
Report of the Head of Development and Master Planning**STRATEGIC PLANNING COMMITTEE****Date: 29-Aug-2019**

Subject: Planning Application 2018/93740 Re-development of training facilities including erection of new training and administrative buildings and formation of new pitch facilities PPG Canalside Sports Complex, 509, Leeds Road, Huddersfield, HD2 1YJ

APPLICANT

Huddersfield Town
Association Football Club

DATE VALID

12-Nov-2018

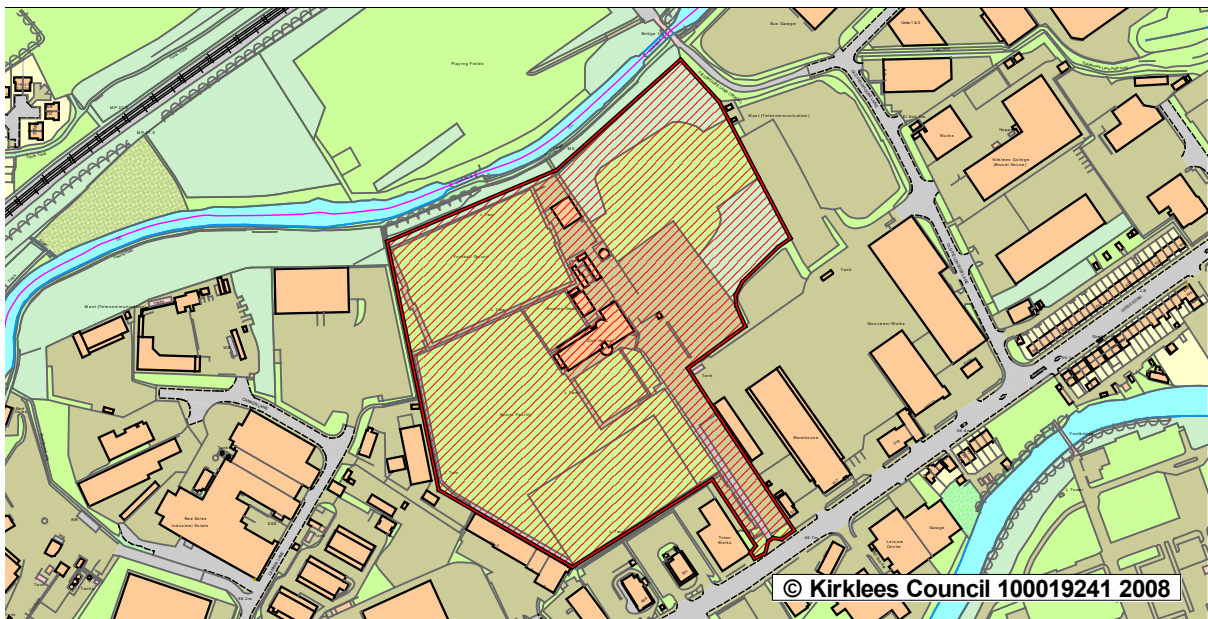
TARGET DATE

11-Feb-2019

EXTENSION EXPIRY DATE

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<http://www.kirklees.gov.uk/beta/planning-applications/pdf/public-speaking-committee.pdf>

LOCATION PLAN

Map not to scale – for identification purposes only

Electoral Wards Affected: Dalton

Yes

Ward Members consulted
(referred to in report)

RECOMMENDATION:

DELEGATE approval of the application and the issuing of the decision notice to the Head of Development and Master Planning in order to complete the list of conditions including those contained within this report and to secure a S106 agreement to formally link the closure of existing Syngenta Club facilities to the provision of the new facilities at Mold Green Conservative Club.

