



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 18th September 2014

Subject: 14/04341/FU Hybrid application for full details for the development of a park and ride facility and associated infrastructure and outline permission for car dealerships and a petrol filling station on land at Temple Green, East Leeds Link Road, Cross Green.

14/03870/RM Reserved Matters approval for the means of access to Phase 1, landscaping details and associated foul pumping station and electricity sub-station at Temple Green, East Leeds Link Road, Cross Green.

APPLICANT

Aire Valley Land LLP

DATE VALID

2nd July 2014 (14/03870/RM)
23rd July 2014 (14/04341/FU)

TARGET DATE

1st October 2014
22nd October 2014

Electoral Wards Affected:

Burmantofts & Richmond Hill

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: DEFER AND DELEGATE both applications for approval to Chief Planning Officer subject to the conditions specified and any others considered necessary, the receipt of comments and resolution of any issues raised by the Highways Agency and the satisfactory resolution of the proposed route of the access road and its impact on biodiversity.

Planning Application Ref: 14/04341/FU

Conditions relevant to the full planning application for the Park and Ride facility:

1. Time limit on full permission
2. In accordance to approved plans
3. Area used by vehicles to be laid out
4. Details of the proposed site levels

5. Full details of car parking layout
6. Details of off-site pedestrian and cycle crossing facilities on ELLR and internal spine road.
7. Details of a car park management plan
8. Details of ancillary structures and facilities (incl. terminal building, CCTV cameras, shelters, cycle storage facilities, ticket machines etc).
9. Details of scheme to direct traffic entering site.
10. Minimum bus frequency (15mins)
11. Details of employment and training initiatives
12. Submission and implementation of landscape details
13. Details of landscape management
14. Details of surface water drainage
15. Submission of a site investigation report
16. Submission of amendments to remediation statement
17. Submission of a verification report

Conditions relevant to the outline application for car dealerships and a petrol filling station:

1. Time Limit on Outline Approval (3yrs)
2. Submission and approval of reserved matters covering layout, appearance, scale and landscaping
3. In accordance with approved plans
4. Details of external materials
5. Details of boundary treatments
6. Area used by vehicles to be laid out
7. Details of parking layout
8. Details of cycle parking provision
9. Details of bin storage facilities
10. Restriction of total gross floorspace of car showroom uses
11. Restriction on the installation of signage along ELLR frontage
12. Submission and implementation of landscape details
13. Details of employment and training initiatives
14. Details of landscape management
15. Details of surface water drainage
16. Details of bat roosting and bird nesting measures
17. Restriction of retail floorspace of petrol filling station (120sqm)
18. Submission of a site investigation report
19. Submission of amendments to remediation statement
20. Submission of a verification report

Planning Application Ref: 14/03870/RM

Conditions relevant to the reserve matters application for the road access:

1. Laying out access in accordance with approved plans and specifications

Full wording of the above conditions to be delegated to the Chief Planning Officer, including any revisions and additional conditions as may be required.

1.0 INTRODUCTION:

- 1.1 The above applications are presented to Plans Panel as a major development with the application for the park and ride facility and other uses representing a departure from the City Council's adopted Unitary Development Plan. The two applications are

closely related and form the development proposal so for the purposes of this report they are combined.

- 1.2 Planning application Ref:14/04341/FU is submitted in hybrid form with the proposed 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. Planning Application 14/03870/RM is a reserved matters application detailing the road access and associated infrastructure to serve the park and ride and other uses and form the main entrance to the wider Temple Green development site.
- 1.3 The initial proposals of the above scheme were presented to Plans Panel in the 20th March 2014 meeting as part of a pre-application presentation. At that meeting support for the principle was generally expressed and the more detailed comments are set out in section 5 of this report.

