

Application No: 24/00379FULL Full Application

Site: Lyndhurst Football Ground, Wellands Road, Lyndhurst

Proposal: Replacement Sports Building (demolition of existing buildings)
(AMENDED PLANS)

Applicant: Lyndhurst Parish Council

Case Officer: Liz Marsden

Parish: Lyndhurst Parish Council

1. REASON FOR COMMITTEE CONSIDERATION

Parish Council application

2. POLICIES

Development Plan Designations

Defined New Forest Village Lyndhurst

Principal Development Plan Policies

DP2 General development principles

DP10 Open space

DP18 Design principles

DP45 Extensions to non-residential buildings and uses

SP15 Tranquillity

SP16 The historic and built environment

SP17 Local distinctiveness

SP39 Local community facilities

NPPF

Sec 8 - Promoting healthy and safe communities

Sec 12 - Achieving well-designed and beautiful places

Sec 15 - Conserving and enhancing the natural environment

Sec 16 - Conserving and enhancing the historic environment

3. MEMBER COMMENTS

None received

4. PARISH COUNCIL COMMENTS

Application submitted by Lyndhurst Parish Council

5. CONSULTEES

Conservation Officer: No objection.

No concern about the impact of the proposal in the setting of the conservation area or locally listed buildings. It is a larger building but has been designed to minimise the impact of the additional bulk in an appropriate way. If there is sufficient justification in their existing/ proposed use of the building, a building of this size and design could be satisfactorily accommodated in this location. The applicants will need to be aware that by reducing the roof pitch they are on the lowest end of acceptable pitch for slate roofs, so they will need to choose their proposed slate product carefully to be compatible with the design.

Ecologist: No objection subject to securing biodiversity net gain and appropriate mitigation and lighting conditions.

Environmental Protection (NFDC): Following the additional information about activities provided in the revised supporting statement, there are no outstanding concerns with regard to noise issues.

6. REPRESENTATIONS

10 letters from seven representees commenting on and objecting to the proposal on the following grounds:

- Buildings are excessive in size and much larger than the ones that they are to replace.
- The plans omitted a 3D drawing which would have enabled a better appreciation of the scale of the building.
- Unacceptable increase in the height and length of the building will result in the loss of views over the fields.
- The building is disproportionate to the use that it serves and will result in additional activities, such as parties and meetings and will result in noise and disturbance to neighbouring properties which are already affected by noise from the scout hut and existing football club.
- There are already unacceptable levels of noise from changing rooms and clubhouse on match days.
- Building located directly outside back gates of properties and will result in shading to gardens and loss of light.
- Building will have an adverse effect on the value of property.
- Security risk from the alley created between the rear of the building and neighbouring garden, which would result in anti-social behaviour and dumping of rubbish.

- Will increase the potential for fly tipping with an increase in activity and more people having access to the site.
- Will result in problems with vermin.
- Incorrect statements in the supporting information, the proposal will be conspicuous from the conservation area and will compete with existing venues for function hire.
- No requirement for any additional licensed venues in Lyndhurst.
- The supporting information states that there are no public footpaths, this is not correct as a number of properties have access onto the field which is an important and necessary route into the village via Wellands Road.
- Potential for light pollution.
- The proposals would result in a change of use on site with the presence of a Parish office and the additional facilities.
- Out of keeping with the National Park and will have an adverse impact on its landscape and special qualities.
- Toilet windows look out directly onto gardens.
- Adverse impact on wildlife such as the deer and bats that frequent the area.
- Preferable locations for the building, such as the south east of the site in Coles Mead where it would be equally accessible to junior and senior football clubs.
- Potential for extending the existing buildings to the east without the obstructive infill element.
- Lack of consultation.
- Reasons given for not using alternative locations, such a flood plain, do not make sense. The only river is a small rivulet and could find no evidence of previous flooding and this issue should be reassessed.

