
Report of the Head of Strategic Investment

HUDDERSFIELD PLANNING SUB-COMMITTEE

Date: 11-January 2018

**Subject: Pre-application for reserved matter on previous planning 2016/92122
John Smiths Stadium, Stadium Way, Huddersfield, HD1 6PG**

APPLICANT

Steve Morton

DATE VALID

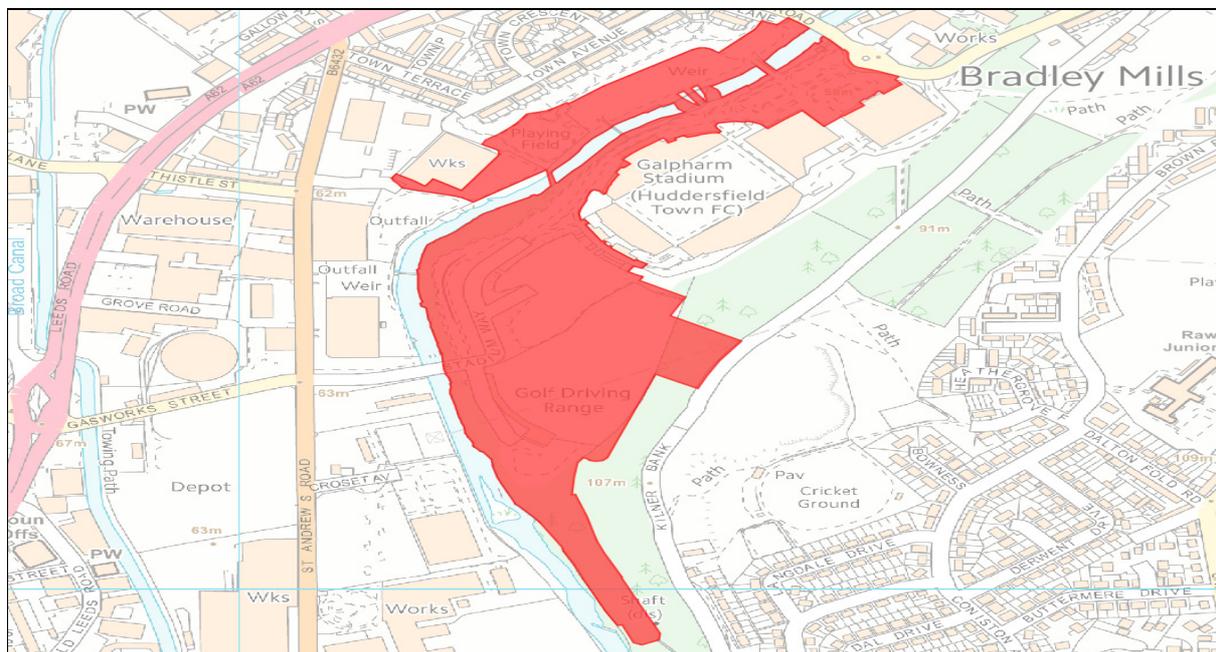
03-Oct-2017

TARGET DATE

30-Oct-2017

EXTENSION EXPIRY DATE

LOCATION PLAN



Map not to scale – for identification purposes only

RECOMMENDATION: Members note the contents of this report for information

1.0 INTRODUCTION:

1.1 This pre-application enquiry is brought to the Strategic Planning Committee to inform members of a potential reserved matters application for a multi-use leisure and entertainment development with ancillary facilities, plus hotel at John Smiths Stadium, Stadium Way, Huddersfield. This follows a recent grant of planning permission ref 2016/92122 to extend the time limit of previous outline application ref 2008/92864.

1.2 The application, once submitted, is likely to be brought to this committee later in the year for determination. Details of the proposal and the associated issues are summarised in this report.

2.0 SITE AND SURROUNDINGS

2.1 The site lies within the River Colne valley to the east of Huddersfield town centre. It is located to the East and South of Leeds Road; there are two existing vehicular accesses to the site; to the north of the site, there is an access onto Bradley Mills Road via a roundabout, Bradley Mills Road joins Leeds Road just to the north west of the site at a traffic-controlled junction. To the south of the site, there is an access onto Stadium Way. This links to Gas Works Street (on the opposite site of St Andrews Road) and hence into Leeds Road to the west. The site is bounded by a residential estate to the north-west, commercial uses to the north, existing leisure uses to the east (cinema, stadium, health club) with an undeveloped tree-covered slope beyond; the line of the river to the south and west and beyond these, the commercial developments located on St Andres Road.

