
Ref 2022/0434

Applicant: Onside YouthZone/Barnsley MBC

Proposal: Hybrid planning application seeking a) full planning permission for the erection of a two storey Youth Zone building with floodlit kick pitch on the roof, roof top plant, service yard with bin store, minibuses and blue badge parking and associated landscaping; and b) Outline permission for the erection of a club house café and the formation of an associated activity park (all matters reserved apart from means of access)

Site Address: Land off Schwäbisch Gmünd Way, Barnsley, S71 1AY

4 objections have been received from local residents.

Site Description

The application site is located within Barnsley Town Centre on Schwäbisch Gmünd Way adjacent to the Train Station and Transport Interchange.

The overall site area is approximately 1.7 hectares and is largely vacant, with concrete hardstanding occupying the majority of the site at the present time. The site is previously developed having previously been used as an electricity board depot for several decades before that use ceased and the site became vacant in the 2000's. There are some still spoil piles on the site following the demolition of the buildings that used to occupy the site. Vegetation is mainly confined to the edges of the site and in the south east corner which includes two trees that are protected by a Tree Preservation Order with some self set scrub vegetation starting to grow through gaps in the deteriorating hard surfaced areas of the site.

The site borders Schwäbisch Gmünd Way (western side), Mottram Street (northern side) and the A61 Harborough Hill Road (eastern side). Residential properties neighbour the site to the north on Mottram Street, with further residential development and Queens Road Academy located to the east on the other side of the Harborough Hill Road two way dual carriageway. Town centre uses dominate the area to the south and west of the application site, including the Barnsley train station and Transport Interchange which are located less than 100m to the west of the site. To the south, the application site abuts an established electricity distribution site and beyond that is Buzz Bingo.

The application site presents a somewhat varied topography with the existing hard surfaced areas of the site sitting higher than Schwäbisch Gmünd Way and Mottram Way above an embankment and the main body of the site being a similar level to the section of Harborough Hill Road that neighbours the site on its eastern side. In this area of the site there is historical vehicular access into it from Harborough Hill Road. That is set behind a large rectangular shaped area of hard standing that is used for informal car parking purposes at the present time. Beyond that is a gate that prevents vehicular access into the main body of the site. In addition, another single width road runs parallel to Harborough Hill to provide a service access to the electricity distribution site which still remains in place immediate to the south of the site. This too is closed off to prevent vehicular entry into the main body of the site by metal gates.

Site History

The relevant applications to this proposal are identified below;

- B/05/1339/BA: Redevelopment of the existing site comprising retail, associated car parking, landscaping works and new access. Approved (17.10.2005). Reserved matters for this development were approved through application 2008/1564 on 17.12.2008. There was also an extension of time limit application approved for both outline and reserved matters under reference number 2010/1431.
- 2009/0297: Formation of an alternative vehicular and pedestrian access onto Harborough Hill Road. Refused (28.04.2009). This application was refused on the grounds that the proposed access would give rise to conditions prejudicial to highway safety which would be likely to increase the potential for accidents along Harborough Hill Road.

Background

OnSide is a growing national charity which provides young people with somewhere to go supporting them to reach their potential. OnSide currently operate 14 Youth Zones across England which support over 50,000 young people. Each Youth Zone welcomes 200 or more young people every day of the year. They charge 50p per visit and £5 annual membership. The facilities are aimed at young people aged 8-19, or up to 25 with a disability, and provide between 20 recreational, arts and sports activities supervised by experienced Youth Workers. Barnsley Youth Zone will also offer targeted programmes for those most in need including mentoring services and employability support.

Proposed Development

This is a hybrid planning application that seeks full planning permission for the construction of a Youth Zone facility. In addition, outline planning permission with all matters reserved apart from means of access is sought for the erection of a club house café and the formation of an associated activity park on the additional 1.2 hectares of land that accompanies the application.

It is intended that the development of the Youth Zone facility will comprise the first phase of this leisure/community facilities development, with the Activity Park being a second phase that is delivered subsequently, the detailed design of which is intended to be agreed through a subsequent reserved matters application.

Youth Zone (Full planning permission)

The Youth Zone would occupy 0.5 hectares of the site and is proposed to be built in the western section of the site adjacent to Schwäbisch Gmünd Way.

The associated building would have two floors internally. However, it would also have a kick pitch and plant to be located on the rooftop making it equivalent to being three storeys across approximately half of the building. That said there would still be a good level of permeability across the kick pitch on the roof top level given that it would be enclosed by mesh fencing and netting rather than solid walls and roof.

The building would front Schwäbisch Gmünd Way measuring approximately 80.5m in length by 31m in width. The two storey section of the building would be 10.7 in height with the three storey equivalent section being nearly 15m in height.

The ground floor includes a number of small lobby/reception rooms, which open out into a large recreational area/sports hall spread across two levels. The sports hall, underneath the kick pitch, includes a Multi-use games area (MUGA) and climbing wall on the ground floor and a 178m² fitness suite on the first floor. It shall also include an ancillary single storey store, car parking and landscaping.

The recreational areas are supported by a kitchen with a servery in order to provide a hot and cold food offering for visitors. Accessed from the upper recreational area are a number of meeting rooms of varying sizes (14-44 sqm) which are to be made available for community and educational uses. There are also changing facilities and toilets.

The first floor would also accommodate additional community and educational facilities such as a 103m² performing arts studio, a 68m² music studio and a 47m² mentoring kitchen.

This application also seeks full planning permission for the construction of a small, single storey storage building located to the south of the application site and will provide for a workshop and bin storage area, both measuring 12 sqm respectively.

Access and servicing for the Youth Zone would be from Schwäbisch Gmünd Way occupying part of the existing Network Rail car park. The remaining part of that car park would be retained by Network Rail.

Club house café and the formation of an associated activity park (Outline with all matters reserved apart from means of access)

The Activity Park is situated on a large area towards the east of the application site (1.2 hectares). The indicative plans show the Activity Park would include provision for a large BMX and Skate bowl; two activity play areas; a Parkour Area and Jump section. Provision for a future club house/café within the activity park will also be made. The Clubhouse is the only building proposed within the outline area.

The indicative plan also proposes that the Activity Park will incorporate multi use cycle and pedestrian paths within the site that would connect with the existing pedestrian and cycle networks at Schwäbisch Gmünd Way, Harborough Hill Road and Mottram Street.

Policy Context

Planning decisions should be made in accordance with the development plan unless material considerations indicate otherwise and the NPPF does not change the statutory status of the development plan as the starting point for decision making. The Local Plan was adopted in January 2019 and is also now accompanied by seven masterplan frameworks which apply to the largest site allocations (housing, employment and mixed-use sites). In addition, the Council has adopted a series of Supplementary Planning Documents and Neighbourhood Plans which provide supporting guidance and specific local policies and are a material consideration in the decision-making process.