1.0 INTRODUCTION:

- 1.1 This site is brought to the Strategic Planning committee for determination as the site exceeds 0.5 ha and comprises non-residential development.
- 1.2 For member's information, this application was previously considered at Strategic Planning Committee on 14th March 2019. At that meeting committee resolved to approve the application subject to the applicant entering into a Section 106 agreement with interested parties to formally link the closure of existing Syngenta Sports and Social Club facilities, which are currently at the PPG canal side site, to the provision of the new facilities at the Leeds Road Sports Complex. The provision of these alternative facilities is the subject of a separate planning application (2018/93876).
- 1.3 However, the applicant has indicated that circumstances have arisen which have meant that the provision of these alternative facilities at the Leeds Road Sports Complex are unlikely to be viable.
- 1.4 In summary, the Coal Authority (CA) has objected to the proposed development of the Leeds Road Sports Complex due to the presence of mine entries on or close to the site. The exact location of these entries is unknown and the CA has insisted that the applicant carry out further investigations to locate the shaft prior to the determination of the associated planning application. The applicant has indicated that the cost involved in carrying out such an investigation and any associated remediation are likely to render that part of the project unviable.
- 1.5 The applicant has therefore secured an agreement with Mold Green Conservative club to allow members of the Syngenta Sports and Social Club use of their existing facilities. These facilities are approximately 2km south of the current facilities at the PPG canal side site.

- 1.6 To summarise, the main differences from this proposal and that previously reported to the Strategic Planning Committee in March are:
- Alternative facilities for the Syngenta Sports and Social Club would be located at a greater distance from those originally proposed.
 - The current proposal would see the use of existing facilities at Mold Green Conservative Club rather than the creation of new purpose built facilities.

2.0 SITE AND SURROUNDINGS:

- 2.1 The site is set back from Leeds Road approximately 1.8km to the north east of Huddersfield Town Centre. Most of the site area comprises existing football pitches with a sports complex and facilities associated with Huddersfield Town Football Club. The remainder of the site area extends into an area of informal area of open space positioned in between existing employment uses generally to the south and east and the existing sports facilities to the west. The whole site lies to the south of Huddersfield Broad Canal.
- 2.2 There are two listed structures located within the canal network beyond the site boundary. Lock no's 7 and 8 are both Grade II listed and lie within 25m of the site at the closest point.
- 2.3 The overall site lies within a commercial and industrial setting with the canal providing a screen from more open countryside to the north.
- 2.4 At present the site comprises the following:
- 2no. Grass pitches;
 - 1no. Artificial grass pitch;
 - Warm-up area;
 - Bowling green;
 - Existing training facility building;
 - Additional building currently being extended; and
 - Additional pitch space north of the canal.

3.0 PROPOSAL:

- 3.1 The proposed development comprises:
- Demolition of existing main building and erection of new 3 storey main building to include the following:
 - *Media/press suite*
 - *Gymnasium with performance lab*
 - *First team changing rooms*
 - *Warm and cold plunge pools*
 - *Steam room*
 - *Sauna*
 - *Whole body cryotherapy facility*
 - *Conditioning pool*
 - *Meeting rooms*
 - *Dining rooms*
 - *Lecture space*
 - *Office space*

- 3.2 The proposals supplement those enhancements to the first team building which has recently been extended as part of works secured through planning permission 2017/93728. These enhancements included new gym, offices changing rooms and conference facilities.
- 3.3 The proposal includes the provision of a new floodlit artificial pitch on land to the north of the existing facilities with associated viewing stand. A running track and perimeter wall are proposed to the main pitch and the site.

4.0 RELEVANT PLANNING HISTORY (including enforcement history):

2011/62/90810/W2. Temporary Planning Application for the removal of existing pavilions & changing facilities and the proposed siting of new pavilions & changing facilities. Approved - 6th May 2011.

2011/62/90858/W2. Proposed new grass plateaux and changes of site levels. Approved - 16th June 2011.

2011/62/90888/W2. Erection of new pump house, water tank and timber enclosure, new external stairs and lighting, new fences, new handrails, new bollards and new lighting bollards. Approved - 16th June

2011/NMA/92025/W. Non-material amendment to previous permission 2011/90810 for removal of existing pavilions & changing facilities and the proposed siting of new pavilions & changing facilities. Refused 11th August 2011.

