
Report of the Head of Planning and Development

STRATEGIC PLANNING COMMITTEE

Date: 14-Jul-2022

Subject: Planning Application 2022/91138 Demolition of existing training centre and occupational health buildings, erection of new headquarters including indoor training centre, extension of existing building to form new fire station, extension of car parking and associated landscaping and drainage Oakroyd Hall, West Yorkshire Fire And Rescue Service Headquarters, Bradford Road, Birkenshaw, BD11 2DY

APPLICANT

West Yorkshire Fire &
Rescue Service

DATE VALID

28-Apr-2022

TARGET DATE

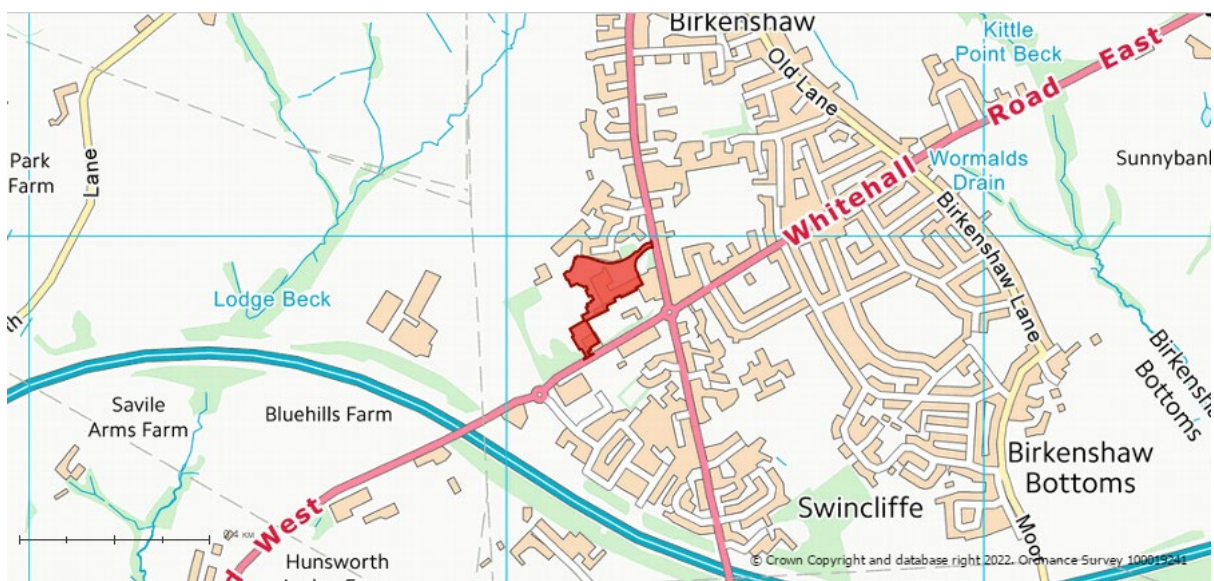
28-Jul-2022

EXTENSION EXPIRY DATE

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[Public speaking at committee link](#)

LOCATION PLAN



Map not to scale – for identification purposes only

Electoral wards affected: Birstall and Birkenshaw

Ward Councillors consulted: Cllr Joshua Sheard, Cllr Elizabeth Smaje and Cllr Mark Thompson

Public or private: Public

RECOMMENDATION:

DELEGATE approval of the application and the issuing of the decision notice to the Head of Planning and Development in order to complete the list of conditions including, but not limited to, those contained within this report.

1.0 INTRODUCTION:

- 1.1 This full planning application proposes a replacement West Yorkshire Fire and Rescue Service Head Quarters as well as a new Fire Station at the existing West Yorkshire Fire and Rescue Service Facility at Oakroyd Hall in Birkenshaw.
- 1.2 The proposal constitutes a significant upgrade on the existing facility and a significant public sector investment in the borough of Kirklees.

2.0 SITE AND SURROUNDINGS:

- 2.1 The West Yorkshire Fire and Rescue Headquarters has been located in Birkenshaw, a Borough of Kirklees, part of the Birstall and Birkenshaw ward in West Yorkshire for almost 50 years. The site is approximately 4.2 miles (6.7km) to the south-east of Bradford and 7 miles (11.5km) to the south-west of Leeds.
- 2.2 The site of a former colliery, most of the buildings were constructed in the late 20th century. There are two existing main points of access into the site; one off Bradford Rd (A651) on the eastern boundary and the other off Whitehall Rd West (A58) to the southern boundary. These two access points create prominent vistas into the heart of the site and an existing viewpoint to an existing memorial can be captured from the intersection of the two roads on the south-east corner.
- 2.3 The Grade II listed war memorial to the south-east of the site was erected in 1924 to commemorate six fire officers who died in the Low Moor explosion in 1916. To the north-west corner of the site is the Grade II listed Oakroyd Hall. The site is surrounded to the north and west by open space and to the south and east by residential properties. There is a mature landscaped boundary on all edges and numerous mature trees that help to screen the site from the main roads to the south and east.
- 2.4 The local pallet of materials consists of a mixture of natural stone and rendered housing and a combination of brick and render/cladding to more commercial type of buildings within the site itself and buildings located adjacent Whitehall Rd West, representing the varied nature of development over the last 30 years.

2.5 The application site currently comprises of a range of existing buildings which are currently occupied and utilised by West Yorkshire Fire and Rescue Services. With the exception of the current HQ and occupational health buildings which are required to be demolished to allow the construction of the new HQ and Training Facility, all the of the existing building stock will remain. The existing USAR building will be extended and repurposed to create the new Fire Station.

3.0 PROPOSAL:

3.1 In summary this application includes the following proposals:

- Building a new three-story HQ and training facility;
- Demolition of existing training centre and occupational health buildings;
- Extending and repurposing the existing Urban Search & Rescue (USAR) building to create a new Fire Station;
- A 24/7 facility meeting the operational needs of the Force.
- Extension of car parking and associated landscaping and drainage;
- Creating a new and elegant landscape design to integrate the new and adapted buildings;
- Creation of a memorial garden within the site.

