



Report of the Chief Planning Officer

SOUTH AND WEST PLANS PANEL

Date: 6th June 2024

Subject: 23/06023/FU - Installation of three new 3G artificial grass football pitches and two new MUGAs with associated works; Erection of two storey, multi-use building containing changing facilities, a community cafe, GP consulting rooms, pharmacy, gym and meeting rooms; associated parking, bin stores, cycling store, new footpaths and landscaping at Land Former Matthew Murrays School, Brown Lane East, Holbeck, LS11 0BT

APPLICANT

Leeds City Council

DATE VALID

30.10.2023

TARGET DATE

06.06.2024

Electoral Wards Affected:

Beeston & Holbeck

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

DEFER and DELEGATE to the Chief Planning Officer for approval subject to the specified conditions identified below (and any amendments to or additional conditions that the Chief Planning Officer may consider appropriate), subject to removal of the Yorkshire Water objection.

Conditions

1. Time limit on full permission
2. Approved plans
3. Statement of construction practice, including provision for contractors
4. Updated Travel Plan
5. Details of waste collection provision
6. Details of electric vehicle charging points
7. Operational management plan, to include car park management
8. Vehicle space to be laid out
9. Cycle/motorcycle facilities

10. Maximum access gradient
11. Approved disabled parking
12. Specified highway works
13. Lighting scheme
14. Final details of drainage scheme
15. Method statement for interim and temporary drainage
16. Non-adopted drainage features
17. YW Buildover agreement
18. Phase 2 site investigation
19. Unexpected remediation
20. Verification that the site is suitable for use
21. Hours of operation 0800 – 2200 hours Monday to Friday, and 09:00 – 18:00 at weekends
22. Noise management plan
23. No use of tannoy or music audible from outside site
24. Plant and machinery noise to be no higher than background noise level
25. Final lighting specification
26. Floodlighting to be turned off by 2200 hours weekdays and 18:00 at weekends
27. Detailed landscape scheme (including planting, hard surfaces and structures)
28. Landscape Verification Report
29. Tree protection measures
30. Provision for replacement planting
31. Construction Environment Management Plan
32. Landscape and Biodiversity Enhancement and Management Plan
33. Biodiversity Enhancement and Management Plan monitoring
34. Off-site Biodiversity Net Gain plan
35. Method statement for control of Himalayan Balsam and Japanese Knotweed
36. Integral bat roosting and bird nesting features plan
37. Implementation of bat roost and bird nesting features
38. Walling, roofing and surfacing materials
39. Boundary treatment plan
40. Review of on-street parking/TRO

INTRODUCTION:

1. This application has been brought to plans panel under subsection a) of the exceptions list in the Officer Delegation Scheme at the request of a neighbouring Ward member, Cllr Carlisle, who considers the development would have a significant effect on the ward he represents. Although Cllr Carlisle is supportive of the application in principle, concerns have been raised as follows:
 - tree loss proposed is significantly more than the Fullerton application, options should be explored to reduce the loss of good quality trees
 - conservation of nature – need to ensure the design is amended to maximise natural ecosystems
 - concerns over community accessibility/amenity. The site has full public access currently and is fairly popular locally. Will access be only via the GP surgery?
 - Air quality/design/materials – wants alternative to artificial grass considering
 - Impact to residents and bats from lighting and noise pollution
 - Parking and traffic. 294 car parking spaces looks excessive and could pose flooding issues. The development seems out of sync with other comparable developments.

PROPOSAL:

2. The application proposes to redevelop a 6.33 hectare parcel of land sited on the corner of the A643 road behind Ingram Road and Brown Lane East in Holbeck. The proposal is for a new community sports hub including three artificial grass football pitches (AGPs), two Multi Use Games Areas(MUGA), and a supporting multi-use building. The proposal will also include the installation of a car park, children's play area, floodlighting, boundary fencing and associated landscaping/greenspace improvements.
3. Access to the site is proposed off Brown Lane East with the supporting multi-use building to be sited behind the car park in the northern part of the site, and will comprise of changing facilities, a gym, a GP surgery, pharmacy, meeting rooms and a community cafe. A segregated cycle path is proposed along Brown Lane East across the whole frontage of the site and this will also connect into the existing cycle network to the east and west of the site. Pedestrian paths are proposed running along the western side of the pitches; these join up to the public open space to the south and provide pedestrian access to the site for residents coming from the south-eastern corner of the site.
4. The proposed pitches are located to the south of the community sports hub building and consist of 2 MUGAS, and 3 full sized 11v11 pitches that have the ability to be divided down into smaller pitches to accommodate more football games areas. The pitches will be enclosed with a mix of metal pitch fencing ranging from 1.2m high to 4.5m ball stop fencing. This will safeguard the nearby pathways, allow better viewing for spectators and allow continuous play.
5. The southern part of the site will be enhanced to form a parkland area. Four footpaths will provide new pedestrian connections from the residential streets to the south-east of the site into the public open space. The southern boundaries of the site are currently closed off with fencing and brick walls.
6. The site will be open to the local community with the MUGAS available to hire for free. The football pitches are for local youth football clubs, and so access to these pitches will be via joining one of the local clubs across the city.
7. The operational hours of the site are proposed to be 08:00 – 22:00 Monday to Friday, and 09:00 – 18:00 at weekends. Hours of operation have been reduced to provide noise respite to nearby dwellings to the south-eastern corner of the site boundary.
8. The proposed scheme is part of the national Parklife Project which is funded by a number of bodies namely the Football Association (FA), Premier League, Department for Culture and Sport, Sport England and the Football Foundation. The Parklife project seeks to implement a sustainable model for grassroots football by improving the state of the city's pitches and facilities. According to FA data, only one third of grass pitches in England are of adequate quality.
9. This application replaces a similar proposed hub scheme at the nearby Fullerton Park (ref. 20/00319/FU) which had previously secured full planning permission. Whilst there are some similarities with this application and the previous approval, there are some key differences. This application being in a different location, on a much larger site, and with a wider scope of works proposed.
10. Parklife Football 'Hubs' prioritise more mini, youth and junior football being played on 'third generation' (3G) pitches and aim to encourage people to play more regularly, or

to become active and in doing so, achieve wider social outcomes. The Hubs are also intended to:

- Be financially sustainable and based on strong business plans, with sites capable of income generation helping sustain a portfolio approach and reduce reliance on public subsidy.
- Offer a high-quality customer experience – a safe and welcoming environment for football-led and other demand-led local programmes to flourish.
- Be affordable, open and accessible to all.
- Be flexible – catering for football activity, other sports and also other programmes such as education, health and wider community development initiatives as appropriate.
- Provide a new management and operational approach to grassroots football facilities – where surpluses generated are re-invested back into improving other community football facilities with a local authority's area.

