

2024/0578

Mr Stuart Rogers (Barnsley MBC)

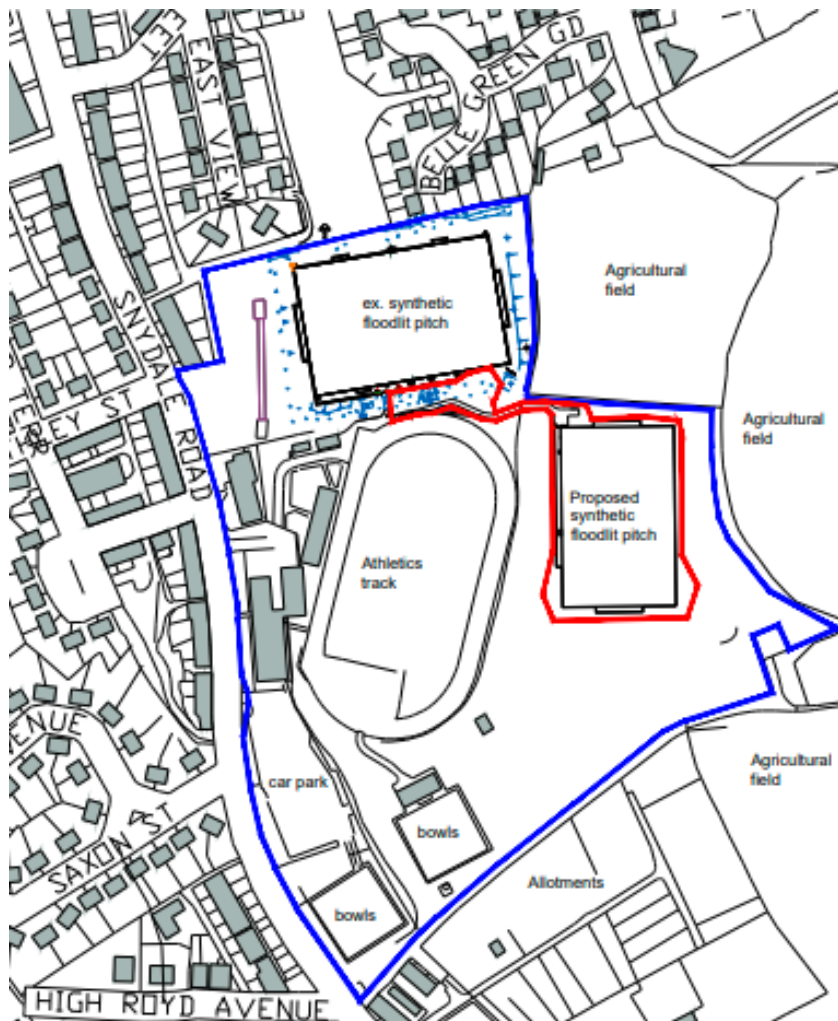
Dorothy Hyman Sports Centre, Snydale Road, Cudworth, Barnsley, S72 8LH

Construction of a new 3G Artificial Grass Pitch (AGP) with spectator area, goal storage areas, perimeter sports fencing, sports LED lights, maintenance container, link path, 1 no. drop off parking space and associated landscaping

This application is before Members as the applicant is part of the Council.

Site Description

Dorothy Hyman Sports Centre complex is located within Cudworth and is home to a wide variety of sporting activities and has facilities such as AstroTurf and grass pitches, a 400-metre running track, facilities serving badminton and squash, and a gym. The Dorothy Hyman Sports Centre serves the Principal Town of Cudworth as well as the whole borough and it is located on Snydale Road. There are residential properties to the northern and western boundaries of the site and to the south are allotments. The site falls from Snydale Road to the west down to the east where it meets agricultural land. The specific application site where the works are proposed is located to the eastern section of the grounds of the site adjacent to the existing running track and is currently in use as a real grass football pitch.



