
2017/0453

Applicant: Barnsley Premier Leisure

Description: Refurbishment of existing artificial cross pitch, erection of extension to playing area, replacement fencing and floodlights, clean access, site furniture, maintenance equipment and associated storage.

Site Address: Dorothy Hyman Sports Centre, Snydale Road, Cudworth, Barnsley, S72 8LH

No objections from local residents.

Site Location & Description

The site is rectangular in shape, located to the north of the Dorothy Hyman Sports Centre complex which comprises a number of facilities including: sports hall, gym, athletics track and bowling green. There are houses to the northern and western boundaries of the site. The site falls from Snydale Road, eastwards with the existing Artificial Grass Pitch (AGP) located on a levelled platform. There is a bund along the northern boundary, between the pitch and residential properties. To the south, there is an athletics track at the same level. To the west the land levels continue to fall and the land use is agricultural.

The current AGP has a Total Playing Area (space within the fenced enclosure including the pitch and run-offs) of 105 x 67.5m and a Principal Playing Area (e.g. within the goal and touchlines of a football pitch) of 93 x 60m. The artificial surface covers 102 x 64m with the remaining area within the fenced enclosure being porous asphalt. The perimeter fencing ranges in height from 2.8m to 4.7m and comprises rolled mesh fixed to posts with clips and tension wire. The pitch and fencing is in a poor state of repair and was decommissioned in 2009.

There are concrete steps cut into the banking and bund along the northern and eastern boundaries of the pitch likely used for supporters. A total of 8 flood lights, being 15m high masts with 3no. flood lights (24 in total), are located around the perimeter of the pitch. There is a number of metal storage containers located to the south of the pitch.

Site History

The site has been in use as a sports facility since circa the 1960s with various planning applications made to improve and add to the facilities. These include:

B/74/0019/CO – Erection of extension to concert room (approved)
B/78/2569/CU – Outline extension to sports hall
B/78/1742/CU – Erection of 4 squash courts
B/80/0099/CU – Erection of building for use as a club room (approved)
B/85/1241/CU – Erection of cricket pavilion/changing rooms (approved)
B/89/0327/CU – Erection of garage for storage of athletics equipment (approved)
B/93/1379/CU – Provision of additional facilities, security fencing, car park etc. (approved)
B/00/1280/CU – Erection of 2.4m high palisade fencing and erection of additional fencing over existing wall (approved)
B/03/1584/CU – Installation of four 10m high floodlighting columns to lower bowling green (approved)

Policy Context

Planning decision 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 development plan consists of the Core Strategy and the saved Unitary Development Plan policies. The Council has also adopted a series of Supplementary Planning Documents and Supplementary Planning Guidance Notes, which are other material considerations.

The Council has submitted our emerging Local Plan to the Secretary of State but we are at an early stage in the examination process. It establishes policies and proposals for the development and use of land up to the year 2033. The document is a material consideration and represents a further stage forward in the progression towards adoption of the Local Plan. As such increasing weight can be given to the policies contained within the document although, in accordance with paragraph 216 of the NPPF, the extent of this will depend on:

- The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given) and;
- The degree of consistency of the relevant policies in the emerging plan to the policies in the NPPF (the closer the policies in the emerging plan to the policies in the NPPF, the greater the weight that may be given).

Saved UDP Policies

UDP notation: Green Belt and an Existing Community Facility

The Core Strategy

CSP1 Climate Change
CSP3 Sustainable Drainage Systems
CSP 4 Flood Risk
CSP29 Design
CSP33 Green Infrastructure
CSP34 Protection of Green Belt
CSP35 Green Space
CSP36 Biodiversity and Geodiversity
CSP39 Contaminated and Unstable Land
CSP40 Pollution Control and Protection
CSP43 Educational Facilities and Community Uses

Publication Draft Local Plan

The site remains located within the Green Belt as shown on the emerging Local Plan Proposals Map. In addition, it is proposed to be allocated for greenspace under Policy GS1 which includes the following with regards to the improvement of existing greenspace:

We will work with partners to improve existing green space to meet the standards in our Green Space Strategy.

