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**Report of the Head of Strategic Investment**

**HUDDERSFIELD PLANNING SUB-COMMITTEE**

**Date: 11-January 2018**

**Subject: Pre application for demolition of existing building and erection of 695 dwellings**

**Black Cat Fireworks Ltd, Standard Drive, Crosland Hill, Huddersfield, HD4 7AD**

**APPLICANT**

Dominic Page

**DATE VALID**

09-Oct-2017

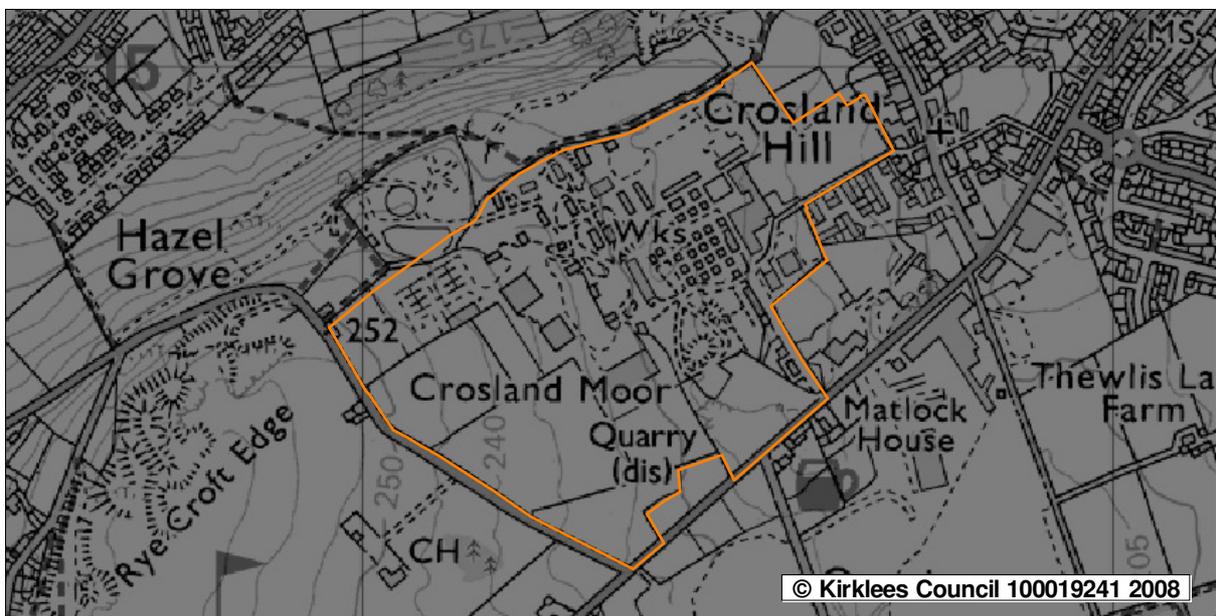
**TARGET DATE**

05-Dec-2017

**EXTENSION EXPIRY DATE**

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**LOCATION PLAN**



**Map not to scale – for identification purposes only**

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**Electoral Wards Affected:**

- 1. Crosland Moor and Netherton**
- 2. Colne Valley**

yes

Ward Members consulted  
(referred to in report)

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**RECOMMENDATION:**

Members to note the contents of this report for information.

**1.0 INTRODUCTION:**

- 1.1 This pre-application enquiry is brought to Strategic Committee to inform Members of a potential large scale major application, which is likely to be submitted on the former Black Cats Fireworks site, and surrounding Area, later this year.
- 1.2 If the application is submitted it will be brought to Strategic Committee for determination.
- 1.3 Details of the proposals and issues are summarised in this report.

**2.0 SITE AND SURROUNDINGS:**

- 2.1 The site comprises an area of 22.8 ha ,comprising the former Black Cat Fireworks site, off Blackmoorfoot Road, Crosland Moor, and the surrounding area. The site has frontages onto Blackmoorfoot Road, and Felks Stile Road. To the west on the opposite side of Felks Stile Road is the Crosland Heath Golf course.
- 2.2 To the west are dwellings and properties along Crosland Hill Road, including the Crosland Hill Farm complex, which contains a Grade 2\* listed building. To the north of the former factory is an area which is within the green belt, and comprises a prominent landscape feature when viewed from distance from the north.
- 2.3 There are a number of public footpaths which run across the northern portion of the site.