2.0 SITE AND SURROUNDINGS:

- 2.1 The application site comprises approximately 10.5ha and lie to the south of the East Leeds Link Road (ELLR) 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 and is canalised. To the north of the site is the newly constructed ELLR with open fields and the Temple Newsam estate beyond. Knostrop treatment works lies to the 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 Full planning permission is sought for the laying out of a Park and Ride facility. The facility is to be accessed via a new access road and roundabout off the ELLR (as detailed within reserved matters application Ref: 14/03870/RM) and have two points of access. The facility will have capacity for up to 1,000 vehicles and include an area for bus drop-off and pick-up with associated passenger shelters, a small terminal building and cycle storage facilities. The design approach is based on the recently opened facility at Elland Road. The disabled parking spaces will be located to the northern side of the car park, adjacent to these facilities. The facility will be provided with CCTV and have on-site staff during its operation and gates will secure closure of the site during the night. The perimeter of the car park area is to be landscaped with pockets of tree and shrub planting interspersed within the rows of parking bays.
- 3.2 The park and ride facility will be operated in partnership with Metro and is intended to provide a bus service frequency of every 15 minutes or better from the site to the city centre (to stops on Boar Lane/ Corn Exchange). It is to be noted however that the route and stop details are provisional at present and will be subject to future agreement between the West Yorkshire Combined Authority and the bus operator.
- 3.3 Alongside the above proposal works, outline planning permission is sought for a petrol filling station and a number of car dealerships. The dealerships and filling station are to be located to the north and west of the park and ride facility and front onto the new access road and the ELLR. Details of the appearance, layout, scale and landscaping of these other uses are not known at this stage and the details will be subject to future consideration but it is anticipated that four car dealerships will be provided (ranging

from 650sqm-1950sqm in area). The car 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. The site also indicatively shows attenuation storage to the south-west of the park and ride facility. Together the park and ride facility and the other uses are described as Phase 1 within this report.

- 3.4 In addition to the above proposals (detailed in planning application Ref: 14/04341/FU), reserved matters approval is sought in respect of the construction of the vehicular access serving Phase 1 of the development. The scheme comprises a continuation of an existing road spur off the southern side of Bellwood Roundabout (ELLR) to facilitate access to future uses on the site (a park and ride facility and other uses). The formation of the road will include a new roundabout (70m into the site) with an access road running west to east and a section of road extending southwards which roughly follows the route of the Wyke Beck. The proposed road includes landscaping to its fringes with tree and hedge planting. The access road will have a shared pedestrian/ cycle route along one side at a width of 3m with 2m footways provided to the other side. Associated works involving the installation of a foul pumping station and an electricity sub-station are also included.

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). This permission was granted an extension of time in which to implement the permission on 18th June 2014 (Ref: 10/05048/EXT- which in effect extended 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).
- 4.3 14/03751/COND Condition discharge application seeking discharge of conditions covering details of boundary treatments; foul and surface water disposal; no ground clearance; and, contaminated land reports specifically relevant to the new access roads serving Phase 1. This application is currently pending consideration.

5.0 HISTORY OF NEGOTIATIONS

- 5.1 The applicant sought pre-application advice prior to submission of the formal planning application and the pre-application was presented to Plans Panel on 20th March 2014 and Panel Members carried out a site visit prior to the meeting.
- 5.2 At the Plans Panel meeting Panel Members were in support of the principle of development but considered visual quality was important, in terms of building appearance and structure planting along frontages; that the park and ride site is enclosed by perimeter planting (i.e. well screened); any s106 agreement to include employment and training clauses. A copy of the minutes of the Panel meeting are appended to the back of this report.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 1 site notice display (as a major) posted dated 25th July 2014 in respect of the reserved matters application (Ref: 14/03870/RM). 3 site notice displays (advertised as a major development which is a departure) posted dated 8th August 2014 and publicised in the Yorkshire Evening Post on 21st August 2014 in respect of the hybrid application (Ref: 14/04341/FU).
- 6.2 The publicity period expired on 11th September 2014 and 1 letter of representation was received registering objection to the park and ride scheme based on the following summarised grounds:
- Concerned about safe operation of multi-use site proposal- visibility splay not indicated; absence of drawing showing comparative change of existing stub road to dual carriageway; proposal fails to show how it will cope with range of vehicles, entering onto the ELLR.
 - No justification for other land uses (petrol filling station, car dealerships).
 - Requirement for full details of the dimensions (of park and ride).
 - Design of buildings too basic; absence of disabled toilets; no indoor waiting areas; no details of pay machines; no details of down-lighting scheme; convoluted pedestrian routes across site; no CCTV cameras shown.

