

Item number 1

Planning and EP Committee 10 November 2015

Application Ref: 14/02021/R4FUL

Proposal: Construction of all-weather training facility, fencing and lighting

Site: Nene Park Academy, Oundle Road, Orton Longueville, Peterborough

Applicant: Peterborough United Foundation
Agent: Mr C Williams, PREL

Referred by: Head of Development and Construction
Reason: Applicant is a relation to an elected member; previous consideration by Planning Committee; and application of wider concern

Site visit: 15.09.2015

Case officer: Miss Louise Lovegrove
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Recommendation: **GRANT** subject to relevant conditions

1 Description of the site and surroundings and Summary of the proposal

Site and Surroundings

The application site comprises a grass playing pitch within the wider site of Nene Park Academy, a secondary school located on the southern side of Oundle Road. The site also includes an area of car parking accessed via a private driveway shared by the Academy. The total site area extends to approximately 0.85 hectares.

The wider school site is bound to the north by Oundle Road and residential properties along Longfield Gate and Grange Crescent, to the east by properties along Lady Lodge Drive, to the south by a mature woodland, and to the east by the Grade II Listed Orton Hall Hotel, St Botolphs Primary School and residential dwellings within Redwood. The Orton Longueville Conservation Area is situated further beyond to the east.

The grass playing pitch is situated immediately adjacent to the newly constructed replacement Academy building (approved under application reference 11/01287/R3FUL) and to the rear of a retained building which was part of the former school complex. The grass pitch and the wider playing fields of the school are presently within dual use between the Academy and Peterborough United Football Club.

Proposal

The application seeks planning permission for the construction of an all-weather pitch (AWP) with associated floodlighting columns (to a maximum height of 15 metres) and fencing. The pitch is proposed for use by the Nene Park Academy, Peterborough United Academy and 14no. feeder Primary Schools.

2 Relevant Planning History

Reference	Proposal	Decision	Date
98/00432/OUT	Residential development	Refused (allowed at Appeal)	11/09/1998
00/01500/FUL	Extension to provide new sports hall and associated accommodation	Permitted	07/02/2001
01/00484/REM	Residential development comprising sixteen dwellings including demolition of existing bungalow and garages	Permitted	18/09/2001
04/00306/R3FUL	Extension of multi sports courts with installation of additional lighting, proposed disabled access and gates	Permitted	15/07/2004
10/00697/R3FUL	Construction of all-weather pitch with 3m and 4.5m fencing, six 15m floodlighting columns and access footpath	Withdrawn	09/07/2010
10/01349/R3FUL	Construction of All Weather Pitch with 3m and 4.5m high green weldmesh fencing, 6no. 15m floodlighting columns, associated drainage strategy and access - Revised	Withdrawn	20/10/2010
11/01287/R3FUL	Construction of replacement school building (Nene Park Academy) and refurbishment of retained buildings with associated external works including car parking; New pre-school building with associated external works. Demolition of other existing buildings and associated external works to reinstate land including the creation of grass sports pitches	Permitted	13/10/2011

3 Planning Policy

Decisions must be taken in accordance with the development plan policies below, unless material considerations indicate otherwise.

Planning (Listed Building and Conservation Areas) Act 1990

Section 66 - General duty as respects listed buildings in exercise of planning functions

The Local Planning Authority has a statutory duty to have special regard to the desirability of preserving the building or its setting, or any features of special architectural or historic interest which it possesses.

Section 72 - General duty as respects conservation areas in exercise of planning functions.

The Local Planning Authority has a statutory duty to have special regard to the desirability of preserving the Conservation Area or its setting, or any features of special architectural or historic interest which it possesses.

National Planning Policy Framework (2012)

Section 8 - Social, Cultural and Recreational Facilities

Developments should plan for the provision and use of shared space, community services and other local services; guard against the unnecessary loss of valued services/facilities; allow established shops, facilities and services to develop/modernise; and ensure an integrated approach to the location of housing, economic uses and communities facilities and services.

Section 8 - Open Space

Existing open space, sports and recreational buildings/land (including playing fields) should not be built on unless an assessment has been undertaken which clearly shows the open space is surplus to requirements; the open space would be replaced by an equivalent or better provision; or the development is for alternative sports and recreation provision, the needs for which clearly outweigh the loss.

Section 11 - Biodiversity

Development resulting in significant harm to biodiversity or in the loss of/deterioration of irreplaceable habitats should be refused if the impact cannot be adequately mitigated, or compensated. Proposals to conserve or enhance biodiversity should be permitted and opportunities to incorporate biodiversity into new development encouraged.

Development within or outside a Site of Special Scientific Interest or other specified sites should not normally be permitted where an adverse effect on the site's notified special interest features is likely. An exception should only be made where the benefits clearly outweigh the impacts.

The presumption in favour of sustainable development does not apply where development requiring Appropriate Assessment under the Birds or Habitats Directives is being considered or determined.

Section 11 - Noise

New development giving rise to unacceptable adverse noise impacts should be resisted; development should mitigate and reduce to a minimum other adverse impacts on health and quality of life arising. Development often creates some noise and existing businesses wanting to expand should not be unreasonably restricted because of changes in nearby land uses.

