

COMMITTEE REPORT

Committee: West/Centre Area
Date: 16 July 2009

Ward: Rural West York
Parish: Nether Poppleton Parish
Council

Reference: 09/00474/FUL
Application at: OS Field 6031 Millfield Lane Nether Poppleton York
For: Erection of one storey club house, extended car parking, cycle park, and bin store. Retention of 1 no. storage building
By: Mr Val Duggan
Application Type: Full Application
Target Date: 26 May 2009

1.0 PROPOSAL

1.1 This application seeks planning permission for a club house, cycle parking and refuse bin storage, with extended car parking. The clubhouse would cater for and provide facilities for the Poppleton Tigers. At present the club has approximately 300 players. The ages of the teams range from 5 to 18 years. The club also supports to Poppleton Ladies FC, who are based at the club. The club supports 20 teams, each of which competes in various York and District leagues. The applicants are concerned that without modern facilities, they will lose the opportunity to host high profile events. A new clubhouse will also allow them to do this and also grow. At present there is 80 parking space and the revised plans show an additional 51 grasscrete parking spaces. The application is also for the permanent retention of one of the storage containers for maintenance and sports equipments.

1.2 Planning permission was granted in 2001 (00/00597/FUL) for change of use of this site to football pitches. Further planning permission was granted in 2006 (06/02108/GRG3) to extend the pitches. At present Poppleton Tigers use metal storage containers for their accommodation, changing rooms, storage of materials etc. The containers have temporary planning consent, which has been renewed twice.

1.3 The site is within York's Green Belt, between the Poppleton and York settlement limits. The proposed clubhouse is to be located in the northwest corner of the site and would not result in any loss of football pitches. The boundary of the site is marked by a hedgerow of a substantial height (at the time of the site visits).

1.4 The application being presented to planning committee is an amended scheme. The original application sought planning permission for a 2-storey building. The main accommodation being 4 changing rooms, a kitchen and two large meeting rooms. The first floor element has been omitted within this revised scheme resulting in the loss of one of the meeting rooms. Cycle parking has also been resited to the rear of the proposed clubhouse.

1.5 The application comes before committee at the request of Cllr Ben Hudson who also requested a site visit. There have also been a number of objections to this scheme.

2.0 POLICY CONTEXT

2.1 Development Plan Allocation:

City Boundary : York City Boundary 0001

DC Area Teams : West Area 0004

2.2 Policies:

CYSP2
The York Green Belt

CYSP3
Safeguarding the Historic Character and Setting of York

CYGP1
Design

CYGP4A
Sustainability

CYGP15
Protection from flooding

CYGB1
Development within the Green Belt

CYGB13
Sports facilities outside settlements

CYC1
Criteria for community facilities

3.0 CONSULTATIONS

INTERNAL CONSULTATIONS

3.1 HIGHWAY NETWORK MANAGEMENT (revised scheme) -

The general details contained in the amended plans relating to the overall parking layout are acceptable but it is noted that up to 170 vehicles attend tournaments at the site. This level of cars will exceed the sites' capacity and may result in vehicles

parked outside of the site on Millfield Lane. There is no indication, however, of how often these "tournaments " are held. It is considered appropriate therefore, in an effort to further reduce dependency on the private car, that bus stop facilities, including paving and a shelter be provided by the applicant at the entrance nearest the clubhouse to serve the recently re-routed No 10 service.

3.2 SPORT AND ACTIVE LEISURE - Support Application

- Provide enhanced changing facilities, which can cater for males and females at the same time and meet league standards for changing accommodation for players and officials
- Teaching space for coach, volunteer and player development
- Kitchen space to allow for catering for the parents during matches and to provide a source of income for the club
- Will also be available for use by Manor School
- Raise the quality of ancillary facilities for the pitches in Poppleton

3.3 COUNTRYSIDE OFFICER - No objections

- Low wildlife value
- The hedgerows surrounding the site containing species such as hawthorn, hazel, dog rose and ash should not be affected by the works.

3.4 ARCHAEOLOGY - Outside Area of Archaeological Interest. There are no scheduled ancient monuments or listed buildings on the site. This site was subject to a limited field walking exercise prior to the creation of the current playing fields. This produced scatter of Romano-British pottery and a single prehistoric bronze palstave. There are significant find throughout the parishes of Upper and Nether Poppleton. These indicated that there is a widespread and well-developed late prehistoric and Romano-British landscape in this area. It is probable that features relating to this landscape will be preserved within the application site. The site has potential to provide evidence relating to the exploration of this part of the Vale of York in the prehistoric and Romano-British periods. Would like an archaeological watching brief conditioned

3.5 STRUCTURES AND DRAINAGE - Object (to original and revised plans)

- Insufficient information has been provided by the developer to determine the potential impact the proposals may have on existing drainage systems

3.6 ENVIRONMENTAL PROTECTION UNIT - No objections

- Have concerns that the operations of this facility into the evening and at night could cause noise, which could have a detrimental affect on the amenity of the nearby residents. Therefore would like a condition limiting the hours of operation

3.7 CITY DEVELOPMENT

- Original Proposal - Object

The site on Millfield Lane lies within the York Green Belt and within an area, which has been identified as important for preventing the coalescence of Poppleton and the main urban area.