The Local Plan review was approved at the full Council meeting held 24th November 2022. The review determined that the Local Plan remains fit for purpose and is adequately delivering its objectives. This means no updates to the Local Plan, in whole or in part, are to be carried out ahead of a further review. The next review is due to take place in 2027 or earlier if circumstances, require it.

The National Planning Policy Framework represents up-to-date government planning policy and is a material consideration that must be taken into account where it is relevant to a planning application.

The site is within the Eastern Gateway area of Barnsley Town Centre and also falls within the sensitive area of opportunity for tall buildings. As such, the following policies are relevant:-

Local Plan

The site is located in the Eastern Gateway part of the Town Centre and is the subject of site specific policy BTC24 - Development Site 4 – Land between the Transport Interchange and Harborough Hill Road which states the following:-

We will allow the following types of development:

- Offices.
- Education, community and youth facilities.
- Transportation uses associated with the adjacent Transport Interchange.
- Public space.
- Residential.
- Ancillary retail.

The development of the site will be expected to:

- Make a positive contribution to the character and appearance of gateways;
- Consider any implications arising from its location adjacent to an Air Quality Management Area; and
- Support the liveliness and economic strength of the town centre.

Other relevant local plan policies include:-

Policy SD1 - Presumption in favour of Sustainable Development

Policy I2 - Educational and Community Facilities

Policy GD1 – General Development

Policy T3 – New Development and Sustainable Travel

Policy T4 – New Development and Transport Safety

Policy D1 – Design

Policy GS1 – Green Space

Policy GS2 – Green Ways and Public Rights of Way

Policy CC1 – Climate Change

Policy CC2 – Sustainable Design and Construction

Policy BI01 – Biodiversity and Geodiversity

Policy Poll1 – Pollution Control and Protection

Policy RE1 – Low Carbon and Renewable Energy

Policy TC1 – Town Centres

Policy BTC4 – Improving Public Spaces

Policy BTC5 – Landmark Buildings

Policy BTC6 - Building Heights

Policy BTC7 - Gateways

Policy BTC23 - Eastern Gateway

SPD's

- Parking
- Residential Amenity and the Siting of New Buildings
- Sustainable travel

NPPF

The National Planning Policy Framework 2021 sets out the Government's planning policies for England and how these are expected to be applied. At the heart is a presumption in favour of sustainable development. Where proposals are in accordance with the development plan, permission should be granted without delay. Paragraphs of relevance to this application include:

Para 7 - The purpose of the planning system is to contribute to the achievement of sustainable development.

Para 11 – Plans and decisions should apply a presumption in favour of sustainable development.

Para 92 - Planning policies and decisions should aim to achieve healthy, inclusive and safe places.

Para 111 - Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

Para 113 - Requires all developments that generate significant amounts of movement to be supported by a Transport Assessment and a Travel Plan.

Para 120 (c) - Planning policies and decisions should:-

give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land

Para 126 - The creation of high-quality buildings, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

Paragraph 130 - requires planning policies and decisions to ensure that developments function well and add to the overall quality of the area; are visually attractive; establish a strong sense of place; and which create places that are safe, inclusive, accessible and promote health and well-being.

Consultations

Comments have been received from the following consultees:-

Network Rail – No objections subject to conditions

Yorkshire Water – No objections subject to conditions

Pollution Control – No objections subject to conditions

Highways DC – No objections following the receipt of amended plans.

Urban Design – No objections. This stance takes into consideration that the Youth Zone part of the application has been through the Design Panel process prior to the planning application being submitted.

PROW – No objections subject to additional information on the status of the paths

SYMAS – No objections subject to standing advice

Coal Authority – No objections

Tree Officer – No objections subject to conditions

Planning Ecologist – No objections subject to conditions

Drainage – No objections subject to conditions

Superfast South Yorkshire – No objections, provided advice and guidance.

Summary of representations

The application was advertised by way of 90 neighbour notification letters, site notice and Press Advert. 4 letters of objection have been received. The main points of concern are:

- loss of privacy due to the location of the kick pitch.
- potential disturbance due to flood lights and lights around the building.
- Potential projectiles from the roof top.
- Traffic and parking congestion on neighbouring streets.
- Suitable fencing is required around the site perimeter.
- Increase in littering.
- Potential anti-social behaviour.

Assessment

Principle of Development

The site is in the Eastern Gateway District of the Town Centre where the range of acceptable uses is stated to be transport related development, office, education, community and youth facilities and public spaces within policy BTC23.

More specifically, the application site is identified under Policy BTC24 as Development Site 4 which contains a similar list of acceptable uses including education, community, youth facilities and public spaces.

The youth zone facility would provide youth facilities with the activity park providing both youth facilities and creating a new public space. The proposals therefore accord with the range of uses that are permissible within the Eastern Gateway District and Development Site 4 making the proposal acceptable in land use planning policy terms.

In addition, the site is located in Urban Barnsley which is the main priority for growth as per the spatial strategy approach that is detailed within the Local Plan (LG2). Furthermore, the site is in Barnsley Town Centre which is where the majority of new retail and town centre development will be directed towards in order fulfil its sub regional role and to enhance its vitality and viability (TC1 Town centres). It is considered that the development would support the liveliness and economic strength of the town centre which is an aim of policy TC1 and site specific BTC24 which again means that the proposals are supported in land use planning policy terms.

12 Educational and Community Facilities is also relevant. This states that the Council will support the provision of new community facilities and that new community facilities should be located centrally to the communities they serve and in places where they will be accessible by walking, cycling, and public transport. This particular site is highly accessible being located in Barnsley Town Centre in a location that is immediately adjacent to the train station and transport interchange. This is another policy that would be met therefore.

A further consideration is that the site is predominantly brownfield. As such the development would represent the effective and efficient re-use of previously developed land on a central site that is located within Barnsley Town Centre. The proposal therefore accords with local plan policy CC1.

In addition to the considerations set out above development within the Eastern Gateway District must make provision for the Green Sprint and make a positive contribution to the character and appearance of the gateways. The assessment of the proposal against these and the other material assessment considerations is detailed within the sections below.

Appearance and visual impact considerations

Development on sites located on or within identified town centre gateways are required through Policy BTC7 to create a strong distinctive visual gateway to the town centre and provide a sense of arrival, as well as being designed to welcome people into the town centre and take the opportunity to create distinctive landmark buildings. Additionally, development in these locations is expected to improve public spaces in accordance with the Barnsley Town Centre Public Spaces Strategy. This Policy also reaffirms the Council's expectation for development to make a positive contribution to the character and appearance of the gateway, as does site specific policy BTC24.

