



## Report of the Chief Planning Officer

### ***SOUTH AND WEST PLANS PANEL***

Date: 6<sup>th</sup> August 2015

**Subject: APPLICATION 14/05558/FU - NEW SPECTATOR TERRACING TO THREE SIDES OF THE GROUND, NEW TURNSTILE AND TOILET FACILITIES, NEW COMPOUND BUILDING AND ASSOCIATED LANDSCAPE PROPOSALS AT GUISELEY AFC, NETHERMOOR PARK, OTLEY ROAD, GUISELEY LS20 8BT.**

#### **APPLICANT**

Guiseley AFC

#### **DATE VALID**

24<sup>th</sup> September 2014

#### **TARGET DATE**

19<sup>th</sup> November 2014

#### **Electoral Wards Affected:**

Guiseley and Rawdon

Yes

Ward Members consulted  
(referred to in report)

#### **Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

#### **RECOMMENDATION:**

**DEFER AND DELEGATE for approval to the Chief Planning officer subject to the conditions below and subject to the signing of a Section 106 agreement to include contributions of £20,000 for a Traffic Regulation Order and £2,695 for Travel Plan measures.**

1. Time limit condition
2. Plans to be approved;
3. Materials details and samples of all external walling, roofing and surfacing
4. Details of boundary treatments to be approved and carried out.
5. Hard and soft landscape scheme to be approved in writing and implemented.
6. Landscape management plan
7. Protection of trees during construction
8. Preservation of retained trees/hedges/bushes
9. Provision for replacement trees/hedges/bushes
10. Proposed levels details
11. Provision of a traffic management plan for match day travel and transport matters

12. Details of proposed signage from Guiseley train station
13. Details of cycle and motorcycle parking
14. Details of access, storage, parking, loading/unloading of contractors plant, equipment materials, vehicles
15. Implementation of travel plan measures;
16. Details of bin stores
17. Specified operating hours (construction) of 08.00-18.00 weekdays, 09.00-14.00 Saturdays; no Sunday / Bank Holiday operations;
18. Submission of statement of construction practice;
19. Reporting unexpected contamination;
20. Importing soil;
21. Local employment clause.

## **1. INTRODUCTION:**

- 1.1 This application is brought to Panel due to the high level of local interest in the proposals.
- 1.2 Guiseley FC have recently been promoted to the National Conference League for the forthcoming 2015-2016 season. This is the fifth tier of football in England and Wales, and is the top of the non-league 'pyramid'. Promotion to this division places the football club under an obligation from the Football League to provide a minimum ground capacity of 4,000 spectators, including 500 seated. The ground currently has a capacity of 3,000, spectators, including 500 seated.
- 1.3 This application proposes the redevelopment of the ground comprising the provision of covered spectator terracing to four sides of the ground, and the addition of a groundsman's compound, three turnstile blocks and three WC / refreshments blocks. These would form the first phase of the planned redevelopment of the ground. A second phase, which would be the subject of a separate application, is intended to be submitted to seek planning permission for the erection of a two storey clubhouse building to the south west corner of the site. This would provide shared facilities with the Guiseley Cricket Club who occupy a site within Nethermoor Park immediately to the south of the football club.
- 1.4 The purpose of the proposals is to enable the Club to meet the requirements of the Football League for entry to the National Conference in the forthcoming football season. It is understood that the minimum ground capacity requirements must be in place by March 31<sup>st</sup> 2016.

## **2. PROPOSAL:**

- 2.1 The proposal is to demolish some of the existing terraced areas, and to comprehensively re-develop the ground with new covered standing terraces, turnstiles, toilets and refreshment blocks.

## **3. SITE AND SURROUNDINGS:**

- 3.1 The site that the football ground occupies is part of Nethermoor Park. This is a public park that includes both the football ground and the cricket ground. In addition, to the south and west of these there are an all-weather pitch, bowling

green and children's playground. Between the bowling green and the football ground there is a small Council car park.

