



**Leeds**  
CITY COUNCIL

Originator: Tim Poupard

Tel: 0113 2475647

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**Report of the Chief Planning Officer**

***PLANS PANEL WEST***

**Date: 2 DECEMBER 2010**

**Subject: APPLICATION 09/04512/FU – USE OF LAND AS A SECURE OFF-SITE AIRPORT CAR PARK AT SENTINEL CAR PARK, WARREN HOUSE LANE, YEADON, LEEDS.**

**APPLICANT**

Austin Hayes (UK) Ltd

**DATE VALID**

19 November 2009

**TARGET DATE**

Not applicable

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**Electoral Wards Affected:**

Otley and Yeadon  
Guiseley and Rawdon  
Adel & Wharfedale  
Horsforth

Yes

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

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**RECOMMENDATION:**

**If Members had been able to determine the application then they would have refused permission for the following reasons which will form the basis of the Council's case at the appeal against non determination:**

1. It is considered that the proposed development would undermine the Council objectives of providing sustainable surface access for the benefit of all airport users and the wider community by providing parking outside the remit of a plan-led approach for future parking requirements at Leeds Bradford Airport. It is therefore contrary to Policies SA2, T24A, T30 and T30A of the Leeds Unitary Development Plan (Review 2006) and to the aims of the Leeds Bradford International Airport Adopted Airport Surface Access Strategy (2006) and Masterplan (2005 - 2016) and Government Guidance in PPS1 and PPG13.
2. The proposed development as submitted would result in the loss of part of a key employment site, as designated in Policy E8 of the Leeds Unitary Development Plan (Review 2006), to a non-employment use that would under-utilise an important site in a strategic location. The applicant has failed to show that there are sufficient alternative sites available of equivalent or better quality in the locality. Therefore it is considered that the loss of the proposal site would cause harm to the Council's interest in maintaining opportunities for local employment uses in the locality of west and north-west Leeds,

contrary to Policy E7 and E8 of the Leeds Unitary Development Plan (Review 2006) and guidance contained in Planning Policy Statement 4: Planning for Sustainable Economic Growth (2009).

## **1. INTRODUCTION:**

- 1.1. At Plans Panel West on Thursday, 9th September, 2010, Members considered a report of the Chief Planning Officer on a retrospective application which sought to regularise the use of land at Sentinel Car Park, Warren House Lane, Yeadon as a secure off-site airport car park. A copy of the Panel Report is attached.
- 1.2. The application was recommended for refusal but Members resolved to defer the application to allow time for officers to discuss the Panels comments and suggested approach with the applicants and present a further report back in due course. Members voiced their sympathy with the applicant given the length of time the site has operated as a car park but did clearly indicate that they were not minded to support the application for a permanent permission. At the same meeting in September Members did resolve to refuse another off- site airport car park at Unit 1A Leeds Bradford Airport Industrial Estate (" Avro "application).

## **2. UPDATE:**

2.1. Since the meeting in September the following things have happened;

- An appeal has been submitted against the refusal of the Avro application at LBAIE .
- An appeal has also now been submitted against the non determination of the Sentinel application
- Two Certificate of Lawful Use applications were submitted in early November by Austin Hayes for long stay airport car parking (10/05028 for the eastern part of the Sentinel site included on application 09/04512/FU and 10/05049 for 4 areas of land within Coney Park Industrial Estate) claiming 10 years continuous use and are now under consideration. Taken together these sites would have a capacity of about 700 spaces.
- The airport have formally consulted the Council as Local Planning Authority of its intentions to lay out an area of land within the operational land boundary for additional car parking ( the Bentley Compound) as permitted development which could accommodate 600 spaces. The airport intend to let the contract for this area early in 2011 and ensure it is implemented well in time for the summer season of 2011. Additionally the airport have indicated formally other measures which can be put in place within existing car parks ( by introducing block parking) which could accommodate a further 840 spaces in total if required to meet the need of the airport in the short term. Taken together these measures would deliver 1440 additional spaces.

2.2. Officers did meet with representatives of Austin Hayes / Sentinel following the September Panel and discussed the views of Members as well as the concerns of officers regarding the provision of parking to serve the airport and the need for a co-ordinated planned strategy moving forward. The actions of Sentinel and Austin Hayes since that meeting have been to submit the two Certificate of Lawful Use applications and to appeal against non-determination on the present planning application.

2.3. The Planning Inspectorate have now confirmed that the Avro and Sentinel appeals will be joined together in a single Public Inquiry which is likely to take place in March 2011.