Nine letters of support on the following grounds:

- The renovation of the football club buildings long overdue and will be an asset to the club and the wider community.
- Will encourage more people to use the site for recreation.
- The Club plays a key role in the community and the proposals will enable it to grow and flourish.
- The existing buildings and facilities are terrible and completely inappropriate for modern day mixed sports.
- The condition of the existing buildings has led to a significant loss of players at both adult and junior levels.
- Well located on the site of existing buildings.
- Will fit in with surroundings and the materials to be used are appropriate.
- Lack of existing toilet facilities results in unsanitary practices.
- Accesses from properties onto the playing fields is technically a breach of landowner's rules and has only been allowed to continue as a courtesy.

7. RELEVANT HISTORY

Change of use of clubhouse to temporary classroom until September 2011 (Class D1) (10/95957) -temporary permission granted on 27 January 2011

Change of use from clubhouse to temporary classroom during term time. (Use as Class D1) (08/93225) – temporary permission granted on 13 October 2008

Suspension of 50 non-illuminated hoardings from existing perimeter barrier(04/83033) refused on 15 December 2004

Single-storey extension (03/78575) granted on 13 August 2003

Changing rooms, incorporating showers, toilet and tea room (80/15609) granted on 28 January 1980

8. ASSESSMENT

Application Site

- 8.1 The Football Club was established in 1885 with permission granted for the use of the current location in 1953. The main pitch is located to the north of Coles Mead recreation ground, just outside the boundaries of the defined village and conservation area, which run along the rear of the gardens of properties on Pemberton Road. There are two existing, somewhat dilapidated, timber buildings which serve the club and provide changing rooms and a clubhouse. Immediately to the south of these structures is the Scout Hall.

Proposed Development

- 8.2 The application seeks consent to improve the facilities at the football ground by replacing the two existing buildings with a single new building of a brick and slate construction. This would be larger than the combined area of the existing structures (117 sq.m) with a floor area of 264 sq.m and includes, as well as changing rooms, a larger club room with kitchen and servery. There would also be an office, storage areas and a publicly accessible toilet. The building is proposed to be 'L' shaped, with the longer western side measuring 23m and the shorter southern side being 17.5m long. The plans have been altered during the course of the application, with the ridge height being reduced from 5.1m to 4.6m, and fully hipped at its northern end. The building would also be set slightly into the ground (0.2m) and located a further 2m from the western boundary of the site with the Pemberton Road properties.

The key considerations are:

- Whether the proposal would accord with Local Plan Policies, in

- particular Policies SP39 and DP45;
- The design of the proposal and whether it is appropriate to the site and proposed usage;
- The potential impact on the character and appearance of the surrounding area and setting of the conservation area;
- The potential impact on the amenity of occupants of adjacent dwellings; and
- Ecological considerations.

Consideration

- 8.3 The proposed development is required in order to update the facilities of the football club, replacing the existing deteriorating changing rooms and club building to enable them to meet the higher standards required to remain in the league in which the team now play. As such it would be supported by Policy SP39, which supports the development of local community facilities and Policy DP10 which seeks to retain open space and sports facilities.
- 8.4 Policy DP45 permits the limited extension of existing non-residential buildings and uses where it is contained within the existing site boundary and would not materially increase the level of the impact of the activity on the site. In this case, the replacement building is to be located within the same area of the site as the current buildings and is within the site boundary. The proposed building is significantly larger than the existing structures combined, reflecting modern day requirements and in addition to improved facilities (changing rooms, toilets), the proposals would enhance the clubhouse facilities with a seating area and small kitchen/servery. The presence of an office in the building, together with reported comments at the first Parish Council meeting to discuss the proposal has led to some concern that the Parish Council would relocate its offices, but this has confirmed as being erroneous and that the primary use of the building would still be in association with the football activities at the site. A quick comparison of the proposed facility with those serving other defined villages, such as the clubhouse at Jubilee Field in Sway and Brockenhurst Football Club, shows that the level and type of accommodation is not by any means unusual and that the floor area of the current proposal is still less than the clubhouses elsewhere.
- 8.5 There is considerable concern that the proposals would result in a significant increase in the level of activity at the site and that the provision of a kitchen and seating area lend themselves to functions that would compete with existing venues and lead to noise and disturbance to local residents, above what is currently experienced on match days and from the neighbouring scout hut. The applicants have confirmed that the facilities will serve the existing activities of the football club, rather than result in an intensification of the use of the site and building. The small kitchen is domestic in scale and would be used for the preparation of sandwiches and snacks for players and viewers and as such there is no requirement for a commercial extraction system that would be likely to lead to issues of noise or fumes affecting nearby residents. It is also confirmed that this is not an