Green Spaces are green open areas which are valuable for amenity, recreation, wildlife or biodiversity and include types such as village greens, local open spaces, country parks, formal gardens, cemeteries, allotments, woodlands, recreation grounds, sports pitches and parks.

Relevant Supplementary Planning Documents and Advice Notes

-non relevant

NPPF

The NPPF 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. Development proposals that accord with the development plan should be approved unless material considerations indicate otherwise. Where the development plan is absent, silent or relevant policies are out-of-date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole; or where specific policies in the Framework indicate development should be restricted or unless material considerations indicate otherwise.

Paragraphs of particular relevance to this application include:

Para 7 – 3 dimensions to sustainable development

Para 14 – Presumption in favour of sustainable development

Para's 58 & 60 – Design considerations

Para 73-75 - Openspace

Para 79-92 – Green Belt

Para 123 – Noise

Para 125 – Light Pollution

Consultations

BMBC Drainage - No objections.

SYMAS -The site does not fall within a defined High Risk Area. No objections.

Highways DC – No objections to the development.

Pollution Control – broadly satisfied with the mitigation proposed in relation to noise and light, however a concern remains that the use or certainly the misuse of the facility may result in a nuisance being caused, for example the lights not being correctly programmed, noise from shouting (including bad language) whilst games are taking place. Therefore requesting that prior to the facility coming into use, a written management plan is submitted and approved detailing how steps will be taken to ensure that the use of the facility doesn't cause nuisance.

Ward Councillors – No Comments Received

Yorkshire Water – No objection subject to a condition restricting any building within 4m of the sewer.

Sport England – No Objection

Representations

The application has been publicised by way of a notice and letters sent to local residents. No letters of representation have been received; however, a call was received from a neighbouring resident who is concerned about balls being kicked into his garden but agreed that the increased height of the perimeter fencing and its location adjacent to the pitch would help to alleviate this.

Assessment

Principle of development

The site is located within the Green Belt as identified on the UDP Proposals Map (GS6), as such policy CSP 34 of the Core Strategy and GB1 of the Emerging Local Plan apply. Both policies safeguard the extent of the Green Belt from development. The NPPF defines the fundamental aim of Green Belt as being *“to prevent urban sprawl by keeping land permanently open”*. Inappropriate development in the Green Belt is, by definition, harmful and should be refused. Exceptions to this include: *“the provision of appropriate facilities for outdoor sport, as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it”* (para 89).

The proposed is for the refurbishment and extension of an existing artificial grass pitch (AGP) and associated works including: the replacement of fencing, flood lights, site furniture, maintenance equipment and storage.

The pitch as extended will be: 106 x 70m (7,420m²) with the total area including goal storage, respect spectator area, maintenance equipment store and mowing margin taking the total area to 8,163m². The Total Playing Area of the existing pitch (the area within the existing fenced enclosure) is 105 x 67.5m (7,087m²).

However, the measurements provided for the existing pitch do not include areas used by spectators which are currently located to the north and west of the existing pitch and comprise concrete steps, set into a bund and the existing hillside. These will be removed and the hillside and bund reprofiled as part of the proposed development. In addition, the proposed maintenance store replaces an existing maintenance store on the site currently located outside of the Total Playing Area of the existing pitch. Consequently the increase in overall pitch area will have a minimal impact on the Green Belt.

The proposed includes a reduction in the number of flood light masts from 8 to 6 and whilst the height of the proposed fencing will increase the mesh design and green colour reduces its impact on the Green Belt.

Therefore, the principle of the proposed refurbishment and extension of the existing will not have an increased impact on the openness of the Green Belt or the 5 purposes of including land within it and is acceptable development in the Green Belt.

