

Name of meeting: Cabinet
Date: 21st December 2022
Title of report: Station to Stadium Enterprise Corridor Masterplan

Purpose of report:

This report seeks Cabinet endorsement of the Station to Stadium Enterprise Corridor Masterplan and to move to the next stage of development including wider consultation. It sets out why this is important, how it aligns with other economic development activity across Kirklees and what steps are required in order to help progress towards achieving the vision set out in the plan.

Key Decision - Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?	Yes
Key Decision - Is it in the Council's Forward Plan (key decisions and private reports)?	Key Decision - Yes Private Report/Private Appendix - Yes
The Decision - Is it eligible for call in by Scrutiny?	Yes
Date signed off by Strategic Director & name	David Shepherd
Is it also signed off by the Service Director for Finance?	Eamonn Croston
Is it also signed off by the Service Director for Legal Governance and Commissioning?	Julie Muscroft
Cabinet member <u>portfolio</u>	Councillor Graham Turner – Portfolio Holder for Regeneration

Electoral wards affected: Dalton and Newsome

Ward councillors consulted: None at this Stage

Public or private: Public (Appendix 2 and 3 Private).

Appendices to the Cabinet Report are set out below:

- Appendix 1 - Station to Stadium Enterprise Corridor Masterplan (public)
- Appendix 2 - Gasworks Street – Alternative proposal (private)
- Appendix 3 - Gasworks Street – Strategic Outline Business Case (private)

The private Appendices are recommended for consideration in private in accordance with Schedule 12A of the Local Government Act 1972 namely they contain information relating to the financial and business affairs of the council and a third party. It is considered that disclosure of the information would adversely affect the commercial interests of a third party and therefore the public interest in maintaining the exemption, which would protect the rights of an individual or the council, outweighs the public interest in disclosing the information and providing greater openness in the council's decision making

Has GDPR been considered? Yes.

1. Summary

This report seeks Cabinet endorsement of the Station to Stadium Enterprise Corridor Masterplan. It sets out the rationale, long term vision and principles of the plan as well as the next steps required to move towards delivery, including public consultation in early 2023.

2. Information required to take a decision

Background

- 2.1 The Station to Stadium Enterprise Corridor represents one of the most exciting economic development opportunities in the Yorkshire region and beyond.
- 2.2 Huge investment by Network Rail in the Transpennine Rail Upgrade is making Huddersfield (and the other towns on the route) one of the best-connected places in the North of England. The University of Huddersfield's investment in the Health Innovation Campus at Southgate will put the town on the map globally in terms of translational health and wellbeing research and applied applications.
- 2.3 Concurrently, the Council and its partners connected with the John Smiths Stadium have brought forward plans to secure the stadium's long-term future.
- 2.4 All of these core assets (TRU, the Health Innovation Campus and the Stadium) are connected by some of the town's most striking architecture and heritage buildings but also interspersed with underutilised land and premises. This forms the basis of the strategic case and economic opportunity.
- 2.5 Alongside other major investments in the cultural and leisure assets of the town such as the Cultural Heart, the George Hotel, Kingsgate, active travel infrastructure and public realm, and a long-term plan to increase town centre living, the Station to Stadium Enterprise Corridor Masterplan seeks to harness the impact of this chain of strategic assets (TRU, The Health Innovation Campus and the Stadium). Each asset is a significant driver of the economy, but if progressed together under a coherent vision and plan, then their combined long-term impact can be much greater.
- 2.6 The Station to Stadium Enterprise Corridor Masterplan is fundamentally about growing and attracting good quality jobs and businesses in Huddersfield, for the benefit of the whole district and creating an environment that stimulates private sector investment in commercial, office, research and development and residential uses. We know that world class infrastructure such as rail connectivity and access to cutting edge, applied university research and skills are increasingly the key drivers for more and more business that are looking to grow or expand into an area.
- 2.7 On this basis the Station to Stadium Enterprise Corridor Masterplan will act as a major physical, intellectual and investment gateway into the West Yorkshire region by providing these key ingredients.
- 2.8 We also know that Kirklees currently suffers from an under supply of good quality employment sites, especially in the south of the district. The Council is aware of several local employers who are looking to grow that are being frustrated by the lack of available sites. The Station to Stadium Enterprise Corridor is designed to help address this by identifying new strategic employment sites and by increasing the utilisation of either empty or currently poorly utilised land and property within the Corridor area.
- 2.9 To work with stakeholders to develop a vision and masterplan for the Station to Stadium Enterprise Corridor, a high-quality consultant team was appointed in late 2021. Over the course of 2022 they have worked with Council officers and key landowners and stakeholders in the Station to Stadium Enterprise Corridor area to develop and refine the plan that is presented now to Cabinet for endorsement, prior to public consultation in early 2023.

