
Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 12th January 2017

Subject:

APPLICATION 16/02582/FU - Demolition of existing North/South Stand and South Stand and construction of a replacement North/South Stand and South Stand, turnstiles and regularisation of car parking at Headingley Carnegie Stadium, St. Michaels Lane, Headingley

APPLICANT

Leeds Cricket Football and
Athletic Company Ltd.

DATE VALID

4th May 2016

TARGET DATE

20th January 2017

Electoral Wards Affected:

Headingley

☐ Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity ☐

Community Cohesion ☐

Narrowing the Gap ☐

RECOMMENDATION

Defer and delegate to the Chief Planning Officer to GRANT PERMISSION subject to the following conditions:

1. Standard 3 year time limit.
2. Details of approved plans
3. Details of all external materials to be submitted and agreed
4. Vehicle spaces to be laid out
5. Provision of contractors during construction
6. Construction management plan to be submitted
7. Cycle/motorcycle facilities to be approved
8. Match day traffic and parking plan
9. Travel plan to be submitted
10. Details of external lighting scheme to be submitted
11. Details of tannoy system to be submitted
12. Hours of construction limited to 0800-1800hrs Monday to Friday and 0900-1300hrs Saturday with no Sunday or Bank Holiday working

13. Surface water drainage scheme to be submitted
14. Submission of phase II land contamination study
15. Landscape scheme to be submitted
16. Submission of remediation statement
17. Implementation of radiation
18. Details of imported soil

1.0 INTRODUCTION:

- 1.1 The application is brought to Plans Panel due to the strategic importance of Headingley Stadium to the city and city region.
- 1.2 Plans Panel Members may recall that the application was previously linked to two planning applications for proposed outline housing developments at Tingley (16/02584/OT) and Weetwood (16/02583/OT) by way of a cross funding case. These two planning applications have been withdrawn by the applicant and will not therefore be considered for determination by the Council. As such the stadium application should now be considered on its own merits.

2.0 BACKGROUND:

- 2.1 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 Rugby League Club and Yorkshire 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.
- 2.2 There are two separate adjoining grounds on the site; the cricket ground to the north and the rugby ground to the south. 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.
- 2.3 Both the cricket and rugby clubs have a desire and need to improve their grounds.

Cricket

- 2.4 Headingley Stadium has been a long-standing venue for international cricket in terms of both test matches and one day internationals. The stadium 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

- 2.5 The current staging agreement, regulated by the English Cricket Board (ECB), expires in 2019. The current staging agreement is for Yorkshire County Cricket Club (YCCC), as a Category A venue, to hold one Test per year until 2019 and at least one, one-day international per year.
- 2.6 At the end of December 2005 the Council provided a £9m loan to YCCC to enable the club to purchase the freehold of the Headingley Cricket Ground and secure user rights for the North-South stand. Ownership of the ground was one of the pre-conditions imposed by the ECB as part of a staging agreement which guaranteed test match at Headingley until the end of the 2019 season. Security for the loan was provided through the loan conditions imposed by the Council on YCCC and by the Council taking a position on the YCCC Board.
- 2.7 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 in the next 12 months as to which grounds will be awarded a new staging agreement from 2020 to 2022. The ECB has stated that there will be fewer grounds awarded staging agreements with the number reducing from nine to six.
- 2.8 In December 2014, YCCC submitted a bid for the 2019 Cricket 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 match.
- 2.9 Both the award of the World Cup Matches in 2019 and YCCC being considered for a new staging agreement for 2020-2022 and beyond are conditional on Headingley Stadium meeting the minimum standard as detailed in the ECB's Minimum Standards Document for model test match grounds.
- 2.10 To gain a clearer understanding of the ECB's approach in relation to the award of a new staging agreement from 2020-2022 and to understand YCCC's chances of success, officers from the Council met with a representative of the ECB in May this year. Despite Yorkshire's standing in the game and the improvements made to other parts of the ground, the North-South stand at Headingley Stadium has deteriorated to a point where it is barely fit for ECB purposes, according to the ECB, and falls somewhat short of the standard at other Category A venues and the ECB's minimum standards for Model Test Match Grounds. Other venues around the country have made greater progress in facility development and have overtaken Headingley when it comes to facilities appropriate for hosting major cricket matches.
- 2.11 The ECB's view is that *"Headingley Cricket Ground has a long tradition of hosting international cricket and Yorkshire has a proud history of producing iconic players through its extensive network of clubs. Yorkshire is also delivering important projects in the local community and is synonymous with cricket. Yorkshire is therefore strategically important to cricket in England and Wales with the old adage of 'when Yorkshire is strong, England is strong' being most apt. Whilst the ECB is delighted with the role Yorkshire CCC is currently playing on and off the field, its facilities in the North/South stand are in need of significant upgrading if Headingley is to retain Category A status in the medium to long-term and reach parity with the other Category A venues across the country"*.
- 2.12 It is safe to say therefore that without the redevelopment of the North-South Stand, Headingley Stadium is unlikely to retain its Category A venue status and there is a clear risk that it may not be awarded a new staging agreement for 2020-2022. In addition, the four 2019 Cricket World Cup matches, conditional on significant

