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**Ref 2023/0753**

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**Applicant:** Anthony Devonport, BMBC

**Description:** Proposed Community Sports Facility including single storey multi use building, all weather sports pitch with floodlights, two no. temporary storage containers and associated car parking and landscaping

**Site Address:** Land to the east of Sheffield Road, Hoyland, Barnsley

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### **Site Location and Description**

The site comprises an underused recreation ground which lies at the southwestern edge of Hoyland and measures 4.36 ha in size. It is located approximately 900metres southeast from the existing Rockingham Sports facilities on Sheffield Road and 1.4km southwest of Hoyland town centre. To the north and east are dwellings, to the south are agricultural fields allocated for housing under Local Plan allocation HS68 and to the west of Sheffield Road is an employment site recently completed on allocated employment site ES13.

The application site lies on the east of Sheffield Rd Hoyland and is in a sustainable location, being accessible from Hoyland and the wider area and served by public transport. It is rectangular in shape with a triangular extension to the south containing an archery range which has been constructed but not yet in use. A public footpath (30 Hoyland Nether) separates the site from the rear boundary of dwellings of Parkside Road which lies to the northwest. Dwellings on Stead Lane lie beyond the eastern boundary. A newly constructed vehicular access leads from Sheffield Road via a spur from the newly formed roundabout. The site is currently fenced and gated.

### **Planning History**

A hybrid permission (Application Ref: 2020/0647) on land allocated for employment opposite the site to the west of Sheffield Road Hoyland was granted planning permission by Members on 20<sup>th</sup> October 2020 subject to a S106 legal agreement which required the relocation of the outdated and outgrown Rockingham Sports facility. The Rockingham sportsground was severed to enable the link road to the M1 junction 36 to be constructed as part of the permission. This was in accordance with the Local Plan allocation ES13 and the Hoyland West Masterplan. Whilst the football and archery pitches are to be relocated to the Parkside site together with a new building, the cricket pitch will be located within the Hoyland North Masterplan area when the residential element takes place.

To comply with the above permission, application 2020/0999 was submitted for the first (temporary) phase of works on the Parkside recreation site comprising "Earthworks to create plateaus for the creation of football pitches and an archery range and associated changing facilities, vehicular access, car parking, drainage works and boundary treatments" which was granted by Members on 23/02/2021. Phase 1 has been implemented, and a substantial amount of groundwork preparation has already taken place with groundworks, construction of archery range, some landscaping, access, car parking, drainage works, and boundary treatment implemented. Some landscaping remains outstanding but is anticipated to be incorporated within the current scheme.

The first phase anticipated that phase 2 would create of 3 no. grass football pitches providing an under 7's pitch, a youth pitch and an adult pitch under Phase 2. The current application before Members is Phase 2.

## **Background**

The Council supports the relocation of the Rockingham Sports facility to the site and has already granted authority for facilitating the scheme through land transaction and funding the construction of the new community building through three cabinet reports Cab.21.10.2020/10, Cab 9.2.2022/9 and Cab.23.3.2022/13. As a result, the Council now intends to undertake Phase 2 of the relocation of the Rockingham Sports facility to this site, to provide a new purpose built community and sports facility to replace the existing building at Rockingham which is no longer fit for purpose.

In addition, instead of the grass pitches anticipated by Phase 1 permission 2020/0999, the Council is in the process of securing funding from the Football Foundation (FF) which will fund one oversized all weather pitch which will support more local teams and would be a significant improvement over grass pitches. The creation of the pitch must, however, be built to FF specification in order to receive their funding.

The FF will also be contributing to the building element of the proposal by funding changing room facilities. The purpose built building would be a significant improvement over the current Rockingham facilities and has been designed to be flexible for a wide range of potential users to reflect the many different types of uses that the existing Rockingham site supports, with 2 large spaces which could be opened up to form one very large area, two studio spaces for fitness classes and NHS rehabilitation classes currently located at Rockingham. These spaces could also be used for local dance, drama, or other activity classes or community uses and functions such as birthday parties and wedding receptions. This would provide a supplementary income to fund the day to day operation of the facility as currently occurs at Rockingham. Separate WC facilities and changing room facilities would make the building accessible for a wide range of users. The facility will be run by the Forge Community Partnership who operate the current Rockingham facility.

## **Proposed Development**

Pre-application advice was provided.