2.10 A copy of the masterplan to be used for consultation is contained within Appendix 1.

Process of Engagement with Stakeholders

2.11 A series of stakeholder meetings including the University, KSDL, Network Rail, Kirklees College, HD 1 Developments, Brierley's, Polyseam, Cummins and Huddersfield Unlimited were undertaken earlier this year. Comments and aspirations were noted and fed into the latest version of the Masterplan. A roundtable was held with larger landowners in the corridor was held in early October to feed back. Further individual meetings were undertaken with businesses to refine and develop the main aspects of the emerging plan ahead of reporting to Cabinet.

Station to Stadium Enterprise Corridor Vision

2.12 The vision for the Station to Stadium Enterprise Corridor is:

A thriving, connected and enterprising district advancing wellbeing and prosperity through investment in health innovation, clean growth and green networks.

2.13 This vision will guide investment decisions and areas of focus for partners over the long term (up to 20 years). It highlights the importance of mixed uses to create a bustling, busy and dynamic place where people want to be and stresses the unique selling point the Corridor which is framed around the combined effect of world class connectivity and a focus on health and wellbeing.

2.14 The vision embeds the concept of wellbeing beyond the physical footprint of the University of Huddersfield's Health Innovation Campus and seeks to envisage a wider area where good quality jobs and the physical environment all contribute towards increased wellbeing for residents. The vision also seeks to recognise the important function that existing high value employers in a range of different sectors already play in the Corridor. It is vital that work to develop the Corridor concept enables their future growth and sustainability where possible and, as a minimum, does not constrain it.

Principles

2.15 Five high level principles have been developed to support delivery of the vision which develop these issues in more detail:

- *Principle 1: Innovative and high value employment*

Support in diversifying the local economy through attracting new innovative businesses in health tech and advanced manufacturing, generating high value jobs and increasing productivity

- *Principle 2: Connected and integrated*

Create a place for residents, workers, students, and visitors to connect, building on its strategic connectivity and rail connections, developing stronger active travel routes, and integrating into the wider investment in the town

- *Principle 3: Raised aspirations, skills, and education*

Create a mix of inclusive spaces for collaboration and knowledge spillovers for all of Kirklees and beyond to enable visible pathways for people to enter and progress, supporting people into employment, raising aspirations, strengthening entrepreneurship, and increasing skill levels

- *Principle 4: Attractive and vibrant environment*

Revitalise this area and the routes between Huddersfield Station and the John Smiths Stadium. Enhance the local natural and historical environment and re-connect with key assets of the distinctive landscape setting, canal corridor, River Colne, and heritage assets

- *Principle 5: Sustainable and clean growth*

Maximise natural assets, create a network of green corridors to connect to other areas of the town, encourage biodiversity net gain, support mental wellbeing, and embed sustainable principles throughout the district development and local businesses.

Delivery

2.16 Cabinet endorsement of the Station to Stadium Enterprise Corridor Masterplan is an important milestone but is just the beginning on the work. This is a long-term endeavour that will take many years to realise and deliver.

2.17 The Masterplan is a statement of ambition and a signal to the market and positioned at the very beginning of the project development cycle. It is not a fully costed and funded delivery plan. The Council does not control most of the land in the corridor and does not have the levers to directly control activity that takes place within it. Instead, the Masterplan provides a framework beneath which other stakeholder and landowners (present and future) will collaborate and be incentivised to work towards higher value end uses than would otherwise be the case.

2.18 The Masterplan also identifies a suite of eleven catalytic interventions that are most likely to stimulate the sorts of long-term changes envisaged in the wider area.

- National Health Innovation Campus
- Gasworks Street site and sites to the North and East
- Old Leeds Road development area
- Business support, skills & training
- John William Street, Northumberland Street & Huddersfield Open Market (on-going)
- A new potential canal crossing
- Southgate crossings both North and South
- Turnbridge Road changes – Closure of the lifting bridge to vehicles to form a dedicated active travel route
- St. Andrew's Road changes
- Larger-scale Southgate crossing interventions
- River crossings/connectivity to Kilner Banks Wood and the active travel network

2.19 The long-term ambition is for public and private sector partners (not just the Council) to deliver all of these interventions over time as funding becomes available and circumstances allow, and each requires extensive further development work. Some of the early phase term actions are either already in development or actively being progressed; some of the more ambitious and long-term interventions identified by the Masterplan are just at the very beginning of their development and consideration.