7.0 CONSULTATIONS RESPONSES:

Statutory:

Coal Authority: No objection.

Environment Agency: No objection.

Highways Agency: *Comments awaited.*

Non Statutory:

Metro: *Comments awaited.*

Yorkshire Water: No objection, subject to suggested conditions.

Highways: No objections, subject to suggested conditions.

Flood Risk Management: No objection subject to suggested conditions.

SDU (Nature Conservation): Insufficient bio-diversity buffer alongside the Wyke Beck; separation of beck and attenuation pond by road reduces biodiversity value; recommend re-alignment of road northwards.

Leeds Civic Trust: Support the principle of development but made the following comments.

- Support principle of purpose built park and ride sites served by dedicated rail or bus services to the city centre/ destinations which could sensibly be served from that location.
- Location on East Leeds Link Road has potential to capture drivers coming from east but it will only succeed if travel times by bus are faster than by car and parking provision in city centre is severely restricted/ expensive.
- Need for dedicated high speed and frequent bus service to locations people wish to reach/ timetables to reflect today's extended working hours.

- Provision made to divert/extend buses to the site to serve other parts of the city centre, or destinations beyond.
- Need for high quality support facilities at the park and ride site (e.g. toilets, waiting rooms, café outlet etc.)
- Bus routes into and out of site should be separated from private cars- give priority to buses at junctions.
- Care needed on design of the commercial buildings alongside the park and ride.

8.0 PLANNING POLICIES:

- 8.1 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.
- 8.2 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).
- 8.3 Leeds Unitary Development Plan Review 2006
The following policies contained within the UDP Review (2006) are considered to be of relevance to this development proposal:
- | | |
|----------------|---|
| 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. |
| E4: | Land allocated for employment uses. |
| E7: | Loss of employment land. |
| E8: | Land identified as a key employment site. |
| R1: | Identified area for regeneration initiatives (e.g. AAP) |
- 8.4 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*'.
- 8.5 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.

- 8.6 Supplementary Planning Guidance / Documents:
SPG22 Sustainable Urban Drainage (adopted).
SPD Street Design Guide (adopted).
SPD Sustainable Design and Construction (adopted).

8.7 Core Strategy

The development plan consists of the adopted Leeds Unitary Development Plan (Review 2006) (UDP) and the adopted Natural Resources and Waste DPD (2013). The Local Development Framework will eventually replace the UDP and the draft Core Strategy has had some weight in decision taking since it was published in 2012 but it is now considered to have significant weight for the following reasons:

The NPPF states that decision-takers may give weight to policies in emerging plans according to:

i) The stage of preparation

- On 12th June 2014 the Council received the last set of Main Modifications from the Core Strategy Inspector, which he considers are necessary to make the Core Strategy sound. These have been published for a six week consultation between the 16th June and 25th July 2014. The Council has recently received the Inspector's report stating that it is sound subject to the agreed modifications. The Plan is therefore at the most advanced stage it can be prior to adoption by the Council.

ii) The extent to which there are unresolved objections

- No further modifications are proposed and the Plan is considered "sound"

iii) The degree of consistency with the NPPF

- In preparing his main modifications the Inspector has brought the Plan in line with the NPPF where he considers that this is necessary. The Plan as modified is therefore fully consistent with the NPPF.

The Core Strategy Inspector's Report has been received and confirms that the Council's policies, submitted to the Secretary of State in early 2013, are sound with some modifications.

