

**HIGH PEAK BOROUGH COUNCIL
DEVELOPMENT CONTROL COMMITTEE**

Date 4th November 2019

Application No:	HPK/2019/0273	
Location	Land at Cemetery Road, Glossop	
Proposal	Redevelopment of existing sports facilities including new changing facilities/clubhouse and associated car parking; full-size artificial pitch; 2no. grass pitches; and re-location of vehicular access	
Applicant	Glossop North End Juniors AFC	
Agent	Urbana Town Planning	
Parish/ward	Glossop/Dinting	Date registered 28 th June 2019
If you have a question about this report please contact: James Stannard, Tel. 01298 28400 extension 4298, james.stannard@highpeak.gov.uk		

1. SUMMARY OF RECOMMENDATION

Approve with Conditions

1. REASON FOR COMMITTEE DETERMINATION

- 1.1 This application has been brought before the Development Control Committee because it comprises Major Development.

2. DESCRIPTION OF THE SITE AND ITS SURROUNDINGS

- 2.1 This application relates to an 'L' shaped parcel of land measuring approximately 0.3ha to the south west of Cemetery Road, approximately 1km North West of Glossop town centre.
- 2.2 The site consists of a number of football pitches, a small single storey clubhouse building and a small area of hard standing used for car parking, operated by Glossop North End Juniors Association Football Club (AFC). Since its birth in 1989 the club has grown to operate 35 teams with over 450 children now associated with the club, ranging from Saturday School programmes up to the Under 21's and includes both male and female teams.
- 2.3 The site currently benefits from an existing access to Cemetery Road in the north eastern corner of the site. A Public Footpath crosses a part of the site running from the eastern to the southern boundary.
- 2.4 Cemetery Road runs parallel with the north eastern boundary of the site, with the Cemetery standing on the opposite side of the public

highway. A sole residential property 'Arundel House' lies to the north of the site, whilst to the south and south west are a number of residential properties which are associated with the relatively new housing development on land off North Road (Reserved Matters approved under HPK/2015/0120). The closest properties to the site lie some 40m distant from the southern boundary at their closest point. To the west is open agricultural land.

- 2.5 The site is located outside of the built-up area boundary in the countryside and sits within the North Derbyshire Green Belt. At its closest point, the Peak National Park stands approximately 500m distant.

3. DESCRIPTION OF THE PROPOSAL

- 3.1 The application seeks consent for a number of aspects of development, designed to improve the sports facilities and associated uses on the site. These aspects of development are summarised below:

- Demolition of existing clubhouse and construction of new single storey clubhouse which contains
 - 4 x changing rooms;
 - 2 x match official changing rooms;
 - Toilet facilities;
 - Clubroom;
 - Kitchen;
- 1 x full size 3G Artificial Grass Pitch (AGP);
- 1 x 9 v 9 youth grass pitch;
- 1 x 11 v 11 grass pitch;
- 104 x car parking spaces including 4 x accessible spaces (43 x designated spaces and 'overspill' car park for 61 cars)
- 30 x cycle spaces

- 3.2 The application has been supported by a number of plans, 3D images and technical documentation. The latest set of plans, images and documentation that is the subject of this recommendation is set out below:

Plans

- Site Location Plan (Ref: 000 Rev A00)
- Proposed Site Layout (Ref: 004 Rev A09)
- Clubhouse Floor Layout (Ref: 005 Rev A01)
- Existing Site Sections (Ref: 006 Rev A00)
- Access Road Visibility Splays (Ref: 007 Rev A03)
- Clubhouse Elevations (Ref: 008 Rev A02)

- Existing Clubhouse Footprint (Ref: 009 Rev A00)
- Sections Elevations (Ref: 010 Rev A01)
- Proposed Site Sections (Ref: 011 Rev A01)
- Car Parking Layout (Ref: 012 Rev A00)
- Attenuation Location (Ref: SK03-44468)
- Proposed AGP Plan
- AGP Development Layout
- Proposed AGP Floodlights
- Proposed AGP Elevations
- Proposed AGP Fixed Equipment Elevations
- Proposed AGP Surface Water Drainage Plan
- Proposed Playing Pitch Arrangement
- AGP Features

Images

- 3D Aerial Image 01
- 3D Aerial Image 02
- 3D Aerial Image 03
- 3D Aerial Image 04
- 3D Cemetery Road Image 01
- 3D Cemetery Road Image 02
- 3D Cemetery Road Image 03
- 3D Clubhouse Image

