

Planning Committee 8 November 2016
Report of the Chief Planning and Development Officer



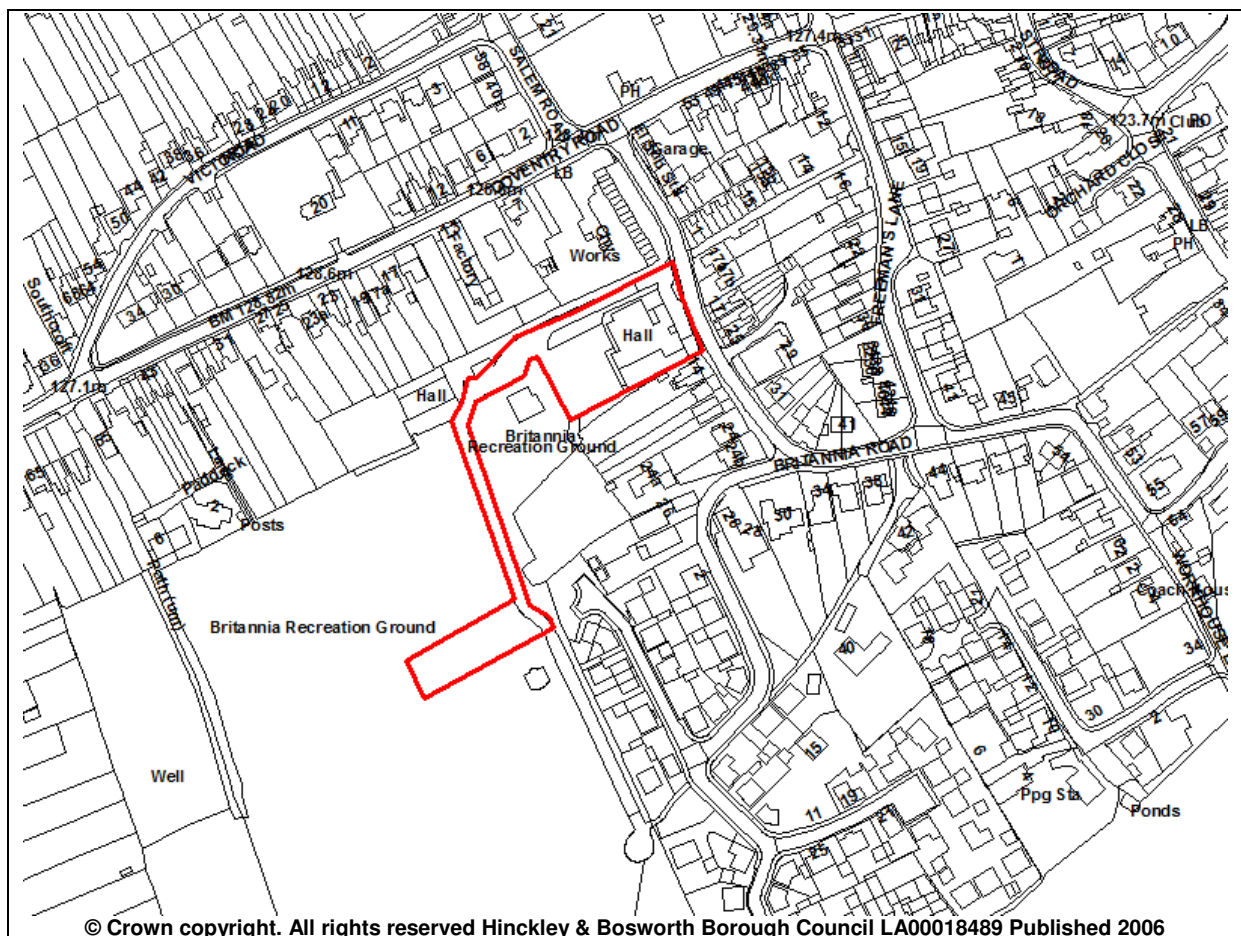
Hinckley & Bosworth
Borough Council

A Borough to be proud of

Planning Ref: 16/00681/FUL
Applicant: Ms Julie Perrin
Ward: Burbage Sketchley & Stretton

Site: Britannia Recreation Ground Britannia Road
Burbage

Proposal: Alterations and extensions to existing Parish Hall and erection of a new Pavilion



1. Recommendations

1.1. Grant planning permission subject to

- Planning conditions outlined at the end of this report.