2.2 The site comprises an area of slightly over 11 hectares, existing uses comprise; surface car parking for the Stadium and existing leisure uses, a golf driving range and open, undeveloped areas. These open areas include a playing area near the existing housing to the north, a 'finger' of land extending to the south of the site which is overgrown and tree-covered areas mainly around the site boundaries (including a section of the slope to the east of the site).

2.3 In terms of topography, the site forms several, distinct areas:

- The area at the northern end of the site between the stadium and Bradley Mills Road (on both sides of the river) is basically level and at the same ground level as the stadium itself: around 58m AOD (the riverbank at this point is around 56m AOD).
- The bulk of the site to the south of the stadium forms a series of plateaux at between 69-72 AOD.
- The southern (narrowest part of the site) and eastern area slope up to the east, rising from around 62m AOD to between 104-109 AOD.

2.4 The site can be described as in part 'greenfield' but predominantly 'brownfield' (that is, previously developed, using the definition in NPPF Annex 2).

3.0 PROPOSAL

3.1 This pre-application enquiry seeks comments on a future reserved matters application for a proposed multi-use leisure and entertainment development at the John Smiths Stadium. The applicant is seeking comments on the details of the layout and appearance of the scheme.

3.2 The masterplan has been amended from that indicatively proposed at outline stage. The key changes are the relocation of the hotel from the southern part of the site to the west of the river, together with the proposed erection of a multi-storey car park adjacent to the hotel; these two buildings replace previously proposed retail and leisure units. Residential development is no longer proposed as part of the scheme, and revisions have been made to the position of the leisure and retail units in the southern part of the site. The access road through the site will now follow a path adjacent to the River Colne, and the leisure, restaurant and retail units will be located on the upper plateau of the site, to the south of the stadium.

3.3 The revised masterplan proposes leisure and restaurant uses to the south of the stadium, to include a ski facility which will be the main focus of the leisure scheme. It is proposed the existing embankment to the east will be re-graded to create the required levels.

3.4 Due to the significant changes in levels the main leisure accommodation will be located at the upper plateau level where the car park currently sits. There will be a pedestrian route linking Stadium Way to the stadium, and the ski slope and the restaurant buildings will front onto a new public realm area.

3.5 The lower level is where the new access road will be located, together with a car park accommodating 293 car spaces, and a smaller car park of 71 spaces including space for 25 coaches on match days. A restaurant unit will be located on the lower level adjacent to the entrance to the site to create an active frontage.

3.6 To the north-west of the stadium it is proposed to erect a hotel and multi-storey car park with vehicular access from Bradley Mills Lane. The existing bridges will be retained; the pedestrian bridge to the south will be used as the primary access across the river from the car park. The vehicle bridge will be retained and restricted to pedestrian movement only.

3.7 It is proposed the development would be phased with Phase 1 comprising the proposed hotel and multi-storey car park to the west of the river, and Phase 2 comprising the remainder of the HD1 site.

4.0 CONSULTATION RESPONSES:

4.1 As part of the pre-application enquiry process a number of key consultees within the Council have been contacted to seek their advice on the potential implications of such development in this location and the measures required to mitigate the associated impacts. These consultees are identified and their views (on the plans which were initially submitted) are summarised as follows:

K.C Highway Services – There are changes to the scheme from that envisaged at outline stage. Changes to the development mix, car parking provision and arrangement of uses thus altering the route of approach to the site all need to be assessed by a revised Transport Assessment and Framework Travel Plan.

K.C Public Rights of Way - The provision for public access is poor, particularly along the riverside corridor. The proposed link route between the hotel and ski- slope proposals is inadequate. Connectivity needs to be clearly identified. Construction including levels would need to be clarified at the appropriate stage.

K.C Policy – No comments, the quantum of development is as approved at outline stage.

K.C Lead Local Flood Authority – The site is located within Flood Zone 1 and 3. Additionally, the site has areas of surface water flood risk to a medium degree. Due consideration should be given for potential impacts. Attenuation is required on site with surface water discharge at Greenfield Runoff Rates, a higher rate for the impermeable area may be considered so long as justification can be made for why this rate is the highest feasible.

K.C Ecologist – No further comments. Appropriate conditions are included on the outline application.

K.C Conservation & Design - No objections in principle but care is needed on the materials, samples should be requested and perhaps made available for committee. Concern that the use of stone is dark in the interior of the site and no local stone is used to ground the development; ceramic stone on the outer should be replaced with local stone.

K.C Landscape Architect – More landscape detail and design required, with attention to green infrastructure. Thought should be given to high quality materials and design solutions with the inclusion of ambient and accent lighting where possible to create atmosphere but minimally disrupt wildlife.