3.2 The proposals seek to regenerate part of the Birkenshaw Fire and Rescue Service site. The redevelopment will remove the existing Training Centre and Occupational Health Buildings on the site, which are at the end of their useful life, to support the construction of a new, modern, energy efficient Headquarters and Training Centre. In addition to the above listed works, the proposals will also involve an extension to the existing Urban Search and Rescue (USAR) building to the south of the Site, to form a new fire station. The Proposed Development will facilitate the creation of modern, purpose-built facilities to support the Site's role as the County Headquarters for the fire service, providing essential training facilities for the fire and search and rescue services.

3.3 The Application Site extends to approximately 1.47 hectares and is located on the western edge of Birkenshaw, which is a large village in the Borough of Kirklees, located approximately 5.5 miles to the southeast of the centre of Bradford.

3.4 To facilitate the proposals, the demolition of several buildings within the site is sought, to provide a modern replacement headquarters and training facilities. The proposals include the following:

- Training Centre: which is the largest building located in the centre of the Site – this will be demolished and replaced.
- Occupational Health Building: located immediately to the southwest of the Training Centre – this will be demolished.
- Existing Urban Search and Rescue (USAR) Building: located immediately to the east of the access off Whitehall Road West – this will be extended.

The New Training Centre/Headquarters Building

- 3.5 The new training centre/headquarters will be provided in the same location as the existing training centre and the occupational health building. The purpose of the new training centre/headquarters building will be twofold. It will allow existing operations on the Birkenshaw and Cleckheaton sites to be consolidated into a fit-for-purpose building. Secondly, the building will be much more operationally and energy efficient. The existing training centre is dated and it is large and imposing at four storeys in height.
- 3.6 The gross internal area of the existing building is approximately 2,100sqm. The proposed new building will be three storeys in height so it will be overall less imposing. The gross internal area of the proposed new building is 2,791sqm. Regarding materials, the HQ façade is proposed in a buff brick, with the training arena shown with aluminium cladding above a brick plinth. An aluminium framed curtain walling system is proposed to the double-height main entrance/atrium with the sliding entrance doors and a draught lobby to help maintain the internal environment and avoid draughts. Aluminium framed windows are additionally proposed with openable windows and/or louvres for ventilation.

Extension of Urban Search and Rescue (USAR) Building to Provide Fire Station

- 3.7 The USAR building, is located to the south of the Site and is constructed from a steel portal frame with composite floors and a pitched roof. The building is approximately 470sqm in size. The new extension to the existing USAR building will create a single consolidated building approximately 35m wide and 105m long. The parapet height is 7m above the finished floor level.
- 3.8 The proposed extension will also be portal framed with a pitched roof, however this will have parapets to conceal the pitched roof built up. It will be clad to match the existing building, which features Staffordshire Blue brickwork and Trespa cladding panels. Doors and windows to the existing building are to remain generally as existing, which are blue in colour. Additional windows and doors will match those within the existing building. The extension will provide an additional 320sqm and will have an additional 3 appliance bays for fire service vehicles to utilise at the Site. There will also be a canopy attached to the extension also facilitating clean down of the equipment. The extension is required so that the fire station service can operate effectively. The extension has been orientated so that the vehicle bays can easily be accessed from the Whitehall Road West access point in the case of emergencies.

Other development/works

- 3.9 The proposals also take the opportunity to enhance the external areas of the application site. This includes the reconfiguration of some elements of the car parking on-site and new landscaping provision, as well as a refocusing of existing access points to the Site, with most staff and visitors being directed to the Bradford Road access to the east and fire service and training vehicles utilising the Whitehall Road West access to the south.

- 3.10 The proposals also include parking provision to accommodate operational requirements as well as staff and visitor parking. Within the Application Site boundary, 148 car parking spaces will be provided, including 8 no. accessible bays and 9 no. EV charging bays. The proposed parking layout replaces 129 existing spaces within the Application Site boundary resulting in the overall parking provision across the wider site increasing by 19 spaces from 321 to 340. The no. of EV charging bays across the site will more than double from 8 to 17. There is a capacity issue with the substation on the Site, which limits the total number of EV charging points which can be provided at present, however the future capacity of the substation is presently being explored.
- 3.11 In terms of landscaping, the site has the benefit of groups of established trees on the boundaries of the application boundary that provides a sense of enclosure and contribute positively to the character and setting. The landscape proposals are intended to enhance the overall appearance of the site, and include break-out spaces around the building, additional parking, and greening of general areas around the HQ and Training Area to create a positive and welcoming experience while also integrating the new building with its surrounding features.
- 3.12 Refuse collection will be from the existing external refuse store on site and the vehicle access provision will remain as per the existing arrangement to suit West Yorkshire Fire and Rescue requirements.

4.0 RELEVANT PLANNING HISTORY (including enforcement history):

- 4.1 The site, or parts of the site, have been subject to the following planning applications (the list is not exhaustive):

98/60/90117/E3 - OUTLINE APPLICATION FOR ERECTION OF RESIDENTIAL DEVELOPMENT – Granted – 05/02/1999

2002/91236 - REMOVAL OF REDUNDANT COMMUNICATIONS TOWER AND FORMATION OF NEW CAR PARKING – Granted - 17/06/2002

2002/93490 - FORMATION OF TWO NEW PARKING AREAS – Granted – 21/11/2002

2003/93793 - DEMOLITION OF EXISTING TRAINING CENTRE AND ERECTION OF NEW TRAINING FACILITY – Granted – 17/03/2004

2007/90921 - FORMATION OF PLANT ENCLOSURE AND STEPS – Granted – 24/05/2007

2009/90733 - Erection of extension & alterations, new reception & site fencing – Granted – 23/06/2009