11. The Hub that is the subject of this application is the last of four Parklife hubs proposed across Leeds. These have been identified following an extensive consultation and site selection exercise led by Leeds City Council, the Football Foundation, Sport England and West Riding County Football Association.

12. The other three Parklife Hubs are:

- Bodington Playing Fields - Weetwood Ward – now built and operating
- Green Park (Thorpe Park) - Temple Newsam Ward
- Woodhall Playing Fields - Calverley and Farsley Ward

Operating model and financial sustainability

13. The Parklife model requires that once built, the Hubs are leased to a national not-for-profit football trust (Charity) for a period of 25 years. The Charity, established by the Parklife programme funders – The FA, Premier League and Department for Culture Media and Sport (via Sport England) will appoint a professional operator to manage and maintain the Green Park, Matthew Murray and Woodhall Hubs. Initially, a 10-15 year operating contract will be awarded (following public procurement procedures). The operator will be required to deliver a Services Specification developed by the funders and local outcomes set by Leeds City Council and other local partners (such as West Riding County FA).

14. The operator will have responsibility for all income generation and facilities management tasks via a sub-lease / licence and management contract. The headline responsibilities of the operator will include:

- Opening and closing the facility, including caretaking and security.
- Responsibility for all income generation and collection tasks including programming, pricing, marketing etc. (although subject to programming and pricing restrictions at certain times – e.g. for Partner Club / League use and activities of the local authority/ local partners).
- All facilities management tasks, including planned and reactive maintenance, lifecycle maintenance, grounds maintenance (including pitches), cleaning etc.
- To capture data expected from day to day operations (including finance, membership, programme statistics and attendances) and report on key performance indicators (KPIs) set by the Council / Trust / funders including outcomes and statistics relating to social and community benefit.

15. The portfolio approach for these sites is intended to create economies of scale and efficiencies, minimising operating costs and overheads. There will also be opportunity

for cross-subsidy (if required) across the portfolio to create a model which is financially sustainable, and which removes the need for any ongoing revenue subsidy from the project funders (Leeds City Council and the Football Foundation). Any surplus funding generated across the portfolio will be reinvested by the trust into grass playing pitches to improve the quality of the existing stock of grass pitches in Leeds.

SITE AND SURROUNDINGS

16. The site is a brownfield parcel of land. The land was last used by the former Matthew Murray High School and included a playing field. The school was demolished in 2007, and the playing field has not been delineated with a pitch since around 2011. There is terraced housing to the south-east, industrial uses to the west and east, and a school playing field to the north. The site is separated to the west by the A643 main road. The site is also close to Junction 2 of the M621. The original school buildings were located to the north of the site; these were demolished approximately 15 years ago, but some concrete slabs remain in-situ. Two former tarmacked play areas are present to the south-east, the remainder of the site is grassed and overgrown. There are a number of mature trees on the site.
17. The site is relatively flat although the ground banks up along the western boundary which is heavily landscaped with trees and shrubs.
18. The southern half of the site is a 3.47ha area of designated greenspace (site ref G719) for outdoor sport. The site forms part of a green corridor encircling Holbeck and the Neighbourhood Plan identifies that the site needs to provide 40% of the site as usable green space, and a walking and cycling link to and from the rest of Holbeck to the east and south-east. The east-west route of Brown Lane is also identified in the Neighbourhood Plan as an important link which needs to be recognised in the development.
19. A Yorkshire Water combined sewer runs through the centre of the site in a north to south easterly direction, and there are there discussed mineshafts located in the south-eastern area of the site under the area of proposed public open space.

RELEVANT PLANNING HISTORY:

Planning applications:

20. H21/207/90: Change of use of school car park and tennis courts to public car park. Approved 15/10/1990.

16/02794/DEM: Determination for the demolition of old electric sub station Approved 26/05/2016.

21/36/02/FU: Laying out of seating area and landscaping to school. Approved. 09.04.2002.

Pre-application enquiries:

21. None

HISTORY OF NEGOTIATIONS:

22. A Statement of Community Involvement (SCI) has been prepared and submitted with the application. The SCI notes that the proposal site and wider masterplan proposals

have been subject to public consultations, a football user group consultation and engagement as part of the current planning approvals, conducted whilst the proposals were under development over a period of several years. Two community consultation events took place in June 2023 at the Jamyang Buddhist Centre, Ingram Road, and the St Matthews Community Centre, Holbeck. The feedback received was taken on board and has resulted in a proposal with one less football playing pitch, a larger area of Public Open Space, the creation of 2 MUGAS, and the introduction of a playground on site.

23. The applicant has also met with Ward members and a neighbouring Member to discuss the scheme, and changes have been made following their comments. During the course of the application, there have been amendments to the layout to reduce the amount of car parking proposed, increase the landscaping and biodiversity on-site, reduce the amount of tree loss and the 3G pitches have been moved further away from the dwellings to the SE of the site to reduce noise impacts to these properties.

CONSULTATION RESPONSES:

Statutory Consultees:

24. Flood Risk Management: No objection, subject to conditions.

LCC Highways: No objection to revised plans, subject to conditions.

Highways Agency: No objection.

The Coal Authority: No objection, subject to conditions.

Health and Safety Executive: HSE does not need to be consulted on development on this site.

Non-Statutory Consultees:

25. Sport England: No objection.

26. Yorkshire Water: Objection to fencing sited over the public sewer. The applicant has agreed to accept responsibility for any work to the fence necessitated by maintenance or repair of the sewer underneath in future.

27. Design team: No objection to revised proposal, subject to conditions.

Landscape team: Reduction in tree removal is positive, but there is still a large number proposed to be removed which is disappointing. Would prefer herbicide treatment of the Japanese knotweed. Overall landscape design is broadly acceptable.

Nature team: No objection subject to confirmation that CEGS agree to delivering 4 biodiversity units to achieve the intended 10% net gain. Recommend conditions for BNG, bat and bird roosting and treatment of Japanese knotweed.

West Yorkshire Police: No objection but make recommendations.

Influencing Travel Behaviour team: Revised travel plan required, this can be conditioned.