Documents

- Planning Statement
- Feasibility Study
- Ecological Impact Report
- Bat Activity Report
- Landscape and Visual Appraisal
- Flood Risk Assessment
- Design & Access and Planning Statement
- Floodlight Design
- Floodlight Specification
- Grantshot Toolkit (Intended users of the facility)

3.3 The application, the details attached to it including the plans, comments made by residents and the responses of the consultees can be found on the Council's website at:

<http://planning.highpeak.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=233032>

4. RELEVANT PLANNING HISTORY

4.1 The application site has not been subject to any planning history

5. PLANNING POLICIES RELEVANT TO THE DECISION

High Peak Local Plan 2016

S1	Sustainable Development Principles
S1a	Presumption in Favour of Sustainable Development
S5	Glossopdale Sub-area Strategy
EQ2	Landscape Character
EQ3	Rural Development
EQ4	Green Belt Development
EQ5	Biodiversity
EQ6	Design and Place Making
EQ9	Trees, Woodland and Hedgerows
EQ11	Flood Risk Management
CF4	Open Space, Sports and Recreation Facilities
CF5	Provision and Retention of Local Community Services & Facilities
CF6	Accessibility and Transport

National Planning Policy Framework

Achieving Sustainable Development	Chapter 2
Promoting and Healthy and Safe Communities	Chapter 8
Promoting Sustainable Transport	Chapter 9
Achieving Well Designed Places	Chapter 12
Protecting Green Belt Land	Chapter 13
Meeting the challenge of climate change and flooding	Chapter 14
Conserving and Enhancing the Natural Environment	Chapter 15

6. CONSULTATIONS CARRIED OUT

Site notice	Expiry date for comments: 14 th August 2019
Neighbour letters	Expiry date for comments: 1 st August 2019
Press Notice	Expiry date for comments: 8 th August 2019

Neighbours

6.1 At the time of writing, 13 x letters of objection have been received in connection with this application. A summary of the concerns raised within these objections are as follows:

- Inappropriate development in the Green Belt
- Highway Safety and increase in traffic volume
- Access and Parking Provision
- Lack of Public Transport and footpath connections
- Landscape and Visual Impacts
- Requirement for further landscaping and screening
- Rise in anti-social behaviour
- Overall long term viability and sustainability of the pitches
- Residential Amenity on neighbouring properties

- Light Pollution
- Noise Impacts
- Child welfare and safety
- Inappropriate scale

6.2 At the time of writing, 102 x letters of support have been received in connection with this application. A summary of the comments supporting the application are set out below:

- Provision of more opportunities for diverse range of people
- Current facilities in very poor condition
- Facilities will play a key part in vitality of local community
- Need for facilities for use in all weathers
- Will allow potential for new sports teams to be started
- Will create a lasting legacy for future generations
- Sport plays vital role in keeping community healthy

Consultee	Comment
DCC Lead Local Flooding Authority (LLFA)	No objections subject to conditons
DCC Highways Authority	No objections subject to conditions
Derbyshire Wildlife Trust	No objections subject to conditions
HPBC Building Control	No comments received
HPBC Environmental Health	No objections subject to conditions
HPBC Operational Services	Supports application
HPBC Waste	No objections
HPBC Economic Development	The Council approved the accelerated housing delivery programme to proactively drive forward the delivery of the Local Plan. One of the newly allocated sites identified for residential development is land at Padfield Main Road (Roughfield). The HPBC Playing Pitch Strategy

	<p>identified the informal playing pitch provision on the PMR site as low value and unsuitable for investment as a standalone facility. Work has been undertaken to identify possible alternative locations for the existing playing field allocation at Padfield Main Road and we are seeking to exchange this allocation for investment in the Cemetery Road site.</p> <p>Subject to approval from Sport England, the Council is proposing that an 'off site S106 contribution' be made available from the development of the site to assist in funding the required improvements at Cemetery Road'.</p>
Peak and Northern Footpaths Society	No objections
Peak District National Park	No objections subject to conditions
Ramblers Association	No comments received
Sport England	No objections subject to conditions
HPBC Trees and Landscape Officer	No objections subject to conditions

4. POLICY AND PLANNING BALANCE

Planning Policies

- 7.1 The determination of a planning application is to be made pursuant to section 38(6) of the Planning and Compulsory Purchase Act 2004, which is to be read in conjunction with section 70(2) of the Town and Country Planning Act 1990.
- 7.2 Section 38(6) requires the local planning authority to determine planning applications in accordance with the development plan, unless there are material circumstances which 'indicate otherwise'. Section 70(2) provides that in determining applications the local planning authority "shall have regard to the provisions of the Development Plan, so far as material to the application and to any other material

considerations." The Development Plan consists of the High Peak Local Plan Policies Adopted April 2016.