2.20 Following consultation and adoption, the final Masterplan must not sit on the shelf. It will become the baseline for continued stakeholder engagement and consultation and each of the interventions identified will be translated into an individual project that can be taken forward by the most appropriate lead. Not all projects will proceed at the same pace as others or be led by the Council, and some will require funding opportunities that do not exist at the present time. In this way, the Masterplan is shaping the future project development pipeline.

2.21 As part of the Autumn Statement 2022, the Government confirmed that previous proposals for 'Investment Zones' would be dropped and the policy will be refocused to benefit research clusters instead. The Autumn Statement document said, "the government will use this [investment zones] programme to catalyse a limited number of the highest potential knowledge-intensive growth clusters,, centred on universities in left behind areas to help build clusters for our new growth". Any specific decision about whether or not to pursue Investment Zone status will need to be made at a later date once full details are known, however at a headline level, this would appear to present a significant potential opportunity for the advancement of the Station to Stadium Enterprise Corridor and something that will be monitored closely.

Planning Status

- 2.22 An important part of delivering this ambition is to ensure that the masterplan guides future development and investment decisions in the area. To help to secure this it is important that the masterplan, its vision, the principles, and the infrastructure set out within the current masterplan are set within a clear planning framework.
- 2.23 As part of the next steps, officers will consider the most appropriate mechanism to ensure the plan has formal weight in decision making to deliver this. This exercise will pick up the masterplan concepts, infrastructure and emerging design code. This process may require:
- a further, specific consultation beyond that currently envisaged;
 - consideration of a Supplementary Planning Document (SPD), design frameworks or other emerging mechanisms;
 - dependent upon the chosen route, the undertaking of an Integrated Impact Assessment (I.I.A) Strategic Environmental Assessment (S.E.A.) and/or Sustainability Appraisal (S.A.); and,
 - a further decision from Cabinet dependent upon the chosen option.

Options and Alternatives

- 2.24 Given the uncertain economic and funding landscape at the present time, it would be an option to cease work on the Station to Stadium Enterprise Corridor until such time as greater funding opportunities are identified.
- 2.25 It is considered that this would be the wrong option; it is important that we remain ambitious for Kirklees over the long term, despite the current economic uncertainty and history tells us that it is essential that project pipelines are developed continually so that we are on the front foot when funding opportunities do occur. It is important that these potential projects are led from a strong vision and economic rationale and developed in conjunction with a wide range of stakeholders. This is what the Station to Stadium Enterprise Corridor Masterplan seeks to do.
- 2.26 The Gasworks Street works site forms part of the masterplan area. It represents a significant development opportunity in the corridor adjacent to the University Health Innovation Campus site. Because it is one of the larger development opportunities it will be integral if the plan is to grow and attract good quality jobs and businesses in Huddersfield as officers envisage. Further details are set out at Appendix 2.

Costs

- 2.27 There are no direct financial implications of this report. Costs to prepare the Masterplan came from existing resources and no decisions about specific projects that flow from the plan are being made at this time. Development work to continue to refine and progress the suite of interventions contained within the masterplan will be led by the Council's economic development and regeneration teams and any specific decisions about final projects will be taken via the Council's established decision-making processes in due course.

Risks

- 2.28 There are very limited risks associated directly with the recommendation to endorse the masterplan and proceed to public consultation. The individual projects that will follow in due course will all have their own business cases and specific approvals which will fully consider the risks associated with each proposed intervention. At this stage, at masterplan level, the main risks are reputational i.e. the plan sets out a bold and long term ambition and it may not be possible to realise it all. In publishing the Masterplan it could be argued that expectations are being raised. On balance however, it is felt that it is right to show leadership, be bold and be led by a strong economic vision.

3. Implications for the Council

Working with people

- 3.1 Collaboration and working together with partners are the key to ensuring the Council get the best outcomes for citizens, communities and Kirklees as a whole. As part of Section 6 below Officers are recommending that a further round of consultation extending beyond key Stakeholders. This should help shape the final masterplan and provide a sound basis for future adoption/utilisation within a planning framework.

Working with Partners

- 3.2 The Council has engaged with key landowners, businesses, and stakeholders within the Corridor during development of the Masterplan. This has been set out in section 2.11. Ongoing and more extensive engagement will follow as individual interventions are worked up.

