

DONCASTER METROPOLITAN BOROUGH COUNCIL

PLANNING COMMITTEE – 6th February 2018

Application 5

Application Number:	17/02990/COU	Application Expiry Date:	16th February 2018
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Application Type:	Change of Use
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Proposal Description:	Change of use of land to recreational use, including new parking and creation of football pitches
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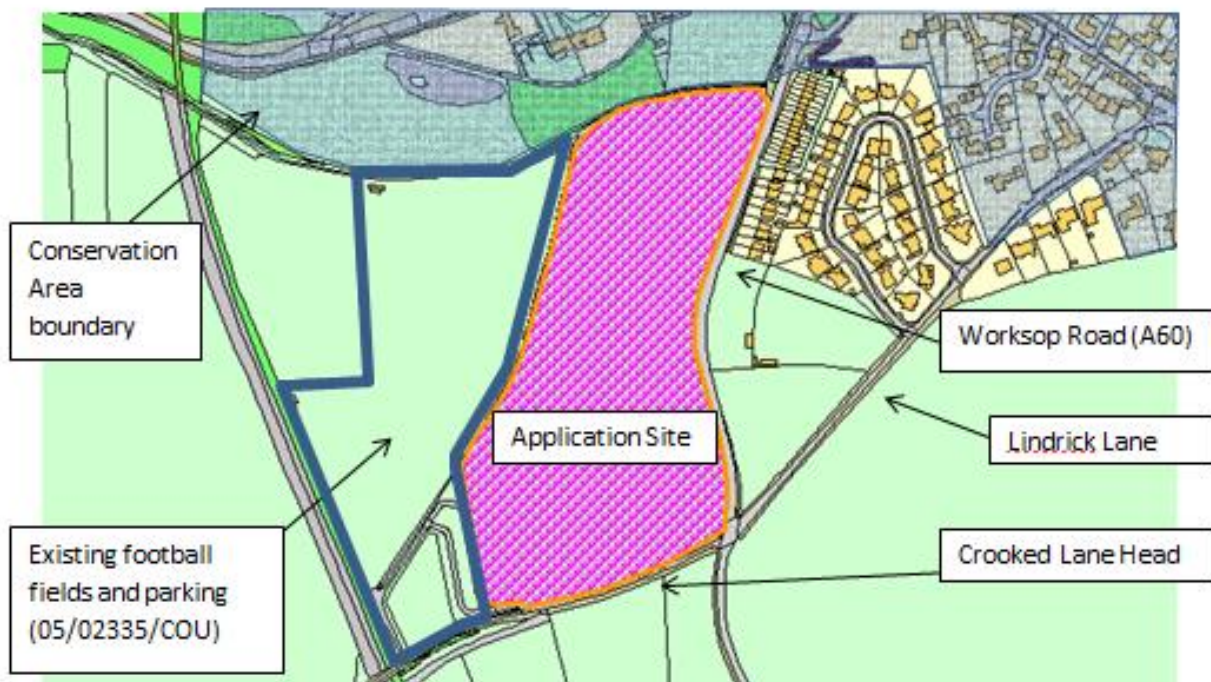
At:	Land At Friars Hill Closes, Crooked Lane Head, Tickhill, Doncaster. DN11 9RB
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For:	Mr David Brookfield
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Third Party Reps:	11	Parish:	Tickhill Parish Council
		Ward:	Tickhill And Wadworth

Author of Report	Hannah Wilson
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MAIN RECOMMENDATION:	GRANT
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1.0 Reason for Report

1.1 This application is before Planning Committee given the number of representations received in objection of the application.

2.0 Proposal and Background

2.1 The application seeks consent to change of use of land from agricultural to recreational use, including new parking and creation of football pitches.

2.2 The application site is to extend an existing football use on the neighbouring field for Tickhill Juniors Football Club (TJFC) which is a non-profit organisation staffed by volunteers, and where all monies go back into running the club. The club is growing and for the first time has registered two new U7 football teams in the Doncaster and District Junior Football Team. There is a waiting list at this age group and the U6/5s currently. The availability of additional land would allow the club to take on more children in this age group. Also for the first time, TJFC U16s age group wish to continue beyond this season and carry on into the U18s. To do this they would require 2 new full size football pitches. Currently, this is not possible with the land that has permission adjacent to this site. In addition the land could be used for more varied groups such as junior girls, senior girls, open age women, over 35's men and even over 50 walking football.

