



Report of the Chief Planning Officer

Plans Panel West

Position Statement

Date: 21st July 2011

Subject: POSITION STATEMENT FOR APPLICATION 11/02021/FU – FULL PLANNING APPLICATION FOR DEMOLITION OF THE EXISTING SOUTH STAND AND SUPPORTERS CLUB AND ERECTION OF A REPLACEMENT COVERED SPECTATOR TERRACE WITH ASSOCIATED FACILITIES FOR FOOD AND DRINK CONCESSIONS, STORES, CAR PARKING AND TURNSTILES AT HEADINGLEY CARNEGIE STADIUM, ST MICHAELS LANE, HEADINGLEY LS6 3BR

APPLICANT

Leeds Football, Cricket and
Athletic Co Ltd

DATE VALID

25th May 2011

TARGET DATE

24th August 2011

Electoral Wards Affected:

Headingley

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

Members are asked to note this position statement and are invited to provide their comment on the following matters:

1. Principle of the redevelopment
2. Design, scale, layout, landscaping and character
3. Impact on residential amenity
4. Highways matters

1.0 INTRODUCTION:

- 1.1 This position statement is brought to Plans Panel to update Members on the progress of this proposal since the last pre-application presentation in 2010. A full planning application has now been submitted and is under consideration.
- 1.2 Councillor Hamilton has objected to the application and requested that the application is determined by Plans Panel. His comments are copied later within the report.

2.0 PROPOSAL:

- 2.1 The proposal is for the demolition of the existing terrace stand and the erection of a replacement standing terrace stand for 7400 spectators as was seen previously at pre-application stage by Plans Panel West. The proposal is designed as a single tiered building, open on one side and with brick and cladding to match the other newer developments at the rugby ground. Side elevations will utilise glazed panels and much of the design follows that of the Carnegie Stand on the East side of the ground. The building is proposed to have a mono pitch roof with the pitch sloping upward to the pitch side. Underneath the roof is proposed to be a television gantry. The elevation of the stand facing the car park would project out at ground floor level to provide additional spectator facilities and amenities within the concourse area of the stand. The stand would measure 21m in depth increasing to 32m in depth at the widest part. The length alongside the pitch is 114m. The height to the eaves line facing the car park is 12m and 16m to the eaves line of the roof over the rugby pitch. At its closest point, the stand is approximately 7m from St Michaels Lane and between 9m and 11m from the footpath to the rear of properties on The Turnaways.
- 2.2 Improved facilities at the stand would include refreshment and drinks serving points, a first aid room for spectator use, a new TV camera gantry, new changing areas for the pre-match entertainment team, new referee changing rooms and new groundsman facilities. The proposal also involves the erection of a new turnstile entrance located at the southern end of the car park and accessed off St Michael's Lane.

3.0 SITE AND SURROUNDINGS:

- 3.1 The site is part of the Headingley stadium complex. The existing south stand is a single storey terrace building located off St Michael's Lane. The rugby ground has 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 Lane.
- 3.2 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 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 new east stand.
- 3.3 The role of the rugby club is recognised as being an important asset to the City. Both in its status as being internationally recognised due to the success of the team and hosting international fixtures that are viewed worldwide but also in relation to the positive community work that the club does in relation to sports, education, cultural and social development enterprises throughout the City. Retaining and

enhancing this is considered to be part of the aspirations of the City in relation to the core aims of the Vision Statement and the status of Leeds within the Regional Strategy.

4.0 RELEVANT PLANNING HISTORY:

H26/541/74: Replacement concrete approach steps to terraces to rugby ground. Withdrawn

H26/264/88: Erection of 4, 37m high floodlight towers, to rugby ground. Approved

26/185/95/OT: Outline application for new cricket and rugby stands and facilities – Approved August 2000.

26/304/99/FU: 2 additional roof mounted television platforms with external staircase and alterations to wheelchair viewing platform: Approved

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

5.0 HISTORY OF NEGOTIATIONS:

5.1 The developer engaged with officers and plans panel in a formal pre-application process presenting a scheme for discussion to Plans Panel West on the 18th March 2010. Since then further discussion with officers has occurred and a public consultation with residents and fans was held in April 2011.