### **3.0 PROPOSAL:**

- 3.1 A residential scheme comprising up to 700 dwellings is proposed with associated green space and open space. The houses will be a mix of 2-5 bed houses, with an area identified near the junction with Blackmoorfoot Road, and Felks Stile Road as containing 70 bedroomed extra care facility( ie: 10%).
- 3.2 Two access points are proposed, one along the existing standard Drive to the former Fireworks factory, and a second off Felks Stile Road.
- 3.3 The area to the north of the factory is retained as open space up to the ridge point, and generally speaking take the form of a linear park.
- 3.4 In the SE corner of the site, near the entrance off Blackmoorfoot Road, a small retail unit (maximum 500sq m) is proposed.

### **4.0 RELEVANT PLANNING POLICY.**

#### Site Designation

- 4.1 Within the Unitary Development Plan the site is a mixture of allocations, including unallocated ( the factory site), Provisional Open Land to the east and west, and the area to the north of the factory is green belt.
- 4.2 In the Emerging Local Plan, the site is allocated as a mixed use site-residential and employment MX1930), and also green belt.
- 4.3 To the west and adjacent of this site, facing onto Blackmoorfoot Road, the depot site is allocated for housing (H.481)

#### Relevant UDP Policies

- D2 Unallocated land
- B4 – Change of use of land and buildings last used for business or industry;
- BE1 – Design principles
- BE2 – Quality of design
- G6 – Land contamination
- T10 – Highway safety
- T19 – Parking standards
- H10 – Affordable housing
- H18 – Provision of open space
- T16 Footpaths as part of development

#### National Planning Policy Framework

- Part 1: Building a strong competitive economy
- Part 4: Promoting sustainable transport
- Part 6: Delivering a wide choice of high quality homes

- Part 7: Requiring good design
- Part 8: Promoting healthy communities
- Part 9: Protecting green belt
- Part 10: Meeting the challenge of climate change, flooding and coastal change
- Part 11: Conserving and enhancing the natural environment
- Part 12: Conserving and enhancing the historic environment.

### Other Documents

Kirklees Interim Affordable Housing Policy  
Kirklees Education Policy meeting needs generated by new development.

## 5.0 CONSULTATION RESPONSES

- 5.1 A request for Screening Opinion has been submitted and it was concluded that this development does not require an Environmental Impact Assessment.

**KC-Conservation and Design.** The master planning approach has been undertaken in a well considered manner, and evolved following public consultation, and technical constraints.( eg drainage solutions).

In addition to a Masterplan and Design and Access Statement, a Heritage Impact Assessment will be required, and reference to the Castle Hill Settings Study is a key requirement.

**KC Highways DM** Full Transport Assessment required, scope of the Assessment to be agreed prior to any submission

**KC Education Services** It is not necessary to provide a new school on the site, but an Education contribution of approx. £2,000,000 would be required

**KC Strategic Housing Services-**There is a demonstrable need for affordable housing in this and neighbouring areas The Councils Interim affordable housing policy would require 20% of the units for affordable ie approx. 140. The Councils policy requires a 55% social housing; 45% intermediate split. Vacant building credit may be applicable, but only to buildings that are not currently in use.

**KC Landscape and Parks-** The Council's regarding POS is applicable in this case, and onsite POS will be required in accordance with this policy. The scheme will also need to be accompanied by a Landscape Visual Impact Assessment.

**KC Lead Local Flood Authority-** No fundamental objections to the development subject to an appropriate and agreed Drainage Strategy for the site( including temporary drainage measures during construction).

**KC Environmental Health.** A Phase 1 and 2 Contaminated Land report will be required together with a Remediation Strategy, and subsequent validation report. The proposed scheme will also need to be assessed against the West Yorkshire Low Emissions Strategy as a major scheme, and the impacts of the scheme on air quality identified and appropriate mitigation measures identified.

**KC Environment Unit.** Any scheme will need to be accompanied by a full ecological survey, and ecological impact assessment.

**KC Public Health-** A Full Health Impact Assessment will be required.

**Police Architectural Liaison Officer-** No objection in principle, crime prevention measures and principles should be incorporated into any layout.

