



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 20th March 2014

Subject: Pre-application Presentation PREAPP/14/00200 Park and Ride facility and other uses on land off Pontefract Lane, Cross Green.

Applicant: Templegate Development Ltd and Leeds City Council

Electoral Wards Affected:

Burmantofts & Richmond Hill

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

This report is brought to Plans Panel for information and details of the pre-application proposal are to be presented to Members allowing them to consider and comment on the proposals at this stage.

1.0 INTRODUCTION:

1.1 This presentation is intended to inform and seek Members comments of emerging proposals within part of the Aire Valley Enterprise Zone.

2.0 SITE AND SURROUNDINGS:

2.1 The identified site comprises approximately 10.5ha and lies to the south of Pontefract Lane and to the west of Jct 45 of the M1 motorway. The site contains open pasture land and is generally flat with a slight slope across the site from south to north. The wider site was previously used for open cast mining as part of the former Waterloo Colliery site. Wyke Beck runs beyond the southern edge of the site. To the north of the site is the newly constructed East Leeds Link Road (Pontefract Lane) with open fields and the Temple Newsam estate beyond. Knostrop treatment works lies to the north-west with Cross Green industrial estate beyond.

2.2 The identified site forms part of a wider development site (Temple Green site) and lies within the Aire Valley Enterprise Zone. The Enterprise Zone provides a total of 142ha

of land on four sites suitable for a range of manufacturing, industrial low carbon and logistics uses and can provide employment space for 7,000 new jobs.

3.0 PROPOSAL:

- 3.1 The development proposal involves the remediation and re-grading of the identified site and the laying out of a 1,000 space Park and Ride facility. The layout plans are indicative at this stage but the Park and Ride facility is shown to be accessed via a new roundabout off the East Leeds Link Road (Pontefract Lane) and will include space for bus drop-off and pick-up, a passenger shelter (single storey), lighting and CCTV. The facility will have on-site staff during its operation and gates will secure closure of the site during the night. It is understood that the park and ride facility will provide a bus service frequency of every 15 minutes or better. In addition, new cycle and footway links are to be provided together with associated drainage and road infrastructure works.
- 3.2 Alongside these works, a petrol filling station and a number of car dealerships are proposed. Details of the appearance, layout, scale and landscaping of these other uses are not known at this stage and will be subject to future consideration but it is anticipated that four car dealerships will be provided (ranging from 7,000sqft-21,000sqft in area). The dealerships are likely to include showrooms and repair centres/ workshops with buildings up to 12m in height. The proposed petrol filling station is identified as likely to have an integral coffee shop. Together the Park and Ride facility and the other uses are described as Phase 1 within this report.
- 3.3 It is anticipated that any subsequent planning application will be submitted in hybrid form with the Park and Ride facility being detailed in full and all the other proposed uses being submitted in outline, with all matters reserved apart from access.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 The identified site forms part of a wider site of 84.7 hectares for which outline planning permission was granted (Ref:21/199/05/OT) on 24th May 2006 to erect warehouse and distribution development with car parking and landscaping. This application gives a 10 year time limit for the submission of outstanding reserved matters (i.e. May 2016) but an extension of time period application is currently under consideration (Ref: 10/05048/EXT) which seeks to extend the time for the submission of reserved matters (under this extant outline permission) until 2023. This application was agreed in principle at Plans Panel in September 2013.
- 4.2 In addition to these applications outline planning permission (Ref: 21/252/02/OT) was granted to layout access and erect industrial warehouse units on 24th May 2006. This extant permission covers 46.4 hectares of land located within the wider 84.7 hectare site excluding the sewage treatment works filter beds. Planning permission was also granted on 29th September 2011 for engineering works, including ground preparation works, formation of levels to development plot and provision of access and spine road with associated bridge (Ref:11/02133/FU).

5.0 PLANNING POLICIES:

- 5.1 The introduction of the National Planning Policy Framework (NPPF) has not changed the legal requirement that applications for planning permission must be determined in accordance with the Development Plan unless material considerations indicate otherwise. The policy guidance in Annex 1 to the NPPF is that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The closer the policies in the plan to the policies in the Framework, the greater the weight that may be given. All policies outlined below are considered to align fully with the NPPF.

