



NORTH AND EAST PLANS PANEL

Meeting to be held in Civic Hall, Leeds on
Thursday, 17th November, 2022
at 1.30 pm

MEMBERSHIP

Councillors

N Sharpe
M Midgley
B Anderson
E Flint
A Lamb
R. Stephenson
J Akhtar (Chair)
H Bithell
D Jenkins
P Wray

Please do not attend the meeting in person if you have symptoms of Covid 19 and please follow current public health advice to avoid passing the virus onto other people.

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Agenda compiled by:
Debbie Oldham
Governance Services
Civic Hall

A G E N D A

Item No	Ward	Item Not Open		Page No
1			<p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 15.2 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)</p> <p>(*In accordance with Procedure Rule 15.2, written notice of an appeal must be received by the Head of Governance Services at least 24 hours before the meeting)</p>	
2			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p>RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-</p>	

Item No	Ward	Item Not Open		Page No
3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration</p> <p>(The special circumstances shall be specified in the minutes)</p>	
4			<p>DECLARATION OF INTERESTS</p> <p>To disclose or draw attention to any interests in accordance with Leeds City Council's 'Councillor Code of Conduct'.</p>	
5			<p>APOLOGIES FOR ABSENCE</p>	
6			<p>MINUTES - 22ND SEPTEMBER 2022</p> <p>To consider the minutes of the meeting held on 22nd September 2022, to approve as a correct record.</p>	7 - 16

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7	Cross Gates and Whinmoor; Temple Newsam		<p>20/08412/FU - CONSTRUCTION OF A NEW COMMUNITY SPORTS HUB INCLUDING 3NO. FLOODLIT ARTIFICIAL GRASS PITCHES AND 1NO. MULTI-USE PLAYZONE ENCLOSED BY METAL BALLSTOP FENCING, CAR PARKING AND ASSOCIATED LANDSCAPING WORKS ARE ALSO PROPOSED TO CONNECT THE DEVELOPMENT TO THE WIDER GREEN PARK, INCLUDING A LIT FOOTPATH LINK FROM THE REDROW HOUSING DEVELOPMENT TO AUSTHORPE PRIMARY SCHOOL; EXTERNAL SUB-STATION AND BIN STORE, ON LAND OFF THORPE PARK APPROACH, LEEDS, LS15</p> <p>The report of the Chief Planning Officer requests the consideration of Members for the construction of a new community sports hub including 3No. floodlit artificial grass pitches and 1No. multi-use PlayZone enclosed by metal ballstop fencing, car parking and associated landscaping works are also proposed to connect the development to the wider Green Park, including a lit footpath link from the Redrow housing development to Austhorpe Primary School; external sub-station and bin store, on land off Thorpe Park Approach, Leeds, LS15</p>	17 - 72
8			<p>DATE AND TIME OF NEXT MEETING</p> <p>The next meeting of North and East Plans Panel will be on Thursday 15th December 2022 at 1:30pm.</p>	
2				
a)				
b)				

Third Party Recording

Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts named on the front of this agenda.

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Use of Recordings by Third Parties– code of practice

- a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title.
- b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete.

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NORTH AND EAST PLANS PANEL

THURSDAY, 22ND SEPTEMBER, 2022

PRESENT: Councillor J Akhtar in the Chair

Councillors N Sharpe, M Midgley,
B Anderson, E Flint, R. Stephenson,
H Bithell, D Jenkins, P Wray and T Smith

SITE VISITS

Councillors Akhtar, Flint, Midgley, Bithell and Sharpe attended the site visit earlier in the day.

28 Appeals Against Refusal of Inspection of Documents

There were no appeals against the refusal of inspection of documents.

29 Exempt Information - Possible Exclusion of the Press and Public

There were no exempt items.

30 Late Items

There were no late items.

31 Declaration of Interests

In relation to Agenda Item 8 – The Southern Quadrant of the East Leeds Extension, Councillor Stephenson informed the Panel that he is a non-Executive Director of an Academy Trust that has an interest in land at the border of the application site. Councillor Stephenson decided to take part in discussion as it was not a pecuniary or other interest and did not have an impact on voting on the application.

32 Apologies for Absence

Apologies were received on behalf of Councillor A Lamb. Councillor T Smith attended as a substitute on behalf of Councillor A Lamb.

33 Minutes - 25th August 2022

RESOLVED – To approve the minutes of the meeting held on Thursday, 25th August 2022, as a correct record.

34 21/08380/FU – Development comprising 58 apartments for affordable rent, including communal and ancillary spaces on land at Railway Street, Saxton Gardens, Leeds, LS9

Draft minutes to be approved at the meeting
to be held on Thursday, 20th October, 2022

The report of the Chief Planning Officer presented an application for a development comprising 58 apartments for affordable rent, including communal and ancillary spaces on land at Railway Street, Saxton Gardens, Leeds, LS9. This application was previously considered as a Position Statement at the Panel meeting in June 2022.

Photographs and slides were shown throughout the officer presentation.

The Panel were provided with the following information:

- In terms of private amenity space this has been increased and 15.3% of the total gross floor area has now been provided. This is still under the 25% set out in Neighbourhoods for Living but in the context of this scheme it is considered that it offers a reasonable amount of amenity space.
- The Housing Mix was a concern for Panel Members originally and the applicant has confirmed the mix will not be altered. It was the opinion of the applicant that there is a strong demand for 1 and 2 bed flats in the locality. The applicant submitted data for the demand for the Richmond Hill area. Housing mix is still underprovided on 3-bed units, but it was to be noted that the policy in this regard is open to be applied flexibly and it was further noted that the minimum target for this development is 11 units. Balanced against this however, the proposal does include 100% affordable units which is considered a positive benefit for the area.
- The revised scheme also includes an extension of the footpath on the southside of Railway Street.
- Representations include a letter of support received from Leeds Civic Trust and 2 letters of objections received on behalf of residents regarding lack of community facilities and issues with highways. These have been addressed in the Officer Report. No local ward members have submitted an objection.

Mr Mackie, a local resident attended the meeting and informed the Panel of the following:

- Mr Mackie has consulted online with approximately 1750 residents regarding the proposals and there are concerns regarding the loss of community amenity space. There is instead a preference for the site to include options for a community club, gym, café, or community meeting room, making better use of the space for the community as a whole.
- The Council's processes for involving members of the public on proposed developments are not adequate and exclude members of the public from commenting on such applications until a late stage.
- The financial amount of offset diversity loss does not reflect the true land value.
- The local pocket park would be better centrally managed, funded and formed as one, composite project.

In response to questions from Panel Members, Mr Jackson (Applicant) and Mr Corbett (Planning Consultant) provided the following information:

- The demand for 3-bed apartments in the area is low, and statistics show that there is a demand for 2-bed and 3-bed houses and maisonettes. Statistics relate solely to the Burmantofts ward. A member acknowledged that the proposed site is situated on the border of 3 wards, and data does not accurately reflect the demand in the area for 3 bed accommodation.
- To increase the number of 3-bed units will not make the scheme viable, particularly taking into account the constrained nature of the site – both in floorspace and height.
- The site is delineated for housing and therefore there are limited possibilities to deliver additional community facilities. Whilst there isn't a requirement to provide community facilities on site, the proposal includes contributions to the play area East of the proposed site.
- There are 18 car parking spaces proposed, 2 motorcycle bays, 58 cycle spaces and 4 visitor cycle spaces.

In response to questions from Panel Members, officers confirmed the following information:

- Officers acknowledge the demand for 3-bed dwellings in the area and explained that the shortfall in 3 bed units needs to be balanced against the provision of 100%affordable housing. Further, it is understood that this will be affordable housing within the Social Rented category. The question was put to the applicant whether they could provide more 3-bed accommodation and they declined to do so.
- There is no policy requirement for the applicant to build the development any higher to provide more units. It is possible to build the development higher subject to further mitigation measures and a ventilation system. It was confirmed that density policy H3 has been exceeded, and the development is not underdeveloped.
- Several volume housebuilders provide affordable 3-bed dwellings in the local area.
- The site is not allocated in the Site Allocations Plan.
- The local planning authority do not have powers to add a condition to nominate people out of oversized properties in the locality and move them into the proposed development.
- Further to this, it was confirmed to Members that they must determine the application before them at Panel and not what would be “nice to have”. The policy relating to housing mix can be applied with discretion and therefore there was limited policy basis for refusing the application based on a deficiency in the provision of 3-bed units when balancing that consideration against the other positive and beneficial elements of the scheme.

Panel Members commented on the need for 3-bed dwellings in this area as well as the applicant not taking further steps to provide these units. Panel Members discussed robustness of Council policies and questioned whether there is a particular need for policy review discussions at Development Plan Panel in the future.

RESOLVED – to unanimously defer and delegate approval of the application to the Chief Planning Officer, as outlined in the submitted report.

35 21/08379/OT - Outline Application for up to 925 dwellings including means of primary vehicle access and central Spine Road and associated infrastructure works and a 2.6ha Community Hub facility (provisionally comprising primary school, convenience store and health provision) all on land pertaining to the Southern Quadrant of the East Leeds Extension (part of housing allocation site HG1-288)

The report of the Chief Planning Officer presented an outline planning application for up to 925 dwellings including means of primary vehicle access and central Spine Road and associated infrastructure works and a 2.6ha Community Hub facility (provisionally comprising primary school, convenience store and health provision) all on land pertaining to the Southern Quadrant of the East Leeds Extension (part of housing allocation site HG1-288).

Some Members had attended a site visit earlier in the day. Photographs and slides were shown throughout the officer presentation.

The Panel were provided with the following information:

- An image showing an extract of a policies map in the Development Plan showing East Leeds Extension Housing Allocation. The location of the proposed development is south of Leeds Road and Manston Lane, bounded by ELOR to the east. To the east of ELOR is land designated as the green belt and beyond that is the village of Scholes. The area to the south is the Thorpe Park Employment Allocation. To the west is Crossgates Local Centre and to the north Seacroft Local Centre.
- There are 4 Quadrants forming the East Leeds Extension. Red Hall, Whinmoor Fields, Morwick Green and Pendas Beck.
- The site is largely fields, with areas of trees along Cock Beck and along the area covered by a Scheduled Monument. The John Smeaton playing pitches also form part of the Housing Allocation and are part of the application site. Further south is a Secondary School (John Smeaton Academy) and John Smeaton Leisure Centre and residential areas to the West. Cock Beck runs along the western boundary and through the middle of the site and sits within a small, wooded area either side. Public rights of way cross the site on a north-south and east-west fashion. Sandreas Way industrial estate exists to the southwest.
- The route of the Scheduled Monument curves round from Manston Lane towards ELOR and is retained in an area of greenspace.
- John Smeaton playing pitches are owned by LCC and there is a current planning application to re-locate 2 of those pitches to Whinmoor Grange, with the third pitch being retained as part of the primary school development on site.
- There are existing Grade II Listed Buildings along Manston Lane, including a dovecote within the application site and Lazencroft Farm beyond the south-eastern boundary of the site. Lazencroft Farm backs on to the development with a slight change in levels. A buffer will be

required beyond the land at Lazencroft Farm to create a buffer between it and the proposed development,

- Manston Lane has been re-routed to accommodate ELOR.
- An overview of local facilities in the area.
- Wider connections linking new development to existing links and facilities.
- Cock Beck forms the western boundary and runs through the centre of site. The associated flood risk zones were noted.
- Pedestrian and cycle links. New pedestrian and cycle connections are required to connect to ELOR, and the Spine Road will be wide enough to accommodate buses. Segregated cycle ways and tree lined verges are proposed.
- Green infrastructure and proposed greenspaces. Existing trees to the Cock Beck boundary and the Scheduled Monument are largely to be retained. There will also be 3 equipped play areas, as well as retention of a playing pitch as part of the primary school.
- The northern end of Leeds Road includes a local centre, and this is an area of land owned by LCC.
- Accesses to the site from the north (Leeds Road) are provided for the spine road and local centre access. Right turn lanes are provided where required and a toucan crossing, and informal crossing point are provided together with cycleways.
- Accesses to the site from the south (Manston Lane) are provided for the spine road and access to the development in the south-east corner of the site. Again, right turn lanes are provided where required and a toucan crossing and informal crossing point are provided together with cycleways.
- There are also links through the development to access the primary school without having to access the Leeds Road.
- The entire development will be phased, with an estimated build out time of 11 years.
- Houses are proposed to be overlooking greenspaces.
- LCCs Children Services have submitted a statement explaining a primary school is required on site with 420 school places. It has been identified that the school will need to be opened in a phased way with 1 entry per multiple year group. The existing schools in the local area can meet short term demand from the development ahead of the new school opening.
- Secondary school provision in the area is sufficient, due to surplus capacity. Expansion of any secondary schools, if and when required, would be funded through CIL. The dynamics of polygons for secondary schools have changed since the opening of Leeds Trinity Academy and frees the capacity of East Leeds.

