

Agenda Item A10	Committee Date 4 June 2018	Application Number 18/00484/FUL
Application Site Salt Ayre Sports Centre Doris Henderson Way Heaton With Oxcliffe Lancaster		Proposal Erection of a single storey extension and bin store and creation of a seated area and children's playground/outdoor activity area to the front
Name of Applicant Mr Simon Kirby		Name of Agent
Decision Target Date 8 June 2018		Reason For Delay N/A
Case Officer		Mr Andrew Clement
Departure		No
Summary of Recommendation		Approval

Procedural Matters

This form of development would normally be dealt with under the Scheme of Delegation. However, Lancaster City Council is the applicant, and as such the application must be determined by the Planning Committee.

1.0 The Site and its Surroundings

1.1 The application site relates to Salt Ayre Sports Centre, owned by Lancaster City Council. The development site is approximately 70 metres south of the nearest dwellinghouse in the residential area of Scale Hall Farm and is located south of Morecambe Road. Vehicle access to the site is off Ovangle Road and is shared with the Waste Recycling Centre and ASDA delivery access. The sports centre is to the east of Salt Ayre landfill site, immediately south of the Lancaster to Morecambe Greenway green corridor (the Lancaster-Morecambe cycle and pedestrian route), and directly north of the River Lune. Salt Ayre is a purpose built sports, fitness and recreation facility, and as such it is a designated Outdoor Sports Facility, with existing provision for three grass sports pitches, a jump tower recently developed through permission 17/01094/VCN, a floodlit athletics track, a 0.8 mile cycle track circuit, 295 space car park and approximately 5,738sqm of internal leisure space.

2.0 The Proposal

2.1 This application proposes a single storey front extension to the north of the main entrance to the building, projecting 4 metres from the west elevation at a length of 14.6 metres, under a shallow lean-to roof with a maximum height of 2.75 metres and 2.5 metres tall eaves. This additional internal space will facilitate an extension to the existing kitchen for the café area, with a parlour servery to the kitchen and externally accessed equipment store. A 0.75 metre eaves overhang is to project externally westwards from single storey extension roof. The parlour servery will face externally onto a paved area containing picnic tables, with a new playground area proposed on the existing lawn. The playground is to be enclosed by a 0.9 metre tall timber fence. The bin store has been removed and is to be relocated to the north of the proposed front extension, bounded by 1.8 metre tall timber

fence and lockable gates. The play equipment is indicative only at this stage and therefore the specific equipment does not form part of this planning application.

3.0 Site History

3.1 The site has a long planning history dating back to 1993 with the construction of an eight lane floodlit athletics track through permission 93/00071/DPA. Various other sporting developments have been granted planning permission, the vast majority between 1993 and 2000, although not all have been developed. More recently planning permission was granted for the erection of an extension, alterations to the main entrance and construction of a jump tower with a briefing cabin.

Application Number	Proposal	Decision
93/00071/DPA	Construction of an eight lane floodlit athletics track	Permitted
94/01116/DPA	Erection of second phase of sports centre development comprising swimming pool, projectile hall, minor hall, health suite, caretaker's flat and ancillary accommodation.	Permitted
95/00896/FUL	Erection of new club house	Permitted
16/00552/FUL	Erection of an extension, alterations to the main entrance and construction of a jump tower with a briefing cabin	Permitted

4.0 Consultation Responses

4.1 The following responses have been received from statutory and non-statutory consultees:

Consultee	Response
Public Realm Officer	No adverse comment
County Highways	No adverse comment
Environmental Health	No observation received to date - any comments received will be reported verbally.

5.0 Neighbour Representations

5.1 No observations received to date, with the site notice consultation period expiring on 15 May 2018.

6.0 Principal National and Development Plan Policies

6.1 National Planning Policy Framework

The National Planning Policy Framework indicates that the purpose of the planning system is to contribute to the achievement of sustainable development. At the heart of the NPPF is a presumption in favour of sustainable development (**paragraph 14**). The following paragraphs of the NPPF are relevant to the determination of this proposal:

Paragraph 17: Core planning principles

Section 1: Building a strong, competitive economy

Section 7: Requiring Good Design

Section 8: Promoting healthy communities

6.2 Development Management DPD

DM4: The Protection of Cultural Assets

DM21: Walking and Cycling

DM22: Vehicle Parking Provision

DM26: Open Space, Sports & Recreation Facilities

DM35: Key Design Principles

DM49: Local Services

6.3 Lancaster District Core Strategy and Local Plan – saved policies

SC1: Sustainable Development

SC5: Good Design

6.4 Local Planning Policy Overview – Current Position

At the 20 December 2017 meeting of its Full Council, the local authority resolved to publish the following 2 Development Plan Documents (DPD) for submission to the Planning Inspectorate:

- (i) The Strategic Policies and Land Allocations DPD; and,
- (ii) A Review of the Development Management DPD.

This enables progress to be made on the preparation of a Local Plan for the Lancaster District. The DPDs were published on the 9 February for an 8 week consultation in preparation for submission to the Planning Inspectorate for independent Examination. If an Inspector finds that the submitted DPDs have been soundly prepared they may be adopted by the Council, potentially in late 2018.

The **Strategic Policies and Land Allocations DPD** will replace the remaining policies of the Lancaster District Core Strategy (2008) and the residual 'saved' land allocation policies from the 2004 District Local Plan. Following the Council resolution in December 2017, it is considered that the Strategic Policies and Land Allocations DPD is a material consideration in decision-making, although with limited weight. The weight attributed to this DPD will increase as the plan's preparation progresses through the stages described above.

