
Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 3rd March 2016

Subject: Pre-application presentation PREAPP/14/00627 Demolition of existing shared rugby/cricket stand and replacement shared North/South stand and demolition of existing Southern Terrace and replacement South Stand to Rugby Ground, St Michaels Lane, Headingley

Pre-application presentation PREAPP/14/00660 Residential Development for circa 40 dwellings at land off Weetwood Avenue, Weetwood.

Pre-application presentation PREAPP/14/00661 Residential Development, Outline for Circa 170 dwellings at land between Thorpe Lane and Bradford Road, Tingley

Applicant: Leeds Rugby Ltd and Yorkshire County Cricket Club (YCCC) for the Shared North South Stand and Leeds Rugby Ltd for the South Stand and the two housing schemes.

Electoral Wards Affected:

Headingley, Weetwood and Ardsley & Robin Hood

☐ Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity ☐

Community Cohesion ☐

Narrowing the Gap ☐

RECOMMENDATION: This report is brought to Plans Panel for information only. The applicant and their representatives will present the proposed schemes and opportunity will be given for local community representatives to respond. Members are asked to consider and comment on the proposals at this stage.

1.0 INTRODUCTION:

1.1 Headingley Stadium is one of the premier sporting complexes in Leeds and Yorkshire. The Stadium is an international sporting arena that has been a part of Headingley for over 110 years. It is the home of Yorkshire County Cricket, Leeds Rhinos and Leeds Carnegie Rugby Union Team. As well as being the home venue for the cricket and

rugby teams, it also acts as an international venue for both cricket and rugby league, which in turn provides a significant profile for the city.

- 1.2 There are two separate adjoining grounds on the site; the rugby ground to the south and the cricket ground to the north. The grounds are held and managed separately under the ownership of the rugby and cricket clubs, with some of the hospitality and catering provided by the rugby in the cricket ground by agreement.
- 1.3 Both the rugby and the cricket clubs have a desire and need to improve their grounds. From the rugby perspective they need to address ground safety issues in their South Stand, which currently operates at a reduced capacity. In addition, the club needs to modernise its facilities, including its North Stand so that the stadium continues to provide the appropriate level of facilities that compares favourably with alternative venues. It is the case that a number of rugby league clubs have moved to new stadiums in recent years including, Warrington, St Helens Salford, Wigan and Huddersfield, which means that the Headingley Stadium is becoming a less attractive proposition for international events.
- 1.4 Headingley Stadium has been a long-standing venue for international cricket in terms of both test matches and one day internationals. Currently, the matches that Yorkshire secures are regulated by its staging agreement with the English Cricket Board (ECB).
- 1.5 The City Council provided a £9m loan to YCCC at the end of December 2005 to enable the club to purchase the freehold of the Headingley Cricket Ground. Ownership of the ground was one of the pre-conditions imposed by the ECB as part of a staging agreement which guarantees test match at Headingley until the end of the 2019 season. In June 2015 Executive Board agreed to the proposal presented to it by YCCC, which was to repay its loan to the Council in a full and final sum of £6.5m (the outstanding loan at that time was £7.4m). This sum was repaid to the Council on the 15th December 2015.
- 1.6 Headingley Carnegie Cricket Ground has hosted test cricket since 1899 and has a capacity of 17,500. It is one of nine cricket grounds that are currently used for hosting international cricket through a staging agreement. These are:-
 - Lord's Cricket Ground - London
 - The Oval Cricket Ground – London
 - Old Trafford Cricket Ground – Manchester
 - County Cricket Ground Edgbaston – Birmingham
 - Headingley Stadium – Leeds
 - Trent Bridge – Nottingham
 - County Ground Riverside – Chester-Le-Street Durham
 - The Rose Bowl – Southampton
 - SWALEC Stadium – Cardiff
- 1.7 At the end of 2019 the existing staging agreements with all of the current test grounds will run out and a decision will be made by the ECB as to which grounds will be awarded a new staging agreement from 2020 – 2023. ECB has stated that there will be fewer grounds awarded staging agreements with the number reducing to six.