5.2 The scheme has been amended since the public consultation, the details of which can be seen in the table below. When officers became aware that the scheme had altered from that proposed in the public consultation they advised the developer that further consultation was advisable.

	Existing Stand	Plans Panel – Pre-application	Public Consultation	Current Application
Capacity (approx)	6,000 (restricted)	7,400	6,500	7,400
Maximum Height of Roof	12.8m	19.5m	15.5m	16m
Maximum Height of Superstructure	N/A	18.8m	15.3m	17.8m
Height closest to St Michaels Lane	10.3m	12m	12m	12m
Minimum distance to St Michaels Lane	0m	6.5m	6.5m	6.5m
Car parking spaces	102	90	130	102
Total gross internal floorspace	2,162m ²	unknown	unknown	2,413m²

6.0 PUBLIC/LOCAL RESPONSE:

6.1 19 letters of objection from local residents have been received to date. These include Residents Associations from the Turnways and Laurel Bank and Becketts Park as well as the pressure group South Stand Alliance. They raise issues related to:

- Increased capacity and height from scheme shown at public consultation
- Loss of sunlight to properties on St Michaels Lane

- Problems with turnstiles and traffic on match days
- Improved tannoy system required – current system creates problems with excessive noise – request for a noise report
- Tree planting should be improved to screen stand from St Michaels Lane
- Lighting should be minimised – concern over light pollution
- Need a balance between needs of local residents and stadium
- Concern about design detailing of signage
- Height is excessive and over-dominant
- Needs to address issues outlined in Headingley Neighbourhood Design Statement
- Concern about disruption during construction
- Drainage concerns – no proposed use of SUDS
- Lack of an EIA
- Concern over noise from ventilation systems
- Proposal needs a more domestic, less industrial appearance in keeping with the residential area
- Increased anti-social behaviour as a result of the availability of alcohol on site

6.2 Leeds Civic Trust has also made representations as follows:

- Proposal should address the issues raised in the Headingley NDS
- The stand is higher than the existing stand
- The landscaping proposals are inadequate to soften the impact on the streetscape
- Measures should be taken to ensure noise is not funnelled between the gap between the stands
- The turnstiles appear inadequate to prevent queuing on to the street

6.3 The planning group of the Inner North West Area Committee also makes representations. They recommend that the proposal should refer back to the issues raised in the Headingley NDS.

6.4 Councillor Hamilton has made the following objection:

Could I please add my objections to this proposal to replace the existing stand with a new structure. My main concerns are:

1. The size of the structure is considerably higher than the existing building. This would provide a structure which was overbearing and which would create a greater degree of shadowing and intrusion than is the case with the existing stand. This is a matter of considerable concern to residents who overlook the stand.

2. Proposed landscaping. The proposed landscaping is completely inadequate and does little to mitigate the impact of the new stand on its surroundings. A much better tree-planting and general landscaping scheme is needed

3. Noise pollution. Before the application is determined, a proper noise-nuisance impact assessment should be carried out. The design of the existing stand contains (to an extent) noise from within the ground. This is a much more permeable structure and as such a proper assessment of the impact of match day noise on the immediate surroundings should be undertaken. This may lead to specific conditions, for example regarding the positioning of speakers. Noise attenuation may also be achieved by providing a softer perimeter landscape (maybe hedging or trees), this comment ties in with 2. above.

4. Signage. A comprehensive code should be agreed as part of any planning approval to ensure that inappropriate and garish signage is not permitted.

5. Light pollution. The lighting should be conditioned such that it is not intrusive for local residents; 24 hour lighting should not be needed on this site.

I should add that the Stadium is guilty of bad faith in presenting a stand with a lower capacity at the consultation events, but submitting an application for a larger structure. This does nothing to build trust between the Rugby Club and the local community.

7.0 CONSULTATIONS RESPONSES:

7.1 Highways officers have objected to the proposal as the applicant has not submitted a travel plan or matchday management plan for the increased crowds and consequent additional parking pressures on match days and how the new turnstile position will impact on traffic flows on the narrow bridge on St Michaels Lane. The new turnstile position will also result in spectators walking through the car park between cars with no designated pedestrian route – details of how this will be managed should be included in the traffic management plan. The traffic management scheme should also include a ban on vehicle movements on the bridge on match days as pedestrians are likely to congregate near this position due to the siting of the turnstiles.