improvements being implemented on the North-South stand in advance of the tournament, will be in jeopardy.

- 2.13 In July 2016 the Council's Executive Board resolved to award a grant of £4m to YCCC to be used exclusively towards the redevelopment of the North-South Stand at Headingley Stadium to ensure the hosting of four 2019 Cricket World Cup matches and the retention of YCCC Category A status including the award of a new staging agreement from 2020-2022 subject to a number of conditions, including that planning permission be granted for the redevelopment of the stand.

Rugby

- 2.14 From a rugby perspective the club 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.

Economic Benefits of Sport in Leeds and the City Region

- 2.15 Leeds has long had a well-earned reputation for hosting world class sporting events. From the Tour de France, Rugby League and Rugby Union World Cups to the recent World Triathlon as well as Ashes Tests at Headingley Stadium. 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 Regions 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 European Capital of Culture.
- 2.16 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.
- 2.17 There are substantial economic benefits international cricket brings to the region. In 2009, the total number of visiting spectators to the Test Match was 44,018 to Leeds and 28,320 to Yorkshire. The estimated economic benefit assessment from these figures is:
- £4.8m of additional visitor spend in Leeds;
 - £2.4m of organisation spend;
 - £1.1m ticket revenue for a 5 day test match;
 - £75k retail spend on merchandise;
 - £300k hospitality spend;
 - £900k spent on catering.
- 2.18 The redevelopment of the stadium would also create/ retain the following employment benefits:
- During construction of the stands 175 full time construction jobs would be created nationally with 60 coming from the Leeds City Region and 38 from Leeds directly;
 - 8 construction apprenticeships would be created during the works;
 - During a test match the average number of staff working at Headingley is 653;

- The redevelopment of the stadium and retention of international cricket would create 30 new full time employment posts across services such as administration, events, housekeeping, food and drink service and stewarding.

2.19 Economic modelling shows that the investment in Headingley Stadium to develop the North-South stand could increase the economic benefits realised to:

- £5.75m of additional visitor spend within Leeds by 2020;
- £5.3m additional visitor spend in Yorkshire by 2020;
- 175 full time construction jobs nationally during construction;
- £1.5m ticket revenue for a 5 day test match.

2.20 In addition the estimated global TV audience for the 2015 Cricket World Cup of 354 million should not be overlooked. International cricket also has the ability to draw significant crowds, with the potential attendance for the entire 2019 World Cup tournament estimated at almost 1 million supporters. According to Ernst and Young, Leeds has the potential to realise approximately £20.5 million in economic benefit through tourism spending, as a result of hosting 4 Cricket World Cup matches at Headingley Stadium in 2019.

3.0 SITE AND SURROUNDINGS:

3.1 The Headingley Stadium complex currently accommodates two separate adjoining grounds on the site; the cricket ground to the north and the rugby ground to the south. The current planning application relates to the replacement of the shared North-South Stand between the two grounds and also the replacement of the South Stand at the rugby ground.

3.2 The existing shared North-South 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 formerly 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.

3.3 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.

3.4 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.

4.0 PROPOSAL:

- 4.1 The proposal is a full planning application for the replacement of the existing North/South Stand (Main Stand) which is the shared Main Stand for the cricket and rugby grounds and the replacement of the South Stand to the rugby ground.

North/South Stand

- 4.2 This replacement stand is broadly sited on the footprint of the existing stand in the centre of the wider stadium complex. The stand will result in an increase in height over the existing stand of approximately 10 metres incorporating five levels of accommodation. Seating and spectator circulation space are provided at ground and first floor for both the cricket and rugby and fifth floor level for cricket. Corporate and broadcasting facilities located at third and fourth floor levels. The Stand will increase the capacity of the cricket stand from 1,787 to 4,219, an increase of 2,432 and decrease the capacity of rugby stand from 5,235 to 3,825, a decrease of 1,410. The stand is dual facing with the rugby ground element designed to reflect the scale of the existing rugby stands. The cricket ground element is more individual in design with a light weight 'floating' canopy roof being the main defining design element of the Stand.