Mr Johnson (Planning Consultant), Mr Ashworth (Representative from Taylor Wimpey) and Mr Riding (Representative from Redrow) attended the meeting and referred to:

- There being no objectors in attendance to speak on the proposals and there only being 15 letters of objections received in response to a leaflet / letter drop to approximately 2000 households.
- The financial contributions towards ELOR, primary education, bus service provision and infrastructure, together with CIL are substantial. Comments also referred to 15% affordable housing provided on site, together with significant areas of greenspace.
- The applicant intends to move towards the 2025 Future Homes Standard and confirmed the development will not introduce gas on site. This goes beyond the Council's and Government's planning policies.
- Redrow has commissioned a building survey to get older buildings (the Grade II Listed dovecote) up to standard and back in use.
- The applicant will come up with a design solution to mitigate the impact of the proposals in respect of Lazencroft Farm.
- However, the more detailed matters such as design and sustainability credentials are all elements that Panel will be asked to consider as part of the proposals that would need to come forward at Reserved Matters stage.

Further to questions from Panel Members, the supporters in attendance at the meeting confirmed the following information:

- Detail on how the applicant is working towards the 2025 Future Homes Standard will form part of the future Reserved Matters applications, but it was confirmed that the proposals do not include gas energy provision on site.
- The intention is for the site to be 'zero carbon ready'.
- Future considerations regarding the proposals will look at ensuring routes are lit and attempt to ensure that people feel safe. 'Safe by Design' guidance will be taken into consideration, again to be considered at Reserved Matters stage.
- Not looking to have parking on the Spine Road, parking will be inside the plots. There will be a 4.5m verge that runs along the cycling and walking link.
- It is intended that 2 parking spaces are provided per dwelling, in accordance with policy and visitor parking will be provided around the development.
- Further to a comment regarding use of a flexi bus around the site, it was confirmed that the Council and West Yorkshire Combined Authority will consider requirements for bus services and provisions required in each of the Quadrants.

In response to questions from Panel Members, officers explained the following:

- It was noted that members requested information on school polygons and further information in regard to school places.
- There is no loss of pitch provision from John Smeaton Academy. The pitch retained on site is for the primary school (with community use secured) and there are other spaces for KS1 and KS2.

- Lazencroft Farm is owned by a business who have a current planning application to operate as a children's nursery. The Council's Conservation officer has explained that an appropriate buffer / boundary treatment will be required. It was confirmed that the nursery can be accessed through the development in the future.

Officers will seek to ensure community provision is included in the proposals (proposed in the local centre) that will provide space for local groups and assist with general wellbeing, beyond the primary healthcare proposals. In response to queries as to whether additional space could be provided elsewhere within the site, officers will seek views through the ELE Consultative Forum.

Members relayed comments in relation to the officers questions in the submitted report:

1) Are there any matters which Members wish to raise in respect of climate change and sustainability? The applicant should be building to the 2025 Future Homes Standard to mitigate issues relating to retrofitting later.

2) Are there any matters which Members wish to raise in respect of urban design and liveability? Concern was raised regarding whether there would be enough parking spaces on site and urged further consideration to be given to this. It was acknowledged that due to the intention of there being no parking on the Spine Road, this may create parking issues and/or requests to remove verge and front garden areas. It was also suggested that car parking spaces side by side to the side of dwellings is preferable, such that there does not have to be constant manoeuvring of cars in and out of driveways by residents – causing both disturbance and adverse environmental / carbon impact. A member also raised a comment regarding the wider population being able to feel safe within the proposed site and surrounding areas, and sought assurance that streets and footpaths will be well lit for residents and children to feel safe walking / cycling etc.

3) Are there any comments Members would wish to make in respect of the relationships to Listed Buildings and the Scheduled Monument? Members agreed that an appropriate buffer should be provided in relation to Lazencroft Farm.

4) Are there any comments Members would wish to make in respect of landscape, biodiversity, and greenspace? To include a community orchid space and allotment grow your own space to bring residents together. The Climate Emergency Advisory Committee are looking at a food strategy developed by the Council, and it was suggested that policies such as these should be linked in with the scheme.

5) Are there any comments Members would wish to make in respect of highways, transportation, and accessibility? Parking concerns were outlined as part of question 2.

6) Are there any comments Members would wish to make in relation to housing provision, housing mix or Affordable Housing? To suggest the policy is reviewed regarding Affordable Housing and concern whether 15% is appropriate. The site is near the inner area, and demand will be higher.

7) Are there any comments Members would wish to make in respect of the primary school, local centre, and health provision? It was acknowledged that there will be a considerable amount of extra high school places needed because of the scheme, and provision for healthcare facilities and community spaces for mental wellbeing will be required. Members were also keen to see a space for an NHS dentist.

The applicant requested that Panel Members defer approval on the application to the Chief Planning Officer, and for the Reserved Matters applications to be the next applications to be brought to Panel. In response, a motion was put forward that the application be deferred and delegated in consultation with the Chair, subject to a list of conditions being put before Panel Members outlining conditions of the Outline application. Officers advised that an appropriate course of action could be for Members to receive a report at a future Panel that details the suggested conditions to be attached to the grant of outline planning permission.

RESOLVED –

- a) To note the content of the report on the proposal and to provide views in relation to the questions posed in the submitted report to aid the progression of the application.
- b) To defer and delegate approval to the Chief Planning Officer subject to a list of conditions relating to the Outline application being put before Panel members at a future Panel meeting.

36 21/03299/FU – Residential development of eight new dwellings with new access road, associated landscaping and parking, at Former Co-op Car Park, Off Oakwell Mount, Gledhow, Leeds, LS8 4AD

Further to the minutes of the meeting held on 28th July 2022, the report of the Chief Planning Officer presented an application for a residential development of eight new dwellings with new access road, associated landscaping, and parking, at Former Co-op Car Park, Off Oakwell Mount, Gledhow, Leeds, LS8 4AD.

This application was heard at the Plans Panel held 28th July 2022 where Panel Members highlighted several issues to be addressed before the application could be supported.

Panel Members were informed of the following information:

- A further 4 letters of representation were received from members of the public regarding inadequate public consultation, the reference made to the meeting with the public being inaccurate, the scheme has not changed, the height of houses, the amount of material moved to create the access drive and number 29 bordering onto the access point.

- There had been an issue raised about public speaking at the meeting, but due to no new significant material planning considerations being brought forward as part of the scheme since the application was reported to Panel in July 2022, it was agreed with officers and the Chair that in accordance with the council's Public Speaking Protocol there would be no public speaking this at this Panel. This approach remained consistent with the Protocol and the approach taken in other Panel meetings, in accordance with Chair's discretion on the matter.
- The site is a former car parking area, including the embankment and a strip of land in between 2 properties where access will be located to the development.
- The site is located within Oakwood Town Centre and is not in a Conservation Area. The boundary of the Roundhay Conservation Area is located to the northeast and to the east of the site.
- The proposal seeks approval for eight semi-detached dwellings set across four blocks.
- Each dwelling will have private car parking spaces, some with garages.
- Two of the mature trees at the access point are proposed to be removed.
- Residents at house No. 29 are concerned over the stability of their house, the impact on the proposed access and amenity. Residents at house No. 31 spoke in favour of the proposals.
- An alternative access point off Gledhow Rise cannot be considered due to issues in terms of delivering a road of a suitable design considering the change in levels. It was also noted that to achieve a road of an adoptable standard car parking spaces will need to be removed and the owners of the store were not willing to sell their land.
- The applicant carried out meetings with local ward members and residents at No's. 29 and 31 Oakwell Mount regarding the proposed access point.
- Additional trees are proposed to be planted as well as hedging.
- Amenity space in some of the rear gardens are limited because of the embankment.
- The Nature Conservation Officer has commented that the embankment 'maybe' better off being separated from the proposed site with no access. It was acknowledged that this would leave dwellings with short gardens and therefore officers believed the original recommendation should remain. It is considered that the proposal accords with policy G9 in not having an adverse impact on the Leeds Habitat Network and retains trees with additional proposed tree planting and landscaping. There will be a woodland management plan to include no lighting, no structures, leaving of dead wood and no introduction of non-native species.

In response to questions from Panel Members, the following information was confirmed:

- Legal colleagues will check conditions to ensure they are enforceable and can be complied with prior to the decision notice being issued.

- The developer intends to use a fence between the car park and proposed site, with hedge planting along the natural fence.
- In response to concerns regarding the impact of traffic on No's 29 and 31 at Oakwell Mount, it was agreed that officers can look at incorporating a speed limit in the construction management plan and a possible Traffic Regulation Order of a 10mph speed limit, as well as putting up a sheet in between the houses to suppress and protect residents from dust emissions. It was also confirmed that materials used for the access point will be blocked paving.
- Provisions are in place to protect integrity of drainage and falls within the responsibility of Yorkshire Water.

A comment was made that preference would be for the boundary treatment to the Home Bargains car park be either stone or brick, to mitigate any future anti-social behaviour related issues. It was also acknowledged that this will also stop headlights from cars disturbing residents of the proposed site.

After being put to the vote, it was moved and seconded,

RESOLVED – to defer and delegate approval to the Chief Planning Officer as outlined in the submitted report, subject to the following considerations:

- Legal colleagues to check over the list of conditions to be appended to the decision.
- To restrict speed as part of the construction management plan between houses 29 and 31 at the access point.
- For the boundary wall site to be a solid material either brick or stone to match with the development.

37 Date and Time of Next Meeting

Note the next scheduled meeting of North and East Plans Panel will be on Thursday 20th October 2022, at 1.30pm in Civic Hall.

(The meeting ended at 16:10)



Originator: Andrew Crates

Report of the Chief Planning Officer

NORTH AND EAST PLANS PANEL

Date: 17th November 2022

Subject: 20/08412/FU - Construction of a new community sports hub including 3No. floodlit artificial grass pitches and 1No. multi-use PlayZone enclosed by metal ball-stop fencing, car parking and associated landscaping works are also proposed to connect the development to the wider Green Park, including a lit footpath link from the Redrow housing development to Austhorpe Primary School; external sub-station and bin store, on land off Thorpe Park Approach, Leeds, LS15

Applicant – Leeds City Council

Electoral Wards Affected:

**Temple Newsam
Crossgates and Whinmoor**

(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).

Conditions

1. Time limit on permission (3 years)
2. Approved plans
3. Archaeological evaluation
4. Details of cycle/motorcycle facilities
5. Statement of construction practice, including provision for contractors
6. Details of waste collection provision
7. Details of electric vehicle charging points
8. Car park laid out prior to first use
9. Final details of vehicular entrance facilities
10. Final details of drainage scheme

11. Method statement for interim and temporary drainage
12. Details of management of non-adopted drainage features
13. Easement over Yorkshire Water sewer
14. Intrusive site investigation to assess mining legacy
15. Phase 2 site investigation
16. Unexpected remediation
17. Verification that the site is suitable for use
18. Hours of operation 0800 – 2300 hours
19. Noise management plan
20. Submission of detailed operational management plan, to include car park management and security, allocation of pitches and complaint handling
21. No use of tannoy or music audible from outside site
22. Plant and machinery noise to be no higher than background noise level
23. Final lighting specification to be approved
24. Floodlighting to be turned off by 2200 hours
25. Detailed landscape scheme (including planting, hard surfaces and structures)
26. Tree protection measures
27. Provision for replacement planting
28. Construction Environment Management Plan
29. Biodiversity Enhancement and Management Plan
30. Biodiversity Enhancement and Management Plan monitoring
31. Submission of Mitigation Method Statement / licence issued by Natural England
32. Lighting design for bats
33. Updated bat roost checks
34. Ecological Design Statement for Hedgerow and tree translocation
35. Ecological Design Statement for amphibian crossing facilities on the access road
36. Walling and roofing materials
37. Details of traffic and parking monitoring plan and mitigation measures for Austhorpe Lane and vicinity

UPDATE SINCE 25TH AUGUST PLANS PANEL:

- 1 The application was considered at the North and East Plans Panel meeting on 25th August 2022. A copy of the report is included at Appendix 1 and minutes of the previous meeting at Appendix 2. Members resolved to defer the matter for:
 - Further consultation by the applicant with the community.
 - Information to be provided in relation to parking, floodlighting and the wider impact of the lighting.
 - Lifespan of the pitches, including the impact on climate emergency of the material to be used.
 - Community use for the proposed facilities.
- 2 Following the meeting, the applicant has sought to pursue the above actions accordingly, as reported in the remainder of this report.