In addition to the designation as Green Belt, the site is allocated in the emerging Local Plan as Green Space where Policy GS1 applies. As the proposed will deliver an improvement to sports facilities on site the proposed development complies with this policy.

Design & Visual Amenity

Core Strategy Policy CSP 29 requires all new development to be of a high quality design, taking advantage of and enhancing the distinctive features of Barnsley including green infrastructure.

The design of the pitch and associated facilities has been guided by the Football Association's (FA) technical guidance and current standards. The pitch is of a sufficient size and will have multiple pitch markings to meet the requirements for an adult football pitch as well as providing up to two youth (U11/U12) and mini soccer pitches for U9/U10, up to 4 mini soccer pitches for U7/U8 and 4 training areas. This will allow maximum football development outcomes and economic benefit to be gained from the pitch by the Sports Centre and its associated sports clubs and partner organisations.

The pitch surface is designed to be durable and meet FA technical requirements to deliver adequate performance characteristics for the intended sports. The green colour will blend in with the surrounding grass, representing an improvement on the current red/brown surface.

The ball stop fencing is 4.5m high located around full boundary of the pitch (including storage and spectator areas). Additional fencing between 1.2 and 2m is located along the pitch edge to the south, protecting spectators. All fencing is steel mesh, fixed to fence posts and powder coated dark green to minimise visual impact.

The maintenance storage container is 6m x 2.4m x 2.6m in height. It replaces an existing container of a similar scale but will be powder coated in dark green and located within the perimeter fencing, improving the appearance of this facility and increasing security.

Finally, the proposed floodlights are to be located on 6 x 15m self-coloured steel masts with a total of 14 luminaries (two on each of the four corner masts and three on the two masts located at opposite sides of the centre line of the pitch). This is an overall reduction in terms of the number of masts (from 8 to 6) and the number of luminaries (from 24 to 14) reducing the impact on visual amenity.

The proposed is of a high quality and will contribute to place making and a healthy, safe environment. It will transform an existing run down facility improving access to sports facilities for the benefit of the local community. Therefore the proposed complies with Core Strategy Policy CSP 29 and NPPF Para's 58 & 60.

Residential Amenity

The site is located within Cudworth with residential properties located to the west on Snydale Lane and backing onto the site along the northern boundary. There is approx. 45m between the proposed scheme and properties on Snydale Road which are also located at a higher level. Properties backing onto the northern boundary are located circa 15m from the proposed pitch with a bund along this boundary providing some protection.

Light pollution

NPPF paragraph 125 encourages good design which limits the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation. The accompanying guidance in the NPPG confirms flood lighting as a common cause for complaints to Local Authorities and as such new installations require particular attention. Core Strategy Policy CSP 40 requires development to demonstrate that it is not likely to result in light pollution which would unacceptably affect or cause a nuisance to the environment or people.

The applicant has provided details of the proposed floodlights, including contours of the light spillage. This shows some light spillage towards those houses immediately adjacent the northern boundary of the pitch. However, the design and direction of the proposed floodlights ensures lightspill is minimised to less than 2 for the majority of properties located immediately adjacent the northern boundary and on Snyderdale Road. One property (21 Belle Green Gardens), will experience between 2-5 illuminance light spill, however, this will only affect the side elevation and only one window which is likely to be a non-habitable room. The Institute of Lighting Professionals; Guidance Notes for the Reduction of Obtrusive Light provides some guidance as to acceptable light intrusion, stating that in suburban areas, light intrusion into windows should not exceed 10 before curfew (usually set at 11pm) and 2 post curfew. These levels will not be exceeded by the proposal. Light spill to the fields beyond the eastern boundary of the sports centre is minimal at less than 2 within 10m of the boundary of the sports centre.

In addition, the applicant has confirmed that the proposed will only be operation between 8am – 10pm Monday to Friday, 10am – 8pm Saturday and Sundays. These times can be conditioned or controlled through the proposed Management Plan (see below).