Section 11 - Light Pollution

Lighting should be designed to limit pollution on local amenity, intrinsically dark landscapes and areas of nature conservation.

Section 12 - Conservation of Heritage Assets

Account should be taken of the desirability of sustaining/enhancing heritage assets; the positive contribution that they can make to sustainable communities including economic viability; and the desirability of new development making a positive contribution to local character and distinctiveness. When considering the impact of a new development great weight should be given to the asset's conservation.

Planning permission should be refused for development which would lead to substantial harm to or total loss of significance unless this is necessary to achieve public benefits that outweigh the harm/loss. In such cases all reasonable steps should be taken to ensure the new development will proceed after the harm/ loss has occurred.

Section 12 - Development Affecting Non-Designated Heritage Assets

A balanced judgement will be required having regard to the scale of any harm and the significance of the heritage asset. Where the assets is demonstrably of equivalent significance to a Scheduled Monuments it should be subject to the policies for designated heritage assets.

Peterborough Core Strategy DPD (2011)

CS14 - Transport

Promotes a reduction in the need to travel, sustainable transport, the Council's UK Environment Capital aspirations and development which would improve the quality of environments for residents.

CS16 - Urban Design and the Public Realm

Design should be of high quality, appropriate to the site and area, improve the public realm, address vulnerability to crime, be accessible to all users and not result in any unacceptable impact upon the amenities of neighbouring residents.

CS17 - The Historic Environment

Development should protect, conserve and enhance the historic environment including non-scheduled nationally important features and buildings of local importance.

CS18 - Culture, Leisure and Tourism

Development of new cultural, leisure and tourism facilities will be encouraged particularly in the city centre.

CS21 - Biodiversity and Geological Conservation

Development should conserve and enhance biodiversity/ geological interests unless no alternative sites are available and there are demonstrable reasons for the development.

CS22 - Flood Risk

Development in Flood Zones 2 and 3 will only be permitted if specific criteria are met. Sustainable drainage systems should be used where appropriate.

Peterborough Planning Policies DPD (2012)

PP02 - Design Quality

Permission will only be granted for development which makes a positive contribution to the built and natural environment; does not have a detrimental effect on the character of the area; is sufficiently robust to withstand/adapt to climate change; and is designed for longevity.

PP03 - Impacts of New Development

Permission will not be granted for development which would result in an unacceptable loss of privacy, public and/or private green space or natural daylight; be overbearing or cause noise or other disturbance, odour or other pollution; fail to minimise opportunities for crime and disorder.

PP12 - The Transport Implications of Development

Permission will only be granted if appropriate provision has been made for safe access by all user groups and there would not be any unacceptable impact on the transportation network including highway safety.

PP13 - Parking Standards

Permission will only be granted if appropriate parking provision for all modes of transport is made in accordance with standards.

PP16 - The Landscaping and Biodiversity Implications of Development

Permission will only be granted for development which makes provision for the retention of trees and natural features which contribute significantly to the local landscape or biodiversity.

PP17 - Heritage Assets

Development which would affect a heritage asset will be required to preserve and enhance the significance of the asset or its setting. Development which would have detrimental impact will be refused unless there are overriding public benefits.

4 Consultations/Representations

PCC Wildlife Officer (25.09.15)

No objections - The woodland adjacent to the pitch is known to support bats however the lighting diagram submitted shows sufficiently low levels so as to not result in harm to bat populations. Also request that new native hedgerow is planted along the eastern boundary to provide additional habitat and screening.

PCC Transport & Engineering Services (15.09.15)

No objections - The proposal provides adequate parking and access by pedestrians. The recent works to the access to the site, from the replacement school planning application and signalisation of Oundle Road have improved access/egress to and from the site so there are no concerns regarding additional traffic generation.

PCC Pollution Team (23.10.15)

No objections - In over 25 years' experience, no noise nuisance complaints have been encountered in relation to football matches. In addition, there are examples at Glinton and Northborough of such facilities in close proximity to residential properties. A condition should be imposed relating to compliance of the floodlighting with the Institute of Lighting Engineers guidance for the reduction of obtrusive light. Consideration should also be given to imposing suitable hours of use.

Archaeological Officer (08.09.15)

No objections - The site is within an area of known archaeological potential. Therefore there is a requirement for all groundworks below topsoil horizon to be monitored.

Lead Local Drainage Authority (02.09.15)

No objections - It is noted that the proposed surface will be permeable and will have a positive drainage connection. However require full design details of the proposed drainage systems to ensure that surface water is adequately managed.

PCC Conservation Officer (22.09.15)

No objections - The development will result in some harm to the setting of the Grade II Listed Orton Hall and the Orton Longueville Conservation area, principally from the floodlights. However this harm is considered to be less than substantial and therefore, should be weighed against the public benefits of the proposal.

Sport England (22.09.15)

No objections - The proposal meets with the exception policy as it would improve facilities and be available for use by the school and community. Require that a Community Use Agreement is secured by condition.

Police Architectural Liaison Officer (01.09.15)

No objections, recommendations or further observations.

Environment Agency (02.09.15)

No comments - The proposal falls outside of the scope of matters on which the Environment Agency is a statutory consultee.

Orton Longueville Parish Council

No comments received.