2.4. It is now important that Members come to a view on the application at appeal which will form the basis of the Council's case at the Inquiry.

### **3. KEY CONSIDERATIONS:**

3.1. Members are reminded that the application at appeal on the Sentinel site was for a total of about 2200 spaces and was applied for on the basis of seeking a permanent permission. The Certificate of Lawful Use application submitted for part of this site relates to the eastern part only and can accommodate about 350 spaces. This application is being looked at carefully by planning and legal officers and a decision will be made in due course. However it is clear from all the available evidence that the main part of the site to the west has not been used for 10 years and cannot claim any existing use rights.

3.2. The key issues are set out in the previous report attached and relate to employment land use, transport policy and Leeds Bradford International Airport surface access strategy. It is officer's view that a permanent permission for such a large car park in this location cannot be justified, is contrary to Development Plan policies and national guidance and should be resisted along with the proposal at Avro. Members should also be aware that the consideration of the two Certificate of Lawful Use applications will be determined in the next month and that the airport now has firm plans to provide additional parking within its operational boundary to cater for airport users in the next summer season. Members are advised that should Sentinel wish to pursue a temporary option for part of their site then they would have to submit a separate application which would have to be judged according to the situation at the time and bearing in mind any spaces which were subject to an approved Certificate of Lawful use and the level of parking available or committed at the airport.

3.3. Members were of the view back in September that a permanent permission could not be supported and are asked to confirm that position today in the light of the update and the forthcoming Public Inquiry.

#### **Background Papers:**

Application file 09/04512/FU

Appeal file APP/N4720/A/10/2139567/NWF

Application file 09/05365/FU

Appeal file APP/N4720/A/10/2138849/NWF

Certificate of Ownerships.



**Leeds**  
CITY COUNCIL

Originator: Tony Clegg

Tel: 0113 2478020

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**Report of the Chief Planning Officer**

***PLANS PANEL WEST***

**Date: 9 SEPTEMBER 2010**

**Subject: APPLICATION 09/04512/FU – USE OF LAND AS A SECURE OFF-SITE AIRPORT CAR PARK AT SENTINEL CAR PARK, WARREN HOUSE LANE, YEADON, LEEDS**

**APPLICANT**

Austin Hayes (UK) Ltd

**DATE VALID**

19 November 2009

**TARGET DATE**

18 February 2010

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**Electoral Wards Affected:**

Otley and Yeadon  
Guiseley and Rawdon  
Adel & Wharfedale  
Horsforth

Yes

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

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**RECOMMENDATION:**

**REFUSE for the following reasons:**

- 1 It is considered that the proposed development would undermine the Council objectives of providing sustainable surface access for the benefit of all airport users and the wider community by providing parking outside the remit of a plan-led approach for future parking requirements at Leeds Bradford Airport. It is therefore contrary to Policies T24 and T30 of the Leeds Unitary Development Plan (Review 2006) and to the aims of the Leeds Bradford International Airport Adopted Airport Surface Access Strategy (2006) and Masterplan (2005 - 2016).

- 2 The proposed development as submitted would result in the loss of part of a key employment site, as designated in Policy E8 of the Leeds Unitary Development Plan (Review 2006), to a non-employment use that would under-utilise an important site in a strategic location. The applicant has failed to show that there are sufficient alternative sites available of equivalent or better quality in the locality. Therefore it is considered that the loss of the proposal site would cause harm to the Council's interest in maintaining opportunities for local employment uses in the locality of west and north-west Leeds, contrary to Policy E7 and E8 of the Leeds Unitary Development Plan (Review 2006) and guidance contained in Planning Policy Statement 4: Planning for Sustainable Economic Growth (2009).

## **1. INTRODUCTION:**

**1.1.** The Chief Planning Officer considers that this application together with another application for off-site airport car parking, should be referred to the Plans Panel for determination because of their significance and impact on the local area.

## **2. PROPOSAL:**

**2.1.** The site is already in use by Sentinel Car Park for secure airport car parking and this application seeks planning permission to authorize this existing use.

**2.2.** The applicant states that Sentinel Car Park has been operating from the site since 1999 and that the business has gradually expanded over the past 10 years and now has a capacity for approximately 2200 vehicles. The applicant also states that Sentinel Car Park has had a license from Leeds Bradford International Airport (LBIA) to drop-off and collect airport passengers on the airport forecourt since 1996. Sentinel Car Park are identified on LBIA's website as an off-airport car park provider.