- 1.8 Yorkshire County Cricket Club's current staging agreement is to hold one Test per year until 2019 and at least one, one-day international. However, to secure international cricket for the city, Leeds City Region and Yorkshire beyond 2019, improvements to the facilities Headingley Stadium offer, need to be made. In December 2014, Yorkshire submitted its bid to host matches for the 2019 World Cup which will be hosted in England. They were successful in their bid to host four one day matches, namely one England, two Pakistan and one Sri Lanka games. However this award is conditional on YCCC improving their facilities in line with the ECB's requirements for test match grounds – which they currently do not meet. In order for Headingley to retain its Category A status ground which puts it in strong contention to be awarded future international and Test cricket matches the improved facilities required by the ECB must be constructed by the time Headingley has to reapply for its Staging Agreement.
- 1.9 Improvements have been made to the ground in recent years to improve the facilities – the latest being the installation of floodlights within the past year which were approved at Plans Panel.
- 1.10 The visitor economy is very important to the City and hosting major events is part of the Council's strategy to position the City and the City Region on a global stage. The Leeds City Region's recent Strategic Economic Plan highlights the scope to improve major cultural visitor attractions such as Headingley Stadium, which will contribute towards the City's bid to be submitted for the 2023 City of Culture.
- 1.11 Major sporting events deliver significant economic benefit to the City and City Region. Headingley is the only sporting venue in the City Region with a regular international profile. There are substantial economic benefits international cricket brings to the region.
- 1.12 By way of background and for Members to appreciate the economic benefits that international cricket brings in 2009 the total number of visiting spectators to the Test Match were 44,018 to Leeds and 28,320 to Yorkshire. The economic benefit assessment from these figures were:-
- £4.8m of additional visitor spend in Leeds;
 - £2.4m of organisation spend;
 - £1.1m ticket revenue for a 5 day test match;
 - 75,000 retail spend on merchandise;
 - £300k hospitality spend;
 - £900k spend on catering.
- 1.13 This is a Panel Report for 3 separate but linked pre-application enquiries. PREAPP/14/00627 relates to proposals for two replacement stands at Headingley Stadium; one to replace the existing shared cricket/rugby North/South Stand (referred to as the shared stand). The other replacement stand relates to the Rugby ground only and is for a replacement South Stand. To finance the construction of these new stands, two sites identified for housing in the Publication draft of the Site Allocations Plan, but currently designated as Green Belt, are proposed by the applicant for housing development (it should be noted that additional funding for the stands is required to meet the construction costs). The site off Weetwood Avenue which is also designated as Protected Playing Pitches and is within a Conservation Area is proposed for circa 42 dwellings. The site between Old Thorpe Lane and Bradford Road in Tingley is proposed for circa 170 dwellings. As the sites for housing are designated as Green Belt within the adopted Development Plan the applicant needs to demonstrate very special circumstances (VSC) to justify housing development on

these sites. The proposals at Weetwood and Tingley constitute a Departure from the Development Plan.

- 1.14 These proposals have recently been the subject of a series of community consultation events undertaken by the applicant in Tingley, Weetwood and at Headingley Stadium. These pre-application enquiries are presented to City Plans Panel at this early stage, prior to the submission of any planning applications as they represent a significant proposal in terms of the principle of the development and the economic, social and environmental impacts they have, together with the relationship of the proposed schemes to the residents who live near each of the sites in question. Officers consider that it is advantageous for Members to be able to consider all the schemes at the same time as they are interconnected.

2.0 SITE AND SURROUNDINGS:

Headingley Stadium

- 2.1 The sites are part of the Headingley stadium complex. There are currently about 17,500 spectator seats at the Cricket Ground and the ECB's minimum requirement is 18,500. The proposal for the new Shared Stand will increase the capacity at the cricket ground to 19,200 and would reduce capacity at the rugby ground from 21,522 to 20,747.
- 2.2 The existing rugby south stand is a single storey terrace building located off St Michael's Lane. The rugby ground recently completed the redevelopment of the Carnegie stand at the eastern edge of the ground facing St Michael's Lane. The ground itself is located within the urban area and within a predominantly residential area. Although the south stand is separated slightly from the neighbouring residential properties, due to the siting of the parking area adjacent to the road, the siting of the stand and shape of the site result in the eastern-most corner of the existing stand being on the boundary with St Michaels Lane. The rugby stand is located on higher ground level than the adjacent properties on St Michael's Lane by 1.5m. The Headingley Conservation Area boundary is situated to the East of the cricket ground following a line along the rear of the properties fronting Cardigan Road.
- 2.3 The existing South Stand is in a poor state of repair and has, due to safety reasons seen its capacity reduced. It has a safety certificate for its current capacity of 6,000 which is due for renewal next year. The rugby club have previously invested substantial funds in repairing the existing terrace stand just to maintain it at its current reduced capacity. It is recognised that the existing stand is in need of being replaced to afford spectators, fans and the ground with facilities that modern sporting stadia require. In addition the design and appearance of the existing stand is rather poor, particularly when it is viewed next to the East stand.
- 2.4 The existing North/South Shared Stand was built in the 1930's and has been renovated several times since then notably in 1990 when seats were installed on the south side facing the rugby ground in what was formally the standing paddock and the internal changing room facilities were modernised. There are around 3600 seats on two tiers on the north side facing the cricket pitch and there are around 5300 seats on the south side facing the rugby pitch.

