

Item No	Application No. and Parish	Proposal, Location and Applicant
(2)	18/00562/COMIND Purley-On-Thames	Re-alignment of the farm drive along with associated landscaping and use of part of the site for D2 (outdoor sports and recreation) use for up to 250 days per annum. Home Farm Purley Village Purley On Thames Reading Berkshire RG8 8AX TW & VR Metcalfe

To view the plans and drawings relating to this application click the following link:
<http://planning.westberks.gov.uk/rpp/index.asp?caseref=18/00562/COMIND>

Recommendation Summary: Subject to no adverse comments being received from the Lead Flood Authority and the Environment Agency, to **DELEGATE** to the Head of Development & Planning to **GRANT PLANNING PERMISSION** subject to the conditions set out in section 8.1 of this report.

Ward Members: Councillor Tim Metcalfe
Councillor Rick Jones

Reason for Committee Determination: Major planning application on behalf of a Ward Member and Member of the Eastern Area Planning Committee

Committee Site Visit: 16/05/2018

Contact Officer Details	
Name:	Simon Till
Job Title:	Senior Planning Officer
Tel No:	(01635) 519111
E-mail Address:	simon.till@westberks.gov.uk

1. Relevant Site History

- No relevant history for this site.

2. Publicity of Application

Site Notice Expired: 17 April 2018

Neighbour Notification Expired: 06 April 2018

3. Consultations and Representations

3.1 Consultations

Parish (Purley-On-Thames) OBJECTION

While in principle we accept the reasoning behind this application we have serious concerns with it as proposed.

-Flooding

No Flood Risk Assessment has been submitted.
As this land falls within the flood plain, the application needs to be considered by the Environment Agency.

-Realignment of farm drive

This part of Purley Village (road) is used by visitors to Mapledurham Lock and walkers of the Thames Path and local footpaths to park their cars. Parking in this area is already very restricted. The new position of the drive entrance/exit will further reduce the number of cars that can be parked in this area.

As the new drive will be used for large farm vehicles (combine harvesters and tractor with trailer) it may be necessary to also prevent parking either side of the drive to facilitate entrance and exit of these large vehicles, which would further reduce parking.

Therefore, there is a strong likelihood is that visitors will look to park their vehicles further down Purley Village (road), in Lister Close and in Farm Close. This would create major problem for local residents and the school which would be unacceptable. The proposal needs to show the impact of loss of parking and how this loss is going to be mitigated.

It is not clear from the application whether gates will be positioned at the end of the drive. If so, large vehicles will need to park in Purley Village while the gates are opened. This would totally block the road. If gates are to be fitted then they need to be well set back from the road leaving sufficient space for the large farm vehicles to pull in off the road before having to stop to

open the gates.

Additionally, information as to the type of road surface is required.

-Provision of Sports Field

The provision of the sports field is justified on the basis of need for the local school.

The existing sports field is a commercial arrangement between the applicant and the school and we assume that this new field will be on a similar basis.

While we are aware that some informal discussions have taken place between the local school and the applicant, we were not aware that any agreement with the school has been reached. A clear indication needs to be provided by the school that they fully support this application for a sports field before it is approved as is a major justification for the creation of the new sports field. The applicant has asked for change of use to D2. This allows the proposed sports field to be used for more than just a sports field for the local school i.e. musical events, marshalling area for other sporting events, private sporting activities, fetes, travelling circuses, etc., especially at weekends and during school holidays. This would undoubtedly attract a large number of vehicles to the site which would have to park in the local streets. This would be totally unacceptable as lack of parking in the area is already a major issue. Either the sports field needs to be restricted purely to use by the local school or off-road car parking needs to be provided for around 50 to 100 vehicles.

Highways

No objections subject to conditions as follows:

- Restriction of the use of the playing field to Purley Church of England School;
- Construction method statement;
- Requirement for consultation on amendments to existing waiting restrictions;
- Provision of visibility splays;
- Set back of gates;
- Surfacing of access.