ADDITIONAL PUBLIC/LOCAL RESPONSE:

- 3 Since the application was last reported to Plans Panel, a number of further representations have been received, commenting on both the planning application and also the consultation event that took place.

- 4 To date, a further 40 letters of objection have been received in relation to the proposals, in addition to the 208 received by the time of the August Plans Panel meeting. Most of the issues raised are the same as those raised previously and as set out in the previous Plans Panel report at Appendix 1. However, the additional issues raised are as follows:
- Concern that the consultation event was not impartial and was hosted by the applicant promoting the proposed development. The consultation questionnaire contained leading questions and was inappropriate.
 - Several representations expressing concern about the event either accompany or are in addition to formal complaints about how the event was staffed, the views of those staffing the event and the information on offer in support of the application. These matters are outside of the planning remit and are being dealt with by the appropriate part of the Council.
 - Further submissions are made in relation to the potential effects and impact of the use of rubber crumb in artificial pitches.
 - Objection is raised to a letter of support from an NHS clinician, disputing the health hazards associated with the rubber crumb material used in 3G pitches.
 - An Equality Impact Assessment should have been carried out for the proposals.
 - Concern about existing flooding to the north-east of the site being exacerbated by the proposals.

- 5 To date, a further 7 letters of support have been received in relation to the proposals, in addition to the 19 received by the time of the August Plans Panel meeting. The majority of the comments are the same as those raised previously and as set out in the previous Plans Panel report at Appendix 1. However, the additional comments made are as follows:
- Concern that the objections are part of an orchestrated campaign to prevent the proposal from happening.
 - Concern that flyers are being posted to local residents encouraging them to object.
 - A supporter (who is stated as a governor of Austhorpe Primary School and chairman of Whitkirk Wanderers football club), notes the struggle to find pitch facilities currently and that there is significant demand on the existing pitch provision.
 - The proposal is dragging its feet and should have been granted permission much sooner. Similar schemes in Sunderland have been approved and built in the same time, exacerbating Leeds lagging behind in terms of sport facility provision.

ADDITIONAL UPDATED ISSUES:

1. Further consultation
2. Parking and lighting
3. Lifespan of pitches and climate emergency
4. Community use
5. Proposed scheme updates
6. Flooding
7. Equality issues
8. Further letters of representation

ADDITIONAL PLANNING APPRAISAL:

- 6 As noted above, the application was considered at the North and East Plans Panel meeting on 25th August 2022, where Members resolved to defer the matter for:
- Further consultation by the applicant with the community.
 - Information to be provided in relation to parking, floodlighting and the wider impact of the lighting.
 - Lifespan of the pitches, including the impact on climate emergency of the material to be used.
 - Community use for the proposed facilities.
- 7 In the intervening period, the applicant has undertaken a further consultation exercise, which in turn has given rise to a number of further letters of representation, as noted above. The latest consultation exercise has also helped to inform further changes to the scheme including a PlayZone area in lieu of the junior 9v9 pitch, the addition of a children's play area and clarification that the potential for parking within the Austhorpe Primary School drop off / car park area would not be welcomed. Further information has also been provided in respect of the other matters raised, as discussed below.
- Further consultation
- 8 The applicant arranged a community exhibition event between 11am and 7pm on Tuesday 11th October at The Springs retail park. A series of A1 presentation boards (8 in total) were on display at the event containing the latest plans, diagrams and visuals. The site history and initial concept designs were shown to demonstrate how the final proposals have been informed by key site features (such as Grim's Ditch).
- 9 Additional supporting documents utilised at the event included:
- Frequently asked questions: use of infill materials in 3G artificial grass pitches (AGPs) a collaborative document prepared by key stakeholders (including the Department for Digital, Culture, Media & Sport; Sport England; The FA; Football Foundation; Rugby Football League; and more), updated July 2022
 - FA Position Statement on 3G Pitches issued by the FA, dated June 2017
 - Approved List of Recycling Companies for Artificial Grass Pitches Football Foundation
 - Sport England Position Statement on 3G Pitches
 - Trekboards & Environment Sustainability, Football Foundation
- 10 A feedback form was available at the event giving visitors the opportunity to share their views. It is estimated that around 200 people attended throughout the day. A total of 76 forms were completed and the comments recorded. In summary, there is broad support for the Green Park concept, but a mixture of views in relation to the proposals that are the subject of this application, with concerns from some about the nature of the use, impact on the environment, lighting and parking, and support from others in relation to health and wellbeing and the potential of the community use aspects. The issues raised broadly reflect those raised in representations to the planning application.

Parking and lighting

- 11 A key concern raised by local residents and Ward Members at the August Plans Panel was in relation to existing parking issues on Austhorpe Lane. The applicant has undertaken further work to consider the quickest routes (vehicular and pedestrian) to and from the facility.

Key Vehicular Routes

- 12 The recent opening of the East Leeds Orbital Route (ELOR) means that most people travelling by car from areas north of the site (such as Manston and Pendas Fields) will be able to use this route which avoids the need to use the Ring Road or local residential roads.
- 13 There are concerns from residents that people using the Green Park facility will park on Austhorpe Lane rather than drive through the Thorpe Park development to access the facility car park. However, the applicant has noted that when factoring in the time it takes to drive to Austhorpe Lane, find somewhere to park along the roadside and then finally walk half a mile (approximately 9 minutes) to the pavilion entrance in order to access the pitches, it is considered that it would be quicker to drive straight to the facility car park and walk approximately 1 minute to the pavilion entrance.
- 14 It is proposed that the Council's Highways team will monitor the parking situation on Austhorpe Lane following completion of the development and any issues will be addressed accordingly via parking restrictions etc. if they are deemed to be required. The proposed car park within the sports hub development is considered to be adequately sized to cater for users of the facility and wider park. It is further understood that some discussion took place at the consultation event in conversations between the applicant and local residents about the potential of the future drop off area / car park for Austhorpe Primary School (part of a separate permission) being used to facilitate off-street parking, though the residents spoken to were deeply opposed to that idea.
- 15 Accordingly, as set out in the previous Plans Panel report, the proposed parking provision is considered to be acceptable and it is considered that the development would not have a severe impact on the highway network at peak hours. Conditions are recommended to secure details of the vehicular entrance, cycle / motorcycle parking, provision for contractors, details of waste collection provision and EVCP enabled spaces.

External lighting

- 16 External lighting is required for this development due to its nature and proposed use. The sports pitches are to be designed to the standards required by Sport England, which set requirements for the illumination of the pitches.
- 17 Lighting is required within the car park to the recommendations of all applicable British Standards. This is to ensure that car parking surfaces are adequately lit so that building users can safely park their cars and that parking bays are clearly visible.

18 There are also other factors which influence the design of the lighting scheme based on the environmental class, in accordance with British Standards. These factors are summarised below:

- Sky glow is reduced by restricting the amount of upward light ratio of all the external luminaires.
- Light overspill illuminance at neighbouring properties on the vertical plane of the windows must be limited.
- The intensity of all the external luminaires must be controlled so that no light sources are visible from the site boundary exceeding the British Standard values.

19 The following measures have been taken into account in the preparation of the external lighting scheme to limit the potential for glare and stray light:

- Sports pitch floodlights mounted at 12m and 15m high to achieve a lower floodlight angle and concentrate lighting onto the sports pitches limiting overspill and glare.
- Post top luminaires within car parking areas mounted on 6m columns to be provided with control optics designed to limit the beam angle within 70 degrees, to avoid glare and upward light distribution.
- The post top luminaires are to be provided with control optics that are designed to provide an asymmetric light distribution to minimise light overspill from the site.
- Louvres fitted to sports pitch lighting to reduce back spill light and provide a more concentrated light distribution to the sports pitches.
- Luminaires to comply with Dark Sky Association Guidance which stipulates that no luminaires with outwards or sideways light distribution shall be used to aid reduction of luminaire intensity.
- Additional measures will also be taken to reduce the impact on bats, in accordance with ILP Guidance Notes 1 and 8 and Eurobats.
- Pitches located over 100 metres away from nearest residential properties
- Pitches set into the existing slope / topography to provide a buffer between these and the surrounding properties, minimising noise and light impact.
- Tree and shrub planting proposed to further reduce the light impact on surrounding areas.

20 At the previous Plans Panel meeting, Members had an opportunity to put questions to the Council's lighting officer, who confirmed that the lighting proposals met all current guidance to mitigate the effects of lighting. Updated plans and visuals have been submitted by the applicant and will be included in the officer presentation. It is further noted that the sports pitch lighting is to be controlled at the hub reception desk where it shall be manually switched on and off on a pitch-by-pitch basis, with all floodlighting switched off by 22:00 hours. 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.

Lifespan of pitches and climate emergency

21 At the August Plans Panel meeting Members requested further information on the lifespan of the pitches, including the impact on climate emergency of the material to be used. Further information on this has been provided for Members below. However, in presenting the information it is reiterated, as set out at the previous Plans Panel, that the key consideration is whether the development is an acceptable use of land. It is not within the remit of a Local Planning Authority to seek to

duplicate or control matters that are subject to other regulatory regimes (such as the health effects associated with a particular material, pollution control and waste disposal – this was reflected in a decision by the South & West Plans Panel in granting planning permission for a development that included an artificial playing pitch at the former South Leeds Golf Course in Beeston in September 2022).

Rubber Crumb

22 With regard to minimising the environmental impact of the rubber crumb the applicant has re-assessed the technical specification of the proposed measures to help prevent the rubber crumb in-fill material from spreading elsewhere on site and these include:

- Decontamination grills would be provided at pitch entrances
- Boot wipers/scrapes would be provided along pedestrian / player access points
- Trekboards would be fixed to the pitch perimeter fencing
- The Trekboards are 100% recycled, 100% recyclable and environmentally sustainable in fill mitigation for artificial grass sports pitches.

Lifespan of the Pitches

23 It is understood that the surface of an artificial grass pitch (AGP) has a life span of approximately ten years depending on factors such as pitch type and quality, usage and maintenance. The applicant has stated that the Football Foundation takes a proactive approach to the end-of-life disposal of AGPs which comprises a number of different components including the following: synthetic turf carpets, performance in-fill, stabilising in-fill, pre-fabricated shockpads, in-situ laid shockpads and elastic layers.

24 The Football Foundation has developed an Approved List of Recycling Companies for AGPs which means only the recycling companies and their listed processes will be authorised for use on AGP Framework funded projects. As set out at paragraph 21 above this matter was recently referenced at the South and West Plans Panel meeting of 29th September 2022 in relation to planning application 22/01376/FU for a proposed 3G pitch and tennis courts and associated fencing up to 4.5m high, at the former South Leeds Golf Course site, Gypsy Lane, Beeston, where Members ultimately resolved to grant planning permission in that instance. Ultimately, these recycling processes are regulated by the other statutory bodies and legislation. As with any type of waste, it is the responsibility of the waste keeper to ensure that waste is disposed of properly and this is regulated by the Environment Agency. In this instance, the applicant would have to ensure that the end-of-life pitch surface is collected by a registered waste carrier and once that has been done, the applicant's duty of care is discharged and they should assume that the waste carrier will handle the waste appropriately. There are numerous waste carriers in Leeds and nationwide, who handle and process this type of waste and seek to secure its secondary re-use rather than disposal by landfill or incineration. It is therefore considered economically and environmentally more viable for such waste materials to be re-used.

25 As discussed above, it is for the Environment Agency to ensure that waste is disposed of properly and so this is not a matter for decision making on this application. In planning terms, it is worth noting that paragraph 188 of the NPPF states:

'The focus of planning policies and decisions should be on whether proposed development is an acceptable use of land, rather than the control of processes or emissions (where these are subject to separate pollution

control regimes). Planning decisions should assume that these regimes will operate effectively. Equally, where a planning decision has been made on a particular development, the planning issues should not be revisited through the permitting regimes operated by pollution control authorities.