South Stand

- 4.3 As with the North/South Stand, the replacement South Stand is broadly sited on the footprint of the existing stand. The replacement stand will result in an increase in height of approximately 5 metres over the existing stand incorporating ground floor level changing facilities and spectator standing and an upper tier of seating. The capacity of the stand increases from 7,030 to 7,721, an increase of 691. Turnstiles are to be located to the south of the site providing spectator access to the South Stand, off St Michaels Lane. The existing parking area to the south of the site is to be laid out as a formal car park. This will result in a decrease in on-site parking from 120 to 64. The stand will have chamfered side elevation to provide greater separation to the closest residential properties on St Michael Lane. A materials palette of brick and composite and clear panelling is proposed.

5.0 RELEVANT PLANNING HISTORY:

5.1 Headingley Stadium

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.**

26/12/01/FU: 4 storey stand with practice area bar restaurant and 36 bedroom/box hotel. **Approved 01.05.2001.**

26/19/02/FU: New terracing to cricket ground. **Approved 06.06.2002.**

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.**

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.**

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.

6.0 PRE-APPLICATION PRESENTATION

City Plans Panel March 2016

- 6.1 The applicant presented the proposal at a meeting of the City Plans Panel on 3rd March 2016 under the following pre-application references:

PREAPP/14/00627 – Demolition of existing North-South and South Stands and erection of replacement stands.

PREAPP/14/00660 – Residential development for circa 40 dwellings.

PREAPP/16/00661 – Residential development for circa 170 dwellings.

- 6.2 Members of the Panel heard from representatives of the developer and also the Weetwood Residents Association at the meeting. Representations from local ward members were also heard at the meeting.

- 6.3 At the Plans Panel meeting Members discussed the following:

- The history behind Leeds Rugby's ownership of the Tingley and Weetwood sites, the prices paid for the sites and the current values;
- The possibility for value engineering to reduce the costs of developing the stands;
- Traffic in the area on match days and that work would be required to be done to mitigate against the effect of this;
- Noise on matchdays was considered and it was noted that the new stands would be designed to reduce the impact of crowd noise;
- Timings of the development and the reliance on the sale of the land at Tingley and Weetwood for housing in order to progress the stands. Furthermore it was confirmed that additional funding would also need to be found to complete the stands but that all money from the sale of the two residential sites would be used for the stands;
- The number of applications was discussed, Members commented that they would have preferred one application to encompass the re-development of the North / South Stand and the South Stand;
- Members commented that further work would need to be done in relation to the applications to build houses at Tingley and Weetwood and that the development at Tingley was too dense;
- Members noted that if the North/South Stand was re-developed there would still be no guarantee of international cricket after the 2019 staging agreement ends between Yorkshire CCC and the ECB;
- It was noted that the clubs undertake charitable work and that the stadium is an asset to Leeds. However Members commented that there were no obvious benefits to the residents of Tingley and Weetwood who would lose green belt land and gain more houses putting pressure on roads, schools and health centres; and

- It was confirmed that Leeds Rugby and Yorkshire CC had no other saleable assets.

6.4 Members further commented that they wanted to see world class sporting facilities in Leeds. However they felt this was an enabling application being used to contribute to facilities in Headingley and that the people of Tingley and Weetwood would feel little benefit and lose important green belt. Members recognised that these two sites were in the Draft Site Allocation Plan but not in phase 1 but that they were still Green Belt land. Besides this Members felt that much more work would need to be done to improve the layout of the residential developments.

6.5 Members responded to the questions featured with the pre-application report with the following comments:

- Members wished to see Headingley re-developed and were supportive of this taking place. However the Panel had concerns about bringing forward development of the green belt at Weetwood and Tingley ahead of the conclusion of the site allocations process.
- Members felt that they did not have enough information to comment on the design of the residential sites or Headingley Stadium. They did feel that there were too many dwellings on the Tingley site, that the apartments in the Weetwood scheme should be removed and that careful consideration would need to be given to the relationship of the new south rugby stand to dwellings on St Michaels Lane.
- Members were concerned about the loss of the urban green corridor at Weetwood and the impact this could have on the Conservation area.
- Members felt careful consideration needs to be given to the highways surrounding the stadium but also the impact to highways, especially, Junction 28 of the M62, by building new houses at Tingley and Weetwood
- The other issues members wished to raise at this stage were the importance of local people benefitting from any development and also that flooding would need to be considered at the Tingley site . Finally Members considered that legal advice should be sought in relation to the “enabling development” issue with regards to both the Weetwood and Tingley sites

6.6 The housing applications for the sites in Tingley and Weetwood have now been withdrawn and are not now relevant to the consideration of the merits of the application for the redevelopment of Headingley Stadium.

