

Report of the Chief Planning Officer

Plans Panel West

Date: 29th May 2014

Subject: APPLICATION NUMBER 13/05526/FU: Installation of four floodlights, sub station and associated infrastructure to cricket ground

At: Headingley Stadium, St Michaels Lane, Leeds

APPLICANT

Yorkshire County Cricket
Club

DATE VALID

02.01.2014

TARGET DATE

27.02.2014

Electoral Wards Affected:

Headingley and Kirkstall

☐ Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

☐

Community Cohesion

☐

Narrowing the Gap

☐

RECOMMENDATION: Grant planning permission subject to the following conditions:

1. Development to commence within 5 years of the date of issue
2. Development to be carried out in accordance with approved plans
3. Prior to the commencement of the erection of the floodlight columns details of their precise design and appearance and of the design and specifications of the proposed floodlighting installation shall be submitted to and approved in writing by the LPA.
4. Prior to the commencement of the erection of the floodlight columns full illuminance and intensity plots of the proposed lighting installation shall be submitted showing the lighting levels and their impact on the ground and surrounding area.
5. Apart from essential maintenance, the floodlights shall only be in operation in connection with competitive cricket matches and shall not be used more than 20 occasions per cricket season.
6. The lights shall not be operated earlier than 1000 hours on any day and shall be switched off as soon as practicable after a match, which shall be no later than 2300 hours on any day except for up to 6 occasions per season when a 1 hour extension to this 2300 hour curfew is exceeded.
7. Except in the 6 instances referred to above the floodlights illumination level shall be reduced to no more than 10% of total floodlighting capacity to enable de-rigging. The floodlights shall be switched off no later than 2400 hours.
8. Prior to the installation of the floodlights details of those floodlights to be used for the post match de-rig lighting, including illuminance and intensity plots, shall be submitted to and approved in writing by the LPA.
9. When the floodlights are in full operation the light spill shall not exceed 10 lux when the vertical illuminance is measured at any residential window to accord with the E3 threshold set out in the Institute of Lighting Professionals guidance.

INTRODUCTION:

- 1.1 This application is brought to South and West Plans Panel for a determination. Ward Councillors, Hamilton, Walker and Walshaw have objected to the application on the grounds of harm to the local area due to the size of the columns and light spill onto neighbouring residents. They do support the principle of floodlighting at the ground. Councillor Illingworth has also objected to the application.
- 1.2 Members will recall that this application was brought to Panel in January 2014 with a Position Statement report. The Panel visited the site and discussed the issues raised in the Panel Report.
- 1.3 In summary Members were informed at Panel in January:
 - The floodlights would be used for a maximum of 15 to 20 times per season and would not be used for anything other than cricket.
 - The preferred 6 floodlight solution was not possible due to space constraints and issues with land ownership and that due to the distance from the wicket the height of the columns could not be reduced below 50 metres.
 - Telescopic floodlights would be cost prohibitive and would still only lower to a height of 30 metres and have a visual impact.
 - The floodlights would be fitted with anti-glare hoods to minimise light pollution.

- 1.4 In response to questions outlined in the January Panel report, the following points were made by Members:
- Members all supported the importance of retaining international and test match cricket at Headingley.
 - Further information on telescopic and cranked columns would be useful.
 - Maximum efforts should be made to reduce light pollution.
 - Further detail regarding the concerns of local community and residents should be provided.
 - Examples and pictures of lighting at other cricket grounds would assist.
- 1.5 This report will address the comments raised above by Members in detail in the appraisal section.
- 1.6 Yorkshire County Cricket Club is financially dependent upon the staging of international cricket, as domestic cricket currently only breaks even. The Club currently has the benefit of a Staging Agreement with the English and Wales Cricket Board ("ECB") until 2019 which guarantees eight unbroken years of one England Test Match and one England One Day International (ODI) each season. However, beyond 2019 the Club must plan to secure its future as an international cricket venue. In addition to new Test Match venues (Hampshire CCC's Ageas Bowl; Durham CCC's Riverside Ground; and Glamorgan's SWALEC Stadium), existing Test Match venues have undergone, or are currently undergoing, significant ground improvements, including the installation of permanent floodlights. Edgbaston, Lords, Old Trafford, The Oval, SWALEC Stadium, Ageas Bowl and Trent Bridge all benefit from permanent floodlighting.
- 1.7 Headingley is one of the few remaining venues, which does not have the benefit of permanent floodlighting - the installation of which is soon to be a mandatory International Cricket Council ("ICC") requirement for grounds staging international matches. The use of temporary lights at cricket grounds is no longer pursued by the ECB due to the superior performance for the broadcaster and players from permanent floodlights. Therefore the provision of permanent floodlighting is essential to ensure that International cricket, including Test Cricket continues at Headingley.
- 1.8 As well as the economic benefits the Ground brings to the City and wider region, the Cricket Ground also provides is also a key cultural asset to the City. For example, an economic impact assessment carried out by Amion Consulting for Yorkshire Forward on the ODI between England and Pakistan on 12 September 2010 concluded that:
- of the 15,669 spectators that attended the game, 11,968 were visitors to Leeds and 4,833 were additional visitors to the region;
 - the total additional visitor expenditure generated by the ODI is estimated to have amounted to £792k at the Leeds level and £470k at the regional level;
 - a further £488k and £211k at the Leeds and regional level respectively was associated with additional organisational spend, giving a combined additional spend of £1.226m within Leeds and £640k within Yorkshire; and
 - the net additional employment impact was estimated to be 16 person years of employment at the Leeds level and 15 person years at the regional level.
- 1.9 Following Panel in January the Council instructed Arup consultants to assist it with appraising the light spill impacts of the floodlights when in operation. Arup have responded that the revisions to the light spill reports have addressed their initial concerns relating to the assessment of the light spill reports submitted by the applicant. The applicant has also instructed an additional expert to assist them in trying to reduce the amount of light spill from the floodlights. The expert they have

