

Report of the Strategic Director of Place to the meeting of the Area Planning Panel (KEIGHLEY AND SHIPLEY) to be held on 12 December 2018

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Summary Statement - Part One

Applications recommended for Approval or Refusal

The sites concerned are:

<u>Item</u>	<u>Site</u>	<u>Ward</u>
A	Airedale General Hospital Skipton Road Steeton With Eastburn BD20 6TD - 18/03920/FUL [Approve]	Craven
B	Land At Redcar Farm Redcar Lane Steeton With Eastburn - 18/04099/FUL [Approve]	Craven
C	Peaselands Westcliffe Road Shipley - 18/03126/FUL [Approve]	Shipley
D	The Holy Family Catholic School Spring Gardens Lane Keighley BD20 6LH - 17/06927/FUL [Approve]	Keighley Central

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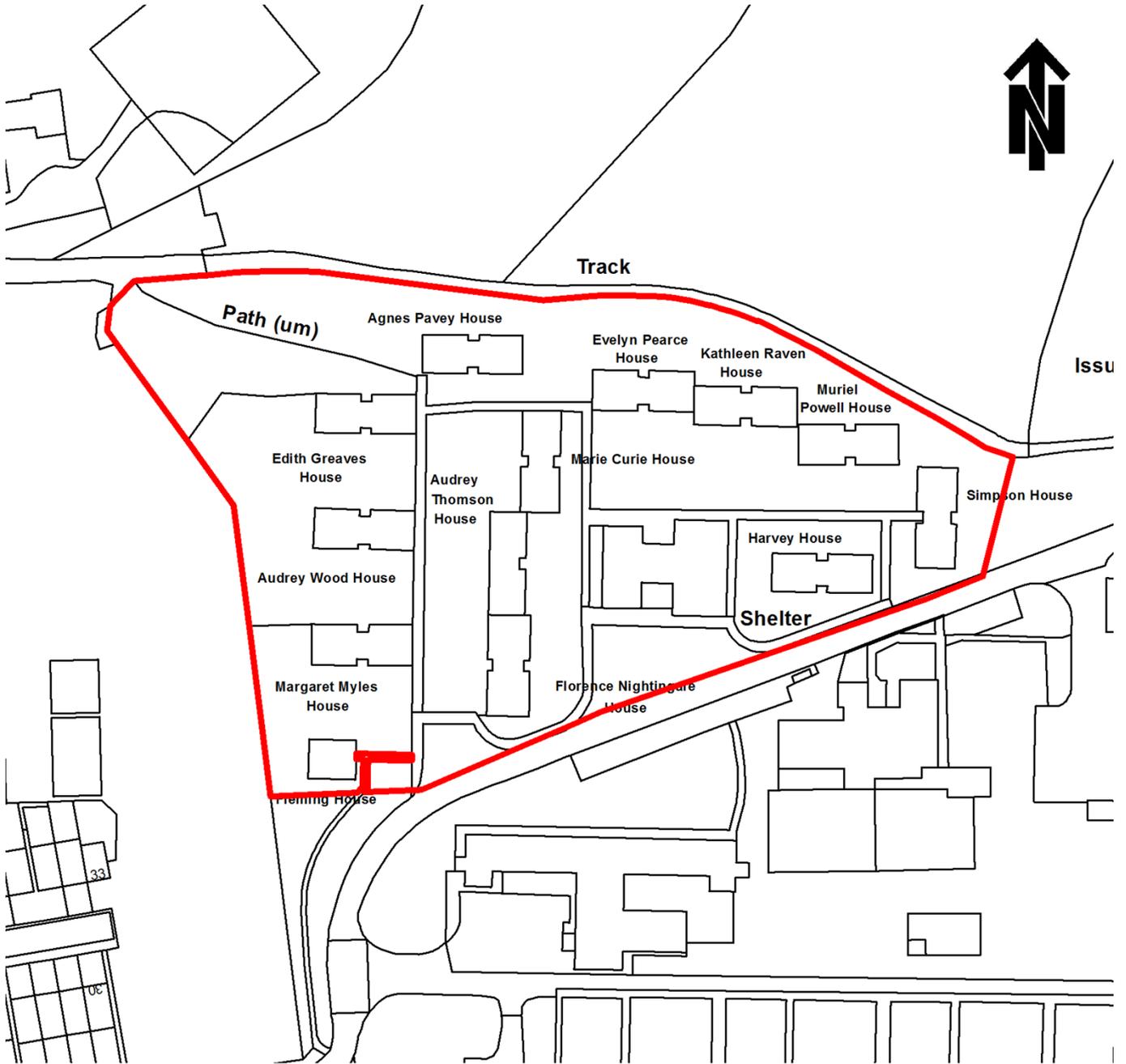
Portfolio:
Regeneration, Planning & Transport

Overview & Scrutiny Committee Area:
Regeneration and Environment

18/03920/FUL



City of
BRADFORD
METROPOLITAN DISTRICT COUNCIL



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Airedale General Hospital
Skipton Road
Steeton With Eastburn BD20 6TD

12 December 2018

Item: A
Ward: CRAVEN
Recommendation:
TO GRANT PLANNING PERMISSION

Application Number:
18/03920/FUL

Type of Application/Proposal and Address:

Full application for the construction of car parking with associated infrastructure at Airedale General Hospital, Skipton Road, Steeton With Eastburn BD20 6TD

Applicant:

Airedale NHS Foundation Trust

Agent:

Indigo Planning (Mr David Smith)

Site Description:

The application site comprises an area of land in the northern part of the Airedale Hospital complex. It was previously occupied by buildings, understood to have been staff accommodation built when the hospital was first developed. Some of these buildings have already been demolished and the land they occupied is now a roughly surfaced area being used for parking. The remainder of the site is still occupied by other buildings which are also scheduled for demolition. The road which forms a circular vehicle and bus route around the hospital complex abuts the southern edge of the site. Open fields are to the north.

Relevant Site History:

There is an extensive history of planning applications at this hospital site but none are of relevance to this piece of land or the new proposal.

The National Planning Policy Framework (NPPF):

The National Planning Policy Framework is now a material planning consideration on any development proposal. The Framework highlights the fact that the purpose of the planning system is to contribute to the achievement of sustainable development and that there is a presumption in favour of sustainable development which can deliver:-

- i) Planning for prosperity (an economic role) - by ensuring that sufficient land of the right type and in the right places is available to allow growth and innovation;
- ii) Planning for people (a social role) - by promotion of strong, vibrant and healthy communities by providing an increase supply of housing to meet the needs of present and future generations and by creating a good quality built environment with accessible local services;
- iii) Planning for places (an environmental role) - by protecting and enhancing the natural, built and historic environment, adapting to climate change including moving to a low-carbon economy.

As such the Framework suggests local planning authorities should approve development proposals that accord with statutory plans without delay.

Local Plan for Bradford:

The Core Strategy Development Plan Document was adopted on 18 July 2017 though some of the policies contained within the preceding Replacement Unitary Development Plan (RUDP), saved for the purposes of formulating the Local Plan for Bradford, remain applicable until adoption of Allocations and Area Action Plan development plan documents. The site is allocated for a Community Facility land use in the RUDP.

The following adopted Core Strategy policies are applicable to this proposal.

Core Strategy Policies

- DS1 – Achieving good design
- DS2 – Working with the landscape
- DS3 – Urban character
- DS4 – Streets and movement
- DS5 – Safe and inclusive places
- SC9 – Making great places
- TR2 – Parking policy
- EN7 – Flood risk

Parish Council:

Steeton with Eastburn Parish Council – objects as proposal is contrary to the Steeton, Eastburn and Silsden Neighbourhood Plan - Policy SWES 9 and Objective 8:

1. Effect on parking, traffic and road safety
2. Noise and general disturbance to adjoining properties.

There is further reference in the Parish Council's communications to

- parking charges to be abolished at Airedale General Hospital.
- resident only parking to be introduced in Steeton-with-Eastburn. Will require a major shift in Bradford Council policy unless or until.

The Parish Council has requested determination by Area Planning Panel.

Publicity and Number of Representations:

The proposal was publicised with a site notice and neighbour letters with an expiry date of 22.10.2018.

Summary of Representations Received:

No representations have been received other than that from Steeton with Eastburn Parish Council, and the Parish Council representative.

Consultations:

Rights of Way – Public Bridleway No 1 (Steeton with Eastburn) is adjacent to the site but is separated from the site by the existing boundary and it is noted that the existing landscaping buffer areas are to be retained so the proposals do not appear to adversely affect the public bridleway.

Drainage Officer - Confirms that the Micro Drainage Calculations dated 30 October 2018 are acceptable and demonstrate the proposed level of surface water attenuation is sufficient.

Highways Development Control – The Council’s Highways DC officer has no objection. The proposal does not increase the size of the hospital and is formalising the parking arrangements for vehicles that are probably already there. The Council cannot justifiably ask for any highway improvements in relation to this particular proposal.

Summary of Main Issues:

1. Drainage.
2. Visual amenity.
3. Amenities of occupiers of adjacent land.
4. Highway issues.
5. The emerging Steeton, Eastburn and Silsden Neighbourhood Plan.

Appraisal:

Proposal

The proposal is for the creation of additional staff car parking within the confines of Airedale General Hospital’s grounds through a combination of the formalisation of existing parking that occurs on an area of cleared ground and the demolition of some further surplus buildings.

The scheme will provide 314 properly surfaced spaces for use specifically by hospital staff. Lighting will be installed to ensure it is safe for staff to use at night. Electric vehicle charging points will also be provided in the car park and a parking space for an ambulance to facilitate A&E transfers from the helicopter landing area to the north of the site will also be provided here.

Airedale hospital is an important NHS facility and a major employer and this proposal seeks to improve provision of car parking to support that established use. These proposals do not seek to intensify the existing use through provision of more hospital wards or other health facilities. The purpose of the application is to seek permission to use surplus land to improve car parking facilities for staff and in so doing it will help remove or discourage the informal and indiscriminate parking which presently occurs at some locations around the complex, such as at the side of the access roads and on grass verges.

In principle, the proposal to provide additional formal parking for staff is considered to be an acceptable use of what is previously developed land within the hospital complex.

Drainage

The site is not within the River Aire Flood Risk Zones which lie further to the north of the hospital site.

The scheme would introduce a new asphalt surface and so raises issues regarding surface water drainage. Use of soakways to drain the site has been proven not to be viable, so the intention is to discharge surface water to watercourse via storage tanks at an agreed rate, including providing a proposed 30% reduction in the existing brownfield flows from the site. The application has been accompanied by a detailed surface water drainage plan including micro drainage calculations. The drainage strategy prepared by professional consulting engineers has been seen by the Council's Principal Engineer (Land Drainage) and the proposals are agreed to be acceptable. Condition 2 (below) will ensure implementation of the agreed scheme.