- 5.2 The proposals will be considered in the context of both national planning policy and the Development Plan. The development plan currently comprises the adopted Leeds Unitary Development Plan (Review 2006) (UDP), policies as saved by directions of the Secretary of State, dated September 2007 and June 2009, the Natural Resources and Waste Local Plan, along with relevant supplementary planning guidance and documents and any material guidance contained in the emerging Local Development Framework (LDF).
- 5.3 Leeds Unitary Development Plan Review 2006:
 GP5: General planning considerations.
 GP9: Community Involvement.
 GP11/GP12: Sustainable development.
 N12/ N13: Urban design principles.
 N23/ N25/ N26: Landscape design and boundary treatment.
 N39a: Sustainable drainage.
 T1: Investment in transport improvements.
 T2 (b, c, d): Accessibility issues.
 T5: Consideration of pedestrian and cyclists needs.
 T7/T7A: Cycle routes and parking.
 T16: Criteria to assess park and ride facilities.
 E7: Loss of employment land.
- 5.4 It is noted the Leeds UDP Section 6.4.16 states '*Encouragement to the establishment of Park & Ride facilities is an important part of the WYLTP. ...they offer significant scope to reduce the growth in car usage, particularly of car commuting into the City Centre. Park & Ride facilities could be developed in association with each of the modes of public transport*'.
- 5.5 The current proposals are also viewed in context with UDP Policy CCP2 which currently limits the supply of temporary commuter car parking on 'cleared sites'. Over time the supply of parking in the city centre will reduce as existing 'cleared site' car parks are redeveloped. Park & Ride sites provide a sustainable solution to offset this reduction in city centre parking and at the same time reducing congestion on routes into the city centre.
- 5.6 Supplementary Planning Guidance / Documents:
 SPG22 Sustainable Urban Drainage (adopted).
 SPD Street Design Guide (adopted).
 SPD Sustainable Design and Construction (adopted).
- 5.7 National Planning Policy Framework:
 The National Planning Policy Framework (NPPF) includes policy guidance on sustainable development, economic growth, transport, design, enhancing the natural and historic environment, minerals extraction and climate change. The Framework advocates a presumption in favour of sustainable economic development to deliver homes, business and industrial units, infrastructure and thriving local places. However, this should be achieved through encouraging effective use of land (including not sterilising mineral resources) with high quality design and a good standard of amenity for all existing and future occupants.
- 5.8 Core Strategy
 The Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. On 26th April 2013 the Council submitted the Publication Draft Core Strategy to the Secretary of

State for examination and an Inspector was appointed. Examination commenced in October 2013. As the Council has submitted the Publication Draft Core Strategy for independent examination some weight can now be attached to the document and its contents.

General Policy: The Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework;

Spatial Policy 4: Regeneration priority programme areas, including Aire Valley. Priority will be given to developments that improve ... access to employment and skills development, enhance green infrastructure and greenspace, upgrade the local business environment...;

Spatial Policy 8: A competitive local economy will be supported through seeking to improve accessibility to employment opportunities by public transport, walking and cycling across the district and especially in relation to job opportunities in the Aire Valley Leeds.

Spatial Policy 11: The delivery of an integrated transport strategy including a range of infrastructure improvements (e.g. park and ride facility) to be supported.

Spatial Policy 13: Strategic Green Infrastructure.

Policy EC1: General employment land will be identified, in the first instance, to meet the identified need for land to accommodate research and development, industry, warehousing and waste uses over the plan period.

Policy EC3: Safeguarding existing employment land and industrial areas.

Policy G1: Green Infrastructure Network.

Policy P10: New development for buildings and spaces, and alterations to existing, should ... provide good design that is appropriate to its location, scale and function;

Policy P12: The character, quality and biodiversity of Leeds' townscapes and landscapes, including their historical and cultural significance, will be conserved and enhanced to protect their distinctiveness through stewardship and the planning process;

Policy T1: Transport management.

Policy T2: New development should be located in accessible locations that are adequately served by existing or programmed highways, by public transport and with safe and secure access for pedestrians, cyclists and people with impaired mobility.

Policy EN5: Managing flood risk.