National Green Belt Policy (PPG2) sets out the type of development that would be appropriate in the Green Belt. This includes essential development for outdoor sport

and outdoor recreation which preserves the openness of the Green Belt and do not conflict with the purposes of including land in it. Essential facilities are considered to be small changing rooms or unobtrusive spectator accommodation for outdoor sport. The proposed facilities cannot be regarded as being small as they accommodate a large footprint within a currently greenfield site.

Policy GB1 reflects the approach in PPG2 and states that the scale, location and design of development should not detract from the open character of the Green Belt, conflict with the purposes of including land within the Green Belt nor prejudice the setting and special character of York. The scale of the proposed clubhouse is considered to be too large in terms of the impact that it will have on the openness of the green belt and views into and out of Poppleton. The area is recognised as being important in terms of preventing the coalescence of Poppleton and the outlying urban area of the City of York. Building of this size, would potentially contribute to extending the settlement limits of Poppleton and would therefore conflict with GB1.

Policy GB13 specifically address sports facilities in the green belt. Again, it is the scale of the proposed club house that conflicts with this policy. The number and size of the changing, meeting, and viewing facilities is not really justified and cannot therefore be seen as "essential" as required by policy. No evidence of more appropriate sites within the settlement limits being investigated has been submitted. The reasoning behind the proposed extended parking facilities seem to be justified in terms of preventing on-street parking on Millfield Lane.

Policy C1 requires that the community facility proposals are of a suitable scale and design, appropriate to the character and appearance of the locality and that it meets a recognised need. It is considered that the location, in an open green belt location is not appropriate due to the scale of the proposed facilities.

Revised plans - Object

- Despite a reduction in the height of the building and deletion of the upstairs viewing gallery, the scale of the building and the expanse of the ground floor is still above what would be deemed "essential facilities" in the green belt

EXTERNAL CONSULTATIONS/REPRESENTATIONS

3.8 NETHER POPPLETON PARISH COUNCIL - (original and revised plans)

- Reservations about the use of the viewing level and recommended that the building be reduced in height to single storey. This would enable the building to be screened behind high hedges and preserve the Green Belt aspect;
- Request that the hedges forming the boundary to the site be allowed to grow full height along its entire length to protect the green corridor and act as a possible noise barrier;
- Would like a condition prohibiting vehicle parking on Millfield Lane and on the grass verge. This would enable the Parish Council to continue its policy of planting spring flowers on the approaches to the village;
- Request the speed limit on Millfield Lane be reduced to 20mph; and
- Request that external illumination to the building or its surrounds be of non-light polluting fittings and they be dark sky compliant

3.9 FOOTBALL ASSOCIATION - There is an expectation from the FA and Football Foundation (FF) to have the following all to FF sizes and specifications: 4 changing rooms, 2 officials changing rooms, spectator toilet provision, clubroom/classroom with kitchen area, storage for goalposts/kit and maintenance equipment. The second floor proposed would be non-eligible for funding

3.10 SPORT ENGLAND - No objections

3.11 MARSTON MOOR INTERNAL DRAINAGE BOARD (IDB)

- The Board's prior consent is required for any development including fences or planting within 9 m of the bank top of any watercourse within or forming the boundary of the site. Any proposal to culvert, bridge, fill in or make a discharge to the watercourse will also require the Board's prior consent;
- Should not adversely affect the surface water drainage of the area and amenity of adjacent properties;
- As the applicant has stated surface water will be discharged to soakaways. The IDB would like conditions attached, if approved, requesting the suitability of the soakaways be ascertained in accordance with BRE Digest 365, also a feasibility study into the use of sustainable urban drainage systems should be provided

3.12 2 LETTERS OF OBJECTION (Original Proposal)

- Object to the siting of the clubhouse, not the existence of it;
- Stated in supporting info stated there has been consultation, this has not been the case;
- There are existing buildings on the plot, so the comments that the placing of the new structure is in keeping with the Green Belt, from the ring road is irrelevant;
- The one way system is being changed so people drive in the Long Ridge Lane end of the field and out at the access nearest the ring road. The entrance will be opposite the access route to 20 houses on Millfield Lane and Long Ridge Lane causing potential traffic and safety issues;
- The football club has already got an application lodged with the CYC for planning in for lights in the field, these are at the other end of the field away from the new proposed structure, as the new building has a viewing area should they not be positioned together;
- Create a significant change in outlook;
- Concerned about the increase in traffic and the environmental impact on the area;
- Continued problem with parking; and
- The proximity to dwellings may affect the value of the properties.

