

PLANNING COMMITTEE	DATE: 05/02/2024
REPORT OF THE ASSISTANT HEAD OF DEPARTMENT	

Number: 7

Application Number: C23/0891/22/LL

Date Registered: 23/11/2023

Application Type: Full

Community: Llanllyfni

Ward: Llanllyfni

Proposal: Creation of new football pitch and erection of new storage shed.

Location: Talysarn Celts FC, Talysarn, LL54 6BY

Summary of the Recommendation: TO APPROVE WITH CONDITIONS

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1. Description:

- 1.1 This is a full application to create a new football pitch and erect an additional storage shed near the existing football ground. The football pitch would be slightly smaller in size than a full-size pitch, measuring 91 metres long by 55 metres wide, and it is not proposed to install any floodlights. It is also proposed to erect a storage building measuring 13.7 metres long by 7 metres wide, and approximately 4 metres high. The shed would be covered with green-coloured steel sheets, and will be located by the south-western gable of the existing shed where a steel container is currently located. A revised site plan showed existing and proposed parking spaces together with a land drainage system.
- 1.2 The site is served by an existing entrance and access road from a third-class county road and unclassified road nearby. The site is located outside any development boundary, inside a Special Landscape Area, a Landscape of Outstanding Historic Interest and a Wildlife Site.
- 1.3 The following documents were submitted with the application:
- Supporting Planning Statement,
 - A Statement by Oolong Sports Pitch Consultancy,
 - Drainage Assessment,
 - Initial Ecological Assessment
 - A statement identifying the necessary work for creating a pitch on the current site.

2. Relevant Policies:

- 2.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Planning Policy Wales emphasise that planning decisions should be in accordance with the Development Plan, unless material planning considerations indicate otherwise. Planning considerations include National Planning Policy and the Local Development Plan.
- 2.2 The Well-being of Future Generations (Wales) Act 2015 places a duty on the Council to take reasonable steps in exercising its functions to meet the seven well-being goals within the Act. This report has been prepared in consideration of the Council's duty and the 'sustainable development principle', as set out in the 2015 Act. In reaching the recommendation, the Council has sought to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs.
- 2.3 **Anglesey and Gwynedd Joint Local Development Plan 2011-2026, adopted 31 July 2017**

ISA 1: Infrastructure provision

ISA 2: Community facilities

PCYFF 1: Development Boundaries

PCYFF 2: Development criteria

PCYFF 3: Design and place shaping

PCYFF 4: Design and landscaping

AMG 3: Protecting and enhancing features and qualities that are distinctive to the local landscape character

AMG 5: Local Biodiversity Conservation

PS 19: Conserving and where appropriate enhancing the natural environment

PS 4: Sustainable Transport, Development and Accessibility

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TRA 2: Parking standards

TRA 4: Managing transport impacts

AT 1: Conservation Areas, World Heritage Sites and Registered Historic Landscapes, Parks and Gardens

AT 4: Protection of non-designated archaeological sites and their setting

Technical Advice Note 12: Design

Technical Advice Note 16: Sports, Leisure and Open Spaces

Technical Advice Note 18: Transport

Technical Advice Note 24: The historic environment

2.4 **National Policies:**

Future Wales: The National Plan 2040

Planning Policy Wales (Edition 11 - February 2021)

Letter of the Welsh Government's Minister for Climate Change, dated 11 October 2023 announcing an update to chapter 6 of Planning Policy Wales with immediate effect.

3. **Relevant Planning History:**

No recent relevant planning history to the site.

4. **Consultations:**

Community/Town Council: There was no objection to this application.

Natural Resources Wales: We have reviewed the planning application submitted to us, and from the information provided, we are not of the opinion that the proposed development impacts any matters listed on our Consultation Topics, Development Planning Advisory Service: Consultation Topics (September 2018): Therefore, we have no observations to make on the proposed development.

Please note that our decision not to make observations does not mean that there is not a possibility for the proposed development to affect other interests, including environmental interests of local importance.