Local Residents/Interested Parties

Initial consultations: 69

Total number of responses: 8

Total number of objections: 8

Total number in support: 0

Eight objections have been received from local residents on the following grounds:

- The previous experience of work carried out during the development of Nene Park Academy and the lack of consideration for local residents (Longfield Gate):
 - a) A total disregard for the agreed working times stated in the planning application, including working early and late over the course of the week and weekend.
 - b) Tradesmen arriving on site well before the agreed time and parking facing our house every morning. This resulted in my sons becoming upset as they thought someone was watching them all night.
 - c) Damage to our property as the tradesmen thought it was appropriate to screw signs to our fence with a broken fence panel still remaining unrepaired to this day.
 - d) Continually using the exit road out of the school as an entrance as it's more convenient than using the proper entrance.
 - e) Roads covered in mud due to the work taking place and never cleaned resulting in excessive dirt being walked into our house from our children walking back from school.
 - f) Excessive traffic noise, particularly early in the morning, both during the week and weekends.
 - g) Longfield Gate being "closed" due to "necessary" work being carried out to facilitate the installation of services to the school without any prior notice. I personally was told to "park up the road" by one of the workman which resulted in a tailback to the flyover at the Gordon Arms until they "opened" the road again. Our water pressure still hasn't returned to normal since this work was carried out.
 - h) 30ft signs erected by the contractors to advertise the fact they were working at the school which were clearly visible from our gardens and windows.
- The current lack of consideration to local residents (Longfield Gate):
 - a) Still a considerable lack of parking at the school resulting in a significant number of vehicles parking on Longfield Gate along with abuse from drivers when we have the audacity to ask them to move to get on our own driveways. We have requested parking restrictions but the response from the Council was to put restrictions in place to assist people who choose to park on Longfield Gate when dropping off and collecting children from the school rather than preventing them from parking there.
 - b) Pupils using Longfield Gate as a smoking haven which, despite numerous calls to the school, continues on a regular basis.
 - c) 30ft signs erected by the Peterborough United/Mick George which are clearly visible from our gardens and windows.
 - d) Despite highlighting the fact that speed bumps made the traffic noise even worse and perhaps using an alternative method of traffic calming would be appropriate, this was ignored so we are currently subject to vehicles thudding down on the road immediately behind our house.
- Additional traffic, noise and light pollution from the new facility:
 - a) Currently the area is only used during the day and there are no floodlights in place.
 - b) Traffic noise will increase significantly outside of normal school hours.
 - c) There is no tree cover to prevent the noise from the pitches travelling to our children's bedrooms at the rear of our property (Longfield Gate).
 - d) There is no tree cover to prevent light from the floodlights being visible from our children's bedrooms at the rear of our property.
 - e) Additional traffic on Oundle Road which is already almost impossible to get on to from Longfield Gate at times.
- When we first purchased our property (Longfield Gate) we were assured by the school that they would make any complaints raised by the residents of Longfield Gate a priority and work with us to ensure our daily lives we disrupted as little as possible by the activities at the school.

Since they received the money from the sale of the land where Longfield gate now sits, these reassurances have disappeared and this is yet another activity at the site that will disrupt our peaceful home life.

- We're all for improvements to the school but to introduce a facility that will be used extensively outside of school hours, well into the hours of darkness, is both unnecessary and inconsiderate to the local residents.
- We have concerns that there is no real understanding of the positioning of some of our houses in relation to the closeness to the school and training academy roadway, exits, entrances, buildings and metal gateways. There have been huge signs erected on the Peterborough United Training Academy building, a double sign nearer the rear of our houses and of course the very high flagpoles all advertising Mick George as the sponsor. We (Longfield Gate) do not wish to continue to wake up every morning to the view of Mick George's name fluttering in the breeze which is in fact currently the case and surely not acceptable.
- The metal gates being closed even later than they are now with the noise that accompanies that which is not just the sound of the metal gates closing but the loud noise from a car radio and loud chatting. On one occasion the gates to the school entrance were closed at 2.00 a.m.!
- The impact on the floodlights on the view from our property (Longfield Gate).
- Further impact from the building and construction. When the new school was being constructed we (Longfield Gate) had so many lorries and vans passing on the road immediately behind our garden fence and totally ignoring the speed bumps. All of these vehicles sit higher than our back fence. We did really think that some were going to come through our back fence. Some of these were very heavy industrial lorries. In addition, we did have lorries/vans waiting and sitting the other side of our fence with clear view of our bedrooms and garden.
- The through road and parking is very close to the back of my property (Longfield Gate) causing noise, and pollution at all times of day and night.
- I am concerned that the floodlights will shine into our house (Longfield Gate). The bedroom where I sleep backs on to the through road and I go to bed early.
- As I start work at 4.30 am that the noise of traffic will make it very difficult to sleep.
- We (Longfield Gate) are concerned that this development will lead to a loss of privacy and will certainly impact on the peaceful enjoyment of our home and garden.
- We also feel that it will have a detrimental impact house prices in Longfield Gate.
- Oundle Road is already a very busy and congested road, and this additional concentration of traffic and parking will cause traffic problems and create a safety hazard for other motorists.
- The location of the pitch is too close to residential housing at Longfield Gate and Grange Crescent.
- Floodlighting will be intrusive to local residents, as will noise from spectators.
- The proposal mentions use by the Academy and 14 schools but details no amount of usage by the Peterborough Foundation.
- This site already has floodlights on a small pitch. With this new proposal the whole site will become illuminated and will not enhance what was once a rural setting.
- The proposed development would dramatically alter the setting of the Hotel, a Listed Building. The Hotel owes much of its viability to its popularity as a 4* Hotel and quiet wedding venue and its semi-rural setting is fundamental to that business. The open vista to the western boundary with the school is a very important aspect of its appeal. To erode that rural setting with this proposal will introduce an element of creeping urbanisation, and will reduce the appeal of the site as a 4* Hotel and wedding venue.
- The 15 metre high floodlights will introduce an unwelcome element of light pollution into the locality; apart from affecting the setting of an extremely important listed building it will undoubtedly have a detrimental effect on the resident wildlife on the site.
- There is a concern that if permission were granted there would be an automatic tendency to intensify its usage by holding team events there, such as reserve team matches, under sixteen matches etc. with the increase in spectators that this would generate, with potential for noise pollution.
- No mention of the noise generated has been listed in the application. It appears that up to 4