Impact on Visual Amenity

The remaining buildings on the site are flat roofed buildings of no architectural merit. There are no objections to their demolition. The rest of the site is currently a roughly surfaced land pressing close to the north perimeter of the hospital site, beyond which is open land, visible from a public bridleway and partially screened by trees.

The car park will comprise a flat, asphalt surface with some landscaping around the edge, and will create new parking spaces as well as rearranging the existing layout. In distant views it will be set against the mass of the hospital complex and will not detract significantly from the character of the surrounding area or harm landscape character.

Amenities of Occupiers of Adjacent Land

The Parish Council expresses concern that the proposal will result in noise and disturbance but has not specified what properties it thinks would be affected. The planning officer assessment is that no near neighbours will be directly affected by the additional car parking (noise, fumes, headlights etc.), as the land abuts open countryside to the north and is located within the confines of the existing site next to the circulation road. The car park will not extend or enlarge the existing hospital campus. In any case, this is a large, busy hospital operating 24 hours a day and ancillary parking spaces in this location will not result in any additional disturbance or loss of amenity for any occupiers of neighbouring land or buildings.

The car park will be lit by high efficiency LED lanterns mounted onto 6 metre columns with rigid side arm brackets which will angle the lantern to the horizontal. There is no tilt on the luminaire and a submitted Lighting Assessment explains how the ULOR (upward light output ratio) would be zero and complies to standards expected in all five (E0,E1,E2,E3,E4) European Environmental Zones. The lighting would therefore achieve standards for Secured by Design whilst keeping light pollution within recognised limits.

Highway Issues

The application is accompanied by a Transport Statement prepared by professional Transport Consultants. This describes how the proposal offers the opportunity to formalise parking within the site, removing overspill parking that presently takes place on double yellow lines and verges within the site, thereby reducing potential for conflict between vehicles, making it safer for patients and visitors, promoting safe passage and reducing vehicle delay.

In considering the Parish Council's concerns it is important to appreciate that the size of the hospital is not increasing by anything proposed by this application, nor are other facilities being added that would intensify present levels of traffic activity. The additional car parking is essentially providing extra parking infrastructure on the site of surplus buildings and formalising the existing parking on the poorly surfaced area to meet demand for parking for existing staff numbers.

The Parish Council has included comments about the hospital's parking charges and expresses a wish to introduce a resident's permit system in Steeton and Eastburn. Whilst it is not disputed that there are issues with parking pressures outside the hospital which impact on the local community, this proposal would alleviate such pressures by providing more parking within the site and so should reduce pressure for parking in surrounding streets caused by staff trying to find a space. There would be no demonstrable increase in traffic on the highway network or an increase in demand for car parking directly generated by this proposal. It seeks simply to better accommodate existing demand through the use of disused land.

Questions regarding parking charges and resident's parking schemes are entirely separate matters unrelated to this application and it is not considered that it would be reasonable for the Council to ask for any additional traffic management measures to support this proposal. Indeed, the Council's Highway Officer raises no objections on grounds of highway safety and the proposal is considered to accord with policies TR2 and DS4 of the Core Strategy DPD.

The emerging Steeton, Eastburn and Silsden Neighbourhood Plan

The Parish Council consider that the proposal is not in accordance with the draft Steeton, Eastburn and Silsden Neighbourhood Plan – specifically Policy SWES 9 and Objective 8.

- Objective 8 of the draft plan supports improvements to the transport network that meet the needs of all users and reflects the outcome of the Plan consultation process which highlighted concerns from the community in relation to local transport issues, traffic congestion etc.
- Draft Policy SWES9 of the Neighbourhood Plan states that any identified additional infrastructure needs arising as a result of proposed new development must be addressed before planning approval is granted and that approvals will be conditioned so that, where necessary, infrastructure is in place preferably prior to development taking place, but, at a minimum, at appropriate times in the phasing of the development. In particular, development proposals will be assessed against the following:
 - a) Site access and the need for any additional road capacity and public transport provision;
 - b) New infrastructure to ensure the development is accessible by foot and by cycle and by people with mobility impairment and that connections are made to link with existing walking and cycling routes;
 - c) Surface water drainage by using sustainable drainage systems (SUDs);
 - d) Suitable capacity in local infrastructure including flood defences, power supply, sewers, including the Aire Valley Low Level sewer; and
 - e) The need for any additional capacity in local services such as health and schools.

The applicant has argued that, contrary to what the Parish Council has said, the proposed development is in accordance with the draft Neighbourhood Plan. The Neighbourhood Plan identifies Airedale Hospital as one of the major employers in the area and a protected Local Employment Site. The proposed development is actually in accordance with Objective 8 because it is mindful of road safety and congestion and is adding additional infrastructure (staff car parking) to address concerns of the community on such points.

The applicant also argues that there is no conflict with draft Policy SWES 9 because there will be no increase in net trips to and from the site directly arising from this proposal; 22 electric vehicle charging points will be provided; it will not create demand for new schools or other local services and the proposal will have no impact on power supply, sewers and flood defences. It will result in 30% reduction in surface water drainage run off from the affected land.

Officers agree with the applicant's response to the Parish Council objection. The proposal presents no conflict with the draft policy. It is not obvious what infrastructure it would be necessary to have in place prior to this particular development taking place. Indeed, the application is actually proposing new local infrastructure that will effect improvements to road safety and amenity by dealing with the indiscriminate and informal parking on site so the hospital can direct staff to designated parking.

In any case, although the emerging Neighbourhood Plan is a material consideration, the weight it can be given is reduced because the plan is still emerging and has not been adopted. Paragraph 216 of the NPPF is clear in saying that from the day of publication, decision-takers may give weight to relevant policies in emerging plans according to the stage of preparation of the emerging plan. The more advanced the preparation, the greater the weight that may be given, but the extent to which there are unresolved objections to relevant policies and the degree of consistency of the relevant policies in the emerging plan to the policies in this Framework must also be considered.

It is not considered that this proposal to formalise parking within the hospital site could be regarded as being in conflict with the draft policies in the emerging plan. These have been taken into account as a material consideration but the plan policies can, at this stage, be afforded only very modest weight in planning decisions.

Community Safety Implications:

The car park is designed and will be set out to meet Secured by Design standards and so accord with Core Strategy Policy DS5.

Equality Act 2010, Section 149:

In writing this report due regard has been taken of the need to eliminate unlawful discrimination, harassment and victimisation, advance equality of opportunity between different groups and foster good relations between different groups. It is not however considered that any issues with regard thereto are raised in relation to consideration of this application

Reason for Granting Planning Permission:

The proposal's impact on local amenity and highway safety has been fully considered and is considered acceptable when measured against the relevant development plan policies and the National Planning Policy Framework.

Conditions of Approval:

1. The development to which this notice relates must be begun not later than the expiration of three years beginning with the date of this notice.

Reason: To accord with the requirements of Section 91 of the Town and Country Planning Act, 1990 (as amended).

2. Surface water from the development site shall be drained in accordance with the details shown on the drainage plan drawing 0161 P1 and the calculations received by the Council on 30th October 2018 or as otherwise approved in writing by the Local Planning Authority.

Reason: To ensure proper drainage of the site and to accord with Policy EN7 of the Core Strategy Development Plan Document.

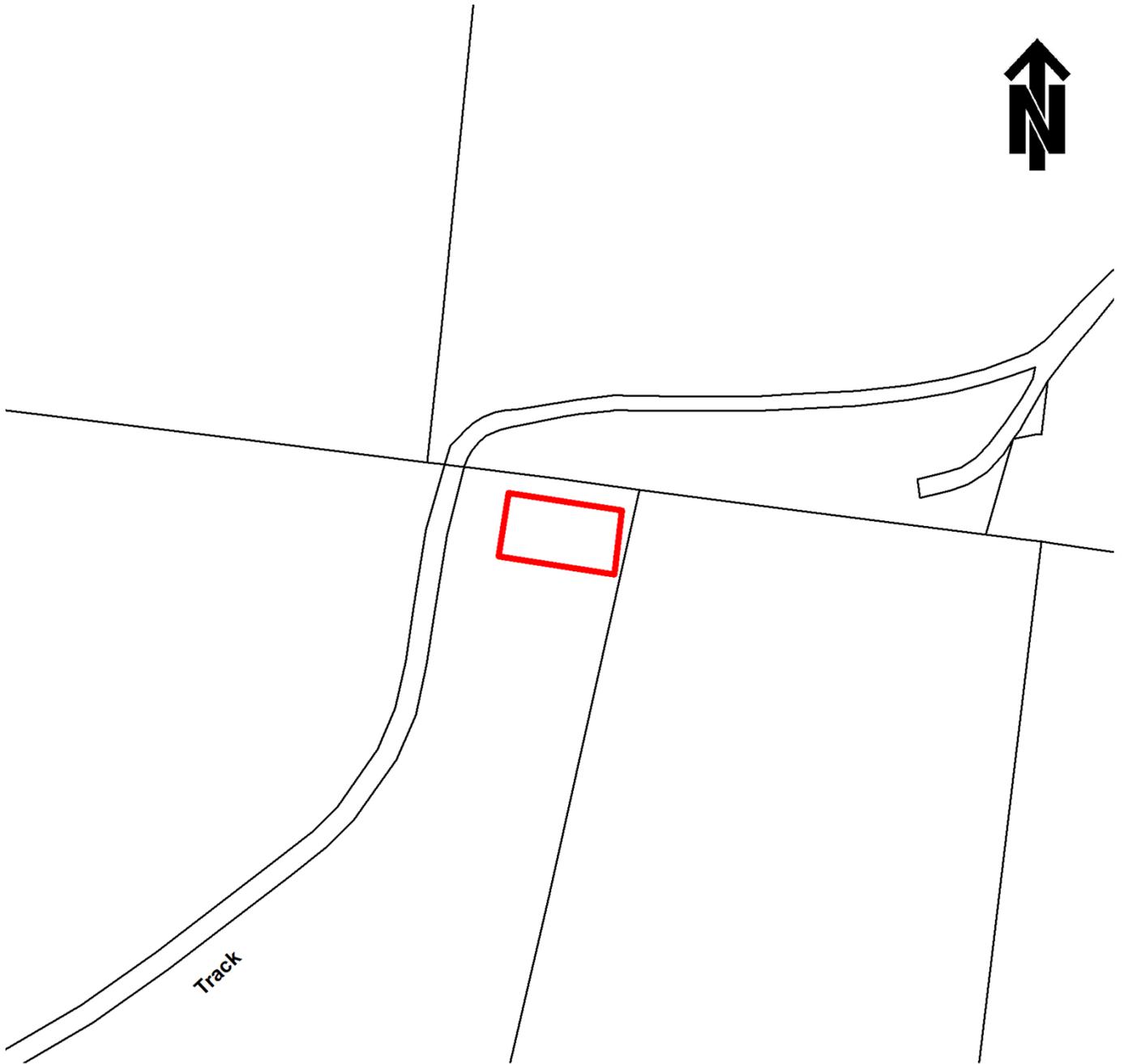
3. Before the development is brought into use, the proposed car parking spaces shall be laid out, hard surfaced, sealed, marked out into bays and drained within the curtilage of the site in accordance with the approved plan numbered 0101 P7.