application to enable alcohol to be sold on the site. The introduction of a publicly accessible toilet would be of benefit in reducing the likelihood of unsanitary practices, referred to as currently taking place by objectors, and would be of general benefit to the users of and visitors to the site. In these circumstances, it is not considered that the proposal would result in an unacceptable increase in the level of activity on the site or its impact on neighbouring properties.

- 8.6 In terms of design, the building is of a simple 'L' shape that would settle into the corner of the site and relate well to the existing building to the south. The materials to be used (natural slate roof and dark stained timber clad walls on a brick plinth) are of good quality and appropriate to this location on the boundary between the settlement and the countryside. The openings in the building are primarily located so that they face east and north across the playing fields, with small, high-level windows providing light to the changing rooms and toilets on the south (facing the scout hut) and west (facing the boundaries of properties in Pemberton Road) elevations. Overall, the size and design of the building are considered to be appropriate to the use it is to serve.
- 8.7 The site is located adjacent to the conservation area boundary and, under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act special attention should be paid to the desirability of preserving or enhancing the character or appearance of the conservation area and this is reflected in Policy SP16 of the Local Plan. In this case, the site is located immediately adjacent to the conservation area boundary, which runs along the eastern boundaries of the rear gardens of properties in Pemberton Road. The Authority's Building Design and Conservation Officer has confirmed that, whilst the proposal is a large building, it has been appropriately designed to minimise its bulk and can be satisfactorily accommodated on the site without adverse impact on the conservation area or locally listed buildings in the vicinity in accordance with Policy SP16.
- 8.8 The primary concern is therefore the impact on the nearest residential properties, the occupants of which have raised a number of issues resulting from the height, length, use and close proximity of the building to their garden boundaries and these are addressed below:
- **Loss of light.** It is recognised that the proposed building, primarily the roof, would be visible from the adjacent properties to the west, despite amendments to reduce the overall ridge height and bulk by the introduction of a hipped end. However, given the distance away from the boundaries of these properties (a minimum of 5m at the northern end) and to the dwellings themselves (around 18m), there is no possibility of any significant shading or loss of light to the properties. A shading diagram has been provided, based on a time of year when the sun would be low in the sky and therefore a 'worst-case' scenario, which shows that the shadow from the proposed building, does not even extend to the garden boundaries. There is no justification for a refusal on this basis.

- **Loss of outlook.** The loss of outlook is a material planning consideration, but this is primarily where the development is either overbearing or so immediately intrusive in the outlook from the property that it has a significant and detrimental impact. However, the fact that a greater area of building may be visible and obstruct a view is not a planning reason for refusal. In this case, the building has been reduced in height and would be set a minimum of 5m from the garden boundaries which are defined by fences in the region of 1.8m high. The roof would be pitched to slope away from the western boundary, so that the highest part would be a minimum of 9.5m from the boundary. It is not therefore considered that loss of outlook in this case is unduly detrimental or that a reason for refusal could be sustained.
- **Noise and disturbance.** The potential for increased noise and disturbance could arise from the intensification of the activities on the site and increased use of the building. However, as set out previously in this statement, it has been confirmed that the facilities are required to serve the existing activities rather than the introduction of new uses and there should therefore be no added disturbance. Rather the more solid construction and insulation of the building would serve to reduce any noise emanating from it, particularly when compared to the existing structures. There are two small high-level windows in the western elevation of the building serving the toilets, but it is not considered that the limited noise from the flushing of toilets would be unduly audible from the properties on Pemberton Road. The Environmental Health team have been consulted and confirmed that, following the clarification provided by the revised design and access statement, there would be no objection on noise grounds.
- **Security.** There are concerns about the security risks created by the area between the rear of the clubhouse and the gardens of Pemberton Road, which would be screened from public views. An amended plan has been received which shows this area to be fenced off with a lockable gate which would restrict access to unauthorised persons and ensure that the proposal would not result in any increased security issues.
- **Access.** The statement in the supporting information to the effect that there are no public rights of way that would be affected is queried by residents, who have gates from their rear gardens, which are used to access the grounds of the football club. This access does not, however, confirm the creation of a formal right of way, rather, it is understood that it is an informal arrangement that has been allowed to continue. This is not a planning consideration, though, should the landowner (Forestry England) be willing to allow the arrangement to continue, it would be necessary to provide residents affected with a key.