We note that there is no information regarding protected species with the application and therefore we presume that your authority has screened the application and has concluded that there is no reasonable likelihood of protected species being present.

The applicant should be notified that they are responsible for ensuring that they obtain all the permits/permissions applicable to their development, along with planning permission.

Transportation Unit:

I am concerned that the development could lead to an increase in demand for parking while at the same time reduce the number of parking spaces that are available on the site. The application states that there is only a limited number of parking spaces, and that the proposed new playing pitch will be sited in an area that is currently used for parking. I ask the applicant to provide

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information regarding the proposed parking arrangements associated with the development.

Response to the revised plans:

Not received at the time of writing the report.

Welsh Water:

As of 7th January 2019, this application may be subject to Schedule 3 of the Flood and Water Management Act 2010 and therefore may require approval of Sustainable Drainage Systems (SuDS) features, if the proposed development amounts to an area exceeding 100 square metres. We would request if minded to grant planning consent, that the following Condition and Advisory Notes are included to ensure no detriment to existing residents or the environment and to Dŵr Cymru Welsh Water's assets:

Condition: No surface water and/or land drainage shall be allowed to connect directly or indirectly with the public sewerage network.

Reason: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no pollution of or detriment to the environment.

Advisory Notes:

As of 7th January 2019, this proposed development may be subject to Schedule 3 of the Flood and Water Management Act 2010. The development may therefore require approval of Sustainable Drainage Systems (SuDS) features, from the determining SuDS Approval Body (SAB), in accordance with the 'Statutory standards for sustainable drainage systems – designing, constructing, operating and maintaining surface water drainage systems'.

The applicant is also advised that some public sewers and lateral drains may not be recorded on our maps of public sewers because they were originally privately owned and were transferred into public ownership by nature of the Water Industry (Schemes for Adoption of Private Sewers) Regulations 2011. The presence of such assets may affect the proposal. In order to assist us in dealing with the proposal the applicant may contact Dwr Cymru Welsh Water to establish the location and status of the apparatus. Under the Water Industry Act 1991 Dwr Cymru Welsh Water has rights of access to its apparatus at all times. In accordance with Planning Policy Wales (Edition 11) and Technical Advice Note 12 (Design), the applicant is advised to take a sustainable approach in considering water supply in new development proposals, including utilising approaches that improve water efficiency and reduce water consumption.

We would recommend that the applicant liaises with the relevant Local Authority Building Control department to discuss their water efficiency requirements.

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Biodiversity Unit:

The Ecology reports have been completed to an acceptable standard.

They confirm the ecological baseline of the site, including presence of protected species and propose reasonable mitigation and enhancement measures.

The developer should produce a Green Infrastructure Statement which addresses how green infrastructure is being incorporated into this development, also addressing how net biodiversity benefit is being attained. It must demonstrate how the stepwise approach has been applied and incorporate all mitigation and enhancement as informed by the ecological baseline data and expertise provided. – this could be accompanied by a green infrastructure design plan or alternatively, all green infrastructure (particularly biodiversity mitigation and enhancement) should be included in a landscaping design. – see PPW sec. 6.2.5 a 6.4.21. Planning should then be conditioned in strict conformity to the commitments made in the GIS and design plans.

The developer is also expected to produce a maintenance plan to set out how a net benefit for biodiversity will be achieved within the short and long term management of the site. This should describe appropriate and reasonable actions which will be taken to ensure all biodiversity mitigation and enhancement are delivered. The implementation of this document should then be conditioned with planning. – see PPW sec. 6.5.21 (5)

Gwynedd Archaeological Planning Service:

The archaeological potential at this site comes from the historic Coed Madoc slate quarry (PRN: 20019) – which covers the entire footprint of the football pitches. The site is described as having been landscaped some years ago, however the exact degree to which structural material was removed is unknown. Hence there could be a potential for archaeological remains surviving beneath the surface, and hence groundworks to varying depths could disturb these remains.