- 7.3 Other material considerations include the National Planning Policy Framework (NPPF), Supplementary Design Guidance, and National Planning Policy Guidance (NPPG). Paragraph 11 of the NPPF explains that at the heart of the Framework is the presumption in favour of sustainable development. For decision makers this means that when considering development proposals which accord with the development plan, they should be approved without delay, unless:
- i. the application of policies in this Framework that protect areas or assets of particular importance (which include those relating to development in the Green Belt) provides a clear reason for refusing the development proposed⁶; or
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

Principle of Development & Green Belt

- 7.4 The site is situated outside the built-up area boundary of any town or larger village as defined within the adopted Proposals Map, and therefore lies in the open countryside. The site is also situated within the North Derbyshire Green Belt.
- 7.5 As such, the application is subject to Local Plan (LP) Policies EQ3 and EQ4 of the Local Plan which refer to Rural Development and Green Belt Development respectively.
- 7.6 LP Policy EQ3 supports development associated with recreational and open space uses in accessible and least environmentally sensitive locations.
- 7.7 LP Policy EQ4 requires development proposals in the Green Belt to be assessed and determined in line with national policy. Chapter 13 of the NPPF (2019) contains the relevant national Green Belt policies that apply to this application.
- 7.8 Paragraph 133 of the NPPF clarifies that the fundamental aim of the Green Belt is to prevent urban sprawl by keeping land permanently open; their essential characteristics being their openness and permanence. Paragraph 134 goes on to set out the five purposes of the Green Belt:
- a) to check the unrestricted sprawl of large built-up areas;
 - b) to prevent neighbouring towns merging in to one another;
 - c) to assist in safeguarding the countryside from encroachment;
 - d) to prevent the setting and special character of historic towns;
 - e) to assist in urban regeneration, by encouraging the recycling of derelict and other urban land

- 7.9 In determining applications, paragraph 143 of the NPPF states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.
- 7.10 Paragraph 144 of the NPPF goes on to state that substantial weight should be given to any harm to the Green Belt. 'Very Special Circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.
- 7.11 The erection of new buildings is considered to be inappropriate development. However, paragraph 145 of the NPPF contains a list of the types of buildings which are classified as exceptions to inappropriate development, and thus acceptable in principle. One such exception contained at paragraph 145 is:
- “the provision of appropriate facilities (in connection with existing use of land or a change of use) for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments, as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it.”*
- 7.12 Paragraph 146 lists certain other forms of development which are not inappropriate which include engineering operations, provided that they preserve openness and do not conflict with the purposes of including land within the Green Belt. The proposed development relates to an existing sports playing pitch facility and encompasses various upgrade and improvement works to further facilitate outdoor sport and recreation, thereby supporting the aims and objectives of LP Policies CF4 and CF5 and in accordance with LP Policy EQ3.
- 7.13 However, although the proposals relate to open sport and recreational facilities and engineering operations thereby satisfying the first part of the exceptions at paragraphs 145 and 146 above, the large amount of physical development within the development – most notably the Clubhouse, large car parking area, and floodlighting – would result in development which fails to preserve the openness of the Green Belt and as such, the application comprises an inappropriate form of development within the context of national Green Belt Policy.
- 7.14 The application can only therefore be found to be an acceptable form of development in the Green Belt if sufficient very special circumstances can be provided which clearly outweigh the substantial harm to the Green Belt by reason of inappropriateness. An assessment of the very special circumstances is undertaken within the 'Planning Balance and Conclusions' section of the report.
- 7.15 Due to the nature of the proposal, Sport England are a statutory consultee for this application. In addition to the above local and

national policy context, the principle of development can only be deemed acceptable should Sport England endorse the scheme. Comments received from Sport England have confirmed that the principle of development is supported subject to detailed information regarding the use and long term viability of the site being provided.