3.13 1 LETTER OF OBJECTION (Revised Proposal)

- Would obscure view of the open countryside;
- Would affect value of nearby dwellings;
- Location of proposal would increase the noise level in the area. Whilst the application specifies that it will be only used at certain times, this has not always been adhered to. Have no concerns from in regards to noise from football but people using the meeting rooms and facilities;
- A meeting room is not required for the area, as Manor School and the community centre offer these facilities. Therefore the building of these rooms will take way green belt unnecessarily;

- New plans do not address the traffic and parking issues, concerned about the vehicle access being in close proximity to an access road for 20 dwellings, especially if they are expecting the amount of traffic the increased parking facilities represent.

3.14 1 LETTER OF COMMENTS (original proposal)

- Support principle of clubhouse;
- Impressed by the visual aesthetics of the proposal; and
- Benefit the community

4.0 APPRAISAL

RELEVANT SITE HISTORY

09/00492/FUL - Retention of 5no. storage containers/ temporary buildings in connection with football club use - Approved

07/02230/FUL - Erection of 6 no. 10 metre high floodlight on playing field (part retrospective) - Pending

06/02108/GRG3 - Change of use of agricultural land to sports field and move boundary fence to include new land - Approved

05/00034/FUL - Siting of portable steel storage building and variation of condition 1 of planning permission 00/00597/FUL to allow retention of existing buildings for a further period - Approved

00/00597/FUL - Change of use of agricultural land to playing field, siting of three portable buildings with associated parking and access - Approved

ADDITIONAL PLANNING POLICY

Poppleton Village Design Statement, 2003

CYC Interim Planning Statement on Sustainable Design and Construction, 2007

Planning Policy Statement 1 - Delivering Sustainable Development

Planning Policy Guidance 2 - Green Belts

Planning Policy Guidance 17 - Planning for Open Space, Sport and Recreation

Planning Policy Statement 25 - Development and Flood Risk

KEY ISSUES

1. Impact upon the Green Belt
2. Design
3. Impact on neighbouring property
4. Impact on highway safety
5. Drainage

ASSESSMENT

PLANNING POLICY

4.1 Planning Policy Statement 1 - 'Planning for Sustainable Development' aims to protect the quality of the natural and historic environment. 'The Planning System: General Principles', the companion document to PPS1, advises of the importance of amenity as an issue.

4.2 Planning Policy Guidance 2 - Green Belts allows new buildings in the Green Belt if they are essential facilities for outdoor sport and recreation, the facilities should preserve the openness of the Green Belt and not conflict with the purposes of including land in it and should be small scale developments. Examples of such facilities include small changing rooms and unobtrusive spectator accommodation.

4.3 Planning Policy Guidance 17 - Planning for Open Space, Sport and Recreation states that to establish essential facilities for outdoor sport and recreation where the openness of the greenbelt is maintained. Development should be the minimum necessary and no-essential facilities such as additional function rooms should be treated as inappropriate development. Very special circumstances, which outweigh the harm to the Green Belt, will need to be demonstrated if such inappropriate development is to be permitted.

4.4 PPS25 Development and Flood Risk: This PPG explains how flood risk should be considered at all stages of the planning and development process. It sets out the importance of the management and reduction of flood risk in planning, acting on a precautionary basis and taking account of climate change.

4.5 Policy YH9 and Y1 of the Yorkshire and Humber Regional Spatial Strategy (May 2008) sets out the extent of the City of York Green Belt.

4.6 Policy SP2 'The York Green Belt' in the City of York Council Development Control Local Plan (2005) states that the primary purpose of the York Green Belt is to safeguard the setting and historic character of the City of York.

4.7 Policy SP3 'Safeguarding the Historic Character and Setting of York' in the City of York Council Development Control Local Plan (2005) states that high priority will be given to the protection of the historic character and setting of York. The following principles will be applied when considering planning applications: The protection of key historic townscape features, particularly in the City Centre, that contribute to the unique historic character and setting of the City; the protection of the Minster's dominance, at a distance, on the York skyline and City Centre roofscape; the protection of the environmental assets and landscape features which enhance the historic character and setting of the City. These comprise the river corridors and the green wedges, both existing and extended. They also include areas of open countryside, which provide an impression of a historic city, such as locations which allow good view of the Minster or an urban edge including a conservation area, and views into the City from a number of main transport routes; the protection of the main gateway transport corridors into York from development which, cumulatively, could have an adverse impact on the character and setting of the corridor and the surrounding environment. If development is allowed, early and substantial planting of sensitive boundaries will be required.