Place Based Working

- 3.3 The development of the Huddersfield Blueprint informed by the associated Place Standard exercise has already engaged town centre stakeholders, businesses, and users to help shape the overall approach to redeveloping Huddersfield Town Centre. The Station to Stadium Enterprise Corridor will support and strengthen the town centre and will drive job creation

Climate Change and Air Quality

- 3.4 Principle 5 – highlighted in 2.15 above - sets out the ambition for sustainable and clean growth. As part of this is the objective to the reduce carbon emissions and the minimise air quality problems.
- 3.5 In turn, both climate change and air quality will be considerations of projects moving forward, informing the planning processes and the future detailed design work. Several key interventions will complement and the delivery and promotion of other projects and programmes across the town. For example, the promotion of better connectivity through the area and to surrounding communities particularly via active travel will contribute to reducing adverse transport derived impacts on communities and improve public health.

Improving outcomes for children

- 3.6 The masterplan seeks to create opportunities for future job creation in the district linking up education, research and development and existing businesses in the area. Additionally, streets and spaces will be designed with all generations in mind making them both safe and inclusive at the same time.

Cost of Living Crisis

- 3.7 The area will help to stimulate the creation of a variety of new job opportunities that are accessible by bus and train.

Other

- 3.8 At this stage there are no additional legal or financial implications to this work. However, moving forward into the next steps there will be the need to put in place additional resources to develop the propositions. This will include legal and procurement.
- 3.9 Adoption of a planning framework may entail an Integrated Impact Assessments (I.I.A.) as well as a Strategic Environmental Assessment (S.E A.) and Sustainability Appraisal (S.A.).

4. Consultees and their opinions

This aspect set out at section 2.11. However engagement with key stakeholders will continue through the next stage of the masterplan and additionally as schemes/projects are developed and implemented. The full masterplan will be consulted upon in early 2023 and more formal specific consultation will be required as part of the adoption of the correct planning framework should that option be pursued.

5. Next steps

Next steps will include:

- Wider Consultation on the masterplan – public engagement will commence in early 2023.
- Update of the masterplan, if required, and formal sign off following the outcome of the consultation exercise.
- As resources allow, development of the propositions set out in 2.18.
- Commencing work to ensure the correct planning framework is in place.

6. Officer recommendations and reasons

Officers recommend that:

1. Members of Cabinet note the report and Appendices presented by officers.
2. Members of Cabinet consider and note and provide a in principle steer for the options for Gasworks Street – set out in the private section of this report Appendix 2 (Private).
3. Members of Cabinet endorse the Station to Stadium Enterprise Corridor Masterplan shown in Appendix 1 and in conjunction with the officer recommendation set out in Appendix 2 (Private).
4. Subject to agreement of recommendation 3 above, the Service Director for Skills and Regeneration be authorised to undertake a wider public consultation exercise to further inform the masterplan process.
5. Once consultation has been completed the Strategic Director for Growth and Regeneration, in consultation with the portfolio holder for regeneration, be authorised to make all necessary changes to the masterplan and formally agree the plan.
6. Once finalised the plan is published on the Council's website to form the basis for informing investment decisions in the masterplan area.
7. Officers be authorised to continue to develop the masterplan, its principles and the propositions as set out in the report with a particular emphasis on the next steps set out in section 5 of this report.
8. Officers begin work to put in place the appropriate planning framework for the area.

Reasons

To maximise job creation within Huddersfield and Kirklees and to ensure the good planning of the masterplan area.

7. Cabinet Portfolio Holder's recommendations

The Cabinet Portfolio Holder for Regeneration recommends that Cabinet accepts / endorses the officer recommendations – paragraph 6 of this report.

The portfolio holder is fully supportive of this report and its recommendations. This is a strategically important site, for the council, Huddersfield, and wider Kirklees.

This report sets out our long-term vision on how the area around the Leeds Road, St Andrews corridor. The site has enormous potential to create high value and highly skilled jobs for the future, and by adopting the master plan subjected to a public consultation we will ensure that the land is used to deliver on our long-term strategy for the area in this report. It will take collaboration with many partners, if we are to see the true potential of this important site realised, but from the discussions that have taken place so far with

other stake holders the feedback has been positive, and they share our long-term vision for the area in the master plan. We continue to be ambitious, and this site forms an important part of that ambition and our long-term strategy for the future growth of our local economy.

8. Contact officer(s)

Simon Taylor – Head of Town Centre Programmes
Chris Duffill – Head of Business and Skills

9. Background Papers and History of Decisions

Appendix 1 - Station to Stadium Enterprise Corridor Masterplan (public)
Appendix 2 - Gasworks Street site – Officer Recommendation (private)
Appendix 3 - Alternative Strategic Outline Business Case (private)

10. Service Director responsible

Edward Highfield, Service Director Skills and Regeneration