Full planning permission is sought for a Community Sports Facility including single storey multi use building, all weather sports pitch with floodlights, two no. temporary storage containers and associated car parking and landscaping. The building will comprise a single storey multi use building which will provide a number of flexible spaces to allow several different types of customers to use the facilities at the same time.

The building is proposed to be 40.5m x 17.9m with a staggered pitched roof with roof mounted solar panels. There will be a terrace to the southeast corner which would serve as a casual seating area for the ancillary café as well as spectator area for the football pitch. Materials are proposed to be of buff brickwork and grey roof with coloured panels to lower sections of the windows. In shades of green to the north, south and west elevations.

Internally, a reception area and ancillary café are proposed, with activity and studio spaces, two full size sports team changing rooms, changing rooms for sports officials, separate accessible changing rooms and locker area. Also within the building would be staff facilities and operating spaces including cleaner's stores, kitchen, office, plant room.

The oversized all weather football pitch would be 1.1 ha in size which would be designed to meet Football Foundation standards including playing surface and drainage, spectator space on the southern side of the pitch and an area for maintenance equipment storage. The pitch would be surfaced in artificial grass and extend 126.3m x 91.8m including boundaries. A standard 4.5m weldmesh fence would enclose the pitch to provide ball stop fencing, and

floodlighting would be provided. These are also standard requirements for the Football Foundation and would consist of directional lights on 15m standard poles, 4 each to the north and south of the sports pitch.

Access will be from a spur from a roundabout created under the employment permission 2020/0647 with a car park to the west and south of the proposed building. It will have 94 spaces in total comprising 64 spaces including 6 no disabled bays, EV charging points and covered cycle storage. An overspill car park for up to 30 cars is also proposed close the archery range. A pedestrian access from Sheffield Road will be provided.

Proposed hours of operation are as follows:

Building – Monday to Sunday 9am to 11pm though it is anticipated that usual hours would be to 10pm with specially booked only functions extending to 11:00pm

Football Pitch and archery range- Monday to Friday 09:00am to 9:00pm and 09:00am to 6:00pm on Saturdays and Sundays. Archery is not floodlit so could only be used during daylight hours.

Two no. shipping containers with external cladding are proposed to house maintenance equipment close to the archery range which has already been constructed under 2020/0999 and also lies within this red line boundary.

## **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 development plan consists of the Local Plan, Joint Waste Plan, and Supplementary Planning Documents

### Local Plan

Planning decisions should be made in accordance with the development plan unless material considerations indicate otherwise, and the National Planning Policy Framework (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.

Relevant policies include:

Policy ES13 – this policy related to the associated development under 2020/0647 and requires:

“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 before development on the existing sports ground commences”.

*Hoyland South Masterplan adopted 26<sup>th</sup> November 2020*

The adopted Masterplan identifies the archery zone as relocated recreational facility adjoining the Parkside recreational field which lies just outside the Hoyland South Masterplan area.

The site is allocated as greenspace ( Parkside Road Recreation Ground) and HS68

GD1 – General Development – There will be no significant adverse effect on the living conditions and residential amenity of existing and future residents.

GI1 seeks to protect, maintain and enhance green infrastructure.

GS1 Green Space - seeks to protect green space and proposals that result in loss of green space, or land last used as green space.

GS2 Green Ways and Public Rights of Way

I2 Educational and community Facilities –

BIO1 states that development will be expected to conserve and enhance the biodiversity and geological features of the borough.

D1 – Design – High quality development will be expected to respect, take advantage of and reinforce the distinctive character and features of Barnsley, particularly heritage, townscape and landscape character including the scale, layout, building styles, and materials of the built form in and around Barnsley Town Centre and within and adjacent to Conservation Areas.

Poll1 – 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.

T3 New Development and Sustainable Travel

T4 New Development and Transport Safety

CC1 states that the Council will seek to reduce the causes of and adapt to the future impact of climate change.

### NPPF(2023)

The National Planning Policy Framework 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.

Paragraph 93 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.

Paragraph 99 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.

#### Adopted Supplementary Planning Documents

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

#### Consultations

Biodiversity – no objections

Contaminated Land – no comments

Culture Sport and Tourism – no comment

Highways Drainage – no objection subject to informatives

Highways DC – no objection subject to conditions

Forestry – no objection as additional planting is being undertaken as part of previous approval.