- 26 More generally, in terms of climate emergency, as stated in the previous Plans Panel report, the development is considered to be sited in a sustainable location and the compliance with planning policy and achievement of a BREEAM Excellent scheme weigh positively in favour of the proposals. While the representations made around the use of 3G pitches are acknowledged (and subject to the remit of the planning system), this also must be balanced against usability of the pitches and the significant contribution towards the health and wellbeing agenda

Community use

- 27 The applicant has stated that, in total, 153 affiliated teams (across 7 local clubs) would be part of the pitch usage programme at Green Park. This includes 122 junior teams, 21 women and girls' teams and 10 adult male teams. Comment was made at the August Plans Panel about the number of adult pitches, though it is noted that these can be sub-divided into multiple smaller sized pitches for use by younger players.

- 28 The local clubs currently intending to use the facilities are as follows:

- Whinmoor Juniors: 5 teams
- Amaranth Crossgates: 27 teams
- Whitkirk Wanderers: 21 teams
- Garforth Villa Juniors: 33 teams
- Garforth Rangers: 41 teams
- Colton Juniors: 23 teams
- Colton Athletic FC: 3 teams

The majority of these teams currently play within a four-mile radius of the proposed Green Park Sports Hub development.

Public Use

- 29 The applicant has stated that the sports hub will prioritise more mini, youth and junior football being played on 3G and aim to encourage people to play more regularly, or to become active and in doing so, achieve wider social outcomes.
- 30 The youngest of players will be able to experience the game for the first time through initiatives such as girls Wildcats and after school sessions, whilst encouraging football as a game for life for older players through schemes such as walking football.
- 31 Additionally, as discussed in the previous Panel report, the community café located adjacent to the main reception area / entrance is to be available and accessible to all users of Green Park, irrespective of whether they are using the sports facilities. The café is designed to be on the same level as the rest of the ground floor, meaning that no ramps / stairs will be required within the building. It is stated that the space between tables will meet the minimum requirements outlined in BS 8300-2:2018 to accommodate wheelchair users. Chairs will be freely moveable and not fixed to the floor, making them more user friendly and creating a multi-functional space for use by community groups, football teams and more. Additionally, two meeting rooms will be available in the ground floor of the hub building.

32 A fully accessible WC is located behind the café and reception space (with public access during building opening hours). The WCs in this area can be shared by users of the café, meeting rooms and football facilities. A Changing Places (CP) facility is also proposed and includes a WC, hoist, basin, adult-sized changing bench and shower, for use by people with complex and multiple impairments who require the help of up to two assistants. The space will be fitted with a fixed tracked-hoist system so that assistants can fit the user's slings to the hoist and move the person to the various items in the facility.

Proposed scheme updates

33 The originally submitted proposals include pitches which can only be accessed through the pavilion building. However, taking on board feedback from the community exhibition event, the proposals now include a community PlayZone (or multi use games area) in place of the previous 9v9 artificial grass pitch.

34 PlayZones are considered to be modern, safe, and engaging facilities. PlayZones are designed for recreational football and other sports including:

- Basketball
- Cricket
- Hockey
- Netball
- Tennis
- Wheelchair Football

35 A community PlayZone is to replace the junior 9v9 artificial grass pitch previously proposed. It is understood that this would be available for community use incorporating free-to-use sessions with direct access from the park (i.e. not through the hub building). The PlayZone would be hard surfaced in the same way that a multi-use games area would be, rather than use the artificial pitch surface discussed above.

36 The PlayZone size is equivalent to a 7v7 pitch size, whereas the previous proposal was larger 9v9 pitch. This reduction in size has allowed additional trees to be retained (on the edge of Barrowby Woods) and more ecological improvement to take place.

37 From a planning perspective, the inclusion of the PlayZone is welcomed in terms of widening the appeal of the facility and encouraging sport and recreation. The reduction in the land area required for this facility is noted and the additional land given over to landscape and biodiversity enhancements is welcomed. It is further noted that the hard surface proposed for the PlayZone would have no impact on the drainage strategy proposed, save for now covering a smaller land area. The fencing and lighting requirements for the PlayZone would remain as previously proposed.

38 The proposal now also includes a children's play area to be located to the east of the hub building, which is also welcomed as an additional facility. This would be in an area that is well overlooked by the hub building and accessible from the adjacent paths, whilst not encroaching into any area of the Grim's Ditch Scheduled Monument. Whilst no detailed proposals of play equipment have been submitted as yet, it is considered sufficient and appropriate that these details can be secured through a planning condition.

Flooding

- 39 One of the letters of representation contains photographs of a flood event in the lowest part of the site caused by surface water run-off, in the context of what appears to be snow and ice melt in February 2021. The applicant is aware that this has happened in the past when the ground is solid due to frost or dryness. The drainage swale and attenuation basin have been located in the same area for the purposes of collecting rainwater from the application site and will therefore deal with it in a controlled manner. Flood Risk Management officers are satisfied with the principles of the scheme and consider that the details of the pitch drainage, and attenuation pond, with necessary supporting calculations can be secured by condition.

Equality issues

- 40 One of the letters of representation considers that the application should be subject to an Equality Impact Assessment. It is understood that the applicant undertook an Equality, Diversity, Cohesion and Integration (EDCI) Assessment for the Parklife Programme when it was originally supported by the Council's Executive Board in 2017. An updated version of the EDCI was done for site selection and confirmation of Fullerton Park in 2019 and Matthew Murray site transfer in 2021. As part of the scheme approvals, a re-assessment will be undertaken by the applicant prior to the submission to Executive Board which will detail the findings of all the assessed areas, anticipated to demonstrate that the schemes will have a significant improvement on equality across the city.
- 41 From a planning decision-making perspective, the previous Plans Panel report contained a section covering equality and access. For clarity, Section 149 of the Equality Act 2010 requires public bodies to have due regard to eliminate discrimination and to advance equality of opportunity. Of specific relevance to this application is the need to promote equality of opportunity for people of different ages, disability, sex and race. Officers have had regard to the requirements of the Equality Act, and conclude that in the overall planning balance, taking all material considerations into account, this is satisfied through the proposed development.

Further letters of representation

- 42 The additional issues raised in the further letters of representation received have been set out above and broadly cover concerns relating to the consultation event, the use of rubber crumb in artificial pitches, the need for an Equality Impact Assessment and further concerns relating to flooding.
- 43 It is considered that the additional matters raised in the further representations are covered in the body of the above report and some of the matters raised will be addressed through the use of planning conditions. Overall, notwithstanding the matters raised, it is considered that, on balance, the merits of the proposed scheme weigh in favour of the development.

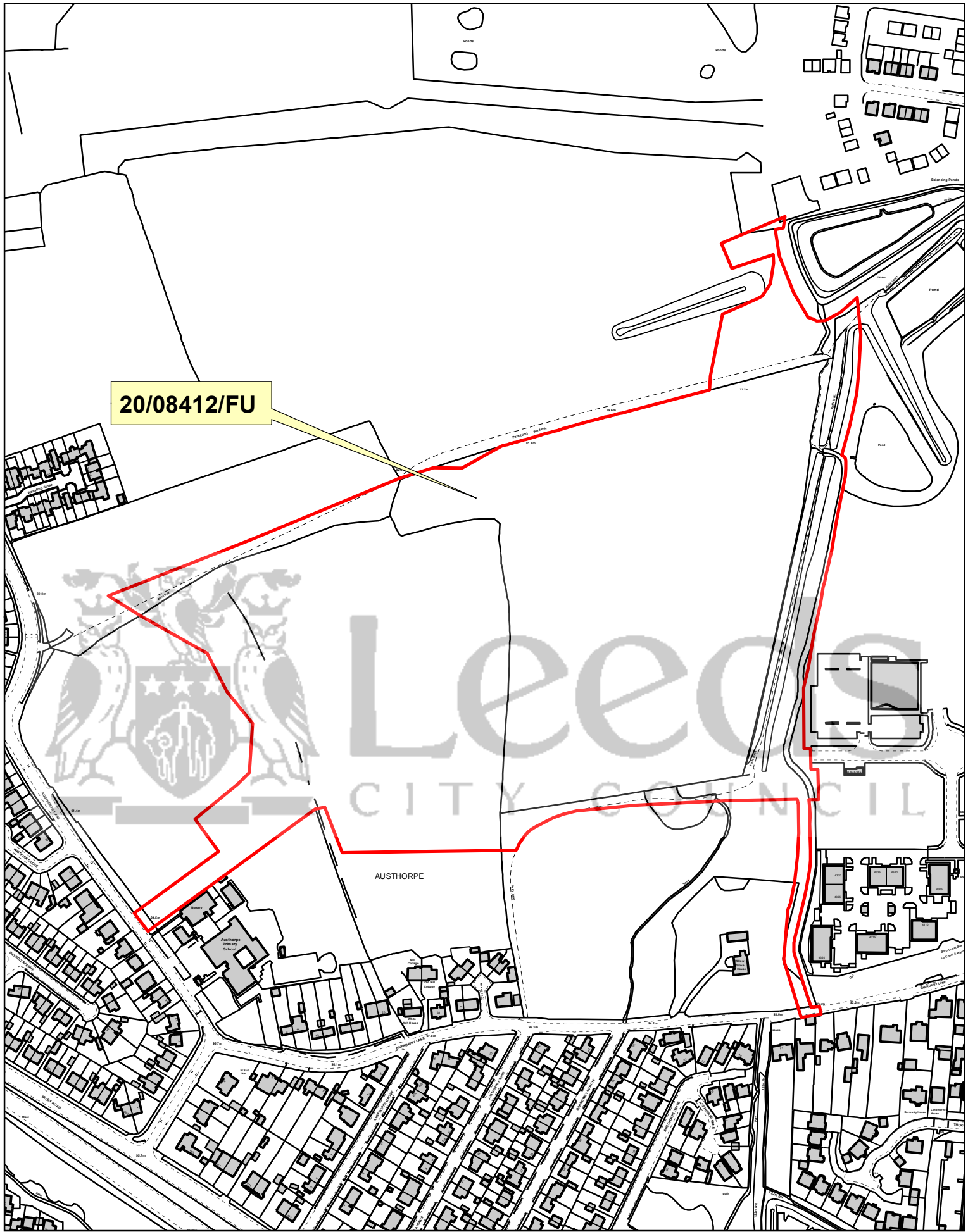
CONCLUSION

- 44 As set out in the previous Plans Panel report, the principle of developing the scheme on this site is considered appropriate and it will provide wider benefits to the locality and city. As requested by Members in August, a further consultation event has taken place, in addition to those carried out previously and the publicity exercise

undertaken as part of the planning application process. This process has resulted in some positive further enhancements to the scheme. While concerns have been raised about the use of artificial pitches and rubber crumb in particular, it is noted that the material accords with current national requirements and the applicant is committed to using the best available material at the time of implementation. The potential health effects and disposal of such material are matters for the Environment Agency and the Department of Health and Social Care and not for the Local Planning Authority.

- 45 The proposal will provide a development which is visually appropriate to its setting and wider locality, paying due care to the design and scale of the hub building, as well as to the wider site and landscape. The hub building, pitches and associated infrastructure are not considered to give rise to an unacceptable impact on the amenity of the occupants of neighbouring residential areas and will not have a detrimental impact on the other users of the footpaths and bridleways.
- 46 It is acknowledged that the proposal will have an impact upon the biodiversity and ecology of the site, but the scheme seeks to diversify the landscaping across the site and seeks to enhance habitat creation in another part of Green Park, such that the adverse impacts identified will be appropriately mitigated in accordance with policy.
- 47 It is acknowledged that the proposals represent minor harm to the setting of nearby Listed Buildings. However, it is considered that this harm is outweighed by the public benefits brought about by the proposed development. It is also acknowledged that the proposals affect the Grim's ditch Scheduled Ancient Monument, though Historic England do not object to the proposals to retain and celebrate the monument.
- 48 Overall, the scheme has significant well-being / community benefits which are supported by local and national planning policies. With consideration being given to all other matters, the proposal is considered to comply with both local and national policy and therefore the recommendation to Members is to defer and delegate approval to the Chief Planning Office for final agreement of conditions.