2009/62/92533/E1 - Erection of extension and alterations to BA building, new reception & site fencing – Granted - 17/01/2011

2015/91626 - Erection of Fire Attack Box and goods lift with associated ventilation plant and 4 stop goods lift – Granted - 04/11/2015

2019/90231 - Certificate of lawfulness for proposed erection of training rig – Granted – 05-03-2019

5.0 HISTORY OF NEGOTIATIONS (including revisions to the scheme):

- 5.1 The applicant submitted a pre-application (2021/21226) for the scheme on the 11th November 2021. The application was submitted before a formal response could be issued on the pre-application, though advisory consultee responses were issued to the applicant on the 10th January 2022 covering various material considerations.
- 5.2 The submission at pre-application was significantly advanced in respect of design and no major amendments were required of the scheme other than further information required by consultees to confirm satisfactory details.

6.0 PLANNING POLICY:

- 6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. The statutory Development Plan for Kirklees is the Local Plan (adopted 27th February 2019).

Kirklees Local Plan (2019):

- 6.2 Relevant Local Plan policies are:

- LP1 – Presumption in favour of sustainable development
- LP2 – Place shaping
- LP3 – Location of new development
- LP7 – Efficient and effective use of land and buildings
- LP8 – Safeguarding employment land and premises
- LP13 – Town Centre Uses
- LP20 – Sustainable travel
- LP21 – Highways and access
- LP22 – Parking
- LP23 – Core walking and cycling network
- LP24 – Design
- LP26 – Renewable and low carbon energy
- LP27 – Flood risk
- LP28 – Drainage
- LP30 – Biodiversity and geodiversity
- LP31 – Strategic Green Infrastructure Network
- LP32 – Landscape
- LP33 – Trees
- LP35 – Historic Environment
- LP47 – Healthy, active and safe lifestyles
- LP51 – Protection and improvement of local air quality
- LP52 – Protection and improvement of environmental quality
- LP53 – Contaminated and unstable land

Supplementary Planning Guidance / Documents:

6.3 Relevant guidance and documents are:

- West Yorkshire Low Emissions Strategy and Air Quality and Emissions
- Negotiating Financial Contributions for Transport Improvements (2007)
- Highway Design Guide SPD (2019)
- Waste Collection, Recycling and Storage Facilities Guidance – Good Practice Guide for Developers (2017)
- Green Street Principles (2017)
- Housebuilders Design Guide SPD (2021)
- Open Space SPD (2021)
- Biodiversity Net Gain Technical Advice Note (2021)

Climate change

6.4 On 12/11/2019 the council adopted a target for achieving “net zero” carbon emissions by 2038, with an accompanying carbon budget set by the Tyndall Centre for Climate Change Research. National Planning Policy includes a requirement to promote carbon reduction and enhance resilience to climate change through the planning system, and these principles have been incorporated into the formulation of Local Plan policies. The Local Plan predates the declaration of a climate emergency and the net zero carbon target, however it includes a series of policies which are used to assess the suitability of planning applications in the context of climate change. When determining planning applications the council will use the relevant Local Plan policies and guidance documents to embed the climate change agenda.

National Planning Guidance:

6.5 The National Planning Policy Framework (2019) seeks to secure positive growth in a way that effectively balances economic, environmental and social progress for this and future generations. The NPPF is a material consideration and has been taken into account as part of the assessment of the proposal. Relevant paragraphs/chapters are:

- Chapter 2 – Achieving sustainable development
- Chapter 4 – Decision-making
- Chapter 9 – Promoting sustainable transport
- Chapter 11 – Making effective use of land
- Chapter 12 – Achieving well-designed places
- Chapter 14 – Meeting the challenge of climate change, flooding and coastal change
- Chapter 15 – Conserving and enhancing the natural environment
- Chapter 16 – Conserving and enhancing the historic environment
- Chapter 17 – Facilitating the sustainable use of materials.

6.6 Since March 2014 Planning Practice Guidance for England has been published online.

7.0 PUBLIC/LOCAL RESPONSE:

- 7.1 In accordance with the Town and Country Planning (Development Management Procedure) (England) Order 2015 (DMPO), the application was originally advertised as a major development by means of 5 site notices erected adjacent to the site at various locations on the 19/05/2022, an advertisement in the Dewsbury Reporter on 19/05/2022 and by direct neighbour notification to adjoining properties.
- 7.2 As a result of the application's publicity, no comments have been received on the application to date.

8.0 CONSULTATION RESPONSES:

8.1 Statutory:

The Coal Authority – No objections subject to condition

Yorkshire Water – No objections subject to conditions

Lead Local Flood Authority – Objection – On-going discussions in respect of detailing drainage design are being undertaken. It is anticipated that these matters will be resolved in advance of the Committee Update.

KC Highways DM – No objections subject to conditions

Historic England – No comments

National Highways – No objections

8.2 Non-statutory:

Northern Gas Network – No objections

Bradford Metro District Council – No objections

KC Trees – No objection subject to condition

KC Landscape – Advisory comments provided, conditions proposed.

