

**WARD:** Westbury-on-Trym      **CONTACT OFFICER:** Kevin Morley  
**SITE ADDRESS:** Coombe Dingle Sports Complex Coombe Lane Bristol BS9 2BJ

**APPLICATION NO:** 16/00537/F      Full Planning  
**EXPIRY DATE:** 3 May 2016

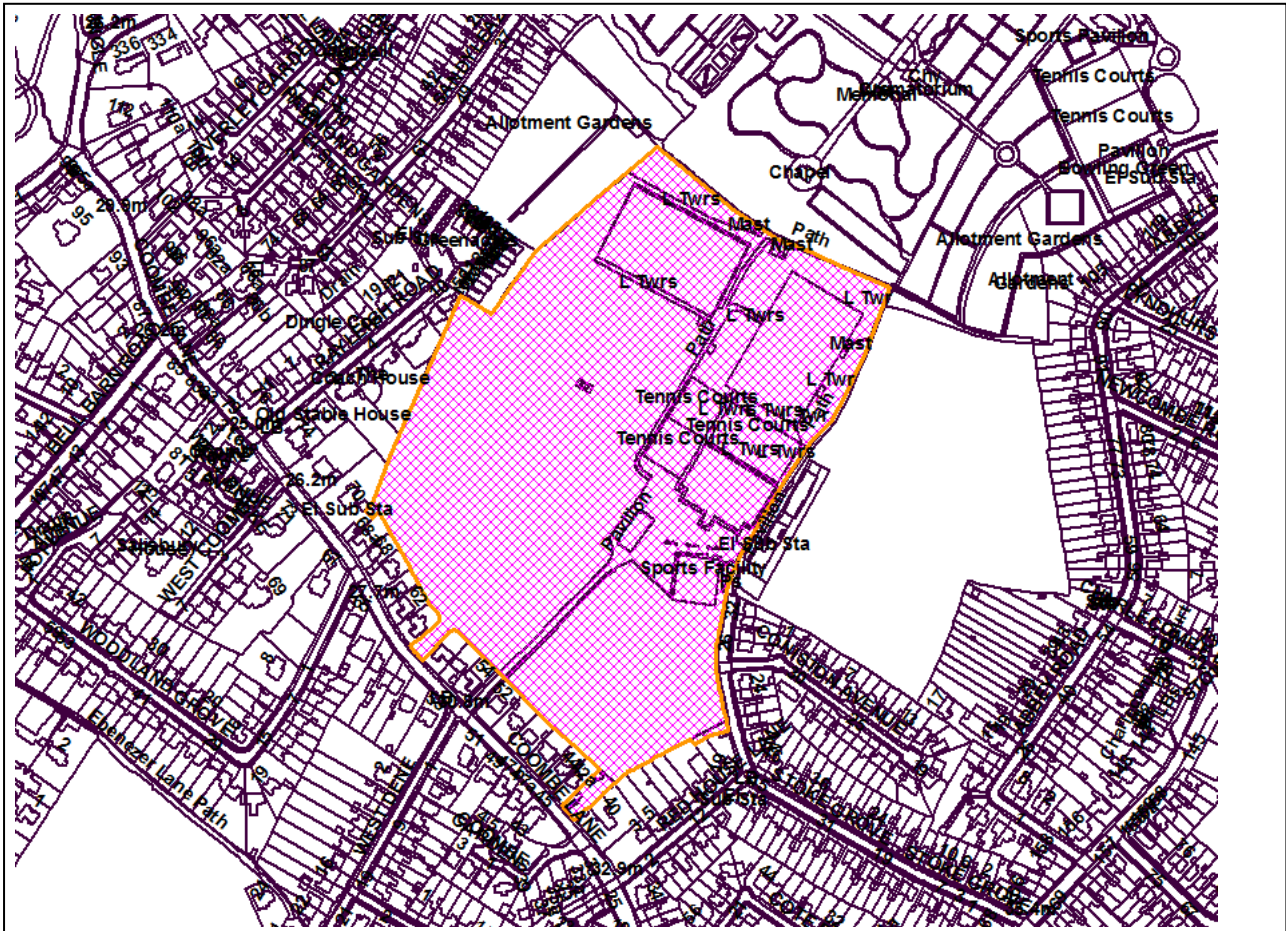
**Creation of enclosed 3G sports pitch with flood lighting; erection of new single storey changing room block; replacement lighting to existing artificial hockey pitch (Pitch A) and resurfacing, replacement fencing and floodlighting columns to existing artificial hockey (Pitch B) (Major Application)**

**RECOMMENDATION:** Grant subject to Condition(s)

**AGENT:** CSJ Planning Consultants Ltd  
1 Host Street  
Bristol  
BS1 5BU      **APPLICANT:** University Of Bristol  
Please Use Agent

*The following plan is for illustrative purposes only, and cannot be guaranteed to be up to date.*

**LOCATION PLAN:**



**Development Control Committee B – 27 April 2016****Application No. 16/00537/F: Coombe Dingle Sports Complex Coombe Lane Bristol BS9 2BJ****SUMMARY**

The application is made by the University of Bristol to upgrade current facilities at their sports complex in Coombe Dingle. The two existing artificial pitches would be upgraded with new flood lighting and a new hockey pitch surface for one. The existing rugby pitch would also become an all-weather artificial pitch with a full enclosure and flood lighting. A new single-storey changing room block is also proposed centrally between these pitches. The application is supported by technical reports relating to drainage, transport and environmental health matters, which have been assessed by officers. With the imposition of planning conditions it is concluded that the application is acceptable and is recommended to the committee for approval.

**SITE DESCRIPTION**

The application site refers to the University of Bristol's sports complex, which includes grass sports pitches (for rugby, football, and cricket), two outdoor floodlit artificial pitches, indoor and outdoor tennis courts, a lacrosse pitch, netball courts, a pavilion, changing rooms and an indoor sports centre complete with an access road and vehicle parking for 141no. cars, 76no. cycles and 5no. bus/coach spaces. The site is designated in the development plan as important open space.

**RELEVANT HISTORY**

84/03478/P Provision of artificial grass all-weather playing surface with associated fencing and floodlighting. Planning permission granted, subject to conditions.

90/03104/X Variation of condition - Extend floodlighting hours from 9.30pm to 10pm weekdays & 6pm to 8pm Saturdays/Sundays. Planning permission granted, subject to conditions.

96/00081/F Erection of new indoor tennis centre, implement shed, all weather pitch & part running track with associated lighting. Planning permission granted, subject to conditions.

00/01132/F Provision of floodlighting (15no. 7 metre high units) to existing 4no. tennis courts at rear of Tennis Centre building. Planning permission granted, subject to conditions.

**PROPOSAL**

This application seeks full planning permission for the following works:

Construction of new 3G artificial sports pitch (on the site of the existing grass rugby pitch) with perimeter fencing (4.5m high with 8.5m high ball-catching fencing behind posts) and floodlighting (6no. columns - 3x 18.3m high and 3x 21.3m high),

Resurfacing of one of the existing artificial hockey pitches, replacement fencing (3m high with 4.5m fencing behind shooting area) and replacement floodlighting columns (6x 18.3m high - a reduction from 8x 16m columns),

Replacement floodlights to existing artificial pitch (re-using the existing 8x 16m high columns),

Construction of single storey changing room block within a central location between the three artificial pitches; and

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Hard surfacing works to widen existing footpath from car park to artificial pitches, in order to facilitate easier maintenance vehicle access.

## PRE-APPLICATION COMMUNITY CONSULTATION

The Bristol Neighbourhood Planning Network made the following comment "The community involvement process was good. The CIS lists the issues raised. Lighting has been addressed by a lighting assessment submitted with the application."

## RESPONSE TO PUBLICITY AND CONSULTATION

The application was advertised via site notices. Consultation letters were also sent to 438no. addresses close to the site. As a result 26no. representations were made with 17no. objections and the remaining comments in support or neutral in nature. The main concerns raised are summarised below.

**Councillor Alastair Watson** also made the following comment "I am concerned about the impact this development will have on local residents. This is a sports complex situated in the heart of a residential area, bounded on three sides by private houses and flats. The impact of the proposed new flood lighting may possibly be very severe. Although the applicant maintains that the new lighting will be an improvement, this is yet to be proven. Because of the potential for higher levels of light pollution, there needs to be more information on the design of the proposed flood lights, and pilot test rigs to prove that the spillage and glare will not be unacceptable for those people living in the area. The lights (which will be situated on taller poles and be twice as bright as the current lights) will be used much more frequently, especially on the 3G MUGA pitch as this will accommodate multi-sports use on the artificial surface. I believe it is beholden on the University of Bristol to prove, unequivocally, that the lighting levels of the proposed new flood lights will not be any worse than the current lights in peoples' homes and gardens before they are given approval to proceed with this application. As a condition of the planning approval, they should then check and monitor light levels when the full set of lights is installed.

