housing.
24. PDNPA Ecology: Raise no objection provided that all trees are to be retained on site as proposed. Recommend that the proposal consider wider biodiversity gain such as opportunities for wildflower enhancement.
25. PDNPA Tree Officer: No response to date.

### **Representations**

26. We have received 61 letters of support and 5 letters of objection to date.
27. The reasons for objection are summarised below:
  - The development may attract anti-social behaviour which could harm the residential amenity of nearby properties.
  - Consideration should be given to moving the building away from neighbouring residential properties.
  - The building provides a hall, social area and kitchen. If social events are undertaken in the evening noise and traffic could harm the residential amenity of the area which is exceptionally quiet.
  - Consideration should be given to reducing the size of the building to only provide changing facilities.
  - Insufficient off-street parking is provided especially if both pitches were in use at the same time. Swallow House Lane is already partly congested with residents parking and Bank Vale Road is single track. Off-street parking would lead to severe congestion harming the amenity of neighbouring properties and preventing access for emergency vehicles.
  - Two coach parking spaces are provided but Swallow House Lane and Bank Vale Road are unsuitable for coach access.

28. The reasons for support are summarised below:

- The proposed development would be a great asset to the football club and the community as a whole.
- The building could be used by the community for example by local businesses or for parent and toddler meetings during the day.
- The proposed design is appropriate for the village and the Peak District National Park. The building looks modern while reflecting the local character.
- The proposed site is well related to the village rather than the unspoiled rural land surrounding it. The site is also away from the conservation area and listed buildings.
- The development would not lead to loss of light, privacy or overlooking to the nearest residential property as the building is single storey and there are no windows on the southern elevation.
- Existing parking facilities will be retained and upgraded and are sufficient for two teams plus staff. The majority of users will live in Hayfield and will be able to walk or cycle to the site.
- Impact on highway safety will be mitigated by upgrading the junction with Bank Vale Road.
- The proposed landscaping will be an enhancing on the existing rough grass.
- Appropriate drainage has been provided.
- The development will improve amenity for families and individuals, encourage exercise and fitness and provide employment during construction and use.
- The development is in accordance with policies HC4 and RT1 which support community facilities on the edge of settlements.
- The development will replace the two existing ugly shipping containers currently used for storage.

#### Main Policies

Relevant Core Strategy policies: GSP1, GSP2, GSP3, DS1, CC1, HC4, L1, L2 and L3

Relevant Development Management Plan policies: DMC3, DMC11, DMC12, DMC13, DMC14, DMS7, DMT3 and DMT8

#### National Planning Policy Framework

29. National Park designation is the highest level of landscape designation in the UK. The Environment Act 1995 sets out two statutory purposes for national parks in England and Wales: Which are; to conserve and enhance the natural beauty, wildlife and cultural heritage and promote opportunities for the understanding and enjoyment of the special qualities of national parks by the public. When national parks carry out these purposes they also have the duty to; seek to foster the economic and social well-being of local communities within the National Parks.

30. The latest version of the National Planning Policy Framework (NPPF) was published on 19 February 2019. The NPPF is a material consideration and carries particular weight where a development plan is absent, silent or relevant policies are out of date. In the National Park the development plan comprises the Authority's Core Strategy 2011 and policies of the Development Management Policies document 2019. Policies in the Development Plan

provide a clear starting point consistent with the National Park's statutory purposes for the determination of this application.

31. In this case there is no conflict between our development plan policies and the NPPF. Our development plan policies should therefore be afforded full weight in the determination of this application.
32. Paragraph 172 of the NPPF states that great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, which have the highest status of protection in relation to these issues. The conservation and enhancement of wildlife and cultural heritage should also be given great weight in National Parks.
33. Paragraph 83 says that planning decisions should enable sustainable leisure developments and community facilities, such as sports venues which respect the character of the countryside. Paragraph 84 says that decisions should recognise that sites to meet community needs may have to be found adjacent to existing settlements. The use of sites that are physically well-related to existing settlements should be encouraged.
34. Paragraphs 91 and 92 say that decisions should aim to achieve healthy, inclusive and safe places that promote social interaction, are safe and accessible and enable and support healthy lifestyles for example through the provision of sports facilities.
35. Paragraph 97 says that existing open space and sports land, including playing fields should not be built on unless the development is for (amongst other things) alternative sports and recreation provision, the benefits of which clearly outweigh the loss of the current or former use.