6.0 MATTERS TO CONSIDER

Relevant background to the pre-application proposal:

- 6.1 As can be seen in para. 4.1 of this report the wider Temple Green site benefits from sizable extant outline planning permissions for industrial warehouse (B2 and B8) development.
- 6.2 The site has a history of coal mine working and whilst the ground conditions at Temple Green are not complex there has been previous extensive deep open cast coal mining. The applicant has advised that these abnormal ground conditions have presented a huge barrier to development with bank funding not currently available for land remediation projects of this nature or indeed for speculative development. Furthermore, and in specific reference to the area of the Temple Green site subject to this pre-application proposal, it is understood that the site's ground conditions restrict the ability for the land to support large scale structures.
- 6.3 The site requires ground remediation works to enable redevelopment, a dual carriageway access road and also a bridge over Wyke Beck in order to open up the

development plots within the wider area to the south. It is reported by the applicant that the combination of the scale of these costs and the commercial risk this represents has to date frustrated any attempts to redevelop the wider site. To date, no reserved matters applications have been received to advance any detailed industrial warehouse proposals across the site which suggests there are difficulties in bringing forward development on the site.

- 6.4 The ground preparation and remediation works for the proposed Park and Ride facility and other uses (Phase 1- (10ha on the submitted plan)) is intended to be funded by a capital grant awarded from DCLG which is to be made available to help build momentum within the Enterprise Zone and accelerate delivery to help support further investment and growth. On receipt of the grant, and subject to planning permission, works are to be completed by April 2015 with the capital receipts from the sale of plots being consolidated and utilised to fund the ground and infrastructure works on future phases across the Temple Green site.
- 6.5 The capital grant from DCLG would facilitate the remediation of the phase 1 land which will result in the Park and Ride plot being sold as a serviced site to Leeds City Council to create a 1,000 space car park and transport interchange hub. This would leverage funds to Leeds City Council from The Local Transport Plan Fund and Metro who would then provide funding assistance for the purchase and development of the actual Park and Ride facility.
- 6.6 In recognition of the tight funding timescale, feedback on this pre-application proposal is viewed as being important to provide a degree of certainty in the delivery of development from the investment in upfront infrastructure, services and ground preparation works which will then attract occupiers. The park and ride and other uses proposal (Phase 1) has the potential to act as a catalyst to the development of future and it is hoped will open up Phase 2 and beyond for development on a commercially profitable basis and fund future development phases.
- 6.7 Developing Park & Ride in Leeds has been identified as an essential component of managing traffic and travel in the city. The development of the park and ride strategy will occur in several stages including the capacity expected from the NGT scheme and on-going developments by Metro and rail operators at rail stations.
- 6.8 The Aire Valley Park & Ride is a key scheme for the Enterprise Zone and Leeds City Council for the following reasons:
 - i) A network of Park & Ride sites is a key element of the city transport strategy as set out in the emerging LDF Core Strategy, West Yorkshire Local Transport Plan (LTP3) and associated Leeds Local Implementation Plan. P&R provides sustainable transport options and parking capacity for the growth in the city centre.
 - ii) Park & Ride in the Enterprise Zone will anchor high quality public transport at an early stage in development of the Aire Valley and deliver a step change in transport provision to the area. The high quality, high frequency bus service associated with the park and ride site will encourage a higher public transport mode share and therefore reduce existing and future development vehicle trips, reducing congestion and delivering sustainable transport for the city. The public transport provision will ensure the full potential of the Temple Green site and the wider Enterprise Zone can be met.

- iii) The scheme has a strong business case and modelling work undertaken for the WY+TF shows the transport benefits unlock over 250 jobs in the city centre at a GVA of over £20m. These benefits occur by improving the connectivity and reducing the cost of travel to areas to the east of Leeds.
- iv) Additional jobs and GVA benefits will occur in the Enterprise Zone, in part from the transport benefits for new employees, and also the financial and infrastructure contribution the site brings in opening up the Temple Green site for further development.
- v) The proposed site located centrally within the Enterprise Zone with access via Bellwood Roundabout is ideally suited to intercept traffic heading toward Leeds city centre before it experiences any significant congestion.
- vi) The combination of Park & Ride demand for journeys to the city centre and trips to the Enterprise Zone developments provides a substantial customer base which will support a high frequency bus service on a commercial basis with little or no upfront revenue subsidy requirement.
- vii) Accessibility to employment across the Aire Valley is improved for those employees without access to a car, this in turn increases the potential range of employees available for recruitment to employers in the Enterprise Zone.
- viii) Provision of a new high frequency service offers the opportunity to serve the existing Cross Green employment area with this service. This also provides options to reconfigure the existing bus services to better serve the residential areas of Cross Green and Richmond Hill.
- ix) The Park & Ride site would attract business rates which can be recycled via the LEP for other projects to encourage economic growth in EZ and across the City Region.