2.3 The applicant is a farmer and owns both the proposed site and existing site. He rents the current site to the club on a 6 month agreement so that if the agricultural land is needed it can be returned to that use quickly.

2.4 The site is currently an open agricultural field on the edge of Tickhill. The site is bounded by Crooked Lane Head to the South where access is currently taken from to the existing football field to the West. The A60 (Worksop Road) bounds to the East where there are residential properties and to the North is Friars Lane with the more historic part of Tickhill beyond this.

3.0 Relevant Planning History

3.1 In 2005 planning permission was approved for the change of use of land from agricultural to recreational (to be used as football pitches for locally based community junior football club) (05/02335/COU). This was approved subject to conditions.

4.0 Representations

4.1 The application has been advertised in accordance with the requirements of the Planning Practice Guidance via site notice, newspaper advert and neighbour letters.

4.2 At the time of writing the report 1 letter of support was received and 10 representations have been received in objection to the application: the representations outline that the proposal would:

- * cause harm to highway safety due to stray balls,
- * feel that there isn't a need for more land for the club,
- * a large fence to stop balls would be visually harmful,
- * noise concerns from the football and spectators,
- * parking on the main road concerns due to pedestrian access from the corner of Friars Lane and the A60
- * concerns with the control of rubbish
- * congestion concerns and visibility on the access junction
- * hours of usage
- * volunteers run the current field and what would happen if it fails
- * harm to wildlife

4.3 These objections were primarily from properties on the A60 opposite the site.

4.4 The Tickhill Juniors have received a letter from Rt Hon Caroline Flint MP. She states that she is happy to support schemes that encourage more children to take part in outdoor activities. The letter also congratulates the club on receiving a grant from the Premier League & The FA Facilities Fund.

5.0 Parish Council

5.1 Tickhill Town Council wishes the public footpath across the field to be protected and as the site is in the Green Belt the applicant should ensure that any container or other structure on the site are painted green or otherwise made to blend in with the background. However there are no structures proposed under this application and so this comment is for future applications.

6.0 Relevant Consultations

6.1 Several responses are awaited and updates will be provided in the pre committee notes.

6.2 Sport England – Consulted the Football Association (FA) who were supportive of the proposal. As such Sport England feel that providing new pitches could help address established playing pitch deficiencies and therefore support the proposal subject to conditions for the management and layout of the pitches.

6.3 Local Plans (Open Space) - The proposal is compliant with Core Strategy policy CS17 (providing green infrastructure) and will provide additional formal open space in Tickhill, which is very positive.

6.4 Coal Authority – Low risk standing advice area and so recommended informative imposed.

6.5 Pollution Control - Soil analysis was undertaken and the results assessed by pollution control. The soils on site will not pose an unacceptable risk to future site users, and no longer require conditions as this assessment has been done and is acceptable.

6.6 Tree Officer – No objections. The works are not significant.

6.7 Environmental Health - This section has no objection in principle to the proposed change of use from farmland to grassed football pitches.

6.8 Natural England - No comments

6.9 Public Rights of Way – The width of the bridleway through the site should be 5m wide and has been conditioned to ensure this.

6.10 Football Foundation - There is no specific advice in relation to buffer zones to houses. From a runoff perspective, they always advise:

- A minimum safety run off 3m must be provided.
- A minimum safety run off of 1.82m for all stadia pitches must be provided.
- Run off areas must be free from obstructions and of the same surface as the playing area.
- The site operator must undertake a risk assessment to ensure the run off area are safe and do not pose a risk of injury to a player or spectator.

They would always advise that ball stop netting is installed where pitches are in close proximity to housing and ball strike becomes a risk.

6.11 South Yorkshire Archaeology Services (SYAS) - No objections, negligible effect.

6.12 Drainage – Materials are permeable and thus conditions not required.

6.13 Ecology – Arable land use can be of great benefit particularly for farmland birds. As a feeding area and an undisturbed roost site large arable fields can be a valuable resource that should not be ignored thus adequate compensation has been discussed and a new hedgerow is proposed and accepted by the ecologist as mitigation subject to condition.

6.14 Conservation –Concerns were raised about the fencing and pedestrian access. Further details were provided and as it is a post and wire fence and no formalisation of the pedestrian access that is already there then the officer raised no objections.