7.0 COMMUNITY CONSULTATION

7.1 The applicant has looked to engage with the local community and stakeholders at the pre-application stage. Local Ward Members in Headingley were sent correspondence with information relating to the submissions in the Autumn of 2015 with offers of meetings taken up by some Ward Members.

7.2 Two community events were held in Headingley, in February 2016. These events were advertised by local letters drops and the applicant issued press releases in the local press and on their website.

8.0 PUBLIC/LOCAL RESPONSE:

8.1 The planning application has been publicised by means of site notice and in the local press. The following responses have been received in relation to the application.

Headingley

8.2 Councillor Walshaw has commented on the application. He has no objections to the principle of two new stands with their design considered acceptable. Consideration needs to be given to the impact the operation of the Stadia will have on the local community.

8.3 73 letters of representation have been received, 68 in support of the development with 5 raising objections.

8.4 The letters of support can be summarised as the agreement for the need to improve the facilities at Headingley Stadium to ensure the Rugby and Cricket Clubs have world class facilities for spectators and broadcasters and in doing so ensuring international cricket is retained at Headingley.

8.5 The concerns raised in the letters of objection can be summarised as follows:

- The proposed height of the south stand is too high and will tower over the houses on St Michael's Lane.
- The stand's sound system needs to reduce the amount of noise leakage from the Stadium.
- Light pollution from the Stadium needs to be reduced.
- A match day management plan for vehicle and pedestrians to reduce impacts on St Michael's Lane.
- The noise and disruption from construction needs to be managed.
- The wider appearance of the Stadium should be improved.
- The South Stand should be retained as a terraced stand.

9.0 CONSULTATION RESPONSES:

Headingley

9.1 Coal Authority – No objections.

Sport England – No objections.

Yorkshire Water – No objections subject to conditions.

LCC Highways – No objections subject to conditions.

LCC Contaminated Land – No objections subject to conditions.

LCC Transport Development Services – No objection subject to conditions.

LCC Neighbourhoods and Housing (Air Quality) – No objections subject to 1 electric charging point per 10 parking spaces being provided.

LCC Flood Risk Management – No objections subject to conditions.

LCC Public Rights of Way – No objections.

LCC Landscape Officer – No objections subject to conditions.

10.0 PLANNING POLICIES:

- 10.1 As required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 this application has to be determined in accordance with the Development Plan unless material considerations indicate otherwise. The development plan currently comprises the adopted Local Development Framework Core Strategy (2014), those policies saved from the Leeds Unitary Development Plan (Review 2006) (UDP) and the Natural Resources and Waste Local Plan.

The Local Development Framework **Core Strategy** was adopted by the Council on 12th November 2014. The following policies contained within the Core Strategy are considered to be of relevance to this development proposal:

General Policy – Sustainable Development and the NPPF
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 P10 – Design
Policy P11 – Conservation
Policy P12 – Landscape
Policy T1 - Transport Management
Policy T2 – Accessibility and New Development
Policy EN1 – Climate Change
Policy EN2 – Sustainable Design and Construction
Policy EN5 – Managing Flood Risk
Policy ID2 - Planning Obligations and Developer Contributions

- 10.2 The most relevant policies from the Natural Resources and Waste Development Plan Document (DPD) are outlined below:

General Policy 1 - Sustainable Development
Minerals 3 - Surface Coal
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 - Surface Water Run-Off
Land 1 - Contaminated Land
Land 2 - Development and Trees

- 10.3 The most relevant saved policies from the **Leeds Unitary Development Plan** are outlined below:

GP1 - Land uses and the Proposals Map
GP5 - Development control considerations including impact on amenity
BD5 - Design of new buildings
LD1 - Landscape design

10.4 Relevant **Supplementary Planning Documents and Guidance** are outlined below:

- Neighbourhoods for Living SPG (December 2003)
- Greening the Built Edge SPG (June 2004)
- Sustainable Urban Drainage SPG (June 2004)
- Designing for Community Safety SPD (May 2007)
- Public Transport Improvements and Developer Contributions SPD (August 2008)
- Street Design Guide SPD (August 2009)
- Headingley and Hyde Park Neighbourhood Design Statement SPD (September 2010)
- Sustainable Design and Construction (August 2011)
- Travel Plans SPD (August 2011)
- Parking SPD (January 2016)
- Accessible Leeds SPD (November 2016)

10.5 Other **relevant guidance** includes:

- The Guideline Distances from Development to Trees document (March 2011)
- Vision for Leeds 2011 to 2030 (2011)
- DRAFT Headingley Neighbourhood Plan (Policy Intentions) (2015)

10.6 The **National Planning Policy Framework** (2012) sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system. The National Planning Policy Framework must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in planning decisions.

