

APPLICATION NUMBER: 23/01211/FUL

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.

23/01211/FUL

CASE OFFICER

Tom Hiles

DETERMINATION DATE 17.01.2024 EXT OF TIME 23.04.24

Address: Kingsway Park High School, Turf Hill Road Rochdale OL16 4XA

Proposal: Refurbishment of existing artificial grass pitch (AGP) with new synthetic turf surfacing, alteration to fencing to create access for a storage container, upgrading of existing 8no column floodlight system lighting provision to LED to athletics track floodlighting, replacement of 8no column floodlight with 12m high column system with LED lighting to pitch floodlighting and siting of a storage container to house maintenance equipment

PUBLICITY	Weekly list expired?	Y	Site notice expired?	Y
	Neighbour letters expired?	Y	Press Notice expired?	N/A

DELEGATION	Significant departure from local plan?	N	Contrary to national policy?	N
	Applicant a Council Member or officer?	N	Contrary to previous decision?	N
	Major with 10 or more objections and recommending approval?	N	Called in or Planning Panel objection?	N

COMMENTS	Planning Panel comments received?	N
	Neighbour comments received?	N

EIA	Screening opinion completed and saved to Onbase?	N/A
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CONDITIONS	Pre-commencement conditions proposed?	Y
	Pre-commencement conditions agreed (or notification period expired)?	Y

RECOMMENDATION	Approve, with conditions
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SITE

The application site is the school sports fields at Kingsway Park High School in Rochdale, located to the south-east of the town centre south of the A664 Kingsway, near to the junction with A6193 Sir Isaac Newton Way.

The site is surrounded to the west, south and south east by residential dwellings, to the north by St Peter's primary school, and to the north-east, on the far side of the A6193 by a public house and undeveloped land forming part of the Kingsway Estate. Land to the immediate east is another undeveloped plot within the estate. The site is within the Defined Urban Area as designated by UDP saved policy G/D/1.

The sports fields comprise multi-use artificial surface sports pitches and a separate running track and athletics area. The multi-use pitches are served by eight 8m column floodlights, and the athletics area is served by a further eight 12m column floodlights. The existing floodlights use metal halide lamps.

The multi-use sports pitches were approved in 2012 (ref 12/55876/FUL) subject to a number of conditions including limits on their hours of use, and approval of management arrangements and approval of details of community use.

PROPOSAL

The application proposes alterations and improvements to the existing facilities, as follows:

- ❑ Replace the surface of the existing sports pitches with synthetic turf
- ❑ Install a storage container for maintenance equipment adjacent to the artificial sports pitches, and alter the existing fence to provide access.
- ❑ Replace the existing 8m floodlights at the sports pitches with 12m floodlight columns, using LED lights.
- ❑ Upgrade the existing 12m floodlights at the athletics track with LED lights

In addition to plans and drawings, the application is supported by a Design and Access / Planning Statement and light spill calculation reports and plans, which were supplemented/updated during determination in response to comments from the Street Lighting officer.

The application was originally described as follows:

Refurbishment of existing artificial grass pitch (AGP) with new synthetic turf surfacing, alteration to fencing to create access for a storage container, upgrading of existing 8no column floodlight system lighting provision to LED to pitch floodlighting, replacement of 8no column floodlight with 12m high column system with LED lighting to athletics track floodlighting and siting of a storage container to house maintenance equipment.

This description (and corresponding description in the supporting PDAS) did not correspond with the proposed plans, in that it indicated the wrong set of existing 8m columns would be replaced with new 12m columns.

Following clarification from the applicant's agent the description of development has been corrected (as noted at the top of this report), and an amended PDAS has been submitted, to correctly reflect the proposed plans. Repeat neighbour notification was undertaken with the revised description for the full statutory period

RELEVANT PLANNING POLICY

National

National Planning Policy Framework (NPPF)

National Planning Practice Guidance (NPPG)

Sub-Regional

Places for Everyone Joint Development Plan (PfE)

The Places for Everyone Joint Development Plan was adopted and became part of the statutory development plan for each of the 9 authorities covered by the plan on 21st March 2024. The following policies are relevant:

JP-P1 - Sustainable Places

JP-P7 - Sports and Recreation

Local

Adopted Rochdale Core Strategy (CS):