4.8 Policy GP1 'Design' of the City of York Council Development Control Local Plan includes the expectation that development proposals will, inter alia; respect or enhance the local environment; be of a density, layout, scale, mass and design that is compatible with neighbouring buildings and spaces, ensure residents living nearby are not unduly affected by noise, disturbance, overlooking, overshadowing or dominated by overbearing structures, use materials appropriate to the area; avoid the loss of open spaces or other features that contribute to the landscape; incorporate appropriate landscaping and retain, enhance or create urban spaces, public views, skyline, landmarks and other features that make a significant contribution to the character of the area.

4.9 Policy GP4a 'Sustainability' of the City of York Council Development Control Local Plan (2005) states that proposals for all development should have regard to the principles of sustainable development. Development should: provide details setting out the accessibility of the site by means other than the car and, where the type and size of development requires, be within 400 metres walk of a frequent public transport route and easily accessible for pedestrians and cyclists; contribute towards meeting the social needs of communities within the City of York and to safe and socially inclusive environments; maintain and increase the economic prosperity and diversity of the City of York and maximize employment opportunities; be of a high quality design, with the aim of conserving and enhancing the local character and distinctiveness of the City; minimize the use of non-renewable resources, re-use materials already on the development site, and seek to make use of grey water systems both during construction and throughout the use of development. Any waste generated through the development should be managed safely, recycled and/or reused. The 'whole life' costs of the materials should be considered; minimize pollution, including that relating to air, water, land, light and noise; conserve and enhance natural areas and landscape features, provide both formal and informal open space, wildlife area and room for trees to reach full growth; maximize the use of renewable resources on development sites and seek to make use of renewable energy sources; and make adequate provision for the storage and collection of refuse and recycling.

4.10 Policy GP5 'Renewable Energy' in the City of York Council Development Control Local Plan (2005) states that the development of renewable energy will make a vital contribution to the reduction of carbon dioxide emissions, facilitating the delivery of the Government's commitment on climate change. Proposal for the development of renewable energy facilities will therefore be encouraged providing there is no significant adverse effect on the existing landscape, air quality, biodiversity, water resources, agricultural land or sites of archaeological or historic importance.

4.11 Policy GP15a 'Development and Flood Risk' in the City of York Council Development Control Local Plan (2005) states that there will be a presumption against built development (except for essential infrastructure) within the functional floodplain outside existing settlement limits. Proposals for new development on previously undeveloped land outside defined settlement limits will only be granted where it can be demonstrated that the development will not result in the net loss of floodplain storage capacity, not impede water flows and not increase flood risk elsewhere. All applications in the low to medium risk or high risk areas should submit

a Flood Risk Assessment (FRA) providing an assessment of additional risk arising from the proposal and the measures proposed to deal with these effects.

4.12 Planning Policy Guidance note 2 'Green Belts' sets out the purposes of including land within Green Belts and establishes specific categories of development that are appropriate within Green Belts. All other development is deemed inappropriate and therefore harmful to the Green Belt. For such development to be acceptable in Green Belts very special circumstances must be demonstrated to show that the harm is outweighed by other considerations. The boundaries of the Green Belt are detailed on the Proposals Map of the City of York Council Development Control Local Plan (CYCDCLP) and this site clearly falls within the Green Belt. Policy GB1'Development in the Green Belt' of the CYCDCLP follows the advice contained in PPG2 in stating that permission for development will only be granted where: the scale, location and design would not detract from the open character of the Green Belt; it would not conflict with the purposes of including land within the Green Belt; and it would not prejudice the setting and special character of the City, and is for a type of development listed as appropriate development. All other forms of development are considered to be inappropriate and very special circumstances would be required to justify where the presumption against development should not apply.

4.13 Policy GB13 'Sports Facilities Outside Settlement Limits' of the City of York Council Development Control Local Plan (2005) states that within the green belt or open countryside proposals for the development of essential ancillary facilities for outdoor sport or recreation will be permitted where: the facilities are essential to support the outdoor provision; and the facilities are kept to a scale consistent with the requirements of the outdoor recreational activity; and there are no opportunities to provide the built facilities in adjacent settlements; and any new buildings or structures and associated parking do not detract from the openness of the green belt or open countryside or result in the coalescence of settlements and the proposals will not compromise grades 1, 2 or 3a agricultural land. Proposals for non-essential facilities even if they are considered to complement the principle outdoor activity (e.g. additional function rooms, indoor leisure) are inappropriate developments. In such cases the applicant would be required to demonstrate very special circumstances to justify why the presumption against development should not apply.

4.14 Policy C1 'Community Facilities' of the City of York Council Development Control Local Plan (2005) states that a planning application for social, health, community and religious facilities will be granted permission providing that the proposed development is of a scale and design appropriate to the character and appearance of the locality and it would meet a recognised need.