Additional match day parking traffic management should be proposed and shown on a plan. The applicant should revise the HCS Event Plan 24.09.10 and join in the quarterly meetings with the highways authority.

7.2 The applicant has provided a response to Highways officers comments detailing how the car park and bridge on St Michaels Lane are managed on match days. They have also asked that the matters relating to a matchday management plan and staff travel plan can be dealt with via planning condition to give them sufficient time to develop a robust and meaningful document given the level of involvement and consultation required.

7.3 Highways have responded to this by requesting that a matchday management plan, similar to that at the cricket ground and to include closing of the bridge pre- and post-match, is developed. They have also asked the applicant to consider closing St Michaels Lane after matches for a suitable time frame. Motorcycle and bin storage should be included on the plans but officers would be able to consider a condition to ensure the matchday management plan is completed prior to first occupation of the stand. Other conditions are recommended to cover disruption during demolition and construction, bin/ cycle/ motorcycle storage and the hard surfacing of the parking areas.

7.4 Environmental protection have recommended the need for planning conditions related to hours of work during demolition and construction, methods for suppressing dust, noise levels, details of the lighting scheme and operation of the tannoy system.

7.5 The design of the new stand has been scrutinised by City Development's Design Review Panel. The principal comment has been that the single storey concessions area needs greater presence. At present, it was felt that the building was of a more

domestic scale and didn't relate well to the stand behind it. Suggestions included increasing the height of the concessions area, adding a pavilion-style roof and looking at giving the building a more impressive appearance. Other minor points were noted including the need for improved soft landscaping, concern about glare from lighting and details of the glazing bars on the side elevations.

- 7.6 Access officers have raised concerns about the lack of any clear pedestrian route from the turnstiles to the entrance to the stand. They have also requested that the applicant indicate the level of disabled seating/ viewing spaces across the site as the provision within the new stand is sub-standard.
- 7.7 Landscape officers have indicated that the scheme fails to take opportunities to improve the green environment along the street frontage or to respond positively to the public right of way to the western boundary. Further tree planting to screen views of the parking area is required along with planting within the car park.
- 7.8 A public transport contribution is not required as taking into account the previous capacity of the stadium, level of current usage and level of impact on the public transport impact is negligible.
- 7.9 The travel plan team have also requested that the event plan is updated to include spectator travel to the rugby, including consideration of closing the railway bridge to assist in pedestrian safety. A travel plan should be developed to cover staff travel and focus on minimising single occupancy car journeys.
- 7.10 Sport England raise no objections to the proposal as the stand is ancillary to the main purpose of the site as a playing field and does not affect the pitch at the ground.

8.0 PLANNING POLICIES:

As required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 this application has to be determined in accordance with the Leeds Unitary Development Plan (Review 2006) unless material considerations indicate otherwise.

Development Plan:

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

GP5 - seeks to ensure that development proposals resolve detailed planning considerations, including amenity.

BD5 –all new buildings should be designed with consideration given to their amenity and that of their surroundings.

T2 – developments need to be adequately served by existing or proposed highways, capable of being served by public transport and have provision for safe and secure cycle use and parking.

T24 – parking provision requirements

N12 - development proposals should respect the main principles of good urban design

A4 - Refers to development and refurbishment proposals designed to ensure safe and secure environment

GP2 - Development on vacant sites where there is no specific allocation will be considered favourably in the context of other UDPR policies.

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 and replacement of lost protected planning pitch provision in the locality
N13 - Building design to be of high quality and have regard to the character and appearance of their surroundings.
N23 - Incidental open space around new built development.
LD1 - Criteria for landscape design.
SA2 - Encourages development in locations that will reduce the need for travel, promotes the use of public transport and other sustainable modes of transport.
SA6 - Seeks to encourage the provision of facilities for leisure activities and promote tourist visits to Leeds.
LT4 – encourages development of cultural and sporting facilities in sustainable locations

Relevant supplementary guidance:

Supplementary Planning Guidance provides a more detailed explanation of how strategic policies of the Unitary Development Plan can be practically implemented. The following SPGs are relevant and have been included in the Local Development Scheme, with the intention to retain these documents as 'guidance' for local planning purposes.

