

Application Number 16/01059/R3D

Proposal Extension to Hyde Swimming Pool. Construction of 25m (6 lane swimming pool) with associated spectator seating, changing village, WC provision, etc. with customer link through facade of existing building.

Site Tameside Leisure Park, Walker Lane, Hyde

Applicant Tameside Metropolitan Borough Council

Recommendation **Grant planning permission subject to conditions**

REPORT

1.0 REASON FOR SPEAKERS PANEL DECISION

1.1 A Speakers Panel decision is required because the application proposes a major development, as defined by The Town and Country Planning (Development Management Procedure) (England) Order 2015.

2.0 APPLICATION DESCRIPTION

2.1 The application is for full planning permission for the development of a building, comprising 1,239 sqm floorarea, as an extension to the existing Tameside Leisure Pool. The extension would accommodate a 25m long, 6-lane swimming pool together with changing areas, a spectator viewing area, administrative facilities and a plant room. It would be linked to the existing Leisure Pool with direct internal, level access between the two buildings. Entry into the proposed extension would be via either the changing rooms in the existing building for swimmers and supervisors or a dry-side link for spectators or other customers.

2.2 The proposed extension would be single-storey and rectangular-shaped, measuring 52m east-west and 21.5m north-south. The roof of the proposed extension above the pool area would be mono-pitched, sloping downwards from north to south towards the existing building. The eaves height on the northern side would be 19m and on the southern side would be 6m. The roof above the changing room facilities and plant room would be flat, rising to a height of 4m, and accommodate roof top plant that would be enclosed by louvres but be hidden from view from the north by the taller roof of the pool area and largely hidden by the roof of the existing building when viewed from the south.

2.3 The height of the link to the existing building would be lower than the eaves of the extension and include a staff entrance.

2.4 The specific materials for the external finishes to the proposed extension have not yet been decided but the building would be predominantly brick-built. Two different brick types are proposed, comprising a light, smooth brick plinth with darker rough bricks above. The rear, or north facing, elevation of the extension and its roof would then be finished with profiled metal cladding. The front, or south facing, elevation to the pool room would include a large picture window with security shutters and timber-louvres within dark grey frames. Solar shading and coatings to the glazing would ameliorate the risk of reflection on the surface of the water while allowing views out.

- 2.5 External landscaping and hardstanding would be limited to perimeter footpaths and an extension to the existing rear service yard.
- 2.6 There would be no change in the number of parking spaces within the Leisure Pool grounds, although space exists for an expansion of parking if required in the future. Access to the extension would be from the entrance and reception at the existing building and access to the general facility would remain from Walker Lane, with pedestrian access from Elm Grove.

3.0 SITE & SURROUNDINGS

- 3.1 Tameside Leisure Pool is located in Walker Lane, approximately 470m to the east of Hyde town centre. Bus services travel to and from the town centre along Walker Lane.
- 3.2 The Leisure Pool's car park lies between the existing building and Walker Lane to the south and wraps around to the west. Leigh Primary School and houses face across Walker Lane towards the Leisure Pool site. To the west, beyond the car park, is an area of open space and then houses in Wilson Street, and Norman Street. There is a Council-owned, full-sized football pitch to the east of the existing building.
- 3.3 The land on which the extension would be built is behind, or to the north, of the existing Leisure Pool building. The site of the proposed extension is level and grassed and adjoins a strip of redundant land that separates the site from Hyde United's Ewan Fields stadium.

4.0 PLANNING HISTORY

- 4.1 None relevant

5.0 RELEVANT PLANNING POLICIES

- 5.1 Tameside Unitary Development Plan (UDP) Allocation
5.1.1 Protected Green Space.

5.2 Tameside UDP

5.2.1 Part 1 Policies

- 1.3: Creating a Cleaner and Greener Environment.
1.8: Retaining and Improving Opportunities for Sport, Recreation and Leisure.
1.12: Ensuring an Accessible, Safe and Healthy Environment

5.2.2 Part 2 Policies

- S8: Built Recreation, Leisure and Tourism Developments
S9: Detailed Design of Retail and Leisure Developments
OL4: Protected Green Space
T1: Highway Improvement and Traffic Management
T10: Parking
C1: Townscape and Urban Form
MW11: Contaminated Land

5.3 National Planning Policy Framework (NPPF)

- Section 2 Ensuring the vitality of town centres
Section 7 Requiring good design
Section 8 Promoting healthy communities

5.4 Planning Practice Guidance (PPG)

This is intended to complement the NPPF and to provide a single resource for planning guidance, whilst rationalising and streamlining the material. Almost all previous planning Circulars and advice notes have been cancelled. Specific reference will be made to the PPG or other national advice in the Analysis section of the report, where appropriate.