Similar themes are echoed within policy BTC23 which is specific to the Eastern Gateway which this site is a part of. The supporting text of Policy BTC23 states there is an opportunity to enhance key routes in terms of urban design and development within this area should repeat the scale, massing and quality of existing development, and there is an opportunity for development and diversification of uses.

It should also be recognised that this prominent gateway site has stood vacant for a number of years with previous approvals never being developed out. In its present condition it has a negative impact on the visual amenity of this part of the town centre being such a large derelict area of land, especially for visitors arriving by train. In addition, the site is surrounded by new and existing awarding winning development such as Barnsley Transport Interchange, the Glassworks and the new Market Gate bridge which is currently under construction.

The proposed Youth Zone building has undergone a design evolution from the initial concept and was presented to the Barnsley Urban Renaissance Design Advisory Panel on 11th March 2021. Following on from amendments to the plans and considering the feedback from the design panel the scheme was re-presented to them on 2nd December 2021.

The design panels overriding advice was to; *make the building more distinctive to help it become more of a landmark. Avoid taking historical design cues. The building needs to be fun, to be a gateway, with bright architecture, together with depth & modelling and active frontages. It needs a stronger, more inviting personality.*

As such, a key design driver has been creating a distinctive landmark building with an active frontage onto the public facing elevation that acts as a gateway into the town centre. In order to try and achieve this the applicants have proposed a projecting first floor along Schwabisch Gmund Way that overhangs the ground floor. This frames the floor to ceiling glazing on the ground floor and also provides shelter to the main entrance. The large areas of glazing also allow views deep into the building which provides an active frontage for pedestrians outside.

A bold feature colour of red is used to make the building facades stand out. It would be used to frame windows and other architectural features to add interest. This would be further emphasised by setting it against a darker palette of materials. The building would be grounded through the use of grey bricks on the ground floor with the mix of cladding above.

The mass of the sports hall is treated differently to the more modest elevations and also has less glazing to avoid glare. The external elevations of this part of the building would predominantly feature dark grey cladding, however, it would be broken up by red light bands which would be laid in a non-uniform lattice pattern to add a more playful, fun element to the elevation. The light bands would also reflect the light bands incorporated within the Glassworks elevations. The dark grey cladding is further broken up with the incorporation of a section of red cladding and backlit polycarbonate section.

Above the sports hall section of the building is the kick pitch. The pitch would be enclosed by black mesh fencing which would allow light and views through so as not to be overly dominant and it would be tied to the theme of the rest of the building through the inclusion of red accents.

The eastern elevation of the building which would face the activity park and the residential properties on Harborough Hill Road is more modest in scale with domestic size openings and would be built completely of brick. However, interest would be added through recessed vertical lines and various shades of grey brick. The adjacent elevation to the rear of the sports hall would also continue the same design of the front elevation with the grey cladding and red light bands, it would also incorporate black architectural cladding to add a different dimension and texture.

A new public plaza is proposed to the South of the building with surface treatments leading to the entrance of the Youth Zone. This space is intended as a space to direct users to the building and provides seating along with cycle storage. This space is intended to be framed with some soft landscaping and a wall offering an opportunity for artwork or branding. Furthermore, external amenity space is created to the north on the higher ground and to the east with a banked landscaped buffer to the activity park.

It is acknowledged that the building is of significant size and mass. However, it is a town centre development on a site that lends itself to a landmark form of development and proposed building would not be significantly taller than the adjacent train station and bingo hall and would also be seen in the same context as the multi storey Glass Works development to the South and the Digital Media Centre to the West. It has been designed in a linear format with the longest elevation sitting tight to and fronting Schwäbisch Gmünd Way meaning that it would be separated from the Harborough Hill Road side by approaching 90m distance away with the activity park positioned in between which would provide a green visual buffer. Furthermore, the width of the building is relatively narrow in comparison (less than 40% than the length) and so it is determined that the scale and bulk of the building would be in keeping with the scale of other buildings within the town centre and would not be excessive. It is therefore considered that the proposal would represent an acceptable taller building proposal having regard to the wording of policy BTC24 and the Building Heights Study.

For the reasons outlined above, the youth zone building should make a positive contribution to the character and appearance of the prominent gateway area. It would harmonise with the scale, massing and quality of existing development within the immediate area and the design of the building is distinctive to help it become a landmark. As such, the development is in accordance with Local Plan Policies BTC23, BTC24 and D1.

In terms of the activity park, this is only an outline with all matters except access reserved, as such, the design will be assessed more in depth at reserved matters stage. However, an indicative site layout has been submitted which demonstrates that the area can accommodate a number of activity areas and provide sufficient space for planting and screening. There is a kiosk building shown within the park, however, as outlined above this would be assessed further at reserved matters stage. In any case it has a modest footprint and is well screened from neighbouring highways. Views would be limited from the West and views from the east would be against the backdrop of the youth zone building.

Residential Amenity

There are existing residential dwellings in the vicinity of the site. The closest lie to the north on Mottram Street which runs between Harborough Hill Road and Eldon Street North. These are predominantly terraced properties and back on to the Northern boundary of the site. The site is on a higher ground level than these dwellings and the residents in this area have raised concerns regarding the proximity of the Youth Zone and the associated rooftop football pitch.

The plans have been designed with the Youth Zone building so that the building would be positioned side on to those properties, only being directly behind a small number of the dwellings and with a separation distance of over 50m to them. This means that the proposal would easily satisfy the relevant spacing standards that are set out in the 'Residential Amenity and the Siting of Buildings' SPD which seeks to ensure a minimum separation distance of 30m for any new buildings of 3 storey height. As such, whilst the development would have an impact on outlook, the separation distance and building positioning on site would limit the impacts and mean that the building would not be an overbearing feature or significantly increase overshadowing in accordance with Local Plan Policy GD1.

In addition, there are dwellings which front Harborough Hill Road to the East of the site. However, those dwellings would be separated from the Youth Zone by the

activity park and Harborough Hill Road which equates to a separation distance of over 100m to the youth zone. This much further separation distance means that the spacing standards would be readily met.

Noise and disturbance have been raised as a concern by some local residents. At this stage only the plans for the Youth Zone are in detailed form with the plans for the activity park being indicative. A noise survey has been carried out for the Youth Zone which explains that the proposed operating hours are 09:00-22:00 hours on weekends and school holidays and 16:00-22:00 hours during school term times.