**2.3.** Buildings at the site comprise four 'portakabins', two of which are used for customer reception and the others for administration and staff facilities. There is a tarmac area for customers to deliver and collect their vehicles whilst the long-term car storage areas are loosely surfaced. The applicant states that Sentinel Car Park employs 11 full-time staff, however staff levels in total vary between 24 and 51 staff, depending upon the season.

**2.4.** Sentinel Car Park seems to operate in the same way as other airport related long stay car parks throughout the country. Although, car parking is generally pre-booked, the main difference between Sentinel and LBIA's own long-stay secure parking is that customers drive up to the reception area where they check their car in. The car is then driven away by Sentinel staff to the car storage area. Customers are transferred to LBIA in one of the six mini-buses operated by Sentinel. The journey takes approximately 2 minutes. On return, Sentinel collects customers from LBIA by mini-bus which is waiting at the airport when their flight lands. The car has already been taken out of the car storage area by Sentinel staff and it is waiting for collection by the customer in the pick-up area on arrival of the mini-bus. The airport offers long-stay self-park provision on the airport site with a pick up/drop off service.

**2.5.** Cars at Sentinel are stored primarily in a 'block parking' arrangement. The cars are parked very close together in an arrangement which allows the vehicle to be removed in sequence dependent upon the customers return time. This arrangement allows a high density of cars to be parked on a relatively smaller area compared to a standard car parking layout. The airport long stay car park is currently laid out in a traditional format of parking bays and aisles.

## **3. SITE AND SURROUNDINGS:**

**3.1.** The Site comprises 4 hectares of industrial land at Coney Park Harrogate Road and Warren House Lane, Yeadon. Coney Park is allocated for employment development in the UDPR and has on it a variety of industrial and warehouse uses and a caravan storage business as well as the Sentinel airport car parking operation.

**3.2.** Access to the Site is from Warren House Lane to the west of the Harrogate Road/Whitehouse Lane/Warren House Lane roundabout. The passenger entrance to

the airport at Whitehouse Lane lies 1 Km to the south east of the entrance to the Sentinel site.

- 3.3.** The Site is well screened all year round on both the Warren House Lane and Harrogate Road frontages and the car park is not generally visible in views from outside the Site.

#### **4. RELEVANT PLANNING HISTORY:**

- 4.1.** 06/05103/OT – Outline planning permission to erect industrial, warehouses, offices and hotel (on the wider allocated site which includes the current Sentinel application site) granted on 17 November 2006. This is a renewal of an earlier permission granted under application 29/77/95 and gives until 17 November 2014 for reserved matters details to be submitted and 2 years from them for the development to commence.

29/275/04/RM – Permission for 10 industrial units granted on 4 October 2005

29/206/99/FU - Planning permission for temporary storage depot with offices and storage containers granted on 23 November 1999 (this permission includes the current vehicular access to the Sentinel site from Warren House Lane.)

#### **5. HISTORY OF NEGOTIATIONS:**

- 5.1.** A briefing for members representing the wards of Horsforth, Otley and Yeadon, Adel and Wharfedale and Guiseley and Rawdon was held in the Civic Hall on 19 January 2010 to update members on both of the current off-site airport car parking applications.
- 5.2.** Discussions have been ongoing for some time between Council officers and the applicant. These have mainly been around the total parking available on-site at the airport and the need or otherwise for parking provision off-site to meet the needs of airport travelers – particularly during the peak summer holiday months.

#### **6. PUBLIC/LOCAL RESPONSE:**

- 6.1.** The application has been advertised in accordance with General Development Procedure Order, in this case incorporating the following elements:

- On site by the means of site notices (making reference to a major development)
- The application has also been made available for public inspection at Yeadon and Otley Libraries;

The publicity period for this application expired on the 31 December 2009

#### **Objections have been received from:**

Leeds Bradford International Airport: The airport has submitted detailed objections to the Sentinel application. The essence of these objections is that the airport can satisfactorily accommodate the need for car parking within its own operational site, not in the short term but through the introduction of blocked car parking or alternative arrangements such as decked car parking. In addition:

- The application is contrary to the transport, airport and employment policies of the Leeds Unitary Plan (UDP).