Street Design Guide
Neighbourhoods for Living
Headingley and Hyde Park Neighbourhood Design Statement

Government Planning Policy Guidance/Statements:

In addition to the principal elements of planning policy other advice contained in Planning Policy Guidance Notes and replacement national Planning Policy Statements (PPS) may be of relevance to the submitted proposal. This includes:-

PPS1: Delivering Sustainable Development (2005)

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.

9.0 MAIN ISSUES:

- 9.1 The principle of the development
- 9.2 Design, scale and massing, Landscape and character
- 9.3 Amenity issues
- 9.4 Highways considerations
- 9.5 Representations

10.0 APPRAISAL:

Principle of the redevelopment

10.1 The proposal is considered acceptable in principle and complies with the development plan. The site has a lawful use as a sports ground and the proposal is acceptable within this use and replaces the existing stand with a scheme accommodating similar numbers of fans but with improved facilities and design. It is considered the main issues of this application relate to the design, scale, massing, impact on the neighbouring properties and highway and pedestrian safety.

10.2 **Do Members have comments relating to the principle of the redevelopment of the south stand?**

Design, scale, massing, Landscape and character

10.3 Council policies positively encourage improvement and development of the stadium facilities. The current South Stand at the ground is antiquated and is not conducive to a major sporting arena of the 21st century. The proposal is considered a substantial improvement upon the existing spectator facilities that are provided at the club. 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.

10.4 The existing south stand is currently in a poor state of repair. The capacity has been reduced from 8,000 to 6,000 due to structural problems with the concrete base. The stand currently has restricted views for spectators as a result of the columns that hold the roof in position and due to the existing roof design and siting. In addition the external appearance of the current stand is visually poor within the street scene and is out of keeping with the style and appearance of new developments at the stadium complex, particularly those located along St Michael's Lane.

10.5 The issues relating to the strategic dimension of the proposal, the role of the rugby ground in moving 'Leeds up a League' and delivering on the aspirations of the Vision were discussed at pre-application stage as were comments relating to the condition of the current stand.

10.6 The design submitted with the application is in line with that considered at pre-application stage. The maximum height of the structure is reduced from that seen previously but capacity remains the same. As has been previously stated the submitted scheme is larger than that taken to public consultation following a number of representations which felt that the consultation scheme was not big or ambitious enough. Officers recommended that further consultation was undertaken following the amendments to this scheme but this has not been done.

10.7 The design essentially mimics that of the eastern Carnegie Stand with a monopitch roof with external supporting structure. The palette of materials also closely matches the nearby stand with low level brick work and higher level smooth white cladding. Clear panels will be used to the side elevations to reduce the visual impact of the building within the streetscene.

10.8 Currently the site presents a poor frontage to this part of St Michaels 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 current scheme seeks to address these issues and much time has been spent in discussion with landscape officers to try to improve the environment of the stand.

- 10.9 The current landscape scheme shows increased tree planting along the boundary with St Michaels Lane and the footpath to the west. Tree planting is also proposed within the parking area and adjacent to the turnstiles. Special consideration has been made to ensuring the tree planting is viable and that appropriate measures are taken to ensure the trees make a significant impact on the streetscene. Further discussions have taken place to secure further soft landscape improvements to include an enlarged planting bed to the western boundary of the car park, improved landscaping along the St Michaels Lane frontage and some visual softening of the turnstile area. The applicant has committed to looking in to these issues and it is hoped that a revised plan will be presented to Panel on 21st July.
- 10.10 The application has been discussed by the Design Review panel whose comments are detailed above. The applicant has been forwarded these comments and is in the process of formulating a response which it is hoped will be presented to Panel on 21st July.
- 10.11 **Members may wish to comment on the height and massing of the building. They may also wish to comment on the design and appearance of the stand in regard to the existing stand and the impact on the street scene.**