I have had another look at the ground investigations that have been carried out, and unfortunately the information is limited (in an archaeological capacity). The photographs show a relatively shallow depth, whilst the notation describes ‘made ground of slate and stone observed at varying depths (450-740mm). This ‘made ground’ could describe archaeological deposits – however it is difficult to assess at this time.

Historic mapping shows extensive tramlines and associated buildings throughout the complex – and as such if any such material survives (especially tramlines), it could cause issues installing drainage. Do you know if there is any additional information available from the GI works (i.e. photos, description of material, etc)?

In the meanwhile, I am trying to obtain more reliable information

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on the extent to which the site was reclaimed – and will update accordingly.

Public Protection

The proposed development is an addition to the principal use of the site as a playing field, however the intensification at any site can give rise to a range of amenity concerns, especially noise and lighting, particularly where they are proposed in residential areas. The application does not include any floodlights to extend the daylight use of the site, however portable floodlights are commonly used in sports fields to extend the use of the site during the evenings.

Noise

A Noise Management Plan can be submitted, covering issues such as hours and days of use, community liaison, complaints procedures and response required/timescales and preventing unauthorised use.

The World Health Organisation (WHO) ‘Guidelines for Community Noise’ 1999, provides guidance for noise levels in outdoor living areas. It states that, to avoid ‘moderate annoyance’ during the daytime and evening, the noise levels should not exceed 50 dB LAeq,T, for a 16-hour daytime period from 07:00 to 23:00 hrs. Further guidance has stated that as the 16-hour assessment period may not truly reflect the noise impact a one hour, (LAeq,1hour) level can be conditioned as this is typically the time period for a community sports session:

The noise level from the development shall not exceed 50 dB LAeq(1 hour) at the façade of any nearby property and in gardens for community noise, recreational noise is included on the World Health Organisation.

It is not necessarily the case that where these levels are exceeded, the noise will adversely affect nearby residential properties, however, should complaints be received and the noise condition exceeded, a full noise assessment will be required, carried out by a noise consultant who is competent in terms of noise.

The noise assessment shall detail the of activities on site and measure the noise levels and compare with relevant standards such as:

- World Health Organisation Environmental Noise Guidelines for the European Region 2018/Guidelines for Community Noise (1999)/Night Noise Guidelines for Europe (2009)
- IoA/IEMA Guidelines for Environmental Noise Impact
- Sports England Noise Guideline Values

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- BS8233:2014 Guidance on sound insulation and noise reduction for buildings
- Or any other relevant, updated guidance on sports recreation use and noise.

Detail the Noise mitigation measures to be employed and the resulting predicted level of noise at sensitive locations. Where the management plan is changed, all such activities on the site shall take place in accordance with an updated noise management plan.

Construction Noise

Construction, demolition and site clearance operations shall be limited to the following days and hours:

- 08:00 to 18:00hrs on each day Monday to Friday.
- 08:00 to 13:00hrs Saturday.
- No construction, demolition or site clearance operations on Sundays or public holidays.

Lighting

There is an increasing pressure on sites to open later and can provide additional income by renting to other teams. If the proposed development leads to a nuisance, the Planning authority can suggest that the use of the site is conditioned to cease between 21:00 and 08:00.

Alternatively, a condition can be placed that an assessment of the potential for light impact is undertaken, submitted to and approved in writing by the Local Planning Authority.

The lighting assessment shall include:

- Identification of sensitive receptors likely to be impacted upon by light nuisance, with a determination of the proposed scheme's compliance with the design guidance in the Institution of Lighting Professionals Document: Guidance Notes for the Reduction of Obtrusive Light. <https://www.theilp.org.uk/documents/obtrusive-light/>
- and where required proposed methods of mitigation against potential light nuisance, including potential glare and light spill, on sensitive receptors.
- Any agreed lighting scheme shall be implemented and permanently retained. Any deviation from the agreed lighting scheme shall require approval in writing by the Local Planning Authority.