Principle of development

- 6.9 The identified pre-application site is located within a much wider area of land allocated as a key employment site under saved Policies E4 and E8 of the Unitary Development Plan (Review 2006). Key employment sites are identified to provide the full range of employment uses, considered to be B1(b), B1(c), B2 and B8 uses at out of centre locations such as the Temple Green site. The proposed uses detailed within this pre-application proposal are not consistent with the UDP allocation but are proposed as enabling development to support a wider development for industrial and distribution uses as approved under extant outline planning permissions (21/252/02/OT and 21/199/05/OT). The merits of this approach are considered in more detail below.
- 6.10 The draft Core Strategy identifies a Park and Ride facility at Junction 45 (of M1 motorway) as one of the key elements of the Leeds Transport Strategy. Whilst the Core Strategy is not site specific, the priority is to identify a site which would be attractive to use for commuters travelling into the city centre from the east via the motorway network which can be delivered in the short term.
- 6.11 The proposed site offers a prominent location just off the East Leeds Link Road which incorporates a lane in each direction reserved for public transport and high occupancy vehicles and offers the opportunity to provide direct and fast bus services into the city centre. The site is located within the Aire Valley Enterprise Zone and funding has been secured for the early delivery of the park and ride and the first phase of the

spine road serving the wider Temple Green site. An additional benefit of the site location is that it provides the basis for creating a public transport hub which incorporates two way services serving future development sites in the area offering an alternative to travel to work by car. This can provide the basis for bus service connections from the less well-off communities in parts of east Leeds and, in the longer term, from south Leeds providing improved access to future job opportunities. It is therefore considered that the Park & Ride element is consistent with the draft Core Strategy.

- 6.12 It is recognised that the proposed petrol filling station is a use which could be viewed as being complementary to the park and ride facility and it is noted that it is likely to include an integral coffee shop which could be used by park and ride patrons. Whilst no details are available on whether the petrol filling station incorporates a shop it is considered important that the scale of any services it provides remain ancillary such that they do not create a destination in their own right. Such controls could be achieved by the use of conditions.
- 6.13 The four other sites identified within this pre-application proposal are intended to be occupied by car dealerships which are often found in industrial estates and similar commercial/ industrial areas. The dealership uses are advanced on the basis they generate funding so would be part of enabling development to allow the later phases of the scheme to be developed and the ground conditions do not allow the construction of large floorplate industrial or distribution units on this part of the Temple Green site. In light of the enabling nature of the proposed uses it is considered necessary to link the development proposal with the existing industrial permission to ensure the delivery of later phases.
- 6.14 It is recognised that this pre-application proposal is located on part of a larger site that has extant outline permission for industrial warehouse development. The outline permission has all matters reserved and whilst there are restrictive planning conditions on the permitted B2/B8 uses it is considered that this pre-application proposal would not prevent their future implementation.
- 6.15 Overall, it is considered that these new uses could be accepted within the context of the wider Aire Valley Enterprise Zone and could sit side-by-side with the industrial mix of uses permitted on the remainder of the site.

1. In light of the above background information and planning policy considerations are Members supportive of the principle of the park and ride facility and other uses proposed at this key employment site?

Layout and design considerations

- 6.16 The indicative layout shows the park and ride facility being accessed via a new roundabout off Pontefract Lane. The facility will be positioned behind the car dealerships and the petrol filling station sites and whilst it is recognised that the layout and appearance of these elements are subject for future consideration they are shown to occupy the principal road frontages.
- 6.17 The permitted industrial uses at this site are likely to have involved large scale buildings which would have been set behind substantial planting buffers along Pontefract Lane and the site's proposed spine road. Aspirations to create key landscaped corridors along these visually prominent road frontages as part of the Green Infrastructure Network are considered important in order to provide a high quality development befitting this site's gateway location to the City and Aire Valley when approached from the motorway. Having regard to these factors, it is anticipated

that any future operator of the proposed car dealerships/ petrol filling station would expect a roadside presence which could conflict with these strategic landscape aims and the desire to achieve high quality development.

