

PLANNING STATEMENT

**Land to the east of Sheffield Road and
south of Parkside Road, Hoyland**

Newlands Developments Ltd

Job No. 191HA800

DEVELOPMENT & PLANNING | LEEDS

August 2020



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1. Introduction

- 1.1 Cushman & Wakefield (C&W) has been instructed by Newlands Developments to prepare a planning application for the provision of an access from Sheffield Road, earthworks to provide development plateau for future football pitches, layout out of archery pitch, provision of temporary portacabin for welfare facilities and temporary car parking at land to the east of Sheffield Road 'Parkside', Hoyland.
- 1.2 The application proposal results from a policy requirement under Policy ES13 in the Barnsley Local Plan to relocate the Rockingham Sports ground that falls within the site boundary of that employment allocation to an appropriate location within Hoyland Principal Town.
- 1.3 The applicant, Newlands Developments has already submitted a hybrid application (Application Ref: 2020/0647) for the following development:
- Hybrid planning application for a development of up to 103,086sq.m of employment uses (use classes B1, B2 and B8) and associated works including access roads, drainage and landscaping. Outline seeking approval over means of access and scale across two developments plots (Plots 2 and 3) of up to 71,515 sq.m floorspace; and full for the development of plot 1 (31,571 sq.m floorspace for use B8), associated earthworks and creation of access points including new roundabout to link with Hoyland South Masterplan Area (Local Plan references HS68, HS65, HS61, HS58, HS6 and SL5).*
- 1.4 The provision of the infrastructure and facilities described within the proposal, which is the subject of this application has been agreed as an appropriate solution for the relocation of the Rockingham football pitches and archery facilities with BMBC. As part of the pre-application process significant consultation has been undertaken with the Forge Community Partnership to ensure that the proposals are supported by them and that the football and archery facilities (both temporary and permanent) are of an appropriate standard.
- 1.5 This planning statement will consider the planning context for the site (including the planning policy context) and will provide analysis of the development proposals.
- 1.6 Accordingly, this report is structured as follows:
- Site and Surroundings (including planning history): Section 2;
 - Pre-application discussions: Section 3
 - Development Proposals: Section 4;
 - Review of Planning Policy: Section 5;
 - Analysis: Section 6, and;
 - Summary and Recommendations: Section 7.

2. Site and Surrounding Area

The Site

- 2.1 The application site comprises two parcels of land to the east of Sheffield Road, Hoyland. Parcel A is located immediately south of Parkside Road and is a greenfield parcel of land in the ownership of BMBC and is approximately 2.93ha. The second parcel of land, Parcel B, immediately south of parcel A is currently in use as agricultural land is owned by the Fitzwilliam Trust and is approximately 1.46ha.
- 2.2 The site will be accessed off Sheffield Road. There is a Public Right of Way (PROW) that runs along the northern edge of the site connecting the western end of Parkside Road with Stead Lane to the east of the site.
- 2.3 The site is part of a former colliery and is now allocated in the Barnsley Local Plan for open space and housing (HS68). The site falls within the Hoyland South Masterplan Framework area. Figure 1 below provides an aerial view of the site and Figure 2 shows the redline boundary.



Figure 1: Aerial View of the site – GoogleEarth



Figure 2: Redline area of the application site

- 2.4 The application site is within an area at low risk of flooding (flood zone 1)¹
- 2.5 Along the western boundary of the site is a post and wire fence with trees and hedgerow planted intermittently along the boundary. The boundary between the Council and Trust land is a hedgerow boundary with trees interspersed along its length. The eastern boundary with Stead Lane is a mixture of post and rail fencing and mature trees. The northern boundary abuts the rear gardens of houses on Parkside Road and comprises of a mix of hedgerows, trees and fencing.

Surrounding Area

- 2.6 The land use to the north and east of the site is residential comprising of a mix of housing types and constructed after the 2nd World War. The housing currently forms part of the southern extent of Hoyland.
- 2.7 To the south of the site is agricultural land, beyond which is an area of woodland (Skiers Spring Wood). Sheffield Road runs along the western boundary of the site, beyond which is land allocated for employment under Local Plan Policy ES13 and currently the subject of a planning application referred to in paragraph 1.3 above.
- 2.8 The site is located approximately 900 metres south east from the existing Rockingham Sports facilities on Sheffield Road and 1.4km south west of Hoyland town centre.