11.0 SECRETARY OF STATE CALL IN PROCEDURE:

11.1 The three linked planning applications submitted to the Council (16/02582/FU Headingley Stadium, 16/02583/OT Weetwood and 16/02584/OT Tingley) were subject to a request by interested third parties to the Secretary of State (SoS) in May 2016 to be considered for intervention by the SoS. Whilst the two planning applications at Weetwood and Tingley have subsequently been withdrawn by the applicant the Headingley Stadium application being considered by Plans Panel is still subject to this request.

11.2 The request only comes into effect if the Council were to approve the Stadium application. If Plans Panel are minded to approve the application in agreement with the officer recommendation the Council would be unable to issue a decision until the SoS has had the opportunity to consider whether the application should be called in for determination by the SoS.

11.2 The officer recommendation is thus to 'defer and delegate' the granting of planning permission to the Chief Planning Officer until the SoS has had the opportunity to consider whether to call in the application through the call in procedure. If the SoS confirms he does not wish to call in the application as part of the consideration procedure then the Chief Planning Officer will (if Members agree with it) be able to issue the decision in due course. If the SoS confirms that he wishes to call in the application for a determination, then the SoS will become the decision maker for the application.

12.0 MAIN ISSUES

1. Principle of development
2. Design, scale and appearance;
3. Residential amenity; and,
4. Highway safety and parking
5. Other relevant issues
6. Conclusions

13.0 APPRAISAL:

HEADINGLEY STADIUM

13.1 Principle of development

The Leeds Core Strategy makes specific reference to the importance of supporting the improvements of the existing sporting venues within Leeds stating that *'in principle, the Council supports improvement at its major sporting venues, such as Headingley Carnegie Stadium.'* The proposal is for substantial investment in the Headingley Carnegie stadia complex providing significant improvements in the quality and level of facilities offered. Furthermore, as the new stands are a replacement of the existing stadium facilities and will provide clear social, economic and environmental benefits the proposal clearly meets aspirations of the Leeds Core Strategy and the definition of 'sustainable development' and therefore can be supported in principle.

- 13.2 With regards specific policies regarding the matter of principle within the Development Plan, whilst both the cricket and rugby pitches are designated as protected playing pitch within the UDPR, none of the stands within the Stadium are covered by the designation. As the replacement Main and South Stands do not interfere with either of the pitches the proposal is compliant with Policy N6 of the UDPR which seeks to protect playing pitches from development.

Design, Scale and Appearance

- 13.3 Detailed consideration has been given to the design, form and scale of the proposed replacement stands. The current shared North/South Stand and South Stand are antiquated, in a relatively poor state of repair and do not provide the standard and range of facilities commensurate with a major sporting arena. The proposal is considered a substantial improvement upon the existing spectator facilities that are provided at the Stadium. The design and appearance of the scheme is of a modern design and can help to make a positive statement about both Headingley Stadium and the City's commitment to good stadia design. Given the international nature of the game and the role of television media providing coverage the proposal is considered to positively enhance the image of the City in an international context.

- 13.4 With specific reference to the North/South stand, the dual aspect requirements of this stand have driven the design proposed. Where the stand fronts the rugby stand the design, form and scale of the stand responds to the existing rugby stands and reflects the design of the proposed south stand. The roof reaches a height of approximately 20 metres. A more individual approach is proposed for the north side of the stand fronting the cricket ground. The stand includes five levels and a roof

height of 26.5 metres. The design will appear as a distinct stand, with a light weight 'floating' roof which will be a positive addition to the cricket ground.