Public Rights of Way: No objection provided the non-definitive footpath to the west remains open, unchanged, and not encroached upon in any way.

Land Contamination: No objection. Note that further investigation is required; this can be conditioned.

Environmental Health – no objection to revised noise assessment and site plan.

Climate Change team: No objection, subject to conditions.

Ramblers Leeds – non-definitive path needs to remain unaffected by work during and after construction. More clarity required on the proposed plans. Request a southern entrance to the facility.

Access Officer – No objection, but make recommendations.

District Heating – Site unsuitable for district heating due to location.

Environmental Studies Transport Strategy Team – No objections from a transportation noise perspective.

Street Lighting: No objection, subject to conditions.

PUBLIC/LOCAL RESPONSE:

The application has been advertised by means of 5 Major Site Notices, posted 10 November 2023 and an advert in the Yorkshire Evening Post published 17 November 2023.

Ward Member Comments:

28. Objection received from a neighbouring Ward member, Cllr Carlisle. Cllr Carlisle supports the principle of the development but raised the following concerns:
- the pitches won't be well-used by local residents. Wants assurances they will genuinely be for the local community.
 - Concerns over environmental impact of rubber crumb, would like alternative solutions investigating.

General Comments:

29. None

Comments in Support:

30. 9 in support, summarised as:
- Project will bring much needed facilities to the area to support grassroots sports. Enable children to play sport in winter. It will bring jobs to the local area and regenerate a run-down area of waste land.
 - A new GP, gym and play area will be good for the local area and community
 - Great for our young generation having a sports centre on the doorstep.
 - Definitely needed, children won't need to travel to Hunslet to play football and will use the other facilities
 - The project will make this area feel safer.
 - GP and pharmacy nearby will be more convenient.
 - This project will have more benefit than the current Council spending to improve footpaths in the Holbeck area.

Comments in Objection:

31. 5 objections raising the following concerns:

- Nature conservation – loss of existing biodiversity
- The environmental impact of plastic pitches and rubber crumb, increased heat, disposal risks and a lack of recycling plants.
- Risks to the food chain of 3G pitches
- Alternatives to rubber crumb are available and should be considered
- 3G pitches will reduce air quality and create an Urban Heat Island Effect.
- Significant tree loss, biodiversity loss of red listed and amber listed species
- Site should be used to enhance nature, plant more trees, create allotments and parkland

32. Comments received also include comments from community organisations. These are as summarised in the following paragraphs.

33. Leeds Civic Trust support the scheme: the concept and detailed elaboration are thoroughly commended. The facilities and services on offer are in line with several recommendations of the 2018 Holbeck Neighbourhood Plan. It has our unqualified support.

PLANNING POLICIES:

LOCAL PLANNING POLICY AND GUIDANCE

The Development Plan

34. As required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 this application has to be determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan currently comprises the adopted Local Development Framework Core Strategy (2019), those policies saved from the Leeds Unitary Development Plan (Review 2006), the Site Allocations Plan (2019), the Natural Resources and Waste Development Plan Document (2013 and 2015) and the Holbeck Neighbourhood Plan (2018).

35. The following policies from the Core Strategy are considered to be of most relevance to this development proposal:

General Policy – Sustainable Development and the NPPF

SP1 – Location of development

SP2 – Hierarchy of Centres and Spatial Approach to Retailing, Offices, Intensive Leisure and Culture

SP4 – Regeneration Priority Area

SP8 – Economic Development Priorities

P9 – Community Facilities and Other Services

P10 – Design

P12 – Landscape

T1 – Transport Management

T2 – Transport

G1 - Enhancing and Extending Green Infrastructure

G2 – Creation of new tree cover

G3 - Standards for open space, sport and recreation

G6 - Protection and redevelopment of existing greenspace

G8 – Seeks to protect important species and habitats.

G9 – Biodiversity net gain

EN1 – Climate change: carbon dioxide reduction
EN2 – Sustainable design and construction
EN4 – District heating network
EN5 – Managing flood risk
EN8 – Electric vehicle charging infrastructure
ID1 – Implementation and delivery mechanisms

36. The following saved policies from the Unitary Development Plan are considered to be of most relevance to this development proposal:

GP1 - Land use and the Proposals Map
GP5 - Seeks to ensure that development proposals resolve detailed planning considerations, including amenity.
BD2 – Design and siting of new buildings
BD5 – Amenity and new buildings
N7A – Provision of new playing pitches
N7B – Council provision of new playing pitches
N8 – Urban Green Corridors
N9 – Urban Green Corridors and Development
N25 –Development and site boundaries
LD1 – Landscape schemes

37. The following policies from the Site Allocations Plan (as amended 2024) are considered to be of most relevance to this development proposal:

GS1 – Site ref: GS719: 3.47 Ha of the site is designated Greenspace to be used for Outdoor Sport.

38. The following policies from the Natural Resources and Waste Local DPD are considered to be of most relevance to this development proposal:

General Policy 1
Water 1 – Water efficiency of new development
Water 6 – Flood Risk Assessments
Water 7 – Surface water run-off
Land 1 – Contaminated land
Land 2 – Development and trees
Minerals 3 – Minerals safeguarding areas – surface coal

39. The following policies from the Holbeck Neighbourhood Plan are considered to be of most relevance to this development proposal:

R1 – Continuing Regeneration
C1 – Expanding the range of existing facilities
C3 – Improving health and wellbeing
H3 – Matthew Murray Site
E3 – Spaces around buildings
G1 – Green Environment – site identified as strategic green infrastructure (Site SG3 and close to SG4)
G3 – Improvements to existing green spaces
HC7 – Positive Design
T1 – Increasing opportunities for walking and cycling

Relevant Local Supplementary Planning Guidance/Documents

40. The most relevant local supplementary planning guidance (SPG), supplementary planning documents (SPD) are outlined below:

Accessible Leeds SPD November 2016

Building for Tomorrow Today: Sustainable Design and Construction SPD August 2011 & update June 2020

Transport SPD 2023

Sustainable Urban Drainage SPG 2004

Achieving Net Gain for Biodiversity SPD (draft guidance)

Other relevant guidance

41. Leeds Playing Pitch Strategy (PPS)

The PPS was a joint project by LCC, Sport England, West Yorkshire Sport and the five-pitch sport National Governing Bodies of Sport (NGBs). It was designed at the time to provide a strategic framework for the maintenance and improvement of existing playing pitches and ancillary facilities for a five-year period. It has not been updated since its publication.

The PPS has now been overtaken by the Core Strategy and Site Allocations Plan; and it was never formally adopted. Given this context, only very limited material planning weight can be given to the PPS.

NATIONAL PLANNING POLICY AND GUIDANCE

National Planning Policy Framework

42. The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system. The NPPF must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.
43. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise (section 38(6) Planning and Compulsory Purchase Act 2004). The National Planning Policy Framework is an important material consideration in planning decisions.
44. The following sections of the NPPF are most relevant for the purposes of determining this application:
2. Achieving sustainable development
 4. Decision-making
 6. Building a strong, competitive economy
 7. Ensuring the vitality of town centres
 8. Promoting healthy and safe communities
 9. Promoting sustainable transport
 12. Achieving well-designed places
 15. Conserving and enhancing the natural environment

National Planning Practice Guidance

45. The Planning Practice Guidance (PPG) provides commentary on the application of policies within the NPPF. The PPG also provides guidance in relation to the imposition of planning conditions. It sets out that conditions should only be imposed where they are necessary; relevant to planning and to the development to be permitted; enforceable; precise and reasonable in all other respects.

CLIMATE EMERGENCY:

46. The Council declared a climate emergency on the 27th March 2019 in response to the UN's report on Climate Change.
47. The Planning Act 2008, alongside the Climate Change Act 2008, sets out that climate mitigation and adaptation are central principles of plan-making. The NPPF makes clear that the planning system should help to shape places in ways that contribute to radical reductions in greenhouse gas emissions in line with the objectives of the Climate Change Act 2008.
48. As part of the Council's Best City Ambition, the Council seeks to deliver a low-carbon and affordable transport network, as well as protecting nature and enhancing habitats for wildlife. The Council's Development Plan includes a number of planning policies which seek to meet this aim, as does the NPPF. These are material planning considerations in determining planning applications.
49. The below appraisal discusses relevant matters in this regard under paragraphs 81 - 90. This concludes that the proposal meets the relevant climate change policies as set out in the Core Strategy, with details of compliance able to be secured via relevant conditions, as required.

PUBLIC SECTOR EQUALITY DUTY:

50. The Equality Act 2010 requires local authorities to comply with the Public Sector Equality Duty. Taking into account all known factors and considerations, the requirement to consider, and have due regard to, the needs of diverse groups to eliminate discrimination, advance equality of opportunity and access, and foster good relations between different groups in the community has been fully taken into account in the consideration of the planning application to date and at the time of making the recommendation in this report.

MAIN ISSUES:

- 1 Principle of Development
- 2 Design, Layout, Appearance and Visual Amenity
- 3 Residential Amenity
- 4 Parking and Highways
- 5 Sustainability and Climate Change
- 6 Equality and Access
- 7 Biodiversity and landscaping
- 8 Flood Risk and drainage
- 9 Contaminated Land
- 10 Representations

APPRAISAL:

Principle of Development

51. The proposed scheme is part of a wider strategy under the Parklife Scheme which has been endorsed by the Council's Executive Board as a vehicle to upgrade and provide football facilities in the city, particularly 3G pitches of which there is a shortfall. The Leeds Playing Pitch Strategy (PPS) is afforded very limited weight in planning terms, as it is outdated. The most current data on demand is taken from the Football Foundation who state there is currently a shortfall of 20 full-sized 3G Football Turf Pitches (FTP) across Leeds. The proposal will help address this shortfall and provide significant local community facilities and benefits to both Holbeck and the wider city.
52. Just over half of the site is designated green space within the SAP with the remainder unallocated land; therefore Core Strategy policy G6 applies. This states that green spaces shall be protected from development, unless one of three criteria can be met. Policy G6 (iii) states that development is acceptable where:

'Supported by evidence and in the delivery of wider planning benefits, redevelopment proposals demonstrate a clear relationship to improvements of existing green space quality in the same locality'
53. Paragraph 96 of the NPPF also supports development that enables healthy lifestyles and that address identified well-being needs, such as sports facilities and layouts that encourage walking and cycling.
54. The proposal is for a community sports and health facility that will enhance how the site is used, provides opportunities for outdoor play and enjoyment of nature, and improves walking and cycling accessibility through the site. The proposals seek to improve biodiversity and provide facilities to promote healthy lifestyles. As previously mentioned, there is evidenced demand for 3G pitches across the city. Therefore for these reasons, the proposal complies with Core Strategy policy G6, and the aims of the SAP and NPPF.
55. Spatial policies 1, 2 and 8 of the Core Strategy seek to ensure that the vitality and overall function of town centres is not compromised. The policies broadly seek - in line with the National Planning Policy Framework- to support the role that town centres play within wider communities. The use of the building as a GP surgery, café, gym and pharmacy are town centre uses as defined in the NPPF. However, the proposed uses have been incorporated into the scheme to ensure that the Parklife model, which is a not for profit organisation, remains viable. The use of the gym and café have obvious links to the leisure use and will ensure a quality facility is provided, and is sustainable financially. It is noted that the cafe is small at 198sqm in size, and is considered an ancillary use therefore not considered to impact on the viability of the nearby local town centres of Holbeck or Beeston.
56. The NHS clinical commissioning group have identified a need to expand services within the area, but do not have the funding to provide new buildings that would specifically serve this area. The facilities provide an opportunity to create a medical practice in this location to serve existing and future local residents/ communities, and the use is also considered to complement the leisure facilities in regard to providing medical treatments and rehabilitation within a sports context.
57. As previously stated, the overall scheme seeks to provide high quality leisure facilities that will cater for the local community, as well as the south and south-east areas of the

city. The site has been identified with 3 other sites through the course of the Parklife programme and is one that is available and large enough to accommodate 3 no. AGP pitches. The other uses are required to make the leisure use viable and these factors sequentially rule out the city centre or other Local or Town Centres sites. The scale of the proposed uses and the benefit of providing such leisure facilities overall are considered to be acceptable in this location close to local residential communities. The proposal is not considered to detrimentally impact upon the viability of any local or town centre, which would be contrary to local or national planning policy. As such, it is therefore considered that the principle of the proposal is acceptable subject to it satisfying all other material planning considerations.

Design, Layout, Appearance and Visual Amenity

58. Within the Adopted Core Strategy, Policy P10 establishes a requirement for new development that is based on a thorough contextual analysis to provide good design that is appropriate to its scale and function; that respects the scale and quality of the external spaces and wider locality and protects the visual, residential and general amenity of the area. These policies reflect guidance within the NPPF.
59. The proposed multi-use building is two storey. It has been designed with a rectangular plan form. Materials proposed are curtain wall glazing, dark grey brickwork and zinc cladding that will form a curved roof and cover the first floor walls. A large digital clock is proposed on the southern façade to enable players and spectators to see the time whilst onsite. The building is considered to provide a functional form and layout that sits well in the landscape and references the nearby local context of the Leeds United Football Stands, which would be visible when looking south.
60. The car park is located to the north of the site and the MUGAs and pitches are sited in the centre of the site. The car park includes appropriate levels of landscaping and the number of car parking spaces has been reduced to both encourage reduced car use and also to retain as many existing trees as possible. There is a clear legible route off the cycleway and across the car park to the main building entrance and space is provided for coach drop-offs and ambulance parking. A one-way route is proposed through the car park, and electric gates will secure the car park outside of opening hours.
61. A total of 21 electric vehicle charging points will be provided and 16 disabled spaces are sited close to the hub entrance. The separate pedestrian and cycle access will also have lockable gates for security outside of operational hours.
62. The proposal originally included four 3G pitches, this has been reduced down to three in response to public comments during the pre-planning consultation period. The lower two pitches have also been moved 4 metres further to the west to mitigate against any noise nuisance to the neighbouring terraced houses directly to the east of these pitches.
63. The playing pitches are to be laid out to FA standards and the MUGAs are a standard specification. Further detail on the proposed pitch lighting is discussed in the next section with regard to residential amenity.
64. An area of amenity public open space is to be created to the southern end of the site. This will include seating areas and will provide an attractive area for the local community to meet, play and enjoy nature. Overall, the approach to landscaping is commended and will enhance the existing informal scrubland. The play equipment has not been sited in the POS, but rather close to the hub building. This is in response to

community feedback regarding concerns of antisocial behaviour. The play area is now sited in an area of good passive surveillance, close to the hub building to enhance feelings of safety and to help prevent damage to the equipment longer term.

65. Overall, the design, built form, siting, layout and detailing of the proposal is considered to be functional and a good contextual response to the existing landscape and neighbouring buildings. It creates a high quality community outdoor sporting facility with attractive outdoor greenspace and landscaping for people to meet and enjoy nature in, and provides well-designed areas for the public to gather and watch games if they so wish. The proposal is considered in this respect to be fully compliant with policies P10, BE5 and paragraph 127 of the NPPF.

Residential Amenity

66. The site is informally in use as public open space. There have been historic complaints of antisocial behaviour on the site, which has negatively impacted on neighbouring residents. The proposal has been designed to minimise the opportunities and risks of crime, through the use of boundary treatments and security measures, such as CCTV and lockable gates to prevent access after hours. West Yorkshire Police have advised as to how appropriate access to and use of the site can be secured through design measures and have otherwise raised no objections.
67. The proposed hours of use are 08:00 – 22:00 Monday to Friday, and 09:00 – 18:00 at weekends. The noise assessment evidenced that the site currently experiences high levels of background noise due to its proximity to the M621 road and concluded that this will continue to dominate even after the proposed pitches are in use. The pitches have also been moved 4 metres to the west of the site (closer to the A643) so they are now a sufficient distance from the dwellings along the SE boundary of the site. This maintains acceptable levels of amenity in terms of noise and lighting impact to neighbours. A revised noise assessment was submitted, and Environmental Health Officer had no objections to the revised proposal.
68. External lighting is proposed as follows:
- 6 x 15m high lighting columns to each 3G pitch
 - 4 x 8m high lighting columns to each MUGA
 - 6m high lighting columns to the car park provided with control optics to minimise light overspill
 - Security lighting of the building at night to deter vandalism
69. A detailed lighting assessment has been submitted with the application and has been considered by the Council's lighting engineers. The report demonstrates that the lighting design follows current guidance and recommendations for the type of facility which is to be illuminated. All luminaires will comply with Dark Sky Association Guidance to aid reduction of luminaire intensity. It is recommended that luminaires are fitted with tighter optics and additional cowls to prevent stray light and glare on the highways, this will be conditioned.
70. The sports pitch lighting is to be controlled at the reception desk where it shall be manually switched on and off on a pitch-by-pitch basis, with all floodlighting switched off outside the sites operating hours. This is a matter which can be controlled by planning condition. The car park lighting shall be controlled via a time clock and photocell with manual override. All external lighting is to be confirmed by the hub centre to co-ordinate with their opening hours. Outside operational hours, only safety and security lighting shall remain on.

71. The GP, pharmacy and gym uses will have a minimum impact upon the amenities of the locality as they are small scale ancillary uses that have negligible impact upon background noise levels/ pedestrian activity.
72. On balance, it is considered the proposal will not have a detrimental impact on the residential amenity of the occupants of neighbouring sites that would be significant enough to make the proposal unacceptable with regards to policy GP5 and paragraph 127 of the NPPF.

Parking and Highways

73. *Site access*
The new vehicular access to the site off Brown Lane East has been appropriately designed and the swept path analysis for a coach, refuse vehicle, fire tender and an ambulance entering the site are acceptable. The cycleway and pedestrian access into the site make positive connections to existing local facilities; they are of adequate width and are welcomed.
74. *Accessibility*
The site is located within the Main Urban Area, in relative close proximity to the A643 and M621, Junction 2. There are a number of bus services available along Gelderd Road to the west, Elland Road south-east and Top Moor Side to the east. The proposal includes an extension to the existing cycle path on Brown Lane East which will link the east of Holbeck to the PROW to the west of the site. This forms new active travel connections from the site and onwards to the west towards the city centre. The details of how the new cycleway will link into the existing network are to be conditioned.
75. *Car Parking*
The internal parking layout will provide 267 car spaces, this has been reduced down from the original 294 spaces proposed following comments from LCC highways. This includes 19 Electric Vehicle (EV) bays, 6 cable enabled EV bays, 14 standard accessible bays and 2 EV accessible bays. The scheme also proposes 1 ambulance bay, 5 parallel bays on the access road and 8 motorcycle spaces. Highways officers were reconsulted on the Transport Assessment (TA) addendum and are satisfied that this provides adequate justification for the amount of parking provision on site.
76. The EV charging point requirements set out in the Council's Parking SPD are 1 per 10 spaces with a further 1 per 10 being ducted for future expansion. Given the current climate emergency it is all the more important to encourage (and make provision for) more sustainable modes of travel. The provision of 21 EV charging points for the site would fall below the SPD requirement. However on balance, given the proposed ducting will be present and future expansion would be feasible, it is considered the provision of 21 points is acceptable in this instance.
77. Secure cycle storage and bin store facilities are also proposed within the site and these are not visually prominent, but neither are they not readily accessible and useable. 26 secure long stay cycle spaces and 24 short stay (uncovered) spaces are proposed. This exceeds the requirement in the Transport SPD based on predicted staffing and visitor levels.
78. *Transport Assessment*
The TA demonstrates that the Brown Lane East/Top Moor Side junction would operate within capacity during operation of the site at peak periods. This is acceptable.

Travel Plan

79. The Influencing Travel Behaviour team have reviewed the travel plan and made the following comments:
- Travel Plan Coordinator should have a budget available for offering incentives for staff and visitors to travel by sustainable modes of travel.
 - Targets need to be set and maintained for the proportion of staff and visitors coming by car, public transport and active modes of travel
 - The travel plan must set out a timescale for delivering all the measures.
 - A travel survey must be carried out annually from 3 months after initial occupation until 5 years post full occupation.
80. The operator of the site will be responsible for appointing a travel plan coordinator to implement these measures. As the operator of the site is not yet known, subject to the above-mentioned measures being satisfactorily incorporated into a revised travel plan, which can be conditioned, it is considered that the travel plan is broadly acceptable.
81. Overall, the revised car parking layout and TA are considered acceptable. The development would not have a severe impact on the highway network at peak hours, the site is considered to be accessible and located in a sustainable location, it will provide an acceptable access point and internal parking area which will provide an adequate number of car parking spaces. Together with the extension of the existing Traffic Regulation Order to prevent on-street parking on surrounding streets, the proposal is not considered to have a detrimental impact on highway and pedestrian safety.

Sustainability and Climate Change

82. The application has been assessed by the council's climate change officer and subject to a condition requiring submission of a design stage BREEM assessment prior to commencement of construction of the building, no objections have been raised.
83. Core Strategy EN1 requires all major developments to reduce the total predicted carbon dioxide emissions to achieve 20% less than the Building Regulations Target Emission Rate and provide a minimum of 10% of the predicted energy needs of the development from low carbon energy. Policy EN2 of the Core Strategy requires non-residential development of more than 1,000 square metres to meet BREEM Excellent standards and demonstrate that the proposal is of a sustainable design and construction. Both of these policies are applicable to this scale of development.
84. BREEM (Building Research Establishment Environmental Assessment Method) is a sustainability assessment method used to evaluate the design and operation of a building against a range of performance benchmarks. To evidence compliance with Core Strategy Policy EN2, a BREEM pre-assessment report has been submitted showing that the scheme will use the scenario 1 approach to achieve an 'Excellent' rating, with a buffer of 1.42%. Implementation of these sustainable construction methods will be conditioned via the requirement for a design stage BREEM assessment. Evidence of compliance with CS Policy EN1 will also be conditioned.
85. Representations have been received objecting to the use of artificial grass for the football pitches. They have queried the environmental credentials of artificial grass and rubber crumb infill. Key concerns being the risk of microplastics in the form of rubber infill getting in the ecosystem, concerns over air quality and potential health impacts to players during warmer months and concerns over recycling rubber crumb at the end of

its life. Representations also highlight a ban on the use of rubber crumb in the EU, and query the usable life of 3G pitches in light of this.

86. The EU have imposed a ban on intentionally added microplastic polymers less than 5mm. This decision was taken in September 2023 and has a transitional period of 8 years. DEFRA and HM UK Government have not confirmed whether they will be adopting the standards, but have assured the Football Foundation and Sport England, that should the restriction be followed, they would allow each pitch to operate as normal, until it had reached the end of its viable working life, thereby removing the need to dispose of functioning sports spaces. The materials required to maintain the spaces will be available until the pitches are disposed of so there will be no reason to replace the surfaces early. The shock pad layer will not need to be replaced for a period of 20 years and the artificial grass playing surface will last around 10 years. The conversion to an organic material will take place once the pitches have reached the end of their working life, this is estimated to be 10 years at minimum.
87. The applicant has provided a supporting statement and a copy of Sport England's position on the use of 3G pitches. Sport England consider them to be a durable, safe, year round playing surface, able to withstand regular use in all kinds of weather. It is stated that they almost completely negate fixture cancellations during winter months. This ensures far more individuals and communities benefit from all the associated social and health benefits of regular physical activity. Following the UK's exit from the EU, the regulatory framework for these matters now sits at UK level, and the Department for Environment, Food and Rural Affairs (DEFRA) have not yet concluded their review of microplastic use in the UK, including rubber infill. The project is expected to report in Spring 2025 and will inform future UK regulation.
88. It is acknowledged that there are alternatives to rubber crumb on the market such as cork, but to date there is little verified scientific evidence as to their environmental credentials, performance, durability, availability, lifecycle cost and impact on player experience. The pitches must be constructed to FA approved standards, and there is currently no FA approved alternative to rubber crumb that could be used in the UK. In addition, the National Governing Bodies of English Sport (NGBs) have tested rubber crumb to the same testing method as children's toys (En 71-3 Safety of toys Part 3) and have not found any toxicology issues or health concerns during these tests.
89. The 3G pitches will use rubber crumb infill from granulated end of life car and truck tyres. FA guidance has been followed to prevent contamination onto and off the playing pitches. The following mitigation measures will be implemented:
 - use of decontamination at pitch entrances
 - boot scrapers along pedestrian/player access points
 - Trekboards to be fixed to the pitch perimeter fencing. (Made of 100% recycled materials, and 100% recyclable)
 - at the perimeter to each pitch, a slotted drainage channel or up-stand edging will be provided to retain the rubber granules on the pitch and prevent contamination from offsite entering the pitch; and
 - the access pathways to the pitches are to be fenced to ensure players and spectators do not walk debris onto the pitch.
90. To mitigate against microplastics entering watercourses, all playing surfaces and access paths will be laid with porous materials to allow rainfall to percolate through. Beneath the rubber crumb surface will be a needle punch geotextile membrane to prevent rubber crumb from entering the drainage system. Should any rubber crumb enter the drainage system, there will also be catch pits and inspection chambers to catch silt and any other debris that may get thought. These chambers will have

quarterly inspections and a maintenance regime to remove any silt or dirt from the chambers. Overall, it is considered that the rubber crumb is unlikely to enter nearby watercourses due to the above design measures put in place to mitigate against this.

91. The surface of an artificial grass pitch (AGP) has a life span of approximately 10 years. The Football Foundation has an approved list of recycling companies for the end-of-life disposal of AGPs. Only approved companies will be authorised to recycle these pitches on Football Foundation funded projects such as this one.

Equality, Access and Inclusivity

92. A city-wide consultation exercise and expression of interest process has identified FA affiliated 'partner' clubs and leagues that will use the Parklife hubs for training and match play. Five local community football clubs have been engaged with the proposal, they are:
- Tingley Athletic (32 affiliated teams)
 - Beeston Juniors (17 affiliated teams)
 - Robin Hood Athletic (16 affiliated teams)
 - Thorpe Giants (7 affiliated teams)
 - Holbeck Moor JFC (6 affiliated teams)

Other key users identified include Leeds United Foundation, Garforth Junior League and West Riding Girls League.

93. The 2 MUGAs will operate as 'Playzones' available for use free to the local community. A booking system will operate from the reception in response to feedback from females in the local community that they often feel unwelcome or unable to use these areas that traditionally have been intimidating spaces occupied by males.
94. The site will be fully accessible as per building regulation part M. The proposed hub building has been designed taking account of Sport England's 'Accessible Sports Facilities Design Guide' and BS 8300-2:2018 'Design of an accessible and inclusive built environment' – observing all recommendations for widths of access doors, accessible toilets, reception area layout, changing and shower provisions, visually contrasting surfaces and sufficient space at door leading edges.
95. All external and ground floor areas are step free. The two MUGAs can be used by wheelchair users, but the 3G pitches are unsuitable for wheelchair football. The materials for the paths leading from the south up to the northern entrance of the site are to be agreed, this will be conditioned to ensure they are fully accessible.
96. The viewing area will contain some seating areas, and the pitches can also be observed from the café area, although views will be limited from here.
97. All WCs are to be 'superloos' meaning the toilet, basin and hand drying facilities are all in a single room. All room equipment in the GP areas is to be specified by the NHS to meet their accessibility requirements. A portable induction loop will be provided at the facility. All signage will also be designed to be easily legible at long distances.
98. The playground will provide an area for younger children who are supporting matches to play during matches.
99. Overall, the proposal is considered to provide accessible facilities that will promote health and wellbeing to a wide community and in this regard the proposal is

considered to be acceptable in terms of compliance with local policy and paragraph 91 of the NPPF.

Biodiversity and Landscaping

100. The existing site is a relatively large area devoid of structures and landscaping. There are mature trees within the site forming a row to the southwestern boundary facing Elland Road and some low mixed shrub vegetation that provide a degree of landscape quality to the site. The site has incorporated the retention of landscaping and provided enhancements to the buffer areas between the car parking and public realm. The area to the south will also be retained as Public Open Space of enhanced biodiversity and visual quality with a mix of plant species and grasses proposed.
101. It is regrettable that up to 23 trees and 7 tree groups are to be removed to facilitate the proposal. However, landscaping provisions are incorporated within the scheme, including an additional c.80 new heavy standard trees across the site, and wider improvements to drainage across the site are to be made. These factors, together with the significant benefits to a local community that are to be made, are considered to make the proposal acceptable in this instance and hard to refuse permission on this ground alone.
102. A biodiversity net gain of 10% is proposed. This will be primarily met by biodiversity enhancements on-site, but will also include some enhancements to the nearby Ingram Road Primary school field to the north of the site. This will be secured via condition.
103. The proposed scheme retains the majority of trees and woodland. Any ground works affecting potential bird nesting habitat will be undertaken outside the main bird nesting period of 1st March to 31st August where possible. Conditions are recommended for the installation of bird boxes, for protection of nesting birds, and to protect bats. The development will result in the loss of habitats which could be of low value for Hedgehogs. Based on the size and nature of the habitats affected, no significant impacts are predicted on hedgehogs at the local level.
104. Two non-native invasive weed species are present at the site. Japanese Knotweed is present in one large stand in the eastern part of the site, this extends to approximately 27 x 8 metres and appears to be long-established. Himalayan Balsam is also present in several locations along Brown Lane East on the northern edge of the site. Much of the Himalayan Balsam appears to be associated with imported soil. Conditions are recommended for the control of these invasive species.
105. As such, subject to conditions and appropriate tree protection methods for the landscaping that is proposed to be retained, it is considered the proposal will not have a detrimental impact on biodiversity and landscaping across the site.

Flood Risk and drainage

106. The site is situated within Flood Zone 1 with a low probability of flooding. The Pavilion will be the only use within the site that will generate foul water flows and it is proposed that the foul water will discharge into the public combined sewer network. A granular attenuation blanket is proposed under the car park and pitches to drain surface water into the ground. This will reduce the overall run-off rate across the site.
107. The department's Flood Risk Management team have reviewed the flood risk assessment and proposed drainage strategy, and consider it to be acceptable overall

subject to certain details being addressed through conditions. Subject to conditions it is considered the proposal is acceptable in terms of Flood Risk Management.

108. A Yorkshire Water combined sewer runs across the site from the north down to the south east. No buildings are proposed over the sewer, but some fencing, and a small corner of pitch are to be sited over parts of the public sewer. Yorkshire Water have objected to this. The applicant has provided written confirmation stating they will accept liability for any future work to the fence necessitated by maintenance or repair of the sewer. It is considered that this objection can be overcome by recommending a condition requiring the securing of a buildover agreement with Yorkshire Water.

109. Contaminated Land

The proposed development is considered to be a sensitive end use. A Phase 2 site investigation report has been submitted which recommends further investigation work. The report currently concludes that the most likely solution for the site will be a cover system but this conclusion may change depending on the findings of any further site investigation works that might be undertaken. A report on the findings of the proposed additional site investigation works will need to be submitted for approval (as well as the desk study report). If it is concluded that remedial works are still required, a suitable remediation strategy will also need to be submitted.

110. Accordingly, the department's Contaminated Land Team have therefore confirmed that based on the available information it is considered the proposal is acceptable subject to conditions.

Representations

111. Objections have also been raised in relation to the environmental and health impacts of plastic grass and wider environmental impacts of the scheme. These concerns have been addressed in the 'sustainability and climate change' section of this report earlier. Objections in relation to tree loss and impact to nature and biodiversity have also been addressed earlier in this report.