teams could be using the pitch at any one time including referees plus spectators. With any competitive sport there is a large amount of shouting and whistles. With little evergreen trees and shrubs between Grange Crescent and the AWP, this noise will carry. Added to this will be considerable increase in vehicle activity noise, both engine noise and doors closing.

- Due to the elevation difference between Grange Crescent and the proposal, the lights will be in effect higher than the 15 metres shown. This will impact on our property (in Grange Crescent). There is no intervening shrubs/trees and light will be further reflected by the nearby cycle dome and glass from parked cars.
- Due to the location and age of primary school children, it is highly likely that these will arrive by car, coach or mini bus. This will add dramatically to the volume of vehicles visiting the site.
- There is a bat roost in Grange Crescent and has been for over 3 years.
- The listed operating hours are extreme, allowing for use of the site for 365 days a year and as late as 9pm on weekdays. These working hours are particularly on a Sunday very long. Most commercial businesses do not operate this late. The AWP facility may close at the stated hours but individuals may take a substantial time longer to clear the site adding to nuisance caused.

5 Assessment of the planning issues

The main considerations are:

- Principle of development
- Design and impact upon the character and appearance of the surrounding area
- Impact upon the setting of heritage assets
- Neighbour amenity
- Parking, access and highway implications
- Ecology
- Surface water drainage
- Archaeology

a) Principle of development

As detailed in Section 1 above, the application site is presently a grass playing field within the Nene Park Academy Grounds. It is presently under shared use between both the school and Peterborough United Football Club (PUFC) as their training facility. The proposal seeks to construct an all-weather floodlit pitch to enable use of the facility throughout the year and evenings. It is intended that the resultant facility would be used by the school, 14 no. feeder Primary Schools and PUFC Academy. Both Policy CS18 of the Peterborough Core Strategy DPD (2011) and paragraph 70 of the National Planning Policy Framework (2012) (NPPF) seek to not only protect but also enhance existing leisure facilities in order to meet the demand for improving the range and quality of the City and surrounding areas.

The proposal would clearly meet with this aim and would provide much needed improved sports facilities to the surrounding locality. The Peterborough Open Space Study update 2011 identifies that within Orton Longueville, there is a shortfall of 2 hectares of outdoor sports facilities and within the south-western area as a whole (covering Orton Longueville, Waterville and Orton with Hampton) there is a shortage of 8.6 hectares. Whilst this document is now 4 years old, the position has not altered and, whilst the proposal would not provide new space, it would provide an enhanced facility which would enable sport to be played throughout the year instead of during periods of good weather and daylight only.

In addition to the above, Sport England (who are a statutory consultee for all developments on designated open space/playing fields) have raised no objections to the proposal as it accords with their exceptions policy in relation to development on playing fields. They have deemed that the proposed development, which is for an outdoor sports facility, is of sufficient benefit to sport to outweigh the detriment caused by the loss of the playing field provided that a Community Use Agreement is secured by condition.

On the basis of the above, it is considered that the proposal would give rise to a considerable benefit to the wider community through the provision of an enhanced playing facility. Furthermore, the pitch would enable usage throughout the year whereas at present the grass playing fields can only be used during periods of good weather and daylight. Accordingly, the proposal is in accordance with paragraphs 70 and 74 of the National Planning Policy Framework (2012) and Policy CS18 of the Peterborough Core Strategy DPD (2011).

b) Design and impact upon the character and appearance of the surrounding area

The proposed AWP is to be sited centrally within the site, to the east of the existing school building and to the rear of the retained buildings associated with the former school on the site. The frontage of the pitch would be level with the front elevation of the new school building and would extend into the sports pitches of the school by 76 metres. Given this siting, much of the AWP will be screened from the public realm, particularly in terms of the 4.5 metre high weld mesh fencing.