Weetwood

- 2.5 The site is located off Weetwood Avenue in Weetwood. Part of the site, to the east of the public footpath, is a designated Protected Playing Field and was previously used as a training ground for Leeds Rugby; however it has not been used as such for a considerable length of time and it is now overgrown. It is 4.5ha (11.1 acres) in size. The site immediately adjoins and shares boundaries with residential areas to the east (Beckside Gardens), south (Weetwood Avenue) and the west (Weetwood Crescent). To the north of the site is Hollins Wood. The entire site is within the designated Green Belt and outside of the currently defined urban area and is also designated as an urban green corridor. It is also within the Weetwood Conservation Area. The site is within Flood Zone 1. The site is proposed for housing in the draft Site Allocations Plan within Phase 2.

Tingley

- 2.6 The site is within the Green Belt. The site at Tingley is located off Old Thorp Lane. The site comprises land owned by Leeds Rugby Ltd. The M62 is to the immediate north of the site. The built up area, and residential properties abut the site to the east and south. Immediately to the west of the site is a large highway intersection. The site is within Flood Zone 1. The site proposed by Leeds Rugby Ltd forms part of a wider proposed Site Allocation for housing which is shown with the Publication draft as being in Phase 3 which also includes a sports pitch (which is protected greenspace in the UDP).

3.0 PROPOSAL

- 3.1 At the Stadium the proposal involves the demolition of both the Shared Stand and the Rugby South Terrace. Two new stands will be built as replacements. 2 Full planning applications would be submitted, one for each of the new stands. The Shared Stand would be sited in the same location as the one demolished. The developer will be able to provide Members with the accurate dimensions of the existing and proposed stands but it is understood that it will be almost twice the height of the demolished shared stand but the width and depth of the new shared stand is approximately the same as the demolished stand. It would continue to have seating facing both the cricket and rugby pitches. Corporate hospitality facilities would be created that provided through views to the Rugby and Cricket pitches. The stand would accommodate approximately 4660 spectators to view the cricket and 4300 spectators to view the rugby.
- 3.2 In order to construct the new Shared Stand the replacement South Stand at the rugby ground must be constructed first in order to re-provide spectator and corporate seating displaced whilst the Shared stand is demolished. The new South Stand would also provide concession and bar areas for spectators and would also act as a temporary home for the first team and visitor changing rooms and facilities. The South Stand would be sited in roughly the same footprint as the existing south terrace which would be demolished however, it would be closer to the boundary with St Michaels Lane than the existing stand and it is understood it would be almost twice the height of the existing South Terrace when viewed from the car park elevation and the proposed height more comparable with the East Stand. The new South Stand would also be deeper than the existing South Terrace. It should be noted that the approved replacement South Stand from 2012 increased the size and height of the South Stand the latest proposals would increase this again, albeit not significantly. The new south stand would be comparable to the existing east stand in terms of height. The

introduction of a second tier into the South Stand to provide seating is the main change between the 2012 approved scheme and the latest proposals.

- 3.3 The proposals for housing at land off Weetwood Avenue would likely be submitted through an Outline application. The indicative masterplan shows a total of 42 dwellings being created with 36 detached dwellings and a 3 storey apartment block of 6 flats. Vehicular access to the site would be from the existing access road which connects to Weetwood Avenue.
- 3.4 The proposals for housing at land between Old Thorpe Lane and Bradford Road in Tingley again would likely be submitted through an Outline application. The indicative masterplan shows a housing scheme of circa 170 dwellings with a mixture of detached, semi-detached and terraced housing. Two access roads would be created into this site, one from the eastern end of Thorpe Lane and one from the western end of Thorpe Lane near to junction with the A654.

4.0 PLANNING HISTORY AT HEADINGLEY

- 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.
- 4.6 11/02021/FU: Demolition of existing South Stand and replacement of new covered spectator terrace with associated facilities, Leeds Rugby Club, St Michaels Lane. Approved 2012 and permission implemented but the new stand has not been built.

5.0 RELEVANT PLANNING POLICIES

- 5.1 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 Leeds currently comprises the Core Strategy (2014), saved policies within the Leeds Unitary Development Plan Review (2006) and the Natural Resources and Waste Development Plan Document (2013).
- 5.2 Headingley Stadium is designated as Protected Playing Pitches. The Land off Weetwood Avenue is designated as Green Belt, Urban Green Corridor, Protected Playing Pitches and is within the Weetwood Conservation Area. The land between Old Thorpe Lane and Bradford Road is designated as Green Belt.