6.0 PUBLICITY CARRIED OUT

6.1 As part of the planning application process 3 notification letters were sent out to neighbouring properties on 5th December 2016 and a notice was posted at the site and published in a local newspaper on 15th December 2016. A further 24 notification letters were sent to neighbouring properties, including Leigh Primary School, and 2 notices were posted in Walker Lane on 4th January 2017.

7.0 RESPONSES FROM CONSULTEES

7.1 The Head of Environmental Services – Highways has raised no objections to the proposal and has requested conditions be attached to any approval.

7.2 United Utilities has raised no objections to the proposal and has requested that conditions be attached to any approval.

7.3 Councillor Kinsey has expressed full support for the application.

8.0 SUMMARY OF THIRD PARTY RESPONSES RECEIVED

8.1 Concern has been expressed by a resident in Walker Lane about the additional traffic that would be generated by the development and also disturbance by contractors' traffic during the period of construction.

9.0 ANALYSIS

9.1 The principal issues in deciding this application are:-

- 1) The Principle of the Development
- 2) Design and Appearance
- 3) Access, Parking and Circulation
- 4) Residential Amenity

10.0 The principle of the development

10.1 In accordance with paragraph 24 of the NPPF, policy S8 of the UDP allows for new recreation developments in out-of-centre locations only when it is demonstrated that there are no available sites in, or at the edge of, town centres. The policy does however allow for extensions and improvements at existing facilities where these would not lead to an unacceptable loss of amenity in surrounding residential areas or lead to traffic problems on adjacent highways. Being an extension to the existing Leisure Pool the proposal is acceptable in this respect subject to the impact on amenities and the highway network being considered satisfactory.

10.2 The site of the proposed extension being allocated as Protected Open Space the principle of the development must be considered against the policies of Section 8 of the NPPF and UDP policy OL4.

- 10.3 According to paragraph 74 of the NPPF, open space should not be built on unless the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss. Meanwhile, paragraph 77 of the NPPF gives reasons to include and retain land as open space as being that these are 'demonstrably special to a local community and hold a particular local significance'.
- 10.4 The land on which the extension is proposed has never been used as a formal playing field or recreational area, but only as a route between the Leisure Pool and Ewen Fields and Elm Grove. Such a route would be maintained around the eastern side of the Leisure Pool building. The site's contribution to the wider community is limited to a visual, open amenity space rather than serving a functional purpose. This is supported by the Tameside Open Space, Sport and Recreation Study (2010) which states that: 'Across Tameside, 45% of respondents do not visit/use-grassed areas on housing estates. Over half of those from Hyde (62%) ... would not visit such provision.'
- 10.5 The retention of the site as open space solely for the purpose of limited amenity value for residents immediately adjacent would represent the inefficient use of land within the urban area and would not comply with the Core Principles of NPPF. In addition, UDP policy OL4 allows for development on Protected Open Space where it can be demonstrated, by means of a suitable supply and demand study, that the retention of a site is not necessary and the site has no special significance to the interests of sport and recreation.
- 10.6 The Tameside Open Space, Sport and Recreation Study (2010) identifies a theme of the Borough's open spaces lacking functionality and ancillary facilities such as play equipment. The proposal constitutes an upgrading of the site to a higher standard for sport and recreation and so functionality and facilities are improved whilst leaving the remaining green space to continue to meet local needs.
- 10.7 The development is therefore considered compliant with paragraphs 23, 74 and 77 of the NPPF and policies S8 and OL4 of the UDP and therefore acceptable in principle.

11.0 Design and appearance

- 11.1 The rectangular form of the proposed extension is dictated by its proposed use. The linking section between the extension and the existing building would be lower than the eaves of the existing building so that the extension appears subservient and indicate to customers that entrance to the whole facility remains via the existing building.
- 11.2 Built in the 1980s, the existing Leisure Pool is constructed predominantly of red brick. The surrounding houses also utilise large amounts of red brick in their construction. Whilst it is proposed that the majority of the extension would be brick-built also a different colour palette is proposed so as to contrast from the existing building and define what is new compared with what is old. Dark grey window frames and metal work would reinforce the difference between old and new. Timber brise soleil, or louveres, would shade the south facing windows of the pool hall whilst softening the appearance of most visible elevation of the extension.
- 11.3 It is considered that the design and appearance of the development conforms to the requirements of policies S8 and C1 of the UDP and Section 7 of the NPPF and is therefore acceptable.