Key Material Considerations

- Landscape and Visual Impacts
- Design
- Public and Residential Amenity
- Ecology
- Flood Risk and Drainage
- Access, Parking Provision and Highway Safety

Landscape and Visual Impacts

- 7.16 LP Policy EQ3 supports development associated with recreational and open space use in accessible and least environmentally sensitive locations.
- 7.17 LP Policy EQ2 requires that development has particular regard to maintaining the aesthetic and biodiversity qualities of natural and man-made features within the landscape. Proposals should be sympathetic to and where possible enhance the character and appearance of the rural landscape, including the Peak National Park.
- 7.18 The site is currently in use as a sports playing pitch and has a relatively open character, with boundaries defined by mature hedgerows, particularly along the eastern boundary.
- 7.19 As recognised by the Trees and Landscape Officer, the proposed parking provision, road and clubhouse building would introduce a number of man-made features on the site (internal roads and car parking, clubhouse building, and floodlighting) and thus as there would be a degree of change to the local landscape.
- 7.20 The landscape and visual impacts of the scheme, including any potential impacts upon the Peak District National Park (PDNP), have been assessed within the supporting Landscape and Visual Impact Assessment (LVIA), carried out using a methodology suggested by the PDNP during a pre-application consultation as set out in Appendix 2 of the report.
- 7.21 The site is located within both Dark Peak Settled Valley Pastures and the Dark Peak Western Fringe: Valley Pastures within Industry, as defined within the Landscape Character Assessment SPD. Both areas are considered to be of a medium value, with positive elements including being on the fringe of the PDNP, but also with some

detracting elements that reduce their value, such as the mast at Castlehill and various quarrying works within these areas.

- 7.22 The LVIA has found that these two character areas would have a low sensitivity to the proposed development, both during construction and operation. The report goes on to assess the potential impacts on the PDNP which lies approximately 400m to the east at its closest point.
- 7.23 Table 7 of the report sets out the 8 x viewpoints that were used to assess the impacts of views from within the PDNP and closer sensitive receptor points (e.g. residential properties and public rights of way). All photographs from these viewpoints can be seen at Appendix 3 of the LVIA.
- 7.24 Views from the public footpaths at Cat Wood, Swineshaw Reservoir and on the high ground at Peak Naze are the two viewpoints that were considered to provide a useful baseline by the PDNP planning authority for assessing views from within the Park as they are on higher grounds are therefore most sensitive. Following an assessment of the impacts from these two viewpoints, the LVIA has concluded that the impact upon the PDNP from them, and from the wider PDNP area would be negligible.
- 7.25 Turning to visual impacts from other receptor points, a number of local residents and members of the public have raised concerns relating to visual and amenity impacts which would be experienced from properties to the south. Viewpoint 2 is designed to be a representative photograph of this area and has assessed the operational visual impacts as being minor adverse. It is therefore acknowledged that the development would result in moderate visual impact within the immediate vicinity.
- 7.26 The Trees and Landscape Officer has confirmed that there are no objections in principle to the development. However the proposed development would benefit from a greater level of soft landscaping screening on the southern boundary.
- 7.27 In light of the detailed analysis carried out within the LVIA and the comments from the Trees/Landscape Officer, it is considered that there would be some moderate localised landscape and visual impacts caused by the introduction of man-made features and therefore the application would conflict with Local Plan Policies EQ2 and EQ3. Whether this harm is significant and thus outweighs the benefits of the proposal taken as a whole is a matter for the overall planning balance.

Design

- 7.28 LP Policies S1 and EQ6 set out the design principles of the Borough and require that all new development is well designed to respect and

contribute positively to the character, identity and context of the High Peaks townscapes in terms of scale, height, density and layout

- 7.29 Paragraph 127 states amongst other things that decisions should ensure that developments will add to the overall quality of the area; are visually attractive as a result of good architecture; and are sympathetic to the surrounding built environment.
- 7.30 The proposed re-development of the site consists of 3 x football pitches, surrounded by 4.5m high ball stopping open mesh fencing; new access serving the site and 104 x parking spaces; and a total of 8 x flood lighting columns 15m in height located around the main pitch to the north of the clubhouse.
- 7.31 The clubhouse is shown on the proposed plans to sit centrally within the plot. It has a rectangular form spanning a width of 13.5m and length of 32.4m and is single storey. The Elevation Plans for the clubhouse building shows the external walls to be constructed in a mixture of coursed reconstituted stone and red brick, with a profiled metal dark grey colour roof contained a small number of velux roof lights, with windows and doors finished in a standard UPVC. Given the predominant nature of the materials pallet in the High Peak it is considered that a buff brick may be more appropriate but that this could be addressed by condition.
- 7.32 The layout of the proposed scheme is considered to be appropriate with regards to maximising the space and overall functionality of the site. The clubhouse is considered to be of a scale, layout, height, massing and visual appearance which is appropriate to serve its necessary function and is not unduly prominent within the site or from the wider area.
- 7.33 For reasons set out within the Amenity section of this report (see below) it is considered that the proposal would benefit from a greater amount of soft landscaping on its southern and south western boundary, consistent with comments provided by the Landscape Officer.
- 7.34 Overall, it is considered that the proposed scheme is of a high quality design which delivers an important strategic recreational facility whilst respecting the character and appearance of the immediate and wider areas, in accordance with LP Policies S1 and EQ6 and paragraphs 127 of the NPPF.

