

**Development Control Committee**  
Meeting to be held on 03/09/2014

Electoral Division affected:  
Penwortham South

**South Ribble Borough: application number. LCC/2014/0113**  
**Proposed car park and access track to the west of existing school building at Moor Hey School, Far Croft, Lostock Hall**

Contact for further information:  
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**Executive Summary**

Application - Proposed car park and access track to the west of existing school building at Moor Hey School, Far Croft, Lostock Hall.

**Recommendation – Summary**

That the application be **refused** for the following reasons:

1. The development would result in an unacceptable loss of open space contrary to Policy OSR6 of the South Ribble Local Plan.
2. The development would have a negative impact upon local amenity as a result of the loss of open space and disturbance associated with vehicle movements and parking contrary to Policies QD1, C1 and OSR6 of the South Ribble Local Plan.
3. The development does not incorporate sustainable drainage within the design contrary to Policies 17 and 29 of the Central Lancashire Core Strategy.

**Applicant's Proposal**

Planning permission is sought for the construction of a new car park and access track at Moor Hey School, Far Croft, Lostock Hall. The proposed car park would provide for 12 additional parking spaces, with the proposed access track providing access to the car park via the school's existing car park area. The proposed car park and access track would be surfaced with tarmac, with the car park being approximately 30m x 12m, with the access track being approximately 35m in length and 6m wide.

**Description and Location of Site**

Moor Hey School is located off Far Croft Road approximately 1km to the north west of Lostock Hall. The existing school is a large single storey complex with residential properties to the south, west and east and agricultural fields to the north. The proposed car park and access track would be located on the school playing field to the west of the existing school buildings, with the access track beginning taken from the existing school car park and running parallel to the school's educational garden area, approximately 15m from the school boundary, before reaching the proposed car park area which would be adjacent to the residential properties on Far Croft and Round Acre, approximately 1m from the school boundary.

## **Background**

Planning permission was granted in May 2004 for security fencing on the school boundary (ref no. 07/04/0272).

Planning permission was granted in January 2005 for a car park extension to provide 12 additional car parking spaces (ref no. 07/04/1217).

Planning permission was granted in October 2005 for the construction of a single storey extension to provide 4 additional classrooms and toilet facilities (ref no. 07/05/0728).

## **Planning Policy**

National Planning Policy Framework (NPPF)

Paragraphs 11-14 and 56-64 are relevant with regard to the requirements for sustainable development, core planning principles and good design.

Paragraph 72 and 74 – Promoting Healthy Communities.

Central Lancashire Core Strategy

Policy 14	Education
Policy 17	Design of New Buildings
Policy 29	Water Management

South Ribble Local Plan

Policy OSR6	Private, Educational and Institutional Recreational Open Spaces
Policy C1	Community Facilities
Policy QD1	Design Criteria for New Development

## **Consultations**

South Ribble Borough Council – The Borough Council has raised concerns about the impact the development would have on the amenity and nature conservation value of the site. It is noted that no details have been submitted as part of the development to make an assessment on the value of the site in terms of nature conservation. In terms of amenity, due to the proximity of the proposed car parking area to neighbouring residential properties, there may be an impact on residential amenity in terms of noise and disturbance if the car park were to be used in the evenings, and

no details have been provided regarding the proposed hours of use of the car parking area. South Ribble Borough Council has stated that providing these concerns can be overcome, and providing that Sport England raise no objections to the loss of an area of school playing field, then no objections are raised.

LCC Developer Support (Highways) – no objection.

Sport England – Object on the grounds that the development would result in the loss of open space that would form part of the playing field and would constitute a loss in ability to use the existing playing field. The application does not compensate for the loss of playing field space by providing new open space, nor does it outline why the area of playing field to be lost is surplus to requirement. Sport England has noted from its records that a pre application enquiry was submitted to Sport England and they explained the site of the proposed car park would not accord with their policies. However, Sport England proposed a potential solution. This solution could be to turn part of the existing hard play area located in the south east corner of the site into car parking and provide replacement hard play on the strip of playing field in the north east corner of the site which would meet exception test E3.

Representations – The application has been advertised by site notice and neighbouring residents informed by individual letter. One letter of representation has been received supporting the development on the basis that it would reduce the number of cars parking on Far Croft Road. Two letters of representation has been received objecting to the development on the basis that it would negatively affect the amenity of the residential properties adjoining the school playing field where the proposed car park is located, particularly in relation to loss of privacy and noise.

### **Advice**

The applicant states that the proposed additional parking is required because of the difficulties the school faces regarding lack of parking space. The school currently has 17 car parking spaces available within the school site, yet has 36 permanent staff and approximately 7 visiting professionals each day. This results in staff and visitors parking on Far Croft Road, creating a busy and overcrowded road within the residential area.

There are three main issues relating to the impact of the proposed car park and access track; the impact that the proposed development would have in relation to loss of open space at the existing school playing field; the impact that the proposed development might have upon the amenity value of the site and surroundings; and issues regarding sustainable drainage.