The following policies contained within the Core Strategy are considered to be of relevance to this development proposal:

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.

8.8 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.

9.0 MAIN ISSUES

1. **Background information relevant to these application proposals**
2. **Principle of development**
3. **Impact on visual amenity**
4. **Highways implications**
5. **Other matters**

10.0 APPRAISAL

Background information relevant to these application proposals:

- 10.1 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.
- 10.2 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 application proposal, it is understood that the site's ground conditions restrict the ability for the land to support large scale structures.
- 10.3 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.

- 10.4 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 (£5.1m) 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.
- 10.5 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.
- 10.6 In recognition of the tight funding timescale, the swift determination of this application proposal is viewed as being critically important in the delivery of development at the Temple Green site to secure grant 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 future development which it is hoped will open up Phase 2 (and beyond) for development on a commercially profitable basis and fund future development phases.
- 10.7 Developing park and 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 New Generation Transport scheme and on-going developments by Metro and rail operators at rail stations.
- 10.8 The Aire Valley park and ride is a key scheme for the Enterprise Zone and Leeds City Council for the following reasons:
 - i) A network of park and 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. Park and ride provides sustainable transport options and parking capacity for the growth in the city centre.
 - ii) Park and 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 and 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 and ride site would attract business rates which can be recycled via the LEP for other projects to encourage economic growth in Enterprise Zone and across the City Region.

Principle of development

- 10.9 The 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 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.
- 10.10 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.
- 10.11 The proposed site offers a prominent location just off the ELLR 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 and ride element is consistent with the draft Core Strategy.

- 10.12 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 a condition.
- 10.13 The four other sites identified within this 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.
- 10.14 It is recognised that this 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 the application proposal would not prevent their future implementation.
- 10.15 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.
- 10.16 Although this application has been advertised as a departure to the development plan, the scale, nature and details of the proposal are not considered to represent a significant departure that would require referral to the Secretary of State.

Impact on visual amenity

- 10.17 The proposed site layout of Phase 1 shows the park and ride facility to be positioned behind the car dealerships and petrol filling station site which, shown indicatively, occupy the principal frontages along the site access road and the ELLR. 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. It is however recognised that the detailed site layout and appearance of those other proposed outline uses are subject for future consideration whereby opportunities to achieve high quality landscaping to the visually prominent frontages and between individual plots can be detailed.
- 10.18 The proposed access road into the site will be set within a landscaped corridor comprising grass verge, trees and hedges to provide a visually attractive entrance into the Temple Green development site which is to be maintained into Phase 1.

10.19 The park and ride facility will be largely hard surfaced with formally laid out spaces but will benefit from good sized areas of perimeter landscaping that border the facility which will help screen views of the car parking area. Tree planting is proposed within the car park which will add visual interest and help up break up the large expanse of hardstanding. The associated buildings to support the park and ride function are relatively small scale in nature and are not considered to be visually intrusive. Details of the ancillary structures are still to be finalised and it is considered that these details and others such as the lighting, CCTV and landscaping could be appropriately dealt with by planning condition. Overall, it is considered that the proposed park and ride layout strikes a good balance between providing a level parking provision within a landscaped setting that will contribute positively to the visual appearance of the site.

Highway implications

10.20 A transport assessment accompanied the submitted proposal and has considered existing traffic flows, traffic generation associated with the park and ride and other uses and the impacts on nearby roads (ELLR) and junctions (jct 45 of M1) that will be potentially affected. Regard has also been given to the traffic impacts of the proposal when compared to the extant outline planning permission at the site. In respect of the park and ride facility, this would not generate new traffic as such but attract traffic travelling to the city centre, reducing traffic within the centre's roads and provide a more sustainable mode of transport.

10.21 The proposal incorporates a new vehicular access from the existing southern spur of the Bellwood roundabout, off the ELLR. The access road will provide a two lane carriageway to be constructed to adoptable standards with required visibility splays being provided and has been designed to cater for future phases of development at the wider Temple Green site.