The proximity of the 3G MUGA pitch to the Greenacres Flats in Rayleigh Road is also of concern. This is closer than recommended by manufacturers, and will result in increased noise levels for residents as the pitch will be used more intensively. Also, the fencing should be 'low noise' as the impact of balls against this will be a continual irritation to those living close by. Although I am generally supportive of the University developing the Coombe Dingle Sports Complex, I believe they have not addressed the very real concerns of residents with the current application."

The main objections from third parties are summarised as:

- Light pollution
- Noise and disturbance
- Late night activity - existing curfew too late
- Parking issues
- Flood risk issues
- Nature conservation issues
- Community use access to the facility
- Health implications

The above points will be covered in the Key Issues of the report. It was also commented that:

(i) The submission was lacking in detail and what was provided was not clear including some inaccuracies - the Applicant has provided additional information and although it is technical in nature it

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is necessary for Environmental Health colleagues to interpret.

(ii) No technical information was provided showing the existing situation with respect to light levels - although this is noted; the proposal is for 3no. new sets of floodlighting and the potential impact of the proposed development is to be assessed against policy and current guidance.

**OTHER COMMENTS**

**Sport England** made the following comments: -

It is understood that the site forms part of, or constitutes a playing field as defined in The Town and Country Planning (Development Management Procedure) (England) Order 2015 (Statutory Instrument 2015 No. 595). The consultation with Sport England is therefore a statutory requirement.

Sport England has considered the application in the light of the National Planning Policy Framework (particularly Para 74) and Sport England's policy on planning applications affecting playing fields 'A Sporting Future for the Playing Fields of England' (see link below):  
[www.sportengland.org/playingfieldspolicy](http://www.sportengland.org/playingfieldspolicy)

Sport England's policy is to oppose the granting of planning permission for any development which would lead to the loss of, or prejudice the use of, all or any part of a playing field, unless one or more of the five exceptions stated in its policy apply.

**The Proposal and Impact on Playing Field**

The proposal involves the creation of enclosed 3G artificial grass pitch (AGP) with flood lighting; erection of new single storey changing room block; replacement lighting to existing artificial hockey pitch (Pitch A) and resurfacing, replacement fencing and floodlighting columns to existing artificial hockey (Pitch B). The proposed 3G AGP affects an existing rugby pitch.

**Assessment against Sport England Policy**

The proposed changing block is ancillary to the playing field and therefore it meets E2:

"The proposed development is ancillary to the principal use of the site as a playing field or playing fields, and does not affect the quantity or quality of pitches or adversely affect their use."

Additionally this application relates to the provision of a new indoor and outdoor sports or facilities on the existing playing field at the above site. It therefore needs to be considered against exception E5 of the above policy, which states:

E5 - The proposed development is for an indoor or outdoor sports facility, the provision of which would be of sufficient benefit to the development of sport as to outweigh the detriment caused by the loss of the playing field or playing fields.

I have therefore assessed the existing and proposed playing fields against the above policy to determine whether the proposals meet exception E5.

Sport England has been advised by the Rugby Football Union that they support this proposal. The technical design specifications of the 3G AGP Rugby surface should reflect and meet the requirements of World Rugby Regulation 22.

England Hockey advise that they fully support the proposed planning application. They would expect the Hockey AGP floodlighting upgrade to be a minimum of 350 Lux level and resurfacing with a sand

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dressed surface. They would also expect a robust Community Use Agreement be put in place to safeguard the future use of community hockey within the region.

The England & Wales Cricket Board raise no objection to the proposal but they advise that the applicant should be aware that the new rugby 3G pitch is easily within striking distance of a cricket ball. The occurrence of cricket balls landing on this pitch would be relatively high and cause a health and safety risk. As such the site should be managed to ensure that the new 3G rugby pitch and the adjacent cricket ground aren't in use at the same time.

The Football Association advise that the 3G AGP football pitch markings appear to meet the recommended size of 100m x 64m. It appears appropriate walkways have been included within the proposed site plan. A suggestion would be to reduce the number of lines as the more cuts in a 3G AGP carpet the weaker it will be. There are set performance standards that the 3G would need to meet in order to allow affiliated match play, for football this is the FIFA 1\* standard, tested every 3 years and included on The FA 3G register. There is currently good community use from Rockleaze Rangers FC of the grass pitches. The University is advised that pricing policies in place that do not deter grass roots football clubs usage, i.e. match rate at weekends similar to hiring grass pitch. This will a) ensure usage b) ensure local grass roots clubs can use the pitches. Ensure that the new 3G AGP pitch is tested and subsequently FA registered (on completion and then every 3 years). Ensure that sinking funds (formed by periodically setting aside money over time ready for surface replacement when required - FA recommend £25k per annum (in today's market for a full size pitch) are in place to maintain 3G pitch quality in the long term.

The proposal meets an identified local need for the University and has wider sports related benefits to the local community. The proposals will need to ensure that they comply with Sport England and NGB design guidance, be open to the wider community and have the means for on-going maintenance. To that end, we have suggested planning conditions below.

#### Conclusions and Recommendation

Given the above assessment, Sport England does not wish to raise an objection to this application as it is considered to meet exception E5 of the above policy. Comments regarding cricket balls should be addressed by the applicant through careful management of the site. The absence of an objection is subject to the following condition(s) being attached to the decision notice should the local planning authority be minded to approve the application:

(1) No development shall commence until details of the design and layout of the 3G AGP and resurfaced hockey sand dressed AGP have been submitted to and approved in writing by the Local Planning Authority [after consultation with Sport England]. The 3G AGP and resurfaced hockey sand dressed AGP shall not be constructed other than substantially in accordance with the approved details.

Reason: To ensure the development is fit for purpose and sustainable and to accord with Development Plan Policy

Informative: The applicant is advised that the design and layout of the 3G should comply with the relevant industry Technical Design Guidance, including guidance published by Sport England, National Governing Bodies for Sport. Particular attention is drawn to the 3G AGP being compliant with World Rugby Regulation 22 and FIFA1\* or equivalent International Artificial Turf Standards (IATS) and the sand dressed AGP with England Hockey technical specifications.

(2) Use of the development shall not commence until a community use agreement prepared in consultation with Sport England has been submitted to and approved in writing by the Local Planning Authority, and a copy of the completed approved agreement has been provided to the Local Planning Authority. The agreement shall apply to the sports facilities proposed and include details of pricing

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policy, hours of use, access by non-educational establishment users/non-members, management responsibilities and 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 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 access to the sports facility/facilities, to ensure sufficient benefit to the development of sport and to accord with Development Plan Policy.

Informative: Guidance on preparing Community Use Agreements is available from Sport England [www.sportengland.org](http://www.sportengland.org).

(3) Before the 3G AGP and resurfaced sand dressed AGP are brought into use, a Management and Maintenance Scheme for the facility including management responsibilities, a maintenance schedule and a mechanism for review shall be submitted to and approved in writing by the Local Planning Authority [after consultation with Sport England]. For Artificial Grass Pitches add measures to ensure the replacement of the Artificial Grass Pitch within a specified period. The measures set out in the approved scheme shall be complied with in full, with effect from commencement of use of the 3G AGP and resurfaced sand dressed AGP.

Reason: To ensure that a new facility/ies is/are capable of being managed and maintained to deliver [a facility/facilities] which is fit for purpose, sustainable and to ensure sufficient benefit of the development to sport and to accord with Development Plan Policy.

**Transport Development Management** has made the following comments: -

#### Principle

The application proposes to construct a 3G sports pitch with flood lighting, a new single storey changing room block, install new lighting for the existing artificial hockey pitch and resurface and install new fencing and lighting for the other existing artificial hockey pitch. In principle whilst Transport Development Management considers the proposed work acceptable, the internal road network and parking strategy is not acceptable.

#### Road Safety

The site is located off of Coombe Lane a local link road and bus route within a 20mph zone. Access is off of a staggered junction with Coombe Lane via a private access road which has a footway on the right hand side. The road has a 5mph speed limit, is well lit and there is a speed hump just past the entrance point. Visibility is acceptable.