Adopted Core Strategy:

- 5.3 The Core Strategy is the development plan for the whole of the Leeds district. The Core Strategy (CS) was Adopted in November 2014.

- 5.4 The Weetwood site (HG2-49) is a proposed housing allocation in the Publication Draft Site Allocations Plan which went out to public consultation in Autumn 2015. The site capacity in the publication draft SAP states 30 units and it is a Phase 2 site (greenfield allocation as an extension to the Main Urban Area).
- 5.5 The Tingley site forms part of a larger site (HG2-167) proposed housing allocation in the Publication Draft Site Allocations Plan. The site capacity is 619 units and is Phase 3 (greenfield allocation in Smaller Settlement).
- 5.6 The following CS policies are relevant:

Spatial policy 1 Location of development
Spatial policy 8 Economic development priorities
Spatial policy 11 Transport infrastructure investment priorities
Spatial policy 13 Strategic green infrastructure
Policy H1 Housing Allocations
Policy H2 Windfall Housing
Policy P10 Design
Policy P12 Landscape
Policy T1 Transport management
Policy T2 Accessibility requirements and new development
Policy G1 Enhancing and extending green infrastructure
Policy G4 New greenspace provision
Policy G8 Protection of important species and habitats
Policy G9 Biodiversity Improvements
Policy EN1 Sustainability targets
Policy EN2 Sustainable design and construction
Policy EN5 Managing flood risk
Policy ID2 Planning obligations and developer contributions

Leeds Unitary Development Plan (UDP) Review:

- 5.7 The relevant UDP Review (2006) policies are listed below for reference:

Policy GP5 Requirement of development proposals
Policy N19 Development within or adjacent to Conservation Areas
Policy N23/ N25 Landscape design and site boundaries
Policy N24 Development proposals next to green belt/ corridors
Policy N32 Green Belt
Policy BD5 Design considerations for new build
Policy T7A Cycle parking guidelines
Policy T7B Motorcycle parking guidelines
Policy LD1 Landscape schemes

Natural Resources and Waste Local Plan:

- 5.8 The relevant Natural Resources and Waste Local Plan (adopted) policies are listed below for reference:

AIR 1	Management of air quality through development
WATER 1	Water efficiency
WATER 2	Protection of water quality
WATER 6	Flood Risk assessments
WATER 7	Seeks to ensure no increase in the rate of surface water run-off and the incorporation of sustainable drainage techniques.
LAND 1	Requires submission of information regarding the ground conditions

LAND 2: Relates to development and trees and requires replacement planting where a loss is proposed.

Supplementary Planning Guidance / Documents:

- 5.9 SPG10 Sustainable Development Design Guide (adopted).
SPG22 Sustainable Urban Drainage (adopted).
SPD Street Design Guide (adopted).
SPD Designing for Community Safety (adopted).
SPD Travel Plans (draft).
SPD Sustainable Design and Construction (adopted).
SPG Neighbourhoods for Living (adopted)
SPD Headingley and Hyde Park Neighbourhoods Design Statement (adopted)
Far Headingley and Weetwood Neighbourhood Design Statement (adopted)

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.

National Planning Guidance:

- 5.10 The National Planning Policy Framework (NPPF) identifies a number of core planning principles which include for planning to be genuinely plan-led with plans kept up-to-date and to provide a practical framework within which planning decisions can be made; proactively drive and support sustainable economic development and seek to secure high quality design.
- 5.11 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).
- 5.12 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.
- 5.13 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.
- 5.14 Section 9 of the NPPF deals with Green Belt issues. The fundamental aim of Green Belt policy is to prevent urban sprawl and the essential characteristic of green belts is their openness and permanence. Para 83 is clear that green belt boundaries should be altered only exceptionally through the Local Plan process and paras 87 and 88 set out that inappropriate development is, by definition, harmful to the green belt and should not be approved except in very special circumstances and that any harm to the green belt should be given substantial weight.