Planning 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/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/00/0567/CU – Erection of 22.5m monopole tower with floodlights, telecommunications antenna and dishes and ancillary equipment box (Refused)

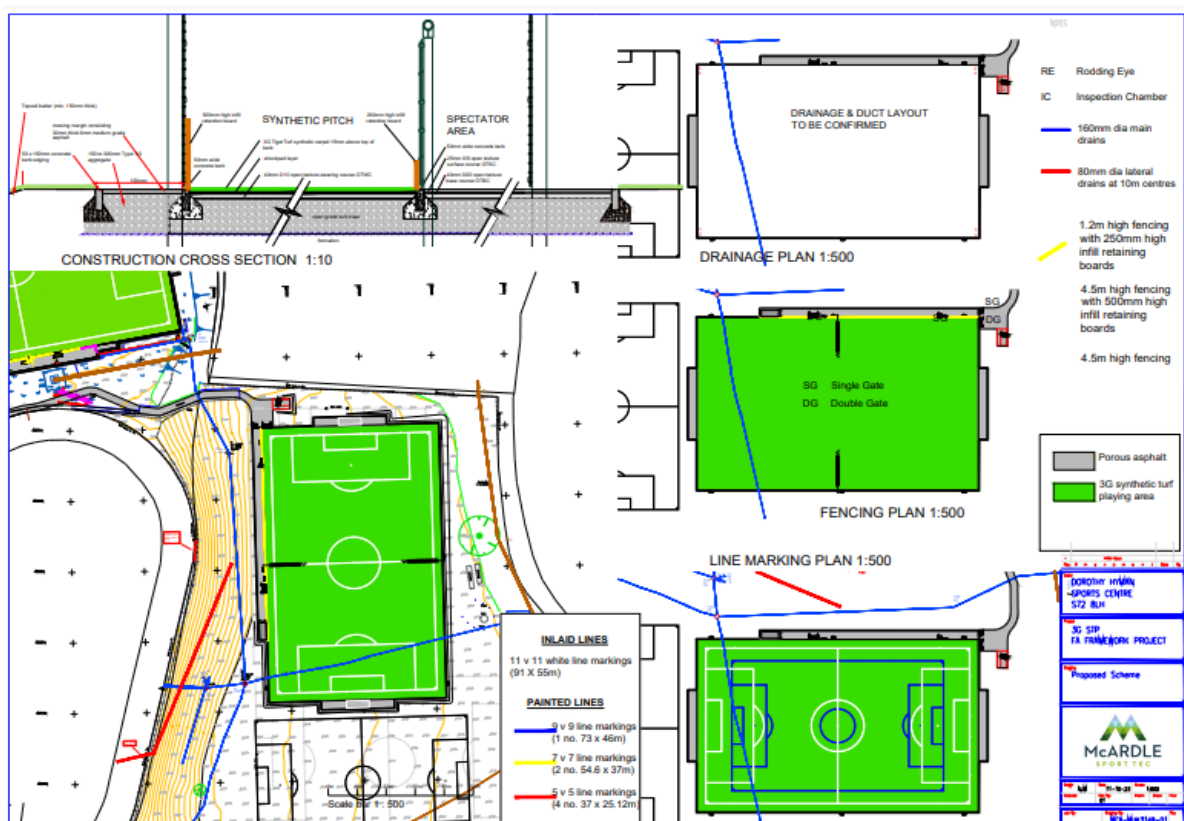
B/00/1280/CU – Erection of 2.4m high palisade fencing and erection of additional fencing over existing wall (Approved)

B/03/1584/CU – Installation of four 10m high floodlighting columns to lower bowling green (Approved)

2017/0453 – Refurbishment of existing artificial grass pitch, erection of extension to playing area, replacement fencing and floodlights, clean access, site furniture, maintenance equipment and associated storage (Approved with Conditions)