10.22 To the northern side of the adjacent ELLR runs a shared pedestrian and cycle route which forms part of a strategic network. To ensure pedestrian and cycle connectivity is achieved through the Temple Green the proposal includes the installation of a pedestrian and cycle crossing (toucan crossing) on the ELLR, located to the west of the Bellwood roundabout. In addition, a pedestrian and cycle crossing facility is also to be formed within the site (to the south of the Bellwood roundabout) and these will link in with a shared pedestrian and cycle route that aligns the eastern side of the carriageway to ensure good safe access can be achieved to this phase and future phases within Temple Green.

10.23 The park and ride facility will provide for disabled parking and this is to be located in close proximity to the bus pick up and drop off areas with cycle parking facilities similarly located in convenient places near to the proposed passenger shelters.

10.24 Overall, no objections have been received from the LCC Highways Authority and it is consequently considered that this proposal is not harmful to highway safety. The comments of the Highways Agency are awaited and whilst no issues are anticipated a recommendation is made subject to the receipt of their comments and any issues raised being resolved satisfactorily.

Other matters

10.25 The southern leg of the proposed access road runs roughly alongside a canalised section of the Wyke Beck. Under the extant planning permission 10/05048/EXT (that covers the whole Temple Green site) a condition was imposed to secure a scheme to re-naturalise the beck, through the creation of meanders, and the Nature Conservation officer has expressed concern about the close proximity of the proposed access road to the beck. In the absence of any feasibility study to demonstrate how

such a scheme could be achieved alongside the proposed access road route there remains some concern that the proposal could compromise the opportunity to provide the level of bio-diversity enhancements that were originally anticipated at outline stage. For this reason the recommendation to defer and delegate is advanced so that further exploration of this issue can be done to ensure a satisfactory solution.

- 10.26 The majority of the application site is located within Flood Zone 1 and flood risk from the proposal is considered to be low. The proposed drainage strategy seeks to restrict surface water run-off with attenuation storage to be provided on site. Conditions to secure the final design details can deal with these matters. In respect of foul water disposal, a pumping station is proposed to transport waste from the site to the sewer located in the ELLR and Yorkshire Water raise no objections to such arrangements.
- 10.27 The application site is located to the east of the Knostrop water treatment works and other heavy industry firms located within Cross Green Industrial estate. The relative proximity of the application site has the potential to generate amenity impacts (e.g. odours) from those nearby industrial operations and this was a situation Panel Members remarked on at pre-application stage. Nevertheless, the provision of a park and ride facility within the Aire Valley Enterprise Zone is an important component to managing traffic and travel in the city and in attracting future development investment in this area, off the ELLR. The wider extant outline planning permission at the Temple Green site also incorporates the re-development of part of the Yorkshire Water site immediately to the west of these proposals. Nevertheless, it is considered that, on balance, the delivery of the park and ride facility and the adjacent enabling outline uses to provide a catalyst for the future build out of the wider Temple Green site are significant outweighing factors.
- 10.28 By virtue of the scale and nature of the development proposal provisions are to be made to secure employment and training initiatives to promote employment opportunities for local people during construction works and within the future development.
- 10.29 In respect of land contamination matters, officers are content for the development to progress although request the submission of a further site investigation report. This additional work can be adequately secured through appropriate planning conditions.

11.0 CONCLUSION

- 11.1 The proposed development is considered to make a positive contribution to the delivery of sustainable development. The proposal will represent the first phase of development on the Temple Green site and is expected to be a catalyst for further investment and the build out of further commercial floorspace to future phases at the site leading to job creation within the Aire Valley Enterprise Zone. Allied to this, the park and ride element forms an essential component of the City Council's wider transport strategy to manage traffic and travel in the city. Therefore, the proposed development is considered acceptable in principle.
- 11.2 The design and layout of the proposed park and ride is considered to provide a visually attractive setting for the facility with opportunities to deliver high quality landscaping provision along the principal road frontages of the wider Temple Green site as part of the future detailed proposal. The proposed development is not considered to be prejudicial to highway safety but further investigations into the likely impacts of the proposed road alignment on anticipated bio-diversity enhancements is considered necessary. Accordingly, it is recommended that the applications are

deferred for delegated approval subject to the resolution of this issue and the comments of the Highway Agency.