2011/NMA/92026/W. Non-material amendment to previous permission 2011/90888. Refused 25th August 2011.

2011/70/92298/W. Variation of condition 2 on previous permission 2011/90810 for removal of existing pavilions & changing facilities & the proposed siting of new pavilions & changing facilities. Approved 2th October 2011.

2011/70/92299/W. Variation of condition 2 on previous permission 2011/62/90888 for erection of new pump house, water tank and timber enclosure, new external stairs and lighting, new fences, new handrails, new bollards and new lighting bollards. Approved 14th November 2011.

2012/62/90710/W. Formation of 3G football pitch at increased ground level, existing adjacent grassed pitch areas to be lowered to compensate. Erection of grounds man's shed with turning circle and hard standing area. Approved 10th May 2012.

2012/62/91854/W. Formation of 3G football pitch, grass plateau, erection of associated water tank and pump house, erection of groundsman's shed, erection of portable two storey classroom with associated timber decking and erection of croquet pavilion and new perimeter fencing. Approved 28th August 2012.

2012/44/93350/W. Discharge conditions 4, 5, 6, 7, 9, 10 on previous permission 2012/91854 for formation of 3G football pitch, grass plateau, erection of associated water tank and pump house, erection of groundsman's shed, erection of portable two storey classroom with associated timber decking and erection of croquet pavilion and new perimeter fencing. Approved 28th November 2012.

2012/44/92141/W. Discharge of conditions 4, 5, 6,7,10 & 11 from previous permission 2012/90710. Approved 28th November 2012.

2013/62/91083/W. Erection of entrance canopy, rear canopy, new decking and new raised entrance area, installation of new render and cladding of existing building, and new window and door arrangement. Approved 28th May 2013.

2014/62/92997/W. Erection of extensions and alterations to existing groundsman's store to form changing rooms, gym and office accommodation. Approved 19th January 2015.

2017/62/93728/W. Erection of two storey extension to changing/training facilities Approved 25th January 2018.

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

5.1 Negotiations during the assessment of this application have resulted in the following:

- Changes to the layout of the site to remove the requirement to excavate part of the canal embankment to the north of the site
- Additional information relating to potential flood risk
- Additional information relating to highways impacts

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 Development Plan for Kirklees is the Kirklees Local Plan which was adopted by the Council on 27 February 2019.

6.2 Kirklees Local Plan (KLP)

- LP 1 (as modified) – Presumption in favour of sustainable development
- LP 2 (as modified) – Place shaping
- LP 3 (as modified) – Location of new development
- LP 8 (as modified) – Safeguarding Employment Land and Premises
- LP 21 (as modified) – Highway safety and access
- LP 24 (as modified) – Design
- LP 27(as modified) – Flood risk
- LP30(as modified) – Biodiversity and geodiversity
- LP35 (as modified) – Historic Environment
- LP 47 (as modified) – Healthy, active and safe lifestyles
- LP48 (as modified) – Community Facilities and Services
- LP 49 (as modified) – Education and health care needs
- LP 50 (as modified) – Sport and physical activity
- LP 51 (as modified) – Protection and improvement of local air quality
- LP 53 (as modified) – Contaminated and unstable land
- LP 61 (as modified) – Urban green space

6.3 National Planning Guidance (NPPF):

NPPF section 12 - Achieving well designed places

NPPF section 14 – Meeting the challenge of climate change, flooding and coastal changes

NPPF section 15 – Conserving and enhancing the natural environment

NPPF section 16 – Conserving and enhancing the historic environment

7.0 **PUBLIC/LOCAL RESPONSE:**

7.1 The application was publicised by the posting of 15 neighbour notification letters, the erection of 2 site notices and an advertisement in the Huddersfield Examiner on 30 November 2018. No representations from the public have been received regarding this proposal.