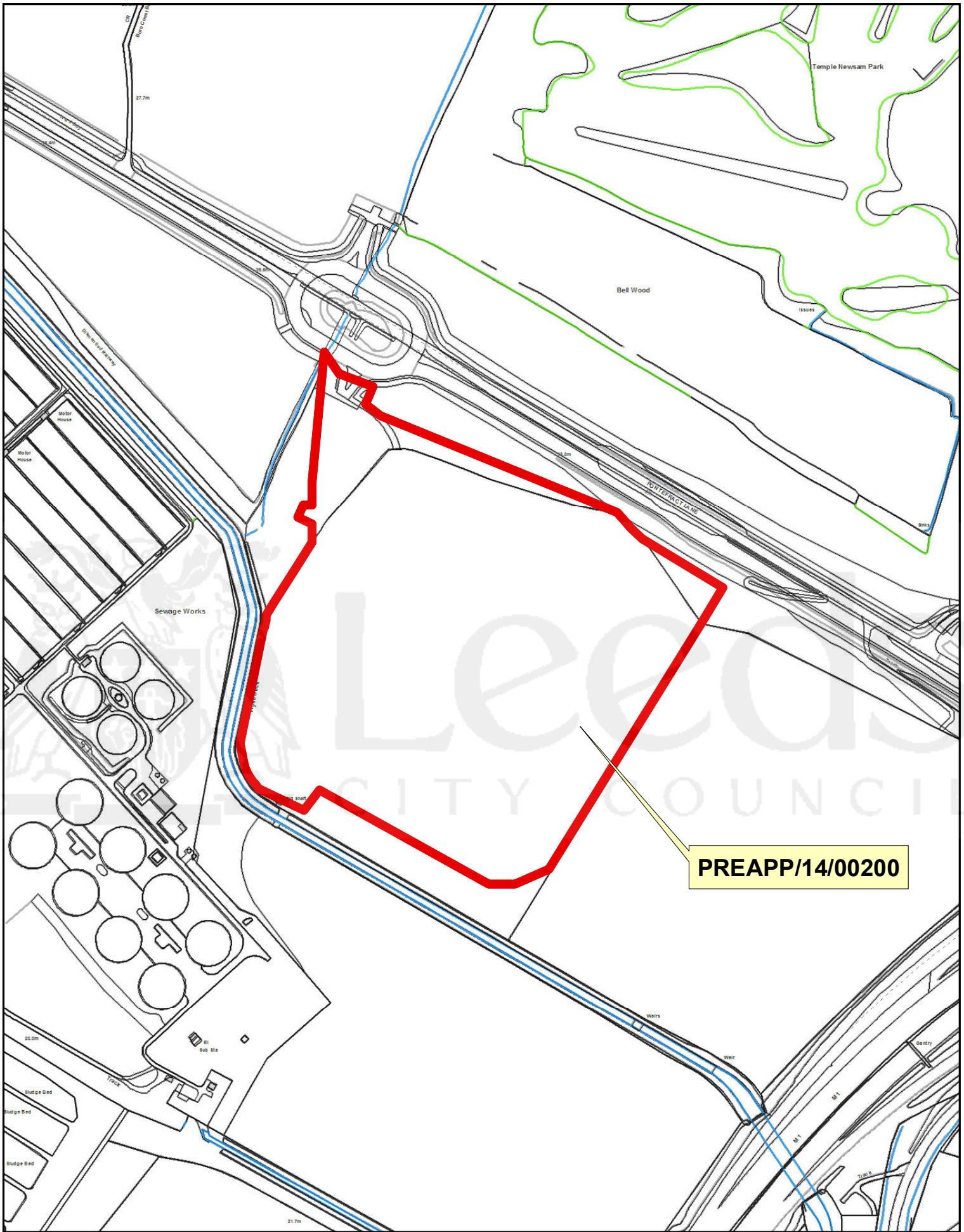
2. Do Members have any comments on the layout of the proposals as detailed in the indicative layout plan?

7.0 CONCLUSION

7.1 Members are asked to note the contents of the report and the presentation and are invited to provide feedback on the questions and issues outlined above, summarised below:

1. **In light of the above background information and planning policy considerations are Members supportive of the principle of the park and ride facility and other uses proposed at this key employment site?**
2. **Do Members have any comments on the layout of the proposals as detailed in the indicative layout plan?**
3. **Are there any other comments that Members wish to make?**

Background Papers:
PREAPP/14/00200



PREAPP/14/00200

CITY PLANS PANEL

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