Amenity Considerations

- 10.12 The new stand is set back from the boundary with St Michaels Lane by approximately 7m which improves on the existing situation where the corner of the stand adjoins the boundary. While it is accepted that there is a small increase in height of 1.7m in the building at this corner, this is more than compensated for by the set back from the highway. The lighter weight feel to the design resulting from the clear side elevations and the monopitch 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.
- 10.13 Sectional drawings have been supplied which show the relationship between the new stadium and nearby residential properties. These clearly 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 approximately 7m 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 21m from the rear of the nearest house and is therefore unlikely to result in any significant loss of amenity.
- 10.14 Concern has been raised in relation to the impact of the new stand on overshadowing and loss of light to neighbouring properties. The applicant has produced 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.

- 10.15 The addition of turnstiles on the boundary of the site has raised a number of amenity related concerns with residents concerned about fans queuing to access the site. The applicant does not anticipate that there will be any significant increase in numbers of fans accessing the site at this point. A matchday management plan is to be developed in conjunction with LCC and in conjunction with the existing event plan for the stadium which will assess how this can best be managed. The applicant has made a commitment to commencing the process immediately although it is unlikely to be finished before the application date and would therefore need securing by condition.
- 10.16 Other amenity issues related to lighting, noise from tannoy systems and signage and raised within representations can be controlled via planning conditions. A response is being sought from Building Control for their comments on how the turnstiles will function.
- 10.17 **Members may wish to comment upon the relationship of the proposed stand to the neighbouring properties on St Michaels Lane and The Turnways**

Highways matters

- 10.18 Parking provision for the new stand is considered acceptable. The stadium is sited within an urban area and historically high levels of parking were not required. The proposal is no different in parking provision to the existing situation and while obviously not providing sufficient parking for all spectators using the stand, it is no worse than the current position. Parking is currently provided only for VIP ticket holders within the car park on match days and this would not change. The applicant will need to consider other spectators' parking needs within the matchday management plan.
- 10.19 The main highways issues are in relation to matchday management and the functionality of the new turnstiles on the site boundary. Currently turnstiles are situated on the edge of the South Stand. These allow access for ticket holders of the south stand only. There is also turnstile access for spectators to the western terrace from a separate turnstile at the western end of the stand. Once within the stand there is no exit from the stand to other parts of the stadium without a 'pass-out'.
- 10.20 The new turnstiles will bring the south stand area in to line with the rest of the stadium as regards access arrangements. Any ticket holder will be able to use the new turnstiles and then circulate round the stadium to their allocated stand where tickets are again checked. Current spectator movements have shown that the majority of fans will use the entry point closest to their stand and therefore the number of people using St Michaels Lane is not considered likely to significantly increase. This method of entry means that all spectators will have free access to circulate within the stadium and have use of the shop and refreshment facilities. The number of turnstiles provided on the boundary with St Michaels Lane are considered to ensure that no significant queuing takes place at the boundary and adequate space is provided for queuing spectators.
- 10.21 Concern has been raised about the conflict between pedestrians and vehicles in the car park area between the stand and St Michaels Lane. This is no different to the existing situation where fans cross the car park to the stand. The applicant has confirmed that the car park is shut from 1 hour before kick off. The car park is used by VIP ticket holders only and as their pre-match hospitality starts at 6pm the

shutting of the car park is not problematic. This information will need including in a match day management plan.