Public Consultation:

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A notice was posted on the site and nearby residents were notified, the following observations were received:

- Concern about people cutting through the hedge to the path that runs behind the residential houses.
- There is already disturbance during large events.
- Daily disruption by children and people walking their dogs.
- Balls are being kicked into the back yard.
- Litter and dog mess being left behind.

5. Assessment of the material planning considerations:

The principle of the development

- 5.1 Policy ISA 2 Community Facilities is relevant to this application. The policy aims to protect existing community facilities and encourage the development of new facilities where appropriate. Local leisure and community facilities are important to the health, social, educational, linguistic and cultural needs of the Plan area, as well as its economic well-being. For the purpose of this policy, community facilities are defined as facilities used by local communities for the health, leisure, social and educational purposes and they include schools, libraries, leisure centres, health care provisions, theatres, village halls, cemeteries, places of worship, public houses and any other facility that fulfils a role of serving the community.
- 5.2 The site lies outside the development boundary of Talysarn but is located on the periphery of the village and close to the development boundary. Although the application does not propose new facilities (in terms of land use), it would significantly improve and enhance the existing facilities and is likely to benefit the school and the wider community. The site is easily accessible on foot, bicycle and public transport, and we consider that the scale and type of proposal is appropriate in relation to the size, character and function of the settlement. It is therefore considered that the proposal is acceptable in principle and complies with policy ISA 2.

Visual amenities

- 5.3 Policy PCYFF 3 states that proposals, including extensions and alterations to existing buildings and structures, will be approved provided they comply with a number of criteria including that the proposal complements or enhances the character of the site, the building or the area in terms of setting, appearance, scale, massing, height and elevation treatment; that it respects the context of the site and its place in the local landscape; that it uses materials that are appropriate to their surroundings and incorporates soft landscaping; that it improves a safe and integrated transport and communications network; that they limit the risk and danger of flood water run-off and prevent pollution; that it achieves an inclusive design that allows access for all and helps to create healthy and lively environments taking into account the health and well-being of future users.
- 5.4 The proposal is situated on land next to an existing playing field to the south west. There are residential properties and a county road to the north west. During a site visit, it was noticed that steel containers were located near the current changing rooms for storing equipment on the site. The building would replace those containers. A condition would be required on any permission to ensure that such containers are not installed on the site after the permission is implemented. Additional plans were received showing the size of the building in comparison with the existing changing rooms, and they show that the height of the new building will be slightly lower than the

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existing changing rooms. Taking this into consideration, as well as the design and materials, it is not considered that the building would create an alien feature within the local area. Neither is it considered that the football pitch will have a significant impact on the local landscape or area.

- 5.5 It is not believed that this development will cause significant harm to the visual amenities of the local area and, by imposing appropriate conditions, we believe that it can be ensured that the visual impact of the development is acceptable under policies PCYFF 2 and PCYFF 3 of the LDP.