DM1 General development requirements

SD1 Delivering sustainable development

Creating successful and healthy communities (SO2)

C6 – Improving health and well being

C7 - Delivering education facilities

C8 - Improving community, sport, leisure and cultural facilities

Improving design, image and quality of place (SO3)

P1 - Improving image

P3 - Improving design of new development

Promoting a greener environment (SO4)

G9 - Reducing the impact of pollution, contamination and land instability

Unitary Development Plan (UDP):

G/D/1 Defined Urban Area

G/3 Protection of Existing Recreational Open Space

EM/7 Development and Flood Risk

EM8 Protection of Surface and Ground Water

RELEVANT SITE HISTORY

22/00571/PSID - Demolition of existing teaching building, erection of three-storey teaching building and canopy structure including installation of solar panels, erection of sub-station, refurbishment of retained buildings including two new stair cores, siting of temporary classroom, relocation of MUGA pitch, landscaping and other associated works. Approved with conditions, 27/07/2022

12/55876/FUL - Installation of artificial all weather kick pitch including 4.5 metre high ball stop fencing and associated perimeter floodlighting and landscaping. Approved, 09/12/2012

03/D42071 - Construction Of Athletics Track With Associated Access Fencing And Floodlighting. Approved with conditions, 05/03/2004

04/D44556 - Installation Of 3.6M High Fencing Alongside Stiups Lane (Revised Proposal D42071). Approved with conditions, 04.01.2005

CONSULTATION RESPONSES

Highways And Engineering

The site has an established sports use and it would appear that the development proposals would have minimal highway impact so Highways would raise no objections to it. As with all developments within school grounds we would ask that the applicant produces a Construction Method Statement for approval to ensure that a high standard of safety is maintained during the construction period.

Environmental Health – Light Nuisance

This section has no objections to the proposals

Sport England

First response 07.12.23

There is currently insufficient information to enable Sport England to assess the application against the National Planning Policy Framework (NPPF), in particular paragraph 99, and Sport England's Playing Fields Policy. We therefore submit a holding objection pending receipt of the information set out below.

1. *Further information to explain the location for the construction site compound.*

The relationship between the compound and the playing field was raised during pre-application and at that point was indicated to be located on playing field and therefore needed to be assessed under Sport England's Playing Field Policy. It is likely that it can be assessed under Exception 4, if it for a temporary period only, however until further information is submitted this cannot be confirmed and the details need to be assessed against the Playing Field Policy and NPPF paragraph 99.

Sport England's 'Playing Fields Policy and Guidance Document' provides further details about how we assess planning applications against our policy, and the application information requirements to enable such an assessment. A weblink to the policy and a summary of the exceptions within it is provided in the annex to this response.

Revised response (summarised) 25.01.24 following response from applicant

Sport England withdraws its previous objection, subject to conditions, to the application because it is considered to broadly accord with Exception 5 of our Playing Fields Policy or paragraph 103 of the NPPF.

Recommended Conditions:

(Summarised):

1. Approval of details of works compound and site restoration

2. Approval of details to ensure continuity of alternative for existing sports provision during construction
3. Approval of community use agreement with Sport England
4. Certification and registration of the artificial grass pitch
5. Management and maintenance scheme

Schools Service

We would support this application.

Lead Local Flood Authority/Drainage

It would appear that the new artificial turf is permeable and will be laid over the existing surface, which is currently permeable. Therefore, it would appear that the artificial turf replicates the permeability of normal grass. I have no objection. As such, I see no need for a drainage condition.

Street Lighting

1. Detailed lighting design calculations have been provided
2. Lighting standards provided and detailed to be in line with Premiership standards.
3. Environmental Zone E3 has been achieved for pre-curfew hours. If there are any curfew hours applied to the site for usage, it should be noted the proposals shows three (3) number receptors for the pitch lighting, and one (1) receptor for the track lighting are above the 1000cd limit as per ILP Guidance Notes 01. There has only been a total of four (4) receptors for pitch lighting and two (2) receptors shown for the track lighting.
4. Lux lines as low as 1lux have been shown and are minimal. Lines are shown without any blocking affect from the trees which will help reduce any light spill further.
5. Source intensity has been provided for a total of six (6) receptors over both areas and show the maximum, level as per GN01, hasn't been exceeded. However, there are instances that would exceed the post curfew hours if the lighting was to be extended beyond any past agreed operational times.
6. Calculation reports to be provided.