## **6.0 PUBLIC/LOCAL RESPONSE:**

- 6.1 The potential applicants have undertaken a pre-application consultation exercise, with the public and local representatives. This took place on the afternoon and evening of 28<sup>th</sup> November at the Crosland Hill Church Hall Between 1.00-2.30pm Stakeholder preview session; and 2.30-8.00pm drop in session. 128 people attended.
- 6.2 Key themes that emerged from the consultation event were
- The traffic impact of the development;
  - Capacity of local services( schools, doctors surgeries etc) and access to local facilities ( eg retail)
  - The potential for loss of employment at Black Cat Factory; and
  - Private land ownership/ no public right of access to Farmhouse Court.
- 6.3 This exercise led to a revision in the masterplan (which is the one being presented), the changes being:
- There is a SW-NE connection emphasised across the site , in view of access to farmhouse Court not being available;
  - A slight reduction in numbers from 700 to 695 (625 dwellings and 70 extra care apartments;
  - The inclusion of a small retail/ local centre( up to 500sq m). Plus the inclusion of upto 24 apartments( included within the 625 dwellings) which would be located above the retail/ local centre block and a small block opposite that.
- 6.4 It is intended to undertake a further public consultation exercise following any comments / suggestions received from this strategic committee.
- 6.5 Any formal submission would need to be accompanied by a Statement of Community Involvement.

## 7.0 MAIN ISSUES

### **Principle of development and Policy.**

- 7.1 The former Fireworks Factory site is a brown field site, and is unallocated on the UDP. The neighbouring land to the west and east is Provisional Open Land, and the area to the north is within the Statutory Green Belt. The entire site is identified as a potential mixed use development (housing and employment) on the Emerging Local Plan.
- 7.2 The proposal seeks residential use across the whole site. Justification for this in lieu of the loss of potential, and existing employment land will need to be provided, to satisfy UDP policies and the mixed use allocation on the Emerging Local Plan.
- 7.3 The Council needs to demonstrate a 5 year supply of deliverable housing, and this is a material planning consideration that carried considerable weight.
- 7.4 Relevant policies in both the UDP, and the Emerging Local Plan include The Interim Affordable Housing policy ie the provision of 20% of units; Education contributions, and the provision of POS within the site.
- 7.5 The National Planning Policy Guidance provides incentive for brownfield development on sites containing vacant buildings ie Vacant Building Credit, that this Local Authority has applied to such sites in the District.
- 7.6 The indicative masterplan shows an area dedicated to 70 extra care dwellings. The provision of extra care homes is welcomed however their proximity to existing facilities is somewhat remote.
- 7.7 The Masterplan provides for a small retail outlet (less than 500sq m) to serve the development. Given the small scale of the retail unit, it is below the threshold of retail development that would require an Impact Assessment.

### **Highway Issues**

- 7.8 Any application will need to be accompanied by a Full Transport Assessment, the scope of which will be agreed between the applicants and the Councils Highway Services. The traffic / highways issues need to be considered at a number of different levels ie
- Strategically;
  - Immediate site surrounds and access points;
  - and internally
- 7.9 Strategically the scheme will need to be modelled and the impact on a significant number of junctions within the immediate and wider area (extending as far down Black Moor Foot Road as Longroyd Bridge), will need to be identified, in order to develop potential solutions to mitigate the traffic increase;

- 7.10 The indicative masterplan, highlights 2 access points ie: off Blackmoorfoot Road (the existing Standard Drive), and off Felks Stile Lane opposite the Golf Club. It is considered that both of these access points are satisfactorily located, and can provide adequate visibility and width to serve the development, and provide any necessary pavement / footpath improvements or provision.
- 7.11 At this stage the scheme includes an indicative layout, and should an application, be received it would likely be an outline application, with access issues applied for. However, the indicative layout is considered broadly acceptable. Footpaths across the site are retained and permeability between different parts of the site and connections to neighbouring areas ie Crosland Hill are provide. On this site full parking provision should be provided, given the distance to the local facilities. Options of improving the provision of public transport to within the site should be seriously explored to offer a sustainable alternative to the use of the car.
- 7.12 A Travel Plan, advised to address the specific issues associated with this sites location should be provided.

### **Urban Design**

- 7.13 The indicative layout provided for a density of approx. 30 per ha on the developable areas, of the site. This is considered to be a comparable density to the nearest dwellings on Crosland Hill Road, and an efficient use of the land.
- 7.14 With the exception of the extra care apartments, the mixture of housing appears to be predominantly 2 storey, which is considered acceptable in this location. Given the sites prominence, as viewed from distance , it is considered that low rise buildings are more appropriate in this landscape.
- 7.15 The scheme includes substantial areas of open space with substantial areas located at the main entrance points to the site off Blackmoorfoot Road, and Felks Stile Road, a central linear spine of open space adjacent to a footpath, and a central park area. In addition the area to the north (within the green belt, but also within the ownership of the applicants, is retained , in open use, as a linear park area associated with the public footpaths that run along the north of the site, and a sizeable natural play area to the north west of the site. There is also an area (no 13) which is located on the NE edge of the site adjacent to the curtilage of the group of listed building on Crosland Hill Road.
- 7.16 The indicative layout, for the most part, shows the housing set back from the two road frontages, with ample room to provide landscaped areas, to soften the edge of the development and its relationship to the adjoining green belt areas.