6.0 ISSUES

Principle of development

- 6.1 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 proposals at Headingley Stadium seeks to enhance existing sporting facilities and in this context are in accordance with the aims of the Protected Playing Pitches policy and also supported by the relevant paragraphs of the NPPF. Provision of new enhanced replacement facilities for the cricket and rugby clubs will support the protection of the playing field and sporting use of the stadium as a whole. Adopted Core Strategy 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 replacement Shared stand could help ensure that international and Test Match cricket is retained at Headingley which would be in accordance with the aims of this strategic policy. In this context the replacement Shared Stand 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 any planning application at Headingley Stadium.
- 6.2 Both Housing sites owned and proposed by Leeds Rugby Ltd are currently Green Belt, therefore any application submission made in advance of the Site Allocations Plan (SAP) adoption will need to address para.88 of the NPPF "When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations". The Council has completed the consultation requirement of its draft Site Allocations Plan which has identified both sites as being suitable for housing but in later phases. Only limited weight can be afforded to their proposed allocation for housing at this stage as the representations received to the publicity of the draft SAP has yet to be assessed and the SAP advanced to the next stage in its adoption process. In advance of the SAP process clear evidence needs to be provided to demonstrate very special circumstances, that there is a direct link between the delivery of the sites and the stadium improvements. A viability assessment should form part of the application submission.
- 6.3 The Weetwood site is also urban green corridor and the majority of the site is N6 protected playing pitch. For the Weetwood site evidence will also need to be provided to address loss of a Protected Playing Pitch. The applicant has advised that the former users of the playing pitch at Weetwood have relocated to the training pitches at Kirkstall and therefore the use of the pitch at Weetwood has become unnecessary. Members may want the applicant to explain the justification for the loss of a designated protected playing pitch and Sport England will need to be satisfied during the application process that the redevelopment of a protected playing pitch is justified.
- 6.4 The basic premise of the applicant's Very Special Circumstances (VSC) case to justify allowing the two sites in the Green Belt to become housing sites is that they are the only relevant assets the Rugby Club Ltd own and their release for housing could generate a capital receipt which could be then used to finance (in part) the

construction of the stands at Headingley Stadium and the delivery of the new Shared Stand would help YCCC retain its Category A status ground when it comes to the awarding of Staging Agreements by the ECB for future international and Test cricket at Headingley. The ECB sets its requirements for enhanced facilities at Headingley to be in place prior to the next Staging Agreement being awarded. The time needed to build and construct the stands requires the applicant to submit the applications both at the Stadium and for the Green Belt sites in advance of the Site Allocations Plan being decided. As both the Tingley and Weetwood sites were proposed to be taken out of the Green Belt and allocated for Housing (albeit at Phase 2 and 3 respectively) the issue of timing is a relevant consideration for Members. In addition Members will likely want comfort that the total financing required to deliver the Stands is available to ensure that should they agree to the VSC case to justify the principle of the housing in the Green Belt that the Stands can be built to the right specifications and within the time limit set down by the ECB. Members should note the construction of the proposed stands would not in itself guarantee that Test and international cricket would be awarded to Headingley post 2020 but it is reasonable to assume that without the facilities the prospect of retaining Test and international cricket given the competition of other grounds around the country would make it unlikely.

6.6 Do Members have any comments on the principle of development at Headingley Stadium and at Weetwood and Tingley and particularly the bringing forward development of the two housing sites in advance of the Site Allocations process?

Design considerations

- 6.7 The proposed design of the stands will be shown to Members during the Panel representation. The overall appearance of both stands is considered well thought out. The increase in height, particularly at the St Michaels Lane South Stand needs to be carefully considered in terms of the impact on existing housing on St Michaels Lane but the scale and general appearance of the stands are in keeping with the existing facilities at the Stadium. The applicant can provide Members with comparison size dimensions and distances to neighbouring properties.
- 6.8 The impact of the proposed stands on the neighbouring residents at both The Turnways and St Michaels Lane who are the closest residents to the stands needs assessing in relation to light, shadowing and dominance. Noise is a particular local issue with activity particularly associated with the Rugby ground and the impact on residents will need assessing against the proposed stands design.
- 6.9 The design of the two housing schemes requires further attention but it is noted that both schemes are likely to be submitted as Outline applications where the detailed layout and appearance is only provided as indicative information. At Weetwood Members must have particular regard for the desirability of preserving or enhancing the character and appearance of the Conservation Area. The Far Headingley and Weetwood NDS refers to the site as being a valued part of the local area which contributes to its character and distinctiveness.
- 6.10 The housing schemes will be required to show an indicative layout which Members feel comfortable representatives a realistic layout and design which qualifies the numbers of units being proposed. Normal considerations of design, layout, car parking, vehicular access, landscaping, public open space and tree protection will be central to the consideration of whether the indicative masterplan's are realistic in relation to numbers of units.

- 6.11 At Weetwood the block of 6 flats in a separate part of the site close to existing housing on the indicative layout is of greatest concern to officers both in terms of design, and impact on character and access into the wider footpath network and recreational area. At Tingley the site is part of a wider site and there could be issues about how this part will relate to the wider development of this site if it is brought forward for development.

Do Members have any comments on design considerations for either the Stands or the Housing schemes?