KC Environmental Health – No objections subject to conditions

KC Emergency Planning – No comments

KC Ecology – No objections subject to conditions

KC Crime Prevention – No objections subject to conditions

KC Conservation and Design – No objections

9.0 MAIN ISSUES

9.1 The appraisal of the application will review the following topics:

- Principle of Development and Land Use
- Layout, Scale, Visual Appearance and Heritage Matters
- Residential Amenity Environmental Health, Site Contamination and Stability
- Landscape, Tree and Biodiversity Matters
- Transportation Matters
- Site Drainage and Flood Risk
- Representations
- Other matters

10.0 APPRAISAL

Principle of Development and Land Use

- 10.1 Planning law requires applications for planning permission to be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF is a material consideration in planning decisions. The starting point in assessing any planning application is therefore to ascertain whether or not a proposal accords with the relevant policies within the development plan, in this case, the Kirklees Local Plan. If a planning application does not accord with the development plan, then regard should be as to whether there are other material considerations, including the NPPF, which indicate the planning permission should be granted.
- 10.2 Given the nature of the proposal, the following Local Plan Policies are applicable in this instance: LP2 – Place Shaping, LP3 – Location of New Development, LP7 – Efficient and Effective use of Land and Buildings and LP8 – Safeguarding Employment Land and Premises.
- 10.3 The site is developed and is in operational use by the West Yorkshire Fire and Rescue Service. The proposals submitted under this application seek to reaffirm the existing use as a Head Quarters and Training Centre while somewhat intensifying operations on the site through the installation of a new fire station.
- 10.4 In respect of Policy LP8 – Safeguarding Employment Land and Premises, the development is not within a Priority Employment Area and is not technically applicable. That being said, the site increases floor space from approximately 2100sqm up to 2700sqm for employment generating uses (notably B1 – Offices/E Class). The up lift in floorspace is welcomed as it more efficiently utilises the site from a land use perspective.
- 10.5 A café is proposed at the ground floor of the building and constitutes approximately 111.5sqm of the building floorspace. The cafe floorspace is equivalent to 4.13% of the overall development floorspace and is therefore significantly lower than the 10% rule of thumb in considering a use as ancillary to the main use of the site.

- 10.6 Policy LP13 states that for offices and small scale proposals in non-residential areas, a sequential approach for proposals over 150sqm will be required. Given that the site is already in use for offices serving the West Yorkshire Fire and Rescue Service, the re-use of the site for the same purpose requiring a sequential test or impact assessment would be considered perverse – especially as the proposal achieves the most efficient means of serving the Fire Services needs. To split the office use of the site from its other functions would incur a decrease in the efficiency of the Fire Service that would not be in the best interests of the public or their safety. Consequently, the re-development of the site for the same use and broadly the same purpose is not considered adverse to the vitality of Birkenshaw Local Centre.
- 10.7 Given that the use proposed reflects the existing employment use, that the re-development of the site seeks to utilise the land more efficiently for both operations and energy use purposes whilst also retaining and securing use of the site into the future, the principle of development is determined to be acceptable as it is found to meet the requirements of Local Plan Policies LP2, LP3, LP7 and LP8.

Layout, Scale, Visual Appearance and Heritage Matters

- 10.8 The West Yorkshire Fire and Rescue Headquarters is located on the site of a former colliery, with most of the buildings constructed in the late 20th century. On the prominent south-east corner of the site is a Grade II listed war memorial, erected in 1924 to commemorate six fire officers who died in the Low Moor explosion in 1916. It was originally located in Scholemoor Cemetery and was relocated to the headquarters in 2003.
- 10.9 The existing four storey block in the centre of the site makes a slight negative contribution to the setting of the memorial and therefore the Conservation and Design Team has no objections to its demolition. The existing buildings directly behind the memorial will be retained, with the proposed HQ and training arena located some distance from the memorial and beyond the training yard. Although the visual context is limited, the redevelopment of the site with modern facilities will be an enhancement on the existing and will not harm the setting of the memorial.
- 10.10 Towards the north-west corner of the site is the Grade II listed Oakroyd Hall which dates to 1867. This well-detailed stone villa was formerly a large detached private dwelling and is now used as administrative office accommodation for the fire service. It is set away from the main complex which is the subject of this application, with soft landscaping to the south and mature trees separating them.
- 10.11 An extensive landscape buffer will be retained, with several mature trees between the proposed development and the historic building.
- 10.12 Demolition of the existing buildings and the construction of new premises will be an enhancement, with the proposed landscaping between the two sites creating a more attractive environment. The proposed fire station at the southern entrance to the site extends an existing building and the impact on the setting of the hall is neutral.

- 10.13 The proposed HQ and Training centre have a scale that broadly reflect the buildings which they replace. Conversely, the mass of the proposed buildings will be 600sqm larger than those they replace. However, for context, this only represents a 22% up lift above the existing buildings and the overall effect is not anticipated to be noticeable. The appearance of the proposal takes the opportunity to utilise high quality materials and design features, such as vertically oriented windows and brick-header detailing that would result in a significant improvement relative to the existing buildings which are not wholly faced with high quality materials or detailing. Window sections have been submitted which also indicate that the fenestration applied to the HQ building shall be set 8/9cm within the reveal. This satisfies concerns that the windows would not be sufficiently set deep enough within voids to provide texture to the façade of the building.
- 10.14 The extension of the USAR building to form a Fire Station would utilise matching materials, notably the dark blue brick proposed in the training centre, in order to tie it in. The extension is also set back relative to the principle elevation of the USAR building and this should disguise the bonding of old and new materials.
- 10.15 In summary, the proposal enhances the site by demolishing outdated buildings and providing new premises with a consistent design approach and enhanced landscaping. The setting of the listed memorial and hall is enhanced, and the public benefit of providing modern facilities for an essential public service is clear and convincing.

Residential Amenity, Environmental Health, Site Contamination and Stability

Residential Amenity

- 10.16 In respect of overshadowing and overbearance, the northern elevation of the HQ building will be located approximately 10m closer to the boundary of the curtilages formed by 17 and 21 Oakroyd View than the chimney and northern elevation of the current occupational health offices. By the same token, the proposed north elevation is to be 20.4m from the side elevation of 21 Oakroyd View and 25.7m from the rear elevation of 17 Oakroyd View. By contrast, the existing building is located approximately 32m from No.21 and 36m from No.17. This increased proximity is tempered by the lower height of the proposed building relative to that of the existing, with the proposed being 2 storeys in height at its northern elevation whilst the existing building is 3 storeys in height with the attached chimney rising higher than the main building's roof. The proposed HQ building does have plant cabins proposed on the roof which rise 2.6m above the main roof parapet, however these are set back 4m from the northern elevation to lessen their impact. The height of the northern elevation will be 9.45m which will increase in height to 11.85m at the roof plant's set back position - overall these heights equate relatively to the standard height of a dwellinghouse and will be lessened by the oblique angle of the northern elevation and eastern elevation which slant away from the nearest residential boundary and elevation. They also relate positively when compared to the approximate 18.6m height of the existing building.