2. Planning Application Description

- 2.1. The application seeks permission for a modest extension to the north front wing of the Millennium Hall which internally would provide additional space within existing meeting hall 1 and a covered area for pushchair/buggy storage.
- 2.2. The application also seeks permission for a new pavilion building located between the two playing fields to the south of the recreation ground adjacent to the existing hedge which runs east to west separating the two playing fields. The application is

similar to a permission granted under 2012/00512/FUL on 26 September 2012 for a larger scale pavilion building which has become time expired.

3. Description of the Site and Surrounding Area

- 3.1. Burbage Millennium Hall was constructed in 2000 to provide a community facility and offices for the Parish Council. The site is located on the west side of Britannia Road. Britannia Road is mainly a residential road with a few commercial properties clustered around the junction with Windsor Street. There is a car park area to the west of the Millennium Hall with a scout hut beyond adjacent to the northern boundary of the site. The remainder of the site consists of sports pitches with open countryside beyond.
- 3.2. The existing access to the site is to the north of the Millennium Hall. The access runs along the northern boundary of the site, past the car parking area, to give access to the scout hut. It then extends to the south of the site to provide access to the sports pitches.
- 3.3. The northern site boundary forms the rear boundary for properties on Coventry Road which are mostly residential but with some commercial use.

4. Relevant Planning History

12/00512/FUL	Extensions and alterations to Millennium Hall including the erection of a new pavilion	Approved	26.09.2012
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5. Publicity

- 5.1. The application has been publicised by sending out letters to local residents. A site notice was also posted within the vicinity of the site.
- 5.2. There has been one letter of objection which relates to parking and there not being sufficient parking within the site when there are events taking place at both the hall itself and the playing fields.

6. Consultation

- 6.1. The following consultations have been received:
Sport England: raises an objection to the erection of the new pavilion building. Revised plans have been submitted and informal discussions have taken place. Formal comments are still awaited but had not been received at the time of the report writing. These will be reported as a late item.
- 6.2. No objections subject to conditions have been received from:
Leicestershire County Council (Archaeology)
Leicestershire County Council (Highways)
- 6.3. No objections have been received from:
Environmental Health (Pollution)
Environmental Health (Drainage)
Hinckley & Bosworth (Waste Services)

7. Policy

7.1. Core Strategy (2009)

- Spatial Objective 7: Healthier Active Communities

7.2. Site Allocations and Development Management Policies DPD (2016)

- DM1: Presumption in Favour of Sustainable Development
- DM4: Safeguarding the Countryside and Settlement Separation
- DM8: Safeguarding Open Space, Sport and Recreational Facilities
- DM10: Design & Development
- DM13: Preserving the Boroughs Archaeology
- DM17: Highways & Transportation
- DM18: Vehicle Parking Standards

7.3. National Planning Policies and Guidance

- National Planning Policy Framework (NPPF) (2012)
- Planning Practice Guidance (PPG)

7.4. Other relevant guidance

- Burbage Village Design Statement

8. Appraisal

8.1. Key Issues

- Assessment against strategic planning policies
- Impact upon the character of the area
- Impact upon neighbouring residential amenity
- Impact upon the highway
- Drainage

Assessment against strategic planning policies

8.2. The development is outside the settlement boundary of Burbage and is therefore considered countryside. Policy DM4 of the Site Allocations and Development Management Policies Development Plan Document (SADMP) considers development for sport and recreation within the countryside to be sustainable providing it accords with criteria i-iv which seeks to ensure that it does not have an adverse impact on the appearance or character of the landscape, does not undermine the physical and perceived separation and open character between settlements or create or exacerbate ribbon development. In this case, as the overall site is an established sport and recreational facility the construction of the sports pavilion building is sustainable and accords with Policy DM4. There is no conflict with the criteria of DM4.

8.3. The single storey extension is to an existing community and sports facility, located on the edge of the built up area and is considered to be acceptable in principle. The erection of the pavilion is for the existing sport and recreation facility and is also considered acceptable in principle, subject to there being no conflict with criteria i-iv of Policy DM4.

8.4. The proposal is therefore considered sustainable under Policy DM1 and DM4.

Impact upon the character of the area

- 8.5. Policy DM10 seeks to ensure new development complements or enhances the character of the surrounding area with regard to scale, layout, density, mass, design, materials and architectural features.