4.15 The supplementary Planning Guidance - Poppleton Village Design Statement (2003) has relevant design guidelines for this proposal, such as; (1) aspirations to maintain the village's rural character/atmosphere, by maintaining green and open land between Poppleton and York. (2) Expansion of Poppleton outside the existing curtilage towards the Ring Road should be discouraged. (3) Any development on the village periphery should be in keeping with both the surrounding properties and the countryside and should give high priority to landscape design to protect and enhance the external views of the village. (4) The size, scale and massing of new buildings

should harmonise with neighbouring properties and spaces. (5) Contemporary design should complement and be in sympathy with existing building character. (6) Adequate parking spaces should be provided within the curtilage of the property to avoid on-street parking. (7) Every effort should be made to support the loss of facilities in Poppleton, which help to maintain the strong community spirit

IMPACT UPON THE GREEN BELT

4.16 PPG2 supports buildings being constructed within the Green Belt, if they satisfy certain criteria. One of the criterion is that a building should be/provide essential facilities for outdoor sport. PPG2 allows that these facilities should be genuinely required and should be small scale and kept at a scale that is consistent with the requirements of the outdoor recreational activity.

4.17 This site is recognised as being an important area in preventing the coalescence between Poppleton and the main urban area of York. The Council's City Development department has raised concerns that this scheme could potentially contribute to extending the settlement limits of Poppleton, thus detracting from the openness of York's Green Belt. It is considered that the building would add to the coalescence of development and fails to satisfy the Poppleton Village Design Statement and Policy GB13, it is not considered that it would lead to an extension of the Poppleton settlement envelope and is not considered to set a precedent for development of this part of the greenbelt.

4.18 The agent states the proposal would not have a detrimental impact upon the openness of the Green Belt, by virtue of being viewed against a backdrop of existing dwellings to the north/northwest. The proposed building is visible from the ring road but would have a degree of separateness from the dwellings, emphasised by its design and siting. It would also have a backdrop of a large hedge further emphasising its separation from Poppleton's village boundary.

4.19 The agent has stated that there are special circumstances for allowing the proposed clubhouse. He states that this revised scheme has been designed to the minimum requirements set out by the Football Foundation (FF) and the Football Association (FA). If the scheme fails their requirements, these organisations would not provide funding support for this project. The changing rooms are also the minimum size that would be accepted by the FA and FF. Both organisations have minimum requirements, which include a meeting room for team activities and a kitchen to supply food during matches. A kitchen would also provide some income for the club. Funding mechanisms for the club are not a material planning consideration and can only be given limited weight.

4.20 The principle for providing recreational facilities on this site, is considered to be acceptable. The original 2-storey building would have had a detrimental impact upon the Green Belt, by virtue of its scale and massing, and could not be considered to be small scale as required by PPG2. The football club were requested to reduce the size and scale of the building to satisfy policy requirements. Revised plans were submitted with the first floor removed (which contained a meeting room/viewing gallery). The height of the building has also been reduced by 1.35 metres to 4.7 metres in height. However the footprint of the building has not been altered. The

Council's City Development department, uphold their objections to the revised scheme, as they consider the proposals are still not small scale and therefore not in accordance with PPG2 policy . City Development also queries the proportions of the changing rooms and other facilities. The applicants have stated that elements such as a meeting room are required to host FA approved training courses for managers, coaches and referees.

4.21 At present the club facilities are housed in 5 metal storage containers, which have temporary planning consent. The units do not contribute to the appearance of the Green Belt and their removal would be a benefit. If the clubhouse is built, all but one of these containers would be removed from the site. The remaining container would be used for the storage of maintenance equipment and sports equipment, such as goal posts etc. The container would be sited abutting the southern boundary, close to the vehicle exit. Whilst it would be preferable to remove all the containers, as they are not a positive addition to the Green Belt, by virtue of the container's siting (tucked into the boundary) and the high hedges (albeit deciduous hedges) together with its green colour, it is considered that the retention of one container would not cause undue harm to the openness of the Green Belt.

4.22 Taking into consideration the above points, i.e. the number of football pitches on the site (3 full size pitches and 7 mini pitches), large membership of the club and the building's scale in relation the overall size of the site, it is recognised that the proposed clubhouse would be in proportion with the needs of the club.

DESIGN

4.23 The design of the clubhouse is, by reason of its use, reasonably utilitarian in appearance. The design, to a certain extent, is influenced by the requirements of its users and their needs. It would have been preferable if the scheme could have responded more sympathetically to its environment and position within the Green Belt. Options such as green roofs use of natural materials and a simplified layout could have been further explored. It is recognised that a reasonable proportion of this development will be obscured by the surrounding hedging and that the requirements of the building have influenced its appearance. On balance, taking the aforementioned into consideration the design is acceptable.

IMPACT ON NEIGHBOURING PROPERTIES

4.24 The distance between the proposed clubhouse and the nearest dwellings would be a minimum of 40 metres. The proposed clubhouse would be partially screened from the dwellings and the road by the existing hedge. As the hedge is deciduous the effect of screening would be reduced in winter months. Taking into consideration the effect of screening and the height of the hedging and also the significant separation distance between the proposed clubhouse and existing residents, the scheme is not considered to unduly impact on the outlook from the dwellings on Millfield Lane, reduce their privacy or create overlooking.