2022/0627 – Removal of existing single storey prefabricated garage and storage containers and construction of new single storey modular building accommodating new changing facilities, cafe and ancillary spaces to support the existing sports centre (Approved with Conditions)

Proposed Development



The applicant is seeking approval for the construction of a new 3G Artificial Grass Pitch (AGP) with spectator area, goal storage areas, perimeter sports fencing, sports LED lights, maintenance container, link path, 1 no. drop off parking space and associated landscaping. The pitch is a 97 x 61 metre 3G AGP with sand and rubber infill which includes a 3-metre run off. The area is to be enclosed by 4.5-metre-high twin bar fencing and the spectator area is to have 1.2-metre-high twin bar fencing. Artificial sports lighting to the new pitch is to consist of 6 no. galvanized 15-metre-high sports light columns with LED luminaires to each column.

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 on 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.

Local Plan Allocation – Green Belt / Greenspace (Dorothy Hyman Sports Centre)

To the extent that development plan policies are material to an application for planning permission the decision on the application must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004).

In reference to this application, the following policies are relevant:

Policy SD1: Presumption in favour of Sustainable Development – States that proposals for development will be approved where there will be no significant adverse effect on the living conditions and residential amenity of existing and future residents. Development will be expected to be compatible with neighbouring land and will not significantly prejudice the current or future use of neighbouring land.

Policy GD1: General Development – Development will be approved if there will be no significant adverse effect on the living conditions and residential amenity of existing and future residents. Development will be expected to be compatible with neighbouring land and will not significantly prejudice the current or future use of neighbouring land.

Policy D1: High quality design and place making – Development is expected to be of a high-quality design and will be expected to respect, take advantage of and reinforce the distinctive, local character and other features of Barnsley.

Policy GB1: Protection of Green Belt – In accordance with the NPPF, the erection of new buildings within the green belt will be classed as ‘inappropriate’ development with sites in the green belt being protected from such. Exceptions to this are:

- Buildings for agriculture and forestry;
- Provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries;
- The extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;
- The replacement of a building provided the new building is in the same use and not materially larger than the one it replaces;
- Limited infilling in villages, and limited affordable housing for local community needs; and
- Limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land).

All such buildings will still be considered in terms of their impact on the openness of the green belt and whether they cause other harm. In accordance with the NPPF and as set out in GB1, the Council will not allow proposals for ‘inappropriate’ development in the Green Belt unless it can be shown that there are very special circumstances that justify setting aside local and national policy.

Policy Poll1: Pollution Control and Protection – Development will be expected to demonstrate that it is not likely to result, directly or indirectly, in an increase in air, surface water and groundwater, noise, smell, dust, vibration, light or other pollution which would unacceptably affect or cause a nuisance to the natural and built environment or to people.

Policy T3: New Development and Sustainable Travel – New development will be expected to: Be located and designed to reduce the need to travel, be accessible to public transport and meet the needs of pedestrians and cyclists.

Policy T4: New Development and Transport Safety – New development will be expected to be designed and built to provide all transport users within and surrounding the development with safe, secure and convenient access and movement.

Policy BIO1: Biodiversity and Geodiversity – Development will be expected to conserve and enhance the biodiversity and geological features of the borough as well as maximising biodiversity and geodiversity opportunities in and around new developments.

Policy GS1: Green Space – 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. Proposals that result in the loss of green space, or land that was last used as green space, will not normally be allowed unless an appropriate replacement green space of equivalent or improved quality, quantity and accessibility is provided which would outweigh the loss.

Policy I2: Educational and Community Facilities – Development for the provision of schools, educational facilities and other community facilities will be supported. Such uses will be protected from development unless it can be demonstrated that the sites and premises are no longer required by the existing or an alternative community facility.

Supplementary Planning Documents

- Parking
- Biodiversity and Geodiversity
- Trees and Hedgerows
- Residential amenity and the siting of buildings

National Planning Policy Framework

The NPPF sets out the Government's planning policies and how these are expected to be applied. The core of this is a presumption in favour of sustainable development. Proposals that align with the Local Plan should be approved unless material considerations indicate otherwise.