#### Trip Generation

To support the application a Transport Statement has been produced. This indicates that on site there is parking for 224 vehicles and five coaches with a further 65 spaces available off-site within West Dene, Coombe Lane and Rehouse Lane. Whilst it is acknowledged that the neighbouring residents do not have a legal right to park in-front of their houses, in the interest of fostering good relationships with the communities bordering the site it is not considered appropriate that this number of spaces be treated as part of the calculation for available parking. The applicant must take responsibility for any issues that result from a lack of available parking on site and seek to address these. In order to establish the capacity of the available parking traffic counts were undertaken over a one week period in January this year. This indicated that as to be expected Saturday and Sunday were the busiest times.

On both occasions more vehicles arrived than could be accommodated within the designated car park, although by using additional areas there was sufficient room available. However, the data was only collected for just one week, which is not sufficient to give a true representation of the likely demand. Equally whilst the data indicated that with all the various activities on site there would be

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enough space to accommodate one rugby match, the statement goes on to say that due to the proposed floodlighting an additional game could be staged. However, no information has been provided to demonstrate whether this proposal could be accommodated. This must be considered and evidence provided, especially as to whether there would be sufficient coach and car parking.

**Layout / Lighting**

The layout plan submitted indicates that the existing and proposed pitches and changing block will be accessed via an existing 3m wide shared access road. Whilst this arrangement may be acceptable at present given the likely increase in the number of pedestrians and cyclists using the road due to the presence of the proposed changing block, this arrangement could increase the potential for conflict between these users and any motorists who have been directed to the overspill parking area (Yellow 4). To avoid this it is recommended that passing bays be installed periodically along the road to allow vehicles to be able to pass each other and a delineated pedestrian route is created. In addition the footpath surrounding the changing block should be widened so that it is at least 2m wide. Suitable lighting should also be provided. In order to provide a safer route for vehicles from the shared access road into the carpark the application proposes to widen the road where it enters the car park, which is acceptable.

**Car Parking / Cycle Parking**

As stated within the Transport Statement there is no appropriate parking standard for a site of this nature. As such no minimum/maximum standards apply. As already stated it is the responsibility of Bristol University to ensure that there is sufficient parking on site without the need for motorists to park in neighbouring streets. As a result further evidence must be provided to demonstrate that the site has sufficient parking to be able to accommodate at least two rugby matches at any one time. Information must also be provided in the form of a Parking Strategy to demonstrate how the on-site parking is managed such as through the use of marshals etc.

In respect of cycle parking the application proposes to provide storage for an additional 20 cycles as part of the proposed changing block. This would be composed of 10 covered Sheffield Stands located on the right hand side of the building. The stands should be composed of 35mm to 50mm galvanised Ferrocast or stainless steel tubing, 0.7m to 0.8m high by 0.65m to 0.9m long, set in a depth of at least 0.3m of concrete, 0.55m from any walls and interspaced with 0.9m wide gaps. Given the desire to promote alternative methods of reaching the site other than using a car, it is recommended that at least an additional 10 to 20 Sheffield Stands are provided which should be protected from the elements.

**Waste**

The site layout plan indicates that any additional refuse/recycling will be accommodated within the existing refuse/recycling storage facilities on site which is acceptable.

**Travel Planning**

In order to encourage and promote sustainable travel modes such as walking, cycling and taking public transport etc. with the aim of reducing the number of cars with drivers on their own, it is recommended that the applicant be required to produce and submit for approval a Travel Plan which should include:

1. Background information about the site and its location. Include details of how the site can be accessed by the different modes of transport; expected number of employees/visitors; overview of facilities at the site, e.g. number of car, motorbike, cycle parking spaces, showers, lockers available for staff and visitors etc. A local area map with contours showing walking and cycling distances should ideally be included.

2. Identify who the Travel Plan Co-ordinator is and set out their roles and responsibilities. Confirm they have management support.

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3. Provide details of minimum annual ongoing budget to be allocated that will be available to the Travel Plan Co-ordinator to be spent each year on measures including direct incentives, implementation, monitoring and promotion of the Travel Plan and sustainable travel. It should be demonstrated where funding is likely to come from to ensure the Travel Plan can be fully implemented.
4. For each mode of sustainable transport, clearly set out physical measures involving a tangible output that will actually be implemented to reduce unnecessary car trips, especially those made by drivers on their own. Present as an Action Plan/table with details of measures (e.g. the measures and why they are being implemented), who is responsible for implementation and when will measures be implemented. Include a separate list of failsafe measures that could be implemented should proposed measures not result in desired outcome.
5. For each mode of sustainable transport give details of how that mode will be promoted to help achieve targets, for example promotion of walking, cycling, use of public transport, car sharing and car clubs on a Travel Notice board, or promotional events. Present as an Action Plan/table with details of measures (e.g. the measures and why they are being implemented), who is responsible for implementation and when will measures be implemented.
6. What provisions/procedures are in place to increase facilities to meet increased demand if necessary, for example additional cycling parking or more allocated car share spaces.
7. Provide baseline data for travel modes by conducting a travel survey.
8. Set targets that are SMART, specific, measurable, attainable, realistic and a time frame in which these figures will be achieved.
9. Set out a mechanism for monitoring, reviewing and updating the Travel Plan.

The Travel Plan should be made available to everyone on site, including all the clubs that use the facilities.

#### Construction Management

Due to the impact this proposal would have on the highway network during the demolition/construction period the applicant would be required to produce and submit a construction management plan or construction method statement in writing for approval to the Local Planning Authority, before work commences. This would need to be adhered to throughout the construction period and should set out details regarding:

- Parking of vehicles of site operatives and visitors.
- Routes for construction traffic.
- Hours of operation.
- Method of preventing mud being carried onto the highway.
- Pedestrian and cyclist protection.
- Proposed temporary traffic arrangements including hoardings and/or footway closures.
- Arrangements for turning vehicles.
- Arrangements to receive abnormal loads or unusually large vehicles.
- Methods of communicating the Construction Management Plan to staff, visitors and neighbouring residents and businesses.

#### Recommendations

The Transport Statement and addendum do not currently provide enough information to demonstrate that the proposal is safe or sustainable and as such:



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Data must be provided to show that there is sufficient parking on-site to be able to accommodate at least two rugby matches at any one time.

At least one/two weeks of additional traffic counts should be conducted to ensure a suitable baseline.

In addition:

Bristol University and the clubs that use the site must address the demand for parking off-site by either providing additional parking on site or by seeking to reduce the number of motorists travelling to the site by promoting sustainable travel options or sharing cars.

A Travel Plan must be provided.

The shared access road should be redesigned to feature passing bays and a delineated pedestrian route be provided.

A Parking Strategy must be produced to show how parking will be managed on site such as through the use of marshals etc. when the designated car park becomes full in order that parking does not spill out into neighbouring streets and that the site remains safe and accessible for pedestrians/cyclists.

At least an additional 10 to 20 covered Sheffield Stands should be provided.

Conditions

B3 Construction management plan

C8 Completion of Pedestrians/Cyclists Access - Shown

C9 Installation of vehicle crossover - Shown

**Environmental Health (Pollution Control)** has commented as follows: -

[Initial comments 15.02.2016]

Noise

1. The acoustic report details some boundary treatment that can be used to reduce noise from the hockey pitch backboards but I can't see from the documents submitted whether this is to be used at the refurbished hockey pitch. If this is to be provided then I feel it would be useful for the acoustic report to show how this will affect the overall noise level from the site.

2. No assessment has been made of the maximum L<sub>Amax</sub> noise levels. For such an application I would really like to see details of the maximum L<sub>Amax</sub> noise levels at the nearest residential properties.

3. Noise from the existing pitches was measured at 10m from the halfway line and 10m behind the goal. The nearest residential properties (Greenacres flats on Rayleigh Road) will be behind the goal line of the new pitch but the assessment is based on the higher halfway line measurement. Whilst it is useful to have this assessed as a worst case scenario I feel that it would be useful for this to also be assessed with the possibly more appropriate behind the goal line measurements or at least a comparison of the two.

Light

The predicted lighting levels from the development all appear to be with the recommended guidance levels. It did however take me a while to understand the lighting plans and I wonder, especially as there has already been a comment with regards to the lighting whether some lighting contour plans could be provided to show the maximum vertical lux levels.

[Further comments on 03.03.2016 following receipt of further information] I would confirm that I am happy with what they have provided regarding noise so I think we just need the further info on the lighting (vertical illuminance levels at residential properties and contour maps showing this. As there are a number of objections mentioning light I also feel it would be useful for the applicant to provide a

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current lighting contour map as well as a proposed contour map for vertical illuminance.

[Final comments on 13.04.2016 following receipt of further information]

I would confirm that I am happy with the further details provided with regards to light and would ask for the following condition should the application be approved:

**Artificial Lighting**

Artificial lighting to the development must meet the Obtrusive Light Limitations for Exterior Lighting Installations in table 2 of the Institute of Light Engineers Guidance Notes for the Reduction of Obtrusive Lighting, GN01:2011.