6.15 Highways – No objections subject to conditions for the access road.

7.0 Relevant Policy and Strategic Context

7.1 In the case of this application, the development plan consists of the Tickhill Neighbourhood Plan, Doncaster Core Strategy (CS) and Unitary Development Plan (UDP). The land is allocated as Green Belt on the saved UDP plans. The most relevant policies are:

Tickhill Neighbourhood Plan

Policy CL3 Open Spaces

Policy NE2 Recreation in the Countryside

Policy L2 Recreational opportunities or young people

Doncaster Core Strategy

Policy CS3 Green Belt

Policy CS14 Design and Sustainable Construction

Policy CS15 Valuing our Historic Environment

Policy CS16 Valuing our Natural Environment

Policy CS17 Providing Green Infrastructure

Doncaster Unitary Development Plan (UDP) saved policies 1998

Policy ENV1 Doncaster Green Belt

Policy ENV3 Development in the Green Belt

Policy ENV7 Recreation and Leisure Developments

Policy ENV25 Development adjacent to Conservation Area

Policy ENV34 Affecting the Setting of Listed Buildings

7.2 Other material considerations include the National Planning Policy Framework (NPPF) and the subsequent planning guidance; as well as the Council's supplementary planning guidance including Development Guidance and Requirements SPD. There is also other DMBC non-planning guidance which are pertinent to the application, such as the Doncaster Health and Wellbeing Strategy 2016- 2021, Doncaster Growing Together Strategy and its commitment to 'Get Doncaster Moving'.

8.0 Planning Issues and Discussion

Principle of Development in the Green Belt

8.1 Paragraph 89 of the NPPF states that a local planning authority should regard the construction of new buildings as inappropriate in Green Belt. Exceptions to this include:

- provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries, as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it

8.2 Policy CS3 of the Core Strategy states that Doncaster's countryside will be protected and enhanced, having regard to the principles set out below. Key considerations for land within the Green Belt are that national policy will be applied, including a presumption against inappropriate development other than in very special circumstances.

8.3 Saved Policy ENV1 states that the purposes of including land in the Doncaster green belt are:

- to regulate the size and shape of urban areas in order to prevent unrestricted sprawl;
- to prevent the coalescence of existing settlements;
- to assist in safeguarding the countryside from encroachment; and
- to assist in urban regeneration by encouraging the recycling of derelict and other urban land.

8.4 Saved Policy ENV3 goes on to set out acceptable development within the green belt. This includes outdoor sport and outdoor recreation including essential facilities for such development subject to the limitations included in Policy ENV7. Thus the principle of the use is not an inappropriate use in the Green Belt in accordance with the Local Policies.

8.5 The Neighbourhood Plan for Tickhill also supports recreational use in the Green Belt. Policy CL3 looks at the existing recreational open spaces and recognises the existing football pitches in this policies map, which is adjacent to this site, as a space to be protected for play and sport and proposals to enhance this facility will be supported.

8.6 Policy NE2 of the Neighbourhood Plan also supports outdoor recreation providing it does not harm the landscape, causes no detriment to the natural environment, nor undue disturbance of the countryside. This is echoed in saved UDP Policy ENV7, which considers recreation and leisure proposals in the green belt. The policy states that such development as is permitted should be predominantly outdoor use, have a low visual impact and impact on agriculture and have a low proportion of built area. A method statement has been provided with the application which sets out how the ground will be treated to form the pitches and car parking area. The ploughing of the land to accommodate the new turf will be to the same depth as it always has been for the agricultural use. The parking will be a permeable membrane and chippings. As such, the proposal will retain the existing openness, having little visual impact with no built structures.

8.7 Furthermore, given the relatively low impact of the proposed accommodating works, the parking area and grassed area could be easily returned to an agricultural field in the future. The applicant is the farmer who owns the field, who proposes to leased out the land to the football club on a 6 monthly contract, so that if there is a need in the future, the land can be easily returned to agriculture. This field is not naturally productive, particularly in dry years, due to the very shallow soil depth. It is also a very stony field which means that the soil cannot retain the moisture in dry periods. This field also suffers from being so close to the urban area, and the applicant states that it gets walked on and played on, even driven over at times. Generally the farmer states that they can yield 25-30% less corn on this field compared to the other arable land in his control. On this basis the change of use of the field would not be a big loss in terms of agricultural production to the farmer, and again could easily be returned if required. All football structures such as nets are moveable and not fixed into the ground. This policy also states that proposals on the edge of urban areas will generally be looked upon more favourably.