appointed worked on floodlighting schemes at several international cricket venues. As well as Edgbaston, the consultant was involved in the floodlight design for Lord's, Trent Bridge and The Oval schemes and so is best placed to respond to the questions raised by officers in terms of providing light spill information for other grounds.

- 1.10 The scheme has been amended to reflect the concerns over the potential impact of light spill on neighbouring residents from when the floodlights are in use and this has also resulted in a reduction in the size of the columns and the floodlights which was also a concern raised by the community. These changes (set out below) are considered positive outcomes from the planning application process.

2.0 PROPOSAL:

- 2.1 The proposal seeks planning permission for the erection of 4 floodlights and an electricity substation. The application has been revised since it was originally submitted and the revisions include reducing the height of the floodlights and the width of the lighting element. The number of floodlights on each column has also been reduced.
- 2.2 The overall height of each flood light would be 56metres a reduction of 2metres from the original submission. The column would be 50metres in height and the lighting element would be 6metres in height. The floodlight frames would be 12.4metres in width and would be illuminated to a level of 464 Lux each. The original submission was 14.5m in width and the illumination level was 640 Lux. The mast structure will be formed of steel construction with a galvanised finish. The mast foundations will be formed of reinforced concrete construction of a sufficient depth to resist the applied dead and wind loading. The use of mobile temporary floodlights will not enable Headingley to retain international cricket.
- 2.3 The four masts would be located to the rear of the north stand adjacent to the bin store location of the east stand, the south end of the western terrace at the rear of the stand and immediately to the west of the Carnegie pavilion.
- 2.4 The existing infrastructure at the ground is insufficient to power the 464 luminaires proposed in this scheme as such there is a requirement for the installation of a new sub-station. It is proposed to locate this adjacent to the existing sub-station on the east of the ground behind the northern stand where there are currently parking spaces provided. This would be of similar size and form to the existing substation which is a single storey building.

3.0 SITE AND SURROUNDINGS:

- 3.1 Headingley Cricket Ground is bounded by mixed residential properties on Kirkstall Lane to the north, Cardigan Road to the east, St. Michaels Lane to the south-west, and Greyshields Avenue to the west. The Cricket ground adjoins the rugby stadium and they share a stand. The rugby stadium has 4 permanent flood lights, dating back from the 1960s. They are about to be 30metres in height.
- 3.2 Headingley town centre is located along North Lane to the north-east of the Ground. The site is adjacent to the Headingley Conservation Area and is also washed over by the Area of Housing Mix UDP designation. The ground is also designated within the UDP as Protected Playing Pitches under Policy N6.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 26/156/00/RM - Alterations & extension to pavilion new east stand new shop terracing and new raised roof to north/south stand. Approved 30.10.2000
- 4.2 26/12/01/FU - 4 storey stand with practice area bar restaurant and 36 bedroom/box hotel. Approved 01.05.2001
- 4.3 26/19/02/FU - New terracing to cricket ground. Approved 06.06.2002
- 4.4 08/02354/FU - Demolish existing winter shed stand, media centre and boundary wall to Kirkstall Lane, replace with 5 storey building for university teaching space and admin offices, new cricket facilities including changing and officials rooms, hospitality facilities, new media centre, replacement spectator seating and admin offices, associated landscaping and car parking off St Michael's Lane. Approved 16.03.2009
- 4.5 26/185/95: Outline application for new cricket and rugby stands and facilities – including a redevelopment of the existing winter shed and media centre. (Access and Siting approved) August 2000.