In respect of this application, relevant policies include:

Section 8, paragraph 97 states *“to provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments”*.

Section 8, paragraph 103 states *“existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:*

- a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or*
- b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*
- c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.”*

Section 12, paragraph 139 states *“development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design, taking*

into account any local design guidance and supplementary planning documents such as design guides and codes”.

Section 13, paragraph 154 states *“a local planning authority should regard the construction of new buildings as inappropriate in the Green Belt and exceptions to this are the provision of appropriate facilities (in connection with the existing use of land or a change of use) for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it”.*

Consultations

The LPA's Biodiversity Officer was consulted and raised no objections subject to conditions.

Cudworth Ward Councillors were consulted and raised no objections.

The LPA's Forestry Officer was consulted and raised no objections.

Highways Development Control (DC) were consulted and raised no objections subject to conditions.

Highways Drainage were consulted and raised no objections.

Pollution Control were consulted and raised no objections

Sport England were consulted and raised no objections subject to conditions.

The South Yorkshire Mining Advisory Service was consulted and raised no objections.

Yorkshire Water were consulted and raised no objections subject to conditions.

Representations

Neighbour notification letters were sent to surrounding properties and a site notice was erected at the entrance to the site where it would be most visible from public view. No comments were received in response to the consultation.

Assessment

Principle of Development

The site is set within the Green Belt as allocated within the Barnsley Local Plan. This application proposes the construction of a new 3G AGP with spectator area, goal storage areas, perimeter sports fencing, sports LED lights, maintenance container, link path, 1 no. drop off parking space and associated landscaping. The applicants playing pitch strategy has identified a need within the local area for a 3G pitch and as part of the framework funding process for new pitch facilities a grant bid to the Football Foundation will be made to deliver the new facility at Dorothy Hyman Sports Centre.

An AGP will provide a good quality football facility that mitigates weather as a factor and ensures sports fixtures and general training are not cancelled due to adverse weather or ground conditions. The introduction of this new proposal will expand and improve the facilities available at the site and within the wider community, thus encouraging a wider range of participants.

The NPPF states *“a local planning authority should regard the construction of new buildings as inappropriate in Green Belt, with the exception of the provision of appropriate facilities (in connection with the existing use of land or a change of use) for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt*

and do not conflict with the purposes of including land within it". In this instance the proposal would provide the provision of appropriate facilities to support the existing outdoor sports use at the site. The proposed AGP is replacing an existing grass pitch and therefore an upgrade over the existing facility as opposed to being a solely new facility. The proposal is therefore in compliance with Local Plan Policy GB1 and the NPPF.

The site is also allocated as Green Space. In accordance with Local Plan Policy GS1, the proposal would provide facilities mainly in the form of the AGP which is required to support and, in this case, improve the proper function of the Green Space (Dorothy Hyman Sports Centre) by enhancing its offering and is therefore acceptable in principle subject to the other material considerations below.

Impact upon Green Belt and Visual Amenities

In terms of the impact upon the openness of the Green Belt, the AGP is sited within the existing sport complex, adjacent to a running track and south of an existing synthetic pitch. The proposed AGP would not encroach further into the Green Belt as it is sited in the same location as the existing grass pitch. Whilst the grass pitch is a more natural use of the land it still facilitates recreational sport and therefore does not share the same qualities as open Green Belt land.

Existing boundary hedges and trees adjacent the proposal site will be retained and protected throughout the construction process. These existing hedges and trees will assist in visually screening the new AGP which in terms of land levels is well set down from the Syndale Road site perimeter. In addition it would also help to mitigate the visual impacts of the additional structures such as the spectator area, goal storage areas, perimeter sports fencing, sports LED light etc which will be seen in association with the existing structures at the site so won't be out of place or be of significant detriment to visual amenities or the openness of the Green Belt.