- Future car parking requirements will be assessed through a review of the ASAS and Airport Masterplan. This is the appropriate mechanism for determining demand and if required the location of any additional new car parks;
- The development of off site car parking will undermine LBIA's transport strategy and the approach agreed to manage surface access through the Terminal Extension planning permission. The application will encourage not discourage car use

Aireborough Civic Society: This application ignores the congestion that is caused by passengers driving to the airport. This is already a major problem. Parking spaces need to be limited and controlled by the local authority in order to encourage greater use of public transport and more car parking discourages this. Bus services to the airport are being extended to operate for longer hours from April 2010. The existing 757 service to Leeds and 747 to Bradford operate every 30 mins and provide a good service. Onward passengers can transfer in Leeds, Bradford or Harrogate. The services are good - more publicity is needed. 30 minutes services are as good as at most airports and perfectly adequate. As with all journeys to airports, including Manchester, East Midlands etc it is normal to use more than one form of public transport.

It is not true to say that services are poor and therefore more car journeys are needed.

Learmonth Property Investment Company (applicants on the Avro site)

Considers that there is sufficient car parking demand to justify the proposals at both the Sentinel and Avro sites although a number of detailed criticisms of the Sentinel submission are made including that the facility at Sentinel has operated for some years without planning permission and is therefore unauthorised and that provision is outdoors and therefore less secure.

## **7. CONSULTATIONS RESPONSES:**

Highway Authority: Photographic and other evidence suggests that airport long stay car parking has existed in some form at the Sentinel site since 1999. In 2005 it is accepted that the Sentinel site provided an average of 1700 car parking spaces in response to peak summer demand. More recently it is assessed that the site has provided around 2200 spaces. The retention of 1700 spaces at the site is therefore supported on the basis that its removal would leave a significant shortfall of customer car parking at the airport in the short to medium term. Conditions are required to control the number or spaces and to implement green travel measures for staff.

Currently there are no known safety issues associated with the use of the Sentinel car park, on the basis that customers are able to be dropped off outside the airport terminal by agreement with the airport.

Bramhope and Carlton Parish Council: No objections.

Metro: Acknowledges the need for airport car parking but seeks to encourage other means of travel apart from car parking to be provided in line with the airport master plan and there should be a S106 contribution to public transport improvements.

Mains Drainage: No objections subject to approval of details of surface water drainage.

Environment Agency: The scheme proposes that areas of tarmac will be drained via an oil interceptor prior to discharge to the watercourse. The remaining ground has been covered with a layered free-draining material which allows for filtration of any runoff. Provided these measures are maintained there are no objections.

Environmental Health: There is no record of complaints during the time the car park has operated.

Leeds and Bradford International Airport – No physical safeguarding issues. Any lighting needs to avoid glare which could impede pilot's vision.

## **8. PLANNING POLICIES:**

**8.1.** By virtue of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the application should be determined in accordance with the development plan unless material considerations indicate otherwise. As confirmed by the Department of Communities and Local Government on the 6 July 2010, the Secretary of State has announced the revocation of the Regional Strategies. Therefore the Development Plan now consists of the Leeds Unitary Development Plan (Review 2006). Locally Leeds City Council has begun work on its Local Development Framework ("LDF") and in the interim period a number of the policies contained in the Leeds Unitary Development Plan ("UDP") have been 'saved'. The Leeds UDP Review was adopted in 2006.

### Relevant Unitary Development Plan Policies

#### *Strategic Policies*

SA4 and SA6: aim to promote and strengthen the economic base of Leeds and promote tourist visits to the city respectively.

#### *Environmental Policies*

N13: refers to design of new buildings should be of high quality and have regard to character and appearance of surroundings.

LD1: Landscaping provision on new developments.

GP5: seeks to ensure all detailed planning considerations are resolved as part of the application process including the protection of amenity and highway safety.

#### *Transport Policies*

T2: Development should be capable of being served by the highway network and not add to or create problems of safety.

T2b: Major planning applications to be accompanied by a Transport Assessment.

T2c – Planning applications which are significant generators of travel demand must be accompanied by a Travel Plan.

T2d: Promotes public transport accessibility to developments.

T6: Access and provision for disabled people and other people with mobility problems.

T9: An effective public transport service will be encouraged and supported where practical to give access to facilities.

T15: Encourages measures to give priority to bus movements and improve vehicle accessibility.

T24a: Planning permission will not be granted for new long-stay car parking outside the curtilage of existing or proposed employment Premises



T30: Provision will be made for the continued growth of the airport subject to improvements to transport infrastructure.

T30a: Relates to uses considered acceptable at the airport within the Airport Operational Land Boundary including staff, visitor and passenger car parks.

#### *Employment Policies*

E4 (1) - Under this policy the site is allocated for employment purposes as part of a 20.9 HA employment site at Harrogate Road/Warren House Lane.