However, the proposed 6no. 15 metre high floodlighting columns would be visible from the surrounding area, as these would stand approximately 2.5 metres higher than the recently built school building. It is accepted that the height of the columns would result in features which are prominent within the site itself however, the lighting columns are proposed to be of relatively slim profile and the luminaires would also be of limited size. When the lights are in use in the evenings, they will appear more prominent structures by virtue of the sky glow that results (this is set out in more detail below), particularly given that the site at present is intrinsically dark. However, subject to appropriate restrictions on the times that these lights can operate, it is not considered that the impact would be significantly harmful. Accordingly, it is considered that they would not appear unduly prominent or obtrusive features within the locality.

On the basis of the above, it is considered that the proposal would not result in any unacceptable impact upon the character, appearance or visual amenity of the surrounding area and as such, the proposal is in accordance with Policy CS16 of the Peterborough Core Strategy DPD (2011) and Policy PP2 of the Peterborough Planning Policies DPD (2012).

c) Impact upon the setting of heritage assets

As detailed in Section 1 above, the location of the AWP is to the west of the Grade II Listed Orton Hall and the Orton Longueville Conservation Area. It would be visible from both heritage assets and therefore, consideration must be given to the impact that the proposal would have upon their setting.

Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, along with both national and local planning policy, requires that significant weight be attached to the need to preserve or enhance the setting of Listed Buildings and Conservation Areas.

Turning first to the Conservation Area, the proposed AWP would be sited adjacent to the 'Long Walk' which is a key feature of the heritage asset. However the City Council's Conservation Officer has advised that there are no direct views of the application site from this asset, owing to the side tree belt and existing school boundary fence. Whilst the floodlighting columns would be visible whilst in use and may impact upon the appreciation of the woodland, it is considered the proposal would not adversely affect the character, appearance or setting of the Conservation Area.

In terms of impact upon Listed Buildings, it is accepted that the proposed floodlighting columns would impact upon the setting of Orton Hall and particularly, the parkland to its west. The 3no. columns to the northern side of the pitch would be partially screened in views from the rear Conservatory of the Hall by the trees to the northern side of the parkland, whilst the 3no. columns to the southern side of the pitch would be partially obscured by a 10-12 metre high mature Oak tree. Notwithstanding this, in most views from the rear of the Hall, the lighting columns would be visible. This would impact upon the appreciation of the parking setting in the east to west axis through the creation of a more urban character when the lights are in

use. It is the view of the Conservation Officer that this would cause some harm to the setting of the Listed Building however that this harm would be less than substantial.

With regards to the proposed fencing, the Conservation Officer considers that, owing to the intervening 2.5 metre high steel palisade fencing along the eastern site boundary, the height of the proposed fencing would be diminished being further away. It would therefore not impact upon the setting.

Taking all of the above into account, it is accepted that the proposal would result in some harm to the setting of the adjacent Grade II Listed Orton Hall. As the Conservation Officer deems this harm to be less than substantial, paragraph 134 of the National Planning Policy Framework (2012) requires the Local Planning Authority to weigh this harm against the public benefits. Whilst substantial weight must be afforded to the need to ensure that heritage assets are preserved (and where possible enhanced), it is considered that in this instance, the benefit arising from improved sporting facilities across the entire south-western area of the City would be of such benefit that it outweighs the relatively limited harm to the heritage asset's setting.

d) Neighbour amenity

Noise impact

At present, sport is played on the grass pitch during summer months until the light fails and in the winter during daylight hours and when the weather conditions permit. Furthermore, there is no formalised or restricted position associated with the existing pitch and as such, games/activities can take place anywhere within the wider playing fields area. It must therefore be noted that a certain level of impact already results to neighbouring residents through noise and general disturbance (including from traffic arriving/leaving the facility).

However, the application proposal would allow sport to be played throughout the year and would introduce certain features (such as fencing) that would generate additional noise impacts. Furthermore, the Applicant has requested that the usage of the site be permitted during the following hours:

Weekdays	08:00 to 21:00 hours
Saturdays/Sundays/Public Holidays	09:00 to 17:00 hours

The floodlighting is proposed to be switched off 15 minutes after these times to ensure safe exit for all users.

It is therefore accepted that the proposal would represent an intensification in the usage of the site beyond the existing situation and that the noise and disturbance impacts felt by surrounding residents would be extended.

The Application has not been accompanied by any Noise Assessment however this is accepted by the City Council's Pollution Control Officer. He has advised that there is no specific guidance on assessing noise from sporting facilities and that attempting to use objective values for such a situation is not entirely satisfactory (as there is no robust evidence base for judgements to be made). Such noise assessment therefore can only reasonably consider noise which is generated continuously, and cannot factor incidental noise which is of particular relevance to sports pitches i.e. shouting, whistles blowing and balls hitting fencing.

The nearest residential properties to the proposed pitch are Nos.4 and 5 Longfield Gate (135 metres to the north), Nos.2 and 3 Redwood (200 metres to the south-east) and Orton Hall (270 metres to the east). The Pollution Control Officer has given examples of similar pitches in Glinton and Northborough whereby the relationship is far closer - 30 metres and 20 metres respectively. The Officer has also advised that, during their professional lifetime, no noise nuisance complaints have ever been received in relation to football matches.