The design of the AGP and associated facilities including fencing 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 1no. 9 v 9 football pitch playing area (73 x 46 metres), 2no. 7 v 7 football pitch playing areas (54.6 x 37 metres) and 4no. 5 v 5 football pitch playing areas (37 x 25.12 metres). 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 installed appearance of the playing surface will comprise of a green 3G artificial turf partially infilled with silica sand (for stability) and granulate rubber (for performance). This is consistent with current FA technical requirements to deliver adequate performance characteristics for the intended sporting activities. It is not deemed to detract from the character of the existing site.

The proposal is of a high quality and will contribute to place making and a healthy, safe environment. It will improve access to sports facilities for the benefit of the local community and not negatively impact upon the visual amenities of the locality nor harm the openness of the Green Belt. The proposed development is therefore not considered to be contrary to Local Plan Policy's GB1: Protection of Green Belt and D1: High Quality Design and Place Making and is considered acceptable in terms of visual amenity and impact upon the Green Belt.

Impact upon Biodiversity

There are no issues with the provided Preliminary Ecological Appraisal (PEA), Biodiversity Net Gain (BNG) metric and Biodiversity management Plan (BMP). Offsite mitigation is to be undertaken, resulting in a 34.29% net gain and the trading rules have been adhered to. As the offsite habitat proposed for creation is other neutral grassland in moderate condition, this is considered to result in significant offsite gains. As a result of this a 30-year Habitat Management and Monitoring Plan (HMMP) will be conditioned. The proposed development is therefore not considered to be contrary to Local Plan Policy BIO1: Biodiversity and Geodiversity and is acceptable in terms of biodiversity.

Residential Amenity

The proposed AGP is located a sufficient distance from nearby residential properties with approximately 115 metres being maintained to the nearest property which is set to the north and therefore due to the distance will not be affected by the proposed AGP and associated works. With regards light pollution there is an existing synthetic pitch to the north of the proposed AGP in between the host site and the residential properties which features floodlights. Therefore, there are existing floodlights within a closer proximity to the residential dwellings than the proposed.

There will not be any significant impact by way of noise/disturbance or overbearing/overshadowing impact. The proposed facilities will only operate during the times that the sports centre is open. It's considered the proposal is unlikely to give rise to any significant detrimental impact upon residential amenity. The proposal is considered to be in compliance with Local Plan Policy GD1: General Development and is acceptable in terms of residential amenity.

Highway Safety

There will be no impact upon highway safety. The proposals include a number of elements but primarily involve the construction of a new AGP to the east of the existing running track. The site already has one existing synthetic pitch positioned approximately 40 metres to the northwest of the proposed location of the new AGP. Although the proposals do not include any additional parking within the site, it is worth noting that the car park was recently extended, presumably with these proposals in mind, to provide an additional 38 spaces. The site therefore now has a total provision of 147 spaces including 5no. spaces for disabled users.

Details submitted in support of these proposals state that the new pitch would result in a peak demand of 60 parking spaces, this is considered a fair and robust assessment. The combined use of both pitches plus the use of other sports centre facilities gives a predicted maximum of 140 vehicles being parked on-site at peak times on a busy day. This would therefore suggest that the 147-space car park is of sufficient size to accommodate typical peak demand.

When considering the potential highways impact of the proposed AGP, it is noted that the AGP is to be constructed on an area of the site that is currently occupied by a real grass pitch which already generates a significant number of visitors as part of its use. The main increase in vehicular traffic as a result of replacing the regular pitch with the proposed AGP is because of the ability for the AGP to be used more intensively during the winter months in comparison with the regular pitch. This is because of the artificial playing surface being more usable during adverse weather conditions and because the proposed AGP is to be floodlit which permits use during the darker evenings throughout the winter months. The ability to use the AGP more consistently throughout the year constitutes the main intensification of use of the site.