E7 – States that applications outside the B uses classes (non-employment uses) will not be permitted on land identified for employment purposes or current employment sites unless criteria can be met including that the site is not reserved for specific employment purposes under policies E8 and E18, that there is sufficient alternative employment land locally and district-wide and that environmental or traffic problems would not result.

E8 (1) – This policy identifies 12.9 HA of the above employment site as a Key Employment Site which should be preserved for the full range of employment uses.

E18 (1) – 8 HA of the allocated employment land is identified as a Key Business Park reserved for B1 uses (mainly offices).

E19 – States that Prestige Office Development will be promoted on the Key Business Park sites.

#### **National Planning Policies:**

Planning Policy Statement 1: Delivering Sustainable Development (“PPS1”) sets out the Government’s national policies on different aspects of land use planning in England.

Planning Policy Statement 4: Planning for Sustainable Economic Growth (2009) sets out the Government’s objectives for economic development.

Planning Policy Guidance 13: Transport (“PPG13”).

#### **Supplementary Planning 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:

Public Transport Improvements and Developer Contributions SPD (July 2008) sets out the circumstances and basis for obtaining financial contributions for improvements to public transport infrastructure from developments that generate a significant level of trips

Travel Plans SPD (May 2007) sets out the Council’s approach to travel planning.

#### **Strategic Council Objectives**

The ‘Vision for Leeds’ seeks to develop Leeds' role as the regional capital, contributing to the national economy as a competitive European city, supporting and supported by a region that is becoming increasingly prosperous. Continued growth of the airport with overseas trade (and associated public transport infrastructure) is a vital part of attaining these ambitions.

#### **Airport Masterplan 2005-2016:**

Under the previous owners, a masterplan for LBIA was published in 2006 by the airport, following two periods of consultation. It sets out proposals for how the growth set out in the White Paper can be delivered and managed and identifies

proposals for surface access and environment controls. The masterplan forecasts growth to 5.1million passengers per annum throughput by 2016 and 8.2 million passengers per annum throughput by 2030. These forecasts are slightly ahead of the figures forecast in 2003 through the Air Transport White Paper. Fundamentally, however, both the Air Transport White Paper and the airport's masterplan support the growth of the airport.

## **9. MAIN ISSUES:**

1. Employment policy
2. Transport policy and the need for airport car parking
3. Highway Safety
4. Other material considerations

## **10. APPRAISAL:**

### **Employment Policy Principles:**

- 10.1. The essence of Council policy as set out in the UDPR is that allocated and existing employment sites should normally be reserved for employment purposes. Is airport car parking "employment development" as defined in the UDP Review 2006? On legal advice with regard to relevant case law, officers' view is that the proposed use is 'sui generis' and not an "employment use" at least in terms of UDP definitions which defines such uses as those falling within the 'B' Use Classes – offices, industrial buildings etc.
- 10.2. As a matter of strict interpretation of UDP policy E7(i), therefore, the proposal should be refused as it is located within a Key Site as defined under UDP Policy E8. This policy seeks to preserve the availability of E8 sites for the full range of employment uses. The supporting text for the policy cites two broad reasons for designating Key Sites:
  - 10.3. Firstly, to help secure local employment opportunities as close as possible to the main residential areas where the workforce lives. In the western part of the main urban area, provision is relatively limited, and additional sites have been ruled out for environmental reasons. In the urban regeneration area and eastern part of the main urban area, scope for new provision within the urban area itself proves very difficult to identify, both because potential sites do not exist and because the introduction of B1(c)/B2/B8 uses within the immediate residential environment may not be desirable. The UDP therefore identifies key employment sites in locations adjacent to both the western and eastern parts of the Leeds main urban area.
  - 10.4. Secondly, in certain strategic locations, particularly in the motorway corridors, it is important to ensure that there is an adequate choice and range of sites available to provide good quality, highly accessible sites, often in Greenfield locations - and to prevent the development of these sites by other uses.
- 10.5. Both the above reasons are relevant to Coney Park as it is in the western part of the District and it has a strategic location in the immediate vicinity of LBIA. As this test is failed, there is normally no need to address the remaining 3 tests for exceptions to policy E7 (to allow non-employment development on employment allocated sites) as all the criteria need to be met.