SuDS

Initial comments

- Object due to application being within Flood Zones 2 and 3 and no Flood Risk Assessment being provided with the application
- No further comments received following receipt of FRA

Environment Agency

Initial comments

- Object due to application being within Flood Zones 2 and 3 and no Flood Risk Assessment being provided with the application
- No further comments received following receipt of FRA

Sports England As the proposal does not have any impact on any existing sport facilities or playing fields, and does not generate significant demand for new indoor or outdoor sports facilities, Sport England has no comments to make.

Environmental Health I have reviewed the above application and my only comment would be that the use of the field should be restricted to use by the school only. This would prevent the possibility of noise disturbance from other permitted activities.

Archaeologist No objections.

North Wessex Downs AONB No comments received by date of writing.

3.2 Representations

Total: 0 Object: 2 Support: 1

Objections:

- Concerns regarding reduction in levels of on-street parking in Purley Village;
- Inadequacy of parking provision for proposed works;
- Concerns regarding number of days for use of site;
- Inadequate access roads;
- Detrimental impact on character and appearance of the area and adjacent AONB;
- Concerns that the application is for a commercial or industrial use;
- Potential future use of the site for unrestricted D2 activities;
- Noise and disruption resulting from activities on the land.

Support:

- Will improve access for to sports facilities for the school;
- Community benefit of providing this facility for use by children at the school

3.3 Community Infrastructure Levy

3.3.1 The proposed works would not be such as to attract payment of the CIL.

4 Planning Policy

4.1 The statutory development plan includes the West Berkshire Core Strategy 2006-2026 and those saved policies within the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007) (WBDLP).

4.2 Other material considerations include government legislation and guidance, in particular:

- The National Planning Policy Framework (March 2012) (NPPF);

4.3 The policies within the West Berkshire Core Strategy (2006-2026) are relevant to this application:

- ADPP1: Spatial Strategy;
- ADPP4: Eastern Area
- ADPP5: North Wessex Downs AONB;
- CS10: Rural Economy
- CS13: Transport;
- CS14: Design Principles;
- CS16: Flooding;
- CS17: Biodiversity and Geodiversity
- CS18: Green Infrastructure
- CS19: Historic Environment and Landscape Character.

4.4 The following policies of the West Berkshire District Local Plan (1991-2006) Saved Policies 2007 are relevant to this application:

- OVS5: Environmental Nuisance and Pollution Control;
- OVS6: Noise Pollution;
- TRANS1: Meeting the Transport Needs of New Development.

4.5 In addition, the following locally adopted West Berkshire Council policy documents and other guidance are relevant to this application:

- Supplementary Planning Document, Quality Design (June 2006);
- The West Berkshire Planning Obligations Supplementary Planning Document (2014)
- The North Wessex Downs Area of Outstanding Natural Beauty Management Plan 2014-2019

5. Description of Development

5.1 The application site is located outside of the settlement boundary, in land defined as open countryside under Policy ADPP1 of the Core Strategy. The site is an existing agricultural field, bordered by existing hedges on its northern and eastern boundaries, an existing access track on its western boundary and the highway through Purley Village to the southern boundary. To the west of the site, on the opposite side of the access, is Ivy Cottage, a listed building, while to the north are Villageside and Farmside Cottages.

5.2 The proposed works are for the change of use of part of the land consisting the field to D2 use for use as a sports pitch for the nearby Purley Church of England Primary School. The application also proposes the creation of a new access track and new access to the highway to the east of the existing access. It is proposed to retain the existing field access for maintenance purposes, but to gate it at both ends.

6. Consideration of the Proposal

6.1 ENVIRONMENTAL IMPACT ASSESSMENT (EIA)

6.1.1 The application has been considered under the provisions of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (as amended) and is not considered to be EIA development.

6.2 Appraisal

6.2.2 The main issues for consideration in the determination of this application are:

- Principle of development;
- Flood risk;
- Highway safety;
- The impact on visual amenity and the adjacent North Wessex Downs AONB;
- The impact on the amenity of nearby residential occupants.