- 3.2 The existing ground facilities include a single storey building in the south western corner of the site which provides changing room facilities. In addition there are two small seated stands on the northern side of the ground. Other sides of the ground are developed as small areas of spectator terracing, although there are a number of temporary portable buildings to the north western corner of the ground. The ground also has floodlighting columns to either side and concrete panel fencing forming the perimeter.
- 3.3 Nethermoor Park is included within the Guiseley Conservation Area. To the northern and eastern boundaries of the site there are significant stands of mature trees, which make a positive contribution to the character of the street scene as well as the appearance of the conservation area.
- 3.4 While the cricket ground lies to the south side of the ground, to the north there are residential properties on Ings Crescent. To the east there are employment units around The Sidings, while the western side of the ground is bounded by the all-weather pitch and bowling green which separate the site from the A65.
- 3.5 A railway footbridge gives pedestrian access from Ings Crescent to Netherfield Road. There is a public car park of 150 spaces nearby on Netherfield Road.

#### **4. RELEVANT PLANNING HISTORY:**

- 4.1 In 2010 planning permission was granted for the erection of a seated stand to the northern side of the ground. In 2013 an application was submitted for the redevelopment of the ground following discussions with officers this application was withdrawn in order to allow a more detailed consideration of issues such as visual and residential impact, and the impact upon the highway network. Since that time officers have negotiated with the applicants in order to address these issues, culminating in the current application.

#### **5. HISTORY OF NEGOTIATIONS:**

- 5.1 The applicant has undertaken a pre-application process including an open evening held at the ground on 23<sup>rd</sup> July 2014. This was advertised by means of a leaflet circulated to the local community, and the applicant states that circa 30-40 people attended the event. Following this a further presentation to the residents of Ings crescent was held on 20<sup>th</sup> August 2014.
- 5.2 The application states that the applicant has also discussed the proposals with Guiseley and Rawdon Ward Members.
- 5.3 Ward Members have been consulted on the proposals. Councillor Latty has expressed support for the proposals subject to the concerns of local residents, such as parking, being fully addressed.

#### **6. PUBLIC/LOCAL RESPONSE:**

6.1 The application has been advertised by means of site notices, neighbour notification letters and a notice published in the Wharfe Valley Times. Copies of all plans and supporting information have also been made available at Guiseley Library. To date 61 objections have been received. The main points of objection can be summarised as follows:

- The football ground forms part of a public park which has been bequeathed to the people of the area, and is protected by a covenant; the proposal would effectively privatise a part of the public realm;
- The ground already causes problems associated with noise, disturbance, floodlighting, litter, traffic congestion and car parking; the proposal would exacerbate these;
- Local infrastructure, such as roads, are already operating to capacity and would not be able to cope with the added pressure;
- The proposal would affect a public right of way;
- The proposal would affect the character and appearance of the Guiseley Conservation Area.

Additionally 95 letters of support have also been received. The grounds for support include the following:

- The proposals would improve facilities for both supporters and for the wider community to utilise
- The proposals would enable the club to extend its work with many sections of the community
- The club needs improved facilities if it is to continue to progress on and off the pitch;
- The club supports many volunteers who help with the running of the club;
- The club carries the name of the town and its success benefits the town as a whole.

## **7. CONSULTATIONS RESPONSES:**

7.1 An outline of the main points raised are provided below:

### **7.2 Statutory:**

#### **Sport England**

The proposals are ancillary to the playing pitch's use and therefore do not affect the quality or quantity of pitches. This being the case, Sport England does not object to the application.

### **7.3 Non-statutory:**

#### **Highways:**

No objections subject to conditions relating to a Traffic Management Plan being provided and approved prior to the first game of the season and funding toward permanent Traffic Regulation Orders which will help to prevent match day parking on streets and in locations that are unsuitable.