Planning History

- 2.9 A search of Barnsley Council's planning portal confirms that there is no relevant planning history associated with the application site.

¹ As identified on the Environment Agency's website

3. Pre-application Discussions

- 3.1 There has been ongoing consultation with BMBC, Newlands Developments, Hoyland Developments and The Forge Community Partnership. Regular meetings have been held since April 2020 (generally on a weekly basis) to find a solution in respect of the relocation of the sporting facilities that will be impacted by the Hoyland West development.
- 3.2 A number of options have been explored including the temporary relocation of the archery facility, however ultimately the archery club were reluctant to relocate twice and there were very limited options in terms of available sites.
- 3.3 All parties have worked positively with each other in order to resolve the issues associated with the development and it is considered that the policy guidance in the Framework in paragraphs 39 – 42 has been complied with.

4. Development Proposals

- 4.1 Planning permission is sought in full for the following and reference should be made to PHP Drawing No. SP002 Rev P3 Proposed Phase 1 and Phase 2 works:

Provision of access into the site from Sheffield Road, earthworks to provide development plateau for future football pitches and archery pitch, layout of archery pitch, provision of a portacabin for temporary changing/storage facilities, provision of temporary car parking, drainage and associated boundary treatments'

- 4.2 For clarification the works referred to above which are the subject of this application are Phase 1 works as notated on Drawing No. SP002 Rev P3. Phase 2 works will come forward at a later date and will be funded by BMBC and potentially other third parties.
- 4.3 The application proposals will undertake the necessary earthworks required to provide a plateau for future football pitches associated with the Rockingham Sports ground, however the application proposal will not provide the top soil and turf/seeding as this is to be brought forward at a future date by BMBC in partnership with the Forge Community Partnership who manage the facilities at the Rockingham sports ground. The plateau for the future football pitches will be located to the north of the site (please see the proposed layout plan, Drawing No. SP002 Rev P3).
- 4.4 The proposals will provide an archery pitch for the archery club currently located at the Rockingham Sports facilities and this will include protective fencing between the archery and future football pitches to enclose the archery facility. The archery pitch will be located to the south of the plateau described above and will be aligned on an east/west axis.
- 4.5 A temporary portacabin will be erected as part of the proposals to provide basic facilities for members of the archery club to make refreshments.
- 4.6 An area of car parking will be provided to the west of the plateau that will have a temporary surface. A temporary access is to be provided from Sheffield Road in the north west corner of the site.
- 4.7 As part of the Phase 1 works, perimeter fencing will be provided along the southern, western and eastern boundaries of the site. The PROW will be retained along the northern edge of the site at a width of 3 metres with a weldmesh fence proposed at the southern edge of the PROW.

5. Planning Policy Context

5.1 This section considers the national and local planning policy context for the site.

Development Plan

5.2 The development proposals for the site will be assessed against the Statutory Development Plan which comprises the Barnsley Local Plan (2019). The National Planning Policy Framework (the Framework) is also a material consideration.

National Planning Policy Framework ('the Framework')

5.3 The Framework advocates a presumption in favour of sustainable development. For decision taking, this presumption means:

- approving development proposals that accord with an up-to-date development plan without delay; or
- where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - the application of policies in this Framework that protect areas or assets of importance provides a clear reason for refusing the development proposed, or;
 - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole (paragraph 11).

5.4 **Paragraph 8** of the Framework states that there are three objectives to achieve sustainable development: economic, social and environmental.

5.5 **Paragraphs 39 – 42** encourages early engagement with the local planning authority, stakeholders and the local community at the pre-application stage in order resolve any issues as early as possible.

5.6 **Paragraph 92** of the Framework states that to provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should (inter-alia) plan positively for the provision and use of shared spaces, community facilities and other local services to enhance the sustainability of communities and residential environments.

5.7 **Paragraph 97** states that 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.

5.8 **Paragraph 109** of the Framework states that 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.

5.9 **Paragraph 122** of the Framework states that planning policies and decisions should support development that makes efficient use of land.