6.3 The principle of development

6.3.1 The application site is located outside of the defined settlement boundary, where new development is more strictly controlled and Policy ADPP1 of the Core Strategy states that it shall be focussed on addressing identified need and supporting a strong rural economy. The application seeks planning permission for use of part of the site as a sports pitch for Purley Church of England School, which is located near to the site to the west, within Purley Village. The agent has confirmed that the need for provision of a sports pitch is justified as the school has insufficient facilities or access to alternative facilities nearby at present. In respect of the proposed new access track, the justification given in the application is to improve safety for children and teachers using the sports pitch by directing traffic associated with agricultural activities at Home Farm away from the access that would be used for the pitch. In light of these matters your officer considers that there is sufficient justification of need for the works and the principle of development is accepted in this case.

6.4 Flood risk

6.4.1 The site is located entirely within Flood Zone 2, and is partially within Flood Zone 3. The Lead Local Flood Authority have identified that the main risk of flooding in this area is from the River Thames, which is located north of the site. The applicant has submitted a flood risk assessment to accompany the application which sets out the flood risk for the site, and makes recommendations on the basis of this risk, including a requirement for adoption of a SuDS strategy for dealing with surface water. While it is noted that at the time of writing the Environment Agency and Lead Local Flood Authority had yet to submit comments on the FRA, and their initial position was to object to the application on the lack of an FRA, your officer has reviewed the submitted FRA and is satisfied that, subject to no further objections being lodged by the EA or Lead Local Flood Authority, conditions can be recommended in respect of provision of a SuDS strategy as above. Therefore, subject to no further adverse comments being received from the EA or Lead Local Flood Authority the proposed works are not considered to result in a detrimental impact in terms of flood risk.

6.5 Impact on parking provision and highway safety

- 6.5.1 Your officer notes that objections to this application raise concerns in respect of both the reduction in levels of on street parking that would result from imposition of the new access and an increase in demand for parking in the local area that might result from use of the site. Objections raise concerns regarding the impact that a general D2 use might have in terms of highway safety and parking provision. However, the proposed works seek permission for a D2 use of part of the land consisting the site by the school only, and a condition is recommended in respect of limiting this use to use by the school. It is therefore your officer's view that such works will not result in an increase in levels of demand for parking in the general vicinity of the site. Your officer further notes that the works would not result in the loss of a significant amount of on street parking in the area, and that alternative parking in the form of a formalised parking area for up to 15 cars is available on Lister Close, a short distance to the south of the site.
- 6.5.2 While it is noted that some events hosted by the school such as sports days might require additional parking for parents and coaches, permitted development would allow use of other land on Home Farm for a temporary period of up to 28 days for provision of temporary parking, and in such circumstances it is likely that this solution would be adopted. Your officer's view therefore is that, in light of the limitation on use to use by the school and the likely level of activity such use would generate, the proposed works would be unlikely to generate a significant requirement for extra parking in the area such as might impact detrimentally on highway safety.
- 6.5.3 The highways officer has requested a condition requiring a consultation on waiting (parking) restrictions in the local area that is to be carried out at the applicant's expense. Your officer has discussed this recommendation with the highways officer and has queried whether such a condition would be necessary in order to deliver improvements that would make the proposed works acceptable. The highways officer has confirmed that in her view the impact on parking provision in the local area is not such that without such a condition parking provision would fall below an acceptable level. Your officer's advice is therefore that a condition requiring a review of parking restrictions in the local area would not be necessary or reasonably related to the development proposed, and as such would not meet with the tests of planning conditions in this respect. As such this condition does not form part of your officer's recommendation.
- 6.5.4 The highways officer, in correspondence with the agent, initially requested that the existing access track to the farm was stopped up. However, in discussions with the agent it became apparent that the existing access track will need to be used both to allow the school entrance onto the land and for purposes of entering the land with machinery to maintain it. In light of these requirements by the school and applicant for continued use of the existing track, a condition is recommended requiring that the gates to the land are kept locked apart from when access through them is required for these purposes.
- 6.5.5 The proposed access has been located such as to have good visibility onto the highway, subject to provision and maintenance of visibility splays. The highways officer has raised no objections in terms of its location. Your officer also notes that the existing access on the site is used to serve the two agricultural worker's dwellings (Farmside and Villageside Cottages). However, this matter has been discussed with the agent who has confirmed that their rights of access would not be

affected by having to use the new vehicular access. The northern part of the access which serves Ivy Cottage would be retained as part of the proposals. Subject to the above recommended conditions, and a restriction on use of the playing field to use by the school, the highways officer has raised no objection to this application and the proposed works are not considered to result in a significant or detrimental impact on highway safety or parking provision in the area surrounding the site.