Do Members have any comments about the impact of the Weetwood development on the character and appearance of this part of the Weetwood Conservation Area?

Highway issues

- 6.12 The applicants are required to submit a Transport Assessment for the proposed Stands at the Stadium. This has not been provided to date but will be needed to validate the Planning applications for the Stands. Rugby matches tend to attract a larger percentage of people arriving by car than the larger cricket events and whilst it is acknowledged that capacity of the rugby ground will be reduced from the outset it would be helpful for Members to understand the profile of attendance over the course of each season. The Transport Statement will need to include details of Test Matches, One Day and 20/20 games.
- 6.13 As described above, there are a number of issues which will need to be resolved around the traffic impact of the proposals and the relationship with traffic from the residential developments. Each application would need to be supported by a comprehensive Transport Assessment.
- 6.14 At Weetwood it is likely an application would be submitted in Outline for means of access only, therefore the plan is indicative only. However, the proposed layout would need to address a number of issues to make it compliant with the Street Design Guide. Given the scale of development proposed at Weetwood and the reuse of an existing vehicular access onto Weetwood Avenue there are no objections in principle to the use of the site for residential in relation to highway safety. A planning application for access only should address accessibility of the site and any additional traffic management measures which may be required on the approach to the site.
- 6.15 At Tingley the proposed development will directly impact on the congested junction of the A650 with Thorpe Lane and Smithy Lane. The development will be required to fund appropriate mitigation measures in the form of a realigned junction or new link road. There is also a significant cumulative impact upon Tingley roundabout. To mitigate this impact a contribution will be required towards any improvements as agreed with Highways England, taking into account the cumulative impact of other allocated sites in the area. Any application will need to be supported by a transport assessment, if there is a demonstrable severe impact then Officers may be looking for improvement works otherwise a contribution towards the greater scheme will be sought. It is recognised however in the planning balance that the justification for bringing this site forward is to fund improvements to Headingley and a balance will need to be struck.

Do Members have any comments on highway issues at either the Stadium or the Weetwood and Tingley Sites?

- 6.16 The two housing proposals at Weetwood and Tingley will aim to achieve compliance with a range of planning policies in relation to matters of biodiversity, ecology, drainage, landscape and affordable housing. Both sites are within the 15% affordable Housing area and the developer has indicated they intend to provide Affordable housing in compliance with policy on site. They will also be required to make a CIL payment on the new houses. The Greenspace provision on the indicative masterplan at Tingley is well below the required 80sqm per dwelling. At Weetwood the Greenspace provision meets the 80sqm per dwelling requirement of Core Strategy policy G4. The replacement stands once the demolished floorspace have been deducted from the calculation will also be required to pay CIL.
- 6.17 The current cost estimates for the development of both the Shared Stand and the South Stand have been recently reviewed (May 2015) and costs, taking account of inflation and the timing of the construction works are currently estimated at £43m as outlined below:-
- North-south stand £28.5 million
 - South stand (rugby) £12 million
 - Fit out £2.5 million (a club cost rather than a scheme cost so may be omitted from final viability appraisal)
 - Total £43 million
- 6.18 Taking the current cost at £43m the funding sources that have been considered by Clubs to date are:
- The sale of two development sites owned by Leeds Rugby in Weetwood and Tingley. These have recently been revalued at between £16m - £20m gross value;
 - The sports clubs contribution of £3m each ;
 - £4m bid to the LEP by YCCC to fund works to the North-South stand;
 - A proposed £4m grant by the Council to YCCC to fund works to the North-South stand which will be subject to robust grant conditions as agreed between the Council and YCCC
- 6.19 This gives a potential total funding package of £34m (working on the higher sale value for the development sites) to fund the proposals.
- 6.20 This leaves a balance of £9m prior to value engineering identified by Arcadis Ltd who have independently reviewed the construction costs of the proposed stands as being possible that would still need to be identified assuming the two development sites achieve a value of £20m. However, given the unknown factors around the highway impacts of the Tingley site and the short fall in the on-site greenspace provision on the indicative masterplan additional S106 costs may become necessary to make the Tingley site acceptable in planning terms. If the value engineering of the scheme achieves the possible £5.2m identified by Arcadis, there is still a shortfall of £4m to be met that would at this point need to be addressed by the Clubs. As part of the submission of the planning applications a viability appraisal of the costs associated with the development combined with the sources of funding to deliver the Stands will need to be supplied and available for assessment.
- 6.21 Should the applications for housing be approved then the sale of the sites to a house builder would generate a capital receipt used to help pay for the stands. This money would be held in an account controlled by both the Clubs and the Council to ensure the money is used solely for the purposes of stands construction.