Background noise levels were taken from several locations across the site including adjacent to the closest residential properties and were found to be high based upon its town centre location in a position next to Harborough Hill Road and the train and bus station. Having assessed the potential noise generated by the proposed use, including the roof top plant, kick pitch and noise break out from internal activities, the report concludes that the impact from associated activities is low. Regulatory Services have raised no concerns regarding noise and disturbance, subject to conditions.

In terms of the activity park, it is acknowledged that this would open the site up for public use. However, the nearest activity park facilities are shown to be over 35m away from the nearest dwellings on Mottram Street to the north and Harborough Hill Road to the east, which would be considered to be a sufficient distance away. In addition, it is proposed to retain existing vegetation on the northern and eastern boundaries which would act as screening. It is also the case that the dwellings to the east on Harborough Hill Road would be separated by the four lanes of traffic that make up the A61 in the location which acts as a point of severance and means that noise levels from the park are likely to be much lower than the background noise from the road traffic.

With regards to the concerns from residents about the lighting, especially serving the rooftop football pitch, a lighting report has been submitted which demonstrates the light spill and concludes that there will be zero to negligible impact to surrounding residential areas in terms of obtrusive/nuisance lighting.

For the reasons outlined above, it is concluded that the development meets the requirements of Local Plan Policy GD1 and the amenity of neighbouring residents and users would be maintained to a reasonable degree. Furthermore, the proposed development would improve and enhance the amenity levels of the future uses of both the Youth Zone and activity Park.

Highways and active travel considerations

In terms of the Youth Zone, the existing three vehicle layby bay on Schwäbisch Gmünd Way would be retained and utilised as a shared dedicated drop-off while also ensuring that the 'no waiting/no loading' restrictions on the rest of Schwäbisch Gmünd Way are respected.

Alongside the retention of the drop-off bay, the proposal has been designed to ensure appropriate access for servicing, deliveries and disabled/minibus parking is provided. Development proposals show a secure service/ essential parking area at the southern end of the development site, within what is currently Network Rail land and used for occasional parking by Network Rail staff. Network Rail would retain 5no. spaces and a new access to their parking would be created to the South of the drop off bay.

The applicants have stated that typically the Youth Zone will have a twice weekly deliveries of food, daily post and parcel deliveries and weekly refuse/recycling collection. The servicing and delivery area for the Youth Zone will provide two disabled parking spaces for visitor and staff use, as well as parking for a minibus to deliver their outreach programme. The service area will have a secure perimeter fence and will be accessed via a simple dropped-crossing arrangement from Schwäbisch Gmünd Way. The disabled and minibus parking spaces will also be provided with EV charging points. This area would also be used for deliveries and to service the building and includes a turning area to allow vehicles to enter and exit the site in a forward gear.

The site is located within a very sustainable location, directly opposite the train and bus station and is also within walking distance to a number of residential properties. It is also a short walk from a number of town centre car parks, including a surface car park directly to the South. There are pedestrian links to the site, however, there are limited crossing points across Schwabisch Gmund Way, as such, 2no. new pedestrian crossing points are proposed and would be secured by condition.

The site is within an area where new pedestrian and cycle links are proposed which would also run through the activity park. As outlined above, development within the Eastern Gateway District must make provision for the Green Sprint and make a positive contribution to the character and appearance of the gateways. The Green Sprint is an important part of Barnsley's strategy to create a greener, more pedestrian focused approach to travel within the town. It will be a high-quality pedestrian and cycle route that will start at Town End roundabout linking the town centre with the interchange, the Metrodome leisure centre and Dearne Valley Country Park. The links around and through this application site will play a key part in achieving that and are encouraged.

The front of the site includes a development exclusion zone to potentially increase the width of the footpath to 3m to create a cycle path. The site also incorporates 12no. Sheffield bike stands to be used by staff and users of the building. The scheme will also benefit from a Travel Plan, managed by the facility to encourage sustainable travel in perpetuity. This will be conditioned.

With regards to the activity park, access is included to be considered as part of this application. There is an existing access into the site from Harborough Hill Road, however, as established through previous applications and pre-application enquiries this has always been discouraged as a future site access given the nature of Harborough Hill Road as a highly trafficked dual carriageway and classified road (A61).

That service access would be retained. However, it would be blocked by removable bollards and removable planters. It would not be used to service or maintain the park or kiosk and would only be used to access the electricity distribution site very infrequently (usually once every few years). The park itself would be maintained from off the turning head serving Mottram Street with a dedicated area for vehicles to park. Limited details have been submitted regarding the kiosk; however, the applicants have stated that this could be serviced on foot and would not require vehicles to directly access it.

Highways have assessed the application and have not raised objections subject to conditions, as such, highways safety would be maintained in accordance with Local Plan Policy T4.

Other Matters

Other town centre policy requirements

Policy BTC4 requires proposals for community uses over 1000 sqm to include proposals for the improvement of public spaces. This would be achieved via the creation of the activity park part of the proposal which would be for public use and would regenerate a derelict site that is within the town centre envelope.

Green Infrastructure and Green Space

In terms of the activity park, Local Plan Policy GI1 establishes the Council's intention to provide an integrated network of connected and multi-functional Green Infrastructure. In particular, the Council seeks to provide attractive environments for people to live, work, and play and which improves opportunities for recreation and enhances the quality of life for present and future residents and visitors. Policy GS1 then goes on to seek improvements to the existing Green Space network of the Borough. The proposals are therefore also in compliance with policies GI1 and GS2.

Ecology

The application has been accompanied by an Ecology Survey. The site mostly consists of hard surfaced areas dating back to the previous depot use with two large areas of spoil still existing that consists of rubble from demolished former buildings and vegetation around the edges of the site. Scattered scrub is distributed across the entire site, including on the spoil piles.

Each of the habitats are considered to be of site level importance only. Additionally, the shrub is limited in extent and invasive species are present. These are not considered to be habitats of principal importance.

The west of the site would be predominantly occupied by the Youth Zone building and associated hardstanding. However, there is opportunity to retain and introduce soft landscaping and planting to the North and south of the site.

The much larger proportion of the site would be made up of the activity park which is only in outline form at this stage with landscaping being a reserved matter. The masterplan shows there is opportunity to retain some of the existing landscaping around the perimeter of the site and also introduce soft landscaping and planting around the activity zones and pathways but this would need to be secured at reserved matters stage.