6.6 Impact on neighbouring amenity and amenity of future occupants

6.6.1 Objections made in response to this application raise concerns with noise generated by activities on the site. While your officer notes that use of the land as a school playing field will result in some increase in noise from activities incidental to this use, it is also noted that the properties that stand to be affected by this noise are in close proximity to the school, so are already affected by similar noise at break times and lunchtimes. The environmental health officer has assessed this application and has raised no objections subject to a condition restricting the use of the site to the school. Your officer recommends a further condition restricting the hours that the school can use the site in order to ensure that noise in unsociable hours or at the weekends is controlled. Subject to these conditions the proposed works are not considered to entail a significant adverse impact on neighbouring amenity.

6.7 Impact on the character and amenity of the surrounding area and the adjacent North Wessex Downs AONB

6.7.1 The proposed works entail the levelling of sufficient space to accommodate the proposed sports pitch and creation of a new access and drive on the site. While the levelling operation is to a substantial amount of land this would be set below existing levels and not such as to appear visually conspicuous in the surrounding landscape. In terms of the access track your officer notes that this would be 150 metres in length and 5.5 metres wide, surfaced with hardstanding. While this will impose 825 square metres of new hardstanding into surrounding views from Purley Village, and some more fleeting views from Mapledurham Drive, the track is well contained within the existing field structure, and would not be out of character with the agricultural nature of the land. In this location all of the works would be well screened from the adjacent AONB by the well-established boundaries of mature hedging to the north of the existing field. In light of these considerations your officer's view is that the impact of the proposed works would be acceptable in terms of visual amenity.

6.8 Impact on trees and ecology

6.8.1 The proposed works would substantially be conducted on open agricultural land. They would not result in the loss of any significant trees or vegetation from the site, and no works to clear vegetation that could not already be conducted lawfully by the land owner separate from any planning permission. As the works to level land on the site and create an access road do not entail significant clearance of vegetation they are not considered to be such as to be likely to impact detrimentally on any habitats on or near to the site.

6.9 Other matters: Permitted temporary uses of land & restriction on number of days of use

- 6.9.1 It is noted that at present the applicant can use land constituting the wider Home Farm site for temporary purposes for up to 28 days per year, and the agent has indicated that some temporary use of the land in line with these permitted development rights currently occurs, for village events and in connection with local community groups. Your officer has reviewed the proposed use in respect of these permitted development rights and is of the view that imposing a restriction on temporary uses of the land consisting the site would impose an unreasonable restriction on the applicant where the purpose of the conditions recommended on this application is to control the proposed activity, rather than any other activity that can be lawfully carried out on the land. Therefore your officer does not propose to recommend conditions restricting permitted development right for temporary uses of the site, but the use of the site for D2 purposes for use by the school is recommended to be secured by condition.
- 6.9.2 The application states a restriction on use of up to 250 days per year. However, the concern with the impact of use of the land on neighbouring amenity is considered to be addressed by conditions restricting the use to the school, which would primarily confine use of the land to terms times and week days, and restricting the hours of use, which would prevent use of the land at unsociable times. Therefore a condition is not recommended in respect of the number of days of use of the land for D2 purposes by the school.

6.10 The presumption in favour of sustainable development

- 6.10.1 This application has been assessed in terms of the above matters and the principle roles of sustainable development identified in the NPPF, these being the economic role, social role and environmental role.