- 10.6. Sentinel have applied for off-site airport parking at other locations in the immediate locality, with application 29/165/96/FU, approved 11/8/1997 for 2 years, and 29/212/99/RE, approved 18/11/1999 for 3 years (sites at Cemetery Road Yeadon). Temporary consents were granted “*In the longer term interests of the provision of industrial land and in accordance with development plan policies which seek to direct such uses to land within the Airport Operational Land Boundary.*”
- 10.7. In the case of these applications the proposed use was clearly not considered to be an industrial or storage use, but vehicle parking and the temporary consents were justified by reference to longer term interests in maintaining the provision of industrial land. This is consistent with the view that officers are presenting in the case of the current planning applications.
- 10.8. The Government issued revised guidance on economic development in the form of PPS4, issued on 29th December 2009, and this is material to this application.
- 10.9. First, from PPS4 para 4 it is clear that the proposed use (airport-related car parking) should be classed as "economic development", as it provides employment opportunities and produces or generates an economic output or product in the form of a business providing a marketable service for airport users. This leads directly to the issue of the relationship between "employment uses" as defined in the UDP and "economic development" as defined in PPS4. In very general terms PPS4 gives greater weight to the need to permit economic development and therefore carries some weight in the case of the current application.
- 10.10. Policy EC11 of PPS4 refers to applications for economic development (other than main town centre uses) which are not in accordance with an up-to-date Development Plan. In the current case this policy provides a means of resolving the apparent conflict between the UDP and PPS4.
- 10.11. It can be argued that the UDP is reasonably up-to-date, given that the policy in question (E7) was subject to scrutiny in the UDP Review in 2005 and was supported by the Inquiry Inspector in that review.
- 10.12. Under these circumstances, EC11 introduces further tests with the aim of attaching the appropriate weight to existing Development Plan policy and the provisions of PPS4 where they are in conflict:
- 10.13. LPA's should *Weigh market and other economic information alongside environmental and social information.*  
The applicant provides very little evidence of demand for land for employment uses at the application site or supply of such in the locality. All that is provided is a general comment that there has been no demand for employment uses on the site and that there is vacant space available at LBAIE (the former AVRO factory). Officers consider that this evidence is inadequate (both for EC11 and E7 purposes). Their statement refers to only one expression of interest in over ten years. However it is understood that the developer in that case had serious interest, brought about by the sale of their existing site in west Leeds for housing, but they were unable to agree commercial terms. It emerged in this case that there was a very limited choice of sites for commercial purposes in west Leeds in 2005/2006.
- 10.14. Little information has been provided about the methods or intensity of marketing adopted by the owners. It seems likely that the site has not been made "market ready" and given this it is difficult to attach great weight to the assertion that

there has been no demand. This is itself perhaps a reflection also of the ongoing success of the Sentinel car parking operation.

- 10.15. LPA's *should take full account of any longer term benefits, as well as the costs, of development, such as job creation or improved productivity including any wider benefits to national, regional or local economies.*  
It weighs in the proposal's favour under EC11 that Sentinel's operations generate jobs. Although the job density is very low compared with the potential indicated in ODPM's Guidance on Employment Land Reviews from Dec 2004 (in round terms 4.5 ha of land under B8 use has potential for c18,000 sqm which could generate 200+ jobs), Sentinel's jobs (11 full-time jobs and up to 51 jobs in total) are already delivered on site.
- 10.16. It could be argued that the longer term potential for a higher job density is being denied by allowing the low density use. However, this becomes a trade-off between jobs now and jobs in the future as yet undelivered and it is clearly sensible to give weight to "jobs now". Again, it could be that a temporary consent is appropriate so that the true potential of the site can be assessed in what we hope will be more favourable economic circumstances. Among the wider benefits of the scheme, weight should be attached to the provision of a choice of competitive parking facilities which should lead to benefits for the consumer.
- 10.17. LPA's *should consider whether those proposals help to meet the wider objectives of the development plan* Most obviously, this is the contribution of Sentinel's facility to the provision of a car parking strategy for the airport, which will be covered elsewhere in this report.
- 10.18. To conclude on the issue of loss of land to employment usage, whilst the current proposal does provide jobs on site now, there remains the question of whether this use under-utilises an important site in a strategic location. The site retains the characteristics of a Key Site set out in the UDP. Given this, there is a case for considering a temporary consent. This would acknowledge the economic contribution of the site in the short term while leaving the LPA with the option of assessing the site's potential as a Key Employment site in more favourable economic circumstances.

### **Transport Policy and the need for airport car parking**

- 10.19. The Council's district wide long stay car parking policy (Policy T24a of the UDPR) states that planning permission will not be granted for New long-stay car parking outside the curtilage of existing or proposed employment premises except in certain circumstances *where lack of parking within employment premises would cause serious traffic, safety or environmental problems in the surrounding area. In this case proposals must be supported by a traffic assessment, including appraisal of other means of accessibility to the site, including public transport. Where planning permission is granted the extent of parking allowed will not exceed that which would otherwise be permissible under the car parking guidelines, related to the scale of the employment use.*
- 10.20. In the context of the 2009 permission for the airport terminal extension, the Council did accept that there were 1700 off-site long stay car parking spaces provided at the Sentinel parking site.