It is therefore considered that whilst the proposed will result in light pollution this will not unacceptably affect or cause nuisance and as such complies with CSP 40 and the NPPF.

Noise pollution

NPPF Para 123 states planning decisions should aim to: “*avoid noise from giving rise to significant adverse impacts on health and quality of life*” and “*mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise from new development*”. Core Strategy Policy CSP 40 requires development to demonstrate that it is not likely to result in noise pollution which would unacceptably affect or cause a nuisance to the environment or people.

Sport England Guidance, Artificial Grass Pitch Acoustics – Planning Implications (2015) provides detailed advice with regards to noise associated with AGP's. It lists the main sources of noise as being from: balls hitting perimeter fencing and other structures and from the voices of players and spectators.

The fence panels are proposed to be insulated from the fence posts using neoprene washers, fitted to every fence post / mesh fixing point, to aid noise reduction and acoustic attenuation by reducing rattle and vibration from noise impacts. In addition, panel connectors will be applied at horizontal panel joins to increase the overall rigidity of the fence. This is consistent with Sport England Guidance.

The main spectator area is located at the southern boundary of the pitch, away from residential properties and close to the entrance to the pitch (this is an improvement from the current situation). The bund, located between the perimeter fence and properties along the northern boundary, will also be retained. This is in accordance with Sport England Guidance and will help to alleviate issues associated with noise. In addition, a conditioned will be applied requiring the applicant to provide a detailed Management Plan setting out how the facility will be managed once operational and how complaints regarding noise and other nuisance will be dealt with. This is best practice as set out in the Sport England Guidance and is appropriate in this case given the close proximity of residential properties.

Other residential amenity issues

Finally, concerns regarding balls being kicked into residential gardens will be alleviated by the 4.5m perimeter fence which is located directly adjacent the pitch. This is a significant improvement from the current situation whereby the fence is located away from the pitch along the residential garden boundary and is circa 2m in height.

Other considerations

Highways

The proposed utilises the same access and parking arrangements as the existing Sports Centre and the Council's Highways Officer has raised no objections.

Drainage

The main policy for assessing drainage/flood risk is CSP4 'Flood Risk'. The site is not in an area classed to be at risk of flooding and there will be no new foul water discharged from the site. Accordingly the main issues relate to proposals for the management of surface water flows from the development.

The planning statement submitted provides details regarding the options for surface water disposal on the site which the Council's Drainage Engineer and Yorkshire Water have raised no objections.

Yorkshire Water has requested that a condition is applied to restrict the location of any building or other obstruction from being located within 4m (either side) of the mains sewer crossing the site.

Conclusion

Whilst the proposed includes an extension to the pitch and is located within the Green Belt, it is for the provision of appropriate facilities for outdoor sports and will not impact on the openness of the Green Belt or the 5 purposes for including land within it. As such it is appropriate development.

The proposed is for the refurbishment of an existing AGP pitch, bringing it back into use after a considerable redundant period (since 2009). This will bring benefits to the local area, contributing to the health and well-being of the community in accordance with NPPF para 73, Core Strategy Policies CSP 35 and CSP 43 and Local Plan Policy GI1.

The design and layout is of a high quality in accordance with CSP 29 and has taken into consideration residential amenity in relation to issues of noise and light pollution in accordance with CSP 40 and is acceptable subject to appropriate conditions.

Therefore it is recommended to the Board that the application is granted planning permission, subject to the conditions listed below.