Public and Residential Amenity

- 7.35 LP Policy EQ6 requires all new development to have a satisfactory relationship with existing land and buildings and protects the amenity of the area, which includes residential amenity of neighbouring properties. Aspects of residential amenity include impacts such as a loss of

sunlight, overshadowing and overbearing impacts, loss of outlook, and loss of privacy.

- 7.36 LP Policy EQ10 states that the Council will protect people and the environment from unsafe, unhealthy and polluted environments by ensuring development avoid potential adverse effects by imposing planning conditions that mitigate and strictly control issues such as noise, light intrusion
- 7.37 Paragraph 127 of the NPPF states that planning should create places with a high standard of amenity for all existing and future users.
- 7.38 Paragraph 180 of the NPPF highlights that planning decisions should ensure that new development is appropriate for its location through mitigating and reducing noise impacts, and limiting light pollution from artificial light on local amenity.
- 7.39 Concerns have been raised from occupiers of neighbouring residential properties in relation to the potential impacts of the scheme on their amenity, which includes aspects such as noise and light pollution, in addition to visual impacts which are discussed in the Landscape and Visual Impacts section above.
- 7.40 The application has been supported by a suite of detailed technical information relating to the 8 x proposed floodlights which would surround the main pitch and car parking areas. All information submitted with the application has been reviewed by the Council's Environmental Health Officer who has no objections to the proposed development, subject to suitable conditions which restricts the hours of operation of the floodlighting and the club house.
- 7.41 To mitigate any adverse impacts to public and neighbouring residential amenity in relation to light pollution, Environmental Health have recommended a condition that restricts the floodlights between the hours of 21:10 and 07:00 on any given day. An application at Buxton Football Club for development which included replacement floodlighting and the installation of a replacement artificial pitch at Buxton Football Club (HPK/2016/0670), and a subsequent application to vary the condition relating to the hours of operation relating to the floodlighting (HPK/2018/0496) were approved by Committee, and allowed the floodlighting to operate between 07:00 and 22:00 Monday – Friday and Sundays, and 07:00 – 20:00 on Saturdays.
- 7.42 It is considered however that due to the more rural nature of the site (as opposed to being in a town centre which has a greater amount of light pollution) and proximity of a larger number of neighbouring properties, the condition recommended by Environmental Health is appropriate in this case.

- 7.43 In order to preserve the residential amenity of neighbouring properties with regards to noise levels, the Environmental Health Officer has recommended a condition restricting the use of the clubhouse to the following times:
- 11:00 – 23:00 Monday – Thursday
 - 11:00 – Midnight Friday and Saturdays
 - 11:00 – 22:00 Sundays
- 7.44 Section 19 of the Application Form confirms that the proposed hours of operation are 09:00 until 21:00 on all days. The application does not differentiate between the hours of operation associated with the playing pitches and the use of the clubhouse. The Planning Statement highlights the potential social and economic benefits that the club are keen to explore options from hosting other community groups and functions, and the social and economic benefits that are likely to follow.
- 7.45 Given the large nature of the site and that based on 104 x car parking spaces, the maximum capacity of the clubhouse is likely to be in the region of approximately 200-250 people. Based on the use of the playing pitches ceasing at 21:00 on any day, it is considered reasonable that the clubhouse should remain open until 22:00 to allow players to change and vacate the premises.
- 7.46 Whilst it is considered that the recommended opening times on Fridays, Saturdays and Sundays are reasonable, planning officers disagree with the Environmental Health Officer's recommendation in relation to Mondays-Thursdays, and opening times, given that the pitches will be in use from 09:00. It is therefore recommended that this condition be revised to restrict the use of the clubhouse from 08:00 – 22:00 Monday – Thursday; 08:00 – Midnight on Fridays and Saturdays; and 08:00 – 22:00 on Sundays.
- 7.47 The existing public right of way that crosses the south eastern part of the site from Cemetery Road to the southern boundary is shown on the Proposed Site Plan to be diverted, by entering the site further south on Cemetery Road and heading in a straighter line along the southern boundary. The Peak and Northern Footpaths Society have no objections to this application subject to the footpath being kept open at all times during construction. If this application is approved, the diversion of the footpath will require consent under separate legislation.
- 7.48 Subject to the above restrictions, it is considered that the application would not result in any adverse harm to the public amenity or residential amenity of neighbouring properties, in line with LP Policies EQ6 and EQ10 and paragraphs 127 and 180 of the NPPF.