- 5.10 **Paragraph 148** of the Framework states that the planning system should help to shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure.
- 5.11 **Paragraph 163** states that when determining any planning applications, local planning authorities should ensure that flood risk is not increased elsewhere. Where appropriate, applications should be supported by a site-specific flood-risk assessment.
- 5.12 **Paragraph 170** states that planning policies and decisions should contribute to and enhance the natural and local environment by (inter-alia) preventing new and existing development from contributing to unacceptable levels of soil, air, water or noise pollution or land instability. The paragraph also states that decisions should minimise impacts on and provide net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.
- 5.13 **Paragraph 174(b)** states that plans should promote the conservation, restoration and enhancement of priority habitats, ecological networks and the protection and recovery of priority species; and identify and pursue opportunities for securing measurable net gains for biodiversity.

Barnsley Local Plan (adopted January 2019)

- 5.14 The application site is designated in part as open space with the remainder forming part of the housing allocation HS68 as identified in the adopted Barnsley Local Plan (see Figure 3 below)

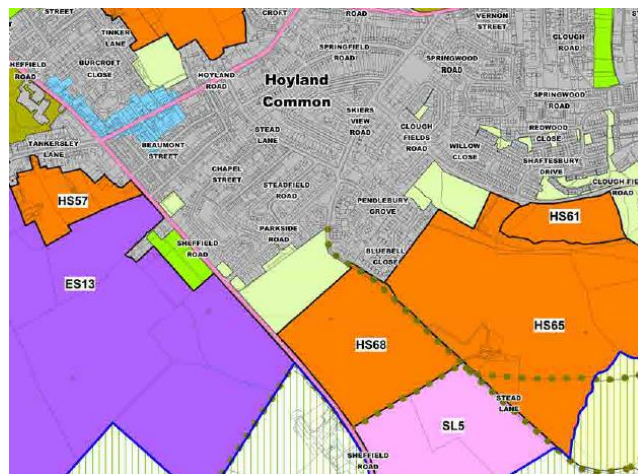


Figure 3 Extract from the Barnsley Local Plan Proposals Map

- 5.15 The housing allocation forms part of the wider Hoyland South Masterplan Framework. Area – a Masterplan Framework is currently being developed by ARUPS on behalf of BMBC.
- 5.16 **Policy ES13** identifies criteria for the development of this site and includes (inter alia):
- *the relocation of the area of Rockingham Sports Ground that falls within the site boundary to an appropriate location within Hoyland Principal Town. The replacement pitch and associated facilities must be constructed and available for use before development on the existing sports ground commences.*

5.17 **Policy GD1** is a criteria based policy that sets broad principles that new development should comply with in order to be approved, including inter alia:

- No significant adverse effect on the living conditions and residential amenity of existing and future residents;
- Compatible with neighbouring land uses and will not prejudice current or future uses of neighbouring land;
- Adverse impact on environment, natural resources, waste and pollution minimised and mitigated;
- Appropriate landscape boundaries provided where sites open to countryside;
- Pylons considered in the layout

5.18 **Policy GD2** allows temporary buildings where it can be demonstrated that a permanent building is not suitable or that urgent accommodation is needed pending completion of a permanent building. Sites visible from the highway or public areas will normally not be given a temporary permission that exceeds 5 years.

5.19 **Policy T4** requires that new development is designed and built to provide all transport users within and surrounding the development with safe, secure and convenient access and movement.

5.20 **Policy D1** sets out principles to ensure that new development delivers high quality design and that respects the distinctive and local character and features of Barnsley.

5.21 **Policy G11** seeks to protect, maintain and enhance green infrastructure including:

- Providing attractive environments;
- Meeting the environmental, social and economic needs of communities across the Borough and wider City Regions
- Enhances the quality of life for present and future residents and visitors;
- Improves opportunities for recreation and tourism;
- Maximise potential economic and social benefits.

5.22 **Policy GS1** seeks to protect green space and proposals that result in loss of green space, or land last used as green space, will not normally be allowed unless

- An assessment shows that there is too much of that particular type of green space in the area which it serves and its loss would not affect the existing and potential green space needs of the borough; or
- The proposal is for small scale facilities needed to support or improve the proper function of the green space; or
- An appropriate replacement of green space of equivalent or improved quality, quantity and accessibility is provided which would outweigh the loss.