4.25 A neighbour has raised some concern by the potential increase in traffic. The entrance to the site is in close proximity to the vehicle entrance for 76 to 82 Millfield Lane and 1 - 31 Long Ridge Lane. The agent has stated that it is the club' s intention

to expand the club and the number of users. There is a one way system within the site and this would remain. Highway Network Management have not raised any concerns regarding the increase in traffic. As a consequence, it is not considered that there would be any potential traffic safety grounds or adverse impact to the vehicle access for the neighbouring dwellings.

4.26 Objections have also been raised due to the proximity of the proposed clubhouse to the nearby dwellings and the impact it would have on the property values. Property values are not a material planning consideration and cannot be taken into account.

4.27 There has been an objection to the siting of the clubhouse. It has been asked if it could be resited where the existing steel containers are. However a decision can only be made on the proposed siting put forward in the application and without the benefit of consultee input would be unable to comment on the resiting to another part of the site.

4.28 Concerns have also been raised concerning external lighting creating a disturbance to the occupants of the neighbouring dwellings. Issues of lighting can be controlled by condition.

4.29 The Parish Council has requested that the height of the hedging be retained at a certain height so as to act as a noise barrier, however it is considered that this would be over onerous and conditioning the minimum height of the hedge could lead to a hedge of a significant height which would impact on the open aspect of this area.

4.30 Some concern has been raised about noise disturbance from the people using the clubhouse facilities. The agent has confirmed that the meeting room would only be used for football related activities and would not become a venue for parties etc. The agent has specified times of opening, which have subsequently been revised. These times are not considered to be antisocial, and are reasonable and would rule out social gatherings in an evening. It should be noted that feedback from Environmental Protection Unit at the time of the report was still outstanding; a verbal update will be given at committee. It is considered the opening times of the clubhouse can be adequately conditioned to prevent noise disturbance, also the meeting room can only be used in relation to football any other use of the meeting room may require planning permission

IMPACT ON HIGHWAY SAFETY

4.31 The revised plans show the cycle parking has been resited to the rear of the clubhouse. They are more visible from the clubhouse therefore improving the security. Whilst the resiting of the cycle parking would improve security, by virtue of increased visibility, this amendment has compounded the impact of the built up appearance of the proposal within the Green Belt.

4.32 The disabled parking bays have been resited so they are nearest the entrance of the proposed clubhouse. They also have access strips to each side. The coach parks have also been resited. There are 80 grasscrete parking spaces proposed and

these would provide overflow parking. Highways Network Management did not express any objections to the entrance being in close proximity to a vehicle access for dwellings on Millfield Lane and Long Ridge Lane. The access to the site has not been altered from the existing arrangement.

4.33 Highways Network Management have requested that the applicant should provide bus stop facilities, including paving and a shelter, at the entrance nearest the clubhouse. These facilities would serve the recently re-routed No. 10 service and should help to reduce dependency on the private car. Whilst this has been requested from the agent no response has been received yet.

4.34 It is recognised there may still be parking on Millfield Lane when tournaments are being held, however it is considered that the increase in parking provision within the site should remove this issue during normal match days. The revised plans show an increase in overflow parking by 53 spaces. Originally the applicants had proposed 113 parking spaces however due to concerns raised by the council (impact on the openness of the Green Belt) the number of parking spaces were reduced.

4.35 The Parish Council have requested a condition be imposed if approved, stating there should be no parking on Millfield Lane. This is outside of the site specified in the application, the LPA cannot condition such a restriction. In addition a condition of this type would most likely be unenforceable.

DRAINAGE

4.36 The Council's Structures and Drainage Department have objected to the application on the grounds of lack of drainage information. The agent has been unable to satisfy the engineers that the scheme would not have detrimental impact upon flooding within the area due to surface water run-off. However it is considered that these issues could be overcome with the imposition of suitable conditions, if the application was approved.

5.0 CONCLUSION

5.1 National, regional and local Green Belt policies seeks to protect the openness of the Green Belt. This site has been recognised as an important site within this policy framework as it maintains a green gap and prevents coalescence between Poppleton and York. It is recognised that the clubhouse would provide important facilities to members, visitors etc. and should provide a financially sustainable development which should support itself due to generating an independent income. The scheme generally satisfies Green Belt policy in so far as it provides essential facilities for outdoor sport. In addition Poppleton Tigers have been playing football on the site since at least 2000 and have demonstrated a clear commitment to providing sporting facilities for local residents and the City of York. It is reasonable to expect the club to want to provide better facilities for its members etc. The issue of size and scale of the development has been identified as a concern by City Development and some objectors, however the site is large and the clubhouse of this size is needed to serve the members and visitors.