General and residential amenities

- 5.6 Policy PCYFF2 is relevant to the proposal and states that proposals that would have a significant adverse impact on the health, safety or amenity of occupiers of local residences, other land and property uses or characteristics of the locality due to increased activity, disturbance, vibration, noise, dust, fumes, litter, drainage, light pollution, or other forms of pollution or nuisance, will be refused.
- 5.7 The site is located near an existing football pitch and associated activities already exist on the site. However, current use of the application site is only occasional and informal and does not include full football matches. The site backs onto a residential area and it is fair to say that the proposal's effect will be different to the existing situation. The site also connects with several amenity footpaths that are regularly used by the public. The applicant states that there are 1 men's team and 6 youth teams using the site at present, with a view to increasing this and using the new pitch for practices and youth matches. Consequently, the use of the entire site would intensify as a result of developing the site.
- 5.8 Public Protection observations were received, recommending that the applicant submits a Noise Management Plan that covers matters such as hours and days of use, community liaison, complaints procedures and the response required/timescales, and preventing unauthorised use. In addition, it was suggested that a condition be imposed to manage the development hours, and a condition to manage the noise level arising from the site when it is operational. This type of condition means that a noise assessment can be requested should complaints be received, and means that we can ensure that mitigations measures are implemented to keep the noise levels within an acceptable limit. It is also considered that the increase of parking spaces within the site will help to reduce the effect on the local area. Provided such conditions are imposed, it is considered that the proposal can meet the requirements of policy PCYFF 2.
- 5.9 Although acknowledging the comments received in objection to the proposal, it is not considered that the proposal, with conditions, will cause significant harmful disturbance to the residential amenities of neighbouring dwellings, and neither is it considered that the proposal will cause a change in the use of the nearby footpaths by the public. It is likely that the trees and vegetation to the north of the site act as a natural barrier that prevent most balls from reaching the houses nearby. Consequently, we cannot justify requesting a new boundary fence as part of the application, and preventing access through the trees and vegetation are matters that are beyond the considerations of this application.
- 5.10 The applicant states that they do not intend to install floodlights on the site, as notes that there are no light posts currently on the site. In accordance with the advice given by the public protection service, it is intended to impose a condition on any permission to agree on any lighting systems before they are installed on the site, should the situation change. It is not believed that this development will cause significant harm to the general and residential amenities of the local area and, by imposing appropriate conditions, we believe it can be ensured that the amenity impact of the development is acceptable under policy PCYFF 2 of the LDP.

Transport and access matters

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- 5.11 The proposal involves creating a new formal football pitch, and it seems likely that this would increase traffic into and out of the site. No change is proposed to the existing access. The Transportation Unit has expressed concern regarding the provision of parking spaces, but following this a revised plan was received showing the existing and additional parking spaces. The site is also situated within reasonable walking distance of the centre's public car park, and there are also informal parking areas near the site's vehicular entrance. The site is in an accessible location, within reasonable walking distance of a large number of residential housing and is also close to a bus stop. The proposal is therefore considered to comply with policies TRA 2 and TRA 4.
- 5.12 Policy PCYFF 3 requires the design of developments to achieve an inclusive design by ensuring environments that are barrier free; which enables access for all and offers a comprehensive provision for disabled people. We note that there are no disabled parking spaces indicated on the plans, but this can be ensured through a condition should the development be approved. We received confirmation from the agent that it is intended to revise the plans to provide disabled parking spaces, after obtaining guidance from the transportation unit regarding the number required to be provided on site. With a condition, it is considered that the proposal meets the requirements of Policy PCYFF 3 in terms of access for all.

Biodiversity Matters

- 5.13 The proposal involves the creation of a football and sports pitch and erecting a new steel shed. The field is located on land that has, to a large extent, already been cleared, and the proposed shed on hard ground near an existing shed. An ecological assessment was submitted, and observations were received from the Biodiversity Unit stating that the ecological assessment presented with the application was of a good standard and confirmed the starting point in terms of the site's ecological situation. It is intended to impose a condition on any permission, enforcing the implementation of any right strictly in accordance with the contents of the report and also ecological notes.
- 5.14 There is existing vegetation between the sports ground and nearby properties, however, it is felt that a suitable landscaping scheme should be implemented for the proposal and a condition will be placed on any permission enforcing this. By ensuring that appropriate conditions are imposed on the development, it is believed that this development will meet the requirements of Policies PS19 and AMG 5 of the LDP which encourage proposals to protect, and where appropriate, enhance the area's biodiversity.
- 5.15 On 11 October, the Welsh Government published an update to Chapter 6 of Planning Policy Wales (PPW), which deals with green infrastructure, net gain to biodiversity, the protection afforded to Sites of Special Scientific Interest and trees and woodlands. The changes to PPW have been considered, together with the observations by the Biodiversity Unit, however, in this case, they do not raise any new matters that have any material influence on the decision, and it is considered that the contents of the ecological report along with the ability to place conditions to secure mitigation measures and enhancements to biodiversity are sufficient to satisfy the requirements of PPW.