The **Review of the Development Management DPD** updates the policies that are contained within the current document, which was adopted in December 2014. As it is part of the development plan the current document is already material in terms of decision-making. Where any policies in the draft 'Review' document are different from those adopted in 2014, and those policies materially affect the consideration of the planning application, then these will be taken into account during decision-making, although again with limited weight. The weight attributed to the revised policies in the 'Review' will increase as the plan's preparation progresses through the stages described above.

7.0 Comment and Analysis

7.1 The key considerations arising from the proposal are:

- Principle of the Development;
- Scale, Design and Landscape Impact;
- Residential Amenity;
- Highways and Parking;

7.2 Principle of the Development

7.2.1 The proposal forms part of a wider renovation of the sports facilities at Salt Ayre following the implemented of those through 16/00552/FUL and subsequent variations. Internal refurbishments of the café area have already taken place, and the current application seeks to expand upon the kitchen facilities serving this existing area, with the addition of an external picnic benched area through a proposed parlour servery. Beyond this a replacement bin storage area and playground area are proposed.

7.2.2 Subject to the issues discussed later in this report, the principle of the development to refurbish and expand the existing sports centre facilities is acceptable, and the proposal is compatible with policies DM4, DM49 and NPPF Sections 1 and 8.

7.3 Scale, Design and Landscape Impact

7.3.1 The proposed development to the main sports centre building will extend the building footprint by 58.6 sq.m through the single storey front extension. This proposal is modest in scale, with an eaves and ridge height both subservient to the eaves of the existing frontage where the development is to project from. The walls are to be finished in matching red brick and timber effect panelling materials, congruent to both the original building and the recently refurbished entrance. The shallow lean-to roof is to be finished in a dark grey flat roof system. The proposed extension would only be visible within the sports centre site, and would appear inconspicuous due to sympathetic materials and modest scale.

- 7.3.2 Externally the application proposes to position a number of picnic benches across an existing paved area. All existing trees are to be retained, which softens the appearance of the hard surfacing of the previously turfed area. Planning permission is not required for benches, bins and picnic benches provided by the local authority, and fencing under 2 metres in height around the proposed play area and bin store also benefits from permitted development rights, although the access gates to the bin store do require consent due to their height. An area of playground is proposed, although it should be noted that no play equipment is included as part of this proposal, as this is indicative at this stage. Depending on the height and volumes amongst other criteria, some or all of the play equipment may benefit from permitted development rights, therefore not requiring planning permission. Anything exceeding this criteria would require a subsequent separate planning application.
- 7.3.3 The proposed paved seating area and play area with indicative equipment over the previously lawned area to the front of the sports centre raises no concern regarding scale and landscape impact. Similar to the front extension, this area is visually contained within the site, and will be viewed in the context of the existing sports facilities, hard surfaced areas and jump tower. The proposed bin store will ensure waste facilities are kept out of sight, which will result in a visual improvement.
- 7.3.4 Due to the sympathetic materials proposed, modest scale and visually contained location of development, the proposal is considered to have an acceptable landscape and visual impact. The development is consistent with Policy DM35 and NPPF Section 7.

7.4 Residential Amenity

- 7.4.1 The proposed single storey extension and external developments are located approximately 70 metres south of the nearest residential dwelling. The Lancaster to Morecambe Greenway green corridor, cycle and pedestrian route is located between the proposed development and nearest residential properties, which provides an existing visual and acoustic barrier of two lines of trees, protecting the residential amenity of the properties to the north. The café use proposes opening hours of 8am to 8pm, and the external playground is very unlikely to be used beyond these times, particularly given the level of human surveillance in the area from sport centre clients and employees. Whilst Environmental Health has not commented, given the existing use of the site and the fact that a playground previously occupied a nearby site on the north side of the green corridor immediately adjacent to dwellings in the area, the proposal is considered to have no detrimental impact upon residential amenity.

7.5 Highways and Parking

- 7.5.1 The proposed bin store is to be located within an existing parking area to the north of the proposed extension, resulting in the loss of two parking spaces from this area. The site has an existing parking provision of 295 vehicle spaces, and is accessible on foot and by bicycle due to the close proximity to the Lancaster to Morecambe Greenway, and via public transport with bus stops at the adjacent ASDA site and along Morecambe Road. The County Highways consultation response returned no adverse comment, and the proposal resulting in the loss of two vehicle parking spaces is considered to have no severe impact upon parking or the public highway, compatible with policies DM21 and DM22.

8.0 Planning Obligations

- 8.1 There are no planning obligations to consider as part of this application.

9.0 Conclusions

- 9.1 The proposed development will expand and improve upon the recreational and catering facilities at the sports centre site. Due to the visual containment of the site, modest scale and sympathetic materials proposed, it is considered that the development will have an acceptable landscape and visual impact, with no detrimental impact on highways, parking or residential amenity. Therefore the application can be supported.

Recommendation

That Planning Permission **BE GRANTED** subject to the following conditions:

1. Standard 3 year timescale

2. Development to be carried out in accordance to approved plans
3. Protection/retention of existing trees

Article 35. Town and Country Planning (Development Management Procedure) (England) Order 2015

In accordance with the above legislation, Lancaster City Council has made the recommendation in a positive and proactive way to foster the delivery of sustainable development, working proactively with the applicant to secure development that improves the economic, social and environmental conditions of the area. The recommendation has been made having had regard to the impact of development, and in particular to the relevant policies contained in the Development Plan, as presented in full in the officer report, and to all relevant material planning considerations, including the National Planning Policy Framework, National Planning Practice Guidance and relevant Supplementary Planning Documents/ Guidance.

Background Papers

None