- 13.5 Clearly the new stand will be a substantial addition to the Stadia and potentially a prominent addition to the wider area therefore it is important any wider impact is considered. The new North/South stand will be located within the centre of the Stadia and as a result will be largely screened by the existing stands of the cricket and rugby grounds. As a result, the stand, despite its height and scale, will not be a prominent or overly dominant addition to the immediate area. As is the case with the existing Stadia long and medium range views will be afforded of the new stand, predominantly from views from the south. The new stand will be a noticeable addition within these long and medium range views, however given these will be seen in context with the existing stands and flood lights, and as the design of the stand is high quality, these views will not be harmed
- 13.6 With regards to the south stand, it is considered that the design, scale and form of the stand are acceptable. The stand will largely be set over the existing footprint of the existing stand and will increase the height of the stand by 5 metres. The design of the stand is chamfered at the point it meets St Michael's Lane to provide a degree of separation from the highway and nearby properties. Whilst a larger stand than the existing it is considered that the development will result in a significant improvement to the visual amenity of the St Michael's Lane. The existing south stand is currently in a poor state of repair and the external appearance of the current stand is visually poor within the street scene. The stand is also out of keeping with the style and appearance of new developments at the stadium complex, particularly those located along St Michael's Lane. The proposal will replace the existing stand with a well-designed modern stand which will be light weight in appearance and include a palette of appropriate materials.
- 13.7 In addition, currently the site presents a poor frontage to this part of St Michael's Lane and relates poorly to the residential character of the area due to the expanse of poor quality car parking to the front of the stand; the appearance of the existing stand; and the lack of soft landscaping on the frontage. The proposal seeks to address these issues with increased tree planting along the boundary with St Michaels Lane and the footpath to the west.
- 13.8 Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in the exercise, with respect to any buildings or other land in a conservation area of any functions under the Planning Acts, that special attention shall be had to the desirability of preserving or enhancing the character or appearance of that area. Given the north eastern boundary if the cricket ground abuts Headingley Conservation Area, it is therefore essential that the impact of the new stands will have on this designation are fully considered. The location of both the new North/South and South stands is such that they will be a degree of separation from the Conservation Area which will ensure the stands will not become a dominant addition or feature of the Conservation Area. Furthermore, views of the new stands will be limited from the Conservation Area and where views are available the new stands will be seen in the context of the wider stadium complex. In light of this, the new stands will not cause harm to the character and appearance of Headingley Conservation Area.
- 13.9 Overall, it is considered that both the replacement North/South stand and the South Stand represent high quality development which will sit comfortably within the existing Headingley Carnegie stadia complex and will be positive additions that will enhance the overall appearance of the site. As such, the development complies with

P10 and P11 of the Leeds Core Strategy and GP5 of the saved Unitary Development Plan Review (2006).

Residential Amenity

- 13.10 Careful consideration has been given to the impact the new stands will have on the residential amenity of the residents of nearby properties. Whilst being the larger of the two stands the location of the North/South stand within the centre of the Stadia ensures there is a reasonable degree of separation to the properties on St Michael's Lane and The Turnways and views of the stand from the properties will be, in most cases, screened by the existing stands. Shadow path calculations have been provided as part of the application submission with these confirming that no significant additional overshadowing of surrounding properties will result from new stand.
- 13.11 The proposed South Stand will be located close to properties located on St Michael's Lane and therefore it is imperative that the potential impact on the occupants of these properties is fully considered. The new stand is set back from the boundary with St Michaels Lane which improves on the existing situation where the corner of the stand adjoins the boundary. The height of the stand is increased by 5 metres above the existing however the increase in height is mitigated by degree of the set back from the highway. The lighter weight feel to the design resulting from the clear side elevations and the mono-pitch roof further enhances the appearance of the building and reduces the over-bearing impact on neighbouring residents. There is a change in levels of approximately 1.5m between the site and St Michaels Lane but the set back of the new stadium will help to mitigate for this and ensure no significantly overbearing impact from the new stand.
- 13.12 Drawings have been supplied which show the relationship between the new stadium and nearby residential properties. These show the visual improvements from the setting back of the stand on the amenity of residents of St Michaels Lane beyond that currently experienced. The set-back creates a greater feeling of space to the front of the dwellings and reduces the over bearing impact of the stand on neighbours. To the west the stand is closer to the properties on The Turnways than the existing stand. However at its closest point the stand will still be approximately 13m from the rear garden of the nearest property on The Turnways and 45m from the rear of the nearest house and is therefore unlikely to result in any significant loss of amenity.
- 13.13 With regards to direct overshadowing the applicant has produced shadow path plans showing the anticipated overshadowing from the new stand at various times of the day and of the year in comparison with the situation resulting from the existing stand. These show that there will be very little difference in overshadowing to neighbouring properties in general, with only a small increase in overshadowing to a small number of properties to the east of the stand in the evening during the summer beyond that which they already experience.
- 13.14 The proposed new stands increases the capacity of the cricket ground by 2,436 from 17,137 to 19,537 with the capacity of the rugby ground decreasing by 719 from 20,508 to 19,789. The overall capacity of the combined Stadia therefore increases from 37,645 to 39,645. It is considered that the increase to the capacity of the cricket ground is modest and will not, subject to the continued appropriate management of match days, result in a discernible increase in the noise and nuisance travelling to and from the site from noise from spectators within the ground. The reduction in the capacity of the rugby ground clearly raises no issues in this regard.