### **Loss of Open Space**

The proposed development is located within a designated Open Space area as identified in the South Ribble Local Plan. Policy OSR6 of the South Ribble Local Plan states that development in this area will not be permitted unless the existing facilities can be fully retained through the development of only a small part of the site, or that the site of development is not required to satisfy a recreational need, or that the development would not detrimentally affect the amenity value of the site.

Paragraph 74 of the NPPF states *'Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:*

- *An assessment has been undertaken which has clearly shown the Open Space, buildings or land to be surplus to requirements; or*
- *the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a sustainable location; or*
- *the development is for alternative sports and recreation provision, the needs for which clearly outweigh the loss.'*

The proposed car park and access track would be located on the school playing field with the access track running parallel to the school's educational garden area, approximately 15m from the school boundary, before reaching the proposed car park area which is adjacent to the residential properties on Far Croft and Round Lane, approximately 1m from the school boundary. In total, the proposed development infringes upon the existing school playing field by approximately 6m – the width of the proposed access track, and has a total area of 1936m<sup>2</sup>. This area of playing field that would be lost is capable of accommodating a pitch or part of a pitch and its run-off area, and would therefore constitute a loss of part of the playing field, and in this regard is contrary to Policy OSR6 of the South Ribble Local Plan and paragraph 74 of the NPPF. Notwithstanding Sport England offered advice at the pre application stage that the proposal would be unacceptable and offered an alternative solution, the applicant wishes to pursue the application in its current form. Sport England reinforces the policy position that permission should be refused.

### **Amenity Value**

It is considered that the development would detrimentally affect the amenity value of the site, particularly impacting upon the residential amenity of the properties located adjacent to the proposed car park. The car park and access track are proposed to be surfaced with tarmac, which would negatively affect the amenity value of the site, contrary to Policy OSR6 of the South Ribble Local Plan. Further, Policy QD1 of the South Ribble Local Plan states that development must not cause noise, disturbance and traffic generation that would be detrimental to the amenity of the area. The proposed development would not meet with this requirement due to the additional noise and disturbance from the cars using the proposed car park, which would negatively impact upon the amenity of the site.

Policy C1 of the South Ribble Local Plan states that development of community services is encouraged providing that the development does not have an adverse effect on the amenity of adjoining properties. Again, because the proposed car park is only approximately 1m from the school boundary and adjoining residential properties, the development is seen to pose a negative impact upon residential amenity. Therefore, the proposed development would be contrary with Policy C1 of the South Ribble Local Plan.

### **Sustainable Drainage**

The proposed development is to be surfaced with tarmac with surface water discharge to sewer with no consideration of sustainable drainage (SuDS). This is considered to be unacceptable both in terms of amenity value of the open space and

drainage. A tarmac surface would negatively impact upon the amenity value of the site (contrary to Policy OSR6 and C1 of the South Ribble Local Plan, as above). Policy 17 and Policy 29 of the Central Lancashire Core Strategy state that developments should adopt SuDS. Notwithstanding the wider principle issues referred to above, the applicant has been advised that alternative sustainable approaches should have been considered such as porous asphalt or cellular systems, in order to meet both the amenity requirement of the South Ribble Local Plan and also to provide a greater level of sustainable drainage, as outlined in Policies 17 and 29 of the Central Lancashire Core Strategy. Irrespective of any alternative surfacing or drainage systems being employed, this would not be sufficient to overcome the objections to the proposal in respect of loss of open space and impacts on amenity.

## **Conclusion**

The development would result in an unacceptable loss of open space contrary to Policy OSR6 of the South Ribble Local Plan; it would have a negative impact upon local amenity as a result of the loss of open space, and disturbance associated with vehicle movements and parking contrary to Policies QD1, C1 and OSR6 of the South Ribble Local Plan; and does not incorporate sustainable drainage within the design contrary to Policies 17 and 29 of the Central Lancashire Core Strategy. It is therefore concluded that the proposed development is unacceptable and should be refused.

## **Human Rights**

In view of the scale, nature and location it is considered that no Convention Rights set out in the Human Rights Act 1998 would be affected.

## **Recommendation**

That the application be **refused** for the following reasons:

1. The development would result in an unacceptable loss of open space contrary to Policy OSR6 of the South Ribble Local Plan.
2. The development would have a negative impact upon local amenity as a result of the loss of open space, and disturbance associated with vehicle movements and parking contrary to Policies QD1, C1 and OSR6 of the South Ribble Local Plan.
3. The development does not incorporate sustainable drainage within the design contrary to Policies 17 and 29 of the Central Lancashire Core Strategy.

## **Local Government (Access to Information) Act 1985**

### **List of Background Papers**

Paper	Date	Contact/Directorate/Ext
LCC/2014/0113	24/6/14	Guy Munden/Environment/533214

Reason for Inclusion in Part II, if appropriate

N/A