8.8 Policy L2 of the Neighbourhood Plan supports new recreational opportunities for young people and it was suggested that existing facilities need improving. The Mayors Doncaster Growing Together Strategy provides support for recreation that gets more people in the borough active and supports the 'Get Doncaster Moving' Strategy. The proposal is to provide larger pitches for better facilities for the existing club, and more pitches to allow greater access to football for more groups of people rather than just the juniors club.

8.9 The proposal would provide recreational sports facilities, which is an appropriate use in the green belt, proposes no permanent or temporary built structures that would be visually harmful to the green belt, and could easily be returned to the agricultural use. The football pitches will also support other council strategies and improve community facilities. Thus the principle of the use is in accordance with policy subject to the below considerations.

8.10 No buildings are proposed such as changing rooms or toilet facilities, if these are required a separate application will be required and will be considered at that point. But as there is an existing site they could be placed on this land further away from neighbours and adjacent to the boundary of that site to have less visual impact. Thus approving the use does not mean that facilities will be approved on this land when there is more suitable land for ancillary buildings, adjacent to the site and already in football use.

Conservation

8.11 The proposal site is agricultural land to the south of and adjacent to the Tickhill Conservation Area. The contribution the application site makes to the character of the Conservation Area is its open nature which acts as a backdrop to this part of the conservation area. The marking out of new pitches will have a neutral impact on this character as it will remain open and the proposal does not affect the setting of the Friary listed buildings which are visually separated. The car park extension is at some distance and would not have a harmful impact. The conservation officer raised concerns about the pedestrian access being formalised with paving and structures but it was confirmed this is not the case and is not applied for. The fencing was also a concern and additional information has been provided to show it will be less than 1m therefore not requiring planning permission. The applicants have also confirmed that the fence will be post and wire and as such will not have any detrimental effect on the character of the area. Thus it is felt to not be harmful to the heritage of the area in accordance with policies, ENV7, ENV25, ENV34, of the UDP, and policies CS15 of the CS.

Highways and Parking

8.12 Policy CS14 of the Core Strategy states that the design of new development should make a positive contribution towards quality, stability, safety and security of private property, public areas and the highway.

8.13 The Highways Officer carried out a site visit and considered that the lane to access the parking is not in great condition at the present time. There are numerous potholes along its length and as such some improvement works will need to be undertaken before the development is brought into use. In addition, it would be prudent to lengthen the passing bay as it is clear that vehicles are overrunning the verge in order to utilise the bay itself. This is possible by condition and thus has been imposed.

8.14 Highways have confirmed that the visibility at the junction of the A60 and Crooked Lane Head is not a current concern, but it would be if a hedge or fencing is placed in this location. A condition is imposed for details of the hedge to ensure it does not conflict with visibility and the fencing is 1m in height and details provided show a post and wire fencing. A condition has been imposed to remove permitted development rights for fencing/walls so that a different fence is not erected to the detriment of visibility.

8.15 The location of the site is next to a bus stop on the A60, is on the edge of the town and is within walking distance of the town. It is considered to be a very sustainable location and will benefit the community and wider area with great access links to the site and onsite parking.

8.16 Concerns were also raised with parking on the A60 in front of the neighbouring dwellings. This is an existing situation as there are no double yellow lines. The applicant has proposed more parking on the site to ensure adequate parking for the new pitches and highways have raised no objections to this.

8.17 Concerns were raised that balls would fly onto the road and cause a highway safety concern. The Football Foundation was contacted and there are no guidelines in football for distances to residential properties or roads. There are run off areas but these are small areas of a few metres. However the applicant has done research and found that the average person's kick is no more than 60m. Thus they are in agreement that they will not put a pitch within 60m of the road and are happy with a condition to this effect. If they do put a pitch within 60m of the road the condition stipulates that removable nets shall be erected before the game, be in situ during the game and removed afterwards. This will also ensure that the character of the countryside is maintained as they are removed when not needed.

Ecology

8.18 The field is currently an agricultural field which attracts birds when it is ploughed and seeded. This can be a habitat for birds. As such the ecologist has suggested mitigation in the form of additional hedge planting along the southern site boundary which would provide a habitat for birds. This would satisfy policy NE2 of the Neighbourhood plan, policy CS16 of the Core Strategy and policy ENV7 of the UDP.