Ecology

- 7.49 LP Policy EQ5 refers to Biodiversity and requires all new developments to conserve and enhance any statutory designation and ensure that appropriate mitigation measures are implemented to ensure that any protected species and habitats are protected. Chapter 15 of the NPPF provides the national policy framework for conserving and enhancing the natural environment.
- 7.50 The site lies within a rural location in the open countryside although it is not covered by any statutory ecological designation. The applicant has submitted an Ecological Impact Report and Bat Activity Report which has been reviewed by Derbyshire Wildlife Trust.
- 7.51 Derbyshire Wildlife Trust have confirmed that in light of the results of these surveys there are no objections subject to appropriate conditions to ensure that the application results in a nett gain to biodiversity. It is therefore considered that subject to these conditions, the application complies with LP Policy EQ5 and relevant policies within Chapter 15 of the NPPF.

Flood Risk and Drainage

- 7.52 LP Policy EQ11 requires that all new development proposals do not result in any unacceptable increase in flood risk either on site or in the wider locale. Chapter 14 of the NPPF provides the national policy context for flooding.
- 7.53 Whilst the site is not located in an area at risk of flooding, as shown on the Environment Agency Flood Map, the applicant has submitted a Flood Risk Assessment (FRA) at the request of the Lead Local Flooding Authority (LLFA).
- 7.54 Following a review of the FRA, the LLFA sought further clarification relating to the proposed drainage strategy with regards to the use of third party land and the storage and proposed location for attenuation. The land in question is to the south of the site and is owned by HPBC. In order to facilitate the proposed drainage strategy, civil matters will have to be agreed between the applicant and HPBC.
- 7.55 Notwithstanding the above, the applicant has identified a location within the site for attenuation as shown on the submitted Attenuation Plan (SK03-44468). This has been reviewed by the LLFA who are satisfied that subject to appropriate conditions, this drainage strategy can be implemented at a technical level, subject to civil matters with the owners of the land (HPBC) being resolved.
- 7.56 Therefore subject to appropriate conditions, it is considered that the application would not give rise to any adverse impacts relating to Flood Risk or Drainage, either on site or elsewhere within the vicinity, in line with LP Policy EQ11 and Chapter 14 of the NPPF.

Access, Parking Provision and Highway Safety

- 7.57 LP Policy CF6 seeks to ensure that development can be safely accessed in a sustainable manner. The policy requires new development can be integrated within existing or proposed infrastructure, does not lead to an increase in on street parking to the detriment of the free and safe flow of traffic, and provides details of proposed parking provision based on an assessment of parking need and the impact on the surrounding road network.
- 7.58 Paragraph 108 of the NPPF states that in assessing applications for development, it should be ensured that safe and suitable access to the site can be achieved for all users. Paragraph 109 goes on to state that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 7.59 A number of local objectors have raised concerns relating to an increase in the volume of traffic, the location of the proposed access on to Cemetery Road, the provision of car parking, and subsequent impacts on highway safety.
- 7.60 Initial comments received by the Highway Authority required a minor change to the parking layout to show parking spaces with appropriate dimensions. An updated Car Parking Layout Plan was submitted showing each space to be 2.4m x 5.0m has been submitted which was confirmed as being acceptable in an email dated 4th September 2019. It should be noted that the detailed response received on 5th September refers to spaces of 2.4m x 5,5m. However this is a typographical error.
- 7.61 The Highways comments confirm that the relocated access can achieve appropriate exit visibility in both directions on to Cemetery Road with the access considered to be a suitable width and layout to accommodate two way vehicle movements. The existing access would be required to be closed with the vehicle crossing being reinstated as a pedestrian pavement. Subject to appropriate conditions the Highways Authority have no objections to this application.
- 7.62 Appendix 1 of the Local Plan contains the adopted parking standards for the Borough. Outdoor sports grounds require a minimum of 15 x spaces per pitch and 1 secure cycle parking stand for every 10 car parking spaces. The application proposes a mixed use scheme which includes a new clubhouse facility, and as such further parking space will be required to accommodate other users of the site, including staff, parents of children using the facility.
- 7.63 The site incorporates 43 x parking spaces with a further 61 x parking spaces contained in an overspill car park (a total of 104 x spaces) within close proximity to the proposed Clubhouse. At full capacity, the

pitches would accommodate 44 x adult players on both full size pitches (22 x on each made up of two teams of 11), and a further 18 x junior players on the other. Allowing for visitors and staff associated with the clubhouse kitchen, it is considered that the level of car parking provision is appropriate for its intended use.