Pollution Control – no objections subject to conditions

Public Rights of Way – No objection subject to an informative

SYMAS – no objection subject to a condition

Asst management – no comment

Northern PowerGrid – no comment

Coal Authority – no objection subject to conditions

Northern Powergrid – no comment

National Grid- no comment

Sport England – no objection subject to conditions

Yorkshire Water – no objections

Ward Councillors - no comments

#### **Representations**

The application has been advertised by way of a press notice, site notices and neighbour consultation letters to 49 properties. 7 objections have been received, of those which provided addresses, five were immediately adjacent to the site. Issues raised were as follows:

- Light and noise pollution
- Loss of open/recreation area
- Inappropriate development of green Belt land
- Highway safety and increase in traffic.
- No specified hours of use
- Loss of view
- Antisocial behaviour
- Loss of enjoyment of homes and gardens

- Unfair to start more earthworks.
- Building should have been part of initial plans.
- Astro turf is poor for wildlife.
- Location of spectators not shown on plans
- The field was supposed to be for the community, will people have to pay to enter?
- Why is there no running track at the facility.
- Questions as to how funding was secured.

## **Assessment**

### Principle of Development

The majority of the site is allocated as greenspace (Parkside Recreation Ground) and historically used for football though has fallen into disuse. The principle of a replacement recreational facility has been established through the first phase of the redevelopment of the site through planning permission 2020/0999.

### Provision of Replacement Sports Facilities

The proposal is to complete the redevelopment of a previously underused informal recreation ground with an all-weather football pitch which can be used for adult, youth and junior games. The community building, football pitch and archery range (already constructed) are required to replace those being lost at Rockingham Sports facility nearby due to the building of a link road. The new community building, and sports facilities will also satisfy Local Plan Policy I2 Educational and Community Facilities, which supports new community facilities such as sports venues and meeting places which should be located in places accessible by walking, cycling and public transport and will bring back into use a currently underused recreational ground. As such the proposal accords with Local Plan Policy I2 and NPPF (2023) paras 93 and 99.

The archery zone lies within Local Plan allocation HS68 and is within the Hoyland South Masterplan area which was adopted on the 26<sup>th</sup> November 2020. The Masterplan identifies this area of land as being used for the Parkside Sports Facility together with the Parkside Recreation Ground which lies just outside but adjoining the Hoyland South Masterplan area.

This proposal will also provide the onsite facilities to help to meet the future requirement for the Hoyland South Masterplan area which requires onsite facilities in the case of more than 200 dwellings for HS68 is 237 when it comes forward. Utilising part of that allocation for an archery range with the adjacent new all-weather sports pitch is therefore compliant with the SPD.

Sport England have no objection to the proposals either the principle or the design, subject to conditions including a Community Use Agreement.

Taking into account the above, the proposal is in accordance with Local Plan Policies GD1, I2 and the adopted Hoyland West, Hoyland South Masterplan Framework, Local Plan allocation ES13 and adopted SPD, together with paras 93 and 99 of the NPPF.

### Residential Amenity

Residential dwellings bound the site on two sides. The rear boundaries of two storey dwellings on Parkside Road about the public right of way which runs along the north-western boundary of the site. Boundaries are a mix of domestic fencing and concrete panels. Properties on Stead Lane which are mainly single storey, overlook the site to the front,

separated from it by Stead Lane itself, with post and rail fencing and hedgerows which are more substantial than along the north eastern boundary mixed with sporadic mature trees. Further tree planting and hedgerow planting has been agreed as part of condition 18 (soft landscaping) of the previous permission 2020/0999 and will screen the properties along Stead Lane.

Whilst one objector had concerns about the loss of enjoyment of homes and gardens the distance from the edge of the proposed pitch to the existing properties is greater than was anticipated in Phase 1 planning permission 2020/0999. The single large pitch will be set approximately 2m below the surrounding ground levels and will be approximately 47m from the rear elevation of 52 Parkside Rd ( an increase from 29m proposed for the grass pitches). The pitch would be 72m from the front elevation of 6 Stead Lane compared to 52m under 2020/0999.

It is considered that due to the difference in levels with respect to the football pitch, together with the distances involved from the boundaries of the pitch and the archery zone, there will be no impact on residential amenity as a result of loss of privacy or overlooking from players or spectators or loss of outlook. Spectators will be located on the south side of the pitch at the furthest point from the properties on Parkside Road.