Amenity

8.19 Policy CS14 states that new development should have no unacceptable negative effects upon the amenity of neighbouring land uses or the environment.

8.20 Questions were raised by residents as to why the existing pitches could not be utilised for longer periods of time rather than forming new pitches, and that given this site is in the green belt there should be a real need to use the land. The applicant has clarified this within the additional information, stating that they wish to expand the use for more groups of people in the community and provide larger pitches, providing more sports facilities. This is in accordance with the government and local aims to get people more active and improve the health of communities, not only the young but also different community groups. Furthermore, such recreation uses are acceptable in principle within the Green Belt

8.21 Concerns were raised in regard to balls flying at the residential properties. A condition as mentioned above would restrict the use of the field with and without nets to protect amenity.

8.22 The hours of use have been confirmed with the applicant and a condition imposed to control these. These times of usage are stated to be between 9:30am and 12pm, however the condition allows for an additional half an hour to 12:30 in order to allow for movement of people and clearing up of the site. It is felt that these limited times will not cause significant harm from noise and disturbance but the benefit to the community will be great from this limited time.

8.23 Rubbish was a concern raised. The applicant has confirmed that the litter would be placed in bins provided around the pitches and after every playing session a scan of the field would take place and any missed would be collected. The bins would be emptied after each weekend and the rubbish disposed of appropriately as it currently is done on the existing pitches. Tickhill Juniors have also just signed a contract with a firm called Viola to take all the rubbish away at regular intervals.

8.24 Neighbours also raised questions of what would happen if the volunteer football use failed. The farmer would still own the field and it would return to an agricultural field. This application would not prejudice or result in the site being more likely to be developed for residential uses, as has been raised in some representations. The proposal creates no built form, maintains the openness of the green belt and is an appropriate use in policy terms. Residential development would require a planning application and be considered separately on its own merits.

Archaeology

8.25 The South Yorkshire Sites & Monuments Record contains details of cropmark evidence indicating some potential for buried archaeological remains within the proposed application boundary. However, discussions and a meeting with the applicant and the submitted method statement provide good information on the proposed alterations and construction methods for the scheme. There will be no digging out greater than currently undertaken with the ploughing of the field. There will be minimal ground disturbance from the construction and SYAS feel the change of use may even have a slightly beneficial effect by temporarily removing the field from the agricultural regime.

8.26 In light of this, SYAS considers the impact upon any archaeological potential to be negligible and advises that no archaeological investigation is required for this scheme. They have also been consulted on the condition for ball nets as a small support will need to be placed into the ground for the nets to be fitted into when erected. They have seen the specifications for these and raise no concerns with these minimal works.

9.0 Summary and Conclusion

9.1 The proposed use would provide additional football facilities for the Tickhill juniors and the wider community and contribute towards getting the people of Doncaster active. It will have no harmful impact on the openness or visual impact of the green belt and is an appropriate recreational/sport use. The concerns from neighbours have been carefully considered and conditions imposed to protect amenity, including hours of use and ball nets. The highways impacts would not be detrimental subject to condition, no harm will be caused to archaeology and mitigation measures are included in regard to ecology. Furthermore the use is on a short contract and can easily be returned to the current agricultural use in the future.

10.0 Recommendation

10.1 GRANT Full planning permission subject to the following conditions.

01. STAT1 The development to which this permission relates must be begun not later than the expiration of three years beginning with the date of this permission.
REASON
Condition required to be imposed by Section 91(as amended) of the Town and Country Planning Act 1990.
02. U58458 The development hereby permitted must be carried out and completed entirely in accordance with the terms of this permission and the details shown on the approved plans and specifications:
Additional information (rubbish collection, times, highways, method statement) received 09/01/18
Additional information (pedestrian access) received 05/01/18
Additional information (extra information) received 04/01/18
Additional information (hours of use) received 22/12/17
Covering letter from Tickhill Juniors received 04/12/17
Location plan received 13/12/17
Site plan received 13/12/17
REASON
To ensure that the development is carried out in accordance with the application as approved.
03. U58440 No development shall take place unless and until:
- a) A detailed assessment of ground conditions of the land proposed for the new playing field land shall be undertaken (including drainage and topography) to identify constraints which could affect playing field quality; and
- b) Based on the results of this assessment to be carried out pursuant to (a) above of this condition, a detailed scheme to ensure that the playing fields will be provided to an acceptable quality (including appropriate drainage where necessary) shall be submitted to and approved in writing by the Local Planning Authority after consultation with Sport England.
- The works shall be carried out in accordance with the approved scheme within a timescale to be first approved in writing by the Local Planning Authority after consultation with Sport England.
- REASON
To ensure that site surveys are undertaken for new or replacement playing fields and that any ground condition constraints can be and are mitigated to ensure provision of an adequate quality playing field before use, to accord with CS3.