- 7.64 In light of the above, it is considered that the application can be safely accessed in a sustainable manner, would provide an adequate level of off-street parking, and would not result in any harm to highway safety, in accordance with LP Policy CF6 and paragraph 108 of the NPPF.

Other Matters

- 7.65 Objections have been raised which relate to a rise in anti-social behaviour and concerns surrounding child welfare and safety. The planning system cannot control or prevent anti-social behaviour and individual cases would be a matter for the Police. Separate legislation and laws are in place to protect child welfare.
- 7.66 All other material considerations raised by objectors have been addressed within the relevant sections of this report.

Planning balance & Conclusion

- 7.67 LP Policy S1a reflects the presumption in favour of sustainable development set out within paragraph 11 of the NPPF. For decision taking this means approving development proposals that accord with an up-to-date development 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 planning 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; or
- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

- 7.68 The application site lies within the Green Belt. It has been judged that due to the amount of physical development and hard standing associated with the proposed development, there would be a clear impact on the openness of the Green Belt and therefore the application fails to comply with the exceptions within paragraph 145 & 146 of the NPPF that allows for development associated with sport or outdoor recreation.

- 7.69 As such, the application constitutes an inappropriate form of development in the Green Belt by definition, and therefore to be an

acceptable form of development in the Green Belt, the application needs to demonstrate 'Very Special Circumstances' which clearly outweighs the harm to the Green Belt.

7.70 The Planning Statement sets out the Social, Economic and Environmental Benefits of the scheme. The benefits of the scheme as submitted by the applicant are presented below:

Social Benefits

- The application fully supports the aims and objectives of Local Plan Policies CF4 and CF5 which states that the Council will seek to protect, maintain and where possible enhance existing open spaces, sport and recreational buildings and land including playing fields in order to ensure their continued contribution to the health and well being of local communities. In particular, proposals for the improvements to existing recreation, play and sports facilities informed by the Open Space, Sport and Recreation Study 2012 and successor documents, are encouraged.
- The facility will allow the expansion of Glossop North End Juniors AFC and will inevitably lead to an increase in the number of teams, and thus an increase in the number of local children involved in the club, which is important when taking into account that the High Peak Borough is the fifth most inactive of Derbyshire's eight Boroughs (Sport England Active Lives Survey data, 2017).
- The application would allow the current inadequately sized facilities which are not fit for purpose on site to be demolished to be replaced with a modern functional building with state of the art facilities, which will allow the club to accommodate more matches and events operating in all adverse weather conditions.
- The new facility will allow the club to expand its provisions and offers to other parts of the community with the ultimate aim of offering football sessions for disabled people, together with walking football and offering the use of the pitches to local schools.
- At present there are 129 football teams within a 5 mile radius with only one full size pitch with a 3G Artificial Grass Pitch available. The application would therefore provide an important and positive contribution to this under provision of sports pitches.
- The expansion and improvement of facilities on the site should be viewed positively from a health perspective. Research shows that physical activity can boost self-esteem, mood, sleep quality and energy, as well as reducing the risk of stress and depression. The provision of football pitches and sports facilities should be welcomed when taking into account the concerning rise in the levels of child obesity in the UK as noted by the World Health Organisation.

- The provision of this new improved sports facility would also impact positively on the mental health of users, with the mental health benefits of football being recognised by the Mental Health Foundation; providing opportunities to escape from the stresses and strains in life for a period of time.

Economic Benefits

- Glossop North End Juniors AFC are a voluntary run club who do not operate in the interests of profit. However, the provision of improved facilities including the 3G pitch is likely to have a very beneficial impact on the financial position of the club, as it would give the club the opportunity to maximise the use of facilities to increase the club's income generation ability. This in turn would allow the club to be more self-sustainable in the short, medium and long term.
- As a result of the improved facilities and increase in use, there is likely to be a subsequent generation of new volunteering and staff roles required to assist the new provisions that will be created.
- If the proposals put forward within this application were not to come forward, there is a possibility that the club could cease to operate if it does not become self-sustaining. This would lead to the total loss of a community asset which would be detrimental to the lives of members of the community who are actively involved in the club