Background Papers:
20/08412/FU



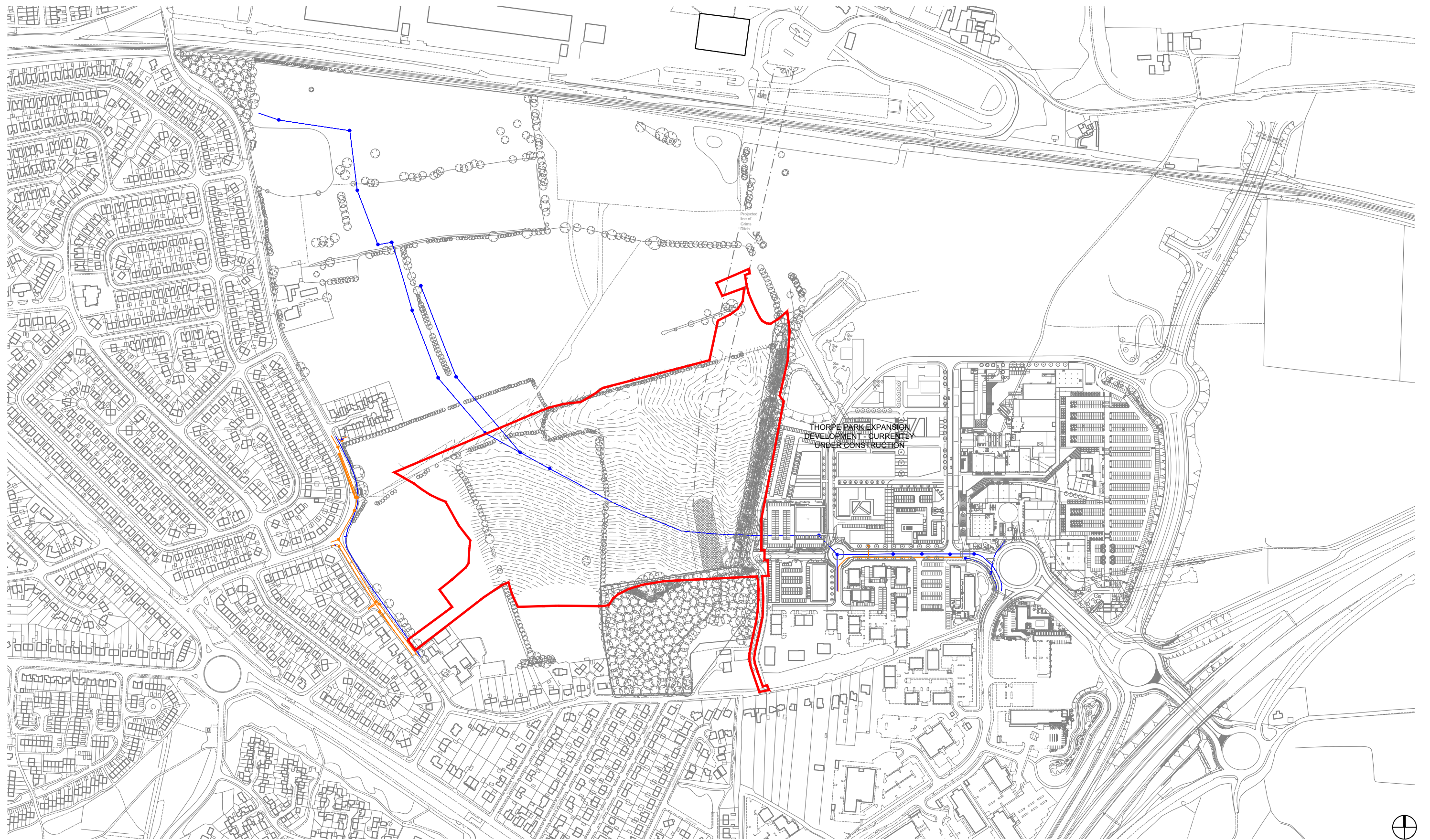
20/08412/FU

Leeds
CITY COUNCIL

AUSTHORPE

NORTH AND EAST PLANS PANEL





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UPDATED TO REMOVE AERIAL OVERLAY							
P2	SF	05.01.21	RB	05.01.21	RB	05.01.21	
PLANNING ISSUE							
P1	SF	17.08.20	RB	17.08.20	RB	17.08.20	
COMMENT							
REV	DRAWN	DATE	CHECKED	DATE	APPROVED	DATE	

CLIENT	Leeds City Council Football Foundation
PROJECT	Green Park, Leeds

TITLE	Existing Location Plan
	— Application Site Boundary



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SCALES	DISCIPLINE	PROJECT NUMBER
1:5000	ARCH	101964
DRAWING NUMBER		REV CODE
NPS-DR-A-(00)-060		P 2
STATUS CODE	PURPOSE OF ISSUE	DRAWN
S2	PLANNING APPROVAL ₁₃	SF



Page 30

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KEY PLAN

Notes:
1:2500

- Application Site Boundary (13.76 ha)
- Off-site Habitat Improvement (1.31ha)

UPDATED FOR PLANNING - REVISED LAYOUT TO INCLUDE MULTI-SPORT PLAYZONE AND OUTDOOR CHILDREN'S PLAY AREA						
P6	SF	25.10.22	RB	25.10.22	RB	25.10.22
UPDATED FOR PLANNING - REVISED HEDGEROWS AND BIODIVERSITY AREAS						
P5	TK	22.07.22	SF	22.07.22	RB	22.07.22
UPDATED FOR PLANNING - REVISED RED LINE BOUNDARY						
P4	SF	28.07.21	RB	28.07.21	RB	28.07.21
UPDATED FOR PLANNING						
P3	SF	30.04.21	RB	30.04.21	RB	30.04.21
UPDATED FOR PLANNING						
P2	SF	05.03.21	RB	05.03.21	RB	05.03.21
ISSUE FOR PLANNING						
P1	SF	15.12.20	RB	15.12.20	RB	15.12.20
REV	DRAWN	DATE	CHECKED	DATE	APPROVED	DATE



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CLIENT
Leeds City Council
Football Foundation

PROJECT
Green Park, Leeds

TITLE
Proposed Site Plan - Rendered

SCALE	DISCIPLINE	PROJECT NUMBER
1:2500	Architect	101964
DRAWING NUMBER	REV CODE	
NPS-ZZ-00-D-A-062	P6	
STATUS CODE	PURPOSE OF ISSUE	Drawn by / Approved by
S2	Planning Approval	SF / RB
		Checked by /
		RB

Appendix 1



Report of the Chief Planning Officer

NORTH AND EAST PLANS PANEL

Date: 25th August 2022

Subject: 20/08412/FU - Construction of a new community sports hub including 4No. floodlit artificial grass pitches enclosed by metal ball-stop fencing, car parking and associated landscaping works are also proposed to connect the development to the wider Green Park, including a lit footpath link from the Redrow housing development to Austhorpe Primary School; external sub-station and bin store, on land off Thorpe Park Approach, Leeds, LS15

Applicant – Leeds City Council

Electoral Wards Affected:

**Temple Newsam
Crossgates and Whinmoor**

(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 current Yorkshire Water objection.

Conditions

1. Time limit on permission (3 years)
2. Approved plans
3. Archaeological evaluation
4. Details of cycle/motorcycle facilities
5. Statement of construction practice, including provision for contractors
6. Details of waste collection provision
7. Details of electric vehicle charging points
8. Car park laid out prior to first use
9. Final details of vehicular entrance facilities

10. Final details of drainage scheme
11. Method statement for interim and temporary drainage
12. Details of management of non-adopted drainage features
13. Easement over Yorkshire Water sewer
14. Intrusive site investigation to assess mining legacy
15. Phase 2 site investigation
16. Unexpected remediation
17. Verification that the site is suitable for use
18. Hours of operation 0800 – 2300 hours
19. Noise management plan
20. Submission of detailed operational management plan, to include car park management and security, allocation of pitches and complaint handling
21. No use of tannoy or music audible from outside site
22. Plant and machinery noise to be no higher than background noise level
23. Final lighting specification to be approved
24. Floodlighting to be turned off by 2200 hours
25. Detailed landscape scheme (including planting, hard surfaces and structures)
26. Tree protection measures
27. Provision for replacement planting
28. Construction Environment Management Plan
29. Biodiversity Enhancement and Management Plan
30. Biodiversity Enhancement and Management Plan monitoring
31. Submission of Mitigation Method Statement / licence issued by Natural England
32. Lighting design for bats
33. Updated bat roost checks
34. Ecological Design Statement for Hedgerow and tree translocation
35. Ecological Design Statement for amphibian crossing facilities on the access road
36. Walling and roofing materials

INTRODUCTION:

The Parklife Programme

- 1 The proposed scheme is part of the national Parklife programme which is funded by the Premier League, The Football Association (FA) Department for Culture Media and Sport, and Sport England. The programme is delivered by The Football Foundation – the national Charity of these funders. As a major capital investment programme, Parklife aims to address a chronic shortage of good quality pitches. According to FA data, only one third of grass pitches in England are of adequate quality.
- 2 The programme seeks to implement a new sustainable model for grassroots football based on quality facilities that are more cost effective to operate. In late 2016 Sport England invited expressions of interest from Local Authorities with populations exceeding 200,000 to participate in the programme. The expression of interest submitted by Leeds City Council was successful and Leeds was invited onto the programme.
- 3 The 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 within a local authority’s area.

4 The Hub that is the subject of this application is one 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.

5 In total, over 100 sites across the City were considered as part of the site assessment process with four sites selected for development as a Hub at locations that are considered to best address demand across the City and suitability based on size, accessibility, ownership and site-specific opportunities and constraints. The four proposed Parklife Hubs are:

- Bodington Playing Fields - Weetwood Ward
- Matthew Murray site - Beeston and Holbeck Ward
- Green Park (Thorpe Park) - Temple Newsam Ward
- Woodhall Playing Fields - Calverley and Farsley Ward

Leeds Playing Pitch Strategy

6 The Leeds Playing Pitch Strategy (PPS) (referred to in paragraph 61) is afforded very limited weight in planning terms but does identify a requirement for 24 full sized 3G Football Turf Pitches (FTPs) in total to service affiliated football team training demand. FA data states that there are currently 16 x 3G FTPs in Leeds (13 of which are full sized); this is a shortfall of 11 pitches relative to assessed demand via the FA training model, or 12 via the Parklife model for competitive match play.

7 The Leeds PPS recommends that feasible sites are identified to increase provision of full size 3G pitches to meet training and competitive demand and to consider the FA’s Parklife model as a means of doing this.

8 It is worth noting that the number of affiliated teams in Leeds has grown from by 29% since the time of the PPS, rising from 1,012 (in 2016/17) to 1,309 (Dec 2019). Furthermore, the total number of affiliated junior teams (up to U18) has increased from 679 to 941 teams during this period, an increase of 39%. Unfortunately, this is the most up to date data, as data subsequent to this will have been significantly skewed by the impacts of the Coronavirus pandemic. Nevertheless, this growth is placing increasing demands on the playing pitch stock across the City – primarily local authority maintained natural grass pitches (with limited budgets) whilst several existing 3G pitches are unaffordable (run by private operators) and/or have limited availability for community use (e.g. education sites that are restricted during the day).

- 9 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).
- 10 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.
- 11 The portfolio approach for the three proposed 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:

- 12 The site is located in the southern half of the proposed Green Park, which encompasses a number of fields, hedgerows and woodlands sandwiched between existing residential areas along Austhorpe Lane and Barrowby Lane to the west, and the Thorpe Park business park and recent Redrow residential development to the east. The Leeds – York railway line is to the north.
- 13 The Parklife proposal largely relates to what were two agricultural fields, in the south-eastern part of Green Park. The recently constructed footpath linking the Redrow residential development and Thorpe Park to Austhorpe Lane exists immediately to the north. The western boundary is formed by part of a field closest to Austhorpe Lane and Barrowby Lane and includes a new footpath link through to Barrowby Lane, just to the north of Austhorpe Primary School. The southern boundary of the site runs parallel to Barrowby Lane and includes the northern fringe of Barrowby Woods. The eastern boundary includes the wooded embankment which sits immediately parallel to the Thorpe Park business park.