12.0 Access, parking and circulation

- 12.1 The Leisure Pool is reasonably well located for public transport with there being regular bus services along Walker Lane connecting the facility to the town centre. Indeed, the Pool is located little more than a 10 minute walk from the town centre, as defined by the Tameside Open Space, Sport and Recreation Study (2010), when most respondents to a survey carried out in connection with the Study stated they would be willing to travel up to 15 minutes by transport in order to access indoor sports facilities.
- 12.2 The extension would be served by the existing car park. Entrance and exit from the car park would remain via the existing junction in Walker Lane. The 198 space car park exceeds the minimum amount required normally to serve the Leisure Pool as extended. Circulation around the car park would be unaffected.
- 12.3 The service yard immediately adjacent to the north-eastern wall of the existing building would be extended behind the eastern wall of the extension. Access arrangements to the service yard would be unchanged.
- 12.4 The access, parking and circulation arrangements are therefore considered acceptable and in compliance with policies S9, T1 and T10 of the UDP.

13.0 Residential Amenity

- 13.1 Being located more than 30 metres away from the nearest neighbouring houses in Elm Grove the extension would have minimal impact on any existing residential amenities, including over-shadowing and through noise. The extension itself would provide a buffer between these houses and activities in the car park.
- 13.2 It is proposed that the hours of use of the extension would mirror those of the existing Leisure Pool; 6.30 am until 11.00pm Monday to Friday and 8.30 am until 6.00pm on Saturdays and Sundays.
- 13.3 The impact on existing residential amenity is therefore considered acceptable and in compliance with policy S9 of the UDP.

14.0 Other Issues

- 14.1 In order to ensure compliance with the NPPF and PPG, it is recommended that any permission is conditional, among other things, upon the site being drained on a separate system with foul water draining to the public sewer and surface water draining in the most sustainable way.

15.0 Conclusion

- 15.1 Comprising an extension to an existing recreational facility without causing an unacceptable loss of amenity in surrounding residential areas or leading to traffic problems on adjacent highways, and not resulting in an unacceptable loss of Protected Green Space, the development is acceptable in principle. The development would then contribute to supporting the health, social and cultural well-being of the community which is one of the pillars of the sustainable development that the planning system is intended to achieve.

- 15.2 In terms of the detail the overall form of the extension is driven by its purpose and so the success of the development would hinge on the external finishes. The proposed extension aspires to appear as a contemporary addition to the existing building while being sympathetic towards it. It is proposed that contemporary materials will be used to complement the existing palette of materials and help create more of a sense of place.

RECOMMENDATION

Grant planning permission subject to the following conditions.

- 1) The development must be begun not later than the expiration of three years beginning with the date of this permission.
- 2) Notwithstanding any description of materials in the application no above ground construction works shall take place until samples and/or full specification of materials to be used externally on the building have been submitted to, and approved in writing by, the Local Planning Authority. Such details shall include the type, colour and texture of the materials. Development shall be carried out in accordance with the approved details.
- 3) The development hereby permitted shall be carried out in accordance with the following approved plans: those ref. P4624_1001, P4624_1100, P4624_1101 A, P4624_1110, P4624_1111, P4624_1112, P4624_1200 D, P4624_1201 A and P4624_1202, received on 14th November 2016; and, those ref. P4624_1300 A and P4624_1350 D, received on 4th January 2017.
- 4) The development shall not commence until details of the wheel cleaning facilities, temporary access, vehicle parking and turning facilities to be provided during the construction period, have been submitted to, and approved in writing by the local planning authority. The approved wheel wash measures shall be implemented and retained in operation through the duration of the building work.
- 5) During construction no work (including vehicle and plant movements, deliveries, loading and unloading) shall take place outside the hours of 07:30 and 18:00 Mondays to Fridays and 08:00 to 13:00 Saturdays. No work shall take place on Sundays and Bank Holidays.
- 6) This site must be drained on a separate system, with only foul drainage connected into the foul sewer. Surface water should discharge to a Sustainable Drainage System to meet the requirements of the National Planning Policy Framework [PPS 1 (22) and PPS 25 (F8)].
- 7) Prior to the commencement of any development, a surface water drainage scheme, based on the hierarchy of drainage options in Planning Practice Guidance with evidence of an assessment of the site conditions (inclusive of how the scheme shall be managed after completion) shall be submitted to and approved in writing by the local planning authority.

The surface water drainage scheme must be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards and, unless otherwise agreed in writing by the local planning authority, no surface water shall discharge to the public sewerage system either directly or indirectly.

The development shall be completed, maintained and managed in accordance with the approved details.

- 8) No works other than the excavation of the foundations and/or piling works for the development shall be undertaken at the site until the CLS2A Contaminated Land Screening Form has been submitted to, and approved in writing by, the Councils Environmental Protection Unit (EPU). Where necessary, a scheme to deal with any contamination / potential contamination shall be submitted to, and approved in writing by the EPU. The scheme shall be appropriately implemented and a completion report demonstrating this and that the site is suitable for its intended use will be approved in writing by the EPU prior to occupation. The discharge of this planning condition will be given in writing by the Local Planning Authority (LPA) on completion of the development and once all information specified in this condition has been provided to the satisfaction of the EPU.