Furthermore, I am satisfied with the current curfew of the floodlighting turn off is satisfactory (22:00hrs Monday to Friday and 20:00hrs on weekends - although noting that the tennis court lights are limited to 18:00hrs on Sundays).

**Flood Risk Manager** has commented as follows:-

We have no objections to the proposals, however the applicant should confirm who will be responsible for the maintenance of the drainage system upstream of the exiting public sewer (assumed to be the site operator).

If planning permission is then granted please apply our standard pre occupation condition as follows:

**Completion and Maintenance of Sustainable Urban Drainage - Shown on Approved Plans**

No building or use hereby permitted shall be occupied or the use commenced until the sustainable urban drainage scheme for this site has been completed in accordance with the submitted details. The sustainable urban drainage scheme shall be managed and maintained thereafter in accordance with the agreed management and maintenance plan.

Reason: To prevent the increased risk of flooding by ensuring the provision of a satisfactory means of surface water disposal and that the principles of sustainable drainage are incorporated into this proposal and maintained for the lifetime of the proposal.

**Urban Design** has commented as follows:-

Having reviewed the above case, there is little to comment on from an urban design perspective. Fundamentally the scheme is an intensification of a sports facility development on an existing site. And while the proposed new changing block is perhaps a bit utilitarian in its design, this is understandable given the vulnerability of these types of structures and requirements for protected changing areas. The use of quality materials and detailing, such as the graphics indicated, will be crucial to achieve a quality finish. While there may be some concern over the impact on the listed cricket pavilion, the level of visual separation with a number of intervening fenced pitches and the big new tennis centre, limits any significant impact.

Having discussed with Martin, the key landscape issue is whether the proposals - increased fence heights, ball stop netting, new floodlights, new artificial pitch surfaces, new changing rooms with works to the access drive - constitute an unacceptable level of development on the site. Given the context of an existing sports field and the fact that all three pitches are already in existence (one being converted from natural turf to synthetic grass, another artificial being resurfaced and a third being provided with new lights and fencing) the development proposals are acceptable, though some mitigation in the form of tree planting on the boundary with the flats off Rayleigh Road could lessen impacts of increased fencing and lighting.

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## RELEVANT POLICIES

**National Planning Policy Framework – March 2012****Bristol Core Strategy (Adopted June 2011)**

BCS12	Community Facilities
BCS13	Climate Change
BCS14	Sustainable Energy
BCS15	Sustainable Design and Construction
BCS16	Flood Risk and Water Management
BCS9	Green Infrastructure
BCS21	Quality Urban Design
BCS23	Pollution

**Bristol Site Allocations and Development Management Policies (Adopted July 2014)**

DM16	Open space for recreation
DM17	Development involving existing green infrastructure
DM19	Development and nature conservation
DM23	Transport development management
DM26	Local character and distinctiveness
DM27	Layout and form
DM29	Design of new buildings
DM33	Pollution control, air quality and water quality
DM35	Noise mitigation

## KEY ISSUES

**(A) ARE THE PROPOSALS ACCEPTABLE IN PRINCIPLE?**

The application proposes an upgrading of an existing outdoor sports facility, including new playing surfaces, floodlighting and new changing rooms. There is no change of use involved therefore there is no objection to the principle of development and this is considering the proposal against the site's designation as important open space.

However, any development involving playing pitches needs consultation with Sport England which is a statutory consultee on such matters and their comments are material considerations. In this instance; Sport England have raised no objection subject to securing the final specifications for the pitch surface designs and layout, a community use agreement and an ongoing management programme to maintain the playing surfaces. The first two are reasonable requests that can be secured through planning condition however the latter is not considered to be a necessity for permission to be granted given the context and existing management of the wider site by the University of Bristol.

**(B) DO THE PROPOSALS RAISE ANY RESIDENTIAL AMENITY ISSUES?**

The construction of the proposed changing rooms, new hockey pitch enclosure and the same pitch's modified lighting columns would not cause any unacceptable harm to the residential amenities of neighbouring occupiers. Similarly the new lighting columns for the new artificial pitch (illustrated and "Pitch C" on the proposed site plan) are slim enough to minimise any harm from their physical presence.

The new fence enclosure and higher ball catching fence for the same pitch is located close to the residential properties in Greenacres on Rayleigh Road, who share a boundary with the sports ground. Although the fences would not cause any direct harm in terms of over-shadowing of these properties; it is accepted that they would create some obstruction to the outlook of the flats. There is a balance to

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strike between securing an enclosure that is light-weight and transparent enough to minimise any reduction in outlook but also solid enough to reduce break-out noise from the pitch (see below). It is therefore considered that an appropriately designed enclosure would be acceptable in this location and to the proposed heights, but subject to greater detail being provided as part of a condition.

The application is supported by an Environmental Noise Assessment that sets out the predicted noise and disturbance levels of the site in operation. This has been assessed by the council's Environmental Health (Pollution Control) Team, who are satisfied that the predicted levels of noise from the complex would be within the relevant standards that define nuisance noise; subject to the development's execution and operation in accordance with the measures set out in the report. Furthermore, the outdoor sporting activities on the site are currently subject to a curfew to prevent late night use, which is intended to remain in place and include the new floodlight artificial pitch. Therefore in this instance it is considered that there is no justification to refuse the application on noise and disturbance grounds, subject to ensuring the development's fixed plant equipment (air-source heat pumps) are compliant with current noise tolerances and that the fencing for Pitch C (the closest to residential properties) is a suitable design solution to reduce the breakout of pitch noise.

The application as originally submitted was supported by a technical report on predicted light levels that was limited in scope. This was eventually bolstered by further information, which has again been examined by the council's Pollution Control Team. The Team have concluded that the proposed lighting levels are acceptable across the site and within the guidance levels for the national standards and should consent be granted; then the lighting should be maintained in line with this good practice guidance. This guidance governs not only nuisance light pollution but also relates to public health. Again, the curfew of 22:00 weekdays and 20:00 on weekend evenings for floodlight switch off, as per the existing situation, would also ensure an acceptable form of development.

**(C) DO THE PROPOSALS RAISE ANY TRANSPORT AND MOVEMENT ISSUES?**

The application proposes to keep the parking provision for cars at its current level of 141no. spaces, but increase the cycle parking provision by 20no. spaces, up to 96no. spaces, by including a 10no. Sheffield style stands undercover at the proposed changing room.

The Transport Development Management Team have initially requested more cycle parking, additional transport surveys, a revised maintenance access layout and a travel plan for the facility. The Applicant's Transport consultant has responded to this request by providing further narrative relating to the management of the site by the University but note that the provision of further cycles, a revised access and a travel plan is not necessary as there is no significant increase in transport movements to and from the site. Furthermore, they note that the traffic survey already provided was undertaken during a busy period of matches across the whole site.

Moving towards a recommendation, it was a planning judgement to accept the view of the Applicant's advisors in this instance. The application is for the improvement of the facilities and although the floodlighting on the new artificial pitch would allow some additional use capacity; there is no material increase in overall site usage to warrant these additional requirements from Transport colleagues. Furthermore, when measured against the requirements of the National Planning Policy Framework (NPPF), it would be unjustified to require these additions as part of post-decision planning conditions. Therefore it is considered that the proposals, as submitted, do not raise any unacceptable transport and movement conditions to warrant refusal of the application; subject to the provision and approval of a construction management plan, given the public usage of the site and related highway safety issues.

**(D) ARE THE PROPOSALS VISUALLY ACCEPTABLE?**

The proposed changing room block is functional in design and appearance, which is acceptable in this location - centralised within the site with little public presence apart from the rears of properties

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adjoining the site. Subject to execution; the proposed block and the associated air-source-heat pump enclosure are both visually acceptable. The proposed columns for the hockey pitch, the new artificial pitch and all the associated headsets for the floodlights are also visually acceptable within the context of this large indoor and outdoor sports complex, which is not part of a conservation area. As described above, it is considered appropriate to require additional details of Pitch C's new enclosure fencing to ensure a visually acceptable form of development.

There has been some commentary that additional planting or funding for additional planting should be made a requirement of any permission, specifically for screening the development from properties to the west of the new artificial pitch. There are currently a number of small trees between the Greenacre complex and the nearest end of the proposed pitch, which does provide a visual break between the flats and the pitch. No additional planting is proposed as part of the application and that is accepted in this instance, as although it would eventually provide additional natural screening, it would also further reduce the outlook of the ground floor Greenacre flats, which also needs careful consideration, as described in Key Issue B above. On-balance, the absence of additional landscape planting in this effected area is considered acceptable in this instance.