#### **NGT / Public Transport:**

The proposed application would increase the ground capacity from 3000 to 4000. However it is noted that average attendances are well below 1000, and therefore any attendance figures in the foreseeable future would be below the current 3000 capacity. The season is for less than eight months a year with home games typically alternating with away games. Therefore any increases would have a negligible impact on PT when averaged across a year. This holds true even for a series of events such as a cup run resulting in higher attendance figures. Therefore a public transport contribution is not necessary or reasonable.

Transport Policy (TravelWise):

The submitted travel plan is acceptable.

Public Rights of Way:

The proposal would not affect public footpath no.47 which commences from Otley Road to Ings Crescent.

Contaminated Land Team:

No objection subject to conditions.

## **8. PLANNING POLICIES:**

8.1 As required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 this application has to be determined in accordance with the Development Plan unless material considerations indicate otherwise. The development plan for Leeds is made up of the adopted Core Strategy (2014), saved policies from the Leeds Unitary Development Plan (Review 2006) (UDP) and the Natural Resources and Waste Development Plan Document (DPD), adopted January 2013.

8.2 The site is allocated in the Development Plan as protected playing pitch under saved policy N6, and the site is within the Guiseley Conservation Area.

8.3 Core Strategy policies:

SP1 – Location of development in main urban areas within settlements

P10 – High quality design

P11 – Conservation

P12 – landscaping

T1 – transport management

T2 – Accessibility requirements

8.4 Saved UDPR policies:

GP5 - General planning considerations;

N6 – protected playing pitches

N19 – conservation areas and new buildings

BD2 - design of new buildings

BD5 - amenity and new buildings;

LD1 - criteria for landscape design;

T7A – cycle parking

T7B – motorcycle parking

T24 – parking provision

## 8.5 Supplementary Planning Documents:

Street Design Guide

Guiseley Conservation Area Appraisal and Management Plan

## 8.6 National Planning Policy:

The National Planning Policy Framework provides national policy guidance which is focused on helping achieve sustainable development. The basis for decision making remains that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Paragraph 70 states that the planning system should ensure that established social, recreational and cultural facilities are able to develop and modernise “in a way that is sustainable and retained for the benefit of the community”. Additionally paragraph 74 states:

*Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:*

- *an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or*
- *the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*
- *the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.*

## 9. MAIN ISSUES:

### 9.1 The following main issues have been identified:

- Impact on visual amenity and the character of the Guiseley Conservation Area
- Residential amenity
- Highways and parking

## 10. APPRAISAL:

### **Impact on visual amenity and the character of the Guiseley Conservation Area**

### 10.1 The proposed development comprises a number of new structures to be sited to the perimeter of the ground, as summarized in paragraph 1.3 above. In total these would comprise a total of six new covered standing terraces. These would include roof structures of coated steel cladding. There are already two seated stands on

the northern side of the ground, and the proposed stands would be the height of these. The proposals would effectively enclose the ground on all sides. Turnstiles would be added to three corners of the ground, and refreshment / WC blocks would also be added to the north west, north east and south east corners. Additionally a groundsman's compound for the storage of equipment would be added to the south east corner.