- 10.17 Given the lower site level relationship of the HQ building relative to the dwellinghouses on Oakroyd View, as well as its modest scale, the development does not pose a risk to incurring unreasonable levels of light loss or overbearance despite its south western location relative to nearby residential properties. There are no other concerns in respect of overlooking or overbearance from the Fire Station extension or the training centre due to their location and outlook.
- 10.18 In respect of privacy, the first floor windows on the northern elevation of the HQ are situated a minimum of 20.4m from the side elevation of No.21 Oakroyd View, which is nearly 8m above the minimum required under the Housebuilders SPD relating to rear/side elevation separation distances. Though such a metric is not fully applicable in this instance given that it relates to commercial office space, the exceedance of this guidance does infer the low level of overlooking from the northern elevation of the HQ relative to No.21, especially as the fenestration in the HQ's northern elevation is to face the turning head of Oakroyd View (a shared space) as opposed to the rear garden of No.21.
- 10.19 As regards the northernmost first and second floor windows on the HQ's eastern elevation, these also outlook directly onto the car park to be created adjacent to Oakroyd Drive. Nevertheless oblique views to Nos 11, 15 and 17 Oakroyd View will be possible from the newly created windows. The respectively the window to rear boundary separation distances are 19.4m (17), 22m (15) and 30.9m (11). Given that these properties are served by a high stone wall, the views from the new windows are not direct and that the scaled separation distances are generous, the impact on the privacy of Nos. 11, 15 and 17 Oakroyd View will be minimal.
- 10.20 Wider impacts in respect of overshadowing, privacy loss or overbearance to properties on Bradford Road and Whitehall Road West are not observed given the significant separation distances from the proposed buildings to existing residential dwellings on the cited streets, as well as the ample tree cover across the eastern and southern boundaries.

Environmental Health Matters

- 10.21 The methodology and findings of the submitted noise report are accepted by Environmental Health. The proposed site is established in use and the proposal states it will not introduce any additional sources of noise to the site. The modelling shows the majority of noise levels at the Noise Sensitive Receptors (NSR) remain unchanged with a slight decrease on Oakroyd Drive. It is also noted that there is no planned increase in the frequency, timing or extent of training activities and no training is scheduled to take place during night-time hours (2300hrs to 0700hrs).
- 10.22 Several activities which currently take place in the external training yard are to be moved to the large internal training hall thus affording protection from any associated noise.
- 10.23 The introduction of the fire station has the potential to introduce emergency service sirens to the local area. The use of emergency sirens is controlled through The Road Vehicles (Construction and Use) Regulations 1986 (Regulation 99) which limits any horn, gong, bell or siren for use between 0700 and 2330 hours when a vehicle is in motion. WYFRS have a policy of

reasonable use which would ensure that Fire Appliances are not used in a manner which could lead to a loss of amenity to the nearest NSRs. No details of this policy have been provided, therefore a condition has been provided which requires submission of the policy

- 10.24 There is a proposal for café dining and it is expected that this will be served by mechanical kitchen extraction plant but this has not been considered. A condition for a further/addendum report has been included in the summary list at the end of this report. The noise from any fixed mechanical plant is also proposed to be controlled through via condition. The measures cited above are considered necessary to prevent adverse noise issues that could impact the amenity of local residents.
- 10.25 There is also the potential for the café to generate odours that may have an adverse impact on the amenity at nearby properties. Consequently, a condition is necessary for a detailed kitchen extract scheme with implications on noise from any proposed installation. The café's kitchen has the potential for fats, oils and grease to enter the drainage network from food preparation and dish-washing areas. A condition has been added which will require submission of a Pollution Prevention Scheme related to the control and safe disposal of associated fats, oils and grease.
- 10.26 The applicant has submitted a Lighting Scheme by CAD21 LTD dated 11 May 2022 Ref QC004-CAD-XX-XX-DR-E-63000 Rev PO4. It shows the location of the existing and proposed luminaires with the luminaire schedule Ref hqc004-cad-xx-xx-sh-e-01004 providing details on the specification of the luminaires. This is sufficient for the physical installation. However Environmental Health require information on the potential for stray light to the windows of neighbouring properties which should not exceed the levels shown in Table 3 of the Guidance Note by the Institution of Lighting Professionals (2021) based on the Environmental Zone in Table 2 within the document. A condition has been added to the recommended decision which would require the submission of this information.
- 10.27 The proposal is to demolish some of the existing buildings and to construct others and consideration will need to be given to the impact of this on the environment and the occupiers of neighbouring buildings. The applicant will need to control and minimise any emissions from noise/vibration, dust, artificial light etc. during the demolition and construction phase of the development and a condition for a Construction Environmental Management Plan has been added to the recommended decision to ensure that construction impacts are minimised.
- 10.28 An Air Quality Assessment by Pace Consult (ref: HQC004-PAC-XX-XX-RP-R-00002) (dated: 25th February 2022) has been submitted in support of the application. The development site is located close to Kirklees Councils Air Quality Management Area (AQMA) 4, which was designated in 2017 due to exceedances of the annual mean air quality objective for nitrogen dioxide (NO₂). Having assessed the report, Environmental Health agree with the overall methodology and approach. The conclusions of the report that split the development into the construction phase and operational phase. For the construction phase of the development, the applicant is expected to implement best practice mitigation measures as detailed in the report to be implemented. Therefore, a condition will be necessary to control fugitive dust emissions during the construction phase of the development. For the operational phase,

the development is not expected to have a significant impact on local air quality. To mitigate for future emissions the development will include mitigation measures which are listed in Section 7 of the report which include the installation of electric vehicle charging points, a travel plan outlining methods to promote sustainable modes of transport, flexible working to reduce trip generation, an on-site café to reduce off-site trips, Sheffield style secure cycle parking and an 'all-electric' energy strategy to prevent on-site emissions.