Overall the information has been provided and if there are any complaints once the installation has been complete, there are documents that the installation can be assessed against.

There is some intrusive light that residents will see as source intensity, but these figures are being shown to be below those in the guidance document (ILP GN01 2020) pre-curfew.

United Utilities

First Response 19.12.24:

Noting this is a Full application, we request that the applicant provides a detailed drainage plan, and that United Utilities has the opportunity to review and comment on this plan PRIOR TO DETERMINATION of this application.

Should planning permission be granted without the provision of this information we request the following condition is attached to any subsequent Decision Notice:

CONDITION

Prior to the commencement of development, details of a sustainable surface water drainage scheme and a foul water drainage scheme shall be submitted to and approved in writing by the Local Planning Authority. The drainage schemes must include:

- (i) An investigation of the hierarchy of drainage options in the National Planning Practice Guidance (or any subsequent amendment thereof). This investigation shall include evidence of an assessment of ground conditions and the potential for infiltration of surface water in accordance with BRE365;*
- (ii) A restricted rate of discharge of surface water agreed with the local planning authority (if it is agreed that infiltration is discounted by the investigations);*
- (iii) Levels of the proposed drainage systems including proposed ground and finished floor levels in AOD;*
- (iv) Incorporate mitigation measures to manage the risk of sewer surcharge where applicable; and*
- (v) Foul and surface water shall drain on separate systems.*

The approved schemes shall also be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards.

Prior to occupation of the proposed development, the drainage schemes shall be completed in accordance with the approved details and retained thereafter for the lifetime of the development.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution.

Also suggest condition on SUDS management and UU assets etc.

Revised response 05.01.24:

Advice on sustainable drainage hierarchy and UU property, assets etc (no objection or conditions)

REPRESENTATIONS

Site notices were placed in the vicinity of the school in December 2023. Neighbour notification letters were issued to adjacent properties. Repeat neighbour letters were issued in March 2023 following the change to the description of development noted above. One public comment was then received, enquiring about the potential for light pollution. This matter is addressed in the amenity section below.

ANALYSIS

Principle of Development – Education and Sports Facilities

The application site is allocated as Defined Urban Area under the Rochdale Unitary Development Plan. Policy G/D/1 is therefore relevant to any applications on the site and in the supporting text to this policy it is established that new development should be located in the urban area, so as to support urban regeneration and to protect the countryside.

Core Strategy Policy C7 *Delivering education facilities* notes that the Council will improve education, skills and training through measures including providing good quality educational facilities.

Places for Everyone policy JP-P7 Sports and Recreation notes that a network of high quality and accessible sports and recreation facilities will be protected and enhanced, supporting greater levels of activity for all ages.

Core Strategy Policies C6 *Improving health and well-being* and C8 *Improving community, sport, leisure and cultural facilities* of the Core Strategy support the provision and improvement of sports and leisure facilities. Policy C6 notes that the Council will improve people's health and wellbeing and reduce health inequalities, through objectives including creating an economic, physical and social environment which promotes and supports healthy lifestyles, and that these will be achieved through measures including ensuring good provision of education, community, sport, leisure and cultural facilities in town centres, local centres and areas of greatest health deprivation.

NPPF paragraph 97 notes that planning policies and decisions should plan positively for the provision and use of shared spaces and community facilities including sports venues to enhance the sustainability of communities and residential environments.

Both the NPPF and local policy are clear that great weight should be afforded to the development of schools. The proposed works to the sports facilities would enhance the existing provision and would therefore benefit the wider community in line with the requirements of the NPPF and the adopted Rochdale Core Strategy.

Consultation has been carried out with Sport England, who following clarification from the applicant regarding arrangements during construction have raised no objection to the application given in relation to retention and protection of playing pitches, subject to conditions relating to the construction phase, continuity of the sports facility, approval of a community use agreement, certification and registration of the replacement artificial grass pitch, and approval of management and maintenance scheme. The conditions are considered to be appropriate and necessary to achieve the relevant objectives of national and local planning policies.