In addition to the Ecology surveys, the applicant has submitted a Biodiversity Net Gain (BNG) assessment for the activity park. Ultimately the assessment and associated metric conclude that a gain of at least 2.82 habitat units can be achieved on site. As such, the Council's Planning Ecologist has raised no objections to the proposed scheme subject to conditions securing a Biodiversity Enhancement Plan (BEMP), which would include measures to be adopted on site to enhance opportunities for wildlife, such as bat, bird and insect boxes and access for hedgehogs, and a Construction Environment Management Plan (CEMP:Biodiversity). The proposals are therefore in compliance with policy BI01 – Biodiversity and Geodiversity.

Public Right of Way

There are no public rights of way within the site boundary at the present time. However, a number of internal routes are shown within the activity park, including footway / cycleways. It is intended that these will link to wider planned routes across the borough including the Green Sprint link from Barnsley Town Centre to the Dearne Valley Park and the active travel corridor from the town centre to Royston. These will need to be secured at the reserved matters stage in order to comply with policy BTC10.

Mining

The application site falls within the defined Development High Risk Area. The Coal Authority information indicates that within the application site and surrounding area there are coal mining features and hazards, which need to be considered in relation to the determination of this planning application, specifically likely historic unrecorded underground coal mining at shallow depth. Records also confirm that thick coal seams outcropped across the site.

The applicants have submitted a Ground Investigation Report (dated November 2021) from GEA Ltd, the content of which confirms site investigations comprising of rotary boreholes have been undertaken. In terms of the results, the Report confirms that only intact coal was encountered and that consequently, shallow coalmine workings do not pose a stability risk to the development.

On account of the above, both the Coal Authority and SYMAS have confirmed that the issue of the potential for coal mining legacy to affect the proposed development has been adequately investigated.

Drainage

The Environment Agency flood risk maps show the development is wholly in flood zone 1 (low risk of flooding). The Councils Drainage Officers and Yorkshire Water have been consulted on the application as a whole and have raised no objections subject to conditions.

The proposed Site Masterplan illustrates that Sustainable urban Drainage Systems (SuDS) are envisaged to be utilised throughout the Activity Park development, chiefly through the provision of attenuation ponds and swales. Whilst the provision of an attenuation pond will provide sustainable drainage for the site, it will also assist in providing an enhanced visual amenity to the area of landscaping to the northeast of the site which encloses the BMX and Skate Bowl.

Air Quality

Through Local Plan Policy BTC24, which identifies the application site as a development opportunity within the town centre, the imperative for any future development proposal to consider its impact on the adjacent Air Quality Management Area is identified, given the proximity of the Harborough Hills AQMA.

An Air Quality Assessment has therefore been submitted alongside this application which assesses the potential changes in air quality due to the construction and operation of the proposed development. The report concludes that the Youth Zone is not expected to have a significant impact on local air quality. In the context of this topic, it is noted that the age range of customers for the Youth Zone is going to be 8-19 which is going to mean that many of the patrons will be below the legal driving

age. In addition, the site is located immediately next to the central train and bus stations meaning that it is highly accessible by public transport. Furthermore, the proposals would include multi user routes to facilitate active travel to and from the site.

Trees

The site is previously developed and as such largely comprises of hardstanding, with two large areas of spoil and a border of scattered trees to the north. Scattered scrub is distributed across the entire site, including on the spoil piles.

There are no trees of note or worth retaining within the centres of the site and those along the Northern boundary, adjacent to the dwellings on Mottram Street, are shown to be retained on the site masterplan. The existing trees along the Eastern boundary would potentially need to be removed in order to widen the footpath to 3m along Harborough Hills Road. However, there are very few of note which contribute to the visual amenity of the area, in addition, the masterplan shows that there would be significant tree planting along this boundary. In any case, this would be assessed more in depth at the reserved matters stage.

There are, however, 2no. trees which are subject to TPO's within the South Eastern Corner of the activity park site. A beech tree (TPO ref no.27,T1, 2009) and a Lime Tree (TPO ref no. 27, T2, 2009). These trees sit between the electricity distribution site and Harborough Hill Road. The masterplan for the site shows that the existing hardstanding adjacent to the trees would be predominantly removed and replaced by soft landscaping. This would mean that they should be readily capable of being retained. But with the plans being indicative this would need to be considered properly at reserved matters stage with suitable conditions imposed on the outline decision. A construction management plan submitted with the application does show this area used for parking during the construction of the Youth Zone. However, hard surfacing already exists within that area and should be capable of being utilised without causing harm to those trees. Furthermore, the construction management plan would be subject to conditions as would tree protection measures.

Conclusion

Both the Youth Zone facility and the activity park fall within the range of uses that are permissible within the Eastern Gateway District and Development Site 4 in the Local Plan making the proposal acceptable in land use planning policy terms.

In addition, it has been identified that the proposal complies with policy LG2 in that the located in Urban Barnsley as the main priority for growth. Furthermore, the site is in Barnsley Town Centre which is where the majority of new town centre development will be directed towards in order fulfil its sub regional role and to enhance its vitality and viability (TC1 Town centres). The development would be in accordance with those aims supporting the liveliness and economic strength of Barnsley Town Centre.

In addition, it would lead to the provision of community facilities in accordance with policy I2 Educational and Community Facilities and result in the recycling of previously developed land contributing towards the aims of policy CC1.

The proposed development is acceptable in all aspects associated with the principle of development/land use planning policy considerations, therefore.

The proposal is on Gateway site. However, the assessment has determined that the proposals are of a design that is befitting for such a location and would make a positive contribution to the character and appearance of the gateway.

In addition to the above an assessment has been carried out of the proposed development in relation to other local plan policies, SPD's and against other material planning considerations.

The residential amenity implications have been assessed and this has determined that suitable relationships would exist between the Youth Zone building and neighbouring dwellings based upon the positioning of the building within the layout and the proposal delivering over and above the separation distances required by the SPD. The park would reintroduce activity onto the site, but this has to be weighed against the public benefits of providing a new area of greenspace in the town centre and new activity facilities that would benefit the wider community and the support that is given to such provisions within the site specific allocation policy BTC24 and policies GI1 and GS2. The site is in a derelict state having previously been used as a depot by the electricity board and so would not give rise to same forms of operational noise as that form of historical use. In addition, a noise survey has been carried out for the youth zone which demonstrates that the Youth Zone would not give rise to unacceptable noise levels, whereas for the activity park it shall be a case of ensuring that the future play facilities are located an acceptable distance away from the northern and eastern side boundaries at the reserved matters stage as is currently shown on the indicative layout plan.

In relation to highways impacts the site is located in town centre immediately next to the train station and transport interchange. This means that it is highly accessible by means other than private car and in any case many of the users of the facility will be below the legal age to drive a car. In addition, the proposal incorporates active travel provisions in the form of multi user cycle and footpath routes passing through the site and connecting with routes off the site making it a form of development that scores very highly in active travel and sustainable development terms. The BREEAM very good requirement would mean a high standard of sustainable construction would be used in the building which is another important consideration in sustainable development terms.