- 10.29 The proposal is to install 9 EVCPs with an additional 5% in the future. Whilst the LPA welcome this proposal, it is unclear why not all of the required EVCPs for non-residential developments, in accordance with the WYLES Guidance are to be installed at the onset. Therefore, it has been necessary to add a condition to the recommended decision requiring the details of the EVCP scheme to be provided and to ensure that the additional 5% are to be installed and made operational within 5 years of the permission being granted.
- 10.30 Overall, subject to the conditions recommended above, the application meets the requirements of LP51 – Protection and Improvement of Local Air Quality and LP52 – Protection and Improvement of Environmental Quality

Site Contamination and Stability

- 10.31 Phase 1 and Phase 2 Contaminated Land reports have been submitted. Further Phase 2 intrusive investigation and ground gas monitoring work is required post-demolition. Consequently, Contaminated Land conditions for the additional phase 2 work, a remediation strategy and its implementation and validation are recommended.
- 10.32 In respect of the development's interaction with existing mine shafts on the site, these are intending to be grouted and capped to prevent stability issues from arising. A justification statement provided by the applicant and issued to the Coal Authority (TCA) has resulted in the TCA withdrawing their objection in favour of conditions that set out details to locate the recorded mine shafts, details of the remedial measures to grout and cap the mine shafts and a confirmation statement of the mitigation measures, prior to occupation of the development, confirming that it has been made safe and stable.
- 10.33 Subject to the conditions recommended above, the development meets the requirements of LP53 – Contaminated and Unstable Land.

Landscape, Tree and Biodiversity Matters

Landscape

- 10.34 The applicant has provided a landscape masterplan which has been reviewed by KC Landscape. The landscaping plan appears to improve the overall landscaping across the site but does include the loss of some mature trees which will be discussed in the next section. KC Landscape have provided advisory comments and have recommended a condition for hard and soft landscaping details, a timetable for implementation, their management and the persons responsible which is to be provided through a Landscape and Ecological Design Scheme. This condition has been included on the list of conditions in Section 12.

Trees

- 10.35 With regard to existing trees on the site, the proposals are a significant redevelopment that result in impacts on the tree cover on the site. The Arboricultural Impact Assessment submitted provides a detailed assessment of the tree cover and the proposals. KC Trees agree with the summary of the AIA owing that the majority of tree removals necessary for this development are internal to the site and insignificant in terms of public amenity.
- 10.36 The removal of a large mature Sycamore, numbered T33, is not desirable and will negatively detract from the setting and character of the area as it is locally important however it cannot be seen from wider views of the site. The proposals require its removal due to the level changes needed to provide the additional parking space provision. The proposals include additional mitigation to address the loss of T33 by replacing it with a semi-mature tree and several extra heavy standards. KC Trees are satisfied that the proposals meet Kirklees Local Plan policies LP24i and LP33 because of the overriding public benefit of the nature of the proposals and the reasons given above.
- 10.37 The scale of the redevelopment proposed will put the retained trees a risk of indirect harm during both demolition and construction phases of the project. A detailed tree protection scheme would be provided as part of a pre-commencement condition requesting an Arboricultural Method Statement.

Ecology

- 10.38 A Preliminary Ecological Assessment (including an appended bat survey report) and Biodiversity Net Gain Assessment were submitted in support of the application.
- 10.39 The PEA details the ecological receptors that are present within the site and the proposed mitigation measures required to ensure there are no negative impacts brought about by the proposed developments. The mitigation measures highlighted in the PEA should be adhered to throughout the development. Conditions for a Biodiversity Enhancement and Management Plan and restrictions on site clearance take into account the recommendations made in the PEA to ensure that the development proposals comply to national and local planning policies.
- 10.40 The BNG assessment submitted with the application details that the development proposals result in an overall net gain of 0.20 biodiversity units (+10.94%). Hedgerows are also scheduled to be planted within the proposed development ensuring there will be a net gain in these from the current baseline situation. There is currently no requirement to provide a 10% net gain on the site as a part of this development and it should be recognised that the applicant is intending to do so independently.
- 10.41 Subject to the cited conditions, KC Ecology have no objection to the proposed development as it will result in an overall enhancement to biodiversity ensuring it complies with Policy LP30 – Biodiversity and Geodiversity.