#### Core strategy policies

36. GSP1 sets out the broad strategy for achieving our objectives having regard to the Sandford Principle. GSP1 also sets out the need for sustainable development and to avoid major development unless it is essential.
37. GSP3 sets out development management principles and states that all development must respect, conserve and enhance all valued characteristics of the site and buildings, paying particular attention to, amongst other elements, impact on the character and setting of buildings, scale of the development appropriate to the character and appearance of the National Park, design in accordance with the National Park Authority Design Guide and impact on living conditions of communities.
38. Our conservation policies reflect the approach taken in the NPPF. Policy L3 says that development must conserve and where appropriate enhance cultural heritage assets and their setting and that other than in exceptional circumstances, development will not be permitted where it is likely to cause harm. Policies L1 and L2 require development to conserve or enhance landscape character and biodiversity.
39. HC4. A says that the provision of community facilities within or on the edge of settlements listed in core policy DS1 will be encouraged. Proposals must demonstrate evidence of community need with preference given to the change of use of an existing traditional building. Shared or mixed use with other uses and community facilities will be encouraged.
40. CC1 says that development must be designed in accordance with the energy hierarchy and be designed to maximise reductions in energy and water consumption to mitigate the impacts of climate change.
41. T7 states that 'non-residential parking will be restricted in order to discourage car use, and will be managed to ensure that the location and nature of car and coach parking does not exceed environmental capacity. New non-operational parking will normally be matched by a reduction of related parking spaces elsewhere and wherever possible will be made available for public use.'

### Development management policies

42. DMC3 says that where development is acceptable in principle, it will be permitted if its detailed treatment is of a high standard that respects, protects and where possible enhances the natural beauty, quality and visual amenity of the landscape, including the wildlife and cultural heritage assets. Particular attention will be paid to siting, scale, form, mass, landscape setting and the valued character and appearance of the area.
43. Policies DMC11 and DMC12 require applications to include sufficient information to enable an assessment of impact upon designated sites and protected species. Development must conserve and enhance protected sites and species unless there are exceptional circumstances. DMC13 requires sufficient information to enable an assessment on trees to be made.
44. DMC14 says that development that presents a risk of pollution or disturbance including soil, air, light, water or noise pollution, or odour that could adversely affect any of the following interests will not be permitted unless adequate control measures are put in place to bring the pollution within acceptable limits
45. DMS7. A says that development that would prejudice the continued use of community sports facilities will not be permitted unless (amongst other things) the development is for alternative sports and recreation provision, the need for which clearly outweighs the loss.
46. DMT3 and DMT8 require safe access and adequate off-street parking provision.

### **Assessment**

#### Principle

47. The development would provide facilities for the existing football pitches on the edge of Hayfield. The application demonstrates clear need for the proposed facilities which would also be made available for use by the local community. The proposals therefore are in principle in accordance with our development strategy and policy HC4. A.
48. The site is located in the south west corner of the existing playing fields but would not affect either of the existing pitches. The development therefore would enhance the continued use of the sports facilities in accordance with policy DMS7 and encourage healthy communities in accordance with the NPPF. We note that Sports England raise no objections to the proposals for this reason.
49. The proposed development is therefore in accordance with our policies in principle which say that we should encourage shared community facilities in or on the edge of settlements such as Hayfield.
50. The main issues therefore are whether the design and siting of the building would conserve the valued characteristics of the National Park and the amenity of nearby neighbouring properties.

#### Design and impact of development

51. The building would be sited in the south west corner of the field and therefore well related to existing built development on the edge of the village. The comments from the Parish Council and representations are noted, however, alternative sites would be away from the edge of the village and would result in a greater impact. We therefore consider that the proposed site is appropriate and will minimise landscape impact.

52. The development would involve a modest increase to the existing parking area. Policy T7 does state that 'non-residential parking will be restricted in order to discourage car use, and will be managed to ensure that the location and nature of car and coach parking does not exceed environmental capacity. New non-operational parking will normally be matched by a reduction of related parking spaces elsewhere and wherever possible will be made available for public use.'

In this case it is not considered practicable to remove or restrict on street parking outside of the site as this would have an unacceptable impact on residential amenity. The use of the car park will be related in scale and volume by the activity taking place on the site. The impact of the increase in parking area would be limited because the car park would not extend significantly into the open fields, it would not exceed environmental capacity. The proposed landscaping and surfacing materials would also represent an enhancement over the existing car park. The removal of the existing storage containers from the land would also enhance the visual appearance of the site. The benefits of extending the parking provision as proposed would be acceptable and these material considerations as set out overcome the policy aim not to increase non-operational parking in this case.