Overall the proposals are considered visually acceptable.

(E) DO THE PROPOSALS RAISE ANY SUSTAINABLE DEVELOPMENT, CLIMATE CHANGE OR FLOOD RISK ISSUES?

The application is supported by a drainage design, flood risk assessment, water management strategy and a sustainable drainage system solution. The council's Flood Risk Team have raised no objection to this and note that the development should be carried out in accordance with this submitted information, therefore a condition is proposed to ensure this.

Similarly an energy statement includes the provision of a solar thermal water heating system for the proposed changing room block. Such will be the demand for hot water in the changing block, the energy statement has conceded that the development will only provide half the normal savings on carbon emissions that the development plan requires. This is accepted in this instance and in the wider context of the sports complex this shortcoming is not considered something to withhold planning permission, subject to adherence to the proposed measures and the final design solution of the renewable energy equipment.

(F) DO THE PROPOSALS RAISE ANY NATURE CONSERVATION ISSUES?

Apart from the loss of the grass playing surface in favour of the artificial playing pitch, there is no significant loss of green infrastructure to warrant objection. A neighbour to the site has indicated that the Greenacres gardens and adjoining allotments, which also border the application site, are used by local wildlife some of which are protected species under separate legislation. There is no obvious direct implications from the proposals in relation to nature conservation, however, it would be appropriate to draw the attention of the Applicant to this issue and add an advisory note to any permission; recommending they seek their own expert advice prior to starting work. The proposals do not raise any unacceptable nature conservation issues.

## CONCLUSION

The application raises a number of residential amenity issues, but these can be mitigated through adherence to the supporting documents, controlling measures on times and light levels and the ongoing management of the site. With the imposition of these conditions the application is recommended to the committee for approval.

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## COMMUNITY INFRASTRUCTURE LEVY

How much Community Infrastructure Levy (CIL) will this development be required to pay?

The CIL liability for this development is £24,708.93.

**RECOMMENDED GRANT subject to condition(s)****Time limit for commencement of development**

## 1. Full Planning Permission

The development hereby permitted shall begin before the expiration of three years from the date of this permission.

Reason: As required by Section 91 of the Town and Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

**Pre commencement condition(s)**

## 2. Construction Management Plan

No development shall take place including any works of demolition until a construction management plan or construction method statement has been submitted to and been approved in writing by the Local Planning Authority. The approved plan/statement shall be adhered to throughout the construction period. The statement shall provide for:

- Parking of vehicles of site operatives and visitors.
- Routes for construction traffic.
- Hours of operation.
- Method of preventing mud being carried onto the highway.
- Pedestrian and cyclist protection.
- Proposed temporary traffic arrangements including hoardings and/or footway closures.
- Arrangements for turning vehicles.
- Arrangements to receive abnormal loads or unusually large vehicles.
- Methods of communicating the Construction Management Plan to staff, visitors and neighbouring residents and businesses.

Reason: In the interests of safe operation of the highway in the lead into development both during the demolition and construction phase of the development.

## 3. Artificial Pitch Design &amp; Layout - Further Details

No development shall commence until full details of the design and layout of the 3G artificial grass pitch (AGP) and resurfaced hockey (sand dressed) AGP have been submitted to and approved in writing by the Local Planning Authority. The 3G AGP and resurfaced hockey AGP shall be constructed in accordance with the approved details.

Reason: To ensure the development is fit for purpose, to accord with development plan policy and Sport England requirements.

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## 4. Community Use Agreement

Prior to the use of the development, hereby approved, commencing; a community use agreement is to be prepared (in consultation with Sport England) and submitted to and approved in writing by the Local Planning Authority. The agreement shall apply to the sports facilities proposed and include details of:

- Pricing policy,
- Hours of use,
- Access by non-educational establishment users/non-members,
- Management responsibilities,
- Mechanism for review, and
- Measures necessary in order to secure the effective community use of the facilities.

The development shall thereafter be operated in accordance with the approved community use agreement.

Reason: To secure well managed safe community access to the sports facilities and to meet development plan and Sport England objectives.

## 5. Further Details - Pitch Enclosure (Pitch C)

Detailed drawings and/or manufacturer's details of the pitch enclosure and higher ball-catching fencing to the artificial pitch ("Pitch C" as shown on the Proposed Site Plan) hereby approved shall be submitted to and be approved in writing by the Local Planning Authority before the relevant part of work is begun. The detail thereby approved shall be carried out in accordance with that approval.

Reason: In the interests of visual amenity and to ensure that the fence design and materials take account of pitch noise to protect the residential amenities of neighbouring occupiers.

**Pre occupation condition(s)**

## 6. Completion of Pedestrians/Cyclists Access - Shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the means of access for pedestrians and/or cyclists have been constructed in accordance with the approved plans and shall thereafter be retained for access purposes only.

Reason: In the interests of highway safety.

## 7. Completion and Maintenance of Cycle Provision - Shown on approved plans

No building or use hereby permitted shall be occupied or the use commenced until the cycle parking provision shown on the approved plans has been completed, and thereafter, be kept free of obstruction and available for the parking of cycles only.

Reason: To ensure the provision and availability of adequate cycle parking.

## 8. Completion and Maintenance of Sustainable Urban Drainage - Shown on Approved Plans

No building or use hereby permitted shall be occupied or the use commenced until the sustainable urban drainage scheme for this site has been completed in accordance with the submitted details contained within the Drainage Layout Plan ref.6044-001A, Flood Risk Assessment, and Water Management and SUDs Strategy. The sustainable urban drainage

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scheme shall be managed and maintained thereafter in accordance with the agreed management and maintenance plan.

Reason: To prevent the increased risk of flooding by ensuring the provision of a satisfactory means of surface water disposal and that the principles of sustainable drainage are incorporated into this proposal and maintained for the lifetime of the proposal.

9. Energy Strategy Statement

The development shall be carried out in accordance with the measures contained within the approved Energy Strategy Statement, prepared by Houghton Greenlees and Associates Ltd., prior to the use of the development, hereby approved, commencing.

Reason: To ensure that sustainability policy objectives would be met.

10. Renewable Energy Equipment

Prior to the first use of the development hereby permitted, further details including the final roof layout, visual appearance, method of fixing, technical specifications of the solar thermal hot water system shall be submitted to and approved in writing by the Local Planning Authority. The equipment shall be installed in accordance with the approved details and made fully operational prior to the use commencing and shall be maintained in-situ in accordance with the approved details and as fully operational at all times thereafter.

Reason: To ensure that the development would meet sustainability and climate change policy objectives.

11. Environmental Noise Report

The development shall be carried out in accordance with the measures contained within the approved Environmental Noise Report, prepared by Acoustic consultants Ltd., prior to the use of the development, hereby approved, commencing.

Reason: To ensure that the residential amenities of nearby occupiers are protected from undue noise and disturbance.

**Post occupation management**

12. Artificial Lighting

The artificial lighting, hereby approved, must meet the Obtrusive Light Limitations for Exterior Lighting Installations in table 2 of the Institute of Light Engineers Guidance Notes for the Reduction of Obtrusive Lighting, GN01:2011 (or any industry standard replacing this measure).

Reason: In order to protect the residential amenities of nearby occupiers from undue light pollution.

13. Floodlighting - Time Restriction

The floodlighting hereby approved shall be turned off and not operated outside of the hours of 08:00hrs to 22:00hrs Monday to Friday and 08:00hrs to 20:00hrs Saturday and Sunday, unless otherwise agreed in writing with the Local Planning Authority.

Reason: In order to protect the residential amenities of nearby occupiers from undue light pollution.



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## 14. Restriction of Noise from Plant Equipment

The rating level of any noise generated by plant & equipment as part of the development shall be at least 5 dB below the background level as determined by BS4142: 1997- "Method of rating industrial noise affecting mixed residential and industrial areas".

Reason: To safeguard the amenity of nearby premises and the area generally.

## 15. Materials - Changing Rooms

Development shall be carried out in accordance with the materials specified on the approved plan ref.140690 L(0)205 Proposed Changing block Elevations; unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the external appearance of the building is satisfactory.

**List of approved plans**

## 16. List of approved plans and drawings

The development shall conform in all aspects with the plans and details shown in the application as listed below, unless variations are agreed by the Local Planning Authority in order to discharge other conditions attached to this decision.