In addition, the development would ensure that a net loss of biodiversity is avoided and that a small net gain is provided on site.

Overall therefore the proposal complies all of the main local plan policies that are relevant to the assessment of the proposal including BTC24, BTC23, SD1, CC1, LG2, TC1, GD1, D1, T4, BIO1 and the Residential Amenity and Siting of Buildings SPD. The presumption in favour of sustainable development that is set out in Local Plan policy SD1 and in paragraph 11 of the NPPF is considered to apply therefore and the recommendation is one of approval accordingly.

Recommendation

Grant full (Youth Zone) and outline planning permission (club house café and the formation of an associated activity park) subject to the following conditions

Conditions:

Part A – Conditions 1-14 are relevant to the full planning permission for the Youth Zone:-

1 The development hereby permitted shall be begun before the expiration of 3 years from the date of this permission.
Reason: In order to comply with the provision of Section 91 of the Town and Country Planning Act 1990.

2 The development hereby approved shall be carried out strictly in accordance with the plans and specifications as approved (listed below) unless required by any other conditions in this permission.

BAR-HBA-V0-00-DR-A-P53D - Proposed Site Master Plan
BAR-HBA-V0-00-DR-A-P54D - Proposed Youth Zone Plan
BAR-HBA-V0-00-DR-A-P55C - Proposed Youth Zone Boundary Details
BAR-HBA-V0-00-DR-A-P60A - Proposed Ground Floor Plan
BAR-HBA-V0-00-DR-A-P61A - Proposed First Floor Plan
BAR-HBA-V0-00-DR-A-P62A - Proposed Kick Pitch Level Plan
BAR-HBA-V0-00-DR-A-P63A - Proposed Roof Plan
BAR-HBA-V0-00-DR-A-P64B - Proposed Building Elevations
BAR-HBA-V0-00-DR-A-P65A - Proposed Building Sections
BAR-HBA-V0-00-DR-A-P66B - External Store Building
PA1562 Barnsley Youth Zone - External Artificial Lighting Report Rev B

Reason: In the interests of the visual amenities of the locality and in accordance with Local Plan Policy D1 High Quality Design and Place Making.

3 Upon commencement of development details of the proposed external materials shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: In the interests of the visual amenities of the locality and in accordance with Local Plan Policy D1 High Quality Design and Place Making.

4 Upon commencement of development details of measures to facilitate the provision of high speed full fibre broadband for the dwellings/development hereby permitted, including a timescale for implementation, shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: In order to ensure compliance with Local Plan Policy I1.

5 All in curtilage planting, seeding or turfing comprised in the approved details of landscaping shall be carried out no later than the first planting and seeding season following the occupation of the building; and any trees or plants which die within a period of 5 years from first being planted, are removed, or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.

Reason: In the interests of the visual amenities of the locality, in accordance with Local Plan policies GD1 'General Development' and D1 'High Quality Design and Place Making'.

6 All out of curtilage planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in full in accordance with a timetable to be submitted to and approved in writing by the Local Planning Authority upon commencement of development. Thereafter the landscaping shall be carried out in accordance with the approved details and timescales.

Reason: In the interests of the visual amenities of the locality, in accordance with Local Plan policies GD1 'General Development' and D1 'High Quality Design and Place Making'.

- 7 No development shall take place unless and until full foul and surface water drainage details, including Yorkshire Water Permission to discharge, have been submitted to and approved in writing by the Local Planning Authority. Thereafter no part of the development shall be occupied or brought into use until the approved scheme has been fully implemented. The scheme shall be retained throughout the life of the development unless otherwise agreed in writing with the Local Planning Authority.
Reason: To ensure the proper drainage of the area
- 8 There shall be no piped discharge of surface water from the development prior to the completion of surface water drainage works, details of which will have been submitted to and approved by the Local Planning Authority. If discharge to public sewer is proposed, the information shall include, but not be exclusive to:- a) the means of restricting the discharge to public sewer to the existing rate less a minimum 30% reduction, based on the existing peak discharge rate during a 1 in 1 year storm event, to allow for climate change.
Reason: To ensure that no surface water discharges take place until proper provision has been made for its disposal and in the interest of sustainable drainage.
- 9 The proposed Youth Zone Building shall achieve BREEAM standard of 'very good' or equivalent. Upon completion of the development, an energy performance certificate shall be provided to the Local Planning Authority demonstrating that the required standard has been achieved and the measures provided to achieve the standard shall be retained as operational thereafter.
Reason: In the interest of sustainable development, in accordance with Local Plan Policy CC2 'Sustainable Design and Construction'.
- 10 The proposed mesh fencing around the rooftop kick pitch, and the netting covering the pitch in its entirety, shall be fully completed prior to the kick pitch being brought into use and retained as such thereafter.
Reason: In the interest of highway, railway and pedestrian safety, in accordance with Local Plan Policy T4
- 11 Prior to occupation of the building/commencement of the use, full details of externally mounted plant or equipment for heating, cooling or ventilation purposes, nor grilles, ducts, vents for similar internal equipment, shall be submitted to and approved in writing by the Local Planning Authority and the development shall be carried out in accordance with the approved details
Reason: In the interest of visual and residential amenity in accordance with Local Plan Policy GD1 'General Development'.
- 12 Notwithstanding the details indicated on the submitted drawings, no works shall commence on site until a detailed scheme for the off-site highways works (pedestrian crossing on Schwabisch Gmund Way) as indicated on the proposed site mater plan BAR-HBA-V0-00-DR-A-P53D has been submitted to and approved in writing by the LPA.
Reason: In the interest of highway safety, in accordance with Local Plan Policy T4 'New Development and Transport Safety'.
- 13 Notwithstanding the details shown on the submitted plans, the development hereby approved shall not be commenced until details have been submitted to, approved in writing by the Local Planning Authority, and implemented, arrangements which secure the following off-site highways works;
- creation of new vehicular access(es) from Schwabisch Gmund Way
 - Alterations to the layby on Schwabisch Gmund Way
 - Position and form of relocation of pedestrian crossing facility on Schwabisch Gmund Way

- Any necessary alteration to signing/lining
- Any necessary alterations to street lighting
- Any necessary alterations to highway drainage
- Any resurfacing/reconstruction as necessary

The works shall be completed in accordance with the approved details and a timetable to be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of highway safety and the free flow of traffic in accordance with Local Plan Policy T4 'New Development and Transport Safety'.