10.21. In its submission objecting to the application, Leeds Bradford International Airport submits that it is proposing to complete a further 1000 car parking spaces at the airport this year (this is now complete) and that this will be sufficient (4482 spaces) to meet current demand (2.5 million passengers per annum (mppa)) and demand up to 3.8mppa. Should it be necessary to provide more car parking, this can be accommodated within the airport site through measures such as block parking arrangements and the construction of decked car parking areas. The airport further submits that the provision of car parking off-site is contrary to Council UDPR policy and serves to undermine the co-coordinated and sustainable delivery of an airport surface access strategy.

10.22. The applicant counters that the Airport's figure of 4482 spaces is misleading as it includes both short and long stay car parking provision and that this figure conflicts with the airport's own evidence showing 3853 long stay car parking spaces. A survey carried out on 31 July showed that there were 1706 airport-related cars parked off-site at that time and only 235 vacant spaces at the airport. The applicant further submits that the Airport's objections are based at least in part on commercial considerations as the Airport is itself the principal provider of airport car parking which is a significant source of revenue.

10.23. Council officers cannot agree with the airport's conclusion that there is currently sufficient car parking for LBIA without the existing Sentinel use or that the airport has sufficient parking for its needs during the next peak summer period in 2011. From observations this summer it appears that even with the last phase of the 2005 car parking permission open that the current demand for long stay car parking could not be accommodated within the airport's long stay car park and that at present there is a need for around 1700 off-airport car parking spaces. It is recognised that currently there is a strong seasonal demand for car parking space which is concentrated in the July to September period. It is also recognised that the airport is seeking to make better and more efficient use of its car parking by smoothing out the peaks and getting a better spread of flights throughout the year. The airport is committed to the production of another Surface Access Strategy in 2011 and is in the process of installing a number of counters around the airport which will give further data on traffic levels throughout the year.

10.24. Whilst it may be possible to accommodate more spaces within the airport site, planning permission would be required to amend the approved layout and operation of the existing long stay car parks to allow a meet and greet service to work to enable block parking to occur. Whilst block parking has the potential to make better use of the existing space it does restrict the options open at the airport for any customers who are not prepared to surrender their car keys. In addition any decking of existing car parks would clearly be a longer term solution. This would also need planning permission and a period of construction.

10.25. Officers therefore remain of the opinion that 1700 spaces of the Sentinel car parking area is required in the short to medium term until a more robust assessment of car parking demand can be made by the airport and planned for through the surface access strategy and airport masterplan process. This needs to be completed and an action plan agreed before any existing airport car parking is lost.

## **Highway Safety**

10.26. Currently there are no known safety issues associated with the use of the Sentinel car park, on the basis that customers are able to be dropped off outside the airport by agreement with the airport. The airport has however indicated that it is considering revoking Sentinel's licence to access the airport site. This could lead to passengers being dropped off on street which could have significant safety implications as there is currently no safe provision to do this on White House Lane.

**Other material considerations:**

10.27. The site is not in the Green Belt and is reasonably well screened from surrounding viewpoints. Drainage and landscaping matters can be adequately dealt with by planning conditions.

10.28. In the event of a temporary or permanent planning permission, a number of matters would need to be addressed through a legal agreement under S.106 of the Planning Act. These would include provision for a staff Travel Plan and Monitoring fee; a Public Transport Infrastructure contribution and provision for monitoring stations and agreements over pricing structure.