5.2 Drainage issues have not been resolved prior to the application being presented to committee. It is preferable that these issues could have been resolved, to prove the scheme will not have a detrimental impact upon neighbouring residents and the area due to flooding. However suitable conditions have been recommended which should provide adequate protection of nearby dwellings and road etc from flooding.

5.3 Parking congestion should be alleviated due to the overflow car parking area. However it is possible that during peak times, tournaments etc Cars may park on Millfield Lane adjacent to the site. There are no parking restrictions on this road, which prevent parking on the verge, as a consequence it would be very difficult to impose conditions preventing this.

5.5 Impact on adjacent residents should be kept to a minimum due to proposed conditions limiting hours of use and acceptable uses. Generally, activities will be held here during the daytime and at weekends.

5.6 After considering the above points, it is considered that, on balance, the scheme is acceptable and, if approved, will provide upgraded essential facilities for Poppleton Tigers Football Club.

COMMITTEE TO VISIT

6.0 RECOMMENDATION: Approve

1 The development hereby permitted shall be carried out only in accordance with the following plans:-

Drawing Number 201 B received 29 May 2009
Drawing Number 203 B received 29 May 2009
Drawing Number 206 A received 29 May 2009
Drawing Number 207 B received 29 May 2009;

or any plans or details subsequently agreed in writing by the Local Planning Authority as amendment to the approved plans.

Reason: For the avoidance of doubt and to ensure that the development is carried out only as approved by the Local Planning Authority.

2 TIME2 Development start within three years

3 VISQ8 Samples of exterior materials to be app

4 Prior to the commencement on site details of foul and surface water drainage works have been submitted to and approved in writing by the Local Planning Authority, and carried out in accordance with these approved details.

Details to include:

- calculations and invert levels of the existing surface water system should be provided together with details to include calculations and invert levels of the proposals for the new development. This will enable the impact of the proposals on the downstream watercourse to be assessed.
- Existing / proposed ground levels to ordnance datum for the site and adjacent properties should be shown.
- Existing and proposed surfacing should be specified.
- The developer should provide a topographical survey and proposed finished floor and ground levels to ordnance datum, to ensure that there will not be any detriment to the drainage of existing properties. The development should not be raised above the level of the adjacent land, to prevent runoff from the site affecting nearby properties.
- Additional surface water shall not be connected to any foul / combined sewer, if a suitable surface water sewer is available.
- As the proposed method of surface water disposal is via soakaways, these should be shown to work through an appropriate assessment carried out under BRE Digest 365, carried out in winter - to prove that the ground has sufficient capacity to accept surface water discharge, and to prevent flooding of the surrounding land and the site itself.

If the above is found to be unsuitable then In accordance with PPS25 and in agreement with the Environment Agency / Marston Moor IDB, peak run-off from developments must be attenuated to 70% of the existing rate (based on 140 l/s/ha of connected impermeable areas). Storage volume calculations, using computer modelling, must accommodate a 1:30 year storm with no surface flooding, along with no internal flooding of buildings or surface run-off from the site in a 1:100 year storm. Proposed areas within the model must also include an additional 20% allowance for climate change. The modelling must use a range of storm durations, with both summer and winter profiles, to find the worst-case volume required.

Reason: To protect the area from surface water flooding

5 No work shall commence on site until the applicant has secured the implementation of a programme of archaeological work (a watching brief on all ground works by an approved archaeological unit) in accordance with a specification supplied by the Local Planning Authority. This programme and the archaeological unit shall be approved in writing by the Local Planning Authority before development commences.

Reason: The site lies within an Area of Archaeological Importance and the development will affect important archaeological deposits, which must be recorded during the construction programme.

6 Notwithstanding the information contained on the approved plans, the height

of the approved development shall not exceed 4.7 metres, as measured from existing ground level. Before any works commence on the site, a means of identifying the existing ground level on the site shall be agreed in writing, and any works required on site to mark that ground level accurately during the construction works shall be implemented prior to any disturbance of the existing ground level. Any such physical works or marker shall be retained at all times during the construction period.

Reason: to establish existing ground level and therefore to avoid confusion in measuring the height of the approved development, and to ensure that the approved development does not have an adverse impact on the character of the surrounding area.

7 Notwithstanding the submitted plans and prior to the commencement of the development full details of the method and design and siting of external illumination for the club house shall be submitted to and approved in writing by the Local Planning Authority. The development shall be completed in accordance with the approved details.

Reason: In order to protect the character and appearance of the area from excessive illumination.

8 No development shall take place until there has been submitted and approved in writing by the Local Planning Authority a detailed landscaping scheme which shall illustrate the number, species, height and position of trees and shrubs. This scheme shall be implemented within a period of six months of the completion of the development. Any trees or plants which within a period of five years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless alternatives are agreed in writing by the Local Planning Authority.