Transport Report Addendum, received 15 February 2016  
 Lighting Assessment, received 9 February 2016  
 Lighting Assessment Addendum, received 8 April 2016  
 Environmental Noise Report, received 15 February 2016  
 Community Involvement Statement, received 2 February 2016  
 Energy Strategy Statement, received 13 April 2016  
 Flood Risk Assessment, received 2 February 2016  
 Planning Obligations Statement, received 2 February 2016  
 Planning Supporting Statement, received 2 February 2016  
 Transport Report, received 2 February 2016  
 Water Management & SUDS Strategy, received 2 February 2016  
 6044-001A Proposed Drainage, received 2 February 2016  
 L(0)200 Site Location Plan, received 2 February 2016  
 L(0)201 Existing Block Plan, received 2 February 2016  
 L(0)202 Existing Site Plan, received 2 February 2016  
 L(0)203B Proposed Site Plan, received 4 April 2016  
 L(0)204 Proposed Changing Block Plans, received 2 February 2016  
 L(0)205 Proposed Changing Block Elevations, received 2 February 2016  
 L(0)206B Proposed 3G Pitch, received 4 April 2016  
 L(0)207B Proposed Hockey Pitch, received 4 April 2016  
 L(0)208B Proposed 3G Pitch Fence Elevations, received 4 April 2016  
 L(0)209B Proposed Fence Elevations Hockey Pitch, received 4 April 2016  
 L(0)210 Existing elevations Hockey Fence, received 13 April 2016  
 L(0)211 Proposed Air Source Heat Pump Enclosure, received 4 April 2016

Reason: For the avoidance of doubt.

**Development Control Committee B – 27 April 2016****Application No. 16/00537/F: Coombe Dingle Sports Complex Coombe Lane Bristol BS9 2BJ****Advices**

1. Condition 3 - The applicant is advised that the design and layout of the 3G should comply with the relevant industry Technical Design Guidance, including guidance published by Sport England, National Governing Bodies for Sport. Particular attention is drawn to the 3G AGP being compliant with World Rugby Regulation 22 and FIFA1\* or equivalent International Artificial Turf Standards (IATS) and the sand dressed AGP with England Hockey technical specifications.
2. Condition 4 - Guidance on preparing Community Use Agreements is available from Sport England [www.sportengland.org](http://www.sportengland.org).
3. Condition 12 - The applicant is advised that should the council receive complaints related to the operation of the floodlighting subject to this permission, then it will be necessary for the Applicant to test the system to ensure compliance with this condition and the aforementioned industry standard.
4. The applicant is advised that legally protected species may be found adjacent to the site, within the area of the allotments to the northwest, and the Applicant may wish to seek expert advice prior to starting work on site to ensure they are compliant with relevant legislation. Further information can be sought from English Nature (Taunton office 01823 283211).

**BACKGROUND PAPERS**

Flood Risk Manager	2 March 2016
Transport Development Management	7 March 2016
Urban Design (& Landscape)	23 February 2016
Neighbourhood Partnership Areas	3 March 2016
Sport England	7 March 2016
Sport England	15 February 2016
Pollution Control	15 February 2016
	3 March 2016
	13 April 2016

KEY -

- Existing Fence
- Site Boundary Line
- Proposed Fence
- Proposed Spectator Fence

NOTES -

- Refer to the sports field lighting report for the flood lighting proposals
- Fencing detail to be confirmed & agreed with the University of Bristol & Sport England
- Proposals for extension of ball catcher netting behind the goal posts
- Existing grass rugby pitch to be replaced with new 3G artificial grass surface & base construction
- Existing sand based hockey pitch to be replaced with new sand dressed artificial pitch including new base construction

**PROPOSED 3G ARTIFICIAL RUGBY/FOOTBALL PITCH C**  
 - existing grass rugby pitch to be replaced with new 3G artificial grass surface for rugby and football use  
 - new perimeter fencing and floodlighting on new columns will be provided

**EXISTING ARTIFICIAL HOCKEY PITCH A**  
 - existing light fittings to be replaced to the same columns

**PROPOSED ARTIFICIAL HOCKEY PITCH B**  
 - existing artificial hockey pitch surface to be replaced with new sand dressed artificial surfacing including new base construction, drainage, perimeter fencing  
 - the existing floodlighting will also be replaced

Proposed compound for new Air Source Heat Pump with timber fenced enclosure

See drawing L(0)206 for Pitch layout

See drawing L(0)207 for Pitch layout

**PROPOSED CHANGING BLOCK**  
 (See drawings 140690 L(0)204 & L(0)205)

TENNIS CENTRE

EXISTING SWEEP OF SHARED EXISTING PEDESTRIAN & MAINTENANCE ACCESS ROUTE WIDENED

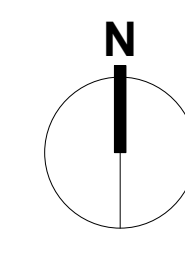
EXISTING CRICKET PAVILLION

EXISTING CHANGING FACILITIES RETAINED

EXISTING WASTE & RECYCLING FACILITY TO ACCOMMODATE ANY ADDITIONAL WASTE GENERATED

Approximate position of existing pitch

proposed site plan



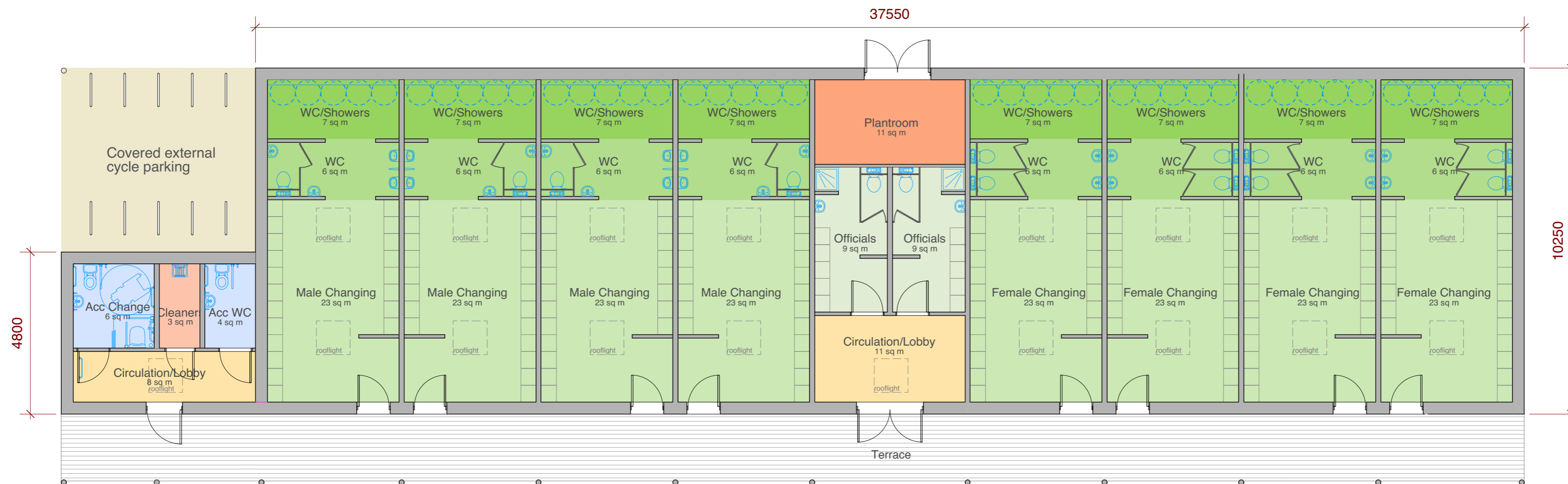
**Kendall Kingscott**  
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**Coombe Dingle Sports Complex**  
 University of Bristol

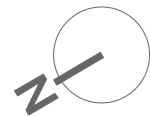
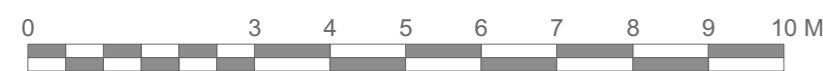
**PROPOSED SITE PLAN**  
 140690 L(0)203 B

Scale	1:500	Plot No.	AG	Revision	PLANNING
Date	25/11	Drawn	PS	Checked	BL

© 14/11/18 RT SS Location of floodlight masts revised  
 A 15/11/18 RT SL Floodlight masts added  
 Rev. Date By Ap Note



PROPOSED FLOOR PLAN



Scale 1:100 @ A2



Chartered Architects  
Chartered Building Surveyors  
Interior Designers  
CDM Co-ordinators

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Project  
**Combe Dingle Sports Complex,  
Bristol**  
Client  
**University of Bristol**