Reason: In the interests of highway safety and to accord with Policy DS4 of the Core Strategy Development Plan Document.

18/04099/FUL



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**Land At Redcar Farm
Redcar Lane
Steeton With Eastburn**

12 December 2018

Item: B
Ward: CRAVEN
Recommendation:
TO GRANT PLANNING PERMISSION

Application Number:
18/04099/FUL

Type of Application/Proposal and Address:
Full application for two polytunnel buildings for the accommodation of sheep at Land at Redcar Farm, Redcar Lane, Steeton with Eastburn.

Applicant:
Mr Robert Smith

Agent:
Mrs Caroline Sunter

Site Description:
The application site comprises the corner of a field located in open Green Belt countryside and off an existing access track from Redcar Lane. The land is part of a farm holding in a rural upland landscape. The land comprises open pasture fields surrounded by dry-stone walls that slope down towards the corner of the field where the polytunnels are proposed to be located.

Relevant Site History:
17/06869/FUL – Two polytunnels for accommodation of sheep – Granted – 22.2.2018.

This approval was granted for the same polytunnels in a different location on the holding. Due to land ownership issues (covenants) the applicant now needs to relocate them to a new position and this is the subject of this new application.

The National Planning Policy Framework (NPPF):
The National Planning Policy Framework is now a material planning consideration on any development proposal. The Framework highlights the fact that the purpose of the planning system is to contribute to the achievement of sustainable development and that there is a presumption in favour of sustainable development which can deliver:-

- i) Planning for prosperity (an economic role) - by ensuring that sufficient land of the right type and in the right places is available to allow growth and innovation;
- ii) Planning for people (a social role) - by promotion of strong, vibrant and healthy communities by providing an increase supply of housing to meet the needs of present and future generations and by creating a good quality built environment with accessible local services;
- iii) Planning for places (an environmental role) - by protecting and enhancing the natural, built and historic environment, adapting to climate change including moving to a low-carbon economy.

As such the Framework suggests local planning authorities should approve development proposals that accord with statutory plans without delay.

Local Plan for Bradford:

The Core Strategy for Bradford was adopted on 18 July 2017 though some of the policies contained within the preceding Replacement Unitary Development Plan (RUDP), saved for the purposes of formulating the Local Plan for Bradford, remain applicable until adoption of Allocations and Area Action Plan development plan documents. The site is not allocated for any specific land-use in the RUDP but is included within the Green Belt and the following adopted Core Strategy policies are applicable to this proposal.

Core Strategy Policies

DS1 – Achieving good design
DS2 – Working with the landscape
DS4 – Streets and movement
DS5 – Safe and inclusive places
SC7- Green belt
SC9 – Making great places

Parish Council:

Steeton with Eastburn Parish Council – has no comments to make.

Publicity and Number of Representations:

The proposal was publicised with a site notice with an expiry date of 3.11.18.

Four objections have been received.

A Ward Councillor has also objected and requests referral of the application to Area Planning Panel.

Summary of Representations Received:

Complaints are made about scrap metal, bales of hay being stored and other unauthorised uses of the land taking place such as sales of hay.

These have a detrimental impact on the landscape

Large vehicles visit the land causing damage and disturbance.

The business will lead to future applications for a house.

Restrictive covenants on the land mean that the previous application should not have been approved.

Damage has been caused to adjoining property.

If the polytunnels are moved to the adjacent field it is believed the various problem activities will simply carry on, causing further nuisance for the neighbouring farms.

In addition it will cause an eye sore in the green belt.

Consultations:

None.

Summary of Main Issues:

1. Principle of development in the Green Belt.
2. Impact on landscape character and amenity.
3. Amenities of occupiers of adjacent land.
4. Highway safety.
5. Other Matters Raised by Representations.

Appraisal:

Principle of Development

The application seeks permission to place 2 polytunnel buildings in the corner of a field off Redcar Lane. Whilst most other buildings are inappropriate development in the Green Belt, the National Planning Policy Framework (2018) continues to regard buildings for the purposes of agriculture as an exception to that policy. Saved policy GB1 of the RUDP also allowed for agricultural buildings in the Green Belt.

The two poly tunnels are rectangular in shape and each measures 8.5m x 14 metres and 3.25 metres in height. The agent has explained that they will contain pens through which ewes will progress as they reach different stages of lambing.

Externally, the buildings comprise white plastic sheeting and netting supported on a steel frame.

The same polytunnel buildings are presently standing on the same land holding but in a different position. Apparently, the applicant was not aware that there was a restricted covenant placed on that piece of land which has necessitated removal to a new position unaffected by that covenant.

This application therefore simply seeks to relocate the existing buildings to a new position on the land.

In a supporting statement, the agent representing the applicant explains how the structures are needed as shelter for animals that are lambing or receiving veterinary care. The applicant farms 57.2 acres of land off Redcar Lane plus separate parcels of land - 11 acres at Eastburn, 12 acres at Glusburn, 7 acres at Utley, 7 acres at Lothersdale and 4 acres at Steeton. None of the other land parcels have livestock buildings and there are none elsewhere on the land off Redcar Lane.

Across these scattered parcels of land the applicant keeps 200 Mule breeding ewes; 120 Blackface breeding ewes and 50 pedigree Texel breeding ewes along with hogs and lambs. 12 cows are also kept. The agent has explained that indoor accommodation is necessary to provide shelter from the weather for the welfare of ewes and lambs during lambing time, allowing observation and monitoring to identify potential problems.

In previous years, the applicant's ewes have given birth in rented buildings off the site. These became unavailable so planning permission was sought for the two poly tunnels on another part of the Redcar Lane land. This was granted on 22 February 2018.

However, due to land ownership issues, the poly tunnel buildings can no longer be sited in their original location, so this new application seeks approval for the buildings in a new position.

Given the submissions of the applicant's professional agricultural agent, it is accepted that the buildings are genuinely required for purposes of agriculture on this holding and they are therefore acceptable when tested against Green Belt policy.

Impact on Landscape Character and Amenity

The buildings are functional in appearance but modest in size. They are located away from the road and alongside the existing farm access in the lowest part of the field and bounded on two sides by boundary walls and close to the field gate.

Given the necessity for buildings on the land to support farming, this is considered to be a practical and unobtrusive location for them. Indeed, there is little difference in terms of effects on the character of the landscape between the proposed siting and the siting deemed acceptable under planning application 17/06869/FUL.

However, it is appreciated that the appearance of the plastic covered poly tunnels is not ideal and it is important that they do not remain in perpetuity.

Previous planning permission 17/06869/FUL included a planning condition to protect the landscape - that in the event that the buildings cease to be used for agricultural purposes for a continuous period exceeding 12 months, they shall be dismantled, the materials removed from the site and the land restored to its former condition within a period of no more than 3 months of the period of cessation, or in accordance with such other timetable as might be submitted to and approved in writing by the Local Planning Authority.

Subject to this planning condition being re-imposed, the proposal, which is essentially for re-location of the previously approved features, will not detract from the character and appearance of this upland area and is considered to accord with policies EN2 and DS2 of the Core Strategy DPD which seek to protect landscape quality.

Objectors are concerned that the use of the land by the applicant is having a detrimental impact on the landscape in other ways, such as storage of hay bales and machinery. However, the use of land for purposes of agriculture is not controlled by the planning system. The land is part of a working farm and that will involve storage of some machinery, bales of hay etc. on the land which is an incidental and inevitable consequence of farming.

Amenities of Occupiers of Adjacent Land

The proposed buildings are set a substantial distance from any nearby properties and it is not considered that they are close enough to any residential properties to have an adverse impact on their amenity due to noise, odour or other disturbance.

Highway Safety

The proposal does not raise any implications for highway safety, as there are no proposed alterations to the existing access arrangements from the public highway. It is noted that large vehicles have been accessing the site. Photos have been submitted by objectors of vehicles showing large vehicles carrying bales of hay but, again, that is part and parcel of the use of this land for agriculture.

Other Matters Raised by Representations

Objectors raise various issues unrelated to the planning matters under consideration including:

- Complaints about scrap metal, bales of hay being stored, large vehicle movements and other unauthorised uses of the land taking place such as sales of hay.
COMMENT: Officers have visited the site on announced and unannounced visits but have seen no evidence of activity that is not associated with agriculture. Storage of hay would be ancillary and incidental to the agricultural use of this farmland and the sales are understood to have been infrequent events.
- Objectors are concerned that the applicant may apply for a dwelling at the site in the future.
COMMENT: Such an application can only be considered, on its merits, if and when it arises and the LPA cannot speculate about such future proposals.
- Objectors have made comments with regard to animal welfare.
COMMENT: This is not strictly a planning issue except insofar as the stated purpose of the buildings is to improve animal welfare by providing shelter.
- Objectors refer to restrictive covenants on the land and that the previous application should not have been approved.
COMMENT: If such covenants exist it is a matter for the owner of such a covenant and is not a material planning consideration as the planning process does not consider or override private matters.
- Objectors ask whether the poly tunnels in situ will be removed.
COMMENT: The agent has confirmed this application seeks the relocation of those poly tunnels so they will be removed.
- Objectors refer to damage to fencing on the land belonging to adjoining farms
COMMENT: If this has occurred it is also a private legal matter.
- Objectors raise concerns regarding drainage because the poly tunnels on the field will cause excessive water to run onto the adjacent field.
COMMENT: The size of the poly tunnels is insignificant and is unlikely to cause significant pooling or water run off problems.

Community Safety Implications:

There are no apparent community safety implications.

Equality Act 2010, Section 149:

In writing this report due regard has been taken of the need to eliminate unlawful discrimination, harassment and victimisation, advance equality of opportunity between different groups and foster good relations between different groups. It is not however considered that any issues with regard thereto are raised in relation to consideration of this application

Reason for Granting Planning Permission:

The application is for the relocation of previously approved agricultural buildings within a farm holding. The construction of agricultural buildings not inappropriate development in the green belt area and in the new location they will not harm landscape character or local amenity any more than the previously approved development. The proposal is considered acceptable when measured against the relevant development plan policies and the NPPF.

Conditions of Approval:

1. The development to which this notice relates must be begun not later than the expiration of three years beginning with the date of this notice.

Reason: To accord with the requirements of Section 91 of the Town and Country Planning Act, 1990 (as amended).