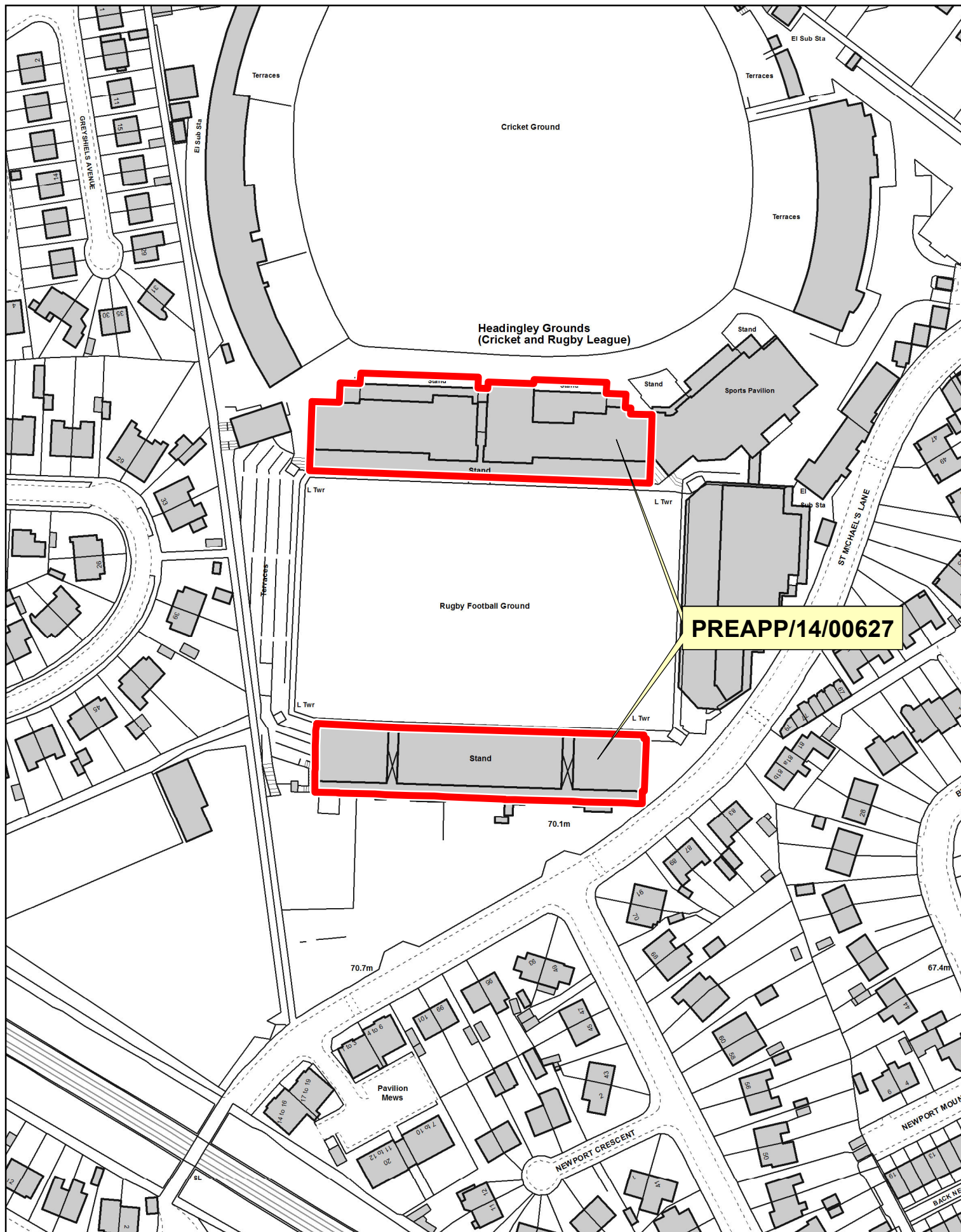
6.22 Based on the position outlined above it is evident that the current proposals centre on whether Members consider the detailed design of each stands is appropriate in its context and the impacts upon the surrounding neighbours are suitably mitigated and whether the development of housing on land currently identified as Green Belt to part finance the construction of the stands can be considered very special circumstances to justify inappropriate development in the Green Belt. Should members support these proposals it is intended this will provide the improvements desired by the rugby club and lead to the redevelopment of the North-South Stand, which will help support the case for the retention of Test Cricket in Leeds and guarantee World Cup Matches in 2019. Given that the proposals at Tingley and Weetwood are departures then the likelihood is that they will need to be referred to the Secretary of State.