- 10.2 While additional spectator stands would result in the ground having a more enclosed appearance from the outside, in terms of scale and massing the overall effect would be little changed from the present. The ground is already mostly enclosed, either by stands, buildings such as the changing block, and in some areas by concrete panel fencing. To the Ings Crescent side the additional covered terrace would replace a collection of temporary buildings and some small single storey concrete buildings. The present siting of these buildings is actually tapered away from the pitch side a little, and hence the replacement structure would be sited a little closer to the pitch and thereby further away from Ings Crescent. To the rear of the existing stands and buildings on Ings Crescent there is a group of mature trees which collectively line the road and provide a soft edge to the site. These trees perform an important function in contributing to the parkland setting of the ground and the character of the Guiseley Conservation Area. It is therefore essential that they are protected and retained. The application includes a tree survey to BS5837 which has identified a total of 13 individual trees and eight groups of trees. The majority of trees on the site are mature, and include a variety of species. The tree survey identifies them as either Category B or Category C – which means that they should be retained. The scheme has therefore been the subject of a great deal of negotiation to ensure the retention of these trees, and it is considered that the scheme achieves this satisfactorily.
- 10.3 At present Ings Crescent is also lined by a high stone wall which again contributes to the character of the area, and again it is important that this is retained and maintained. The club is required to rebuild a collapsed section of this. A public right of way runs through the trees in this area and the proposals retain this.
- 10.4 A second group of trees are situated to the north east corner of the site where it is proposed to add a turnstile and WC/refreshment block. To the rear of the goal at the eastern end of the ground it is also proposed to add a covered standing terrace. To the south east corner it is proposed to add a small building and a compound to provide secure storage for groundsman's equipment such as mowers as well as a further WC/refreshment block. These parts of the proposals have been assessed carefully in respect of their potential impact upon the trees, and it is considered that these works could be implemented, subject to suitable tree protection measures, without detriment to the root protection zones of the majority of the group of trees – the only trees lost would be two small sycamore to the south east corner behind the existing cricket club scoreboard. However on balance it is considered that these particular specimens only make a small contribution to the character of the area and their removal can be supported in this instance.
- 10.5 While the appearance of the proposed structures would be related to their function, they would be relatively small in scale and would not appear out of context given their location. The external material treatment to the spectator stands would be coated metal cladding. The groundsman's compound would also comprise a small building of coated metal cladding construction, with an outdoor compound of concrete panel fencing. Screening by the existing groups of trees would mean that their contribution to the character of the conservation area would be small. The covered standing terrace which would be added behind the goal to the western

side of the site would result in the addition of a structure to a part of the ground where there is presently a concrete panel fence. Again the appearance of this would be functional, but it would be small in scale. Views of this from points along the A65 corridor would be limited by its size and the intervening screening effect of the high stone wall to this part of the A65 which is lined with mature trees behind.

### **Residential amenity**

- 10.6 The proposal would enhance the spectator facilities at the ground and would increase the spectator capacity by approximately 1,000 from 3,000 to 4,000. It should be noted however, that the impetus for such a capacity increase stems essentially from a requirement of the Football League following the club's successful promotion to the National Conference. The club's average attendance at home matches in the preceding 2014-2015 season was approximately 750 spectators. While this will clearly increase following promotion due to increased attendance by both home and away supporters, it is anticipated that average attendances would only increase relatively modestly to around 1,100. Following an appraisal of the forthcoming fixtures, the highest expected attendance is 1,500, and the lowest 850. This is based on a home attendance of 800 supporters, and then an estimation of away support based on the historical level of support for the visiting club, distance from Guiseley etc.
- 10.7 The nearest affected residential properties to the ground are those on Ings Crescent. These are two storey properties of brick construction, formed mostly either in semi-detached pairs or in short terraces of four. These properties are set well back from the highway by virtue of relatively lengthy front gardens of 14m – 35m. Residents tend therefore to park their vehicles on Ings Crescent itself. On match days the club implements a ban on parking on this road for non-residents by use of coning and marshals.
- 10.8 While the football activities on the site must invariably generate a degree of noise and general disturbance to the local environs, this is limited by some degree by the relatively small level of support of a non-league football club. It is also of course limited in time to relatively short durations on match days totaling 23 home league fixtures, plus a small number of cup games. While the projected increase in support generated by the club's successful promotion referred to above is by a significant proportion, in absolute terms the attendances would still remain relatively small. Additionally the proposal would provide a significant degree of enclosure to the ground, whereas at the moment parts of the ground have a more open aspect. There would therefore be a higher degree of containment within the ground during matches.
- 10.9 The club have occupied this site since their formation in 1909, and indeed an historical map dated 1907 marks the site as 'football ground', as well as the adjacent site to the south as 'cricket ground'. The use of the site for such purposes therefore pre-dates most of the development which surrounds it. In view of the above factors it is considered that the impact of the proposal in respect of residential amenity would be acceptable.