Millennium Hall Extension

- 8.6. The proposed extension has been designed to continue the shape and height of the existing roof to extend the meeting room on the north side of the Britannia Road frontage. The extension projects along the northern side of the single storey building maintaining the existing roof profile. The building appears to have undergone a number of piece-meal extensions in recent years and now comprises the single storey building to the frontage with a pitched roof over and hips to the side. This section of the building incorporates the entrance door and canopy to provide access to the meeting room and offices. To the rear of this is a larger section of the building which houses the hall and changing rooms with plant and equipment to the rear. The rear section of the building is higher than the front section and has a different roof style and pitch. The changing rooms to the rear overhang the main front section of the building by approximately 7 metres to the north, resulting in an awkward looking roof arrangement. The extension to the meeting room will bring the front section of the building in-line with the northern elevation wall of the existing changing rooms. This will obscure the existing overhang and will create a more uniform frontage to Britannia Road.
- 8.7. The internal layout is also subject to change with the changing rooms being relocated to the proposed pavilion building to allow an internal rearrangement to provide additional meeting room facilities.
- 8.8. The extension to the hall is modest in appearance and in scale and proportion with the existing building. It is considered to improve the overall appearance of the building within its setting and is considered to meet the requirements of DM10.

Pavilion building

- 8.9. The pavilion building is proposed to be sited on the area between the two playing fields to the south of the existing hedge. Whilst this area is relatively flat, slight regrading will be required so that the pavilion will have a finished floor level of 95.5 metres Ordnance Datum (OD), (the hedge being at 96 metres OD and the football pitch being at 94 metres OD). As the pavilion will be set beyond the hedge it will be screened from view from the residential properties to the north of the rugby pitch.
- 8.10. The pavilion will be sited within and visible from the open countryside. However, the height of the building has been kept to a minimum and is of an appropriate design with materials to match the Millennium Hall. Due to the siting, the pavilion will not be in an isolated position within the open fields but will be set alongside the existing hedgerow with the back drop of built form with residential properties to the north and residential properties and existing hard surfacing to the east.
- 8.11. The proposals are not considered to have a detrimental impact on the visual amenities of the locality or the open countryside and the proposal accords with policy DM4 and DM10.

- 8.12. Sport England originally objected to the scheme as although the location of the new pavilion building met their policy, the changing room specification needed to be altered to be in line with recommendations from the Football Foundation and the Rugby Football Union in terms of size and layout. The recommendations require each changing room to be a minimum of 16sqm with screened toilets and showers. An externally accessed toilet for spectators and a first aid room should also be made available. Revised drawings have been received with Sport England making the following revised comments:

Sport England fully appreciates the position of the parish council (particularly the financial aspects and the desire to improve the offer and facilities at the Millennium Hall) and notes their statement that the site is a recreation ground, not a sports field, but the site does meet the statutory definition of a playing field and as such sport England has a statutory role to seek to protect such facilities.

In this regard;

The Football Association has advised that they would rather that the sport stays at the site and has access to 'some facilities' which whilst not being ideal, would in theory be better than the loss of facilities entirely. The later would result in the club relocating and potentially the facility lost to sport. However, it is understood that both the Rugby Club and football club run adult teams who play on a Saturday afternoon. There would be therefore practical difficulties in both sports using the changing facilities at the same time.

The Rugby Football Union (RFU) are concerned that the reduction in changing facilities would impact on the ability of the rugby club to operate successfully at the site, particularly as the club has begun to grow and develop. Without appropriate changing facilities it's likely that the club would need to look for alternative facilities. Facilities specifically for Rugby are not easy to find and as such could impact on the future of the club.

Sport England is aware that there has been discussion with the various local sport clubs, the county FA, the Parish Council and Hinckley and Bosworth Council with a view to working together for the benefit of sport as a whole in Burbage. We would support this course of action and would support local initiatives which support the growth and development of sport and active recreation in the area. We are also aware that the proposed two changing room facility, could indeed be the first of two phases, the second phase providing two further changing rooms when funding allows. However, there is no guarantee that funding would be available for the second phase and even if funding was available in the future it could be some considerable time before the level of funding required was sourced. Sport England would clearly like to delay any decision on the project until the initiative to secure partnership working for the development of sport in Burbage is given time to become established and a plan for the future is agreed with all parties.

It is our view that the removal of the existing 4 changing rooms and the replacement by a two changing room facility is likely to prejudice the use or lead to the loss of use of the land being used as a playing field and as such Sport England has no option but to maintain our **objection** to the development proposed. The proposal would be contrary to our playing field policy and para 74 of National Planning Policy.