Scale Paper Size Filename  
**1:100 A2 Filename.vwx**

Rv. Date By Ap Note

Drawing Title  
**Proposed Changing Block Plan**

Project No.	Drawing No.	Rev.
<b>140690</b>	<b>L(0)204</b>	-

Date	Drawn	Checked	Status
<b>18/1/16</b>	<b>CS</b>	<b>SS</b>	<b>PLANNING</b>

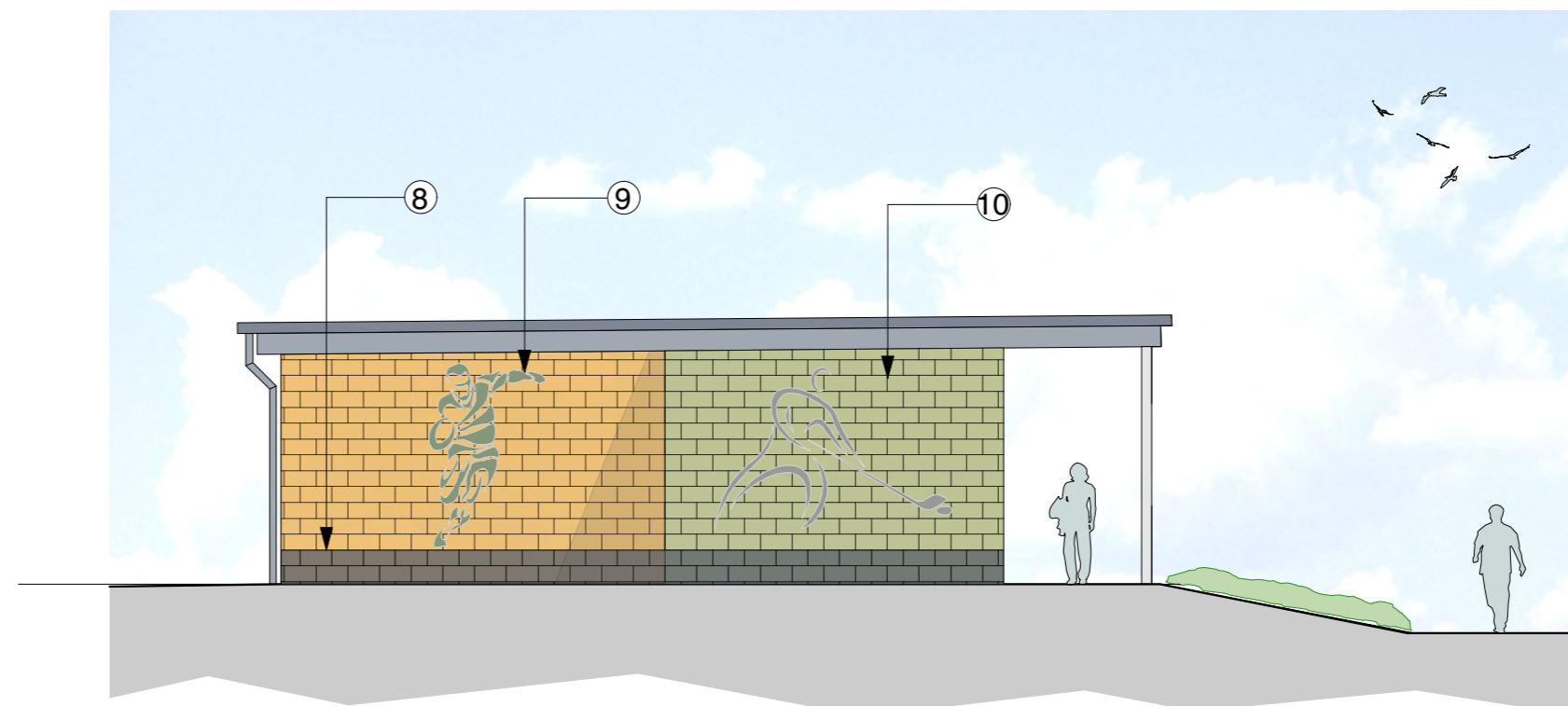
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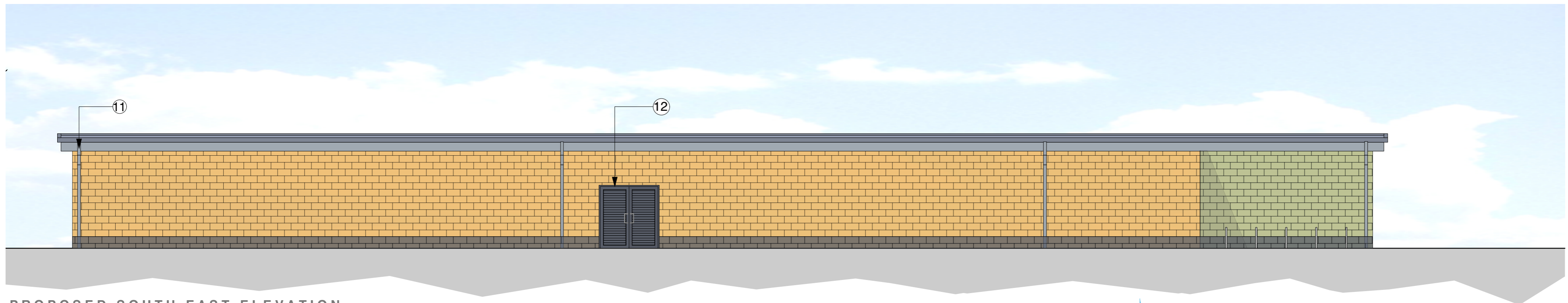
PROPOSED NORTH WEST ELEVATION



PROPOSED SOUTH WEST ELEVATION



PROPOSED NORTH EAST ELEVATION



PROPOSED SOUTH EAST ELEVATION

**Key**

- ① Single ply membrane roof with dark & mid grey ppc coated fascia.
- ② Light grey PPC coated stainless steel columns.
- ③ Burnt orange painted blockwork.
- ④ Timber balustrade and handrail system.
- ⑤ Dark grey ppc coated aluminium external door with fanlight over.
- ⑥ Dark grey ppc coated fully glazed aluminium external door with fanlight over.
- ⑦ Concrete steps and ramp up to a concrete veranda.
- ⑧ Dark grey painted blockwork.
- ⑨ Painted or applied graphics. Final design tbc.
- ⑩ Green painted blockwork.
- ⑪ Mid grey ppc coated aluminium downpipes and guttering.
- ⑫ Dark grey ppc coated stainless steel door with integral louvres.



Scale 1:100 @ A2



Chartered Architects  
Chartered Building Surveyors  
Interior Designers  
CDM Co-ordinators

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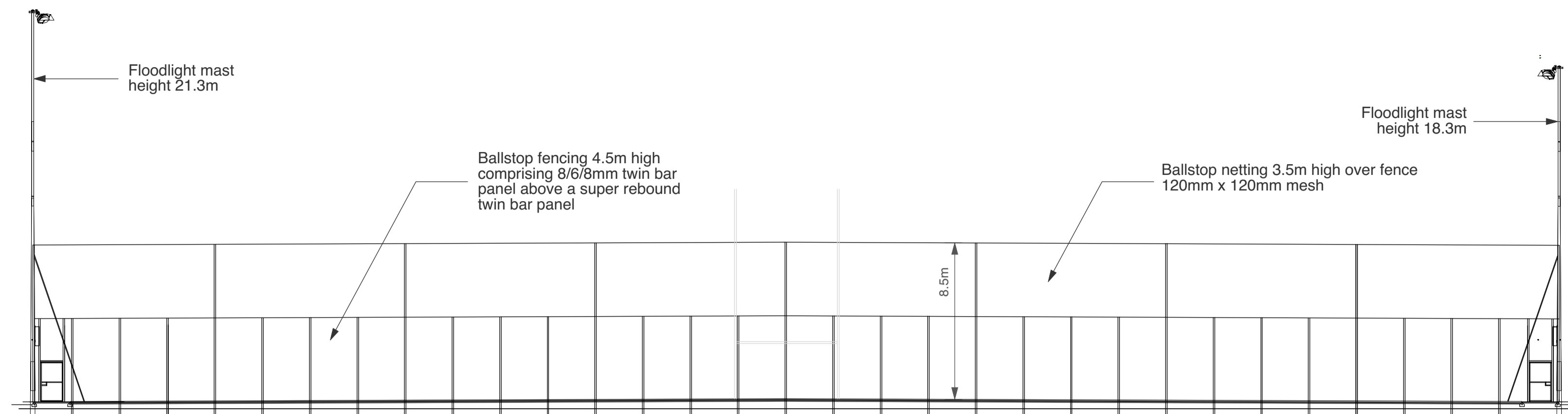
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Drawing Title  
**Proposed Changing Block Elevations**