7.2 All three ward Councillors were notified of this application. However no comments have been received.

8.0 **CONSULTATION RESPONSES:**

8.1 **Statutory:**

K.C. Highways DM – No objection subject to the inclusion of a planning conditions which requires the proposed parking areas to be surfaced and marked out prior to development being occupied

Sport England – No objection

Coal Authority – No objection subject to the inclusion of planning conditions which require:

- The undertaking of the scheme of intrusive site investigations, designed by a competent person and adequate to properly assess the ground conditions on the site and establish the risks posed to the development by past coal mining activity;
- The submission of a report of findings arising from the intrusive site investigations and any remedial works and/or mitigation measures considered necessary;
- The Implementation of the remedial works and/or mitigation measures if required.

Environment Agency – No objection subject to the inclusion of a planning condition which requires the development to be carried out in accordance with the supporting Flood Risk Assessment and supplementary information.

Lead Local Flood Authority – No objection subject to a planning condition which requires the submission and agreement of a surface water management scheme prior to development commencing

Canal and River Trust – No objection subject to the inclusion of measures to strengthen/retain planting in the vicinity of the canal bank and to manage and control Japanese knotweed on site.

Health and Safety Executive - No objection

8.2 **Non-statutory:**

K.C. Conservation and Design – No objection in principle but has indicated that the proposed use of blue and white striped cladding on the existing first team building would have a detrimental impact on the nearby listed canal locks.

K.C. Ecology – No objection subject to the inclusion of planning conditions which require:

- The submission and agreement of an Ecological Design Strategy
- The submission and agreement of a Construction Ecological Management Plan

K.C. Environmental Health - No objection subject to the inclusion of planning conditions which require:

- An intrusive site survey to establish the extent of any on-site contamination
- The submission and agreement of a remediation strategy and validation regime to deal with on-site contamination
- The installation of electricity charging points
- Restriction on the operating times of floodlighting
- The submission of details of any extract ventilation systems

West Yorkshire Police – No objection in principle but has indicated several measures which should be implemented to ensure site users are safe and secure.

9.0 **MAIN ISSUES**

- Principle of development
- Urban design issues
- Local amenity issues
- Highway issues
- Flood risk/Drainage issues
- Ecological issues
- Local Heritage
- Planning obligations
- Other matters
- Representations

10.0 APPRAISAL

10.1 Principle of development

10.2 KLP Policy LP1 relates to the presumption in favour of sustainable development as set out in the NPPF. The policy states that the Council will “always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area”. In this instance, it is considered the supporting evidence has shown the proposals to be broadly compliant with the adopted Development Plan. The site is an existing training facility, which this application seeks to retain and enhance to ensure the long-term viability of the site and occupants.

10.3 KLP Policy LP 2 - Place Shaping, states that development proposals should seek to build on the strengths, opportunities and help address challenges identified in the Local Plan, in order to protect and enhance the qualities which contribute to the character of places. The proposals would not be detrimental to any of the detailed strengths/opportunities associated with the Huddersfield region and moreover would not further heighten any of the challenges to growth.

10.4 KLP Policy LP 3 states that proposals will be required to reflect the Spatial Development Strategy, which is linked to KLP policies LP1 and LP2. The proposal permits for the redevelopment of a brownfield site, resulting in a higher standard of development in line with section 2(c) of the policy.

10.5 The majority of the site is allocated as Urban Green Space in the adopted Local Plan and the pitch extension area forms part of a wider Priority Employment site. It is therefore considered that the principle of this development should be considered against the following policy considerations:

10.6 The proposed development is considered to be necessary to ensure the continuation of the established use by enhancing the provision on offer. In terms of policy LP61 the proposed development is considered in compliance insofar as it

“...relates to the continuation or enhancement of the main use of the site and maintains the quality and function of the green space...”