5 HISTORY OF NEGOTIATIONS:

- 5.1 The applicant undertook a period of community consultation prior to the submission of the application. The applicant presented the scheme to affected ward councillors and then held two community drop in exhibitions for local residents to attend. The applicants statement of community involvement notes that 27 residents attended the drop in sessions. The statement notes that there was broad support to retain international cricket at Headingley and that the majority of respondents were in favour of the flood lights but there was some concerns over the size, siting and whether the flood lights could be mounted on telescopic columns.
- 5.2 Some Panel Members may recall that in June 2012 West Panel undertook a site visit to Trent Bridge to view Nottinghamshire CCC permanent flood lights in operations.

6 PUBLIC/LOCAL RESPONSE:

- 6.1 The application has been publicised by Site Notices and an advert has also been placed in the press. Thus far there have been 23 letters of objection received and 3 letters of support. The following matters have been raised:
 - The floodlights are contrary to the Headingley and Hyde Park NDS paragraphs 15.2 and 15.4.4
 - The floodlights would add to the over dominance of the stadium already on the locality
 - The stadium is already out of character with the surrounding area.
 - The floodlights are too high and will harm the skyline
 - Retractable floodlights should be used
 - North Hyde Park Neighbourhood Association objects to the application as they will be affected the floodlights
 - The floodlights would be too close to residential properties
 - The finances of the applicant are not a material consideration in determining a planning application, and should not influence members in determining this application.
 - Turnways and Laurel Bank Residents' Association object
 - Further photomontages should be prepared

- There has been incremental development at the stadium which has had a negative effect upon the local area
- Why can the masts not be the same height as the rugby ground masts.
- The floodlights should comply with the ILP guidance
- The rugby lights cause a lot of light spill
- The application doesn't comply with the ECB guidance
- The area is not E4 it is an E3 suburban location.
- The lights are at an industrial scale
- This will harm families with children by reason of light spill
- Ash Road Area Residents' association object.
- Welcome to Yorkshire have written in to support the application. They reference the importance of the economic impacts of the development and the importance of the stadium to attracting tourism.
- The value of floodlighting to the cricket ground is appreciated

Councillor Illingworth states: "Although the cricket ground is in Headingley ward, it affects Kirkstall residents on match days and special events through noise, light pollution and parking problems. The proposed lighting columns would be very prominent, and care must be taken to minimise light spillage outside the playing area. A solution involving telescopic, retractable columns might be acceptable, but fixed lighting columns of this size are not acceptable at this location".

Councillor Hamilton states: "The applicant has said that retractable floodlights would be both too expensive and more intrusive. I would ask that a full appraisal (including a viability assessment of this alternative) is undertaken before a decision is made by plans panel. If non-retractable floodlights are considered the only viable option, I think much more work needs to be done to assess impact on residents before the panel takes a decision.

I would also ask that a proper assessment is undertaken of the light spillage and the impact this would have on neighbouring properties. I am not convinced that the assessment has taken full account of this".

Councillor Walker states she supports the view of the Ash Road Residents Association who object to this application.

CONSULTATION RESPONSES:

6.2 Statutory Consultees

Highways: No objections. The applicant has stated that the permanent floodlights are being implemented to cater for future retained international matches and therefore will not have an additional traffic impact. If there are additional domestic and international matches played during the evenings due to the floodlights, there are events plan and travel plan strategies for the stadium that can assist travel impacts resulting from the proposals.

6.3 Non Statutory Consultee

Leeds City Council Principal Street Lighting Engineer:

"I've been through the detail prepared by Neil Johnson and I would agree that this does appear to provide an indication that a higher level of control can be achieved taking us much nearer to where we need to be in regards to spill light levels. I did note that the values quoted in tables 1 & 2, do appear rather neat i.e. 25lux, 12.5lux and of course whilst this is possible, I would be cautious of assuming that these are actual values. Ironically, in Table 3, the maximum Vertical illuminance values are higher in the E3 zones than in the E4 zone sites, the opposite to the ILP guidance.

When considering the above combined with the Rushcliffe B.C conditions relating to Notts CC., it certainly does appear that an absolute detailed design should have the capacity to get much nearer the E3 zone recommendation's, however, I do feel that a small number of location's will still be above the recommended values and therefore there should be provision for additional measures such as screening etc".

However on the screening the Engineer notes "louvres will of course improve things, but sometimes it is beneficial to introduce tree planting to act as natural screening. This isn't ideal because it takes time to mature and take effect, but it may be worth considering as a fall back".

- 6.4 Leeds Bradford International Airport: State the proposals are unlikely to conflict with aviation interests
- 6.5 National Air Traffic Service has no objection to the application.
- 6.6 Environmental Health: "The use of flood lighting can result in disturbance to nearby residents and in certain circumstances cause a statutory nuisance. Clearly, the extent of any disturbance will be dependant on such factors as duration, frequency, intensity, local environment, sensitivity of the complainant etc. It is also recognised that sports facilities are amongst the sources that will probably generate the most light nuisance complaints.