Environmental Benefits

- The design of the scheme has been influenced by the LVIA and Ecological Impact Assessment which ensures that there are no adverse impacts to the environment. These reports contain recommended mitigation and enhancement measures.
- 7.71 Following clarification on aspects of the scheme relating primarily to the use of the site, provided in the form of a Community Toolkit, Sport England have confirmed that the application can be supported subject to conditions.
- 7.72 The Open Space Strategy (2012) has been superseded by the more recent High Peak Playing Pitch Strategy (2017) and High Peak Local Football Facility Plan. The application addresses the needs identified within these documents for one full sized 3G pitch in the Glossopdale area and a general shortfall in pitches.
- 7.73 A number of the benefits set out within the accompanying Planning Statement are considered to be generic benefits for new sporting developments and as such could not realistically constitute 'very special circumstances' in their own right. However, within these perceived benefits, there are considered to be benefits that when

considered in their own right and cumulatively, constitute the 'very special circumstances' which are required in order for the application to comply with relevant Green Belt policy.

- 7.74 There is a clear identified need for an artificial sports pitch in the Glossopdale sub-area and an identified shortfall for playing pitches in general. Given the topography of the Glossop area, there is a lack of suitable sites within the urban areas and outside of the Green Belt to facilitate this requirement. As such, it is considered that when considering the existing use of the site and the needs for the Borough contained within these evidence based documents, this constitutes a 'very special circumstance' that outweighs the substantial harm to the Green Belt by reason of inappropriateness.
- 7.75 Further to the above, the strategic nature and importance of this site within the context of nearby housing development and the Council's regeneration and economic strategy, together with the social and economic benefits that would arise from the inception and wider participation of sport and recreation, is considered to constitute 'very special circumstances' when considered alongside the need for such a facility as outlined above.
- 7.76 The application is therefore compliant with LP Policy EQ4 and relevant Green Belt policies within Chapter 13 of the NPPF, and thus represents a sustainable form of development in the Green Belt.
- 7.77 Whilst there would be some moderate landscape and visual impacts at a localised level as a result of the proposed scheme, in conflict with LP Policies EQ2 and EQ3, these impacts are not considered to significantly or demonstrably outweigh the substantial benefits of this development.
- 7.78 Subject to appropriate conditions, there are no other adverse impacts which would significantly or demonstrably outweigh the benefits of this scheme, and as such, the application is considered on balance to constitute a sustainable form of development.
- 7.79 In line with LP Policy S1a and paragraph 11 of the NPPF. the application is recommended for approval subject to appropriate conditions.

8. RECOMMENDATIONS

A. APPROVE subject to Conditions

- 1. Time Limit 3 Years**
- 2. Approved Plans**

3. **Samples of materials to be used in construction of clubhouse submitted to and agreed in writing by LPA. Carried out in accordance with approved details.**
4. **No development shall commence until Drainage Strategy submitted to and agreed in writing by the LPA. Carried out in accordance with approved details.**
5. **Artificial Pitch to be constructed in accordance with detail submitted**
6. **No development shall commence until Community Use Agreement prepared in consultation with Sport England has been submitted to and agreed in writing by LPA. Carried out in accordance with approved details.**
7. **No development shall commence until detailed specification of natural turf remodelling has been prepared in consultation with Sport England submitted to and agreed in writing by the LPA. Carried out in accordance with approved details.**
8. **Floodlighting shall operate in accordance with relevant legislation**
9. **Use of floodlights restricted to 07:00 – 21:10 every day**
10. **Use of clubhouse limited to 08:00 – 22:00 Sunday – Thursday and 08:00 – Midnight Fridays and Saturdays**
11. **Fencing and rebound panels surrounding pitch shall include anti-rattle clips or spacers between mesh and post to reduced noise from ball striking**
12. **No development shall commence until Soft Landscaping scheme to include greater level of natural screening on southern and south western boundary has been submitted to and agreed in writing by LPA. Carried out in accordance with approved details**
13. **No development to commence until Ecological Enhancement and Mitigation Scheme has been submitted to and agreed in writing by LPA. Carried out in accordance with approved details**

14 – 21 Recommended Highways Conditions

B. In the event of any changes being needed to the wording of the Committee's decision (such as to delete, vary or add conditions/informative/planning obligations or reasons for approval/refusal) prior to the decision being issued, the Head of Development Services has delegated authority to do so in consultation with the Chairman of the Committee, provided that the changes do not exceed the substantive nature of the Committee's decision.

This recommendation is made following careful consideration of all the issues raised through the application process and through discussion with the applicants. In accordance with Paragraph 187 of the NPPF the Case Officer has sought solutions where possible to secure a development that improves the economic, social and environmental conditions of the area.

Site plan