10.7 The expansion of the site includes a parcel of land immediately to the north east. This parcel of land forms part of a wider priority employment area in the KLP. KLP policy LP8 is, therefore, relevant. LP8 requires that:

“Within Priority Employment Areas, for redevelopment resulting in a non-employment end use, or for the conversion or change of use of sites and premises in use or last used for employment, will only be supported where:

A. it can be demonstrated that the site or premises are no longer capable of employment use; and

B. the proposed use is compatible with neighbouring uses and where applicable, would not prejudice the continued use of neighbouring land for employment.”

- 10.8 This parcel of land would include a new football pitch. However, the applicant has indicated that the provision of a new training club complex on the adjacent area of urban greenspace would result in a 20% increase in jobs. Currently the site employs 87 full time equivalent jobs and 20 casual workers. Whilst it is accepted that the proposed development does cause some conflict with PLP8 (as modified) because it would result in the re-development of part of a priority employment area for a use which is traditionally considered to be a non-employment generating use, this proposal does, in fact, have the potential to increase local employment when considered within the context of the whole site.
- 10.9 Furthermore, the use of this land as described above would not prejudice the delivery of jobs associated with the wider priority employment area or the Council's strategic objectives for employment across the district. The land in question, is owned by the Hoyer Group, who operate from adjoining land. Detailed discussion has been undertaken with them to establish what land is required to ensure their future growth is not inhibited. The applicant confirms that they have entered into a formal agreement with the owner of this part of the site which involves leasing the land. Consequently the land would not be permanently removed from other employment uses.
- 10.10 Officers consider that, on balance, the development would therefore accord with the spirit of policy LP8.
- 10.11 Urban Design issues
- 10.12 The area surrounding the site is predominantly commercial in nature and exhibits a variety of building designs which include the use of a mixture of facing and roofing materials.
- 10.13 The centrepiece of the proposed development comprises a new three storey training complex building which would have a contemporary appearance with a corner pillar feature constructed of sandstone. The applicant has proposed to use cladding panels utilising club colours and reflective properties to decorate the remainder of the building.
- 10.14 The building would appear as a large block with rectangular cladding and design elements. The design of the building appears to be of high quality and would make a statement about the club by utilising modern materials whilst incorporating features from the local vernacular.
- 10.15 The application also seeks to include further enhancements to the current first team building, located to the rear of the site, which has recently been extended. This would involve the re-cladding of the building in colours to match the Huddersfield Town Strip. Whilst the recladding of this building is not considered to be a significant issue with regard to the overall design, the proposed colour scheme has raised concerns with regard to its potential impact on nearby heritage assets. This issue is considered further in the Heritage Section of this report.
- 10.16 In addition, the site is to be extended to the north east to provide additional space for a further floodlight full spec. Desso (or equivalent) pitch with associated viewing stand, the construction of an additional grounds keeping building. These additional buildings would be of a traditional design using materials which officers consider would not appear as incongruous within this setting.

10.17 Views of the proposed development would be significantly limited from Leeds Road by the existing built form. Any impact or potential contribution the building could make to the streetscape is, therefore, limited. Views of the building would mainly be seen from the open countryside to the north and north-west and bearing in mind the existing development on this site and the context of the setting, it is considered that this proposal would harmonise well with its surroundings

10.18 It is therefore considered that this proposal would accord with KLP policy LP24 and Section 12 of the NPPF with regard to its overall design.

10.19 Local Amenity

10.20 Whilst this proposal does have the potential to adversely affect local amenity, this must be considered in the context of the existing use of the site which is almost identical to that proposed.

10.21 The site is located in a position which is remote from residential properties, the nearest being to the south east off Leeds Road. Consequently it is considered that it is unlikely that activities associated with this site will have a significant detrimental impact on the occupants of those residential properties.

10.22 The proposal would involve the erection of additional flood lighting on the north eastern section of the site to serve the new pitch facilities. This therefore has the potential to have an additional adverse effect upon the amenity of the area. However, it is considered that this can be satisfactorily addressed by the imposition of a condition restricting the hours that these lights can be used. This would allow the use of the pitch during darkness in the evenings but not at later times which would be considered to be anti-social.