Many artificial light nuisances will be caused by excessive levels of illuminance and glare, which is inappropriate to its need and which has been poorly designed, directed, operated and maintained. Remedies, such as re-aiming or screening are types of measures that may be sufficient in resolving cases of disturbance.

A number of documents have been submitted with the application. These specify details on Lux levels, illuminance uniformity, horizontal light spill and vertical light spill, and other technical figures. The design also seems to consider principles to minimise the impact of light spill. However, it does state that due to the high light levels required for the cricket pitch, some of the target obtrusive levels suggested in these documents may not be achieved. In addition, the actual spill light will be dependent on further detailed design by the final chosen specialist lighting supplier. It should also be noted that the majority of matches played that would require use of the lights would occur in the summer when ambient lighting levels would exceed the amount of spill light for all but the last one or two hours of play.

Light pollution, which could be defined as any form of artificial light which shines outside the area it needs to illuminate e.g. light that creates sky glow, may be an unavoidable outcome of this development. Although light pollution might affect the aesthetic beauty of the night sky and interfere with astronomy, it is not necessarily a statutory nuisance.

However, if lighting fitments are installed on the site in such a way that the source of light is directly visible from nearby residential properties, then the disturbance caused could be considerable. In those circumstances statutory nuisance legislation may apply. Therefore, confirmation should be obtained from the applicant that this will not be the case.

If planning permission is to be granted it is recommended that the following conditions are imposed to protect the amenity of nearby occupants:-

The use of the flood lighting shall be restricted to 07.00 to 23.00.

No external lighting shall be installed unless a scheme has previously been approved in writing by the Local Planning Authority. No lighting fitment shall be installed on the site in such a way that the source of light is directly visible from nearby residential properties or is a hazard to users of adjoining or nearby highways. The scheme shall be installed and retained thereafter in accordance with the approved details”.

7 PLANNING POLICIES:

- 7.1 The Development Plan for the area consists of the adopted Unitary Development Plan Review (2006), the Natural Resources and Waste DPD (2012) along with relevant supplementary planning guidance and documents.

Development Plan:

- 7.2 The most relevant Policies in the adopted Leeds Unitary Development Plan are listed below.

Leeds Unitary Development Plan (Review 2006)

- GP5: General planning considerations.
- GP11: Development to meet sustainable development principles.
- SP3: New development should be concentrated within or adjoining the main urban areas and should be well served by public transport.
- N6: Protected Playing Pitches
- N12: Development proposals to respect fundamental priorities for urban design.
- T2: Seeks to ensure that developments will not create or materially add to problems of safety, environment or efficiency on the highway network.
- T24: Requires parking provision to reflect detailed guidelines.
- LD1: Criteria for landscape design.
- Policy N19: refers to all new buildings and extensions within or adjacent to Conservation Areas should preserve or enhance the character or appearance of that area.
- Policy SA2: Encourages development in locations that will reduce the need for travel, promotes the use of public transport and other sustainable modes of transport.
- Policy SA6 – seeks to encourage the provision of facilities for leisure activities and promote tourist visits to Leeds.

Supplementary Planning Guidance

- Neighbourhoods for Living.
- Headingley and Hyde Park Neighbourhoods Design Statement SPD
- The Vision for Leeds II (2004-2020)

This document provides the strategic vision for Leeds and sets out the aspirations of the Leeds Initiative for the City. Two of the central aims are to move Leeds up a league as a city and make Leeds a major European City.

Emerging Core Strategy

- 7.3 Leeds City Council submitted its Core Strategy to the Secretary of State on the 29th April 2013. The document has now completed its hearing stages of the Examination and will now undergo a series of proposed modifications. Formal adoption of the document is anticipated in 2014.
- 7.4 The Core Strategy Submission document makes clear (paragraph 3.36) that professional sport, including cricket continues to be a source of local pride and gives the city an international profile.
- 7.5 Draft Spatial Policy 8 (Economic Development Priorities) gives support to Leeds' local economies by continuing to grow opportunities in the leisure and tourism sector. Paragraph 4.7.9 of the Submission Core Strategy (April 2013) also goes on to state that: "In principle the Council support improvement at its major sporting venues, such as Headingley Carnegie Stadium."

National planning policy

- 7.6 National Planning Policy Framework: Paragraphs 56 and 57 refer to the impact of good design as being a key aspect of sustainable development. Paragraph 58 bullet point 3 refers to the desire to optimise the potential of the site to accommodate development.
- 7.7 Paragraph 65 states LPA's should not refuse planning permission for buildings or infrastructure which promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been mitigated by good design (unless the concern relates to a designated heritage asset and the impact would cause material harm to the asset or its setting which is not outweighed by the proposal's economic, social and environmental benefits).
- 7.8 Paragraph 66 states Applicants will be expected to work closely with those directly affected by their proposals to evolve designs that take account of the views of the community. Proposals that can demonstrate this in developing the design of the new development should be looked on more favourably.
- 7.9 Paragraph 131 states In determining planning applications, local planning authorities should take account of:
- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - the desirability of new development making a positive contribution to local character and distinctiveness.