In light of the above, it is considered that there is sufficient separation distance to neighbouring residential properties for the AWP to not result in an unacceptable noise disturbance during its usage, particularly as the proposed hours of use are comparable to the existing summertime usage of the grass pitch.

It is noted that surroundings residents have raised concern with regards to noise impact arising from vehicles using the access road later into the night, exacerbating the existing impact which already results from the school. However, as detailed above, there are no restrictions on the hours of usage of the existing sports pitches other than daylight and weather. Therefore, the school site can be used late at night without restriction. Taking into account this fall-back position, and the proposed hours of use, it is considered that the proposal in terms of traffic movements would not generate a significant level of additional impact and therefore would not result in unacceptable impact to neighbour amenity.

Furthermore, significant concern has been raised from residents along Longfield Drive (which back onto the access road) with regards to the impact that resulted during the construction period for the replacement school building. All of these concerns are noted however the construction period for the proposed AWP will be relatively short in comparison to the previous development. Furthermore, it is proposed to secure a Construction Management Plan by condition which will restrict the hours of access for contractors and any breach of this can readily be enforced. The application cannot be determined on the basis of potential future unauthorised development and it is considered that such a CMP would be sufficient to prevent undue impact upon residents during the construction period.

Light spillage and intrusion

It is proposed that the lighting columns, at a height of 15 metres, will each have 2 luminaires set to the horizontal in order to prevent outward light spillage to the surrounding area and sky glow. Whilst it is acknowledged that the lights will be powerful (200 Lux at their maximum), the Applicant has provided a detailed Lighting Assessment and associated light spillage diagram (Appendix 1) with indicative lighting levels spilling out of the site. This clearly shows that some spillage beyond the pitch will occur as a result of the proposal and this is to be expected.

However, the spillage diagram shows that the light spillage at the existing school buildings will be down to 2 Lux (equivalent to bright moon light) – this is 100 metres from the nearest residential windows. Therefore, the light levels which reach primary habitable neighbouring windows will be far lower to a point where there should be no perceptible difference from the existing situation.

These lighting levels indicated are in line with the Institute of British Lighting Engineers Guidance (ILE) for light intrusion into residential properties. The area is considered to fall within category E2 (dark urban areas) as at present, the area is unlit but has some sky glow by virtue of the street lighting to the residential area surrounding. The ILE guidelines clearly state that in this type of area light trespass into windows should be limited to 5 Lux pre-curfew (23.00) and post-curfew to 1 Lux. Therefore, it is anticipated that the impact from the floodlights will be minimal.

To ensure future compliance with these restrictions and the ILE guidance, it is proposed to impose a further condition which requires the Applicant to demonstrate compliance in the event of any reasonable noise complaint. This would ensure that neighbour amenity is protected into the future, and prevents any modifications to the luminaires (e.g. altered angle) from taking place.

Subject to the above, the City Council's Pollution Control Officer raises no objections and it is considered that the proposed lighting would not result in any unacceptable impact to the amenities of neighbouring occupants.

Conclusion

Taking all of the above into account, it is not considered that the proposal would result in any significant additional impact to neighbouring residents above and beyond the existing situation. Therefore, the proposal would not result in an unacceptable level of harm to the neighbouring residential amenity and is in accordance with Policy CS16 of the Peterborough Core Strategy DPD (2011) and Policy PP3 of the Peterborough Planning Policies DPD (2012).

e) Parking, access and highway implications

Traffic generation and access

It is noted that several objections from local residents, primarily those living in Longfield Gate, have raised concerns with regards to increased traffic accessing the site and parking within the surrounding residential cul-de-sacs. Whilst these concerns are noted, the consideration of the planning application must look to the impacts arising above and beyond the present situation.

The Local Highway Authority (LHA) has not raised any objections to the proposal. At present, the site has a lawful D1 (non-residential) use and the grass pitches are in use by PUFC outside of school hours without restriction in terms of hours of use or numbers.

The proposal would enable the present use to be extended throughout the year and therefore represents an intensification only with regards to extended use. It does not represent an intensification of use in terms of more traffic generation, as the maximum capacity of the site shall not be increased from the present situation. Furthermore, the LHA has advised that recent alterations to the wider school site, including the new school building and formal signalisation of the junction with Oundle Road, have significantly improved access and egress to/from the site. In light of this, there are no safety concerns with regards to impact upon the wider public highway network.

Given this baseline situation and the fact that the proposal will not increase the overall capacity of the site, the proposal would not pose an unacceptable risk to highway safety in accordance with Policy CS14 of the Peterborough Core Strategy DPD (2011) and Policy PP12 of the Peterborough Planning Policies DPD (2012).

Parking provision

At present, PUFC use the existing parking area adjacent to the retained building which provides space for 64 cars. During school hours, this parking area is available for temporary school use whilst out of school hours, the car park would be available for users of the proposed AWP. Given that the proposal does not represent an intensification in terms of trip generation, the proposal does not require the provision of additional parking within the site. The existing parking is adequate to meet the needs of the playing pitch and accords with the Council's adopted parking standards. In light of this, the proposal would not generate any parking demand outside the site within neighbouring residential areas.