Where appropriate new green space should secure access to adjacent areas of countryside.

- 5.23 **Policy GS2** seeks to protect Green Ways and Public Rights of Way from development that may affect their character and function. New development close to a Green Way or PROW may be required to provide a link to the existing route, and/or improve an existing route; and or contribute to a new route. Where appropriate developers may be asked to make a financial contribution to meet these requirements.
- 5.24 **Policy BIO1** states that development will be expected to conserve and enhance the biodiversity and geological features of the borough.
- 5.25 **Policy CC1** states that the Council will seek to reduce the causes of and adapt to the future impact of climate change by inter alia:
- Promoting the reduction of greenhouse gas emissions through sustainable design and construction techniques.
 - Locating and design development to reduce the risk of flooding;
 - Promoting the use of Sustainable Drainage Systems (SUDs)
 - Promoting investment in Green Infrastructure to promote and encourage biodiversity gain
- 5.26 **Policy CC3** requires that proposals of more than 0,4ha within Flood Zone 1 should demonstrate how the proposal will make a positive contribution to reducing or managing flood risk.
- 5.27 **Policy Poll1** requires development 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.
- 5.28 **Policy I1** states that development must contribute as necessary to meet all on and off site infrastructure requirements to enable development to take place satisfactorily.

Biodiversity and Geodiversity SPD (May 2019)

- 5.29 The above SPD states that any development proposal which may do harm to a biodiversity or geodiversity interest should follow the mitigation hierarchy thus: avoid, mitigate, compensate. If it is not possible to avoid damage to the interest and planning permission is still requested for the proposal, the developer/applicant should seek to mitigate impacts by good design which not only retains as much of the value in situ as possible, but also reduces impacts during the construction phase and leaves behind value which is protected and maintained. On occasion, the LPA may allow compensatory works on other sites outside of the development where avoidance or mitigation are not possible/sufficient, but this should be seen as a last resort.

Sustainable Travel (November 2019)

- 5.30 The objective of this SPD is to ensure that the accessibility of new development via public transport, walking and cycling is acceptable in order to promote sustainable transport and active travel and where possible enhance the safety, efficiency and sustainability of the transport network to meet BMBC's economic, health and air quality aspirations. The SOD also provides guidance on the information required within a Transport Assessment and Travel Plan. This guidance has been followed to prepare the Transport Statement that accompanies this planning application.

Development on Land Affected by Contamination (November 2019)

- 5.31 This SPD provides details of the level and type of information required for applications which relate to contaminated land. A range of Geotechnical reports have been prepared for this planning application.

6. Analysis

Principle of Development

- 6.1 This application seeks to undertake earthworks to the application site to provide development plateau to accommodate future football pitches and create a new archery pitch to enable the Barnsley Archery club to relocate from its existing location at Rockingham Sports Club, thereby allowing for the construction of the new link road required for the development west of Sheffield Road, Hoyland.
- 6.2 The majority of the application site (2.93ha) is allocated as Green Space in the adopted Barnsley Local Plan and is in the ownership of BMBC. Green Space is identified as land that can accommodate parks, open spaces, play areas, sports pitches, local natural areas and cemeteries. The remaining 1.46ha is land in the ownership of the Olive Constance Fitzwilliam Trust ('Trust Land') and is allocated for housing under allocation reference HS68 which forms part of the wider Hoyland South Masterplan Framework area. There is a requirement in the Council's SPD Open Space Provision on New Housing Developments (May 2019) for housing developments of more than 20 dwellings to provide open space. In respect to the provision of formal recreation, developments of between 20 – 200 dwellings will be expected to make a contribution to enhance existing facilities or to provide additional provision if there is a shortfall in quality or quantity in the locality, or in the case of more than 200 dwellings there is a requirement to provide onsite facilities. The estimated number of dwellings that will come forward on HS68 is 237 and thus there is a policy requirement to provide onsite formal recreation space. Utilising part of that allocation for new sports pitches is therefore compliant with the SPD.
- 6.3 It is therefore considered that the development of both parcels of land for new sports facilities is compliant with the Council's development plan and associated supplementary planning documents and the principle of the development proposed is acceptable.
- 6.4 This section will seek to demonstrate the benefits of the proposed scheme and its compliance with national and local planning policy. Accordingly, this section is structured as follows:
- Highways
 - Ecology
 - Flood Risk and Drainage
 - Noise
 - Land contamination
 - Layout
 - Planning balance