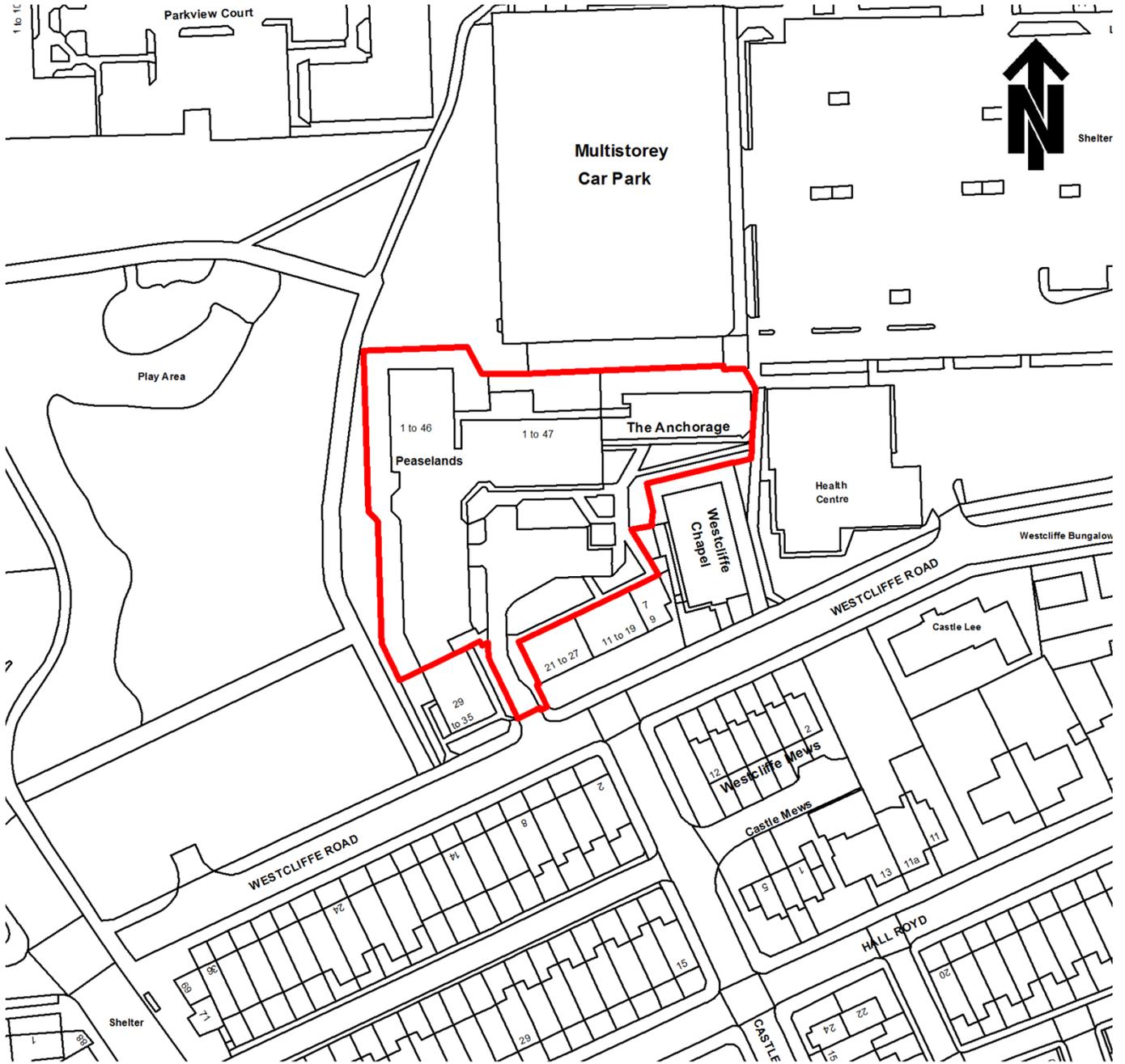
2. In the event that the buildings hereby approved cease to be used for agricultural purposes for a continuous period exceeding 12 months, they shall be dismantled, the materials removed from the site and the land restored to its former condition within a period of no more than 3 months of the period of cessation, or in accordance with such other timetable as might be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of landscape character and to maintain the openness of the green belt because the very special circumstances which justified its erection would no longer exist. To accord with Policies SC7, EN4, and DS2 of the Core Strategy Development Plan Document.

18/03126/FUL



City of
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Peaslands
Westcliffe Road
Shipley

12 December 2018

Item: C
Ward: SHIPLEY
Recommendation:
TO GRANT PLANNING PERMISSION
APPLICATION WITH PETITIONS

Application Number:
18/03126/FUL

Type of Application/Proposal and Address:

Full application for the conversion of existing ancillary day centre, together with single-storey extension and additional bay windows, to provide seven additional affordable retirement units and associated alterations to car parking and landscaping plus new kitchen extraction flue at Peaselands, Westcliffe Road, Shipley

Applicant:
Anchor Trust

Agent:
Pegasus Planning Group

Site Description:

Peaselands is a sheltered housing complex dating run by Anchor Housing Trust and built in the late 1980s. The buildings are arranged in an L-shaped form around a central courtyard. It provides housing for the elderly with accommodation in the 2 and 3 storey buildings constructed from artificial stone with concrete tiles. The complex is located on the north side of Westcliffe Road on the edge of Shipley Town Centre. Vehicular access is achieved off Westcliffe Road. To the south-east of the complex is Westcliffe Chapel, a grade II listed building and to the east is Westcliffe Medical Centre. Beyond the site to the north is the large car park to the Asda supermarket. A public footpath, Shipley 117, abuts the site to the east and provides a pedestrian link connecting Westcliffe Road to Shipley Town Centre.

This application relates to the eastern part of the complex known as The Anchorage. It is presently a day centre used both by residents of Peaselands and members of the wider community as several clubs have their base in the building. Currently, The Anchorage has a kitchen and dining room together with other facilities such as a hairdressers and office accommodation at the ground floor with the day centre meeting space and ancillary kitchen and toilet facilities at lower ground floor level.

Relevant Site History:

00/01765/FUL Interior remodelling with construction of two dormer windows, installation of an additional bedroom window and a carport Approved 26 July 2000.
84/01780/FUL Day Centre for the elderly Approved 30 May 1984.

The National Planning Policy Framework (NPPF):

The National Planning Policy Framework is now a material planning consideration on any development proposal. The Framework highlights the fact that the purpose of the planning system is to contribute to the achievement of sustainable development and that there is a presumption in favour of sustainable development which can deliver:-

- i) Planning for prosperity (an economic role) - by ensuring that sufficient land of the right type and in the right places is available to allow growth and innovation;
- ii) Planning for people (a social role) - by promotion of strong, vibrant and healthy communities by providing an increase supply of housing to meet the needs of present and future generations and by creating a good quality built environment with accessible local services;
- iii) Planning for places (an environmental role) - by protecting and enhancing the natural, built and historic environment, adapting to climate change including moving to a low-carbon economy.

As such the Framework suggests local planning authorities should approve development proposals that accord with statutory plans without delay.

Local Plan for Bradford:

Unallocated for any specific use.

Within the Saltaire World Heritage Site Buffer Zone.

Core Strategy Policies

DS1 Achieving Good Design

DS3 Urban Character

DS4 Streets and movement

DS5 Safe and inclusive places

EN3 Heritage Assets

H01 The Districts Housing Requirement

H03 Distribution of housing development

H05 Housing Density

H06 Maximising the Use of Previously Developed Land

SC9 Making great places

TR2 Parking

Parish Council:

Not applicable.

Publicity and Number of Representations:

Advertised by site notice and neighbour letters. Expiry date 12 November 2018.

47 Objections received from 36 local householders.

Petitions against the development have also been received from some of the various activity groups which have their base at The Anchorage ; Table Tennis Group, League Bowls (x2), Swing Band, Art Club, Kurling, Shipley Musical Union Male Voice Choir and Keep Fit (x2).

The Shipley MP and a Ward Councillor have written in to give support to their affected constituents.

Summary of Representations Received:

- The closure of the Anchorage would deprive a considerable number of older members of the Shipley community of the means to keep active and to socialise and this would have a harmful impact upon their health, fitness and general quality of life.
- There is an extensive list of clubs, activities and societies that rely on the facilities and many would simply cease to exist were the proposed developments to go ahead. There is nowhere else in the Shipley area that can accommodate the storage of equipment and offer equivalent space to several of the clubs, including indoor bowling, the choir and table tennis, all of which are very well attended.
- Many of the local elderly patrons do not have the means or ability to travel to alternative locations further afield.
- The Community Centre is frequented by the general public and can be hired for functions and events. It has provided the Shipley community with a place to pursue recreational activities for decades and is the centre of many people's social lives.
- The alternative provision for accommodation within the Peaslands building is unlikely to be workable and will not compensate for the loss of the existing facility and many activities would cease. The location of the replacement rooms within the housing complex could be off putting for visitors. Existing residents of Peaslands may also not welcome the influx of visitors into their home environment
- The Anchorage is more than an 'ancillary day centre' and the application is therefore misleading. The Anchorage has over 200 members and caters for people in their 50's up to those in their 90's. Activities include indoor bowling, kurling, table tennis, line dancing, keep fit, as well as being home to Shipley Art Club, Shipley Swing Band and Shipley Musical Union Male Voice Choir, who give regular concerts in the Centre.
- The decision to close the centre has been done without any consultation to patrons of the Anchorage building.
- The provision of 7 extra retirement units are not adequate compensation for the loss of these activities.

Consultations:

Highways Development Control

No objection subject to condition requiring the provision of the additional parking spaces.

Public Rights of Way

No objection. Shipley Public Footpath 117 abuts the site and would not be adversely affected by these proposals.

Drainage Section

Applicant should investigate the use of porous materials in the construction of the additional car parking and hard standing areas.

Conservation Officer

The proposal will have no impact on the setting of the World Heritage Site.

West Yorkshire Police Architectural Liaison

General comments made regarding the provision of defensible space and suggested specifications for lighting and general security measures will be conveyed to the applicant by informatives on the decision notice.

Summary of Main Issues:

Background to the Proposal.
Principle of the change of use.
Impact of the extensions and alterations.
Highway safety and parking.
Consideration of the representations.

Appraisal:

The proposal seeks approval for the change of use of The Anchorage day centre into 7 x 1 bedroomed flats for rent. These would be managed by the Anchor Trust and restricted for residents over the age of 55. This will see the number of apartments at Peaselands increase from 42 to 49.

To facilitate the change of use a number of alterations to the building and its environs are proposed, namely:

1. The addition of an elevated walkway to access the proposed ground floor flats
2. Blocking up 2 existing doorways and the formation of 3 new entrance doors plus insertion of new window openings – including bay windows
3. A small canopy over a doorway where Peaselands joins the Anchorage
4. Single storey rear ground floor extension on the northern (Asda) side of the building.
5. Modification of the extraction equipment to the existing kitchen area within the Peaselands building to enable this area to expand its catering provision.
6. Remodelling the car park area to increase the number of car parking spaces
7. Repositioning the existing gazebo feature and alterations to landscaping to facilitate some of the above.

Background to the Proposal

The applicant says the application proposal has arisen due to the Anchor Trust facing increasing costs in running the Peaselands site which has been operating at a loss for many years, coupled with the understanding that there is a shortage of sheltered accommodation for the elderly in the Shipley Area.