- 7.17 Any application will be accompanied by a full Design and Access Statement, and a Building for Life 12 Assessment, indicating how the scheme has evolved, and adapted to accommodate constraints and public comment.

### **Heritage Issues.**

- 7.18 On the boundary on the NE edge of the site is a grouping of buildings set off Crosland Hill Road, and Farmhouse Court, that contains a number of listed structures (Grade 2) as well as the Grade 2\* Crosland Hall. This grouping is of outstanding character, and is a heritage asset of the highest significance. Accordingly any development which is adjacent to it, or its curtilage will impact upon its setting, and appropriate consideration for the setting and Historic England will be advised, and provide comments. (Indeed they have already raised concerns regarding the Emerging Local Plan allocation).
- 7.19 As stated earlier, the indicative layout shows an area of open space, along this boundary (which is intended to provide a buffer between Crosland Hill Road and the development). Notwithstanding any other issues, it is considered necessary that any application be accompanied by a full Heritage Impact Assessment, carried out in accordance with the guidance contained in part 10 of the National Planning Policy Framework "Conserving and enhancing the historic environment".
- 7.20 In addition to the Heritage Impact Assessment, the site falls within the area, and is of a scale, that requires assessment in terms of the Castle Hill Settings Study.

### **Landscape Issues**

- 7.21 The site is very extensive, and in a very prominent location within the wider landscape, in the Huddersfield area, with prominent features such as the crest along the northern boundary. The brown field area (ie factory) is central to this site, and well contained, and screened from most external aspects. This is considered to be a landscape area of high sensitivity. Any application will need to be accompanied by a full Landscape Visual Impact Assessment.
- 7.22 Landscaping on the periphery and throughout the site is an important part of the design/process contributing to a high quality design, in terms of layout and access to space, and the finished quality of the street scene, the sites edge of town location should be recognised by the provision of green/landscaped areas on the periphery of the development to soften the impact of the development on neighbouring green belt.
- 7.23 Given the scale of the proposal the Councils policy regarding the provision of public open space is relevant. POS up to the required standard should be included within the scheme (the indicative layout does achieve this standard), with a range of facilities being provided including natural play.

### **Drainage Issues**

- 7.24 The site is located Flood Zone 1 (ie the area least likely to flood). There does appear to be some localised areas within the site, with the propensity to “pool”, in heavy rain circumstances. Any application will need to be accompanied by a full Flood Risk Assessment and a Drainage Strategy, to ensure any potential surface water flood risk is minimised, and there will be no additional properties, outside of the site, affected.
- 7.25 For this, largely brownfield site, the provision of on-site attenuation and then discharge at a pre- development greenfield run off rate, would seem a viable drainage method. The use of SUDs systems should be investigate, as there are substantial areas of open space within and around the scheme. However over reliance on natural filtration on this site is not feasible.
- 7.26 Any scheme submitted would be subject to strict conditions, and any layouts should consider overland flow routes to minimise conflict with proposed dwellings during storm events. Also the use of permeable surfacing for parking areas should be considered.

### **Environmental Issues**

- 7.27 Large parts of the site were last used for firework production, and consultation with the HSE, was always a requirement for any panning proposals. The sites licence to deal with explosives, will need to be rescinded, but this is a procedural matter that will/ can be dealt with before the introduction of any new use onto the site be it employment or housing. Any application will be accompanied by both Phase 1 and 2 Contaminated Land Reports, together with appropriate Remediation to ensure that new development can be received.
- 7.28 Given the scale of the development, an Air Quality Assessment should be undertaken, in accordance with the West Yorkshire Low Emissions Strategy, to identify the level of harm that may be occur, together with appropriate mitigation. The provision of electric charging points through the scheme will also be required.

### **Bio-diversity issues**

- 7.29. Other than the factory area, the site contains fields and a significant number of trees and old former quarry. A Full Ecological Survey is required with any application, (including the existing buildings for bat roost potential), and also an Ecological Impact Assessment together with appropriate mitigation options.
- 7.30 Given the scale of the site, and the amount of green space in and surrounding it, this development should be viewed as an opportunity to significantly enhance the biodiversity on this site, in accordance with the guidance contained in part 11 of the National Planning Policy Framework “Conserving and enhancing the natural environment”.

## **8.0 Conclusion**

8.1 Members to not the contents of this report