With respect to the proposed building, this would be single storey with the short axis facing towards the nearest residential properties at 62 and 64 Parkside Road and will again be at a lower level than the residential properties by approximately 2 metres. The elevation facing the dwellings has two asymmetrical monopitch roofs at different heights, to minimise impacts whilst providing an interesting design, the west part having eaves of 2.8m and a maximum height of 4.47m, and the eastern part having an eaves of 4.9 with the height of 7.46m.

The distance from the northwest elevation of the building to the nearest dwelling (64 Parkside Road) with a distance of 31m from the rear elevation of the conservatory with the retained public footpath between. The adopted Supplementary Planning Document "Residential Amenity and the Siting of Buildings" requires that any building at single or two storey height should be a minimum 25m from the windows of any habitable rooms in any nearby dwelling or the distance required by the 25 and 45 degree rule. The proposed building exceeds this distance and therefore complies with the SPD. In this case the highest part point of the building is only of two storey height although the building itself is of one storey. In addition, the building will be set some 2m below the ground level of the dwellings so although the building will be set due south of 62 and 64 Parkside Road, the intervening distance and the low height will not result in any overshadowing or be overbearing.

Overall then, it is considered that there will be no significant adverse effect on the living conditions and residential amenity of existing and future residents as a result of the design and scale of the community building or the size and location of the football pitch, and the proposal is therefore satisfactory in terms of GD1.

### Design /Visual Amenity

The current ground levels within the site are the product of the earlier Phase 1 permission 2020/0999 which envisaged 3 no. grassed football pitches at Phase 2. For the current Phase 2 proposal, levels within the site will generally follow the existing topography. Whilst one objector considered it unfair that further earthworks are to take place, the submitted documents indicate that these will be limited to some further releveling and other works around the proposed building location and car park to achieve the desired gradients and to provide level access to the building.

Without doubt the character of this green space will change as a result of the development. However, the allocation of the site is greenspace ( Parkside Recreation Ground), and it will continue to be used for recreational purposes, albeit a more formal and intensive use in line with the Local Plan Policy GS1 Green Space.

The playing pitch will be covered in artificial grass which will simulate natural grass but will retain its visual quality throughout the season unlike a natural grass pitch. However, the pitch will be surrounded by a 4.5m weldmesh ballstop fence required by the Football Foundation. Whilst tall, it is standard for this type of facility and of a relatively fine mesh which provides good visibility for spectators and will be coloured green to minimise visual impact. Of greater visual impact would be the 4m acoustic timber fence which would be placed adjacent to this fence on the northern boundary of the pitch, in order to provide acoustic mitigation for dwellings along Parkside Road. The impact however would be reduced somewhat since the ground level of the pitch is approximately 2m lower than surrounding ground levels, but the fence would introduce a solid aspect into an otherwise open area and would be particularly visible from the footpath on the northern boundary of the site. A landscape condition is proposed to provide planting to soften this boundary within the site and provide screening to the acoustic fence.

The erection of 8 no. floodlights will also introduce a vertical aspect to the site and are a requirement for an artificial pitch such as this. These will be on slender poles to minimise impacts, but these will be 15m high and mitigation would be difficult to achieve though additional landscaping to boundaries can minimise effects from existing dwellings and the Sheffield Road boundary. Whilst one objector has concerns about loss of view, this is not a material planning consideration.

With regard to the building, it will be located in the most northwestern part of the site, distant from the majority of dwellings and set below those at nos. 62 and 64 Parkside Road. Of modern design, it will incorporate low eaves and a low, stepped monopitch roof to create a modest appearance and minimise impacts on surrounding properties. External walls will be of buff brickwork and large windows with cladding. The colour palette will reflect the natural colour palette found in the Hoyland North Masterplan which are based on colours in the surrounding natural setting of the area, with buff, greens and greys. The building will also be partly screened from the road being some 2.5m below Sheffield Road at the north western corner.

To summarise, whilst there will be some visual impact as a result of the proposal, and the character of the recreation ground will be substantially different from existing, it is considered that the modest scale, high quality design and natural colours proposed for the building are appropriate for this location. With respect to the playing pitch, the surrounding fencing will have some impact, though reduced by its transparency and green colour. The impact of the acoustic fence is reduced by it being set down from the surrounding ground level, and can be reduced further by soft landscaping. This will be secured by planning condition. The proposal is considered to partly meet the requirements of Local Plan Policy GD1 and D1.

### Noise Impacts

In Phase 2 there will be a potential for noise impacts to be experienced during construction operations. However, these are considered to be of a temporary nature and a planning condition is proposed to limit hours of construction operations.