Language Matters

- 5.16 Excluding the developments that meet the thresholds for submitting a Welsh Language Impact Statement/Assessment noted in Policy PS1, guidance is provided in terms of the type of relevant applications where consideration should be given to the Welsh language in Appendix 5 (The Screening Procedure) of the Supplementary Planning Guidance (SPG) 'Maintaining and Creating Distinctive and Sustainable Communities'. The guidance contained states that every retail, commercial or industrial development that are not required to submit a Welsh Language Impact Statement / Assessment should show how consideration has been given to the language.

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5.17 The application is one to improve communal facilities that would be used by the local community. The site is located on the outskirts of the settlement, close to the development boundary. As it is a scheme to improve and enhance current facilities, it is not an unexpected development nor is it contrary to other policies within the local development plan.

5.18 A statement was received from the applicant stating;

“The project and the club's language policy addresses many elements of the Gwynedd Plan 2023-28 including the "Gwynedd Gymraeg" priority. The club's activities are carried out entirely / the vast majority through the medium of Welsh. This allows all children (first and second language) to be able to use the Welsh language naturally in a social / sports situation which is such an important foundation to protecting and developing the language in our communities to the future..”

5.19 The football club's website is bilingual and the messages on social media prioritises the Welsh language which shows that the club is committed to the language, and supports the above statement.

5.20 Should the application be approved and in accordance with policy PS 1, conditions can be imposed to ensure that any new internal signs are Welsh or bilingual. It is considered that the proposal complies with policy PS1.

Archaeological Matters

5.21 The Gwynedd Archaeological Planning Service (GAPS) states that the archaeological potential of this site arises from the Coed Madog historic slate quarry that covers the entire footprint of the football pitches. The evidence shows that the site was landscaped some years ago, but the exact degree to which any historical structural material was removed is unclear. There is the possibility of archaeological remains surviving beneath the surface, therefore groundworks to varying depths could disturb any remains.

5.22 GAPS requested additional time to research the historic landscaping work further, and they also asked for more information from the applicant. Although no responses have been received at the time of preparing the report, matters such as these can either be resolved prior to releasing any permission, or by imposing planning conditions to agree a programme of archaeological work. Provided we receive advice and confirmation from GAPS that they are satisfied with the scheme, it is believed that the scheme can proceed in accordance with the requirements of policy AT 4 of the LDP. The matter will be further reported upon in the Committee.

5.23 The site is within 400m of the Slate Landscape of North Wales World Heritage Site (WHS) designated by UNESCO and is also within the Dyffryn Nantlle Landscape of Outstanding Historic Interest. Considering the nature of the development, its location near a settlement as well as the formation of the local landscape and the presence of existing natural growth around the site, it is not believed that the development would have a significant harmful impact on the designated landscape or on the visual setting of any heritage asset. We therefore believe that the application would meet the requirements of policies AT1 and PS 20 of the LDP.

6. Conclusions:

6.1 Having considered the material planning matters in this case, the proposed development meets the objectives of the Anglesey and Gwynedd Joint Local Development Plan by proposing a development of a high-quality and modern design that is appropriate to its location, and which

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will make a substantial contribution towards improvements to local sports facilities. Concerns about the proposal are acknowledged; however, the specialist evidence indicates that the impacts would not be significantly adverse, and the effects can be managed by imposing planning conditions.

7. Recommendation:

To delegate powers to the Assistant Head of Environment Department to approve the application subject to completing discussions regarding archaeology as well as relevant planning conditions relating to:

1. Five years.
2. In accordance with plans and documents
3. No containers or other equipment to be kept outdoors.
4. No lighting on the site without agreement.
5. Landscaping.
6. Landscape maintenance.
7. Welsh / bilingual signs
8. Provision of disabled parking spaces
9. Additional car parking spaces to be completed before the new pitch is used
10. Public Protection conditions