- **Light pollution.** The larger glazed openings in the building and use of the building on occasional evenings would result in some additional light spillage to the front, across the playing fields, though this would be screened from properties to the rear by the building itself. It is not proposed to use the building late into the night and the impact of the internal lights will therefore be restricted. The provision of any external lighting can be controlled by condition.
- 8.9 The development is subject to the requirement of providing measures for ecological enhancement, resulting in at least 10% biodiversity net gain (BNG). A BNG metric, using Defra's Statutory Biodiversity Metric to determine habitat units and determine net gain, has been included with the application. This confirms that the proposals, if correctly implemented, would achieve 14.18% net gain in habitat units and would therefore be in accordance with National policy and Policy SP6 of the New Forest Park Local Plan. This would be secured through appropriate planning conditions and a legal agreement to secure the required monitoring.
- 8.10 An ecological survey of the existing building has been carried out to assess the potential for them to support bat roosts, which confirmed that there was no evidence of such roosts or a requirement for further surveys. The report also sets out mitigation and enhancement measures, which have been incorporated into the BNG report. It is recognised that there is bat activity in the area and therefore it is appropriate to ensure that any external lighting is appropriately designed and a condition to this effect has been included.
- 8.11 A further issue raised by objectors to the proposal is that there are alternative sites within the grounds that would be preferable to the current location. The most favoured one of these would be in the southeastern corner of the site or in the Coles Mead recreation area. However, there are a number of constraints in this area, including Environment Agency Flood Zones 2 and 3 across much of the land that is not covered by the playing field, and the proximity of mature trees. A building in this location would also be less well related to existing structures, appearing isolated and having an increased impact on the landscape of the National Park. The extent of the flood risk and the position of the main river has been queried by an objector, but this is taken from information provided by the Environment Agency based on the data held by them.

Conclusion

- 8.12 The proposed development is appropriate to its proposed function and would not result in an unacceptable increase in the level of activity on the site. It can be accommodated on the site without undue impact on the character and appearance of the surrounding area or setting of the conservation area, neighbour amenity or areas of ecological sensitivity and is therefore in accordance with Policies DP2, DP10, DP18, SP6, SP15, SP16, SP17, SP39 and DP45 of the Local Plan 2016-2036.

9. RECOMMENDATION

Subject to the prior completion of a S106 legal agreement, to secure the BNG monitoring fee, Executive Director of Strategy and Planning be authorised to grant planning permission subject to conditions.

Condition(s)

1. The development hereby permitted 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. Development shall only be carried out in accordance with plans:

KA/2024/J14 - A104 Rev. B - Location plan
KA/2024/J14 - A105 Rev. C - Proposed block plan
KA/2024/J14 - A106 Rev. B - Proposed floor plan
KA/2024/J14 - A107 Rev. A - Proposed roof plan
KA/2024/J14 - A200 Rev. A - Proposed east and north elevations
KA/2024/J14 - A201 Rev. B - Proposed west and south elevations

No alterations to the approved development shall be made unless otherwise agreed in writing by the New Forest National Park Authority.

Reason: To ensure an acceptable appearance of the building in accordance with Policies SP16, SP17, DP18 and DP2 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).

3. No development shall take place above slab level until samples or exact details of the facing and roofing materials have been submitted to and approved in writing by the New Forest National Park Authority.