53. The proposed building would be single storey and built from natural gritstone and blue slate. We have sought amended plans to the roof structure and to reduce the overall length of the building. The amended plans show a shorter building with better roof proportions and narrow gables. The front gable element should be narrowed so that it is brought in proportion with the doors. The design of the building as amended generally has an appropriate form, materials and fenestration in accordance with our design guidance.
54. The proposed solar panels and air source heat pump would be to the rear of the building which would minimise their impact on the street scene and the wider landscape.
55. The site is well away from any designated sites and on rough grassland. The development will not have an adverse impact upon designated sites. A tree survey has been carried out and all existing trees will be retained on site and protected during construction other than a semi-mature self-set Goat Willow and a young self-set Common Ash adjacent to the access.
56. A protected species survey has been carried out and concludes that the development will not have any adverse impact on designated sites, on site habitats, bats, birds or reptiles. The trees to be removed are considered to have negligible habitat value. The report recommends that works should be undertaken outside of the bird breeding season and that a precautionary approach should be taken to reptiles. Enhancement measures are recommended, including the installation of a minimum of two bat boxes, two bird boxes and the creation of hibernacula for common reptiles. Wildflower meadow planting and native planting more generally is proposed which is welcomed.
57. The building would be single storey and a sufficient distance from the nearest neighbouring property. We therefore consider that the development would not result in any significant loss of light or be overbearing. The loss of a view is not a material planning consideration. Provided that the two bathroom windows on the south elevation are obscurely glazed we do not consider that the development would lead to any loss of privacy.
58. Concern has been raised about the impact of increase activity including vehicle movements and noise from the building, particularly if the development was to be used by other community groups. The site is an established sports field and the development would primarily provide facilities for these existing facilities. The development may give rise to additional vehicle movements, especially if the development is utilised by other groups during the week. However, a significant number of visitors would be likely to walk or cycle to the site and we do not consider that additional vehicle movements would be harmful to the amenity of neighbouring properties.

59. Use of the proposed development could give rise to noise particularly if used by other community groups and in the evenings. However, the proposed facilities are modest in size and are an appropriate use in a residential area. We consider the development to be a sufficient distance away from neighbouring properties such that noise and other disturbance arising from its use would not harm the residential amenity of neighbouring properties.
60. If permission is granted we would recommend a planning condition to restrict the use of the building for assembly and leisure facilities only. This is required because the proposed development would fall under Use Class E and other uses under use class E include shops, financial and professional services, premises for the sale of food and drink (but not hot food takeaway or pubs/bars), business and light industry and non-residential institutions such as health services.
61. The development is only acceptable in principle because it would provide enhanced sports facilities and therefore unrestricted change of use to a range of other uses would not be in accordance with our development plan and may give rise to additional impact to neighbouring properties.
62. Therefore subject to conditions to secure design details, landscaping, ecological enhancement, tree protection measures and the removal of the existing containers the development would conserve the valued characteristics of the National Park and the amenity of neighbouring properties in accordance with policies GSP3, L1, L2 and DMC3.

#### Climate change and sustainable building

63. The design integrates solar photovoltaic panels and battery storage to the rear of the building which will significantly reduce the electricity requirements from the grid. Furthermore an air source heat pump is proposed to the rear of the building which will reduce energy consumption from heating the building.
64. Low water consumption devices and appliances will be utilised along with low power consumption L.E.D lighting. Water butts would be fitted to downpipes. The building would also be designed to maximise insulation. Two electric vehicle charge points and secure cycle storage would be provided on site.
65. The proposed development fully integrates energy and water conservation methods and has been designed in accordance with the energy hierarchy in accordance with policy CC1. If permission is granted we would recommend conditions to ensure that the proposed solar panels, air source heat pump, water butts, EV charging points and cycle storage is implemented.

#### Other issues

66. The application proposes to extend the existing car park but the proposed spaces would be in accordance with our minimum and maximum parking standards and policy DMT8. We note the concerns raised in regard to the potential impact of additional off-street parking but agree with the Highway Authority that the proposed off-street parking is an acceptable level bearing in mind that a significant number of visitors would be likely to arrive on foot or by bicycle.
67. The proposed widening of the access would not be harmful provided that the walls are rebuilt as shown on the submitted plans. The widened access would be an improvement from a highway safety perspective and if granted conditions should be imposed to ensure that the access is modified and parking provided in accordance with the proposed plans. Bins would be stored within the building which is welcomed.

## **Conclusion**

68. Subject to conditions, the proposed development would provide community sports facilities and conserve the valued characteristics of the National Park in accordance with policies GSP3, DS1, HC4, GSP3 and DMS7.
69. The development would incorporate appropriate climate change mitigation measures and not harm the amenity of neighbouring properties or highway safety.
70. Therefore having taken into account all matters raised we consider that subject to conditions the development is in accordance with the development plan. There are no other material considerations that indicate that permission should be refused. The application is therefore recommended for approval subject to conditions.

## **Human Rights**

71. Any human rights issues have been considered and addressed in the preparation of this report.

## **List of Background Papers** (not previously published)

None

**Report Author:** Adam Maxwell, Senior Planner