The Anchor Trust, in support of their application acknowledges that the Anchorage day centre provides a social resource for both internal and external customers with a variety of activities being run from the centre. However, the building is often empty, and particularly the café area, which delivers lunchtime food but is not in use prior or after the lunches are served. The building is used to provide lunches and by third party groups for an average of just 42 hours per week (over 7 days) and the income from these groups is not guaranteed as groups can often cancel activities and therefore no payment is taken for room hire in those circumstances.

Anchor say that consideration was given to trying to increase revenue generation from the day centre but this would involve considerable increases in the charges made to external groups and clubs for room hire and increasing charges for the lunches. It has judged that such increases would be likely to make the room hire charges uncompetitive and unaffordable.

Therefore the Anchor Trust has concluded that the community use is not financially viable and it can no longer continue to subsidise the costs of running the day centre plus the costs of repair and general maintenance of the building.

The Trust feels it cannot offer the rooms to an alternative occupier or tenant as this would mean it would have to relinquish control over this part of the building which may have implications for the existing residents and affect its role as a provider of affordable housing to rent for older people to which they have a duty of care.

The applicants consider that the best alternative use for the building would be to create additional sheltered housing units compatible with the existing residential complex.

Customers were advised in June of this year of the Anchor Trusts intention to close the centre.

The Anchor Trust is also taking steps to try to offset the loss of the service currently offered by the Anchorage. The kitchen within the main Peaselands building is to be enlarged to provide some of the services currently hosted within the day centre. For example lunches will still be served Monday - Friday. The existing lounge at Peaselands is to be reconfigured to give additional floor space to further enable the room to be better used as a multi-functional space. The Trust considers that the third party groups for whist and art can be accommodated in Peaselands. However activities such as curling, bowls, table tennis and line dancing cannot be accommodated in the building as these activities require extensive floor space. The Trust is currently still in discussions with the keep fit, swing band and choir groups to see if they can be accommodated elsewhere within the complex.

Principle of Development

Within the Core Strategy Development Plan Document there is no presumption in favour of retaining community facilities or uses. As the site has no specific planning policy allocation and given the fact that the surrounding area is residential in nature, the principle of redeveloping the Anchorage building for residential purposes would be acceptable in principle. The sites location is also highly sustainable being on the edge of Shipley Town Centre within easy reach of local shops, services and public transport links and would accord with the provisions of Policies HO1 and HO3 of the Core Strategy Development Plan Document. The Governments National Planning Policy Framework (NPPF) also encourages developers to focus on sites which are located within the limits of the built up settlement with good access to existing local facilities. The development of such sites, however small, would provide a valuable contribution to the Council's house building targets and reduce the need to release green belt land for housing.

The provision of 7 new units for the elderly would be commensurate with the type of accommodation provided within the rest of the Peaslands site and the density of development would accord with the provisions of Policy HO5 of the Core Strategy DPD. Being previously developed land, the re-use of the community centre for residential purposes would also accord with the provisions of Core Strategy DPD Policy HO6.

Impact of the extensions and alterations

The proposed alterations to the building to facilitate the change of use are minor in nature and sympathetic to the character and appearance of the existing building. Matching materials are proposed for the main extensions. The extension to the north side of the building will be visible from public vantage points but, given the proposal to use matching materials, no harm to visual amenity is anticipated. The new flue to serve the expanded kitchen provision is located on the western side of the building. The flue extends up to the roof however it will not exceed the height of the gabled apexes on this side of the property. When seen against the mass and bulk of the existing building, from the adjacent public vantage points from the nearby park, the overall impact of the ducting is minimal, subject to the application of a dark coloured finish. The proposal accords with Policies DS1 and DS3 of the Core Strategy DPD.

The Council's Heritage Conservation Team is satisfied that the resulting building would not impinge on the setting of the Saltaire World Heritage Site at Saltaire.

Notwithstanding the loss of the community facility, the amenities of the existing residents will not be affected by the use of the building for residential purposes. No issues of overlooking or overbearing are anticipated. The installation of the ducting should not have any impact upon the amenities of existing residents within the complex.

The proposal is considered to accord with Policy DS5 of the Core Strategy DPD.

Highway Safety and Parking

Adequate provision has been made within the site to meet the parking and turning requirements for the additional residential flats. The increase in the amount of hard surfacing is nominal, in the context of the existing car park. The existing car park is tarmac and use of a permeable alternative surface treatment would not be viable or practicable in this instance. The development is considered to accord with the requirements of Policies DS4 and TR2 of the Council's adopted Core Strategy DPD.

Consideration of the representations

There is sympathy with the comments raised by the objectors, Ward Councillor and local MP regarding loss of what is seen as a valuable local facility for meetings and activities that will be caused by the loss of the Anchorage Centre. There have been strong comments that residents of Shipley and the wider area would be adversely affected by the closure of the centre and many may suffer from the loss of the activities and social enrichment that they bring.

However, the Anchor Trust has already made the decision to close the centre and has explained in supporting statements why the facility is not viable and why the alternative, beneficial proposal for additional housing has been submitted. The Anchor Trust could choose to close the Anchorage Centre at any time, and that is a decision the LPA could not prevent.

It is also relevant that there are other spaces/buildings within Shipley Town Centre which are equally accessible and which might be hired for use by community groups displaced by the change of use. For example nearby Hall Royd Church Hall, Shipley Library and the Kirkgate Centre all of which could offer alternative meeting points. The Council as the Local Planning Authority can only consider the relevant planning merits of the proposed development and there are no specific planning policies in the adopted Development Plan which would safeguard any community facility from redevelopment in all circumstances. Whilst conscious of the Social Strand of the National Planning Policy Framework, it would be unreasonable for the Local Planning Authority to insist upon retention of an unviable facility and withhold consent for what is also a socially beneficial alternative use to provide sheltered housing.

Community Safety Implications:

Detailed comments of the Police ALO are to be conveyed to the agents for incorporation in the scheme.

Equality Act 2010, Section 149:

In writing this report due regard has been taken of the need to eliminate unlawful discrimination, harassment and victimisation, advance equality of opportunity between different groups and foster good relations between different groups. It is not however considered that any issues with regard thereto are raised in relation to consideration of this application.

Reason for Granting Planning Permission:

The proposal would make good use of previously developed land in a sustainable location where there is a demand for purpose built older persons housing. The external alterations are minor in nature and sympathetic to the character and appearance of the existing Peaselands development and wider environment. The provision of additional residential units can be achieved without adversely impacting upon the parking and servicing arrangements or the amenities of existing occupiers. As such this proposal is considered to be in accordance with Policies DS1, DS3, DS4, DS5, EN3, HO1, HO3, HO5, HO6, TR2 and SC9 of the Core Strategy Development Plan Document.

Conditions of Approval:

1. The development to which this notice relates must be begun not later than the expiration of three years beginning with the date of this notice.

Reason: To accord with the requirements of Section 91 of the Town and Country Planning Act, 1990 (as amended).

2. The development hereby permitted shall be constructed using external facing and roofing materials as specified on the hereby approved drawing number P108A received by the Council on 22.11.2018.

Reason: To ensure the use of appropriate materials in the interests of visual amenity and to accord with Policies DS1 and DS3 of the Core Strategy Development Plan Document.

3. Before the dwellings are brought into use, the additional off street car parking facility shall be laid out, hard surfaced, sealed and drained within the curtilage of the site in accordance with the approved drawings. The gradient shall be no steeper than 1 in 15 except where otherwise approved in writing by the Local Planning Authority.

Reason: In the interests of highway safety and to accord with Policies DS4 and TR2 of the Core Strategy Development Plan Document.

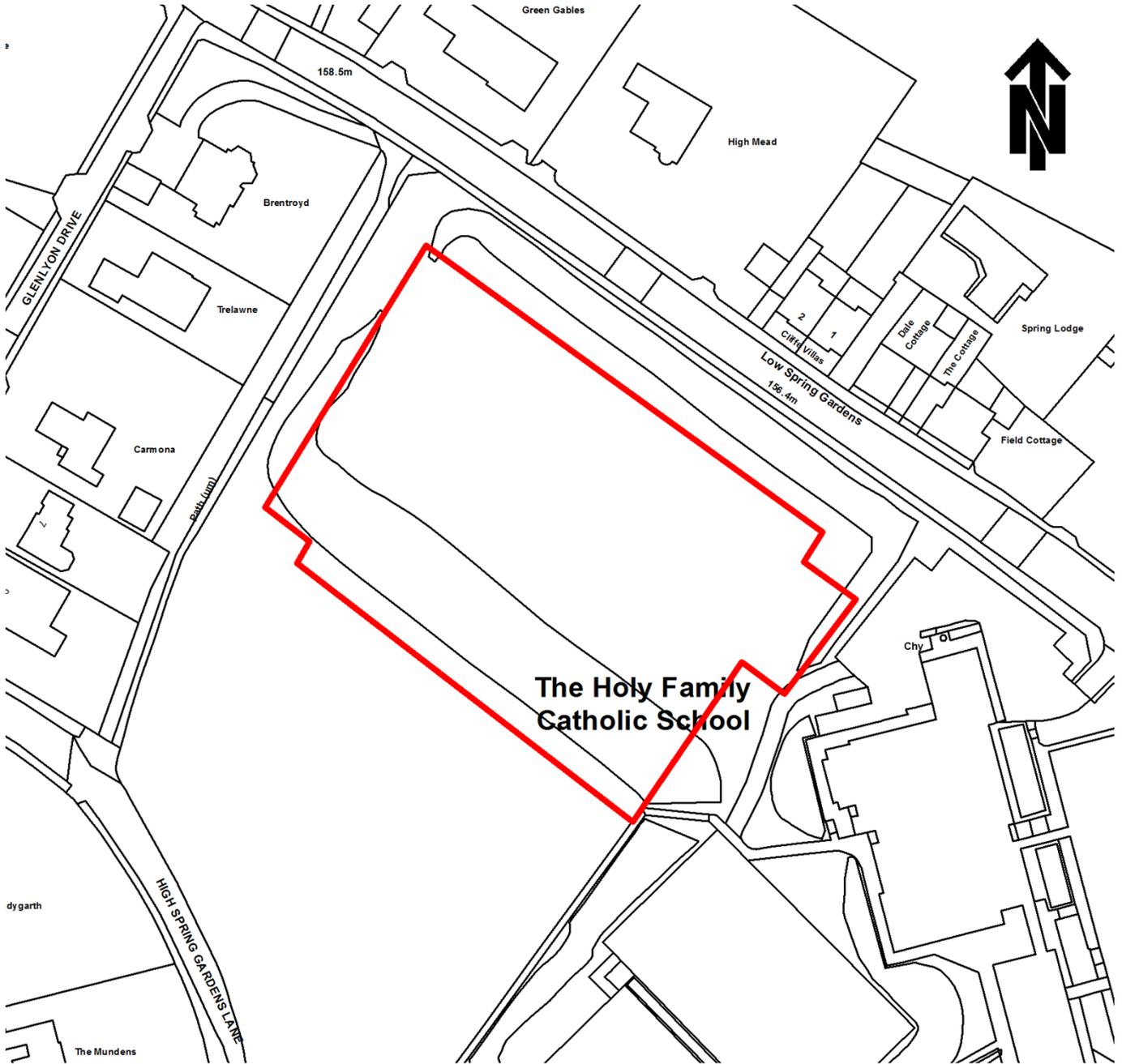
4. The new ventilation ducting serving the expanded kitchen at Peaselands shall have none other than a dark colour finish applied prior to its first use and thereafter retained.