Background Papers:

Application files: 14/04341/FU and 14/3870/RM

Certificate of ownership signed by agent (on behalf of applicant) dated 21st July 2014.

Appendix:

PREAPP/14/00200 - Land to the South of Pontefract Lane Richmond Hill - Pre-application presentation

Plans, photographs and graphics were displayed at the meeting. A Members site visit had taken place earlier in the day Members considered a report of the Chief Planning Officer and received a presentation on behalf of the developer in respect of pre-application proposals for a park and ride facility, together with other uses on land to the south of Pontefract Lane, a 10.5 ha site within the Aire Valley Enterprise Zone (AVEZ), close to Junction 45 of the M1 motorway and which formed part of the former Waterloo Colliery site.

The key elements of the proposals were outlined to Members, with these including:

- the potential of the Leeds City Region Enterprise Zone to deliver high levels of employment; that the site had been identified for a park and ride scheme for a number of years and would service the AVEZ.
- the proposals would deliver a park and ride transport hub with petrol filling station, a branded coffee shop/sandwich shop and car dealerships.
- grant funding of £8.5m had been secured from central government although the terms of the grant required the land remediation works to be completed by Spring 2015.
- that 1000 parking spaces would be provided in a safe, secure facility which would be attractively landscaped and illuminated.
- that additional funding was being sought to provide improvements along the East Leeds Link Road.
- that dedicated buses running from 7am – 7pm at a 15 minute frequency would be provided, with the fare being £3.

Members discussed the proposals and commented on the following matters:

- the importance of the site in creating an initial impression of Leeds and whether the proposals were of sufficient quality to create the right impression of the City.
- the odour which was present on the site and the need to deal with this issue. Discussion took place on this, with the view being that the odour was emanating from the nearby sewage works. The possibility of engaging with Yorkshire Water to consider enclosing the sewage works as had been done in Reading was also raised. It was suggested by a local Councillor that the odour was from particular businesses and that Environmental Health Officers were aware of this.
- whether car showrooms were the best use for the outlets proposed and that something more aspirational should be considered. Members were informed that the developer had moved away from hotel or food uses due to the proximity of the sewage works and considered that the proposed uses were complimentary to the park and ride facility.
- whether the park and ride would be staffed and if so, the need to ensure facilities were provided for them.
- public toilet provision, with Members being informed this would be considered.