In the operational phase, there is the potential for noise from both the Sports Pitch and the Community use building. Concerns were raised by objectors that no hours of operation have been provided, and that there would be noise and lighting impacts. However, details have been provided and conditions are proposed to limit hours of use.

### *Sports Pitch Noise*

During operational activities, the use of the site for playing football will be more intrusive in terms of activity and noise than the current underused greenspace generates. However, the pitch will be located further away from the existing dwellings than the anticipated grass pitches would have been, and a 4m timber acoustic fence is proposed to sit on the northeast boundary of the pitch just outside the weldmesh fence and to the south of the public footpath. This is to protect properties on Parkside Road from potentially excessive noise impacts.

The Pollution Control officer is satisfied that with the mitigations proposed. Noise levels emanating from the pitch are within the levels recommended in the Sport England design note "Artificial Grass Pitch (AGP) Acoustics – Planning Implications", based on the World Health Organisation (WHO) "Guidelines for Community Noise", at the majority of the nearby residential premises. The exception to this is 2 Warren View where levels appear to be >50dB in the part of the garden to the rear of the garage. It should be noted that the remainder of the outside amenity area at this address falls within the recommended levels.

The Sport England design note also suggests that a comparative method of assessing the impact of noise is used (where the predicted levels and existing levels are compared), with differences of more than +3dB being noticeable (a 3dB change is considered the minimum perceptible under normal conditions). The predicted levels noise levels of 49 & 50LAeq, 1 hour (dB) are more than 3dB above the measured range of 40 – 50LAeq, 15min (dB) in this location. This suggests that noise from the pitch may still be perceptible at nearby residential premises, despite falling within the recommended guidance levels.

As such, a condition is proposed to ensure that suitable mitigation measures are implemented prior to the use of the sports pitch. This together with the hours of operation are considered to suitably mitigate potential noises issues associated with this development.

### *Community Building Noise*

The building is expected to be used for community uses from 09:00 to 23:00 hours. Changing facilities would be available for players finishing at 21:00. The Forge Community Partnership who will be managing the site do not anticipate that activities will operate to this time every day. Opening until 11:00pm would only occur where there is a booked function. Noise from vehicles and users accessing the car park are not considered to be an issue as the access is from Sheffield Road with the car park located immediately adjacent, and are unlikely to generate additional noise over and above road noise. Due to the lower level of the car park, and intervening distances from both Stead Lane and Parkside Road properties, no objection has been raised from the Pollution Control Officer.

The Pollution Control Officer has no objection to these proposed hours. However, in order to protect residential amenity, conditions are proposed to ensure that acceptable noise levels are not exceeded, and no music will be played in the outside areas of the development at any time.

To summarise, with regards to noise, whilst there will inevitably be some noise impacts as a result of the more intensive use of the site, for the most part, it has been demonstrated that noise impacts will be acceptable, subject to mitigations required by planning condition. However, there may be instances where some noise may be perceptible. As such the proposal only partly satisfies Local Plan Policy POLL 1.

### Lighting impacts

In order to meet the requirements of the Football Foundation, floodlights are required to the Football pitch. The light heads would be on slender 15m poles in order to allow the pitch to be illuminated but would include cowls and baffles to minimise light spill and impacts.

Given the difference between the existing light environment (little obtrusive light to the residential premises, including outdoor amenity areas, on Parkside Road), and the increase in light from the proposed development, the Pollution Control Officer has requested that floodlights will not be used after 9:00pm. Although the Football Foundation normally require pitches to be available for play until 10:00pm where they fund pitches, in this case the FF have agreed to this curfew. Lower height floodlights have been considered but would necessitate an increase in the number of columns, and lamps would need to be angled upward in order to achieve the required lux levels on the centre of the pitch. This would result in an increase the overall light level from the site rather than a decrease.

The archery facility will not be lit.

The building and car park are located at a lower level than the Parkside properties, and at a considerable distance from the properties on Stead Lane. The Pollution Control Officer has offered no objections to the proposed lighting from this part of the development.

As such, with the addition of a condition to limit times for floodlighting of the pitch, the proposal is in accordance with Local Plan Policy POLL1 D1 and GD1 in terms of residential amenity subject to proposed conditions for lighting.