On this basis, the proposal would provide adequate parking provision to meet its need and is therefore in accordance with Policy PP13 of the Peterborough Planning Policies DPD (2012).

f) Ecology

Previous applications associated with the application site have identified that the woodland area to the east and south of the application site are used by foraging and commuting bats. Lighting can have a considerable impact on these species, particularly as the proposal would introduce lighting into the evenings at times when bats are most active. As such, careful consideration must be made to ensure that bat populations are not harmed by the proposal.

The submitted light spillage diagram indicates that lighting levels would be less than 2 Lux along the edge of the woodland areas and therefore provide dark corridors for bat populations. The City Council's Wildlife Officer has advised that this is within acceptable tolerances and

therefore raises no objections.

g) Surface water drainage

The application scheme proposes to deal with surface water run-off within the application site through infiltration. The City Council's Drainage Engineer has raised no objections to this however previous developments within the wider school site have also disposed of surface water drainage in this manner and therefore, to ensure that there is sufficient capacity to cope with the additional run-off, a condition has been requested to secure a scheme of surface water drainage. It is considered that this is reasonable and necessary to ensure that no increased run-off results to surrounding areas. In the event that there is insufficient infiltration capacity, the Applicant would be required to propose an alternative scheme.

Subject to such a condition, the proposal would not increase flood risk elsewhere and is therefore in accordance with paragraph 100 of the National Planning Policy Framework (2012) and Policy CS22 of the Peterborough Core Strategy DPD (2012).

h) Archaeology

The application site is located within an area rich in archaeological remains dating from the Neolithic period. Furthermore, Roman remains found within the locality indicate the potential presence of kilns and a villa, along with the site being situated within the historic envelope of Orton Longueville. There is also known potential for medieval ridge and furrow, along with the proximity to the 16-19th Century Orton Hall which could result in undiscovered buried heritage assets.

In light of this, the City Council's Archaeologist has advised that any groundworks below the horizon of the topsoil will need to be monitored by a qualified Archaeologist to ensure that no harm results to undiscovered heritage assets. On this basis, the proposal is in accordance with paragraph 128 of the National Planning Policy Framework (2012), Policy CS17 of the Peterborough Core Strategy DPD (2011) and Policy PP17 of the Peterborough Planning Policies DPD (2012).

i) Other matters

In response to those neighbour objections not discussed above:

- **Impacts arising from the existing school operations** – Whilst the objections from residents are noted, the operation of the existing school will not be altered by the proposal.
- **Property values** – This is not a material planning consideration.

6 Conclusions

Subject to the imposition of the attached conditions, the proposal is acceptable having been assessed in the light of all material considerations, including weighing against relevant policies of the development plan and specifically:

- the proposal would give rise to a considerable benefit to the wider community through the provision of an enhanced playing facility and the opportunity for usage throughout the year, in accordance with paragraphs 70 and 74 of the National Planning Policy Framework (2012) and Policy CS18 of the Peterborough Core Strategy DPD (2011);
- the all-weather pitch and associated facilities would not result in an unacceptable impact upon the character, appearance or visual amenity of the surrounding area, in accordance with Policy CS16 of the Peterborough Core Strategy DPD (2011) and Policy PP2 of the Peterborough Planning Policies DPD (2012);
- whilst the proposal would result in some harm to the setting of the Grade II Listed Orton Hall, the public benefit arising from the development would outweigh this harm, in accordance with paragraph 134 of the National Planning Policy Framework (2012);
- the proposal would not result in any unacceptable impact to the amenities of neighbouring

- residents, in accordance with Policy CS16 of the Peterborough Core Strategy DPD (2011) and Policy PP3 of the Peterborough Planning Policies DPD (2012);
- the proposal provides adequate on-site parking to meet the needs of the development and would not result in any harm to the safety of the surrounding public highway network, in accordance with Policy CS14 of the Peterborough Core Strategy DPD (2011) and Policies PP12 and PP13 of the Peterborough Planning Policies DPD (2012);
 - the proposed AWP would not result in any unacceptably harmful impact to ecology present within and surrounding the site, in accordance with paragraph 118 of the National Planning Policy Framework (2012), Policy CS21 of the Peterborough Core Strategy DPD (2011) and Policy PP16 of the Peterborough Planning Policies DPD (2012);
 - the proposal, subject to further details being provided, would ensure that surface water run-off is effectively managed and does not increase flood risk elsewhere, in accordance with paragraph 100 of the National Planning Policy Framework (2012) and Policy CS22 of the Peterborough Core Strategy DPD (2011); and
 - the proposal would not result in harm to undiscovered buried heritage assets, in accordance with paragraph 128 of the National Planning Policy Framework (2012), Policy CS17 of the Peterborough Core Strategy DPD (2011) and Policy PP17 of the Peterborough Planning Policies DPD (2012).

7 Recommendation

The Head of Development and Construction recommends that Planning Permission (Regulation 4) is **GRANTED** subject to the following conditions:

- C 1 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with Section 91 of the Town and Country Planning Act 1990 (as amended).

- C 2 The development hereby permitted shall be carried out in accordance with the following drawings and documents:

- Site Location Plan (dated January 2015)
- NPA All Weather Pitch Block Plan (dated January 15)
- Elevations (dated August 2014)
- Plan and Section (dated 18 August 2014)
- NPA Lighting Lux Plot (dated January 15)

Reason: For the avoidance of doubt.