For the above reasons the proposals are considered to be acceptable in principle, subject to all relevant planning considerations.

Design

Core Strategy policy P1 *Improving image* notes that the Council will require high quality design in all new developments, and will ensure new development improves the image of the borough by measures including requiring design which is of a high standard, demonstrating innovation and originality. Policy P3 *Improving design of new development* notes that the Council will require all new developments, regardless of location in the borough, to adhere to high standards of design. NPPF

paragraph 135 notes that planning decisions should ensure that developments will add to the overall quality of the area, and are visually attractive as a result of good architecture and layout, and are sympathetic to local character and history, including the surrounding built environment. Places for Everyone policy JP-S1 sets out the key design attributes that all development should be consistent with, including respecting and acknowledging the character and identity of the locality in terms of design, siting, size, scale and materials used.

The proposed works would be practical in character, according with their purpose. The replacement artificial sports surface would have a largely similar appearance to the existing installation. The replacement floodlight columns would be 4m taller than the existing 8m columns but would otherwise have a similar appearance to the existing floodlights located in the same position. As such, it is considered that the proposed works would be acceptable in design terms and would support the objectives of policies P1 and P3.

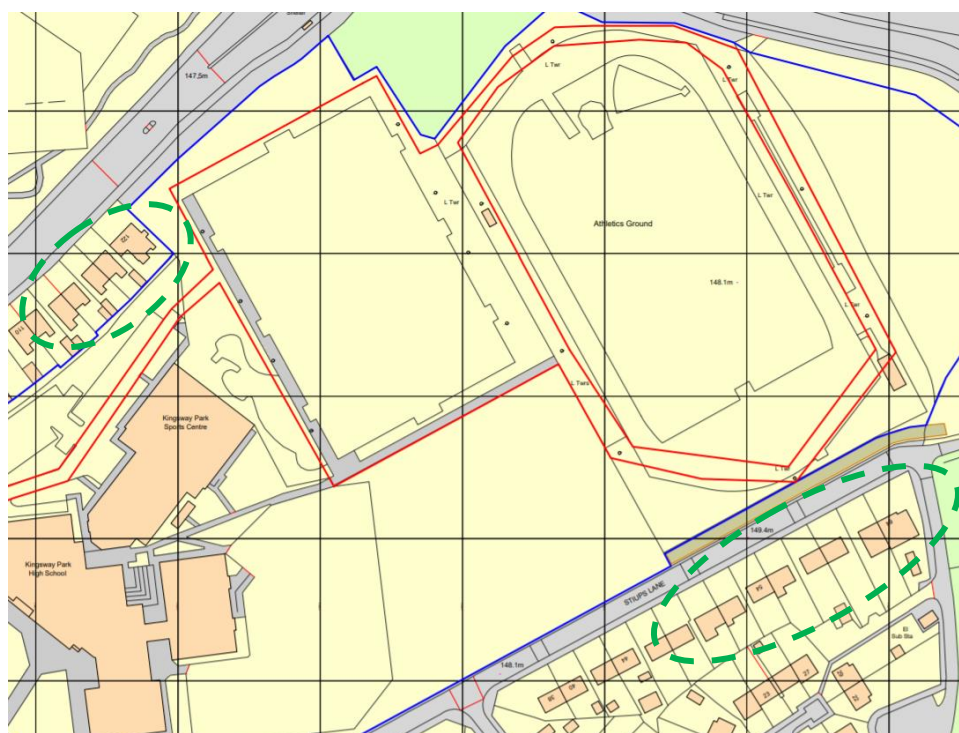
Visual and Residential Amenity

Core Strategy policy DM1 *General development requirements* notes that all development proposals should not adversely affect the amenity of residents or users through impacts including visual intrusion, overbearing impact, overshadowing or loss of privacy. Places for Everyone policy JP-P7 notes that recreational facilities should be located and designed in relation to housing to minimise the potential for complaints due to disturbance to residential amenity.

Paragraph 135 of the NPPF notes that:

Planning policies and decisions should ensure that developments... create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users.

New development on the site has the potential to have impact on the residences located in close proximity to the north-west on Kingsway and to the south on Stiups Lane, as indicated on the location plan below.