- 14 As mentioned above, the proposals sit within what has largely and historically been two agricultural fields, though it does spill over into a third field to the west. The land in question is owned by the Scarborough Group (responsible for Thorpe Park), pending transfer to the Council (previously secured through a S106 Agreement). The land has been actively farmed until relatively recently, though those agricultural tenancies have now ceased, given the intended transfer to the Council to deliver the Green Park project. The fields all have mature trees and hedgerows to their boundaries and there are existing areas of woodland along the embankment and at Barrowby Woods. The site has a natural rise towards the south.
- 15 In the wider context, the site falls within the main urban area, with the newly constructed East Leeds Orbital Route (ELOR), connecting to junction 46 of the M1 motorway, to the east, the Manston Lane Link Road (MLLR) providing connections to Crossgates and the existing A6120 Ring Road a short distance away to the south and west. Thorpe Park has seen the continued development of business uses, as well as the development of The Springs retail park in 2018. Residential development is also ongoing on the northern part of the Thorpe Park site, as well as at the former Vickers tank factory site, to the north of the railway line. Additionally, a further 5,000 homes are anticipated in the East Leeds Extension (ELE), between the existing urban area and ELOR, which will also include other facilities including two primary schools and local centres containing health, retail and community facilities. Plans are also being developed to bring forward a train station on the Leeds – York railway line, accessed from Manston Lane.

PROPOSAL:

- 16 The application proposes the construction of a new community sports hub including 4 no. floodlit artificial grass pitches enclosed by metal ball-stop fencing, car parking and associated landscaping. Works are also proposed to connect the development to the wider Green Park, including a lit footpath link from the Redrow housing development to Austhorpe Primary School, as well as an external sub-station and bin store.
- 17 The site takes its principal means of access (including its only vehicular access) from the Park Approach, within the Thorpe Park business park, which itself has connections to Century Way, the existing A6120 Ring Road, William Parkin Way, Manston Lane, ELOR and junction 46 of the M1 motorway. Pedestrian and cycle paths have been proposed to encircle the pitches and community sports hub and allow the tie in of public rights of way from the south via Barrowby Woods, a new path extending westwards to provide a connection to Austhorpe Lane, and several connections to link up with the existing right of way to the north of the site, connecting Central Park and the Redrow housing development to Austhorpe Lane.
- 18 The vehicular access road is proposed to cut through the existing embankment, turning into a car park providing 227 car parking spaces, including 25 spaces served by electric vehicle charging points (EVCPs), 15 disabled spaces (two of which are served by EVCPs) and 16 motorcycle spaces. A total of 14 short stay cycle stands, designed to ‘Secured by Design’ standards are to be located under the canopy of the community sports hub building.
- 19 Pathways are to lead from the car park and main entrance to the front of the community sports hub, set within an area of public space, incorporating both hard and soft landscaping. The hub building is single storey and has an east facing

frontage, while the external public seating area at ground level spills out around the eastern and northern sides of the building. The building is built partially into the slope of the land, meaning that a flight of steps on the eastern side also provide access to the roof areas, which incorporates a planted roof garden, seating and a viewing area.

20 The proposed pitches are located to the west and south of the community sports hub building – three adult pitches to the west and one junior pitch to the south. The areas between the pitches form a secure area and comprise hard and soft landscaping solutions to provide appropriate pitch access. The formal pitches are separated from the surrounding parkland setting by 4.5m high ball stop fencing, with some 2.4m high weld mesh fencing forming the connecting boundary to the hub building. Outside the pitch area, and over and above the foot and cycle ways described above, the remaining land is to be soft landscaped with a mixture of tree planting, mixed tree / scrub planting and wildflower meadow, particularly to the north-western, western and south-western parts of the site facing towards Austhorpe Lane. The eastern part of the site, between the community sports hub building and car park also includes tree and hedgerow planting, but is a little more formal, providing the public space setting in front of the hub building, a sculpture location at the southern end of Grim’s Ditch (Scheduled Ancient Monument), and a resin bound gravel pathway running above it (incorporating feature corten steel arches further north, outside the Scheduled Ancient Monument). A parallel bridleway is also incorporated, in a flexipave finish. A drainage swale with reed beds is proposed to the north of the car park area, surrounded by further tree and hedge planting.

21 The operational hours of the use, including the community sports hub building, are proposed to be 08:00 – 23:00 hours. 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 by 22:00 hours. The operating hours and lighting are matters which can be controlled using appropriate planning conditions. 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. Each of the three adult pitches is to have 8 x 15m high lighting columns, whereas the junior pitch is to have 6 x 12m high columns. The lighting to the car park and the paths adjacent to the car park and leading to the hub building are not to include lighting columns greater than 6m in height.

RELEVANT PLANNING HISTORY:

22 PREAPP/20/00039 - Four floodlit 3G artificial grass football pitches with supporting pavilion building and associated landscaping.

23 17/00254/LA - Formation of public park, playing pitches, park and changing rooms on land to west of Thorpe Park – Approved 24th June 2020.

HISTORY OF NEGOTIATIONS:

24 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 and engagement as part of the

current planning approvals, conducted whilst the proposals were under development over a period of several years. It is understood that a community consultation event took place in November 2020 (held as two electronic meetings due to the Coronavirus Pandemic) and included the applicant team, Ward Members and local residents. The feedback received asked for further improvements to the fenced area around the Newt Ponds (outside of planning application - part of wider Green Park), as well as additional fruit trees to support local wildlife and users of the park. Improvements to pedestrian footpaths were also requested, and to remove stone footpaths and change to tarmac to enable ease of use regardless of mobility. These suggestions have been taken on board in relation to the Parklife proposals, but also the wider implementation of Green Park in the future.

- 25 In January 2021, the applicant team posted flyers to local residents and also emailed Ward Members and local interest groups. Contact details were provided so that residents could contact the applicant team to raise questions about the proposals, in the absence of face to face meetings, which were not possible at the time. It is also understood that the applicant has met with Ward Members and local residents who have expressed concerns about the proposals, and is committed to ongoing dialogue and consultation going forward – particularly in relation to the fine detail of the scheme, i.e. sculpture and public art, as well as with regard to the wider Green Park scheme.

PUBLIC/LOCAL RESPONSE:

- 26 The application was advertised as affecting a Public Right of Way and the setting of a Listed Building. Site notices were posted around the site and the application has been publicised in the Yorkshire Evening Post. The site notices were posted on 5th February 2021 and 12th November 2021, with a notice being published in the Yorkshire Evening Post on 29th January 2021.
- 27 A total of 163 representations have been received to the application, with 137 objecting, 19 in support and 7 making general comments.
- 28 Cllr Ann Forsaith (Farnley and Wortley Ward) objects to the application on the basis that Green Park is currently rural in nature and is likely to only be accessible to people in cars. There are significant trees and hedges on site and it is questioned why EIA was not required. Great Crested Newts and bats live on or close to the site and the impact on biodiversity is a concern. Removal of mature trees will remove their carbon sequestration potential. Concern is also raised to the impact on archaeology and particularly the Scheduled Ancient Monument. It is noted that Environmental Health have objected on noise grounds. Other sports should be encouraged to ensure that young people are active. Lighting until 10pm is not acceptable and will have a detrimental impact on local residents and wildlife. There has also been a lack of proper consultation and the publication of documents was not carried out according to regulations, posing the risk of legal challenge.
- 29 The letters of objection make the following comments:
- The continued destruction of open farmland and countryside around the area has ruined what was once a peaceful area, home to wildlife, including deer.
 - Concern about the impact on deer, rabbits, birds, newts and frogs.

- Objection to the footpath and adjacent car parking facility on Austhorpe Lane. It will provide a short cut to the pitches for people not wanting to park at Thorpe Park, resulting in increased traffic, footfall and anti-social behaviour.
- The original proposals were for unfenced and unlit grassed pitches, which were supported. The proposal escalates this to a scheme with a licensed clubhouse, hard surfaced and fenced in pitches, having the appearance of an extended hours sports facility. This is at odds with the parkland appearance anticipated.
- Concern about the impact on Brown Moor.
- The comments from Natural England are not meaningful.
- The wildlife resource for children's learning and well-being will be lost.
- The amount of litter in the area has increased significantly since the creation of The Springs.
- The proposed pitches have moved closer to residential houses than was originally proposed.
- The environmental classification of the site is questioned.
- There is no need for more sports facilities in the area.
- Concern that astroturf pitches could be used all the time, rather than being limited to daylight hours, aided by flood lighting.
- Grass pitches would be more environmentally friendly than using astroturf.
- Pitches should be moved as far away from existing residential properties as possible.
- The proposals do not accord with the original green park concept.
- The proposals will be visible from existing properties and impact on house price values.
- The proposals are likely to attract crime and anti-social behaviour.
- A private sports facility is likely to be exclusive and prevent local children enjoying it.
- More deprived areas seem to benefit from more 'free to use' facilities.
- Given the Council has no money, why is money being spent on this type of facility, and will taxpayers have to pay for future upkeep?
- The proposals are discriminatory to people who do not play football and will suffer a loss of greenspace.
- Consideration should be given to alternative sports.
- The proposals will have a harmful effect on existing trees (including veteran trees), hedgerows and wildlife.
- The access road severs the embankment woodland.
- The built environment comes right up to the boundary of the Leeds Nature Area with no space for habitat buffering.
- The tree constraints plan is incomplete. Root protection areas of some mature oaks are likely to be damaged.
- An arboricultural impact assessment was recommended but not present.
- The scheme results in a loss of biodiversity and is therefore contrary to policy G9.
- While extensive planting is promised, there is no landscape masterplan or biodiversity enhancement and management plan.
- Removal of natural features could harm bat roosts.
- Concern about impact on the Green Belt.
- Grass pitches would be more in keeping with the local environment.
- There is no need for more man-made pitches in the area.
- The proposal represents building on a large area of greenspace and will result in an eyesore.

- More development will result in less land for rainwater to percolate through naturally.
- Concerns about drainage and flooding, particularly to the north-west corner of the site, which has suffered incidents in the past
- The lighting of the pitches will add to light pollution already observed, including from Thorpe Park. The woodland offers some mitigation.
- Lighting until late in the evening will have a harmful impact on nearby residents.
- Lighting is likely to impact on foraging bats.
- The impact of lighting should be considered cumulatively, with other lighting around the area.
- The proposed 12-15m high lighting columns will dwarf the surrounding domestic lighting.
- The external lighting assessment refers to a different site.
- The external lighting assessment does not include any measures to prevent lightspill.
- It is questioned how much effect the proposed tree planting would have in terms of obscuring views of the site and mitigating the effect of floodlighting and noise.
- The noise assessment is flawed.
- Concern that the proposed section drawings are inadequate to gauge impact of development and lighting.
- It is questioned what impact the earth moving to create the development would have on nearby properties.
- The visual impact of the works, including building and pitches, will be detrimental to nearby properties and the wider landscape.
- Floodlighting until 10pm is not acceptable.
- Noise from the electricity sub-station will give rise to humming noise late at night.
- 209 car parking spaces are proposed on the parkland, whereas 50 spaces were to be provided within Thorpe Park previously.
- Movement of the car park to the other side of the embankment will ruin the existing environment.
- The multi-storey car park to be developed in Thorpe Park should be used instead of creating a new car park for this facility.
- It is questioned whether account has been taken account of competitions, with numerous coaches and cars arriving at the same time.
- The amount of parking provided gives little credibility to the green transport credentials. Any car parking should be accommodated within Thorpe Park.
- Concern about parking on Austhorpe Lane, which has been made more dangerous since the introduction of a new public path. People are already parking inappropriately creating a safety issue.
- Parking from the existing primary school and nursery is already a problem.
- The Springs and Thorpe Park have already made traffic worse over the years.
- The proposed hours of operation would result in noise nuisance until late at night, having a harmful impact on nearby residents, especially from late night revelry.
- Ball impacts within the facility will give rise to additional noise nuisance.
- Concern about the impact of development of the Scheduled Ancient Monument and cutting through it will cause irreparable damage.

- Concern that the Conservation Officer has been misled by the proposals. Light pollution from Thorpe Park currently has minimal effect and the topography of the land is such that the view of lighting will be screened from Austhorpe Hall.
- There has been a lack of public consultation on the proposal, which is far removed from the earlier proposals.
- Austhorpe Lane is mainly occupied by older residents who have less ability to object to proposals electronically.
- Concern that some submitted documents have incorrect references and that there are many concerns and questions raised by consultees.
- No reference can be found to an air dome, despite it being described in submitted documents.
- Concern about repeated attempts by the applicant to submit documents and information to address the concerns raised.
- The developer is putting profit before community.
- The letters of support are from people who are not local residents.
- Objection is raised to the EIA Screening Opinion undertaken by the Council and it not being initially visible on Public Access. Detailed queries are raised as to how the significance was measured for each of the topic areas. It is also queried whether proper account has been taken of the Scheduled Ancient Monument. Full EIA should be required.
- Concern is expressed about the Council determining its own planning application and that approval is a foregone conclusion.
- The railings will look unsightly, are far too domineering, and are not in keeping with a greenspace wildlife park.

30 The letters of support make the following comments:

- The proposal will be a great addition to the local area and reduce anti-social behaviour.
- As football clubs expand, more facilities are needed, especially with the growth in the game for girls.
- Sport is positive for children's mental and physical wellbeing. Such a facility is essential for east Leeds and will be a great initiative within the Green Park development.
- Existing facilities in the area are poor and/or in short supply, particularly those providing for winter training with floodlights. Many older floodlit facilities have older astroturf surfaces which are poor and can be dangerous.
- Many grass pitches in the area are unavailable in the winter months due to becoming waterlogged.
- Over recent years, the grass pitch provision in Temple Newsam has been eroded from quality pitches near the house to sub-standard pitches on extremely undulating land.
- Football pitches in Seacroft are too far away and always busy.
- Leeds needs to invest in such facilities and compete with other northern cities. Other cities have already provided similar schemes and are significantly ahead.
- The proposal will provide more green recreational space.
- The facilities could be of benefit to people working in offices at Thorpe Park and would be good for team bonding exercises.
- It would be good to see more incorporated. i.e. swimming facilities and bowling.
- It is far enough from existing dwellings to have no effect on them. Any impacts can be easily managed with forethought.

- Support the proposals, but a shame that there will not be access from Austhorpe Lane.
- Adequate litter facilities will need to be provided.
- Amaranth Crossgates football club support the proposal. It is stated that each year they struggle to find adequate training facilities and often have to place teams on unsuitable surfaces, such as at sports halls or ask teams to travel significant distances and train at inappropriate times. Providing winter training is the biggest cost to the club, at £12,000 per year. The proposal will allow Amaranth to provide high quality winter training facilities in a suitable location, reducing overall costs, allowing them to plan strategically for the long-term ambitions of the club. There is a shortage of facilities and in excess of 10 grassroots clubs in the immediate area that will benefit, each with multiple age groups, offering the opportunity to play football to thousands of children. Amaranth have nearly 200 children registered.

31 One letter of comment has been received from Leeds Civic Trust, making the following comments:

- The Trust welcomes the careful design of the proposals that should minimise the impact of the development on nearby areas and the scheduled ancient monument.
- Care should be taken to ensure that rights of way are accessible for all and measures to prevent unauthorised use.
- References in the submitted documentation relating to other sites need to be corrected.

32 The letters of general comment make the following comments:

- The development should contribute to the ongoing program to plant more trees in Leeds.
- Enhancing tree planting along the eastern boundary will benefit wildlife, including deer. The car park could be moved further west.
- Tree and hedge planting could be doubled in size.
- Unauthorised bike jumps exist in Barrowby Woods and these could be encouraged if thought was given to developing bike paths and jumps.
- The café faces north, which is good for views, but if it was south facing, it would be warmer and more conducive to sitting out and socialising.
- There should be community involvement in drafting the specifications for the procurement process.
- Artificial grass is not ecologically sound and should not be approved.
- Astro turf has come a long way and is needed to ensure a playable surface in wet weather.
- Support the proposals, but a 10pm finish is too late to switch lights off and noise at that time is unfair on residents.
- There is sufficient distance to houses to minimise noise impact.
- Litter provision is currently inadequate and would benefit from more bins and signage.
- Parking on Austhorpe Lane is already a problem and while parking for Green Park should be at Thorpe Park, localised double yellow lining or permits may be required along Austhorpe Lane.
- Many residents have not understood that the car park is via Thorpe Park.
- The proposals are far removed from the grass pitches originally envisaged and consulted on. It is unclear how the slope will be dealt with, or drainage.

- While Thorpe Park attracts people, the architecture is appalling, with the Odeon being highly visible.
- It is questioned how many people will actually benefit from the facility and concerns about the nature of visitors – bad language and anti-social behaviour.
- Information is sought on the continued access across the site entrance of the two footpaths and bridleway during the construction process.

CONSULTATION RESPONSES:

- 33 Health and Safety Executive: The HSE does not advise, on safety grounds, against the grant of planning permission.
- 34 Northern Gas Networks: Previous objection is withdrawn.
- 35 Coal Authority: No objection, subject to the imposition of conditions to secure a scheme of intrusive site investigation and remediation and confirmation that any mitigation works to address the risk posed by past coal mining activity have been completed.
- 36 Sport England: Support the application as it meets Sport England's Planning for Sport objectives.
- 37 Natural England: No objection. Based on the plans submitted, the proposed development will not have significant adverse impacts on statutorily protected nature conservation sites of landscapes.
- 38 Historic England: The proposals will affect the setting of Scheduled Monument known as Grims Ditch and the setting of the Grade II* Austhorpe Hall. No objection is raised to the application on heritage grounds. It is considered that the application meets the requirements of the NPPF, in particular paragraph numbers 185 a-d, 189, 190, 193, 194, 196, and 199.
- 39 Highways: Detailed advice was provided to inform the emerging design and layout of the proposals. The revised Transport Statement is acceptable, and it is considered that the development would not have a severe impact on the highway network at peak hours. Conditions are recommended to secure cycle/motorcycle parking, provision for contractors, details of waste collection provision and electric vehicle charging points.
- 40 Local Plans: The proposals are supported as it will provide additional playing pitches, helping to address the shortfall of provision identified in the Ward against the standards of Policy G3. The small-scale nature of the bar/café element of the community hub building means that it does not raise any issues in relation to the 'town centres first' approach to siting these types of uses. The ambition for the hub building to meet the requirements of Policies EN1 and EN2, despite it falling under the thresholds for this being a policy requirement, is welcomed. However, it is considered that a greater number of electric vehicle charging points should be provided, in order to match the minimum requirements of Policy EN8.
- 41 Environmental Studies: No objection in terms of transport noise.

- 42 Flood Risk Management: The site is located within Flood Zone 1 and there are no records of recent flooding. The Flood Risk Assessment proposes a cascading attenuation system with the flows from the three higher elevation pitches controlled with a peak discharge rate of 5.35 l/s to the lower pitch and that pitch would have a peak flow rate of 8.55 l/s to the attenuation pond. The post development flow rate from the attenuation pond would be 11.4 l/s. The details of the pitch drainage, and attenuation pond, with necessary supporting calculations can be secured by condition. Any diversion of the public foul sewer needs to be agreed with Yorkshire Water (*though it is considered by the applicant that no diversion is required*).
- 43 Yorkshire Water: Current objection on the grounds that trees encroaching into sewer easement crossing the site and these must be removed from the plans. Revised plans have been submitted and are under consideration at the time of writing. (*The applicant considers that the remaining trees referred to are outside the application site*)
- 44 Influencing Travel Behaviour: In accordance with the Travel Plans SPD, the development is below the threshold for an obligatory Travel Plan. Delivery of the Travel Plan submitted on a voluntary basis would be greatly welcomed, and support can be sought from the ITB Team.
- 45 Contaminated Land: Conditions are recommended to secure phase 2 site investigation, amendments to the remediation strategy and verification.
- 46 Public Rights of Way: Leeds Public Footpath Nos. 126, 127, 128 and 280 and Leeds Bridleway No. 263 cross or abut the site. Various diversions of public rights of way across the adjoining Thorpe Park site have occurred which includes the diversion of part of Leeds Bridleway No. 263 into this development site and has already been laid out on site with a compacted stone surface. The Public Rights of Way Section is overall supportive of the proposed development and the improvements to both the existing public rights of way network and the new paths to be provided. Detailed design advice is also provided.
- 47 Environmental Health: A revised noise assessment has been considered and no issue is raised with the assessment methodology or predicted sound levels, as these were carried out using recognised noise modelling software and standards. It is accepted that overall, sound from the pitches will be relatively low in terms of sound level, although given the nature of the sound, it will be audible to varying degrees at the closest dwellings. On the subject of sporadic sound such as shouts, whistles and impacts upon metal fences, it is considered that given the intended end-use, the majority of these can be managed through design and a management plan as discussed in the noise impact report. A condition is therefore recommended requiring the submission of a noise management plan prior to operation, that can be subject to review after one year of operation and in the event of substantiated complaints regarding noise. Following the above response and queries raised by a local resident (about extraneous noise from building work), Environmental Health Officers undertook their own survey at the boundary of Wansford Close on a weekday and Sunday periods and recorded comparable sound levels to the noise assessment. It is therefore concluded that the building work had only a negligible impact on the baseline survey.
- 48 West Yorkshire Archaeology Service: The application site is located in an area of considerable archaeological potential with evidence covering all periods from the

late prehistoric to early modern periods and ranging from agricultural and industrial activities to Grim's Ditch, a major late Bronze Age boundary and scheduled ancient monument. It is recommended that the developer is required to provide an archaeological evaluation, based on appropriate analytical methods, of the full archaeological implications of the proposed development. It is recommended that this evaluation should be carried out prior to the determination but can otherwise be secured through the use of an appropriately worded condition.

- 49 Conservation: The proposed community sports hub is within the setting of the Grade II* Listed Austhorpe Hall, and the associated Grade II Listed Ha Ha wall and roadside wall and gates. Historic England should be consulted as development the setting of a Grade II* Listed Building, as well as likely affecting the setting of a scheduled monument. The lighting assessment submitted with the application says that the proposed lighting scheme will provide less impact when compared to the existing business park and lighting from the main road and therefore it is assumed that light pollution will have no adverse impact on the settings of the Listed Buildings. The on-site and off-site planting will ensure that the pitches and associated infrastructure will be screened from views from Austhorpe Hall and the Ha Ha but the quality of the landscape will change by closing down views and the openness around the Listed Buildings. This can be considered to represent minor harm to the settings of the listed buildings.
- 50 Street Lighting: The lighting design follows current guidance and recommendations for the type of facility which is to be illuminated. The equipment specified, follows the dark skies guidance and mitigation measures have been incorporated to minimise light 'spillage' towards where it is not needed. Time restrictions, (curfew times) will further mitigate concerns.
- 51 Landscape: The revisions made to the scheme are now considered to be acceptable. A condition is required in relation to tree protection measures and arboricultural supervision.
- 52 Nature Conservation: A Biodiversity Net Gain calculation has been carried out which shows that there are 44.97 habitat biodiversity units as a baseline. There are 13.83 hedgerow biodiversity units as a baseline, and these are increased to 15.37 units post development. The adjacent area of land in Green Park will be raised from 4.40 units to 7.36 units by creating a mixed scrub habitat. Overall, there will be a 2.5% increase in Habitat units and an 11% increase in hedgerow units, which is acceptable. Conditions are also required to secure a Construction Environment Management Plan, a Biodiversity Enhancement and Management Plan, lighting design for bats, updated bat roost checks, hedgerow and tree translocation as per the Ecological Impact Assessment and details of amphibian passes on the access road.
- 53 West Yorkshire Police: Advice is provided in respect of out of hours access controls for the site, CCTV coverage, cycle storage and boundary treatments.

RELEVANT PLANNING POLICIES:

- 54 Section 38(6) of the Planning and Compulsory Purchase Act states that for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the Development Plan, unless material considerations indicate otherwise. The Development Plan for Leeds currently

comprises the adopted Local Development Framework Core Strategy (as amended 2019), those policies saved from the Leeds Unitary Development Plan (Review 2006) (UDP), the Aire Valley Leeds Area Action Plan (2017), the Natural Resources and Waste Local Plan (2013) including revised policies Minerals 13 and 14 (2015), the Site Allocations Plan (July 2019) and any made Neighbourhood Plan.

- 55 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 sets out the statutory duty for the Local Planning Authority to have special regard to the desirability of preserving the special interest and setting of Listed Buildings.