Highways

- 6.5 The application site is situated to the east of Sheffield Road and will be accessed via a new permanent designed temporary access taken at the north western corner of the site. The access will provide the appropriate visibility splays onto Sheffield Road (currently 30mph at this

point) and a 20 metre stretch of tarmacked access road constructed to adoptable standards will be provided into the site from the public highway.

- 6.6 Approximately 20 car parking spaces will be provided on a temporary surface adjacent to the pitches on the western side of the site.
- 6.7 A Transport Statement has been prepared by Fore Consulting to accompany the application submission and concludes that:
- The development accords with both national and local transport planning policy;
 - There are opportunities to travel to the site by modes other than the private motor vehicle and is particularly well served by public transport;
 - Safe and satisfactory access can be provided off the A6135 Sheffield Road both before and after the construction of the proposed new link road;
 - The traffic impact is considered not to be significant
- 6.8 It is therefore concluded that the application proposal is in accordance with paragraph 109 of the Framework and Local Plan **Policies T3 and T4**.

Ecology

- 6.9 The application site has no statutory or non-statutory nature conservation designations. The nearest statutory designations are at Potter Holes LNR and Elsecar LNR, which are 1.5km and 1.6km from the site respectively.
- 6.10 The nearest non-statutory designation is Skiers Spring Wood Local Wildlife Site (LWS) located approximately 5500 metres to the south of the site and designated for its ancient semi-natural woodland. Native hedgerow and broadleaved trees will mostly be retained at the boundaries of the site, particularly those along the north eastern boundary with connectivity to the LWS.
- 6.11 A Preliminary Ecological Appraisal (PEA) has been undertaken and supports the planning application including bat surveys. This appraisal concluded that subject to appropriate site design the proposals are acceptable.
- 6.12 It is therefore considered that the proposals are in accordance with Local Plan **Policy BIO1** and paragraph 174b) of the Framework.

Flood Risk and Drainage

- 6.13 The application site is within Flood Zone 1 and is therefore at low risk of flooding. A Flood Risk Assessment has been prepared for the application site, which confirms that it is at low risk of fluvial flooding.
- 6.14 The application proposal includes a drainage strategy which provides that drainage will be directed towards the drain to the east of Stead Lane using a central filter drain and a detention basin to provide attenuation for the 1 in 100 year plus 30% allowance for climate change event.
- 6.15 It is concluded that the proposed development will be safe throughout its lifetime and maintains surface water run-off rates. In compliance with local plan **Policies CC3 and CC4** and national policy and guidance on flood risk and drainage.

Noise

- 6.16 A Noise Assessment has been prepared for the application site including a baseline noise survey at positions representative of nearby existing residential receptors in order to assess the potential noise generated during the construction phase of the development.
- 6.17 The assessment demonstrates that significant adverse effects in relation to sensitive residential receptors can be avoided provided the suggested mitigation (the provision of hoarding at a height of 2.5m) is implemented.
- 6.18 It is therefore considered that the proposals comply with **POLL 1** in the Local Plan and paragraph 170 of the Framework.

Land Contamination

- 6.19 The following reports have been prepared in respect of land contamination and are included in the application pack.
- Phase 1 Geo-environmental and Geotechnical Risk Assessment (Desk Study)
 - Preliminary Coal Mining Risk Assessment
- 6.20 The preliminary geotechnical assessment advises that there is potential for ongoing settlement within the former opencast on-site although it is anticipated that the majority of self-weight settlement will have occurred. In addition, as the opencast highwalls coincide with the footprints of all three football pitches, the car park and the overshoot area of the archery pitch this could create issues with differential settlement. As such ground investigation is recommended to confirm the anticipated ground conditions.
- 6.21 The preliminary geo-environmental assessment concludes that there is an overall low risk with regard to Human Health and Controlled Water receptors.
- 6.22 The CMRA concludes that although there is a significant mining heritage on the application site including opencast and below ground mining of coal and ironstone, given that the proposed development is of low sensitivity, the risks of mining issues affecting the development are considered to be low to very low.
- 6.23 It is therefore considered that the proposals comply with **POLL 1** in the Local Plan and paragraph 170 of the Framework.