04. U58441 Prior to the bringing into use of the new playing field and pitches, a Management and Maintenance Scheme for the facility including management responsibilities, a maintenance schedule and a mechanism for review shall be submitted to and approved in writing by the Local Planning Authority after consultation with Sport England. The measures set out in the approved scheme shall be complied with in full, with effect from commencement of use of the new playing field and pitches.
REASON
To ensure that new facility is capable of being managed and maintained to deliver a facility which is fit for purpose, sustainable and to ensure sufficient benefit of the development to sport (National Planning Policy Framework (NPPF) para 74) and to accord with CS3.
05. U58443 Within one month of commencement of works on site, a hedge planting scheme shall be submitted to the LPA for approval in writing, this shall include proposals to plant the southern boundary of the site where it is bounded by Crooked Head Lane . The hedge shall be planted from the current car park off Crooked Head Lane to a location several meters from its junction with the A60 Worksop Road, so as to ensure highway visibility is safely maintained . The hedge shall be planted during the earliest planting season following approval along a 1.5m strip as a double staggered row of species characteristic of the Limestone Character Area. A landscape establishment specification for a minimum of five years following practical completion shall also be included.
REASON
To ensure the ecological interests of the site are maintained in accordance with Core Strategy Policy 16 and the hedge is set back from the A60 for Highway visibility
06. U58457 The development hereby approved shall not be brought into use until that section of Crooked Head Lane between the site entrance and A60 is improved by providing a smooth running surface and improving the existing passing bay(s) in a manner to be approved in writing by the local planning authority.
REASON
In the interests of road safety in accordance with CS14
07. U58442 The width of the bridleway through the site shall remain at 5m wide.
REASON
In the interests of public rights of way protection.
08. U58459 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (No.596) (England) Order 2015, Article 3, Schedule 2: Part 2 (or any subsequent order or statutory provision revoking or re-enacting that order) no walls, fences or other means of enclosure shall be erected on the land other than that hereby approved, without the prior permission of the local planning authority.

REASON

The local planning authority considers that further development could cause detriment to the character of the area and f concerns to highway visibility.

09. U58460 No pitches shall be laid out or used within 60m of the road unless removable ball nets are erected before the game, left in situ during the game and remove immediately after the game.

REASON

In the interests of highway safety and neighbouring amenity.

10. U58461 The hours of use shall be limited to:
Saturdays and Sundays 0900 hours to 1230 hours
and not at all on Mondays- Fridays

REASON

To ensure that the development does not prejudice the local amenity.

01. INF1B INFORMATIVE

The proposed development lies within a coal mining area which may contain unrecorded coal mining related hazards. If any coal mining feature is encountered during development, this should be reported immediately to the Coal Authority on 0345 762 6848.

Further information is also available on the Coal Authority website at: www.gov.uk/government/organisations/the-coal-authority

This Standing Advice is valid from 1st January 2017 until 31st December 2018

02. U12113 INFORMATIVE

The applicants attention is drawn to the South Yorkshire Fire and Rescue Service comments which states that: Access is to be in accordance with Approved Document b Volume 2 Part B5 Section 16.3 16.11 and Table 20. Also water supplies are to be provided in accordance with Approved Document B Volume 2 Part B5 Section 15.

03. U12116 INFORMATIVE

The developer shall ensure that no vehicle leaving the development hereby permitted enter the public highway unless its wheels and chassis are clean. It should be noted that to deposit mud on the highway is an offence under provisions of The Highways Act 1980.

Reasons(s) for Granting Planning Permission:

STATEMENT OF COMPLIANCE WITH ARTICLE 35 OF THE TOWN AND COUNTRY DEVELOPMENT MANAGEMENT PROCEDURE ORDER 2015

In dealing with the application, the Local Planning Authority has worked with the applicant to find solutions to the following issues that arose whilst dealing with the planning application:

Additional information provided in regard to fencing, litter, highways, method statement, hours of use, pedestrian access, and hedge details.

Appendix 1: Site and Location Plan