8 MAIN ISSUES:

- Principle of the development
- Mast Design and Siting
- Impact on the setting of Headingley Conservation Area

- Impact on neighbours from the siting of the columns and the effect of the floodlights when in use.
- Highways Issues

9 APPRAISAL:

Principle of the development

- 9.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications must be determined in accordance with the development plan unless material considerations indicate otherwise. The site is designated within the UDP as being Protected Playing Pitches, Policy N6. The proposed floodlighting scheme does not interfere with the defined boundaries of this protected pitch. The proposal seeks to enhance existing sporting facilities and in this context is in accordance with the aims of Policy N6 and also supported by the relevant paragraphs of the NPPF. Provision of permanent floodlighting for the cricket club will support the protection of the playing field and sporting use of the stadium as a whole. Adopted UDP Policy SA6 seeks to encourage the provision of facilities for leisure activities and promote tourist visits to Leeds in ways which secure positive benefit for all sections of the community. The proposed permanent floodlighting scheme which could help ensure that international and Test Match cricket is retained at Headingley would be in accordance with the aims of this strategic policy. In this context the proposed permanent floodlight scheme also meets the aims of The Vision For Leeds (2004-2020). The proposal would also accord with the Council's Aim of becoming the Best City in the country. The benefits of retaining international cricket in Headingley after the 2019 staging agreement expires are both economic and cultural. The benefits to the City and local economy as well as the regional benefits are significant material planning considerations in the determination of this application.

Mast Specifications

- 9.2 The ECB and ICC recommendations state that a minimum of six masts should be installed to prevent harsh shadows & improve uniformity. The ECB have placed constraints on the location of the masts, which state that no masts can be located within 15 degrees of the wicket. Yorkshire County Cricket Club have stated the masts must be located on land owned by the Club itself. This effectively disqualified the optimum layout for a six floodlight configuration, due to the availability of land in optimum locations.
- 9.3 Therefore, a four mast solution has been developed by the applicant in an attempt to balance the requirements of the Club and the recommendations of the ECB and the ICC, both of whom accept four mast solutions where a six mast solution cannot be progressed. An engineered lighting scheme has had to be developed to prove that the four mast configuration can achieve the recommended lighting levels required by the ECB for the players.
- 9.4 The ECB guidelines for flood lighting of cricket pitches specify that the height to the underside of the headframe should be greater than or equal to 25 degrees above the horizon when measured from the centre of the pitch to minimise glare for the players. In order to achieve this requirement, the mast height has been set at 50m above ground level to the underside of headframe, 56m above ground level to the top of the headframe. The mast height has also been chosen to reduce light spill. Lower masts would result in greater spill light due to shallower luminaire aiming angles. To try to alter the design by lowering the mast heights would result in aiming angles closer to the horizontal, which would make spill light more difficult to control.

This could explain the reason why such high levels of light spill are experienced from the shorter rugby club floodlights.

- 9.5 The headframe design has been developed based on existing design at other stadiums, namely Lord's Cricket Ground, and the requirement to provide a lateral distribution of luminaires to achieve the lighting levels required. The concave design allows light to be spread laterally, which is especially important for a four mast solution.
- 9.6 Prior to the submission of the application the applicant did explore alternative options including telescopic columns and cranked columns, similar to those at Lords, The Oval and Edgbaston cricket grounds however, due to the costs associated with these options they are not considered viable by the applicant. The applicant has stated that the proposed fixed floodlights are likely to cost in the region of £1.8m for all 4 masts. 4 Telescopic floodlights would be in the region of £3m. Retractable telescopic masts would reduce the lighting masts to approximately 30m above ground level when the masts are not in use. A telescopic mast alternative for this design would require a mast of similar or slightly larger diameter than currently proposed. If a larger diameter mast is required for a telescopic design, it may prove problematic for the North East floodlight position, which is fundamental to the proposed lighting design. A larger mast may require relocation of the existing access staircase or modification of the existing stand. Floodlights retracted below ground level would require excavating a reinforced concrete shaft or similar to a depth in excess of 10m to install foundations at this reduced level, the applicant has stated they are not aware of any schemes that currently exist. Provided ground conditions permit, this solution would be technically feasible. It should be noted that the application is for static floodlight columns. Members are advised that they are required to determine the application on its merits and that there are no proposals for telescopic/retractable columns.
- 9.7 The applicant has provided the following response in relation to the consideration of utilising Cranked masts similar to those used at Edgbaston in Brimingham:
- "The current design proposal utilises the most efficient structural solution: 1500mm diameter vertical fixed masts and relatively shallow foundations formed of a mass concrete footing or mini-piles. The incorporation of a cranked mast solution would increase the stresses on the structural masts and foundations by a factor of approximately 50%, which in turn would lead to a corresponding increase in the mast diameter and foundation size. This presents implications regarding siting of the masts and overall project cost. Both of these factors, especially siting of masts has to be given careful consideration on a constrained site such as Headingley. The mast at the North East of the site has been located such that access and structural modifications to the north stand are kept to an absolute minimum whilst achieving a location that is acceptable from a complaint lighting design perspective. A larger diameter floodlight mast and associated foundation would not be feasible in or near this location without significant structural alterations to the north stand and undertaking necessary earthworks adjacent to the boundary under the north stand. These considerations are also applicable to the mast adjacent to the East stand, which is located in a small pocket of land currently used as a bin store; the south west mast which is located within the Rugby circulation route; and the North West mast which already takes up much needed parking adjacent to the pavilion".*
- 9.8 The floodlights would be used between 15-20 per season for one day games, test matches, day night T20 games and to allow County Championship matches to play in bad light conditions. The floodlights would only be used for cricket match