The recommendation to your planning committee for approval does not in this case trigger the call in procedure (Town and Country Planning (consultation) (England) Direction 2009) as it is understood that the site is not 'land of a local authority' or

'used by an educational institution' as a playing field. The local planning authority is therefore able to consider the determination of the proposal locally. We have no doubt that, in the determination of the application, your authority, will have regard to all material considerations and appropriate weight given to those considerations, you will appreciate that we have a singular aim of protecting playing fields.

If your authority considers that an approval is the most appropriate course of action having weighed all of the evidence available, we would request that the following condition is imposed:-

Condition: That the changing rooms hereby approved are constructed in accordance with the details submitted and available for use prior to any works taking place which results in the loss of the existing changing rooms in the Millennium Hall.

Reason: In order to maintain the continuity and availability of changing provision at the site.

However, in planning terms, the internal space within the proposed building conforms with the guidelines of the RFU and although there are only 2 changing rooms the proposed building provides superior accommodation in an appropriate location and despite the objection by Sport England is considered acceptable under Policies DM4 and DM10. There is no loss to the playing fields as the building is to be situated between the two pitches and is accordance with Policy DM8.

Impact upon neighbouring residential amenity

- 8.13. DM10 seeks to ensure that developments will have no significant adverse effect on the privacy and amenity of nearby residents and occupiers of adjacent buildings.

Millennium Hall extension

- 8.14. The single storey extension will enable an additional hall to be provided within the Millennium Hall. The relocation of the changing facilities will enable more activities to take place within the Millennium Hall and the inclusion of the second hall could result in a more intensive use of the building with increased social activities. There are conditions on the original planning permission that prevent the use of amplified sound and use of the premises outside of the hours of 8.30am and 11.00pm on any day unless otherwise agreed in writing by the local planning authority. It is considered that this condition is still relevant. Subject to this condition it is not considered that the extension to the hall will adversely affect the residential amenities of nearby residents.

Pavilion building

- 8.15. The pavilion will be set within existing playing fields with residential properties to the north and east. The nearest properties are on Coventry Road directly to the north of the pavilion whose rear boundaries adjoin the rugby pitch. The properties themselves are approximately 140 metres from the pavilion. It is not considered that activity relating to the use of the pavilion will cause any harm to neighbouring residential amenity.

Impact upon Highway Safety

- 8.16. LCC (Highways) refer to standing advice with reference to parking provision. The existing car park has space for 45 vehicles including 4 disabled spaces, 2 motor

cycle spaces and cycle storage. An additional 6 spaces are proposed within the car park area adjacent to the play area.

- 8.17. It is considered that the additional car parking spaces are sufficient for the amount of development proposed and may alleviate existing problems concerning parking on Britannia Road that have been raised by a local resident.
- 8.18. It is not considered that the development would increase the level of traffic movements to the site to the extent that this would warrant a refusal of the application on these grounds.

Landscaping

- 8.19. A schedule of landscaping has been submitted which proposes to supplement the hedgerow and planting to the south of the rugby pitch and to provide new landscaping to the east of the new pavilion. The landscaping proposals are considered to be acceptable subject to a condition.

Archaeology

- 8.20. Policy DM13 of the SADMP states where proposals have the potential to impact on a site of archaeological interest developers should set out in their application an appropriate desk based assessment and , where applicable, the results of a field evaluation detailing the significance of any affected asset.
- 8.21. The proposed site for the new pavilion building is located within a larger area that has previously been subject to survey work where a number of Roman coins, brooches and pottery have been found. Previous archaeological investigations to the east of the site have revealed a network of enclosures and field ditches dating to the Roman period, and finds and features dating to prehistoric period have been recorded to the south. There is likelihood that any below ground archaeological remains are likely to be relatively well preserved and close to the ground surface. Works associated with the new building including foundations, services and landscaping are likely to impact upon those remains.
- 8.22. To ensure that any archaeological remains present are dealt with appropriately, Leicestershire County Council (Archaeology) have stipulated that the applicant should provide for an appropriate level of archaeological investigation and recording, which should be conducted at an initial stage of the proposed development. A condition is imposed to ensure that an appropriate programme of works is submitted and approved prior to commencement of works.

9. Equality Implications

- 9.1. **Where No Known Implications** Section 149 of the Equalities Act 2010 created the public sector equality duty. Section 149 states:-

(1) A public authority must, in the exercise of its functions, have due regard to the need to:

(a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

(b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

(c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

9.2. Officers have taken this into account and given due regard to this statutory duty in the consideration of this application. The Committee must also ensure the same when determining this planning application.