### Mining Legacy Risks

Intrusive site investigations have identified various mining and geotechnical risks to the proposals, including opencast, highwall, and the risk of fugitive gas migration. The South Yorkshire Mining Advisory Service and The Coal Authority have no objections however, subject to further investigatory work where necessary and remedial works to be undertaken to address the risks proposed by historic coal mining activity.

As such the proposal is considered to comply with NPPF 178 a,b,c. 179 and 170 e & f, based around Land Stability and Local Plan Policy CL1.

### Ecology, Trees and Landscaping

The Forestry Officer is satisfied with the proposed tree protection measures. Whilst tree and hedgerow planting has been agreed as part of condition 18 of Phase 1 permission 2020/0999 (partially implemented), additional tree and shrub planting will also be required for this proposal which should include screening vegetation to the acoustic fence. A condition is therefore proposed to require a comprehensive landscaping scheme covering both agreed and proposed schemes in order to deliver high quality landscaping and biodiversity net gain and which will also provide appropriate screening.

In considering ecology, the site has been largely cleared as a result of previous permission 2020/0999. The partially implemented planting will not be impacted as part of the current proposal, and as such it is considered that the submission of additional ecology/ BNG reports is not required providing the remainder of the agreed planting is implemented in full. Whilst objections have been raised about artificial turf being poor for wildlife, enhanced landscaping and planting, in addition to that already agreed previously, will seek to exceed 10% biodiversity net gain in habitats and 248% increase in hedgerows over the pre-existing habitats.

Overall the proposal is considered to be in accordance with Local Policy BIO1.

### Highway Safety

The application site is situated to the east of Sheffield Road and will be accessed via the new access taken at the north-western corner of the site.

The main car park will provide 64 spaces, 6 of which will be allocated for blue badge holders. There will also be an allocation of electric vehicle charging spaces and motorcycle parking and cycle shelter. A further overspill car park will be provided to the south of the site adjacent to the archery range. This will provide an additional 30 spaces for users of the sports pitches and archery range during peak times. The overspill car park will have a barrier to allow the car park to be closed off when not in use.

Whilst the proposal does not meet the requirements of the adopted SPD Parking, it does provide significantly more parking than the current Rockingham Centre and the hybrid nature of the proposal (community use plus sports) could generate significantly less parking demand than the SPD would suggest. Sustainable modes of transportation are also encouraged. A comparative study with other similar facilities in South Yorkshire has demonstrated that the proposed parking provision would exceed that of other comparable locations and the Highways officer considers the proposal acceptable subject to conditions. Although objections have been raised in relation to highway safety and increase in traffic, the Highways Officer has no objections on this point, and the access to the site from Sheffield Road and the new roundabout has been constructed as part of the extensive highway improvements for the nearby employment site. As such the application is in compliance with Local Plan Policy T3 and T4.

### Other matters

Several concerns were raised in the representations.

- Although one objection considered that the proposal would result in inappropriate development in Green Belt land and loss of a recreational area, the site does not lie in Green Belt but is a Green Space. Local Plan Policy GS1 Green Space identifies greenspaces as open areas which are valuable for amenity recreation, wildlife of biodiversity and include types such as village greens, local open spaces, country parks, formal gardens, cemeteries, allotments, woodlands, recreation grounds, sports pitches and parks. As such the proposal is an appropriate use of the recreation ground.
- Anti-social behaviour – this is not a material planning consideration. The provision of new and improved sports facilities is likely to reduce the incidence of anti-social behaviour as a result of organised activities on the site. Whilst there are concerns about potential bad language, the pitch is at a considerable distance from properties, and it is unlikely that words would be able to be distinguished at this distance.
- Loss of view – there is no legal right to a view and as a consequence this is not a material planning consideration.
- One objector considers it unfair that the building was not part of the original plans. However the 2020/0999 application was submitted by another applicant who was required only to undertake the Phase 1 temporary works and a building at that time was not proposed.
- One representation questioned why there was no running track proposed. The Football Foundation is providing funding towards an all-weather pitch only, there would be insufficient additional space on the site for a running track.

## Planning Balance

The replacement of Rockingham sports ground and community facility is in accordance with site specific policy ES13 and the Hoyland West Masterplan. This carries substantial weight in favour of the proposal.

Funding is being secured through the Football Foundation for an all-weather pitch and contribution to changing room facilities, and Cabinet approval has agreed for facilitation and funding the construction of the building.