6.23 Members are invited to provide feedback on the following questions raised in the report which are repeated below:

- 1. Do Members have any comments on the principle of development at Headingley Stadium and at Weetwood and Tingley and particularly the bringing forward development of the two housing sites in advance of the Site Allocations process?**
- 2. Do Members have any comments on design considerations for either the Stands or the Housing schemes?**
- 3. Do Members have any comments about the impact of the Weetwood development on the character and appearance of this part of the Weetwood Conservation Area?**
- 4. Do Members have any comments on highway issues at either the Stadium or the Weetwood and Tingley Sites?**
- 5. Are there any other issues or comments that Members would like to raise or make at this stage?**

Background Papers:

None



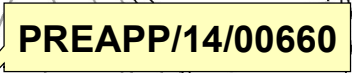
CITY PLANS PANEL

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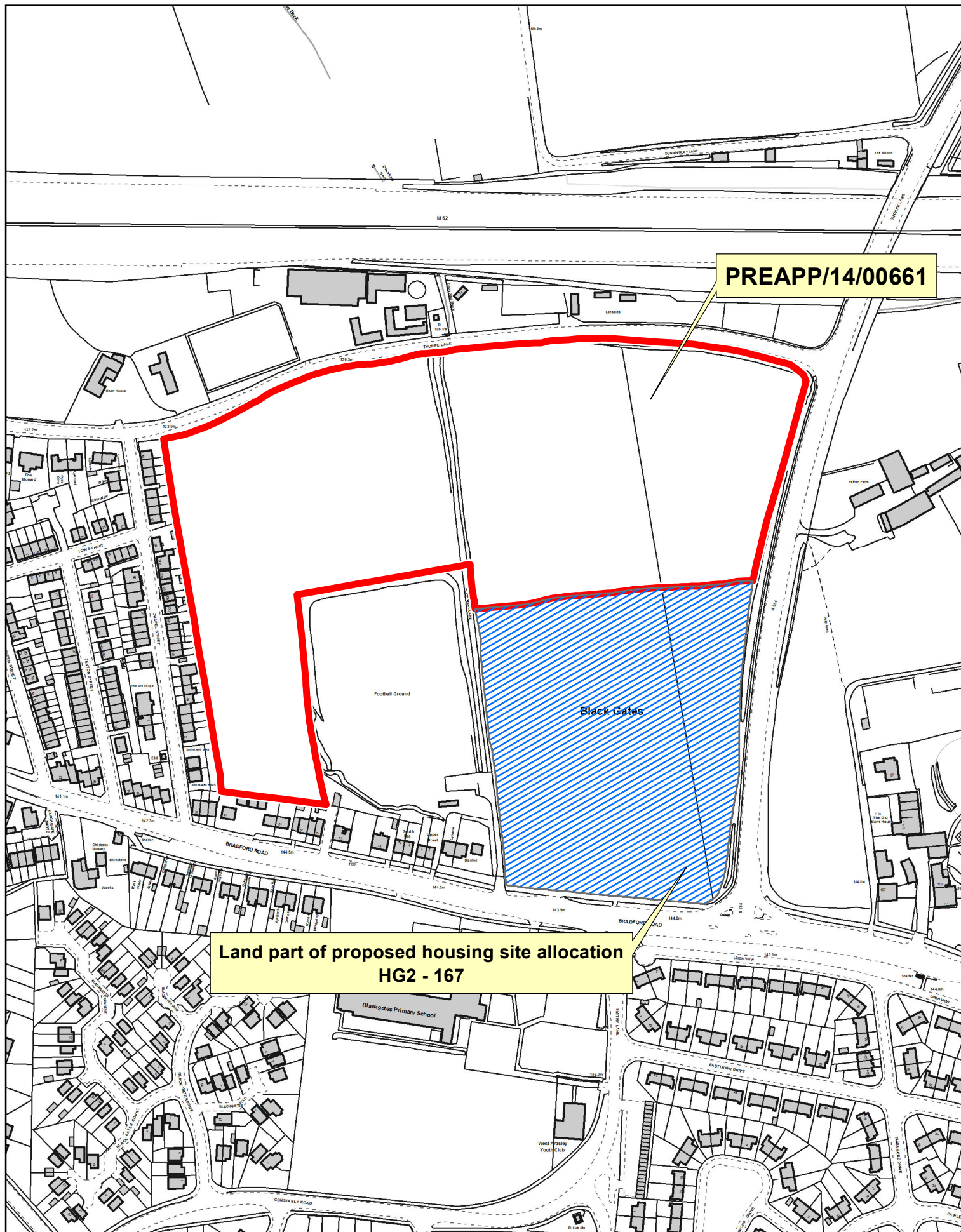




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