K.C Public Health - The site is within a Kirklees ward which experiences higher rates of respiratory related hospital admissions and social isolation than other parts of Kirklees. The proposed site development provides an excellent opportunity for providing a good mix of entertainment and leisure facilities for the immediate/ local population and visitors to Kirklees. The proposal provides the opportunity to incorporate safe, active and attractive transport infrastructure.

West Yorkshire Police Liaison Officer – No further comments to add to the advice previously given by the Counter Terrorism Unit to the applicant

K.C Environmental Services – Concerns are as raised on the 2016/92122 outline planning consent. The multi-storey carpark and hotel present the most potential disturbance issues to existing residential properties. The following need to be considered as part of any future application: land contamination, coal mining risks, odour/noise emissions from plant, air quality impact assessment, provision of electric vehicle charging points, lighting assessment/plan, noise report.

5.0 MAIN ISSUES

5.1 The principle of development has been previously established pursuant to outline application Ref 2008/92864, and a subsequent extension of time to the outline planning permission Ref 2016/92122.

5.2 The principle aim of the proposal is to create a new leisure destination. It is considered that the main issues which would need to be fully addressed by the applicant in any subsequent reserved matters application can be summarised as:

- Impact on visual amenity and landscape character
- Impact on residential amenity
- Impact on highway safety
- Flood risk and drainage issues
- Environmental issues (air quality, contamination, health and safety matters)
- Ecological Issues
- Section 106 Issues

Impact on Visual Amenity and Landscape character

5.3 There are no objections in principle to the layout/design of the buildings, however care is needed with construction materials, and samples will be required to be made available for committee. There is concern some of the proposed cladding within the interior of the site is dark in colour and it would be preferable to lighten/break this up to ensure the resultant development has a vibrant character. The revised plans now show the use of natural stone on the outer edge of the buildings which successfully grounds the development into its surroundings.

5.4 More landscape detail will be required. In the 'village area' paving materials and paving design is required to be of high quality, preferably with natural stone. Street furniture should also be of high quality. Specimen tree planting / planting to help soften facades and create green corridors is required which should be possible without impacting on pedestrian circulation. There is the potential for innovative ambient lighting. In car park b and block b, specimen planting in and amongst parking bays would provide good quality green infrastructure and aid drainage. SUDS drainage system should be proposed, and planters / planting on a high level near the proposed junior slope. In coach parking area & block B specimen tree planting along the façade between the building and parking bays is required, with the height and spread of species to be suitable for planting in this area.

5.5 The hotel and multi storey car park is a concern because of the potential impact of the development upon the residential amenity of occupants of existing local housing, as a consequence of these proposed buildings being at such close proximity to existing dwellings and being so high. These buildings are located to the south of the nearest properties with potential for the residences to be in shade for most of the day. Green walls are recommended, particularly on the elevation facing Town Avenue, and buffer planting between the multi-storey and Town Avenue to mitigate the effect of the development with planting to be biodiverse and predominantly native planting. The revised plans show a vertical mesh to the lower decks proposed to support climbers.

Impact on Residential Amenity

5.6 The greatest concern is the impact of the scale and massing of the proposed multi-storey car park on residents of neighbouring residential properties off Town Avenue to the north-west of the site. Although revisions have been made to the internal layout to narrow the width of the building and move it further away from Town Avenue properties, concerns still remain that the scale and/or positioning of this building will need to be revised to avoid any detrimental overbearing impact. The multi-storey carpark and hotel present the most potential disturbance issues to existing residential properties at Town Avenue, through car headlights shining into properties, noise from cars on the access road/within the car park, security lighting in the vicinity, and plant/air systems at the hotel.

Impact on Highway Safety

5.7 Kirklees Highways Development Management (HDM) fully considered the highways and transport elements of the HD1 project at the 2008 outline stage. The principles of the access strategy, generation and assignment of development traffic, level of parking provision, access by non-car modes and impacts on off-site junctions were all considered at that time and, with appropriate mitigations and contributions, found to be acceptable.

5.8 Since that time, a number of related applications have been considered including the 2014 extension of time application, the 2016 hotel application, the 2016 snow slope application and the 2017 temporary Gas Works Street car park application. This has resulted in a number of relevant transport documents including:

- The HD1 Travel Plan (Revision H) dated November 2009;
- Revised HD1 Transport Assessment dated June 2016;
- Gas Works Street Temporary Car Park Transport Assessment dated September 2017.
- The HD1 Transport Assessment (Revision C) dated October 2009.