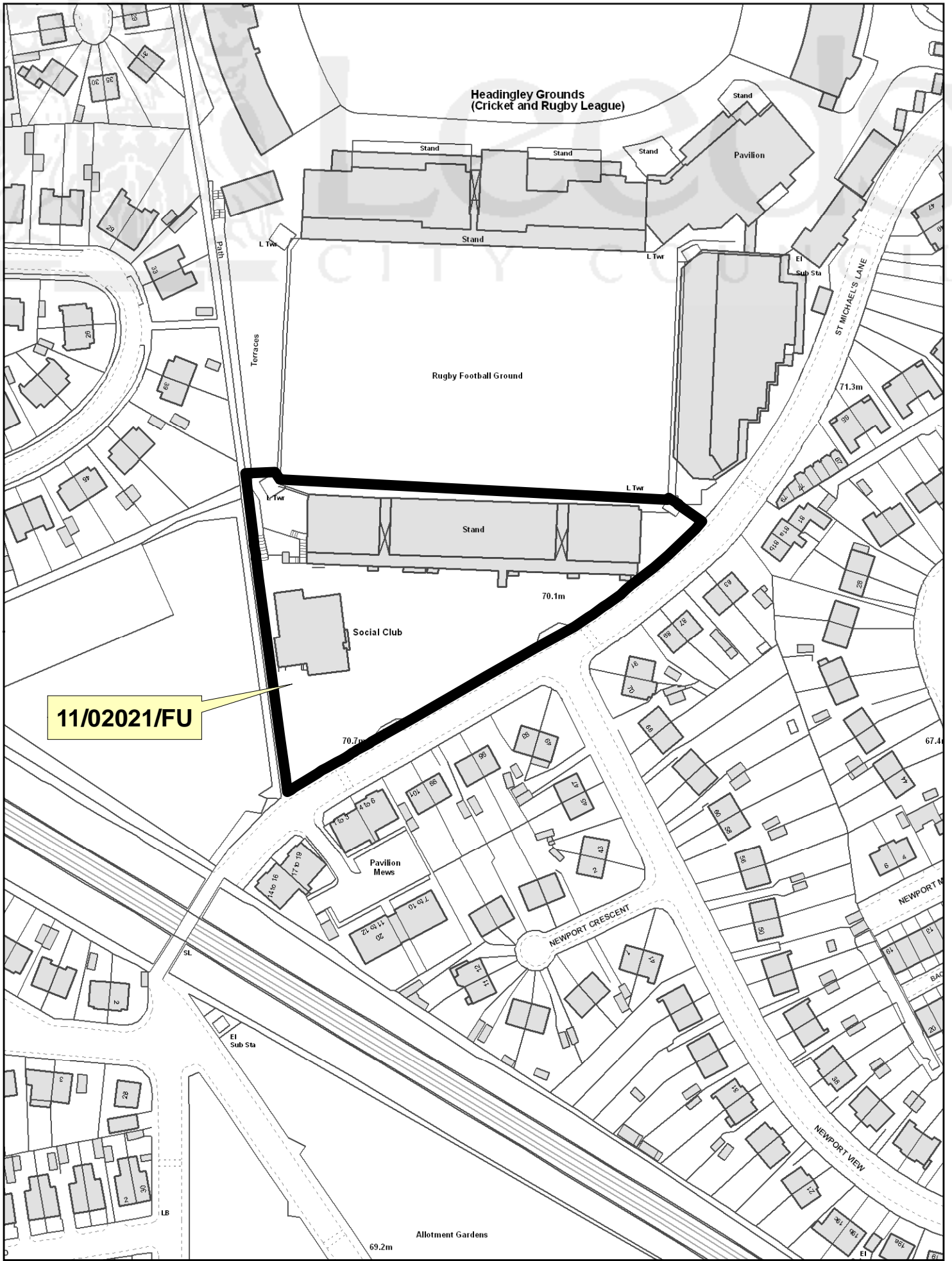
- 10.22 Outside the site, concern has been raised about safety and traffic movements on the single lane bridge on St Michaels Lane. The applicant has confirmed that the bridge is closed 20 minutes before kick-off until the start of the match and then closed again at the final whistle for 20/ 30 minutes depending on match numbers. Again, these details would be included in the matchday plan.
- 10.23 The applicant had asked if preparation of the matchday management plan could be commenced after determination. Following discussion, he has verbally confirmed that this will now be commenced immediately in conjunction with the existing Headingley Stadium Event Plan.

11.0 CONCLUSION:

- 11.1 On balance it is considered that the proposed replacement stand represents a significant visual improvement on the existing South Stand. However there are outstanding issues relating to soft landscaping, design and matchday management and highway safety which are still under discussion.
- 11.2 Members are requested to note the progress to date and are invited to comment on the main issues, in particular the principle of the development, design, scale, layout and impact on the character of the area, impact on residential amenity and highway safety.

Background Papers:

Application and history files.



11/02021/FU

EAST PLANS PANEL