Transportation Matters

Access

- 10.42 The site takes access from the local highway network by way of two priority controlled junctions with right turning lane provision for drivers onto Whitehall Road West and on the Bradford Road. The Whitehall Road West access is signed as the main entrance, reception and visitor parking and also has yellow box road markings on both through lanes on Whitehall Road across the access. The Whitehall Road site access has a 7.3 metre wide carriageway with a 2.0 metre wide footway to its west side and has a sliding gate that is open during operational hours.
- 10.43 The available visibility for drivers emerging from the site access at a 2.4 metre setback distance is some 180.0 metres to the left to the roundabout junction with Bradford Road and some 120.0 metres to the right to the roundabout junction with Heathfield Lane. The Bradford Road access is named Oakroyd Drive and on the approach to Bradford Road it has a carriageway width of some 9.0 metres with a segregated footway some 1.8 metres wide to the south side. The access is controlled by a permanent barrier system that is set back some 15.0 metres from Bradford Road and is signed for use by deliveries and staff. The available visibility for drivers emerging from the site access at a 2.4 metre setback distance is over 120.0 metres to the left and 130.0 metres to the right to the roundabout junction with Whitehall Road West.
- 10.44 Pedestrian access to the site is taken primarily via the access on the A651 Bradford Road via a secure gate. A secondary pedestrian access is also located on the southern boundary of the site by way of footway within the site that connects with the footway provision on Whitehall Road West at the access. There is an uncontrolled dropped kerb crossing facility across the access. There are footways located on both sides of Bradford Road and Whitehall Road West and in the vicinity of both accesses, there are uncontrolled pedestrian crossing points to facilitate safe pedestrian crossing across Bradford Road and Whitehall Road West. On Bradford Road, there are crossing points to the north and south of the access, whilst on Whitehall Road West there are crossings located to the east and west. All crossing points benefit from a pedestrian refuge and dropped kerbs.
- 10.45 The West Yorkshire Road Casualties records show there have been no recorded personal injury collisions at the Whitehall Road and Bradford Road site accesses and therefore it is concluded that the existing site access and the surrounding highway network in the vicinity of the site is operating safely.
- 10.46 Other than proposed changes to the signage at both entrances, to reflect the proposed change in how the accesses are to be used, there are no other changes to the access arrangements onto Bradford Road and Whitehall Road West. Following queries from KC Highway Safety regarding the introduction of Wig-Wag lights on Whitehall Road West and movement of the barrier within the junction arm onto Bradford Road have been responded to by the applicant. The justification for refraining from introducing Wig-Wag lights and retaining the existing position of the entry have been accepted by Highway Safety.

Parking & Sustainable Travel

- 10.47 Within the application site boundary, 148 car parking spaces will be provided including 8 no. accessible bays and 9 no. EV charging bays that will integrate into the wider site. The proposed parking layout replaces 129 existing spaces within the application site boundary resulting in the overall parking provision across the wider site increasing by 19 spaces from 321 to 340. 20 no. cycle parking/storage facilities close to the building entrance will be provided that will replace the current 8 no spaces on site.
- 10.48 The results of the parking surveys show the peak demand of 140 spaces occurred midmorning. The WYFRS site visitor records show that over the 3-year period 2018 to 2020 on average there were 13 visitors a day with a highest number of daily visitors of 119 in December 2019. The level of parking on site accommodates peak demand on occasional days when visitor numbers are at their highest with 259 (140+119) taken out of 321 currently provided. The number of spaces on site is considered to be acceptable and will prevent overspill parking on surrounding residential streets in accordance with LP22 – Parking.

Highway Capacity and Safety

- 10.49 This application is supported by a Transport Assessment (TA) prepared by Bryan G Hall. The TA considers relevant national and local policy, the existing situation and transport network, proposed development, development trip generation, distribution and mode share, assessment of the impact of development generated trips and provides summary and conclusions.
- 10.50 The TA concludes that there are no highways or transport related reasons why the proposed development should not be granted planning approval. A Travel Plan (TP) has also been prepared to accompany the application alongside the TA, which includes details on the sustainable transport measures, marketing strategy, management and monitoring for the proposed development and targets for minimising car travel, particularly single occupancy trips.
- 10.51 To gain an understanding of the trip generation of the existing site, multi-modal traffic surveys were undertaken on Thursday 25th November 2021 over the periods 07:00 – 10:00 and 14:30-19:00 at the two site accesses and at the A651 Bradford Road/A58 Whitehall Road/Whitehall Road West roundabout junction. The surveys also noted the number of cars parked on site at the start and end of each survey period.
- 10.52 The survey results show that the morning peak hour on local highway network occurred between 07:45 and 08:45 and the evening peak between 16:00 and 17:00. The results were as follows:

Whitehall Road access:

AM peak - 19 arrivals and 0 departures

PM peak - 0 arrivals and 0 departures

Bradford Road access (Primary Site Access)

AM peak - 32 arrivals and 5 departures

PM peak - 5 arrivals and 30 departures

- 10.53 During the morning peak hour some 66% of movements and during the evening peak 100% of movements used the Bradford Road access. The anticipated development flows within the TA show an additional 36 arrival in the AM peak at the Bradford Road access with no departures and additional 36 departures in the PM peak with no arrivals. No additional peak hour trips are shown at the Whitehall Road West junction.
- 10.54 Whilst the proposed development is not anticipated to generate a significant number of additional trips on the local highway network, for completeness, the impact on the local highway network of the forecast (five year) additional peak hour vehicle movements has been assessed. The impact of the development generated vehicular trips on the local highway network has been assessed during the morning and evening peak hours at a 2027 forecast year for predicted flows which take account of committed development in the local area.
- 10.55 To consider the traffic likely to be generated by unimplemented committed developments in the area, the following development site has been considered in agreement with the Council: Outline permission for up to 127 dwellings at Blue Hill Farm (Application number 2019/90527). The Oakroyd Drive access and Bradford Road /Whitehall Road West roundabout have been modelled using Junctions 9 modelling software. The results of the modelling show that the impact of the development generated vehicle movements is negligible and both the Bradford access and Bradford Road/Whitehall Road West roundabout continue to operate within capacity.
- 10.56 To conclude, Highways Development Management agree with the findings of the Bryan G Hall Transport Assessment that there are no highways or transport related reasons why the proposed development should not be granted planning approval and the development therefore meets the requirements of Policies LP20 – Sustainable Travel and LP21 – Highways and Access.