### **Highways and parking**

- 10.10 Last season the applicants undertook a survey of the supporters attending the match game against Barrow FC in order to determine the impact of matches on the local highway network. This particular fixture was chosen as it was anticipated to be a relatively well attended fixture with both clubs being near the top of the table

and pressing for promotion from the Conference North. This found that the match was attended by 967 spectators and that approximately 100 additional cars were parked on street during the game. Car parks in the vicinity of the ground, including the Netherfield Road station car park, were all full during the game with over 200 cars observed.

- 10.11 In addition to this, site specific data has been used from Halifax Town FC 2014-2015 season attendances. It is considered that the away attendances for the latter club would be comparable to those of Guiseley once in the National Conference, although the home attendances of Halifax would be much higher. The following table shows the club's forecast of expected crowd attendance and provides estimates of on street car parking demand for each of Guiseley's 23 home fixtures in the National Conference:

<b>Club</b>	<b>Estimated Attendance</b>	<b>Estimated On street Parking</b>	<b>Number of games</b>
<b>Aldershot, Boreham Wood, Braintree, Bromley, Dover, Eastleigh, Kidderminster, Torquay, Welling, Woking</b>	<b>850 - 1000</b>	<b>34 to 134 cars</b>  <b>Average 84</b>	<b>10</b>
<b>Altrincham, Cheltenham Town, Forest Green, Gateshead, Lincoln City, Macclefield Town, Southport</b>	<b>1100 - 1200</b>	<b>94 to 174 cars</b>  <b>Average 142</b>	<b>7</b>
<b>Tranmere, Wrexham</b>	<b>1300</b>	<b>143 to 194 cars</b>  <b>Average 169</b>	<b>2</b>
<b>Barrow, Chester, Halifax, Grimsby</b>	<b>1400 - 1500</b>	<b>167 to 234 cars</b>  <b>Average 201</b>	<b>4</b>

- 10.12 The anticipated parking demand is based on modal split information obtained from Halifax Town and the modal split recorded by the survey of the Barrow FC match. The Halifax data shows an average 25% home support and 21% away support travelling as a car driver whilst the Barrow survey showed 33% home support and 20% away support travelling as a car driver. The survey for the Barrow game counted 32 cars in the station car park 2 hours before kick-off and 134 cars during the game, suggesting just over 100 spectator cars in the station car park on match day. There are 23 spaces in the cricket ground car park and 39 spaces for match officials in the club car park, the table therefore assumes approximately 170 off street parking spaces would be available on each match day.

- 10.13 Games with a crowd size similar to the Barrow game are expected to occur 11 times over the forthcoming season in the National Conference, a further 7 games

would attract a crowd of 1100-1200. The club anticipates larger crowds of 1300 spectators against Tranmere and Wrexham plus maximum expected league crowds of 1400-1500 spectators at games against Barrow, Chester, Halifax and Grimsby.