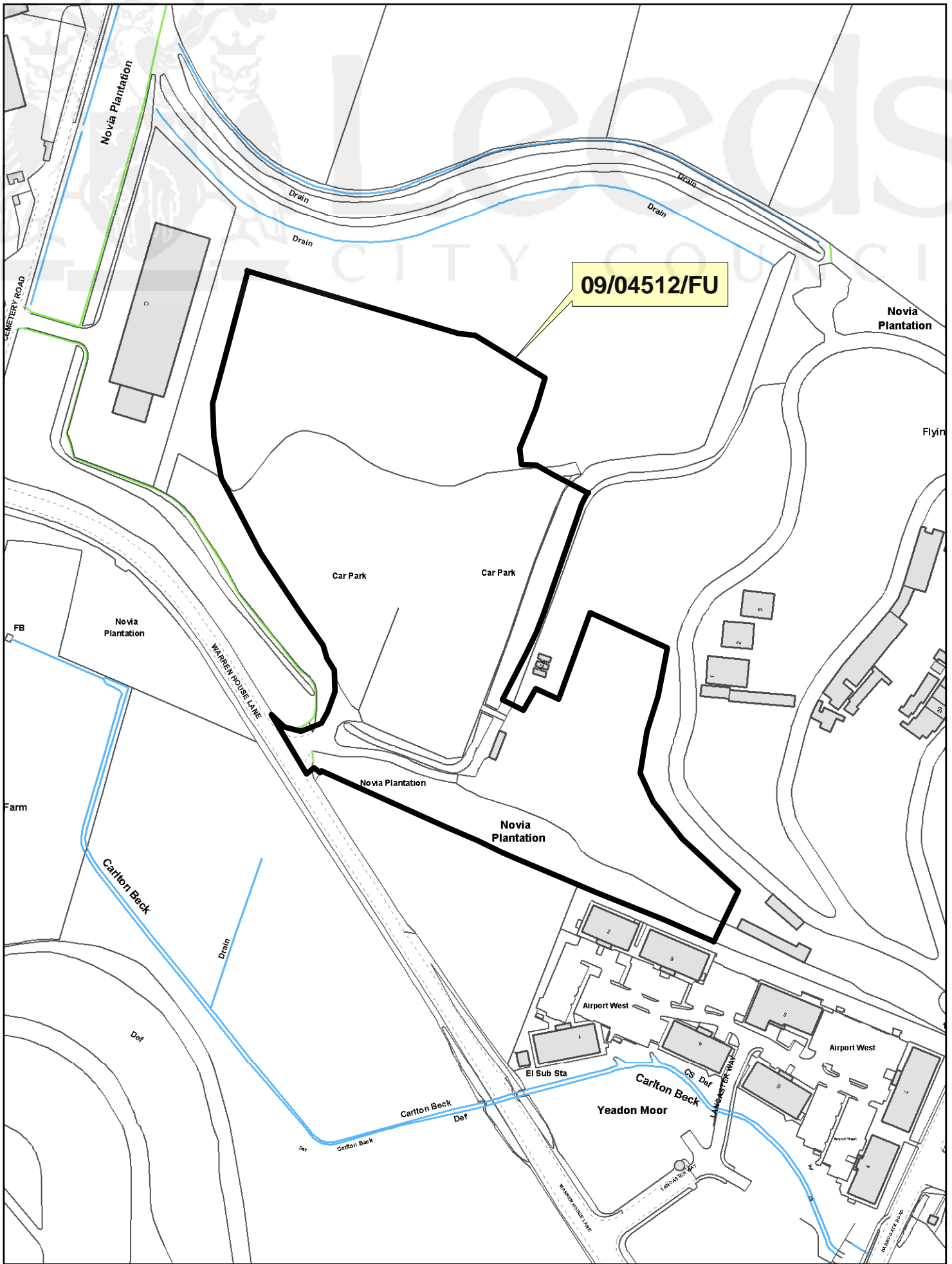
## **11. CONCLUSION**

11.1. It is concluded that the evidence demonstrates a current need for permission for off-site airport car parking provision in the region of 1700 spaces. There remain concerns however that a permanent permission for car parking on the Coney park site could both lead to a harmful future loss of valuable employment land to the district with implications for the economy, and to an unsustainable and uncoordinated approach to long stay parking outside of an agreed Airport Surface Access Strategy. This leads to a conclusion that a temporary permission, for example for two years, could provide a temporary solution which would safeguard the longer term future of the land. This would allow for current and short term parking needs to be met whilst allowing time for a proper strategy to be developed, through the revised Surface Access Strategy due in 2011, and for the long-term employment usage of the land to be safeguard or indeed abandoned if this was considered appropriate.

11.2. The applicant however is seeking a permanent permission and moreover is seeking permission for 2200 spaces, which in the Council's view is in excess of current requirements for around 1700 off-airport long stay spaces. Refusal is therefore recommended to this application. There is a possibility that some of the Sentinel car parking may be lawful by virtue of being in place for more than 10 years, although this would need to be established through an application for a Certificate of Lawful Use. A revised proposal for the balance of the spaces to deal with the shortfall of 1700 spaces for a two year temporary period is likely to be viewed more favourably.

### **Background Papers:**

Application case file



# WEST PLANS PANEL

Scale 1/2500

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