Whilst the replacement floodlight columns would be taller than the existing, it is not considered that they would result in a significant impact in terms of visual intrusion, due to their slender design and distance from public viewpoints and from most nearby residences. The column near the north-west corner of the playing pitch would be positioned around 11m from the boundary with 122 Kingsway, but would be in an off-set position to the east of the side elevation and side boundary of the house. In this position it is not considered that the column would result in significant visual intrusion to this (or any other) neighbouring dwelling. All of the other new columns would be further away from the dwellings near to the site.

It is not considered that the proposals would result in any greater impacts arising from noise and disruption associated with the use of the facilities. In particular, it is noted that the sports pitches near to dwellings on Kingsway are subject to a condition limiting their hours of use, which would remain in effect. It is not considered that the proposal would give rise amenity impacts in any other regards.

The consultation responses from the Environmental Health officer and the Street Lighting team are noted. On the basis of their advice it is not considered that the proposed upgrades to the existing lighting columns would result in significant harm to amenity arising from nuisance light.

For the above reasons the proposals are considered to be acceptable in terms of the amenity requirements of policy DM1, Places for Everyone, and the NPPF.

Highways Safety and Access

Policy DM1 *General development requirements* requires an assessment into highway safety with applications required to demonstrate that they provide satisfactory vehicular access with adequate parking, manoeuvring and servicing arrangements, taking into account the proposed use and location. Paragraph 115 of the NPPF notes that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

The highways officer's comments are noted above, raising no objection in terms of highways safety subject to the approval and implementation of a Construction Management Plan during the building phase.

For the above reasons, it is considered that the proposal would be satisfactory in terms of the access and highway safety requirements of policy DM1 and NPPF paragraph 111, subject to a condition to secure the CMP.

Flood Risk and Drainage

Saved UPD policy EM/8 *Protection of Surface and Ground Water* notes that development proposals will be expected to:

- *Make satisfactory arrangements for the disposal of sewage, trade effluent or contaminated surface water;*
- *Avoid exacerbating existing problems such as premature or increased frequency of discharges through storm sewer overflows due to inadequate infrastructure or lack of capacity*

The site falls within Flood Zone 1 and is therefore at a low risk of flooding. The comments from the drainage officer and amended advice from United Utilities are

noted. Given the nature of the proposed works and on the basis of the consultee comments, it is not considered that the proposals would give rise to any considerations in terms of surface water management or flood risk.

CONCLUSIONS

The proposed enhancements to the existing school sports pitches would support local and sub-regional policies for the provision of sports, recreation and education facilities. Subject to certain conditions to be imposed, the proposals are acceptable in terms of the protection of playing fields and satisfactory to Sport England as the relevant statutory consultee. The proposals are considered to be acceptable in design terms, and following technical assessment by the environmental health and street lighting officers, are considered to be acceptable in terms of impacts on nearby residential amenity.

For the above reasons the proposed works are considered to accord with the relevant policies of the development plan and accordingly the application is recommended for approval subject to conditions.

RECOMMENDATION

Approve subject to the following conditions

1. The development must be begun not later than three years beginning with the date of this permission.

Reason. Required to be imposed by Section 91 of the Town and Country Planning Act 1990 (as amended).

2. This permission relates to the following plans:
 - 23-0609_01 Location Plan Version 01
 - 23-0609_02 Site Plan Version 01
 - 23-0609_03 Development Layout Version 01
 - 23-0609_04 Proposed Adjustments Version 01
 - 23-0609_05 Elevations Version 02
 - LSUK.23-0609_LP Pitch Report_V1
 - LSUK.23-0609_LP Pitch_V2
 - LSUK.23-0609_LP Track Report_V1
 - LSUK.23-0609_LP Track_V2

and the development shall be carried out in complete accordance with these drawings hereby approved.

Reason: For the avoidance of doubt and to ensure a satisfactory standard of development in accordance with the policies contained within the saved Rochdale Unitary Development Plan, the adopted Rochdale Core Strategy and the National Planning Policy Framework.

3. No development shall take place (including any site clearance or preparation works) until a Construction Management Plan (CMP) has been submitted to, and approved in writing by the Local Planning Authority. For the avoidance of doubt, this shall include the following:

- a. the parking of vehicles of site operatives and visitors;
- b. loading and unloading of plant and materials;
- c. storage of plant and materials used in constructing the development;
- d. details of construction vehicle access arrangements and means of separating students, staff and visitors from construction and site operative vehicle movements

Reason: In the interest of highway safety in accordance with Rochdale Core Strategy policy DM1.