purposes. The lights would only be on full power until 10.00pm at the latest and then at reduced power (i.e. around 20%) until 10.45pm at the latest.

- 9.10 The applicant states there may be occasion, and only where a match is being broadcast on television, where the match start time is delayed and will therefore finish later than scheduled. This will most commonly be due to adverse weather conditions leading up to the start of the match. In these situations, an exceptional curfew (i.e. up to one hour later than the normal curfew) may need to operate but would be limited to no more than six times per season. These matters have been addressed through the planning conditions suggested at the head of this report.
- 9.11 The Club has an opportunity to secure some funding from the ECB towards the cost of installing permanent floodlighting, however additional funding will be required. Should the planning application be approved and the funding secured, the Club would seek to install the lights as soon as possible with the aim to have the lights in place by the start of the 2015 season. However, should it take a longer period to secure the additional funding for the lights the Club is seeking approval for a five year period.

Impact on the setting of Headingley Conservation Area

- 9.12 The proposal borders the Headingley Conservation Area. As such the proposal should preserve or enhance the setting to this part of the conservation area. Officers consider that the proposal represents a good response to the ECB and ICC requirements for permanent floodlighting. Given the increase in height above the existing buildings in the locality (approximately 32.5m higher than the Carnegie Pavilion which is about 23.5m high from the pitch facing elevation) the proposal will be a significant feature within the street scene and adjoining the surrounding Conservation Area. The CGI images provided by the applicant show that the proposed floodlights will be very visible up North Lane from within the defined town centre both when in use and during daylight. The proposal will change the skyline around the ground and therefore will have an impact on the setting of the Headingley Conservation Area. The impact however is not considered significant and the proposal is considered to preserve the setting of the adjacent Headingley Conservation Area.
- 9.13 The columns and revised floodlight element are slim line in appearance and are likely to be assimilated into the townscape over time and they will relate to their host site which is a major international sporting arena. The columns are not envisaged to over dominate or cast significant shadows into the conservation area. The rugby ground already has permanent floodlighting dating back to around the 1960s. This establishes a context for the imposition of permanent floodlighting at the cricket ground and its relationship to the wider conservation area. The height of the floodlight columns will mean that the 12.4m wide lighting element of the floodlight would not interfere with the street scene which could happen with a retractable floodlight column, however 56m height floodlights will be out of scale the locality, although not necessarily out of scale with the Stadium. The NPPF advises LPA's not to refuse applications because of concerns with the incompatibility of existing townscapes as long as the proposal is well designed (unless the concern relates to a designated heritage asset and the impact would cause material harm to the asset or its setting which is not outweighed by the proposal's economic, social and environmental benefits).
- 9.14 The photomontages show the lights in operation from a view point within the Headingley Conservation Area along North Lane. The impact of the lights on the skyglow has been assessed and is shown to be within guidelines and therefore will

not significantly change the night time appearance of the Headingley Conservation Area. The effect of the floodlights when in use on the conservation area is considered to be a neutral impact this is given the limited number of occasions they will be used each season and also noting that the detailed design of the lights should keep the light spill to surrounding areas to a minimum.

- 9.15 Members requested that the applicant produce photomontages of a telescopic floodlight in order to help assess the visual impact of the static column. The applicant has supplied these photomontages. The telescopic columns only retract to a height of 30 metres above ground. Members will be shown the images at Panel on the 29th May but are reminded that they are for information purposes and are not part of the plans being considered for determination in this application.