Reason: To ensure the use of appropriate materials in the interests of visual amenity and to accord with Policies DS1 and DS3 of the Core Strategy Development Plan Document.

17/06927/FUL



City of
BRADFORD
METROPOLITAN DISTRICT COUNCIL



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The Holy Family Catholic School
Spring Gardens Lane
Keighley
BD20 6LH

12 December 2018

Item: D
Ward: KEIGHLEY CENTRAL
Recommendation:
TO GRANT PLANNING PERMISSION

Application Number:
17/06927/FUL

Type of Application/Proposal and Address:

Full application for the construction of a 3rd generation (3G) synthetic turf hockey pitch with associated features including a club house, specialist sports lighting, perimeter fencing and access features.

AMENDED TO:

Full application for the construction of a sand dressed FIH compliant synthetic turf hockey pitch capable of supporting a wide range of additional sporting activities with associated features including a club house, specialist sports lighting, perimeter fencing and access features.

The Holy Family Catholic School Spring Gardens Lane Keighley BD20 6LH

Applicant:
Holy Family Catholic School

Agent:
Geraint John Planning

UPDATE FOR MEMBERS – SUPPLEMENTARY REPORT
The Holy Family Catholic School Spring Gardens Lane Keighley BD20 6LH

BACKGROUND

This planning application was first considered by the Area Planning Panel on 29 August 2018. The Panel resolved that the application be deferred for the following reasons:

- (i) Members seek clarification about the type of synthetic pitch being proposed. Although described as a “3G” pitch on the application form, Sport England have pointed out that it is a sand dressed “AGP” pitch. Members also wanted to know what types of sport would be suitable on the type of synthetic pitch being proposed – is it just suitable for hockey?
- (ii) Members were not satisfied about lack of detail of floodlighting and want to see more precise lighting detail to be sure that light spill will not adversely affect neighbours. Members were not satisfied with reserving such detail by condition as suggested in the officer report.
- (iii) Members were not satisfied with the suggested hours of use of the pitch from 8am – 10pm. The implied intention is that sport could be played out on the pitch until 10pm every night with disturbance to neighbours at unsocial hours. The applicant is asked to review and suggest more neighbourly hours.

RESPONSE

The agents have submitted information to address these three matters:

Type of synthetic pitch

The original description of development is that it is a full application for the construction of a 3rd generation (3G) synthetic turf hockey pitch with associated features including a club house, specialist sports lighting, perimeter fencing and access features.

To clarify the type of pitch, the agents agree a proposed alteration to:

Full application for the construction of a sand dressed FIH compliant synthetic turf hockey pitch capable of supporting a wide range of additional sporting activities with associated features including a club house, specialist sports lighting, perimeter fencing and access features.

The agents offer further explanation that although capable of supporting a range of sports, the proposed pitch is most optimally designed for use for hockey (up to international level) but the proposed surface is also suitable for other activities such as 5-a-side football, non-contact rugby training, and netball bat and ball games such as rounders, tennis and lacrosse. The pitch could also be used for general curriculum / PE skills and drills, general aerobic activities and games.

In explaining its function, the agents have explained how the Holy Family School is working with Airedale Hockey Club which was building up successful junior and second-string adult teams before being obliged to leave their facility at Oakbank School in Keighley. The plan is to have training facilities at the Holy Family site which would allow Airedale Hockey Club to build up those teams again. This objective dovetails with the school's priority categories for the existing Community Sports Hall – clubs with junior, senior, intermediate teams, who are in contact with regional or national sporting bodies, holding or working towards Clubmark or similar.

The proposed development is for a full-sized hockey pitch which can also be used crossways as two training pitches. The line marking will facilitate either one full size game (max of 22 players), or two small size games (max of 24 players).

The school says it would need to maximise the use of the pitch in order to provide for the required funds for the replacement of the playing surface when necessary. There may be occasions that neither the school nor Airedale Hockey Club wish to use the pitch, so during such times it may be rented out.

The applicant cannot rule out the pitch sometimes being used for football. However, football is best suited to long pile, 3G surfaces rather than the short pile, sand dressed surface proposed by this application. It is therefore unlikely to be a popular pitch for use by local league teams. The School has previously been a home venue for a local football club but the arrangement stopped when neighbours made the school aware of the disruption the club was causing. The applicant says that in order to protect the neighbours and the pitch surface any lets will only be made to organised clubs with a strong disciplinary ethic, so to minimise any adverse effects.

Floodlights Impact

Members were not satisfied about lack of detail of floodlighting and wanted to see more precise lighting detail to be sure that light spill will not adversely affect neighbours. Members were not satisfied with reserving such detail by condition as suggested in the officer report.

A Floodlighting Impact Study with overspill light readings had already been submitted with the application in December 2017. This report by professional lighting consultants assesses the proposals for lights against the Sport England 'Artificial Sports Lighting Guidance 2012' as well as the Institution of Lighting Professionals (ILP) 'Guidance notes for the reduction of obtrusive light'.

The assessment report has been expanded significantly.

ILP guidance categorises the environment into five zones according to the degree of urbanisation and background illumination. The Holy Family site falls into Environmental Zone E3 (Suburban - Medium district brightness).

The ILP recommendations for environmental zone 3 have therefore been applied. The environmental zone 3 allocation also identifies the obtrusive light limitation for exterior lighting installations in table 2 of the ILP guidance which identifies that the light intrusion (into windows) pre-curfew for such zones is 10 lux.

The lighting spread details are shown on a submitted diagram by the lighting consultant's plan (reference HLS03493/REV5). This drawing shows the proposed mast locations, floodlight orientation, pitch lighting levels and overspill predictions. The lighting consultants are Halliday Lighting who the applicant says is a very experienced company specialising in sports lighting provision and delivering such schemes over the past 55 years.

The light spread plan will be available to the Panel meeting. It shows the light spill from the proposed development, with lux levels contours and values shown in blue. The contours include 50, 25, 15 and 5 lux. As shown above, the 5 lux contour reaches the edge of Spring Gardens Lane at its extremity, it does not spread to the carriageway OR any residential properties or gardens opposite the site.

The proposed floodlighting system has been designed using floodlights manufactured by Siteco Lighting and are high output floodlights, which feature Nano optic's which are specifically designed to reduce upward waste light and overspill.

The proposed masts are 15m high, in line with the calculated optimum, resulting in floodlight beam elevations of between 5 degrees and 10 degrees which complies with the ILP recommended maximum of 70 degrees. Drawings of the floodlight masts are now submitted. In addition, a detailed drawing of the proposed rear cowl is also attached (entitled Siteco A3 MAXI Rear Cowl).

To accompany the Light Lighting Impact Assessment undertaken by independent specialist Neil Johnson Sports Lighting Consultants Ltd, 3D-renders have been produced showing the extent of lighting. These will be available to the Panel meeting and the agents say the renders illustrate the very minimal light spill which would result from the proposed lighting scheme.

The agents also confirm that a timer will be installed to the proposed lighting system, which will automatically turn the lights off. Therefore, there is no risk of the lighting be used beyond the approved time, or of lighting being accidentally left on during the night.

The proposed lighting system has been designed to meet the specific lighting requirements of ball sports, whilst ensuring that nationally recognised environmental lighting standards are adhered to. The agents say measures to protect local amenity would be adhered to. The proposed system will allow participants to play in safety whilst maintaining the amenity of neighbouring properties. The agents argue that the submitted evidence prepared by specialist lighting experts shows that any light spill created by these efficient, modern lighting fixtures will be very minimal and light spread will not impinge on the highway or residential properties near the site.

Hours of use

Members were not satisfied with the suggested hours of use of the pitch from 8am – 10pm. The applicant was asked to review and suggest more neighbourly hours. The following has been suggested as an amendment to proposed condition 3:

Use of the AGP pitch for purposes of sport shall take place only during the hours of 8am to 9pm Monday – Friday, and from 9.00am to 6pm on Saturdays, Sundays, Bank and Public Holidays.

Reason: To safeguard the amenity of occupiers of nearby residential properties

CONSULTATIONS

The Council's Highway Officer and Street Lighting Officer have been consulted with the additional details. The Council's Street Lighting Officer has confirmed the validity of the approach to lighting that has been taken by the agents and considers that the assessment meets professional requirements and that the scheme is acceptable.

The Highway Officer is satisfied that the lighting will not create a hazard on adjacent roads.

AMENDMENTS TO THE SUGGESTED CONDITIONS

In response to receipt of the additional information it is proposed that the previous suggested conditions be amended.

Condition 3 suggested that, unless otherwise agreed in writing, the floodlights and therefore the artificial pitch shall not be used between the hours of 2200 to 0800 on any day of the week.

It is suggested that this now says

“Use of the AGP pitch for purposes of sport shall take place only during the hours of 8am to 9pm Monday – Friday, and from 9.00am to 6pm on Saturdays, Sundays, Bank and Public Holidays.

Reason: In the interests of the amenities of neighbouring residents and to accord with Policy DS5 of the Core Strategy Development Plan Document for Bradford”.

Condition 4 required agreement of floodlight details prior to the playing field being brought into use. These details are now received and if acceptable to the Planning Panel it is suggested that Condition 4 be amended to say:

“The floodlights shall be installed in strict accordance with the agent’s letter dated 8 October 2018 and the accompanying Lighting Impact Assessment Report Ref. SP1159 dated 14 September 2018. It shall be designed and subsequently maintained and operated so as to achieve luminance levels and maximum light spill as indicated on the Lighting Impact Drawing Ref. HLS03493 Revision 5.

Reason: To prevent any adverse impacts on the residential amenity of surrounding dwellings and to accord with Policies DS5 and DS4 of the Core Strategy Development Plan Document for Bradford.”

Condition 5 relates to unexpected contamination and starts “If, during the course of development, contamination not identified is found to be present,...”. However, to properly reflect advice from the Environmental Protection Officer and to ensure the condition is precise, this should be amended “...not previously identified...”.

Subject to the above, Officers recommend approval of the application.

APPENDIX – PREVIOUS OFFICER REPORT TO AREA PANEL 29 August 2018

Ward: Keighley Central (ward 15)

Recommendation : To grant planning permission with conditions

Application Number:

17/06927/FUL

Type of Application/Proposal and Address:

Full application for the construction of a 3rd generation (3G) synthetic turf hockey pitch with associated features including a club house, specialist sports lighting, perimeter fencing and access features.