It is therefore evident that a significant number of trips generated by the proposals would not be new to the highway network and the resultant increase in vehicular movements, primarily during the winter months, would not have an unacceptable impact on highway safety, nor would the residual cumulative impact on the highway network be severe.

The proposals also include the provision of a wall mounted bicycle stand which is to be positioned on the southern elevation of the main sports centre building. Although the stand is not to be within an enclosed shelter, it is at least positioned in an area covered by CCTV and should therefore be secure. As such, the proposals are considered acceptable from a highway's perspective.

Recommendation

Approve 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 granted by this notice must not begin unless:

(a) a Biodiversity Gain Plan has been submitted to the planning authority, and

(b) the planning authority has approved the plan, or

(c) the development is exempt from the biodiversity gain condition

This permission will require the submission and approval of a Biodiversity Gain Plan before development is begun..

Reason: To ensure the development delivers a biodiversity net gain on site in accordance with Schedule 7A of the Town and Country Planning Act 1990.

3.The development shall not commence until a Habitat Management and Monitoring Plan (HMMP), prepared in accordance with the approved Biodiversity Gain Plan and including:

(a) a non-technical summary;

(b) the roles and responsibilities of the people or organisation(s) delivering the [HMMP];

(c) the planned habitat creation and enhancement works to create or improve habitat to achieve the biodiversity net gain in accordance with the approved Biodiversity Gain Plan;

(d) the management measures to maintain habitat in accordance with the approved Biodiversity Gain Plan for a period of 30 years from the completion of development; and

(e) the monitoring methodology and frequency in respect of the created or enhanced habitat to be submitted to the local planning authority,

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

Reason: To ensure the development delivers a biodiversity net gain on site in accordance with Schedule 7A of the Town and Country Planning Act 1990.

4.The development hereby approved shall be carried out strictly in accordance with the amended plans

MCA-MUK3149 Dwg Nos. 01, 02 Rev. C, 03 Rev. B, 05, 10, 11, 20, 23, 25

HLS7381 Rev. 3

Bicycle Storage Plan received 02/08/2024

and specifications as approved unless required by any other conditions in this permission.

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

5.The external materials shall match those specified within the application and the plans outlined above.

Reason: In the interests of the visual amenities of the locality and in accordance with Local Plan Policy D1.

6.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 protective barrier details

Tree protection plan

Arboricultural method statement

No development or other operations shall take place except in complete accordance with the approved details and the tree protection fencing shall be installed in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced off in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the Local Planning Authority.

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

7.Prior to the development being brought into use, the submitted scheme for the parking of bicycles shall be fully implemented and thereafter retained for this purpose.

Reason: In the interests of encouraging the use of sustainable modes of transport in accordance with Local Plan Policy T3 New Development and Sustainable Travel.

8.The submitted and hereby approved Construction Environmental Management Plan (CEMP) shall be adhered to throughout the construction period.

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

9.Prior to the development being brought into use, a Community Use Scheme shall be submitted to and approved in writing by the Local Planning Authority, after consultation with Sport England. The Scheme shall include details of pricing policy, hours of use, access by non-members, management responsibilities and include a mechanism for review. The approved Scheme shall be implemented upon commencement of use of the development.

Reason: To secure well managed safe community access to the sports facility, to ensure sufficient benefit to the development of sport and to accord with Local Plan Policy I2 Educational and Community Facilities.

10.The development shall be carried out in accordance with the details shown on the submitted plan, "'Surface Water Strategy' R-00191-001-SDS 9 (rev A) prepared by SEA, dated April 2024", unless otherwise agreed in writing with the Local Planning Authority.

Reason: In the interest of satisfactory and sustainable drainage.

11.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.

12. Before the development hereby permitted comes into use, a detailed Management Plan in relation to the lighting 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 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 Local Plan Policies GD1 General Development Policy and POLL1 Pollution Control and Protection