The details of the reserved matters are now emerging and these need to be in line with the principles established and agreed. Based on discussions with the applicant and reference to the pre-application documents, it is evident that there are changes to the scheme from that envisaged at outline stage. Changes to the development mix, car parking provision and arrangement of uses thus altering the route of approach to the site all need to be assessed by a revised Transport Assessment. A revised Framework Travel Plan will also be required.

5.9 The details for internal roads, new junctions, car park layouts and servicing arrangements all need to be supported by outline geometric design drawings, swept path analysis, sections and details of materials as part of the reserved matters.

5.10 Serving the site by sustainable modes, particularly public transport, was considered at length in the outline and now needs to be confirmed in the reserved matters including details of footpaths, cycle routes, location of bus stops and a demonstration that the proposals are technically feasible and deliverable.

5.11 The Public Rights of Way section note the provision for public access is poor, particularly along the riverside corridor. The proposed link route for the hotel and ski slope proposals appear inadequate for the purpose described "footpath/cycle" link, i.e. too narrow. Also, the connectivity to ongoing parts needs to be clearly identified. Construction including levels etc. would need to be clarified at the appropriate stage.

Flood Risk and Drainage Issues

5.12 The site is located within Flood Zone 1 and 3. Additionally, the site does appear to have areas of surface water flood risk to a medium degree. There may be pooling or a flow pathway meaning that due consideration should be given for potential impacts. The applicant should consider what measures may be required to protect properties from flows and be mindful not to increase the risk of flooding elsewhere. It is good practise to show flow routes in exceedance events up to the first flood that runs off the site.

5.13 The site is partially Greenfield and partially a current Stadium car park, with the road and parking infrastructure an impermeable area. Attenuation is required on site with surface water discharge at Greenfield Runoff Rates, a higher rate for the impermeable area may be considered so long as justification can be made for why this rate is the highest feasible. The large development area and value available from good quality, multifunctional open space should mean a greenfield discharge rate is easily achievable providing drainage is given sufficient consideration at an early stage. Given the proximity of the site to the River Colne it is considered that the most suitable discharge point for surface water from the site is this watercourse, albeit at a reduced rate.

Environmental Issues

5.14 The Kirklees public health section note the site is within a ward which experiences higher rates of respiratory related hospital admissions and social isolation. It is considered the proposed development would provide an excellent opportunity for providing a mix of entertainment and leisure facilities for the immediate/ local population and visitors to Kirklees. The proposal provides the opportunity to incorporate safe, active and attractive transport infrastructure (including green infrastructure suited to urban space) for all travel modes including pedestrians, cyclists, public transport and those with mobility/ visual impairment issues. The developer will need to consider how the proposal can support and increase and enhance access for all users, and incorporate safe and secure cycle / vehicular parking facilities. Signage with information detailing cycling and walking travel times/ distances to other amenities in and around the site should be promoted to create a sense of a co-ordinated travel network. There are opportunities for integrating existing cycling and walking routes by providing new connecting links. Traffic calming measures should be incorporated to support walking and cycling and reduce vehicle use.

5.15 The following issues need to be addressed/considered as part of any future application:

- Land Contamination
- Coal Mining Risks and other health and safety matters
- Odour/noise emissions from plant associated (including A3 uses)
- Full Air Quality Impact Assessment
- Proposals for Electric Vehicle Charging Points (10% of all car parking spaces)
- Lighting assessment/plan to ensure no excessive glare or overspill to affect existing residential properties (security, floodlighting and ski slope lighting).
- Noise report (in addition to issues already mentioned) to address how the development will impact on nearby residential properties and mitigation as appropriate.

Ecological Issues

5.16 A number of conditions were included on the outline application to secure suitable mitigation and enhancement. These include the submission of a landscape and ecological management plan, a construction environmental management plan, a lighting design strategy for biodiversity, and for appropriate updated surveys information dependent on the phasing of the development. In addition to the measures secured through the conditions, there is a requirement to compensate for the loss of an area of the Kirklees Wildlife Habitat Network at Kilner bank, which will be lost in order to construct the ski slope. Off-site habitat creation will be required, to be secured through the planning obligation.

Section 106 Issues

The Section 106 on the outline application secured Public Transport and Travel Plan funding (to provide and run a shuttle bus service between key town centre locations and the site should there be no take-up to re-route the existing commercial service along Leeds Road), local highway works in the Kirklees Strategic Economic Zone, works to the St Andrews Road Junction with Wakefield Road, and works to Gas Works Street/Thistle Street. The S106 also secured off-site management for the neighbouring heathland, the provision of a crush footpath and a gate. The requirement for any additional contributions or mitigation measures would be assessed as part of a future reserved matters application.

Recommendation

6.1 That members note the contents of this report for information.