10.23 Officers therefore consider that the proposed development would not have a significant detrimental impact on local amenity and would therefore accord with KLP policy LP52 (as modified) and Section 15 of the NPPF.

10.24 Highway issues

10.25 This proposal would continue to make use of the existing access arrangements albeit they would be altered to improve the current arrangements.

10.26 The existing facility currently employs 87 full time staff and 20 casual staff and it is envisaged that as a result of the proposed development this could increase by 20% up to 104 full time staff and 24 casual staff. However, the Transport Statement highlights that the relocation of the sports and social facilities will result in the facility only being used as a training ground for the football club. The proposed facility would therefore be unlikely to be used during the traditional peak commuting hours, thus the redevelopment should not significantly increase vehicular trips, particularly during the morning and evening peak hours.

10.27 As the increase in staff traffic will be countered by the removal of facilities open to those not associated with the football club, the increase in parking spaces will be sufficient to accommodate the proposed number of drivers. A planning condition to restrict the use of the new stand within the training ground at PPG Canalside to only football visitors associated with Huddersfield Town FC is considered appropriate in relation to car parking provision and in order to have control over any wider use of the facility which could generate greater car parking demand.

10.28 Officers therefore consider that this proposal would accord with KLP policy LP21 and section 12 of the NPPF with regard to its potential impact on the local highway network.

10.29 Flood Risk and Drainage issues

10.30 The site is located within Flood Zone 3 and therefore has a high annual probability of flooding (greater 1 in 100) and a Flood Risk Assessment (FRA) has been submitted in support of the proposal. This concludes that a viable drainage solution for the site is achievable. This view has been confirmed by the LLFA subject to details of a surface water management scheme being agreed prior to development being carried out at the site.

10.31 Initially the Environment Agency (EA) raised concerns about the supporting FRA resulting in additional information being submitted by the applicant to address the concerns raised. The EA has now confirmed that subject to a condition as outlined in section 8.1 of this report, the development can be carried out without any significant increase in the level of flood risk.

10.32 It is therefore considered that this proposal would accord with KLP policies LP27 and LP28 and national policy guidance contained in section 14 of the NPPF with regard to its potential impact on flood risk and drainage.

10.33 Ecological Issues

10.34 None of the habitats within the site are considered to be important ecological features, but the Sir John Ramsden Canal Local Wildlife Sites (identified as an SSI in the former UDP) is located just beyond the site's northern boundary and the Kirklees Wildlife Habitat Network is immediately adjacent to the same boundary. The site also appears to have some value for nesting birds and potentially foraging badger. In order to prevent significant ecological effects in respect of the above the applicant's supporting ecological report makes recommendations for avoidance and mitigation. These recommendations should be formalised in a Construction Environmental Management Plan (CEMP), to include:

- construction phase lighting to avoid impacts to the adjacent LWS,
- timing of works to avoid the nesting bird season,
- measures to avoid impacts to badger during construction, and
- prevent the spread of Japanese knotweed.

In addition, final landscape proposals will need revision to bring this in line with the latest layout (which is an improvement as it retains a larger buffer adjacent to the canal) and to improve the planting mix. In particular, all invasive species listed on schedule 9 of the Wildlife and Countryside Act 1981 (such as Virginia Creeper) should be removed. A net biodiversity gain is potentially possible if

the landscaping can be enhanced for biodiversity, with the inclusion of bird nest features in proximity to suitable habitats. It is considered that this matter can be satisfactorily resolved via the inclusion of a planning condition.

- 10.35 It is therefore considered that, subject to the inclusion of planning conditions which deal with the issues outlined in section 8.2 of this report, this proposal would accord KLP Policy LP 30 and Section 15 of the NPPF with regard to its impact on local biodiversity.