- 10.14 The club are hoping for a home crowd of 800 spectators for each match, the varying crowd sizes being due to varying levels of away support. The larger away crowds are likely to bring a larger number of supporters travelling by coach rather than by car but this again will vary depending on the origin of travelling support. Existing pick up/drop off arrangements of away supporters travelling by arranged travel club coaches is from Netherfield Road, via the railway bridge. It is understood that coach parking for 10 coaches is provided by a local coach company on Ghyll Royd in Guiseley, and a further three at the Wetherby Whaler. It is further understood that the club has an agreement that where further coach parking is required facilities can be provided at St Mary's Academy Menston, however the current level of provision is anticipated to cater for all anticipated attendances in the National Conference. Based on the projected attendance scenarios and modal split for crowds of 850-1500 five coaches would need to be accommodated.
- 10.15 The club attracts large crowds for friendlies against the likes of Leeds United and Bradford City, crowds of around 2500 to 3000 have attended these games in the past and typically occur once per season. Attendances to competitive games of over 1500 supporters are likely to be no more than once per year and attendances over 2500 may be every 3 to 5 years should a high profile FA Cup second round game occur. Games that are expected to generate a demand for maximum capacity would be reviewed and may be moved to a larger stadium such as Valley Parade.
- 10.16 In order to address the anticipated increase in crowd sizes a Traffic Management Plan must be agreed with the Council prior to the first game of the season. It is proposed that the plan will be agreed with a working group similar to the one that has been set up for events at Headingley Stadium, which consists of representatives of the club, Council Highway Officers, Ward Members and West Yorkshire Police. The plan would determine in detail matters such as travelling support, coach drop off, parking arrangements and coning strategies etc. Once a plan has been agreed then members of the working group would be able to monitor any issues arising from increased crowd sizes and address those issues through updates to the Traffic Management Plan or through the implementation of Traffic Regulation Orders.
- 10.17 Funding for permanent Traffic Regulation Orders is sought in order that the working group is able to provide an agreed scheme identified as a result of problems caused by match day parking resulting from the increased crowd sizes or through measures identified by the Traffic Management Plan. Such Orders may be used to prohibit parking by non-residents on match days in unsuitable locations such as narrow streets where pavement parking is likely to occur, and more permanently through yellow lining at junctions etc
- 10.18 The ground is located in a very sustainable location. The ground is well served by public transport options and a Travel Plan has been agreed with Officers which seeks to promote sustainable transport modes to spectators and staff. The club have also agreed with local coach operator (and club sponsor) Fourway Coaches that a minibus service will operate before and after games to collect people from the

local area in Rawdon, Yeadon, Menston and Otley from their homes or designated collection points throughout the upcoming 2015-2016 season.

- 10.19 The club are negotiating the use of land in the adjacent industrial estate 'The Sidings' which could potentially provide up to 200 parking spaces when the business units are vacant.

#### **Other matters**

- 10.20 A number of objectors have stated that the land upon which the football ground stands was philanthropically given to the people of Guiseley by deed of covenant for recreational purposes in the nineteenth century. It is alleged therefore that the proposal would effectively privatise an area of land that should be publicly accessible. While this claim has not been verified, such matters are in any case civil legal matters which are clearly beyond the scope of planning. These particular objections do not therefore carry material weight. Related to this issue however is the fact that the proposals require a variation to the lease of the land agreed between the Council as landowner and the football club as tenant of the land. Again this does not go to the heart of the planning proposal and does not carry material weight in the determination of the application. It is understood that at the time of writing the club is in discussion with the Council, as landowner, regarding the lease.
- 10.21 The scheme shall be subject to a legal agreement in order to secure Section 106 contributions as identified above, but would not be liable for CIL.