-In terms of the economic and social roles of sustainable development, the proposed works are considered to be neutral, neither contributing significantly to nor detracting from the surrounding economic environment;

-In terms of the social role, the proposed works are considered to have a significant associated community benefit by providing a valuable sports facility to the local school;

-In terms of the environmental role of sustainable development the proposed works are considered to have a slight disbenefit associated with the development of the new access track. However, as this disbenefit is minor, by comparison to the associated benefit to local schoolchildren and the wider community on balance the works are considered to constitute sustainable development in accordance with the definition set out in the NPPF

7. Conclusion

- 7.1 The proposed works are considered not to engender an unacceptable level of impact on the character and appearance of the area, or local parking availability or highway safety, and subject to no adverse comments being received from either the Environment Agency or Lead Local Flood Authority are not considered to result in an adverse impact on flood risk. The works would provide a significant benefit to the local community in terms of providing a sports pitch for use by the school, and as such meet with your officer's recommendation of approval.

8. Recommendation

Subject to no adverse comments being received from the Lead Flood Authority and the Environment Agency, to **DELEGATE** to the Head of Development & Planning to **GRANT PLANNING PERMISSION** subject to the conditions set out in Section 8.1.

8.1.1 Conditions

1. Three years

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

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. Approved drawings

The development of the sports pitch and access track hereby approved shall be carried out in accordance with drawing numbers 5905.LP.002 Rev B, 5905.006 Rev H and "Plan showing proposed area of D2 uses for up to 250 days per annum" registered 27 February 2018.

Reason: For the avoidance of doubt and in the interests of proper planning.

3. Use restriction

The use of the land for D2 purposes hereby approved shall be limited to the area of the land shown in green on the drawing entitled "Plan showing proposed area of D2 uses for up to 250 days per annum". The land shown in green on the drawing entitled "Plan showing proposed area of D2 uses for up to 250 days per annum" shall only be used for purposes of sports and games activities ancillary to Purley Church of England School. The requirements of this condition shall not affect the permitted development rights to use the land for temporary purposes granted under the provisions of Schedule 2, Part 4 Classes A and B of the Town and Country (General Permitted Development) Order 2015, or any subsequent version thereof.

Reason: In order to prevent an uncontrolled use of the land for general D2 (assembly and leisure) purposes such as might result in disruption to the amenity of nearby residential occupants due to detrimental levels of noise and activity on the site. Permitted development rights for temporary use of the land are retained on site at present and restriction of such rights would impose an unreasonable requirement on the applicant to limit the use of this part of the site for temporary purposes. This condition is imposed in accordance with the requirements of the NPPF (2012) Policies CS14 and CS19 of the West Berkshire Local Plan Core Strategy (2006-2026) 2012 and Policies OVS5 and OVS6 of the West Berkshire District Local Plan (1991-2006) Saved Policies 2007.

4. Closure of gates

The site shall not be taken into use for D2 purposes until gates have been erected across the existing access track as shown on the approved drawings. These gates

shall be retained on the existing access thereafter. The gates across the existing access shall be kept closed and locked at all times that the access is not in use. The existing access road shall only be used for purposes of maintenance of the land or use by Purley Church of England School.

Reason: To prevent the use of the access as a secondary access to the site which might otherwise result in a conflict with existing vehicle movements on the approved access track or within Purley Village. This condition is applied in the interests of highway safety in accordance with the requirements of the NPPF (2012), Policies CS13 and CS14 of the West Berkshire Local Plan Core Strategy (2006-2026) 2012 and Policy TRANS1 of the West Berkshire District Local Plan (1991-2006) Saved Policies 2007.

6. Levels

The levels on the site shall be constructed in accordance with the approved drawings and shall be retained in accordance with the approved drawings thereafter.

Reason: The site is located in a visually sensitive area in the countryside, on the edge of Purley Village and adjacent to the North Wessex Downs AONB, and an area within Flood Zones 2 and 3. This condition is imposed in the interests of visual amenity and to ensure that an alteration in levels that does not result in an increase in flood risk to the site and surrounding land does not occur in accordance with the NPPF (2012) and Policies CS14, CS16 and CS19 of the West Berkshire Local Plan Core Strategy (2006-2026) 2012.