10.36 Local Heritage Issues

- 10.37 The Huddersfield Broad canal is located immediately adjacent to the northern boundary of the site and the proposed development is located close to two of its grade II listed locks, Falls Lock (list entry number 1313803) and Field House Lock (list entry number 1210180). The character of the environs around the canal is a patchwork of industrial development, woodland, greenspace and sporting facilities. Around Falls Lock and Field House Lock the setting of the heritage assets has a particularly open and green character formed by the PPG Canalside complex to the south, playing fields to the north and trees lining the towpath.

- 10.38 In principle it is considered that this development is acceptable with regard to its impact on local heritage assets. However, it is considered that use of club colours in the recladding of the existing first team building would have a detrimental impact on the setting of falls locks. The existing grey-clad first team building is prominent in views of the Falls Lock, particularly when approached along the towpath from the west. However, its form and colour is not dissimilar from industrial buildings found along the canal.

- 10.39 It is therefore considered that subject to the use of a more restrained colour scheme on this part of the development this proposal would accord with KLP policy LP35 and Section 16 of the NPPF with regard to its potential impact on the historic environment.

10.40 Representations

- 10.41 None received

10.42 Planning obligations

- 10.43 This proposal would see existing facilities provided for the Syngenta Sports and Social Club being lost at this site. However, the applicant proposes to provide alternative facilities to compensate for this loss at Mold Green Conservative Club which is approximately 2 km to the south of this site.

- 10.44 It is therefore proposed to require that the applicant and interested parties enter into a Section 106 agreement which will formally link the closure of the existing Syngenta Sports and Social Club facilities to the provision of the alternative facilities at Mold Green Conservative Club.

10.45 Other Matters

10.46 West Yorkshire Police has indicated that, in principle, it does not object to this proposal but has provided advice on a number of measures which could be incorporated into this proposal to improve site security. This advice relates to specific matters which include:

- The design of gates and boundary treatments
- The provision of external lighting and CCTV surveillance equipment
- The design of doors and windows
- The design of roller shutter doors
- The provision of secure car, motorcycle and cycle parking
- The provision of adequately designed intruder alarms

Should planning permission be approved, it is proposed to include this advice for the applicant's information.

11.0 CONCLUSION

11.1 This proposal offers an opportunity to redevelop and upgrade existing sports facilities used in connection with Huddersfield Town Football Club. The proposals are considered to be well designed and would assimilate well within the local area. The development would not have a detrimental impact on local amenity, highway safety, local ecology, local heritage assets or increase the risk of flooding in the area.

Furthermore, Whilst facilities currently used by the Syngenta Sports and Social Club would be lost, alternative arrangements will be provided at Mold Green Conservative Club to accommodate club members and will be made available to use before the current facilities are closed.

The NPPF has introduced a presumption in favour of sustainable development. The policies set out in the NPPF taken as a whole constitute the Government's view of what sustainable development means in practice.

This application has been assessed against relevant policies in the development plan and other material considerations. It is considered that the development would constitute sustainable development.

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

1. Standard 3 years to implement permission
2. Standard condition requiring development to accord with approved plans
3. No development on the buildings superstructure until samples of facing and roofing materials have been approved
4. Car parking areas to be surfaced and marked out prior to occupation
5. The implementation of an intrusive contaminated land survey
6. The submission of a site remediation strategy if required
7. Implementation of site remediation strategy if required
8. Submission of remediation validation if required
9. the submission of a surface water management scheme
9. Investigation of coal mining legacy issues involving intrusive investigation, the implementation of remedial works if required and proposed mitigation measures.
10. The submission of an Ecological Design Strategy
11. Details of landscaping arrangements and boundary treatment
11. The submission of a Construction Environmental Management Plan
12. The installation of electric vehicle charging points.
13. The submission of a scheme detailing artificial lighting arrangements and restricting hours of operation
14. Details of any extract ventilation system to be installed
15. The new stand at PPG Canalside shall only be used in connection with football visitors associated with Huddersfield Town FC.

Background Papers:

Application and history files.

<http://www.kirklees.gov.uk/beta/planning-applications/search-for-planning-applications/detail.aspx?id=2018%2f93740>

Certificate B signed – 06 November 2018