Impact on the nearby residents from the floodlights

- 9.16 The impact on the neighbouring residents from the proposed development has been carefully assessed. The proposal will introduce a tall slimline structure into a mixed residential/urban area. Although the proposal will generate some impacts in terms of changing resident's outlook, they are not considered significantly dominant or over bearing as they are slim line columns that relate to a sports arena. The height of the columns has an effect of removing from the eyeline the light fitting element which gives the floodlight its bulk, although it is noted that the revised scheme has reduced considerably the bulk of the lighting element by having less floodlights or need for a platform for maintenance.
- 9.17 When the lights are in operation nearby residents will suffer some light spill, especially those who adjoin the cricket ground next to the proposed floodlights. Members should note that the Light Spill Report produced by the applicant demonstrates a worst case scenario. The report does not have the benefit of a detailed designed scheme at this stage which should improve the light spill onto neighbours. Planning conditions are proposed to ensure that the detailed floodlight scheme is approved by the Council prior to its installation in order to improve the situation and reduce the light spill to a situation that bring the levels of light spill back within acceptable tolerances and guidance codes. It is therefore necessary for Members to come to a balanced decision.
- 9.18 Through a combination of the use of more narrow beam floodlights; refined louvre design; and more refined light spill modelling, the scheme has been improved such that the worst light spill impact when measured from the windows of residential properties is 12.5 Lux in relation to a numbers; 9,13, 6, 28, 32 and 34 Cardigan Road and 187a to 193 Kirkstall Lane and 3,5 and 7 Headingley Mount and 6, 8 Headingley View and the rear elevation of the flats on Kirkstall Lane on the corner of Greyshiels Close Members should note that as a comparison the Headingley floodlights now compare favourably with the situations at Lord's, The Oval, Trent Bridge and Edgbaston. However, to go beyond this comparison and ensure that the proposal does not have a detrimental impact on the living conditions of the neighbours the applicants have accepted a planning condition requiring the light spill to not exceed the Institute of Lighting Professionals (ILP) guidance which is 10 lux when measured from a residential window, the equivalent of street lighting levels. The ILP have an industry standard guidance note which sets out what the acceptable thresholds are for obtrusive light (sometimes referred to as light pollution). It differentiates between suburban and urban locations. Headingley town centre would be considered an E4 urban location where there is a high level of night time activity. In this location the acceptable intrusive light (into windows) levels would be 25 Lux precurfew. In an E3 suburban location such as the surrounding

residential properties around the ground the maximum pre-curfew lux level is 10 and the maximum post curfew level is 2 Lux. As a note curfew is normally defined as 11pm unless conditioned differently by a Local Planning Authority.

- 9.19 The main savings of light spill with the revised scheme have been achieved by using more AL5914 Extra Narrow beam floodlights which concentrates the projected beam inside the sports ground. Spill light is further controlled by using concentric louvres on all floodlights elevated between 60 and 70 degrees. As an additional measure all floodlights aimed within 20 degrees of the boundary have been fitted with bespoke extended louvres to reduce lateral spill light. The reduction in floodlights also reduces the head frame size (and correspondingly the overall height) and so the visual impact of the structures is also significantly reduced.
- 9.20 As the majority of matches played that would require use of the lights would occur in the summer when ambient lighting levels would exceed the amount of spill light for all but the last one or two hours of play it is anticipated that the impact of the floodlights when in operation will not be significant upon the neighbouring residents. The worst case scenario that has been modelled does not take account of street lighting or vegetation that can have an effect upon ambient lighting and also provide additional screening that the computer modelling cannot account for.
- 9.21 As has been identified by the applicants the optimum number of flood light columns would be 6 but due to the constraints identified a 4 column proposal has been applied for. The location of the columns has been selected to provide the best lighting solution for the cricket ground. A five mast solution was considered by the applicants but they state this offered minimal improvement in lighting levels. A four mast solution is most financially viable for the Club. Land constraints and the proximity of housing have also determined mast locations and consequently their distance from the centre of the pitch.
- 9.22 The four masts would be located to the rear of the north stand, the bin store location of the east stand, the south end of the western terrace at the rear of the stand and immediately to the west of the Carnegie pavilion. Taking each one in turn and assessing its impact on neighbours amenity.
- 9.23 The floodlight proposed adjacent to the East Stand is set away from St Michaels Lane. The Cricket ground gate house separates the location of the mast from St Michaels Lane and partially obscures the lower section of the column. This column is not envisaged to cause any demonstrable harm to the living conditions of residents of St Michaels Lane or Cardigan Road in relation to over bearing or dominance or significant light spill.
- 9.24 The floodlight column located next to the Carnegie Pavilion will have the most impact on the Conservation Area and will also result in some light spill to the properties facing onto Kirkstall Lane that face the floodlight however the light spill will not exceed the 10 lux planning condition. This column is also sited next to a large building which helps mitigate the overall impact of the column in relation to any concerns over dominance or over bearing considerations. The column is sited about 33 metres away from the nearest properties which are flats located above shops on the end of the terraced rows of Headingley View.
- 9.25 The floodlight column located mid way between the Carnegie Pavilion and the East Stand at the rear of the properties on St Michaels Lane will have the greatest impact on the outlook of the residents in the dwellings located on Cardigan Road. The properties in question are 20 and 22 Cardigan Road which directly face the column

and are located about 22 metres from the column and to a lesser extent 18 and 24 Cardigan Road which are located about 30 metres away and they will have angled views from their rear elevations. The rear curtilage of these properties is predominantly given over to hard standing for car parking and servicing. These properties may experience a degree of a loss of outlook and may also suffer some over bearing and dominance from this column.