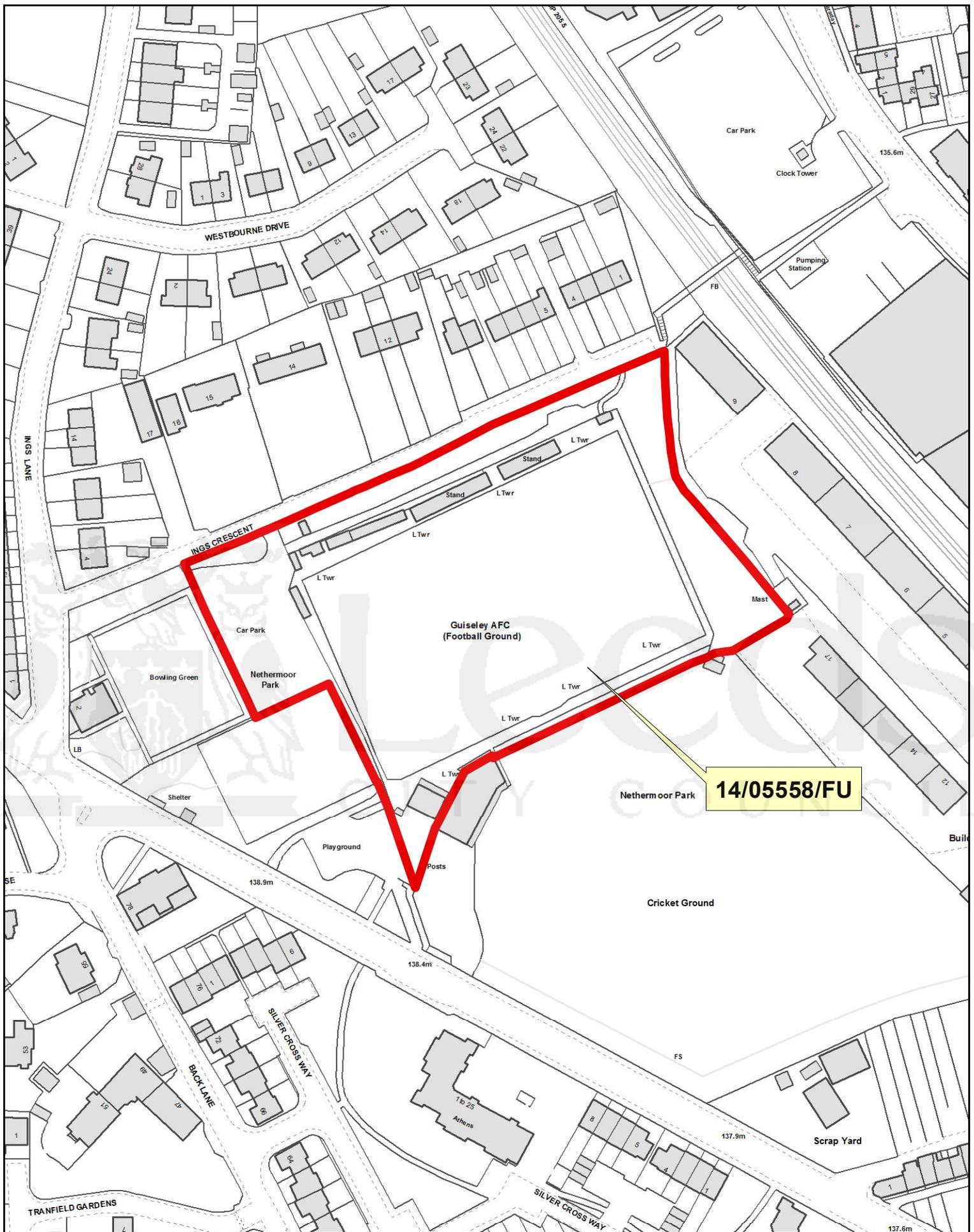
#### **CONCLUSION:**

- 11.1 After careful consideration of all relevant planning matters it is considered that the proposed development is acceptable and complies with the planning policies set out in the Leeds Core Strategy and saved policies of the Unitary Development Plan Review (2006), as well as supplementary planning guidance planning related to green travel and public transport infrastructure.
- 11.2 Overall it is considered that the proposals represent a suitable redevelopment of the ground which would enable the club to meet the requirements placed upon it by the Football League for entry to the National Conference, while at the same time responding to visual and residential amenity issues and providing an appropriate package of measures to address highway network issues.
- 11.3 It is anticipated that a second application will be likely to be submitted next year which would provide improved spectator facilities on the southern perimeter of the ground which would be shared with Guiseley Cricket Club.

#### **Background Papers:**

Application file.

Certificate of Ownership



# SOUTH AND WEST PLANS PANEL

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SCALE : 1/1500