Development shall only be carried out in accordance with the details approved.

Reason: To ensure an acceptable appearance of the building in accordance with Policy DP2 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

4. The Biodiversity Gain Plan, to be submitted and agreed in writing by the New Forest National Park Authority in accordance with paragraphs 13 and 14 of Part 2 of Schedule 7A of the Town and Country Planning Act 1990, shall be prepared broadly in accordance with the BNG Metric and draft BNG Plan, dated

01/08/2024, prepared by Kode Architecture.

Reason: to ensure delivery of the requisite biodiversity net gain and to accord with Policy SP6 of the adopted New Forest National Park Local Plan 2016-2036 (August 2019).

5. The development shall not commence until a Habitat Management and Monitoring Plan (the HMMP), prepared in accordance with the approved Biodiversity Gain Plan and including:
 - (a) a non-technical summary;
 - (b) the roles and responsibilities of the people or organisation(s) delivering the HMMP;
 - (c) the planned habitat creation and enhancement works to create or improve habitat to achieve the biodiversity net gain in accordance with the approved Biodiversity Gain Plan;
 - (d) the management measures to maintain habitat in accordance with the approved Biodiversity Gain Plan for a period of 30 years from the completion of development; and
 - (e) the monitoring methodology and frequency in respect of the created or enhanced habitat

has been submitted to, and approved in writing by, the local planning.

The created and/or enhanced habitat specified in the approved HMMP shall be managed and maintained in accordance with the approved HMMP.

Reason: to ensure delivery of the requisite biodiversity net gain and to accord with Policy SP6 of the adopted New Forest National Park Local Plan 2016-2036 (August 2019).

6. Unless otherwise agreed in writing by the National Park Authority, development shall only take place in accordance with the recommendations for ecological mitigation and enhancement which are set out in the ecological report hereby approved (Ecological Consultancy Services Ltd dated August 2024). The specified measures shall be implemented and retained at the site in perpetuity.

Reason: To safeguard protected species in accordance with Policies DP2 and SP6 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

7. No external lighting shall be installed on the site unless details of such proposals have been submitted to and approved in writing by the New Forest National Park Authority.

Reason: To protect the amenities of the area in accordance with Policies DP2 and SP15 of the adopted New Forest National Park

Local Plan 2016 - 2036 (August 2019).

8. No development shall take place until a scheme of landscaping of the site shall be submitted to and approved in writing by the New Forest National Park Authority. This scheme shall include:
- (a) the existing trees and shrubs which have been agreed to be retained;
 - (b) a specification for new planting (species, size, spacing and location);
 - (c) areas for hard surfacing and the materials to be used;
 - (d) other means of enclosure;
 - (e) a method and programme for its implementation and the means to provide for its future maintenance.

No development shall take place unless these details have been approved and then only in accordance with those details.

Reason: To safeguard trees and natural features and to ensure that the development takes place in an appropriate way and to comply with Policy DP2 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

9. All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out in the first planting and seeding seasons following the occupation of the building or the completion of the development, whichever is the sooner.

Any trees or plants which within a period of 5 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 similar size or species, unless the National Park Authority gives written consent to any variation.

Reason: To ensure the appearance and setting of the development is satisfactory and to comply with Policy DP2 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