- 13.15 Other amenity issues related to lighting, noise from tannoy systems and signage and raised within representations can be controlled via planning conditions and within the agreed Management Plan for the wider Stadium.
- 13.16 Overall it is considered that the amenity of local residents has been considered in the design of both the North/South and South stands. As a result, it is considered that no significant harm to the residential amenity of the occupants of neighbouring properties will result from the constriction of the stands or the future operation of the rugby and cricket grounds. As such, the proposal complies with policies GP5 and BD5 of the Saved Unitary Development Plan Review (2006).

Highway Safety and Parking

- 13.17 Consideration has been given to the impact the development will have on highway safety and parking provision locally. The proposed vehicular and pedestrian access and servicing arrangements for the stadium will remain as existing. The redevelopment of the South Stand for the rugby ground will include a reduction in the car parking area available and the formalising of the layouts of the car parks accessible to St. Michaels Lane. This will result in a reduction of spaces from the 120 which exist on an informal basis at present to 60 spaces which will be formally laid out as part of the new car parking layout. However it should be noted that this reduction is considered to be an overestimate as on match days car parking is often bumper to bumper. The applicant has proposed measures within the Transport Statement and Event and Travel Plan for the stadium to promote public transport, walking and cycling to reduce car use which will help to mitigate against the loss of spaces and any potential impact on surrounding streets. These include clear information for supporters on the public transport options, working with train operating companies to provide greater frequency and capacity of trains on match days, shuttle bus services to and from the stadium on match days, continuing the management and restriction of on street parking on match days, continued provision for coach parking for away supporters and management of surrounding pedestrian routes to ensure safe access for supporters accessing the stadium on foot and to minimise disruption to local residents. These issues will be picked up in a full Travel Plan, the requirement of which will be required by condition. Members will be aware from previous proposals that the existing Travel Planning measures for the stadium are extensive and on the whole work well with the current proposals seeking to continue and extend these measures. These additional measures are considered appropriate by the Council's Highways Team and as such no objections are raised subject to appropriate planning conditions to control these details. Sufficient parking is provided to meet the non-match day parking requirements of the stadium.
- 13.18 The proposal will not impact on the existing car parking available to the Cricket ground which are considered acceptable to serve the development.
- 13.19 With regards to pedestrian access and movements, the design of the North/South stand continues to allow the free flow of pedestrians around the overall complex once the fans have passed through the turnstiles. Pedestrian access for the South Stand is to be taken via new turnstiles to the south of the site. These pedestrian arrangements are considered acceptable.
- 13.20 Overall it is considered that the development will not result in any significant issues highway safety or parking location. As such, the proposal complies with policies GP5 Saved Unitary Development Plan Review (2006) and T2 of the Leeds Core Strategy.