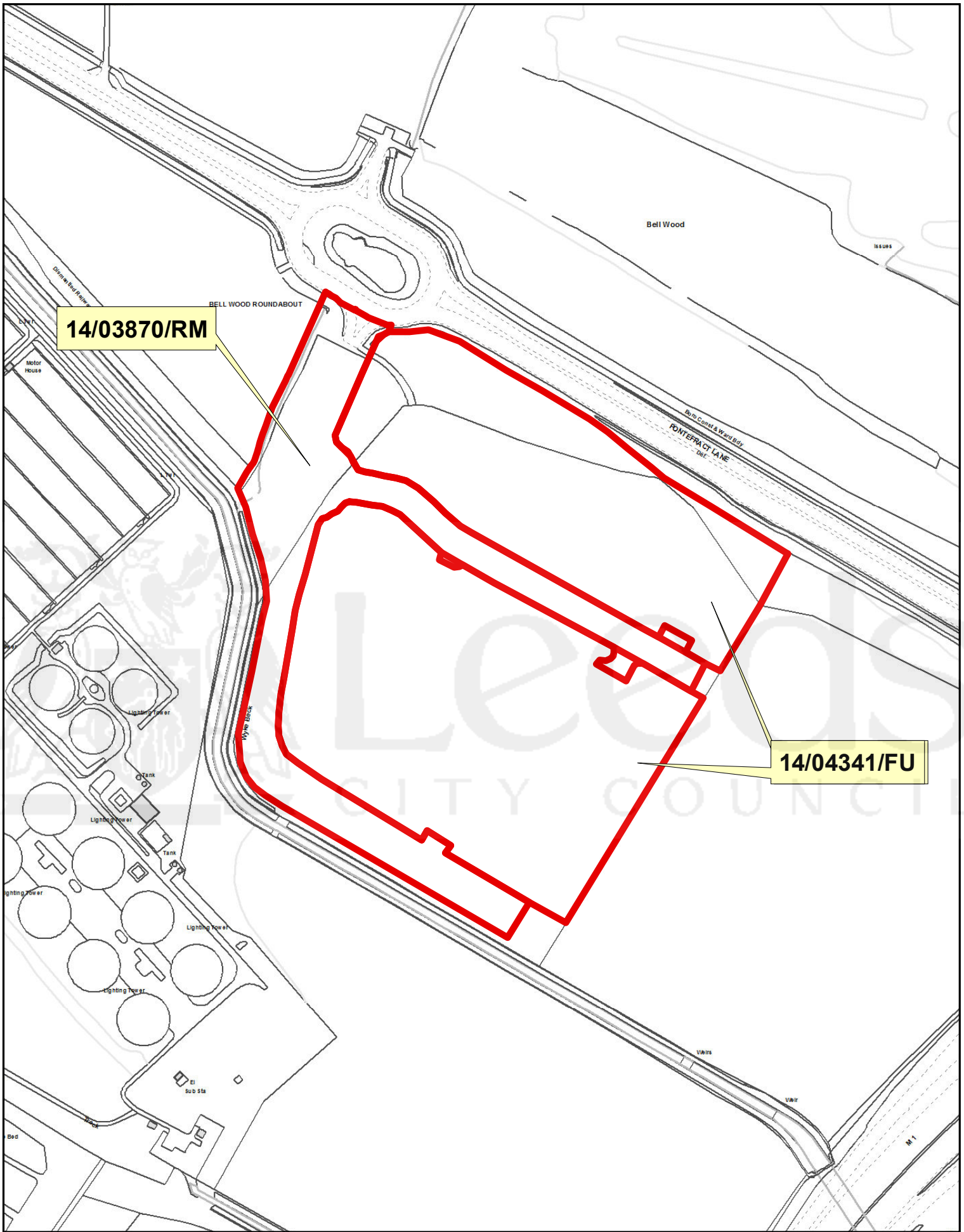
- the feasibility of car dealerships wishing to locate to the site. The developer's representative stated that some soft market testing had been carried out and that there was some level of interest for new or relocated facilities at the site.
- that car dealerships could vary in design and appearance but that high quality proposals would be expected on the site.
- the extent of the contamination on the site, with Members being informed that all of the contaminants on the site could be remediated.

The Chief Planning Officer stressed the importance of the appearance of the whole corridor and acknowledged Members' comments about the need for quality. However he pointed out it would not be an easy site to get going and that a careful package needed to be assembled, with a focus on quality rather than specific uses.

In response to the specific points raised in the report, Members provided the following comments:

- that in light of the information and planning policy considerations that Members support the principle of the park and ride facility and other uses at this key employment site, subject to the comments made in respect of quality and uses at this gateway site.
- regarding the layout of the proposals as set out in the indicative masterplan, that the park and ride facility had to be located at the roundabout, with the rest of the development following on from that. The need for suitable screening and tree planting and landscaping was stressed.
- that the proposals represented the first phase in the development of the wider area; that it was important to ensure the proposals were right and provided the quality which should be taken forward in future developments. The importance of ensuring local training and employment clauses in any S106 Agreement was highlighted.

RESOLVED: To note the report, the presentation and the comments now made



CITY PLANS PANEL

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SCALE : 1/3500