- 14 No development shall take place including demolition until a survey of the condition of the adopted highway to be used by construction traffic has been submitted to and approved in writing by the LPA. The extent of the area to be surveyed must be agreed by the LPA prior to the survey being undertaken. The survey must consist of;
- i. A plan to a scale of 1:1250 showing the location of all defects identified
 - ii A written and photographic record of all defects with the corresponding location references accompanied by a description of the extent of the assessed area and a record of the date, time and weather conditions at the time of the survey.
- On completion of the development, a second condition survey of the adopted highway shall be carried out to identify defects attributable to the traffic associated with the development. It shall be submitted for the written approval of the Local Planning Authority. Any necessary remedial works shall be completed at the developers expense in accordance with a scheme to be agreed in writing by the Local Planning Authority.

Reason: To ensure that any damage to the adopted highway sustained throughout the development process is identified and subsequently remedied at the expense of the developer in the interests of highway safety.

15. The Youth Zone use hereby permitted shall be carried out between the hours of 09.00 to 22.00 on weekends and school holidays and 16.00 to 22.00 during term times.

Reason: In the interests of the amenities of local residents and in accordance with Local Plan Policies GD1 General Development Policy and POLL1 Pollution Control and Protection.

Part B – Conditions 16-20 are relevant to the outline Activity Park permission

- 16 Application for approval of the matters reserved in Condition No. 2 shall be made to the Local Planning Authority before the expiration of three years from the date of this permission, and the development, hereby permitted, shall be begun before the expiration of two years from the date of approval of the last of the reserved matters to be approved.
- Reason: In order to comply with the provision of Section 92 of the Town and Country Planning Act 1990.**
- 17 The development hereby permitted shall not be commenced unless and until approval of the following reserved matters has been obtained in writing from the Local Planning Authority:-
- (a) the layout of the proposed development.
 - (b) scale of building(s)
 - (c) the design and external appearance of the proposed development.
 - (d) landscaping
- Reason: In order to allow the Local Planning Authority to assess the details of the reserved matters with regard to the development plan and other material considerations.**

- 18 Detailed plans shall accompany the reserved matters submission that broadly reflect the Illustrative Masterplan (BAR-HBA-V0-00-DR-A-P53D - Proposed site Master Plan) and which also indicate existing ground levels, finished floor levels of all buildings and associated structures, road/path/cycle path levels and any proposed alterations to ground levels. Thereafter the development shall proceed in accordance with the approved details.
Reason: To enable the impact arising from the need for any changes to be assessed in accordance with LP Policies GD1 - General Development and D1 - High Quality Design and Placemaking.
- 19 Detailed plans shall accompany the reserved matters submission indicating existing ground levels, finished floor levels of all buildings and associated structures, footpath/cycle path levels and any proposed alterations to ground levels. Thereafter the development shall proceed in accordance with the approved details.
Reason: To enable the impact arising from need for any changes in level to be assessed in accordance with Local Plan Policy D1 High Quality Design and Place Making.
- 20 All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out no later than the first planting and seeding season following the occupation of the activity park; and any trees or plants which die within a period of 5 years from first being planted, are removed, or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.
Reason: In the interests of the visual amenities of the locality, in accordance with Local Plan policies GD1 'General Development' and D1 'High Quality Design and Place Making'.

Part C – Conditions 21-33 are relevant to both the full and outline planning permission:-

- 21 Construction or remediation work comprising the use of plant, machinery or equipment, or deliveries of materials shall only take place between the hours of 0800 to 1800 Monday to Friday and 0900 to 1400 on Saturdays and at no time on Sundays or Bank Holidays.
Reason: In the interests of the amenities of local residents and in accordance with Local Plan Policies GD1 General Development Policy and POLL1 Pollution Control and Protection.
- 22 Upon commencement of development, full details of both hard and soft landscaping works, including details of the species, positions and planted heights of proposed trees and shrubs; together with details of the position and condition of any existing trees and hedgerows to be retained shall be submitted to and approved in writing by the Local Planning Authority. The approved hard landscaping details shall be implemented prior to the occupation of the building(s).
Reason: In the interests of the visual amenities of the locality and in accordance with Local Plan Policy BIO1 Biodiversity.
- 23 A landscape management plan, including long term design objectives, management responsibilities and maintenance schedules for all landscape areas, shall be submitted to and approved by the Local Planning Authority prior to the occupation of the development or any part thereof, whichever is the sooner, for its permitted use. The landscape management plan shall be carried out in accordance with the approved plan.
Reason: In the interests of the visual amenities of the locality and in accordance with Local Plan Policy BIO1 Biodiversity.
- 24 No development or other operations being undertaken on site shall take place until the

following documents in accordance with British Standard 5837:2012 Trees in relation to design, demolition and construction - Recommendations have been submitted to and approved in writing by the Local Planning Authority:

Tree Survey
Arboricultural impact assessment
Tree protective barrier details
Tree protection plan
Arboricultural method statement

Once approved all works should be undertaken in accordance with the approved plans and methodologies with protective barriers in place for the duration of the development.

Reason: To ensure the continued wellbeing of the trees in the interests of the amenity of the locality.

- 25 No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to, and approved in writing by, the Local Planning Authority. The construction methodology shall demonstrate consultation with the Asset Protection Project Manager at Network Rail. The approved Statement shall be adhered to throughout the construction period. The Statement shall provide for:
- The parking of vehicles of site operatives and visitors
 - Means of access for construction traffic
 - Loading and unloading of plant and materials
 - Storage of plant and materials used in constructing the development
 - The erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
 - Wheel washing facilities
 - Measures to control the emission of dust and dirt during construction
 - Measures to control noise levels during construction

Reason: In the interests of highway safety, residential amenity and visual amenity and in accordance with Local Plan Policy T4 New Development and Transport Safety and Local Plan Policy D1 High Quality Design and Place Making.

- 26 The parking/manoeuvring facilities, indicated on the submitted plan, shall be surfaced in a solid bound material (i.e. not loose chippings) and made available for the manoeuvring and parking of motor vehicles prior to the development being brought into use, and shall be retained for that sole purpose at all times.

Reason: To ensure that satisfactory off-street parking/manoeuvring areas are provided, in the interests of highway safety and the free flow of traffic and in accordance with Local Plan Policy T4 New Development and Transport Safety.

- 27 All surface water run off shall be collected and disposed of within the site and shall not be allowed to discharge onto the adjacent highway.

Reason: In the interests of highway safety in accordance with Local Plan Policies T4 New Development and Transport Safety and POLL1 Pollution Control and Protection.