7. Hours of operation

The part of the land shown in green on the drawing entitled "Plan showing proposed area of D2 uses for up to 250 days per annum" shall only be used by Purley Church of England School for use class D2 purposes between the following hours:

9:00am to 6:30pm Mondays to Fridays;

09:00am to 1:00pm Saturdays.

With no use on Sundays or Bank Holidays

Reason: In the interests of the amenity of nearby residential occupants who might experience noise generated by use of the site for sports and games. This condition is imposed in accordance with the requirements of the NPPF (2012) Policies CS14 and CS19 of the West Berkshire Local Plan Core Strategy (2006-2026) 2012 and Policies OVS5 and OVS6 of the West Berkshire District Local Plan (1991-2006) Saved Policies 2007.

8. Construction Method Statement

No development shall take place until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details. The statement shall provide for:

- (a) The parking of vehicles of site operatives and visitors
- (b) Loading and unloading of plant and materials (must be off the public highway)

- (c) Storage of plant and materials used in constructing the development
- (d) Wheel washing facilities
- (e) Measures to control the emission of dust and dirt during construction
- (f) A scheme for recycling/disposing of waste resulting from demolition and construction works
- (g) No deliveries between 0830-0915 and 1445-1530 and delivery vehicles to be routed away from the school and bend to the west.

Reason: To safeguard the amenity of adjoining land uses and occupiers and in the interests of highway safety. This condition is imposed in accordance with the National Planning Policy Framework (March 2012), Policies CS5 and CS13 of the West Berkshire Core Strategy (2006-2026), Policy TRANS 1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

9. Visibility splays

No development shall take place until visibility splays of 2.4 metres by 43 metres have been provided at the access. The visibility splays shall, thereafter, be kept free of all obstructions to visibility above a height of 0.6 metres above carriageway level.

Reason: In the interests of road safety. This condition is imposed in accordance with the National Planning Policy Framework (March 2012) and Policy CS13 of the West Berkshire Core Strategy (2006-2026).

10. Surfacing of access

No development shall take place until details of the surfacing arrangements for the vehicular access to the highway have been submitted to and approved under a formal discharge of conditions application. Such details shall ensure that bonded material is used across the entire width of the access for a distance of 5 metres measured back from the carriageway edge. Thereafter the surfacing arrangements shall be constructed in accordance with the approved details.

Reason: To avoid migration of loose material onto the highway in the interest of road safety. This condition is imposed in accordance with the National Planning Policy Framework (March 2012) and Policy CS13 of the West Berkshire Core Strategy (2006-2026).

11. SuDS

Drainage condition to be recommended by Lead Local Flood Authority on Update Report.

8.1.2 Informatives

1. Approval of sustainable development where objections have been received and additional information submitted

This decision has been made in a positive way to foster the delivery of sustainable development having regard to Development Plan policies and available guidance to secure high quality appropriate development. In this application whilst there has

been a need to balance conflicting considerations, the local planning authority has worked proactively with the applicant to secure and accept what is considered to be a development which improves the economic, social and environmental conditions of the area.

2. Access Construction

The Highways Manager, West Berkshire District Council, Transport & Countryside, Council Offices, Market Street, Newbury, RG14 5LD, telephone number 01635 – 519887, should be contacted to agree the access construction details and to grant a licence before any work is carried out within the highway. A formal application should be made, allowing at least four (4) weeks' notice, to obtain details of underground services on the applicant's behalf.

2. Damage to footways, cycleways and verges

The attention of the applicant is drawn to the Berkshire Act, 1986, Part II, Clause 9, which enables the Highway Authority to recover the costs of repairing damage to the footway, cycleway or grass verge, arising during building operations.

3. Damage to the carriageway

The attention of the applicant is drawn to the Highways Act, 1980, which enables the Highway Authority to recover expenses due to extraordinary traffic.

4. In order to protect the stability of the highway it is advised that no excavation be carried out within 15 metres of a public highway without the written approval of the Highway Authority.