9.3. There are no known equality implications arising directly from this development.

10. Conclusion

10.1. The proposals are for improved sport and recreation and community facilities and these are considered an acceptable addition to this existing facility in this location within the countryside. The siting and design of the pavilion and the extension to the Millennium Hall are not considered to have a detrimental impact on the open countryside, on residential amenity or highway safety and therefore the proposals are considered acceptable subject to conditions. There has been recorded presence of archaeological finds in the vicinity and an appropriately worded condition is considered necessary to ensure any potential disturbance and subsequent findings are recorded.

11. Recommendation

11.1. **Grant planning permission** subject to

- Planning conditions outlined below

Conditions and Reasons

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with the requirements of Section 19 of the Town and Country Planning Act 1990, as amended by the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall not be carried out otherwise than in complete accordance with the submitted application details, as follows: KP/BPC/5B - Site Plan at 1:1500, KP/BPC/8B - Proposed Pavilion including Site Plan, elevations, floor plan and Section at 1:200,1:100 and 1:50, KP/BPC/7B -Millennium Hall-proposed elevations and sections –scale 1:100 and KP/BPC/4B – Proposed alterations to Millennium Hall (floor plan) received by the local planning authority on 13 September 2016 and landscaping schedule received by the local planning authority on 1 August 2016.

Reason: To ensure a satisfactory appearance and impact of the development to accord with Policies DM1 and DM10 of the adopted Site Allocations and Development Management Policies DPD.

3. Before any development commences, representative samples of the types and colours of materials to be used on the external elevations of the proposed pavilion shall be deposited with and approved in writing by the Local Planning Authority, and the scheme shall be implemented in accordance with those approved materials.

Reason: To ensure that the development has a satisfactory external appearance in the interests of the visual amenities of the locality in accordance with Policy DM10 of the adopted Site Allocations and Development Management Policies DPD.

4. The materials to be used on the external elevations of the proposed extension and alteration to Millennium Hall shall match the corresponding materials of the existing building unless previously agreed in writing with the Local Planning Authority.

Reason: To ensure that the development has a satisfactory external appearance in the interests of the visual amenities of the locality in accordance with Policy DM10 of the adopted Site Allocations and Development Management Policies DPD.

5. No development shall commence until a programme of archaeological work (Strip, Plan and Record evacuation) including a Written Scheme of Investigation has been submitted to and approved by the Local Planning Authority in writing.

- i) The scheme shall include an assessment of significance and research questions; and:

- The programme and methodology of site investigation and recording;
- The programme for post investigation assessment;
- Provision to be made for analysis of the site investigation and recording;
- Provision to be made for the publication and dissemination of the analysis and records of the site investigation;
- Provision to be made for archive deposition of the analysis and records of the site investigation;
- Nomination of a competent person or persons/organisation to undertake the works set out in the Written Scheme of Investigation

- ii) No development shall take place other than in accordance with the Written Scheme of Investigation as above;

- iii) The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out above and provision made for analysis, publication and dissemination of results and archive deposition has been secured.

Reason: To ensure satisfactory archaeological investigation and recording in accordance with Policy DM13 of the adopted Site Allocations and Development Management Policies DPD.

6. The approved hard and soft landscaping scheme shall be carried out in accordance with the approved details. The soft landscaping scheme shall be maintained for a period of five years from the date of planting. During this period any trees or shrubs which die or are damaged, removed, or seriously diseased shall be replaced by trees or shrubs of a similar size and species to those originally planted at which time shall be specified in writing by the Local Planning Authority.

Reason: To ensure that the work is carried out within a reasonable period and thereafter maintained to accord with policy DM10 of the adopted Site Allocations and Development Management Policies DPD.

7. The refurbished and extended Millennium Hall hereby approved shall not be used other than between the hours of 8.30 a.m. and 11.00 p.m. on any day, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the use remains compatible with the surrounding area and in the interests of the amenities of local neighbours in accordance with DM10 of the adopted Site Allocations and Development Management Policies DPD.

8. The use of amplified sound within? the refurbished and extended building hereby approved shall not occur unless previously agreed in writing by the Local Planning Authority.

Reason: To ensure the use remains compatible with the surrounding area and in the interests of the amenities of local neighbours in accordance with DM10 of the adopted Site Allocations and Development Management Policies DPD.

11.2. **Notes to Applicant**

1. The approved development may require Building Regulations Approval, for further information please contact the Building Control team via e-mail at buildingcontrol@hinckley-bosworth.gov.uk or call 01455 238141.