Site Drainage and Flood Risk

- 10.57 The Lead Local Flood Authority (LLFA) have commented on the application and retain an objection at the time of the final agenda report being issued. It is anticipated that the objection will be able to be removed in advance of the Committee meeting and members will be informed of progress via the Committee Update report.
- 10.58 Yorkshire Water have also commented on the application and have agreed the principle of the re-connection to the public sewer in Bradford Road. By consequence, Yorkshire Water have supplied draft conditions that meet their requirements.
- 10.59 The reason that an objection has been incurred by the LLFA is that the development has failed to take existing flow restrictions into account. In the Flood Risk Assessment, the site area has been measured and peak discharge flows calculated with a 30% betterment applied resulting in a suggested discharge of 62.75l/s. However, pipes serving existing combined flows from the site to the main sewer in Bradford Road do not exceed 225mm in diameter. The gradient is also unknown (which also affects the flow rate). Therefore, a precautionary approach needs to be taken because a 225mm surface water pipe at a gradient of 1 in 60 has a pipe full capacity of 67.78l/s.

- 10.60 Furthermore, as this site is served by a combined system, a roughness factor reflecting a foul system must be used. Ideally the pipe leaving site should have an established gradient from the existing manhole shown with an outlet of 162.200m AOD, to an intermediate manhole shown on drawing ref HQC004-ROS-ZZZO-ZZ-DR-C-01-P06 and then the connection to the Yorkshire Water 375mm public sewer in Bradford Road. If gradients cannot be measured, Kirklees Council will take a precautionary approach in this matter as a 30% betterment on the existing outfall is still required.
- 10.61 The LLFA have also noted that the submitted Flood Risk Assessment has ruled out the use of soakaways, as was the case with the recent housing development to the north. The use of permeable paving and grasscrete parking on the site must therefore be taken into account when calculating surface water flows.
- 10.62 Overall, the surface water site area for calculating surface water flow rates needs to be re-calculated and submitted in order to better inform the attenuation design that will enable a reduced discharge rate to the public sewer on Bradford Road that reflects a 30% betterment taking account of climate change impacts.
- 10.63 The matters above are recommended to be conditioned in order to ensure that, in the event that the LLFA do not withdraw their objection but a positive decision is provided at Committee, a surface water drainage design will be provided that meets the requirements of LP27 – Flood Risk and LP28 – Drainage.

Representations

- 10.64 No representations have been received.

Other matters

- 10.65 There are no other matters that require assessment.

11.0 CONCLUSION

- 11.1 The development of the HQ, Training Centre and Fire Station is a significant improvement upon the buildings they are set to replace or complement as the new facilities will enable a more efficient operation for the fire service in an existing sustainable location. Likewise, the increase in floorspace will not jeopardise any nearby centre and the appearance of the buildings, notably the HQ and Training Centre, are determined to be of a high quality, as is the supporting landscaping scheme – though greater detail in respect of the latter are required by condition.
- 11.2 Impacts in respect of residential amenity are minimised due to the height of the building across its northern aspect combined with the separation distances to the nearest residential properties on Oakroyd Drive. Privacy will also be maintained due to the position of the northern and eastern elevations of the HQ building which do not directly face residential properties thereby minimising the risk of overlooking and, once again, benefitting from sufficient separation distances. Impacts in respect of noise, dust and construction have been set out under submitted reports, reviewed by Environmental Health and are to be minimised through compliance with appropriately worded conditions recommended in section 12 below.

- 11.3 Transport impacts are considered to be minimal in respect of highway safety and capacity, with on-site car and cycle parking provision being increased alongside a travel plan to be implemented by condition. There are identified impacts on mature trees within the site which are unfortunate but replacement tree planting has been proposed which offset their loss. Similarly, a 10% Biodiversity Net Gain is to be provided on the site which is currently over and above the minimum 'No Net Loss' required by the Kirklees Local Plan. This latter point is welcomed by LPA Officers.
- 11.4 As the site is existing, there are no issues in respect of draining surface water to the combined sewer in Bradford Road. However, an objection is maintained by the LLFA as the site needs to meet sustainable drainage practices which reduce discharge rates to the existing combined sewer. As cited above, members will be informed of progress on this matter through the Committee Update report.
- 11.5 Overall the proposed development meets the requirements of the policies of the Local Plan set out in the assessment above and is consequently recommended to Strategic Committee for approval, subject to conditions.

12.0 CONDITIONS (Summary list. Full wording of conditions including any amendments/additions to be delegated to the Head of Planning and Development)

1. Three Year Time Limit for Commencement (S91 TCPA)
2. Compliance with Approved Plans
3. Construction Management Plan (Pre-commencement)
4. Landscape and Ecological Design Scheme
5. Fire Station Extension Materials (To Match)
6. Compliance with Submitted Materials (HQ & Training Centre)
7. Submission of Outstanding Materials (HQ & Training Centre)
8. Biodiversity Enhancement and Management Plan (10% Net Gain)
9. Protected Species restrictions to Working Practices
10. Details relating to identification and remediation of Mine Shafts
11. Structural Safety Sign-Off by Competent Person (Mine Shafts)
12. Drainage Design including 30% betterment and surface water filter interceptors (Pre-commencement)
13. Temporary Drainage Details (Pre-commencement)
14. Car Park Surfacing and Drainage
15. Parking restrictions to Whitehall Road West and Bradford Road
16. Car Park Management Plan
17. Compliance with Submitted Travel Plan
18. Submission of Arboricultural Method Statement
19. Implement Agreed Dust Mitigation Scheme
20. Details of Kitchen Extract System
21. Details of Pollution Prevention for Food Outlets (oil, fat and grease reduction to public sewer)
22. Details of Electric Vehicle Charging Point Provision
23. Post Demolition Phase 2 Contaminated Land ISI Report

24. Submission of Contaminated Land Remediation Strategy
25. Implementation of Contaminated Land Remediation Strategy
26. Submission Contaminated Land Validation Report
27. Details of External Artificial Lighting
28. Details of means of Securing External Access Doors
29. Details of Fire Appliance Siren Policy

Background Papers:

Application and history files.

[Link to application details](#)

<https://www.kirklees.gov.uk/beta/planning-applications/search-for-planning-applications/detail.aspx?id=2022%2f91138>

Certificate of Ownership – Certificate A signed: