



Leeds
CITY COUNCIL

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Report of the Chief Planning Officer

PLANS PANEL WEST

Date: 10 November 2011

Subject: APPLICATION 11/01803/ADV – 7 ILLUMINATED FREE STANDING HOARDINGS AT LEEDS BRADFORD INTERNATIONAL AIRPORT, WHITEHOUSE LANE AND VICTORIA AVENUE, YEADON, LEEDS

APPLICANT

Leeds Bradford International
Airport

DATE VALID

4 May 2011

TARGET DATE

29 June 2011

Electoral Wards Affected:

Otley & Yeadon

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

GRANT ADVERTISEMENT CONSENT subject to the following conditions

1. This Consent shall be restricted to a period of five years from the date of the Consent.
2. The development hereby permitted shall be carried out in accordance with the approved plans listed in the Plans Schedule.
3. Maintenance scheme for advertising hoarding.
4. In granting consent for the advertisement/s the City Council has taken into account all material planning considerations relating to amenity and public safety, including those arising from the comments of any statutory or other consultees, public representations about the application and Government guidance and policy as detailed in the Planning Policy Guidance Notes and Statements, and policies within

The Development Plan consisting of The Yorkshire and Humber Plan - Regional Spatial Strategy 2008 (RSS) and the Leeds Unitary Development Plan Review 2006 (UDPR).

Policy GP5 (UDP)

Policy BD8 (UDP)

Policy BD12 (UDP)

On balance, the City Council considers the advertisement/s would not give rise to any unacceptable consequences for amenity or public safety.

Informative

Under the provisions of Part 2 to the Town and Country Planning (Control of Advertisement) (England) Regulations 2007 (or any Regulation revoking and re-enacting those Regulations with or without modification) the following standard conditions are applied to all advertisement consents express or deemed:

- (i) Any advertisements displayed, and any site used for the display of advertisements, shall be maintained in a clean and tidy condition to the reasonable satisfaction of the Local Planning Authority.
- (ii) Any structure or hoarding erected or used principally for the purpose of displaying advertisements shall be maintained in a safe condition.
- (iii) Where an advertisement is required under these Regulations to be removed, the removal shall be carried out to the reasonable satisfaction of the Local Planning Authority.
- (iv) No advertisement is to be displayed without the permission of the owner of the site or any other person with an interest in the site entitled to grant permission.
- (v) No advertisement shall be sited or displayed so as to obscure, or hinder the reading interpretation of any road traffic signs, railway signal or aid to navigation by water or air, or so as otherwise to render hazardous the use of any highway, railway, waterway/including any coastal water or aerodrome (civil or military).

This permission does not absolve the applicant(s) from the requirements for compliance with a Building Regulation approval, or the duty of compliance with any requirements of any Statutory Body, Public Utility or Authority, including the City Council's Leeds Environment Department, Department of Highways and Transportation (Highways Maintenance and Main Drainage Divisions), and Department of Housing Services; the West Yorkshire Fire Officer or the Health and Safety Executive.

1.0 INTRODUCTION:

- 1.1 The Chief Planning Officer considers that this application should be referred to the Plans Panel for determination because of its significance and its impact on the local area and at the request of Local Ward Councilors (*Councilors Ryk Downes and Colin Campbell – Otley & Yeadon Ward*).
- 1.2 This application was deferred from the October Plans Panel to allow for a members site visit.

2.0 PROPOSAL:

- 2.1 This application seeks advertisement consent for the erection of 7 x 48 poster sheet billboards within Leeds Bradford International Airport's (LBIA) ownership boundary.
- 2.2 The hoardings will measure 3.3m in height, 6.0m in width and will be between 1.2 to 3.0 metres off the ground.
- 2.3 The hoardings are located on:
 - Sites 1 and 2: Victoria Avenue approach to Southern Tunnel
 - Site 3: Welcome to LBIA (Whitehouse Lane roundabout)
 - Site 4: Welcome to Yorkshire Sign (Whitehouse Lane)
 - Sites 5 and 6: V shaped signs on Whitehouse Lane

- Site 7: Entrance to front of terminal at Whitehouse Lane.

3.0 SITE AND SURROUNDINGS:

3.1 The seven advertising hoardings will be located within Leeds Bradford International Airport's (LBIA) ownership boundary. The sites are within the operational land boundary of the airport identified on the Unitary Development Plan (UDP) in an area of Green Belt.

4.0 RELEVANT PLANNING HISTORY:

4.1 The following planning history on the site is considered relevant:-

- H29/222/83 – One internally illuminated free standing sign (size 0.99m x 0.83m) on airport forecourt – granted consent on 12 December 1983.
- H29/177/83 – One internally illuminated free standing sign (size 0.99m x 0.83m) on airport forecourt – granted consent on 31 November 1983.
- H29/100/86 – 11 internally illuminated double sided post signs (1.59m x 1.08m) on airport forecourt – refused permission 7 July 1986.
- 29/78/95/SI – 5 externally illuminated free standing hoardings on airport forecourt – granted temporary consent for two years on 7 July 1995.
- 29/51/97/SI – 5 externally illuminated free standing hoardings on airport forecourt – granted temporary consent for two years on 22 April 1997. This was a renewal of the 1995 application.
- 29/30/99/SI – 5 externally illuminated free standing hoardings on airport forecourt – granted temporary consent for two years on 4 May 1999. This was a renewal of the above 1997 application.
- 29/146/01/SN – 5 externally illuminated free standing hoardings on airport forecourt – granted permanent consent on 4 September 2001. This was a renewal of the above 1999 application.
- 29/1/01/SI – 8 internally illuminated signs and 2 externally illuminated signs to airport building – granted 5 March 2002.
- 11/00194/ADV – 9 non illuminated free standing hoardings at Whitehouse Lane And Victoria Avenue, Yeadon – withdrawn 2011.

5.0 HISTORY OF NEGOTIATIONS:

5.1 During the course of consideration of the application the number of proposed hoardings has been reduced from 9 to 7, in addition detailed alterations have been made to their siting, location and their appearance.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 There is no statutory requirement for local planning authorities to publicise advertisement applications.

COUNCILLORS:

6.2 Councillor Colin Campbell has objected to this application on the following grounds: -

- The Council has in the past objected to large advertising hoardings adjacent to the highway given that they are seen as a distraction to motorists. The applicant points out that there is an accident history in the area (12 according to their figures). Given that the Council are to introduce traffic regulation orders in the area on road safety grounds and that the police regard the area as an area of

concern associated with speeding then highway safety would be made worse by the signs.

- The environmental support statement just seems plain wrong. The first sentence refers to the airport being in an urban setting, true it has residential properties to the south but to the west, north and east is open green belt leading to the Chevin ridge recognised in the UDP as an important landscape area. The signs would detract from the open aspect of the area and provide visual clutter. The airport argument seems to suggest that there are some large buildings in the area so a few signs won't matter, it might be better to plant some trees to screen them rather than emphasise them with brightly coloured hoardings. They also seem to make a counter argument that some signs will be in front of a tree screen and will somehow blend in. I find this difficult to believe.
- It would seem that the signs are a way of generating income for the airport and have nothing to do with its operations. I would hope that the Council would therefore reject the application.

6.3 Councillor Graham Kirkland has objected to this application on the following grounds: -

- The site is on a busy road and would distract the attention of road users and increase the risk of accidents. The number would create visual clutter.

LOCAL RESIDENTS:

6.4 7 letters of objection have been received from local residents and their objections can be summarised as follows: -

- Hoardings are pure and simply for advertising and profit making purposes alone
- Danger to road safety
- Distraction to drivers
- Hoardings will be a major eyesore
- Contrary to Green Belt policies
- The signage will also act as a litter trap

6.5 The revised scheme has been re-advertised and previous contributors notified. A further 9 letters of objections have been received but they raised no new issues that are not summarised above.

7.0 CONSULTATIONS RESPONSES:

Statutory:

LEEDS AND BRADFORD AIRPORT:

7.1 No physical safeguarding issues

Non-statutory:

HIGHWAYS:

7.2 No objections are raised to the free standing hoardings numbered 4, 5, and 6 subject to the conditions. Highways have objected to the provision of signs 1,2,3 and 7. The objection to signs 1,2 and 3 relate to lack of safe access for maintenance. However the primary objection to sign 3 is one of driver distraction due to its location on a roundabout where drivers need to concentrate more closely on the need to give way, etc. The objection to sign 7 is also one of distraction, though this is exacerbated if the taxi rank proposal being previously considered on Whitehouse Lane is introduced.

BUILDING CONTROL ACCESS OFFICER:

- 7.3 As the proposed hoardings are not located on, and do not obstruct or overhang the pedestrian pavement, this application is not objected to on access grounds.

8.0 PLANNING POLICIES:

- 8.1 As required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 this application has to be determined having regard to the Development Plan which consists of the adopted Regional Spatial Strategy for Yorkshire and the Humber of May 2008 and the Leeds Unitary Development Plan (Review 2006).

Regional Planning Policies:

- 8.2 The Regional Spatial Strategy for Yorkshire and the Humber to 2026 (RSS) was adopted in May 2008 and sets out a strategic framework for development up to 2026.
- 8.3 However, it is not considered that this proposal raises any issues of regional significance.

Local Planning Policies:

- 8.4 Locally Leeds City Council has begun work on our Local Development Framework ("LDF") with the Local Development Scheme most recently approved in July 2007. This provides a timetable for the publication and adoption of the Local Development Documents.
- 8.5 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. The most relevant Policies in the adopted Leeds Unitary Development Plan are listed below. This proposal should comply with these policies in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, unless material considerations indicate otherwise.
- 8.6 The sites are within the operational land boundary of the airport identified on the Unitary Development Plan (UDP) in an area of Green Belt, therefore the specific development Leeds Unitary Development Plan policies are: -
- Policy GP5: development proposals should seek to avoid loss of amenity.
 - Policy BD8: signs should be well designed and sensitively located.
 - Policy BD12: advertising hoardings may be acceptable where they screen unsightly areas but elsewhere will be generally discouraged.

Supplementary Planning Guidance:

- 8.7 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:
- Advertisement Design Guide (Leeds City Council) 2006.

National Planning Policy:

- 8.8 In addition to the principal elements of planning policy other advice contained in Planning Policy Guidance Notes and replacement national Planning Policy Statements (PPS) may be of relevance to the submitted proposal. This includes:
- Planning Policy Statement 1 (PPS1) – Delivering Sustainable Development.
 - Planning Policy Guidance 19 (PPG19) – Outdoor advertisement control.

9.0 MAIN ISSUES:

- 9.1 Having considered this application and the representations, it is considered that the main issues in this case are:
- Impact on the visual amenity of the site, the street scene and the character of the wider area; and
 - Highway safety.

10.0 APPRAISAL:

Principle of development:

- 10.1 The two fundamental control practice criteria for advertisements are, amenity and public safety. Amenity considerations are stated to be those relating to the effect of advertisements on the appearance of buildings or the immediate vicinity of where they are displayed. Considerations of public safety are defined as matters having a bearing on the safe use and operation of any form of traffic or transport, including the safety of pedestrians.
- 10.2 The airport has stated that in common with other airports, business parks and industrial estates, there is a need for Leeds Bradford International Airport to advertise its services and facilities. They make reference to PPG19 'Outdoor Advertisement Control' which states that "Outdoor advertising is essential to commercial activity in a free and diverse economy."
- 10.3 It is accepted by all parties that there has been an ad hoc approach to advertisements around LBIA. At present there are some advert hoardings within the site near the terminal building but this application seeks consent for 7 hoardings around the periphery of the airport and sites 3 and 4 in particular are part of a gateway approach welcoming people to the airport. The airport believe that this application will ensure that in the future a coordinated and formalised method is pursued for all advertisements. This will provide consistency and certainty for LBIA and the city council going forward. Leeds Met University are advising the airport , as part of the review of the masterplan, on options for improving the overall landscape and visual setting of the airport.

Visual amenity:

- 10.4 Leeds Bradford International Airport is characterised by its green setting, offset from Yeadon township and in the Greenbelt. Retention of this character is important, and the Council have, as an example, allowed car park extensions with a condition that they be heavily planted with native shrubs and trees, to blend in with the countryside setting.
- 10.5 Original proposals to include hoardings that disturbed long distance views of the undeveloped part of the airfield and The Chevin were removed as this could not have been described as a commercial or industrial setting and is inappropriate for advertisement hoarding. Through negotiations with the airport, the opportunity to upgrade the quality of the hoardings to include some gateway features to the main

airport drop-off has been taken. This also included backlit LED lighting as highlighting. Originally proposed hoardings that dominated the airport approach and the amenity of planting screens were re-located to reduce their visual impact

- 10.6 From a strategic view point, the proposals can be seen in this wider context, assisting the effective and successful operation of the airport, not in isolation from it, in that, the immediate setting of the airport is one that is characterised by the buildings and operations of an international airport together with adjacent industrial estates and business parks.
- 10.7 All of the signs proposed are located on the 'airport side' of highways which run to the immediate north and east of the airport. They are therefore seen within the context of a fully functioning airport and not in the backdrop of the wider landscape.
- 10.8 The airport is a major piece of infrastructure with associated buildings that are large in scale and some already displaying prominent signage. Whilst it is accepted that the airport landscape should be attractive to visitors and be effectively integrated with its setting, it should also reflect and in fact celebrate its commercial nature and characteristics that are a positive force for economic growth in the region. If sited in a sensitive way, poster advertisements can help to do this without compromising the broader landscape characteristics. Overall it is considered that in this context some hoardings are acceptable if sensitively located and allied to the airport and its function as a gateway into the city.

Highway safety:

- 10.9 The Council's Highway Engineer has two main issues with the proposed hoardings, whether the proposed hoarding would distract drivers to the detriment of their safety and safety of others, and whether the hoardings can be serviced and maintained safely.
- 10.10 Leeds City Council Road Safety Engineer has stated that the proposed hoardings on Victoria Avenue (site 1 and 2) whilst they are sited close to the entrance of the tunnel, would not be a distraction to drivers as the decision of which lane to take would have already been made when they become visible. No objections on distraction grounds are raised by highways in relation to the hoardings at sites 4, 5 and 6.
- 10.11 Any Airport taxi proposals would involve the construction of a mini roundabout at the junction of Whitehouse Lane/car park entrance. It is considered by the Road Safety Officer that a hoarding in this location (site 7) could be a distraction to drivers giving way at the roundabout. However it is considered that it would be hard to resist a scheme on this basis. A condition could be placed on any decision requiring the advert to be moved if any new mini roundabout scheme were implemented. Members may be aware that a report on a possible scheme for taxis on Whitehouse Lane was considered by Executive Board recently and due to cost will not be pursued. The Road Safety Engineer that also stated that a hoarding at location 3 could also be a distraction at the roundabout on Harrogate Road.
- 10.12 Driver distraction is a relevant consideration for advertisement consents and the Road Safety Engineer has raised concerns on the grounds of driver distraction because of the specific locational aspects of signs 3 and 7.
- 10.13 Government Guidance on adverts does state that "LPAs will assume that the primary purpose of an advertisement is to attract people's attention and will

therefore not automatically presume that an advertisement will distract the attention of passers-by, whether they are drivers, cyclists or pedestrians.”