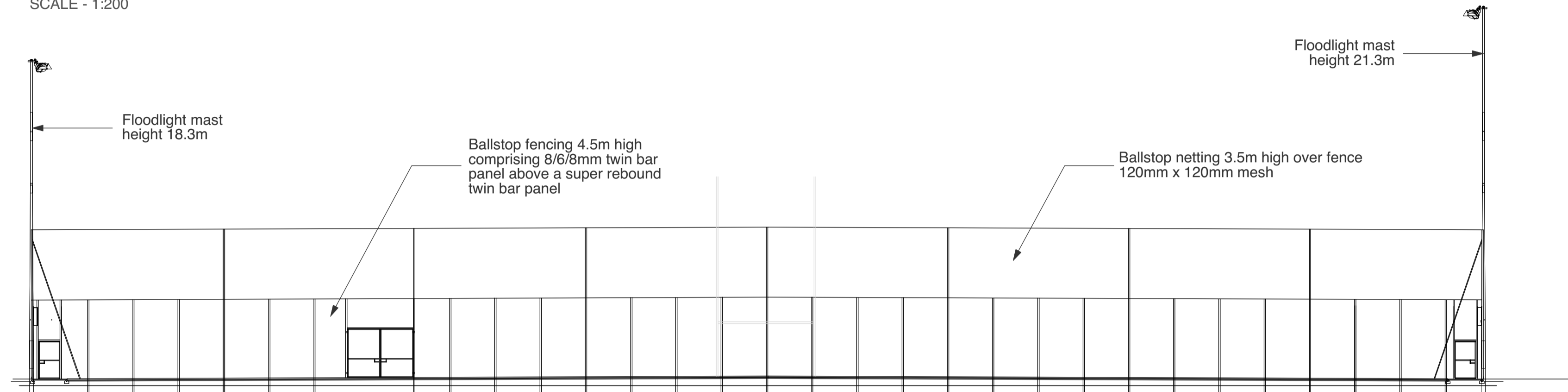
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Date 18/1/16 Drawn CS Checked SS Status **PLANNING**

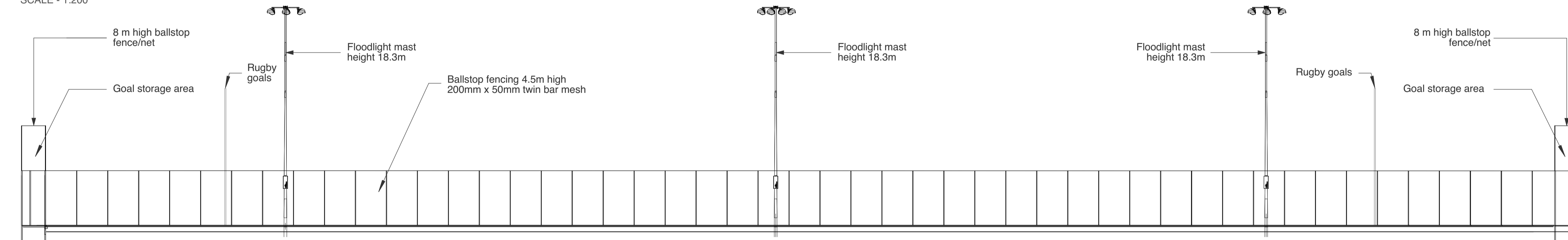
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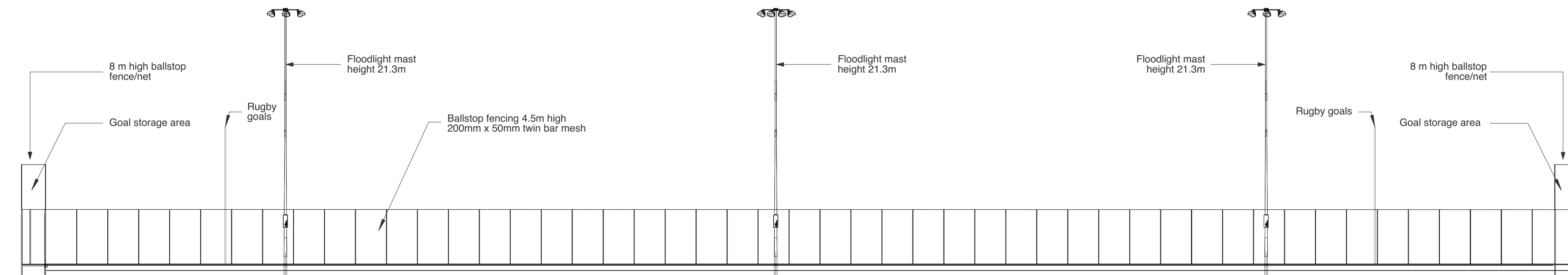
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SCALE - 1:200



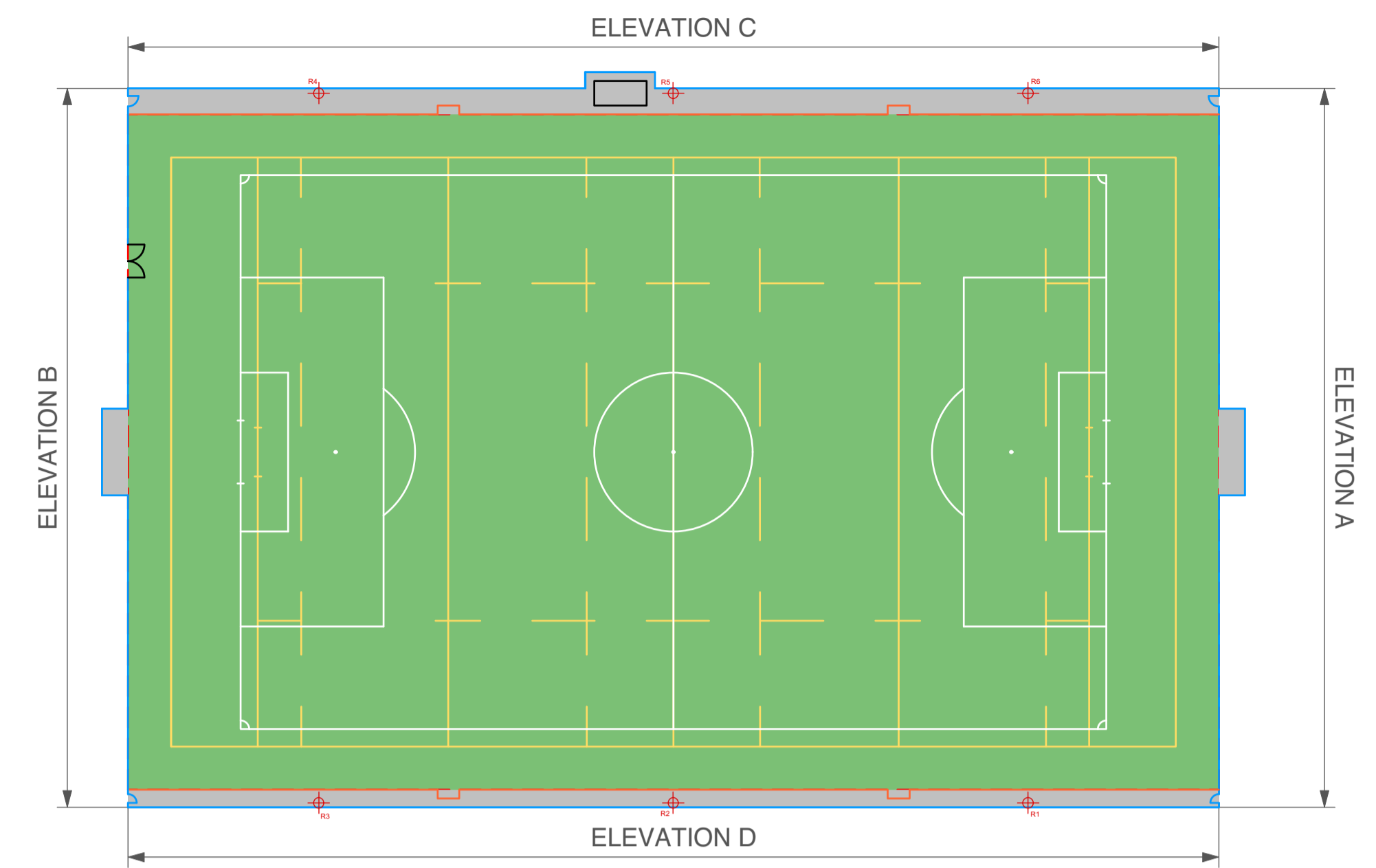
**ELEVATION B**  
SCALE - 1:200



**ELEVATION C**  
SCALE - 1:200



**ELEVATION D**  
SCALE - 1:200



**LOCATION PLAN**  
SCALE - nts