Reason: So that the Local Planning Authority may be satisfied with the variety, suitability and disposition of species within the site

9 Prior to the commencement of development, full details of a renewable energy strategy shall be submitted to and approved in writing by the Local Planning Authority. The strategy shall include (i) the building's proposed renewable energy generation, which shall be at least 5 % of total energy generation unless otherwise agreed in writing with the Local Planning Authority (ii) measures to reduce energy demand. The development shall then be carried out in accordance with the approved assessment.

Reason: To ensure that the proposal complies with the principles of sustainable development and the Council's adopted Interim Planning Statement on Sustainable Design and Construction

10 Prior to the development coming into use, all areas used by vehicles shall be surfaced, sealed and positively drained within the site, in accordance with the approved plans.

Reason: To prevent the egress of water and loose material onto the public highway.

11 The building shall not be occupied until the areas shown on the approved plans for parking and manoeuvring of vehicles (and cycles, if shown) have been constructed and laid out in accordance with the approved plans, and thereafter such areas shall be retained solely for such purposes.

Reason: In the interests of highway safety.

12 Prior to the development commencing details of the measures to be employed to prevent the egress of mud, water and other detritus onto the public highway, and details of the measures to be employed to remove any such substance from the public highway shall be submitted to and approved in writing by the Local Planning Authority. Such measures as shall have been approved shall be employed and adhered to at all times during construction works.

Reason: To prevent the egress of water and loose material creating a hazard on the public highway.

13 The hours of operation of this approved use shall be confined to

Monday to Fridays	18.00 to 21.00
Saturdays	09.00 to 16.00
Sunday	09.00 to 16.00

Reason: To safeguard the amenities of adjoining occupants.

14 Notwithstanding the submitted plans details of facilities for the storage and collection of refuse and recyclable materials shall be submitted to and approved in writing by the Local Planning Authority. The approved facilities shall be provided prior to the first use of the building and shall be maintained thereafter.

Reason: in the interests of sustainable development and to encourage recycling of materials.

15 There shall be no permitted change of use of the football clubhouse to any other use allowed within Use Class D2.

Reason: To protect the residential amenity of the occupants of the nearby dwellings.

7.0 INFORMATIVES: Notes to Applicant

1. REASON FOR APPROVAL

In the opinion of the Local Planning Authority the proposal, subject to the conditions listed above, would not cause undue harm to interests of acknowledged importance, with particular reference the residential amenity of the neighbours, the visual amenity

of the building and the locality, impact on the openness of the greenbelt, and highway safety. As such, the proposal complies with Policies GP1, GB1, and GB13 of the City of York Council Development Control Local Plan (2005); national planning guidance contained in Planning Policy Guidance 2 - Green Belts.

2. INFORMATIVE:

You are advised that prior to starting on site consent will be required from the Highway Authority for the works being proposed, under the Highways Act 1980 (unless alternatively specified under the legislation or Regulations listed below). For further information please contact the officer named:

General power of improvement - Section 62 - Mr M Kitchen 01904 551336

3. Demolition and Construction - Informative

If, as part of the proposed development, the applicant encounters any suspect contaminated materials in the ground, the Contaminated Land Officer at the council's Environmental Protection Unit should be contacted immediately. In such cases, the applicant will be required to design and implement a scheme remediation to the satisfaction of the Local Planning Authority. Should City of York Council become aware at a later date of suspect contaminated materials which have not been reported as described above, the council may consider taking action under Part IIA of the Environmental Protection Act 1990.

The developer's attention should also be drawn to the various requirements for the control of noise on construction sites laid down in the Control of Pollution Act 1974. In order to ensure that residents are not adversely affected by air pollution and noise, the following guidance should be attached to any planning approval, failure to do so could result in formal action being taken under the Control of Pollution Act 1974:

a) All demolition and construction works and ancillary operations, including deliveries to and despatch from the site shall be confined to the following hours:

Monday to Friday	08.00 to 18.00
Saturday	09.00 to 13.00
Not at all on Sundays and Bank Holidays.	

b) The work shall be carried out in such a manner so as to comply with the general recommendations of British Standards BS 5228: Part 1: 1997, a code of practice for "Noise and Vibration Control on Construction and Open Sites" and in particular Section 10 of Part 1 of the code entitled "Control of noise and vibration".

c) All plant and machinery to be operated, sited and maintained in order to minimise disturbance. All items of machinery powered by internal combustion engines must be properly silenced and/or fitted with effective and well-maintained mufflers in accordance with manufacturers instructions.

d) The best practicable means, as defined by Section 72 of the Control of Pollution Act 1974, shall be employed at all times, in order to minimise noise

emissions.

e) All reasonable measures shall be employed in order to control and minimise dust emissions, including sheeting of vehicles and use of water for dust suppression.

f) There shall be no bonfires on the site

Contact details:

Author: Victoria Bell Development Control Officer

Tel No: 01904 551347