The Holy Family Catholic School Spring Gardens Lane Keighley BD20 6LH

Applicant:

Holy Family Catholic School

Agent:

Geraint John Planning

Site Description:

The site is an established secondary school complex adjacent to Spring Gardens Lane on the north-west outskirts of Keighley. The proposed synthetic turf hockey pitch would be beyond the cluster of school buildings and set back from the existing stone wall bordering the pavement to Spring Gardens Lane. There is a line of trees along the road frontage beyond which a grass covered bank rises up to a level area on which the current football pitch is located. Residential properties are located across Spring Gardens Lane. To the north-west, beyond a public footpath and concealed behind a belt of mature trees are the back gardens to residential properties on Glenlyon Drive. The playing pitches of the school rise up towards further residential properties set at greater distance to the south west along Hawkstone Drive.

Relevant Site History:

18/02505/FUL - Entrance porch extension to school – GRANT

04/01687/FUL - New extension and car park – GRANT

04/01571/FUL - Erection of garage - GRANT

03/00823/FUL - Demolition of bungalow and construction of a new sports hall - GRANT

03/00093/FUL - New extensions and car park - GRANT

The National Planning Policy Framework (NPPF):

The National Planning Policy Framework was updated in July 2018 and is a material planning consideration on any development proposal. It says the purpose of the planning system is to contribute to the achievement of sustainable development, explaining that achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

- a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
- b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy

As such the Framework suggests local planning authorities should approve development proposals that accord with statutory plans without delay.

Replacement Unitary Development Plan (RUDP):

Playing fields

Core Strategy & Replacement Unitary Development Plan (RUDP):

The Core Strategy for Bradford was adopted on 18 July 2017 and so policies contained within it now carry significant weight. Some of the policies contained within the RUDP, however, are saved until adoption of the Allocations Development Plan Document/Area Action Plan Development Plan Documents.

Policies contained within the Replacement Unitary Development Plan (RUDP), saved for the purposes of formulating the Local Plan for Bradford, remain applicable until adoption of Allocations and Area Action Plan development plan documents. The playing fields at Holy Family are protected as Playing Fields by Policy OS3 of the RUDP.

The following adopted Core Strategy policies are applicable to this proposal.

Core Strategy Policies

- EN1 – Open Space, Sports and Recreational
- DS1 – Achieving Good Design
- DS2 – Working with the Landscape
- DS3 – Urban Character
- DS5 – Safe and Inclusive Places
- EN8 – Environmental Protection Policy

Saved RUDP Policies

- OS3 – Playing Fields

Parish Council:

Keighley Town Council recommends refusal. The proposals will result in drastic changes to the landscape and the levels of artificial lighting. The Town Council considers that there are more appropriate sites nearby for such a facility to be developed.

Publicity and Number of Representations:

Publicised by neighbour notification letters and site notice with date for comments of 30.01.2018.

43 Letters/emails of comment have been received from 29 addresses with 39 objecting to the proposal, and 3 in support.

A petition has been received objecting to the proposal with 53 signatures.

Summary of Representations Received:

- Proposal would create a harmful visual impact when viewed from the road.
- Proposed floodlights would result in light pollution.
- Earthworks would require excessive lorry movements.
- Nocturnal animals could be affected by the proposal.
- Parking and traffic problems around the site would be made worse.
- Springs may be disturbed with potential flooding onto adjoining land.
- Late night use would add to noise and disturbance for nearby residents.
- Proposed clubhouse would block natural light to neighbouring property and could be licensed to sell alcohol.
- Proposal would introduce overlooking of residential property.
- The proposal is a much needed sports facility in the area.
- The project will be of great benefit to both pupils of the school and the wider community.

Consultations:

Sport England (updated response 9th July 2018) – The amended summer and winter pitch layouts are suitable and Sport England remove their previous objection. Suggest conditions.

Highways DC (21st June 2018) – No objections raised. Suggest Conditions.

Landscape Architect – The proposals impact on the character of the street (Spring Gardens Lane) should be regarded as negative.

West Yorkshire Police (Police ALO) – No objections are raised

Yorkshire Water – No objections raised. Suggest drainage details should be required for approval by way of condition.

Minerals and Waste Planning – No objections raised, details required regarding cut and fill material and mitigation measures during construction works regarding noise, dust etc.

Trees Team – Any construction damage could be mitigated by tree planting which could soften some of the impact of the proposed. If being recommended for approval appropriate tree protection conditions are tree planting can be imposed TBA with trees team.

Environmental Health (Pollution Team) – No objections raised. Suggested conditions are attached.

Environmental Health (Health and Wellbeing) – Concerns were raised regarding the impact of the proposal with regards to noise and lighting.

Summary of Main Issues:

Principle of sports development
Impacts on residential amenity
Impact on landscape character
Highway Safety
Other Issues raised

Appraisal:

The proposal

The application seeks permission for a new 3G synthetic turf playing pitch with associated specialist sports lighting, perimeter fencing and access features. It is to be installed on an existing grass sports pitch close to the school's Spring Gardens Lane frontage. A clubhouse building to accommodate a hockey club and including changing facilities is also proposed towards the cluster of school buildings.

The construction of the artificial pitch would require associated cut and fill earthworks to create the necessary level playing pitch area. The proposal includes floodlighting along the sides of the pitch and to achieve a level surface there will be a requirement to excavate an area of steep banking along the south western edge to allow the pitch and lighting to be accommodated. The current playing area is to be raised by around 2 metres.

An existing gravel pitch within the school grounds to be re turfed using existing top soil and turf from the pitch area. This would maintain the amount of natural grass pitches within the site and is a requirement of Sport England.

The pitch would be used by the school to improve its sports facilities but would also be used by local sports clubs who are in partnership with the school - primarily a local hockey club - during the evenings and weekends. The lettings of the pitch would generate income required by the school to maintain the pitches throughout the site.

Principle of the development

The site already comprises existing turfed playing fields being part of the long established school grounds at Holy Family School, a mixed comprehensive school and sixth form. The land is protected for purposes of sport by the RUDP but as it would remain as a playing field, and as the synthetic pitch is designed to allow year round use and thereby enhance provision, the development is acceptable in principle and no fundamental conflicts with RUDP saved policies or policies of the Core Strategy are presented.

Throughout the consideration of this application discussions have taken place with Sports England to ensure that suitable playing field provision will be retained on the site. Following a number of revised layouts Sport England now confirms that sufficient provision is being retained and the proposal is therefore acceptable. Sport England has suggested a condition regarding drainage details for the proposed replacement turfed pitch to the rear of the school to ensure it is suitable for continued sports use.

Impact on Residential Amenity

A petition has been received and many objections have been made by neighbours regarding the potential impact of the development in terms of:

1. The use of the land for sport and the noise and disturbance arising from that use.
2. Disturbance during the excavation and other works.
3. Impacts on amenity arising from the proposed lighting.
4. Additional concern has been raised regarding overlooking from the playing field due to its elevated position in relation to houses on Spring Gardens Lane.

Some additional concerns have been raised regarding late night use and uncertainty regarding the management of the proposed clubhouse building.

The comments from the Health and Wellbeing section on these points are also noted. Nearest residential properties are around 30 metres from the site, which is currently a sports pitch. The boundary between the school site and the residential property to the north west is defined by a belt of mature trees and a public footpath.

The use of the land for sport and the noise and disturbance arising from that use

The residential properties likely to be affected are those to the north east, directly across Spring Gardens Lane and those to the west on Glenlyon Drive.

However, the site is already a sports field and as such there would already be a degree of noise and disturbance that is already established. The proposed synthetic pitch would introduce more intensive activity and prolong the sports use during the evenings - in particular through the winter months given the proposed floodlighting.

However, the site is already used as a sports pitch, whilst the 3G pitch would allow more intensive use; the impacts need to be balanced against the community benefits.

A condition is suggested whereby hours of use are proposed to be 8 am till 10 pm Monday-Sunday and Bank Holidays and would be used by the school and selected community uses.

Noise and nuisance during construction

The engineering operations arising would involve some temporary disturbance and a standard condition restricting hours of construction works to between 0730 and 1800 would seem reasonable.

Floodlighting

A lighting scheme is proposed by way of 8 floodlights. A light report and light spill diagram has been submitted with the application. This analysis shows that the proposed lighting would focus on the playing pitch and would not spill outside the site. It would be sufficient to allow the safe use of the pitch for players whilst maintaining acceptable impact for neighbours. The degree of separation from the adjoining properties and the tree belts – particularly to the rear of properties on Glenlyon Drive would also reduce the severity of any impact from lighting, as would the proposal for additional planting to Spring Gardens Lane.

A condition should also be attached to any permission to require submission of further detail of lighting and to require agreement of the final lighting details. Care would be taken ensure that the light sources do not cause light pollution and there would be a requirement to ensure that lights were timed to shut down after play has finished and to include light shields if necessary to further ensure acceptable impact for neighbouring residential property.

Overlooking

With regard to the potential for overlooking, whilst the synthetic playing field would be elevated above the level of the existing grass pitch, the difference is only around 2 metres. The position of the pitch is also set back inside the site, well back from the road frontage. Users would be focused on sport and contained within the mesh fence. The additional potential for overlooking is not a significant problem given the existing substantially elevated nature of the playing field.

Clubhouse use

The applicants have said that the school already hosts activities and local groups/clubs on evenings and weekends, some to 10pm in the evening through the week and between 9.00am and 2.00pm on Saturdays.

The applicant says that the proposed clubhouse is not applying for an alcohol licence and that facilities would not operate as a bar. It is proposed to close at 10pm. Any application for a licence to serve alcohol would be considered under separate application. Given the existing use of the site out of school hours there is already an established degree of activity from the site.

The overall impact on local and residential amenity is considered to be acceptable and the proposal, subject to conditions, complies with the requirements of policies EN8, DS3 and DS5 of the Core Strategy Development Plan Document.

Impact on the landscape and visual amenity

The school occupies a sloping site with levels rising from Spring Gardens Lane upwards towards the south western boundary. As such the existing school playing fields are terraced to create level playing field areas. The proposed artificial playing field would occupy largely the same site as existing sports pitch closest Spring Gardens Lane which is retained by steep and treed bank running beyond the stone boundary wall and elevated above Spring Gardens Lane.

The clubhouse/changing facility building :

Whilst two storeys in height is proposed to be set into the bank such that its impact visually would be limited, particularly given its siting adjacent existing school buildings. This building would not be unduly prominent in views. The lower ground area would front onto the existing hard standing and car parking area with the upper floor being at the same level as the playing pitch, from where it would appear single storey. Materials are proposed to match the existing school with a mix of buff and grey brick. The clubhouse would have limited visual impact given the presence of the existing cluster of school buildings.

The synthetic 3G sports pitch

The supplied earthworks drawings and site sections show that the edge of the raised plateaux will be increased in height by approximately 2 metres. On top of this will be the proposed metal fence which is to be 4.5 metres high, and spaced next to the fence, the tall lighting columns.