112. Concerns were raised by Cllr Carlisle that the pitches won't be well-used by local residents. As stated earlier in the report, the 2 MUGAs will operate as 'Playzones' available to the local community at no charge. A booking system will operate from the reception in response to feedback from girls in the local community that they often feel unwelcome or unable to use these areas that traditionally have been intimidating spaces occupied by males.

113. As stated previously, five local community football clubs have been engaged with the proposal, they are:

- Tingley Athletic (32 affiliated teams)
- Beeston Juniors (17 affiliated teams)
- Robin Hood Athletic (16 affiliated teams)
- Thorpe Giants (7 affiliated teams)
- Holbeck Moor JFC (6 affiliated teams)

Other key users identified include Leeds United Foundation, Garforth Junior League and West Riding Girls League

CONCLUSION:

Planning Balance

114. The principle of the scheme on this site can be considered appropriate and it will provide wider economic and health benefits to the locality and city.
115. The proposal will provide a development which is visually appropriate to its setting and wider locality.
116. The building and pitches will preserve the amenity of the occupants of neighbouring residential sites and will not have a detrimental impact on the amenity of the users of public vantage points.
117. The proposal is compliant with relevant climate change policies in terms of carbon dioxide reduction, sustainability standards and electric vehicle charging points.
118. The proposal would result in a 10% net gain for biodiversity and would see derelict brownfield land improved and public greenspace enhanced.
119. The proposal would provide additional local medical provision and a new pharmacy for the local community.
120. The proposal would provide new community play and sport facilities which provide social, physical and mental health benefits, and are in high demand in this area.
121. The development would create jobs during the construction and operational phases of the development.
122. The aforementioned are all benefits of the proposal.
123. The proposal would result in the loss of some trees, this would be mitigated by replacement planting on a 3:1 ratio. This is given limited weight.
124. Care has been taken to ensure the proposal will not have a detrimental impact on highway and pedestrian safety and these are neutral matters that neither way for or against the proposal.

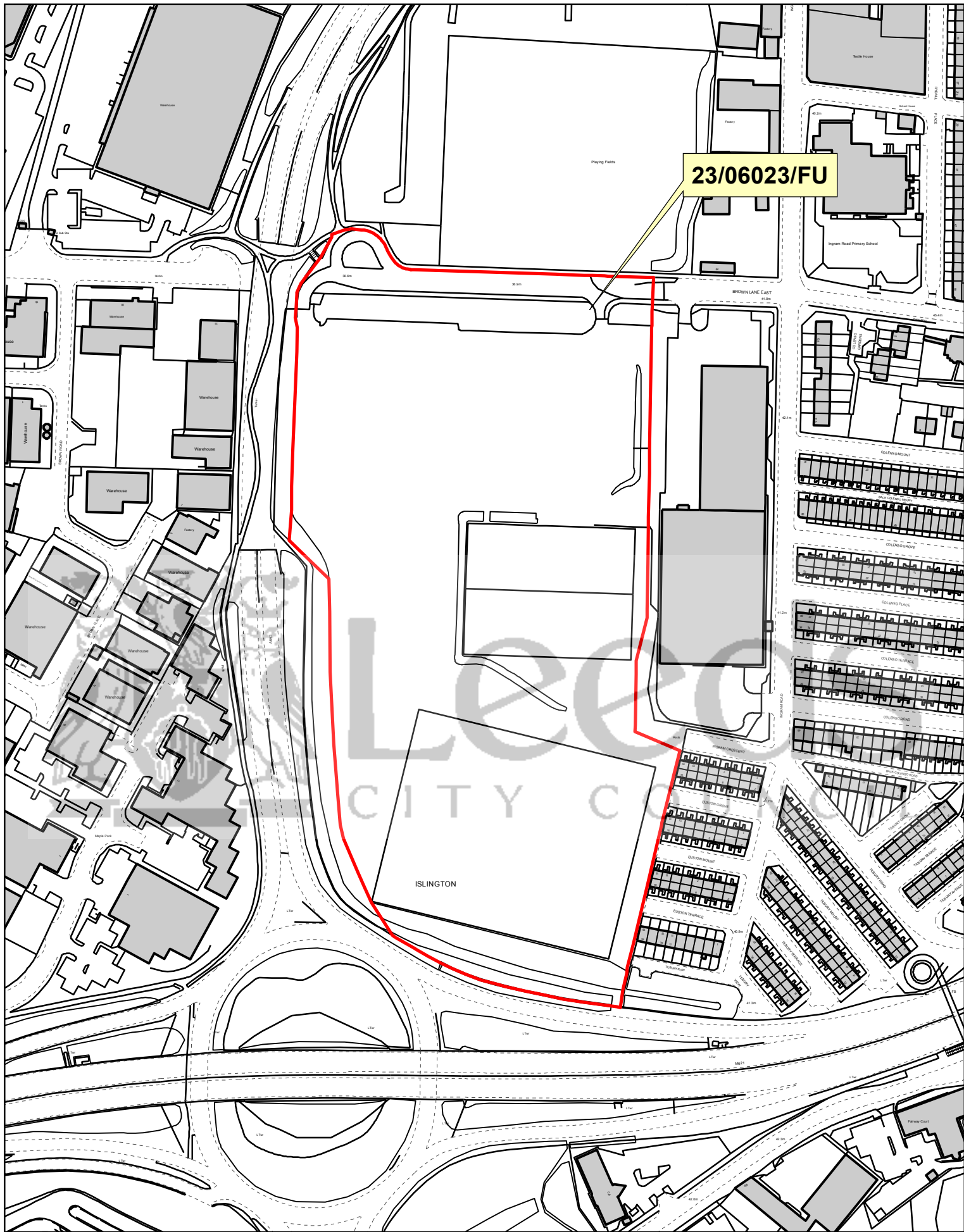
Conclusion

125. Taking all of the above into consideration, the proposal is considered to comply with both local and national policy, therefore subject to conditions it is recommended that planning permission is granted.

BACKGROUND PAPERS:

Application file reference: 23/06023/FU

Certificate of ownership: Certificate A signed by the Agent on behalf of the Applicant.



23/06023/FU

SOUTH AND WEST PLANS PANEL





PLANS PANEL PRESENTATION

SCALE 1:2500





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PLANS PANEL PRESENTATION

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