Design and Layout

- 6.24 A Design and Access statement is submitted in support of the planning application. There are also a number of plans that accompany the planning application, which are as follows:
- Drawing number SP01 P1 sports facility existing
 - Drawing number SP02 P3 sports facility proposed
 - sports area levels plan

- Sports area volume plan
 - Topographical survey
- 6.25 The plateau for the future pitches have been designed in accordance with Football Association Standards² to enable them to accommodate an adult pitch, a youth pitch for under 9/10s and a mini soccer pitch for under 7/8s.
- 6.26 In consultation with the archery club an appropriate size pitch has been accommodated on the site with fencing to enclose the facility.
- 6.27 It is therefore considered that the proposals comply with **Policy D1** of the Local Plan.

Planning Balance

- 6.28 The Framework requires new development to be sustainable (paragraph 11). To achieve sustainable development the planning system should give consideration to three overarching objectives - economic, social and environmental (paragraph 8).

Economic Objective

- 6.29 This application will bring with it a number of positive benefits both in the construction and operational phases of the development and over the lifetime of the development. It will contribute to the provision of sporting infrastructure in the Hoyland area and represents an investment of circa £770,000.

Social Objective

- 6.30 The application proposal represents the first phase of a new community/sporting hub at Hoyland and will bring a number of social benefits to the local area once all phases are completed, particularly in respect to health and well being.
- 6.31 The site is in a sustainable location close to public transport links and good pedestrian and cycle links. This sustainable location will allow people to access the facilities without the need to rely on the private motor vehicle which will contribute to improvements in health and wellbeing. Significant weight can be attributed to this in favour of the grant of planning permission.

Environmental Objective

- 6.32 The application site is not located in an area with an environmental designation. Development on the least environmentally sensitive sites is considered to represent an environmentally sustainable solution. Resulting in reduced pressure for development to occur on sites that are more constrained by environmental factors. The development proposals will achieve a net gain in respect of biodiversity a mitigation measures are detailed in the various ecological reports.
- 6.33 The site is a former coal mine which has since greened over and become a Greenfield site. There are no identified environmental harms that have been identified that will arise from the proposed development. The site is allocated in the local plan as open space and the proposed use accords with this policy designation.

² The FA Guide to Pitch and Goal Post Dimensions (2012)

- 6.34 It is considered that moderate weight can be attributed to the environmental benefits that arise from the application.

7. Summary and Recommendations

- 7.1 This report can be summarised as follows:
- 7.2 Planning permission is sought for the provision of an access from Sheffield Road, earthworks to provide a development plateau for future football pitches, layout out of archery pitch, provision of temporary portacabin for changing facilities and temporary car parking at land to the east of Sheffield Road 'Parkside', Hoyland.
- 7.3 The application site is allocated as open space and housing under allocation ref; HS68. The development is therefore considered to be in accordance with the Local Plan and national planning policy.
- 7.4 The proposals are part of a phased development. This application is for Phase 1 works and will create development plateau for new football pitches and will provide a new archery pitch for the club in advance of the development coming forward on Hoyland West. Phase 2 works will come forward in due course and will be progressed by BMBC.
- 7.5 The Transport Statement concludes that there will be no unacceptable highways impacts and safe access onto the highway can be achieved.
- 7.6 The application site is not within or close to any nationally protected ecological sites and the existing boundary habitats that are used by commuting and foraging bats will be retained.
- 7.7 The site is within an area at low risk of flooding and appropriate drainage measures will be provided to deal with surface water runoff.
- 7.8 The design and layout has evolved in collaboration with the Council and other stakeholders such as the Forge Community Partnership.
- 7.9 The planning balance for the development demonstrates that the proposal is a sustainable form of development that will have moderate to significant economic, social and environmental benefits.
- 7.10 The application proposal accords with an up-to-date development plan and it is therefore respectfully requested that the application be considered favourably and approved without delay.

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