- C 3 No development shall take place until a programme of archaeological work by way of a watching brief (including a Written Scheme of Investigation) has been submitted to and approved in writing by the Local Planning Authority. No development shall take place unless in complete accordance with the approved scheme. The approved scheme shall be implemented in full including any post development requirements e.g. archiving and submission of final reports.

Reason: To secure the obligation on the planning applicant or developer to mitigate the impact of their scheme on the historic environment when preservation in situ is not possible, in accordance with paragraphs 128 and 141 of the National Planning Policy Framework (2012), Policy CS17 of the Peterborough Core Strategy DPD (2011) and Policy PP17 of the Peterborough Planning Policies DPD (2012). This is a pre-commencement condition because archaeological investigations will be required to be carried out before development begins.

C 4 The use of the all-weather sports pitch hereby permitted shall not take place outside the following hours:

Monday to Friday - 08:00 to 21:00 hours

Saturday / Sunday / Public or Bank Holidays - 09:00 to 17:00 hours

All external lighting associated with the all-weather pitch shall not be used outside the following hours:

Monday to Friday - 08:00 to 21:15 hours

Saturday / Sunday / Public or Bank Holidays - 09:00 to 17:15 hours

Reason: In order to protect the amenities of neighbouring occupants and ensure viable use of the sports facility, in accordance with Policies CS16 and CS18 of the Peterborough Core Strategy DPD (2011) and Policy PP3 of the Peterborough Planning Policies DPD (2012).

C 5 Use of the all-weather pitch hereby permitted 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 artificial pitch hereby approved and include (but not limited to):

- Details of pricing policy;
- Hours of use;
- Access by non-Peterborough Foundation users;
- Management responsibilities;
- A mechanism for review; and
- Anything else which the Local Planning Authority in consultation with Sport England considers necessary in order to secure the effective community/school use of the facilities.

The development shall not be used at any time other than in strict compliance with the approved Agreement.

Reason: To secure well managed safe community/school access to the sports facility, to ensure sufficient benefit to the development of sport and to accord with Policy CS18 of the Peterborough Core Strategy DPD (2011).

C 6 Notwithstanding the details hereby permitted, the use of the lighting columns shall not exceed the obtrusive light limitations for sky glow, light into windows, source intensity and building luminance specified in environmental zone E2 in the Institution of Lighting Engineers document 'Guidance Notes for the Reduction of Obtrusive Light GN01:2011'.

In the event of any reasonable complaint to the Local Planning Authority in respect of light intrusion to neighbouring properties, the Applicant (or their successors in title) will be required to demonstrate compliance with these limits within 28 days of written notice from the Local Planning Authority. Should any breach be found, a scheme of mitigation to bring the lighting into accordance shall be provided and implemented in accordance with a timetable agreed.

Reason: In the interests of protecting the amenity of local residents, in accordance with Policy CS16 of the Peterborough Core Strategy DPD (2011) and Policy PP3 of the Peterborough Planning Policies DPD (2012).

C 7 Prior to the commencement of development, a scheme for the hard landscaping of the site shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the following:

- Finished ground levels;
- Hard surfacing materials; and
- Boundary treatments (including colour finish).

The approved hard landscaping scheme shall be carried out prior to first use of the all-weather sports pitch.

Reason: In the interests of visual amenity and security, in accordance with Policy CS16 of the Peterborough Core Strategy DPD (2011). The condition is required pre-commencement as the site levels are required before any work commences.

C 8 Prior to the commencement of development, full and up-to-date design details for the management of surface water run-off from the development shall be submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: To ensure that no increased flood risk results beyond the boundary of the site, in accordance with Policy CS22 of the Peterborough Core Strategy DPD (2011). The condition is required pre-commencement as elements of the drainage details shall be implemented first, before other development takes place.

C 9 Prior to the commencement of development, a Construction Management Plan (CMP) shall be submitted to and approved in writing by the Local Planning Authority. The CMP shall include (but not be limited to):

- Hours of work, including arrival/exit times for all contractors which should avoid peak school drop-off/pick-up times;
- Haul routes to/from the site;
- Parking of all contractors vehicles;
- Locations of storage compounds and welfare facilities;
- Areas for the turning and loading/unloading of all delivery vehicles; and
- Wheel washing facilities.

Development shall be carried out in accordance with the approved CMP.

Reason: In the interests of highway safety and the amenity of neighbouring residents, in accordance with Policy CS16 of the Peterborough Core Strategy DPD (2011) and Policies PP3 and PP12 of the Peterborough Planning Policies DPD (2012).

C10 Prior to first use of the all-weather pitch hereby permitted, a car park management plan shall be submitted to and approved in writing by the Local Planning Authority. The plan shall include the management of parking provision within the area shown for such purposes on the submitted Block Plan at all times of use of the pitch and for all users (e.g. school use, Peterborough United Academy and any other users). Thereafter, the parking provision shall only be used in accordance with the approved management plan.

Reason: In the interests of highway safety, in accordance with Policies PP12 and PP13 of the Peterborough Planning Policies DPD (2012).

Copy to Cllr Casey, Cllr Forbes and Cllr Okonkowski