- 28 No hedges or trees on the site (except those shown to be removed on the approved plan), or their branches or roots, shall be lopped, topped, felled, or severed. If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such a size and species, and shall be planted at such time, as may be specified in writing by the Local Planning Authority.

Reason: To safeguard existing trees/hedges, in the interests of the visual amenities of the locality and in accordance with Local Plan Policies D1 'Design' and BIO1

'Biodiversity and Geodiversity'.

- 29 Prior to commencement, a Biodiversity Enhancement Management Plan (BEMP) which would include the following shall be submitted to, and approved in writing by the Local Planning Authority:
- a plan of the areas of habitat to be maintained, enhanced and/or created;
 - a schedule of actions to create or enhance and maintain each habitat at the required quality for a period of 30 years;
 - a schedule of ecological monitoring for the 30 year period identifying when key indicators of habitat maturity should be achieved; and
 - schedule of actions to be undertaken in case signs of failing being identified.
- The schedules must include the following details: details of the technique(s) to be used, equipment to be used, roles and relevant expertise of personnel and organisations involved and timing of actions including submission of monitoring report to the Council.

The BEMP will also include measures to be adopted on site to enhance opportunities for wildlife, such as bat, bird and insect boxes and access for hedgehogs.

Thereafter the approved scheme shall be carried out in accordance with the approved details and timescales.

Reason: In the interests of the visual amenities of the locality and in accordance with Local Plan Policy BIO1.

- 30 Prior to commencement, a Construction Environmental Management Plan (CEMP:Biodiversity) detailing precautionary measures to be adopted on site during construction works to protect retained habitats and to avoid harm/disturbance to protected and priority species such as nesting birds, amphibians, reptiles, foraging and commuting bats and hedgehogs shall be submitted to, and approved in writing by the Local Planning Authority.

Thereafter the development shall be carried out in accordance with the approved measures.

Reason: In the interests of the visual amenities of the locality and in accordance with Local Plan Policy BIO1.

- 31 The development shall be carried out in accordance with the recommendations and mitigation measures set out in the Desk Study Report by GEA dated April 2022 (J22067-RevO). The measures shall be retained as such thereafter.

Reason: To protect the health of future users and the wider environment in accordance with LP Policy CL1 - Contaminated and Unstable Land.

- 32 The scheme for the parking of bicycles as detailed on the submitted plans shall be fully implemented before the development is brought into use and thereafter retained for said purpose.

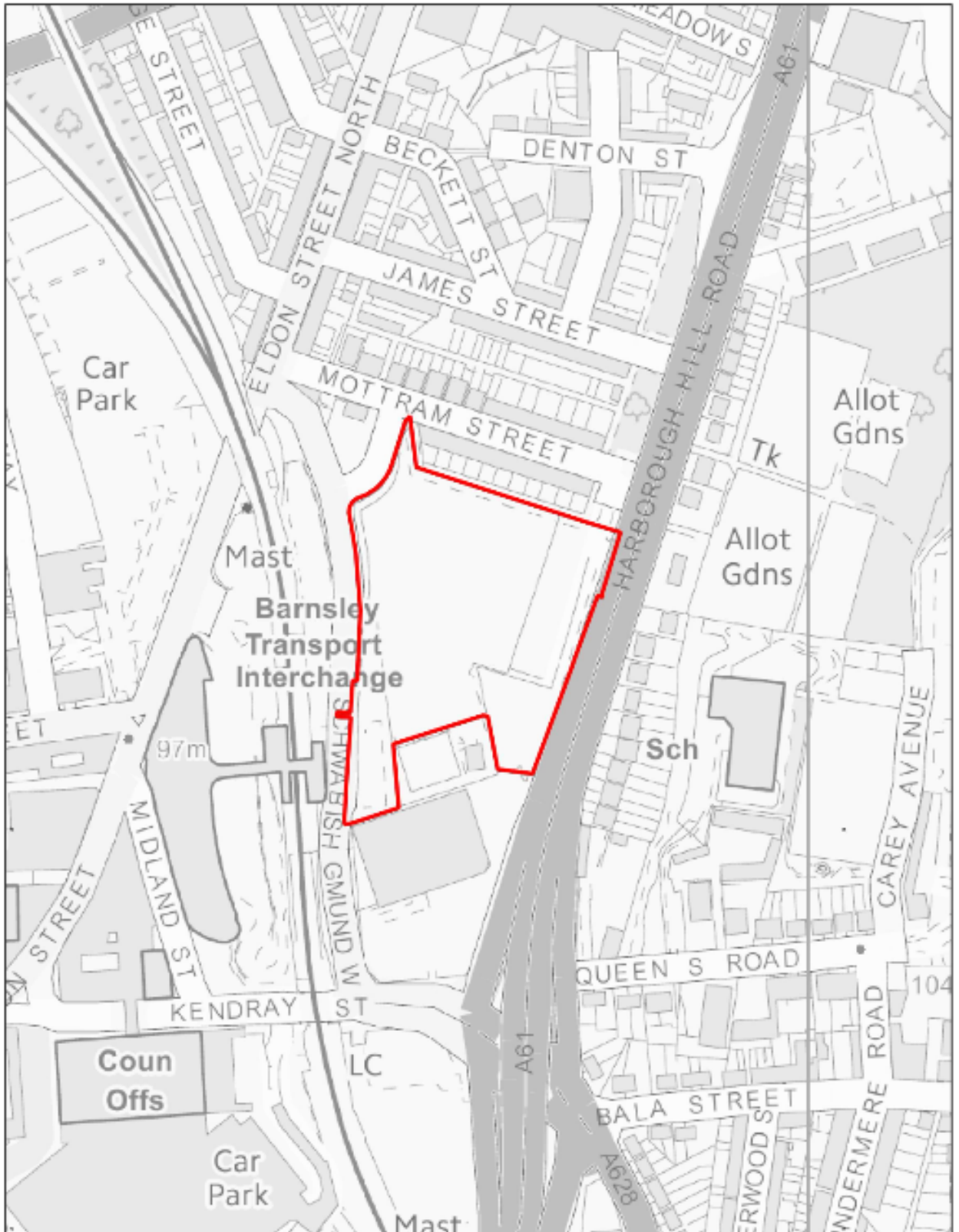
Reason: In the interests of encouraging use of sustainable modes of transport.

- 33 Any gates shall be set back from the edge of the public highway and designed to only open inwards and be permanently maintained as such.

Reason: In the interest of highway safety, in accordance with Local Plan Policy T4 'New Development and Transport Safety'.

PA Reference:-

2022/0434



BARNSLEY MBC - Regeneration & Property



Scale: 1:2549