The existing steep bank between Spring Gardens Lane and the playing field would be raised but the increase in height of this banking would follow the existing grading back into the site as a continuation of the existing slope, with the slightly more elevated synthetic playing field area set back into the school site.

The site is adjacent to Spring Gardens Lane, and the proposed new open mesh fence around the pitch would be approximately 18 metres away from the existing stone wall bordering the pavement. Inside the wall, the grass covered bank associated with the current football pitch rises well above wall height. At the foot of the bank just inside the wall there are mature trees and some low level foliage. There are some relatively unobstructed through views from the road to the grass bank between and under the tree canopies.

The top of the fence will be around 10 metres above the height of the pavement of Spring Gardens Lane.

The pitch itself would not materially affect the landscape but it is appreciated that the fence and floodlights would present quite a change of character in the local area. The raised bank, fence and lighting columns will be more apparent in the winter months than during the summer, and generally the proposed facility will tend to make the street space feel more enclosed than it is now. Generally the street here is characterised by stone boundary walls, older stone housing some set close to the road, and a significant tree and green garden presence.

The Council's Landscape Architect has concluded that if this proposal proceeds to construction, its impact on the character of the street in this particular location should be regarded as negative, as the sports facility will tend to attract the eye, particularly when the floodlights are in operation. The floodlights would stand 15 metres high and would be visible and more prominent under illumination.

These concerns are echoed in representations on the application.

However, whilst the proposals would have some visual impact, this should be balanced against the benefits the proposal would have for the school and wider community in providing the improved sports facilities. It is also noted that the existing sports pitch is located on a steeply banked area, significantly higher than Spring Gardens Lane. There is also an established belt of trees which help to screen the school site from Spring Gardens Lane and from Glenyon Drive.

The proposed floodlighting and open mesh fencing is typical of what might be expected within the grounds of an established school and as part of its playing fields. Whilst the fencing would be 4.5 metres high behind the goals the fencing to the longer sides of the pitch would be 3 metres in height.

The agent has advised that to further screen views from Spring Gardens Lane, improved planting and landscaping could be added to that perimeter. Final details of the landscaping and planting should be secured by way of condition and could suitably mitigate visual harm.

On balance, whilst having an impact on local character, the benefits of the facility outweigh these concerns and the proposed development is judged acceptable subject to appropriate protection of the existing trees and new landscaping and planting. The proposal will not create a significantly harmful visually dominant or incongruous feature in the local area and is therefore considered acceptable and compliant with policies EN4, DS1, DS2 and DS3 of the Core Strategy.

Highway Issues

The proposal does not include any alterations to the existing permanent school access points via Spring Gardens Lane. The pitch and clubhouse would use existing accesses and car parking.

As with most schools there are established parking and congestion issues on Spring Gardens Lane and the objectors fear these would be aggravated by the new pitch and clubhouse development.

Whilst the proposed artificial surface would allow use of the site for sport to intensify its use - principally by extending the times of likely use later into the evenings. This will typically be outside of the school day however and as such traffic associated with use by sports clubs and community groups in the evenings would not be likely to exacerbate the usual difficult times around the start and finish of the school day.

The Councils Highway Officer requested additional information from the applicants regarding parking facilities, staff use requirements and out of school activities already taking place on site. This is provided in a submitted Parking Management Strategy. The travel to work information within this shows that there is sufficient parking within the site for staff and in the evening and there is currently little on-street parking. Amongst other measures proposed in the Parking Management Strategy (to encourage non car use) this has identified a location for creating overspill parking within the school site. This would be brought into use if required for peak events – such as hockey matches attracting an audience.

This is considered to be acceptable and the Highway Officer advises a condition be attached to ensure that the Parking Management Strategy is kept in place whilst ever the proposed use exists.

For the reasons noted above and following advice from the Councils Highways section, the proposal is acceptable in terms of the impact on highway safety, thereby compliant with policy DS4 of the Core Strategy and the National Planning Policy Framework.

Other Issues

Bats – A preliminary ecological survey has been undertaken and accompanies the application. Survey has been undertaken which has highlighted low levels of bat activity around the site. Any trees around the site with any bat roost potential are well clear of development proposals and would remain unaffected.

Land Contamination – The land is understood to be tipped landfill ground and a Phase 1 assessment has been submitted which confirms previous landfill on the site. However, the findings of the report are that this is not a constraint to the proposed works which has been accepted by the Councils Environmental Health section.

Trees – No tree removal is proposed and the development could be undertaken without harm to the important tree belts to the north east and the north-west. The applicant has submitted proposals for tree protection during development and additional planting is also being proposed to improve screening along Spring Gardens Lane. Conditions regarding tree protective fencing and for approval of the details of new tree planting/landscaping should be attached.

Community Use Agreement – Sport England’s objection is withdrawn subject to requiring a Community Use Agreement whereby the synthetic pitch and new changing facilities can be accessed by non-school groups. That agreement document will set out and allow a suitable mechanism to control and manage the facility.

It is understood that such an agreement is already in process of being approved between the school and the sports club. It is considered that access to the school grounds needs to be managed by the school and that there is no need for the Local Planning Authority to be involved in negotiations appertaining to that agreement.

Community Safety Implications:

None identified.

Equality Act 2010, Section 149:

In writing this report due regard has been taken of the need to eliminate unlawful discrimination, harassment and victimisation, advance quality of opportunity between different groups and foster good relations between different groups. It is not however considered that any issues with regard thereto are raised in relation to consideration of this application.

Reason for Granting Planning Permission:

The impacts of the proposal for local visual amenity, residential amenity and highway safety are not significant and are outweighed by the benefits of the proposals for sport and education. The proposals are therefore considered to comply with the aforementioned policies of the Core Strategy Development Plan Document and the National Planning Policy Framework.

Conditions of Approval:

1. The development to which this notice relates must be begun not later than the expiration of three years beginning with the date of this notice.

Reason: To accord with the requirements of Section 91 of the Town and Country Planning Act, 1990 (as amended).

2. Before any development involving the proposed clubhouse/changing facilities progresses above damp proof course level, arrangements shall be made with the Local Planning Authority for the inspection of all external facing and roofing materials to be used in the sports enclosure hereby permitted. The samples shall then be approved in writing by the Local Planning Authority and the development constructed in accordance with the approved details.

Reason: To ensure the use of appropriate materials in the interests of visual amenity and to accord with Policies DS1 and DS3 of the Core Strategy Development Plan Document.

3. Floodlight use
Unless otherwise agreed in writing the floodlights hereby approved shall not be used between the hours of 2200 to 0800 on any day of the week.

Reason: In the interests of the amenities of neighbouring residents and to accord with Policy DS5 of the Core Strategy Development Plan Document for Bradford.

4. Floodlight details
Prior to the playing field being brought into use, details of the floodlight design, including the proposed type of luminaries, means of minimising light overspill, the predicted vertical illumination (lux) levels and details of the floodlighting columns have been submitted to and approved in writing by the Local Planning Authority. These details shall also include details of mechanisms for control of the timing of the lights.

The development shall then be undertaken in accordance with the approved details and maintained in perpetuity.

Reason: To prevent any adverse impacts on the residential amenity of surrounding dwellings and to accord with Policies DS5 and DS4 of the Core Strategy Development Plan Document for Bradford.

5. Unexpected contamination
If, during the course of development, contamination not identified is found to be present, no further works shall be undertaken in the affected area and the contamination shall be reported to the Local Planning Authority as soon as reasonably practicable (but within a maximum of 5 days from the find). Prior to further works being carried out in the identified area, a further assessment shall be made and appropriate remediation implemented in accordance with a scheme also agreed in writing by the Local Planning Authority.

Reason: To ensure that the site is remediated appropriately for its intended use and to comply with policy EN8 of the Local Plan for Bradford.

6. Surface Water Drainage

Notwithstanding the details contained in the supporting information, the drainage works to the new pitch developments shall not commence until full details and calculations of the proposed means of disposal of surface water drainage, based on drainage principles that promote water efficiency and water quality improvements through the use of SuDS and green infrastructure to reduce its effect on the water environment have been submitted to and approved in writing by the Local Planning Authority.

The development shall thereafter only proceed in strict accordance with the approved drainage details.

Reason: In the interests of the amenity of future occupiers, pollution prevention and the effective management of flood risk and to accord with Policies DS5, EN7 and EN8 of the Core Strategy Development Plan Document.

8. Tree Protection

The development shall not begin, nor shall there be any demolition, site preparation, groundwork, materials or machinery brought on to the site, nor shall there be any work to any trees to be retained until tree protection measures are installed as shown in the submitted arboricultural method statement and Tree Protection Plan Ref. 170816 TPP SECTIONS 1 and 2 which were received by the Council on 20 December 2017.

Upon completion of the Tree Protection fencing and other measures, no other work shall be carried out until the Local Planning Authority has inspected the positions and specifications of the fencing and other measures and given its written confirmation that it has been correctly installed.

Reason: To ensure that trees are adequately protected prior to development activity on the site which would otherwise unacceptably harm trees to the detriment of public visual amenity and to accord with policy EN5 of the Local Plan for Bradford.

9. Retain Tree Protective Fencing

The approved tree protection measures shall remain in place, shall not be moved, removed or altered for the duration of the development without the written consent of the Local Planning Authority. There shall also be no excavations, engineering or landscaping work, service runs, or installations, and no materials will be stored within any construction exclusion zones or tree protection without the written consent of the Local Planning Authority.

Reason: To ensure that trees are adequately protected during the construction period in the interests of visual amenity and to accord with policy EN5 of the Local Plan for Bradford.

10. Tree Planting/Landscaping

Prior to the playing field being brought into use, a scheme of tree planting and landscaping shall be carried out around the perimeters of the 3G sports pitch. This shall be carried out in accordance with details that shall first be submitted to and approved in writing by the Local Planning Authority.

The tree planting/landscaping scheme shall show the proposed numbers of trees and shrubs in each position with size of stock, species and variety.

Any trees or plants comprising the approved landscaping that become diseased or die, or which are removed or damaged within the first 5 years after the completion of planting shall be removed and a replacement landscape planting using the same or similar species/specifications shall be planted in the same position no later than the end of the first available planting season following the demise of the original landscape planting.

Reason: In the interests of visual amenity and to accord Policies EN5, DS2 and DS3 of the Core Strategy Development Plan Document.

11. Parking Management Strategy

The development shall operate in accordance with the submitted Parking Management Strategy Dated March 2018.

Reason: In the interests of highway safety and to accord with Policy TR2 of the Core Strategy Development Plan Document and the National Planning Policy Framework.

12. Construction work shall only be carried out between the hours of 0730 and 1800 on Mondays to Fridays, 0730 and 1300 on Saturdays and at no time on Sundays, Bank or Public Holidays, unless specifically agreed otherwise in writing by the Local Planning Authority.

Reason: To protect the amenity of the occupants of nearby dwellings and to accord with Policy DS5 of the Core Strategy Development Plan Document.