These two funding streams will ensure that sporting activities in the locality will be safeguarded and enhanced, thereby promoting the existing cultural provision and tourism offer and health benefits for local residents and the wider Barnsley communities. This is also a material consideration which carries substantial weight in favour of the proposal .

The proposed all weather football pitch will enable a previously underused recreation site, historically used for football, to be brought back into use. It will provide a significantly enhanced offer compared to the facilities currently available at the Rockingham community facility which this development is replacing. Its size will enable use by adult, youth and under 7 teams, and will enable more than one game to take place concurrently. In turn, this will improve the football offer in the Hoyland area. In terms of both quality and quantity, the artificial surface is low maintenance, is more durable than grass, and together with floodlighting will provide the ability to play in a variety of weather conditions and over a longer period of time. This will enable more teams to use the facility both from the local and wider area. The archery facility which has already been constructed also provides an enhanced offer that the range it replaces at existing Rockingham Facility and has multiple lanes and arrow stop fencing to allow more users to utilise the facility. Overall there will be increased wider public benefits and wider health benefits as a result of the construction of the sports facilities in this location, both locally and in the wider area. Overall the proposals conform to the Local Policy GS1, I2 and the NPPF(2023) Paras 93 and 99 on this point. This weighs significantly in favour of the proposal.

The community building is required to replace the facility at Rockingham which is no longer fit for purpose. It will be set below the surrounding ground level to minimise visual impact and be of high quality design and of modest proportions and neutral earth colours to blend into this edge of settlement location. It will provide facilities for all users with changing rooms for teams, officials and accessible changing. The remainder of the spaces have been designed to be flexible to enable many different types of community groups to use the facility at the same time. As a result, there will be significant public benefits to many individuals and groups both in Hoyland and the wider area arising from the construction and use of the building. This carries considerable weight in favour of the proposal.

The site was previously an underused grass recreational field and a part of an agricultural field which has undergone ground works and reconfiguration in preparation for a football facility to replace Rockingham Sports facility. Trees and hedgerows have been retained and will be significantly enhanced, a central hedgerow with trees separating the archery from the football areas has already been planted with landscaping to boundaries. Planting of additional hedgerows and landscaping will be provided for screening and to add further biodiversity interest up to 10% BNG and provide screening. This carries moderate weight in favour of the proposal.

The application will introduce a more formal and intensive use of the site than local residents previously enjoyed. Whilst the site was previously open for local residents to access at any time for dog walking etc. on an underused open area of grass it is already fenced and gated

following the completion of Phase 1 of the development. Phase 2 will result in further disturbance for local residents whose dwellings adjoin the site during both construction and operational phases, where the site may be utilised for the majority of daytime and evening hours. This carries significant weight against the proposal.

The introduction of floodlighting, fencing and an artificial pitch, together with a single storey building and car park, although mostly set slightly below the predominant surrounding ground levels, will nevertheless result in some visual impacts which cannot easily be mitigated. Additional landscaping to boundaries will lessen the impacts as far as possible, however, some impacts will remain such as the lighting columns. Although there is not right to a view, this weighs moderately against the proposal.

An earlier finish time for using the pitch is proposed than standard, at which time the floodlights will be turned off, and the Pollution Control Officer has no objections as the proposal meets the relevant guidance for noise and light impacts in the main, subject to planning conditions. Nevertheless the development may create additional noise and light disturbance to residential properties adjoining the site over and above that previously experienced. This weighs moderately against the proposal.

## **Conclusion**

Having balanced the material planning considerations, it is concluded that this application constitutes Phase 2 of a Council aspiration to replace the nearby Rockingham recreation site which is being lost as a result of nearby employment development and the construction of the new link road through planning permission 2020/0647 in accordance with policy ES13 and the Hoyland West Masterplan. Funding has been secured through both the Cabinet and the Football Foundation for the scheme, and the application will ensure that sporting activities in the locality will be safeguarded and enhanced, thereby promoting the existing sporting and cultural offer and health benefits for local residents and the wider Barnsley communities. Whilst there will be some impacts on residents adjoining the site, it is considered that these can be adequately mitigated and managed through planning conditions where appropriate. As a result, taking into account the development plan policies, Hoyland West Masterplan and the NPPF and other material considerations, it is considered in this instance that any adverse impacts which may occur would be outweighed by the benefits to Hoyland and the wider community. As such the scheme is considered to accord with policies and guidelines and is recommended for approval.

## **Recommendation - Grant subject to conditions**