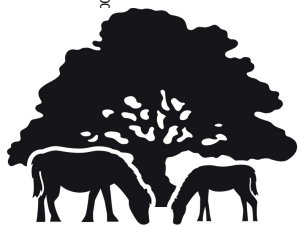
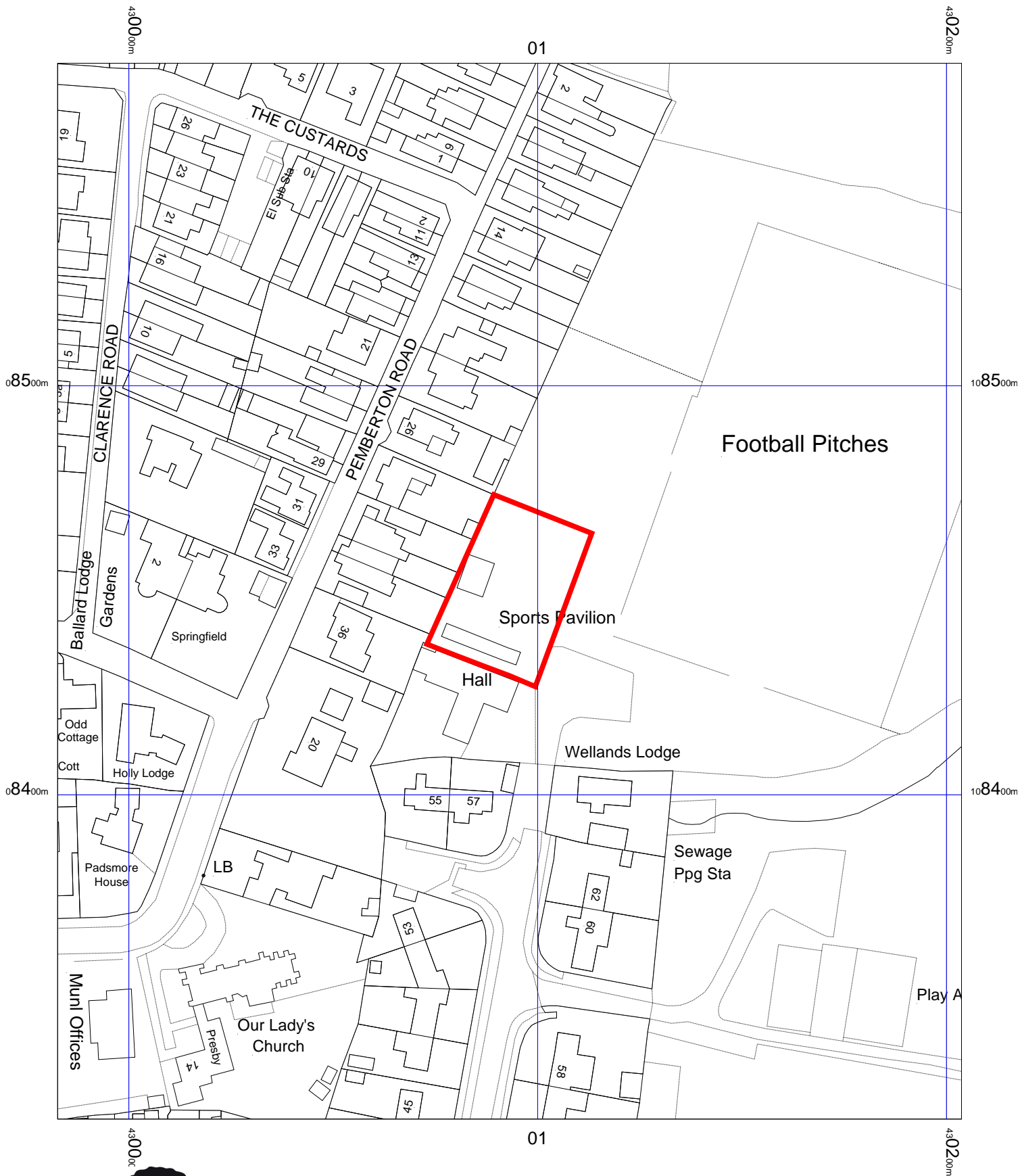
10. The proposed building shall be used only in connection with the activities of the football club and for the amenity of spectators and visitors to the sports ground and for no other purposes. It shall not be hired out as a venue for functions unrelated to the primary purpose of the club.

Reason: To ensure that there is no unacceptable intensification of the use of the site to protect the amenities of the surrounding residential properties in accordance with Policies DP2 and SP15 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

Informative(s):

1. It is recommended that hours of demolition, construction and related activities only take place between 08:00 – 18:00 Monday to Friday, 08:00 – 13:00 on Saturdays, and not at all on Sundays or Public Holidays.

Best practicable means should be implemented to control dust and noise during the demolition and construction phases.



NEW FOREST
NATIONAL PARK

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