- 9.26 The column proposed between the Western Terrace and the western end of the shared cricket and rugby North/South stand would have a limited impact on the outlook of residents on the Turnways and Greysheils Avenue that adjoin the ground. 31 Greysheils Avenue which is about 45metres from the column is the closest property to the column from Greysheils Avenue. It is noted that due to their siting their rear garden area would face the proposed column. Though it is noted there is a significant boundary treatment between the properties and the proposed column that helps reduce the overall impact of the column on the residents. The residents on the Turnways that are closest to this part of the ground would benefit in part from the existing screening afforded by the two storey Leeds Rhino's ticket/management building located between the rugby and cricket grounds. The closest properties are 31 and 3 Turnways and the nearest part of these properties are about 39metres from the column.
- 9.27 It is acknowledged that the installation of permanent floodlighting will result in a change to the outlook of neighbouring residents and that some residents will suffer a loss of outlook as a result. It is also noted that the use of permanent floodlights is due to become a requirement of the ECB and the ICC and is needed by the club in order to maintain international cricket at Headingley. Furthermore it is noted that the current situation of the use of temporary mobile floodlights does result in significant light spill and disturbance to neighbouring residents when in operation. In considering the benefits of permanent flood lighting the light spillage for neighbours will be significantly reduced over the current arrangements of temporary mobile floodlights and will be conditioned to be within ILP guidance.
- 9.28 The Council's Street Lighting Engineer has advised that he considers the revised scheme is likely to achieve a higher level of control than the original scheme. The Engineer is confident that the absolute detailed design should have the capacity to get much nearer the ILP E3 zone recommendation's meaning the floodlights would not cause light spill outside of industry standard guidelines, however, he does consider that a small number of locations may still be above the recommended values and therefore there should be provision for additional measures such as screening etc. This has been considered but due to land constraints to accommodate tree planting within the ground and the time lag for planting to establish to an effective height a natural screening option is not practicable or likely to meet the tests of a planning condition. It is considered that applying a planning condition to restrict the Lighting Level to not exceed 10 lux when measured at any residential window is sufficient in order to protect neighbouring residents from suffering light spill in excess of the guidance.

Highways Issues

- 9.29 The Local Highway Authority have no objections to the application. There will not be a situation whereby a floodlit cricket match clashes with an event at the Rugby Ground as this is controlled by the existing Section 106 agreement for the ground. The impact of the floodlights on highway safety has also been considered and has been identified to be within the acceptable range of light glare visible from a highway.

- 9.30 The floodlights would not be used more than 20 times per season. This has been conditioned. It is not envisaged that the introduction of permanent floodlights will result in any significant changes to the amount of late night activity at the ground or in relation to the departure of spectators from the ground.

CONCLUSION:

- 9.31 The benefits to the City and the Region of retaining international cricket are well established and were acknowledged by the Panel at the January 2014 meeting. The current UDP strategic policy SA6 and the emerging Core Strategy supports the retention and enhancement of the City's major sports arena's and promoting tourists to Leeds. The scheme will help Leeds deliver on its aim of becoming the Best City in the Country and help promote Leeds and the City Region on an international stage. The retention of international cricket has been demonstrated to have significant economic benefits to both City and the local economies.
- 9.32 It is considered the scheme has been thoroughly appraised in relation to the effect on the living conditions of existing residents by reason of the size, siting and light spill associated with the floodlights and in order to preserve or enhance the setting of the adjacent Headingley Conservation Area. The proposal is overall considered to have a neutral effect on the character and appearance of the adjacent Headingley Conservation Area.
- 9.33 The revised lighting design will offer the club and residents a significantly reduced installation. The revised scheme floodlight masts will have 30% less floodlights, be more slender and will have significantly smaller headframes than originally submitted. The spill light is more controlled and in locations close to the stadium will have reductions in obtrusive light of over 60% than originally submitted. The use of planning conditions to ensure the light spill is within acceptable tolerance and ILP guidance further ensures the effects upon the neighbours living conditions is mitigated. The floodlight columns will have some limited effect upon the outlook of a limited number of properties along The Turnways, Sheils Avenue and Cardigan Road in particular however, this harm is not considered to outweigh the benefits of the development therefore, on balance planning permission is recommended.

Background Papers:

Application and history files.



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