Other relevant issues

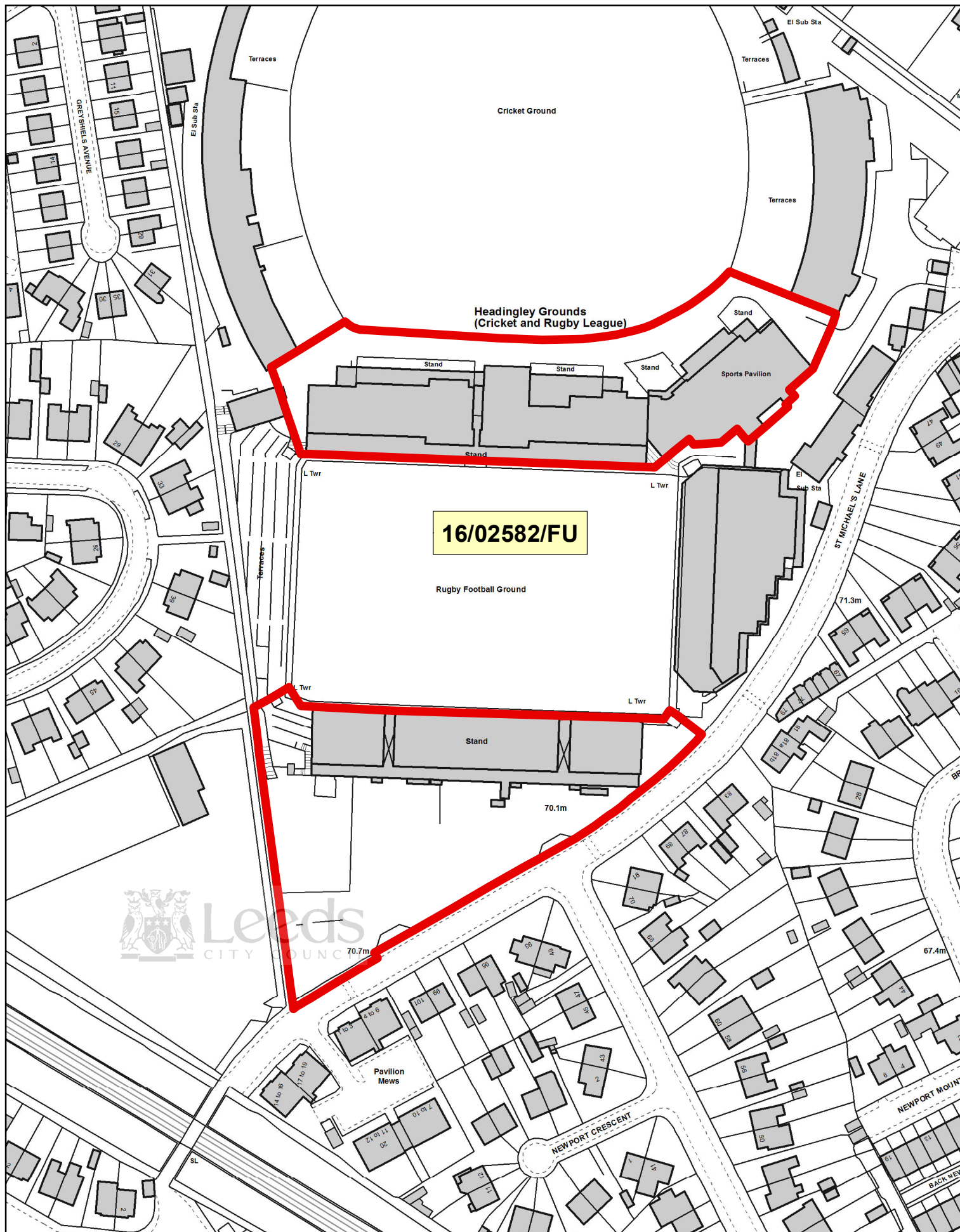
- 13.21 With regards flood risk, the site is located in an area designated as Flood Risk Zone 1 'Low Probability' and as a result Flood Risk Management have advised that, subject to a condition to agree surface water drainage details, no objections regarding flood risk are raised.
- 13.22 The development is CIL liable and generates a sum of £22,031.85.
- 13.23 All other material planning issues and comments raised by statutory and non-statutory consultees have been fully considered in reaching a recommendation on the proposal.

14.0 CONCLUSIONS

- 14.1 In conclusion, it is considered that the replacement of the North/South stand, South stand and the regularisation of the car park represents a positive development which will result in significant improvements to the visual appearance of the Headingley Carnegie Stadium and which will offer spectators, the media and other users of the Stadium greatly improved facilities. Furthermore, and crucial to the entire proposal, the improvements will ensure that Headingley Cricket Ground will meet the requirements of the ECB in allocating test match cricket and enable the ground to be considered for hosting matches of the 2019 Cricket World Cup. As a result, the proposal is compliant with the principles of the Leeds Core Strategy and ensures that the Headingley Stadium complex will be able to continue to be considered for hosting test match cricket and other international sporting events.
- 14.2 The stands have been designed with due regard to the close neighbouring properties and will not result in any significant harm to the occupants of these properties. Furthermore, the continued appropriate management of events at the stadium will ensure that impact on local residents on match days and other events days can be kept to a minimum.
- 14.3 Overall, it is considered that, subject to conditions, the proposal is compliant with all relevant policies with the Leeds Core Strategy, the Saved Unitary Development Plan Review and the National Planning Policy Framework. It is recommended that planning permission is granted subject to conditions.

Background Papers:

Application file.



CITY PLANS PANEL

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SCALE : 1/1500