Recommendation:-

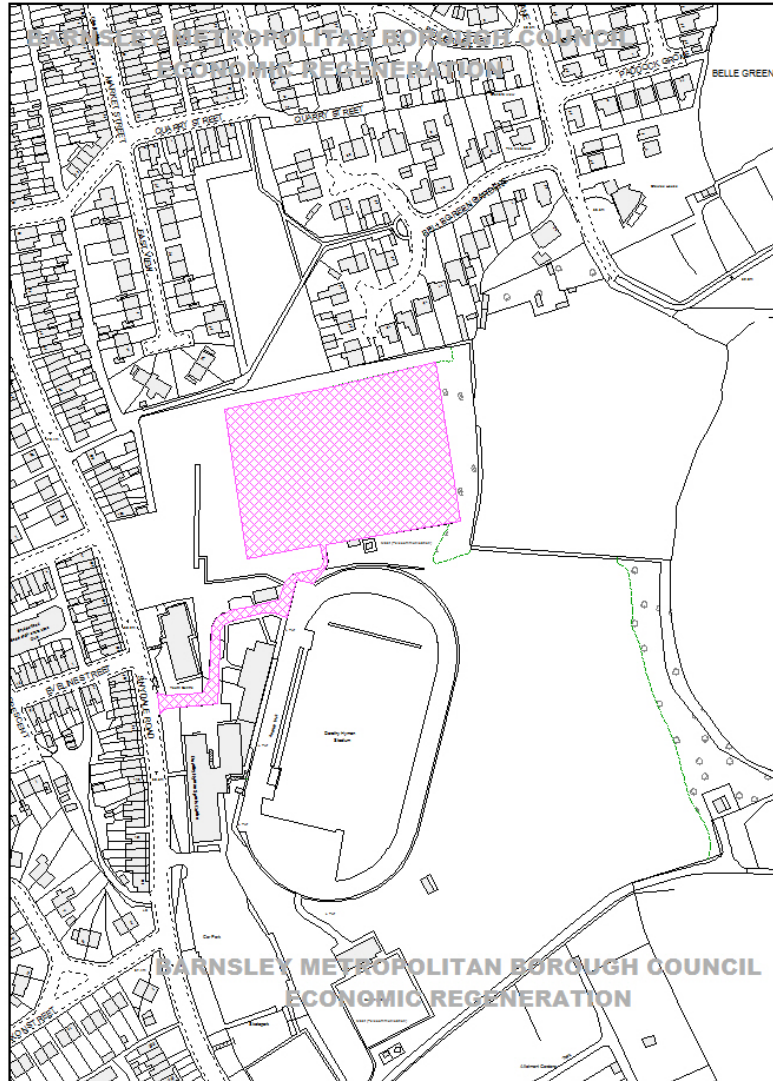
Grant planning permission with conditions

- 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 (SS2221-03-REV.01, SS2221-08-REV.00, SS2221-05-REV.00, SS2221-07-REV.00, SS2221-02-REV.00, SS2221-06-REV.01, SS2221-04-REV.01 and SS2221-01-REV.01.) and specifications as approved unless required by any other conditions in this permission.
Reason: In the interests of the visual amenities of the locality and in accordance with LDF Core Strategy Policy CSP 29, Design.
- 3 No building or other obstruction including landscape features shall be located over or within 4.0 (four) metres either side of the centre line of the sewer i.e. a protected strip width of (8) metres, that traverses the site. If the required stand-off distance is to be achieved via diversion or closure of the sewer, the developer shall submit evidence to the Local Planning Authority that the diversion or closure has been agreed with the relevant statutory undertaker (In order to allow sufficient access for maintenance and repair work at all times)
Reason: To prevent damage to the existing sewer or watercourse and to allow sufficient access for maintenance and repair work at all times.
- 4 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 Core Strategy Policy CSP 40, Pollution Control and Protection.
- 5 Before the development hereby permitted comes into use, a detailed Management Plan shall be submitted to, and approved in writing by the Local Planning Authority, which shall specify the provisions to be made for the control of noise and light emanating from the site when operational and the hours of operation. The scheme shall then proceed in accordance with the approved details.
Reason: In the interests of the amenities of local residents and in accordance with Core Strategy Policy CSP 40.

PA Reference:-

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BARNSLEY MBC - Economic Regeneration



Scale 1: _____