Reason for pre-commencement condition: The condition relates to the construction phase of development.

4. No development shall commence until full details of:
 - (a) the works/contractors' compound (including any buildings, moveable structures, works, plant, machinery, access and provision for the storage of vehicles, equipment and/or materials); and
 - (b) a scheme for the removal of the works/contractors' compound and the restoration of the land on which it is situated are submitted to and approved in writing by the Local Planning Authority after consultation with Sport England. The works/contractors' compound shall not be provided and used on the site other than in accordance with the approved details and shall be removed and the land on which it is situated restored in accordance with the approved details before occupation of the development hereby approved.

Reason: To protect the existing sports facilities from damage, loss or availability of use and to accord with Rochdale Core Strategy Policies C6 and C8 and Rochdale Unitary Development Plan saved policy G/3.

Reason for pre-commencement condition: The condition relates to the construction phase of the development

5. No development shall commence until a scheme to ensure either:
 - (a) the continuity of the existing sports use of/on the playing fields/sports facilities shown edged blue and red on Drawing No. 23-0609 01; or
 - (b) the provision of replacement facilities during construction works has been submitted to and approved in writing by the Local Planning Authority [after consultation with Sport England]. The scheme must set out details of the size, location, type and make-up of the facilities or replacement facilities (as appropriate) together with arrangements for access. The scheme must include a timetable for the provision of the facilities or replacement facilities (as appropriate). The approved scheme shall be implemented and complied with in full throughout the carrying out of the development.

Reason: To protect the existing sports facilities from damage, loss or availability of use during the construction of the development and to accord with Rochdale Core Strategy Policies C6 and C8 and Rochdale Unitary Development Plan saved policy G/3.

Reason for pre-commencement condition: The condition relates to the construction phase of the development

6. Use of the development shall not commence until a community use agreement prepared in consultation with Sport England has been submitted to and approved in writing by the Local Planning Authority, and a copy of the completed approved agreement has been provided to the Local Planning Authority. The agreement shall apply to the use of the 3G pitch and athletics facilities and include car parking, changing and toilet facility access, details of pricing policy, hours of use, access by users, management responsibilities and a mechanism for review. The development shall not be used otherwise than in strict compliance with the approved agreement.

Reason: To secure well managed safe community access to the sports facility/facilities, to ensure sufficient benefit to the development of sport and to accord with Rochdale Core Strategy Policy C6 and C8.

7. Use of the artificial grass pitch shall not commence until:
 - (a) certification that the Artificial Grass Pitch hereby permitted has met the FIFA Quality accreditation or equivalent International Artificial Turf Standard (IATS); and
 - (b) confirmation that the facility has been registered on the Football Foundation's Register of Football Turf Pitches;have been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure the development is fit for purpose and sustainable, provides sporting benefits and to accord with Rochdale Core Strategy Policy C6 and C8.

Informative. The applicant is advised that the pitch should be tested every three years by an accredited testing laboratory in order to achieve and maintain FIFA Quality accreditation.

8. Before the 3G pitch is brought into use, a Management and Maintenance Scheme for the facility including management responsibilities, a maintenance schedule and a mechanism for review shall be submitted to and approved in writing by the Local Planning Authority after consultation with Sport England. This will include measures to ensure the replacement of the Artificial Grass Pitch within 10 years or an alternative timescale as agreed in writing with the FA. The measures set out in the approved scheme shall be complied with in full, with effect from commencement of use of the 3G pitch.

Reason: To ensure that a new facility is capable of being managed and maintained to deliver a facility which is fit for purpose, sustainable and to ensure sufficient benefit of the development to sport and to accord with Rochdale Core Strategy Policy C6 and C8.

Procedure Statement

The proposal complies with the development plan and would improve the economic, social and environmental conditions of the area. It therefore comprises sustainable development and the Local Planning Authority worked proactively to issue the decision without delay.

Notes for Applicant:

- Advice from United Utilities to be referred to on decision notice.
- Attention drawn to previous planning permission and conditions.

Report Author Tom Hiles