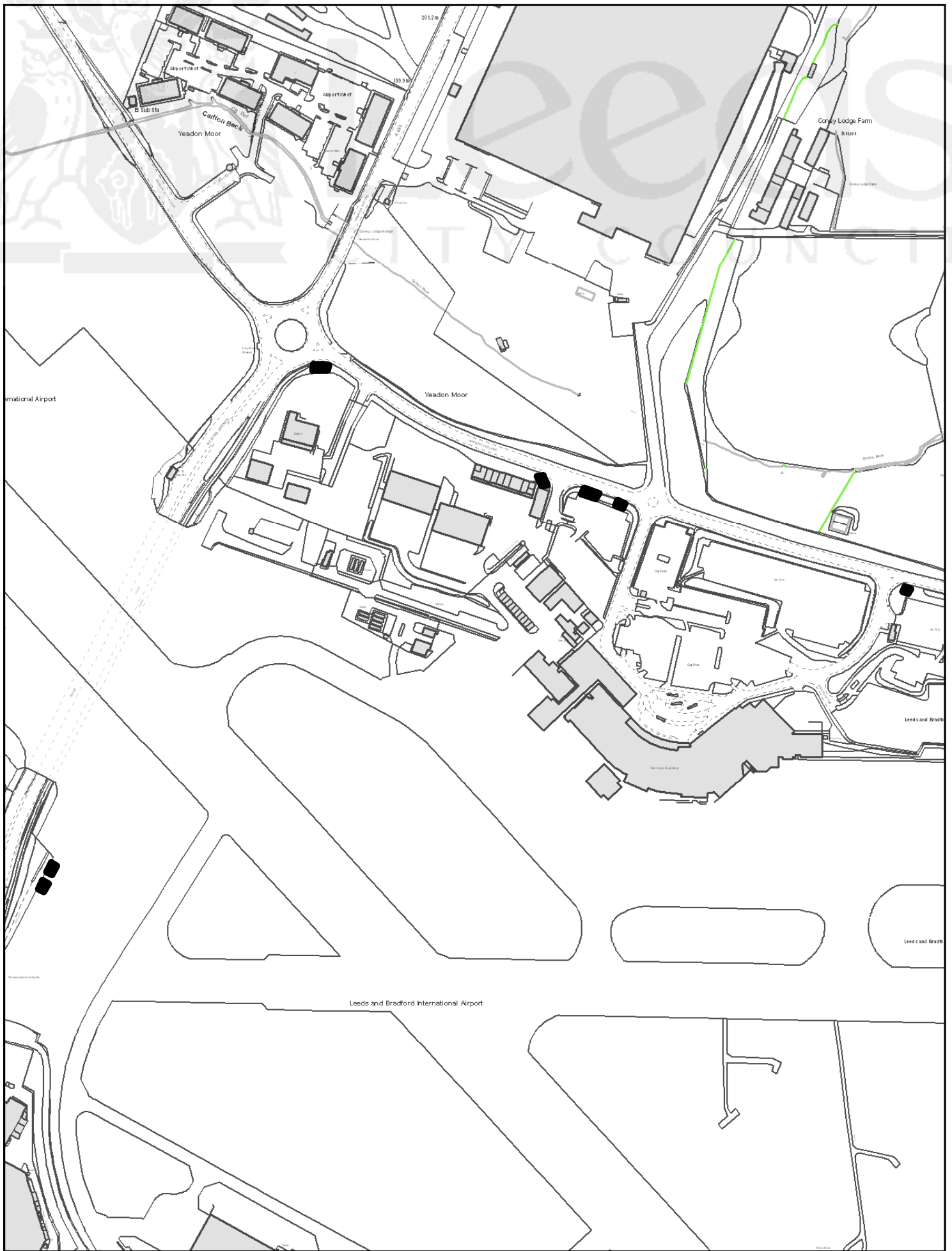
- 10.14 Overall it is considered that the hoardings themselves or their exact location are not likely to be so distracting, or so confusing, that they create a hazard.
- 10.15 Turning to maintenance, Traffic Regulation Orders are in place on Whitehouse Lane and Victoria Avenue which prohibit loading and waiting. The Council’s Highway Engineer has stated that the hoardings numbered 4, 5, and 6 can be maintained from within the car park. However they have raised concerns regarding the hoardings 1, 2, and 3, in that any maintenance work would necessitate vehicles parking on the highway which is prohibited in these location.
- 10.16 A transportation statement was submitted by the airport to address queries raised by the highways department in relation to how the signs will be maintained in the future. The scheme included a method statement explaining the maintenance requirements and regime. It confirms that all airport contractors will be made aware that they can not park on the grass verges, pavement or carriageway and must make use of existing parking facilities within the airport. from there they can be escorted to the signs and that the maintenance and upkeep can be done on foot.
- 10.17 The airport have confirmed that these requirements will be strictly applied and have asked members to note that the airport is heavily regulated and illegal parking will not be permitted in the interests of health and safety and importantly airport security.
- 10.18 Signs 1 & 2 have to be serviced from airside and the contractors could use the existing access at Multiflight. Signs 3, 4,5,6 & 7 have airport car parking spaces in proximity that they could utilise.
- 10.19 Subject to a maintenance agreement being conditioned, it is considered that there should not be any public safety concerns with the proposed maintenance regime and the proposals are consistent with the guidance set out in the Advertising Design Guide and PPG19.

11.0 CONCLUSION:

- 11.1 On balance, and in light of the above, the application is considered to be acceptable, and is considered to comply with the relevant national and local planning policies as set out in the report and is recommended for approval subject to the conditions listed. Members are advised that split decisions can be issued for advert hoardings if appropriate.

Background Papers:

Application and history files.
Certificate of Ownership.



WEST PLANS PANEL