Core Strategy (as amended, 2019)

- 56 Relevant Policies from the Core Strategy are:

General Policy – Sustainable Development and the NPPF
Spatial Policy 1 – Location of development
Spatial Policy 2 - Hierarchy of Centres and Spatial Approach to Retailing, Offices, Intensive Leisure and Culture
Policy P9 - Community Facilities and Other Services
Policy P10 – Design
Policy P11 - Conservation
Policy P12 – Landscape quality, character and biodiversity
Policy T1 – Transport management
Policy T2 - Accessibility requirements and new development
Policy G1 - Enhancing and Extending Green Infrastructure
Policy G3 - Standards for Open Space, Sport and Recreation
Policy G6 – Protection and Re-development of Existing Green Space
Policy G8 – Protection of important species and habitats
Policy G9 - Biodiversity improvements
Policy EN1 – Climate change and Carbon Dioxide reductions
Policy EN2 - Sustainable design and construction
Policy EN4 - District heating network
Policy EN5 - Managing flood risk
Policy EN8 - Electric Vehicle Charging

Unitary Development Plan (UDP) Review (2006)

- 57 Relevant Saved Policies from the Leeds Unitary Development Plan (UDP) are:

Policy GP1 - Land use and the Proposals Map
Policy GP5 - General planning considerations
Policy BD3 – Disabled access and new buildings
Policy BD5 - Design considerations for new buildings and protection of amenity
Policy N7A - Provision of new playing pitches
Policy N25 – Boundary treatments
Policy N35 – Agricultural land
Policy LD1 - Landscape design

Natural Resources and Waste Local Plan

58 The Leeds Natural Resources and Waste Local Plan (NRWLP) sets out how land is needed to enable the City to manage resources, e.g. minerals, energy, waste and water over the next 15 years and identifies specific actions which will help use natural resources in a more efficient way. The most relevant policies from the NRWLP are outlined below:

GENERAL POLICY1 –Support for sustainable development.

AIR1 – The Management of Air Quality through Development measures

WATER1 – Water efficiency

WATER2 – Protection of Water Quality

WATER7 – No increase in surface water run-off, incorporate SUDs

LAND1 – Land contamination to be dealt with

LAND2 – Development to conserve trees and introduce new tree planting.

Site Allocations Plan (SAP) (2019)

59 The Site Allocations Plan was adopted in July 2019. Following a statutory challenge, Policy HG2, so far as it relates to sites which immediately before the adoption of the SAP were within the green belt, has been remitted to the Secretary of State. The ongoing remittal is at an advanced stage, with public comments on the main modifications proposed closing in late January 2022. The Inspector will take these representations into account before issuing final conclusions. However, at this stage it remains that Policy HG2 is to be treated as not adopted. All other policies within the SAP remain adopted and should be afforded full weight. The application site is identified as greenspace in the SAP.

Relevant Local Supplementary Planning Guidance/Documents

60 The following SPGs and SPDs are relevant:

Sustainable Urban Drainage SPG (2004)

Street Design Guide SPD (August 2009)

Building for Tomorrow Today, Sustainable Design and Construction SPD (August 2011)

Parking SPD (January 2016)

Accessible Leeds SPD (November 2016)

Achieving Net Gain for Biodiversity SPD – Guidance for Developers (Draft)

Other relevant guidance

61 *Leeds Playing Pitch Strategy*

The Playing Pitch Strategy (PPS) for Leeds City Council was a joint project by Leeds City Council, 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 Strategy is owned by the Councils Parks and Countryside section. However, as the Local Development Framework has evolved over the years, it has been properly overtaken by the Core Strategy and Site Allocations Plan and has never been taken through a statutory process of adoption formally by the Council or passed through any formal governance planning procedure that vests it with authority.

Given this context, only very limited material planning weight can be given to the PPS.’

Neighbourhood Plans

62 None.

National Planning Policy

63 The revised National Planning Policy Framework (NPPF), updated in 2021, and the National Planning Practice Guidance (NPPG) sets out the Government’s planning policies for England and how these are expected to be applied. NPPG offers guidance in addition to the NPPF. One of the key principles at the heart of the NPPF is a presumption in favour of Sustainable Development.

64 The introduction of the NPPF has not changed the legal requirement that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The policy guidance in Annex 1 to the NPPF is that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The closer the policies in the plan to the policies in the NPPF, the greater the weight they may be given.

Relevant paragraphs are highlighted below.

Paragraph 11	Presumption in favour of sustainable development
Paragraphs 39-46	Pre-application engagement and front-loading
Paragraphs 92-93	Planning decisions should aim to achieve healthy, inclusive and safe places
Paragraph 98	Open space and recreation
Paragraph 104-109	Sustainable modes of Transport
Paragraph 112	Priority first to pedestrian and cycle movements
Paragraph 113	Requirement for Transport Assessment
Paragraph 119	Effective use of land
Paragraph 120	Recognition that undeveloped land can perform many functions
Paragraph 126-133	Need for good design which is sympathetic to local character and history
Paragraph 134	Planning permission should be refused for poor design
Paragraph 167	Development and flood risk
Paragraph 169	Sustainable drainage systems
Paragraph 174	Planning decisions should contribute to and enhance the natural and local environment
Paragraph 180	Habitats and biodiversity
Paragraphs 186-188	Ground conditions and pollution
Paragraphs 194-208	Conserving and enhancing the historic environment.

Climate Emergency

65 The Council declared a climate emergency on the 27th March 2019 in response to the UN’s report on Climate Change.

66 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 at paragraph 152 and within Footnote 53 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.

- 67 As part of the Council's Best Council Plan 2020-2025, the Council seeks to promote a less wasteful, low carbon economy. 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.

KEY ISSUES

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

Principle of development

- 68 The application 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 of 13 according to Leeds Council's draft PPS. As above, it is noted that the draft PPS is afforded very little weight. Nevertheless, this proposal will provide significant local community facilities and benefits to the city as a whole.
- 69 The parcel of land is currently a greenfield parcel of land designated for green space purposes within the SAP. Paragraph 92 of the NPPF supports development that enables healthy lifestyles and that address identified well-being needs – such as sports facilities and layouts that support walking. Although the proposed use of the site is largely for the purpose-built football pitches, the improvements to the wider site, including improvements to and creation of new footpaths, as well as the proposed community sports hub building, are considered to be acceptable and in accordance with the aims of the SAP and the NPPF.
- 70 As the site is designated within the SAP as green space, policy G6 is most pertinent to the principle of development as it 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'.

- 71 The site is currently open land that has most recently been used for agricultural purposes and is not particularly accessible, though there are public rights of way to the north, east and south. The proposal seeks to create a community facility that will enhance how the site is used and improve and enhance accessibility through the site and its links to the wider greenspace (the remainder of Green Park to the north and west, as well as Central Park to the north east). The proposals seek to improve biodiversity and include a hub building that can be utilised by the community. As previously mentioned, the facilities are required across the city and evidenced accordingly. Furthermore, the improvements to the site not only improve the usability of the site, but access to the wider area.
- 72 The improvement benefits the site and wider area in line with policy G9; moreover, they create facilities that promote healthy lifestyles and the continual use of a public space in line with paragraphs 92 and 93 of the NPPF.
- 73 The proposal includes a community sports hub building, incorporating a reception, changing areas, toilets (including a changing places facility), café and two meeting rooms. The use of the building partly as a café does constitute a town centre use as defined in the NPPF. However, the proposed use has been incorporated into the scheme to ensure that the Parklife model, which is a not-for-profit organisation, remains viable. The café has obvious links to the leisure use and will ensure a quality facility is provided and is sustainable financially. It is noted that the café is very small at 114sqm in size, and in the context of the wider scheme this is considered an ancillary use. The applicant has expressly stated that the café shall not be licenced and therefore will not serve alcohol.
- 74 Policy P9 of the Core Strategy relates to community facilities and other services and places an emphasis on the need to make new community facilities and services accessible and sustainable. The proposed uses are sited within an area that is served reasonably well by public transport. The site is considered a sustainable location for a multi-functioning premises which accords with the aspirations and requirements of the NPPF and policy P9.
- 75 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 NPPF, to support the role that town centres play within wider communities. The NPPF defines the ancillary uses proposed to the football pitches as town centre uses, however, the size of the café would not require a sequential or impact assessment. The closest defined town centre is that of Crossgates, which is approximately 2km away to the north west. It is not considered that the small café proposed would have an impact upon the viability of this local town centre.
- 76 As previously stated, the overall scheme seeks to provide high quality leisure facilities that will cater for the local community, as well as the eastern 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 the four pitches proposed. The scale of the proposed uses and the benefit of providing such leisure facilities overall are considered to be acceptable in this location. The

proposal is not considered to detrimentally impact upon the viability of any local or town centre, which would be contrary to local and national planning policy.

- 77 Although the site is a greenfield site that is designated as green space within the SAP, the proposed scheme gives rise to significant community benefits which cannot be replicated elsewhere in this part of the city. The site is considered to be a sustainable location and the end uses are compatible with the green space designation and not considered to be detrimental to the viability or overall function of any nearby local or town centre. The incorporation of a café and two meeting rooms are a complementary mix of uses that are considered to be acceptable in principle. The following report considers all other material planning considerations.
- 78 In addition to the above assessment of the principle of development, Officers undertook an EIA Screening Opinion when the planning application was submitted. It concluded that the works are not Schedule 1 development, but Schedule 2 development, as per Section 10(b) of Schedule 2, which relates to infrastructure projects and includes the construction of leisure uses and car parks. The EIA exclusion threshold in this regard, is where (as relevant to this site) the overall area of the development exceeds 5 hectares.
- 79 Guidance within the NPPF advises that if a proposed project is listed in the first column in Schedule 2 and exceeds the relevant thresholds or criteria set out in the second column (applicable thresholds and criteria), the proposal needs to be screened by the Local Planning Authority to determine whether significant effects are likely and hence whether an assessment is required with regard to Schedule 3. Notwithstanding an error in part of the published assessment matrix, full consideration was clearly given to the magnitude of the development and its effects, including with regard to the Scheduled Ancient Monument in the south-east corner of the site. The outcome of the Screening Opinion was that the development did not require an EIA.
- 80 It is further noted that an interested party contacted the Secretary of State for Communities and Local Government to request a Screening Direction, due to concern as to the impact on Ecology and Heritage Assets. The Secretary of State has discretionary powers under regulation 5(6) of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 to make a Screening Direction if requested to do so in writing by any person. The decision letter indicates that consideration was given to the points raised and the content of the Council's Screening Opinion, but it was not considered that these indicated a need for the Secretary of State to exercise his power under regulation 5(6), and therefore the Secretary of State declined to issue a Screening Direction in response to the request.

Sustainability and Climate Change

- 81 As noted above, the Council declared a climate emergency in 2019 in response to the UN's report on Climate Change. 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 at paragraph 153 and footnote 53 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.
- 82 As part of the Council's Best Council Plan 2020-25, the Council seeks to promote a

less wasteful, low carbon economy. The Council's Development Plan includes several planning policies which seek to meet this aim, as does the NPPF. These are material planning considerations in determining planning applications.

- 83 The site is located within the Main Urban Area, in relatively close proximity to both arterial and orbital routes – the existing ring road, Selby Road, Manston Lane and ELOR (due to open in August 2022). There are a number of bus services available along the existing Ring Road / Selby Road, as well as services recently provided to allow penetration through the Thorpe Park estate, notably serving The Springs retail park. It is also noted that there is a commitment to provide a rail halt at Thorpe Park, though a planning application is yet to be submitted. As described above, there are also positive walking and cycling routes to the site from bus stops, as well as to the wider local area. Nevertheless, a car park is proposed as part of the development and that provides 25 electric vehicle charging points, with the aim of promoting and enabling more sustainable modes of transport. Additionally, 14 short stay cycle stands are to be provided. These factors will all help to reduce reliance on the private car, with the consequent impact of reducing emissions. Accordingly, it is considered that the site is a sustainable location for the proposed use.
- 84 The facilities will have an impact on the biodiversity and ecology of the site, as discussed later in this report, but the proposals have sought to ensure that sustainable technologies and construction methods are used. The drainage of the site has been designed to utilise sustainable urban drainage methods and the energy efficiency of the fabric of the building and the use of renewable technologies will minimise the energy use of the facilities. The community hub building includes a green roof to reduce surface water run-off and link the building visually to the wider area, whilst other sustainable measures such as bike storage and the inclusion of electric vehicle charging points are also proposed.
- 85 Core Strategy policy EN1 requires all major developments (over 1,000 sqm) 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 BREEAM Excellent standards and demonstrate that the proposal is of a sustainable design and construction. In this instance, while the amount of built development equates to 713sqm, and therefore falls below the policy threshold, the proposal will meet the requirements of both policies.
- 86 BREEAM (Building Research Establishment Environmental Assessment Method) is a sustainability assessment method. BREEAM assessment evaluates the procurement, design, construction and operation of a development against a range of targets based on performance benchmarks. In order to show compliance with policy EN2, a BREEAM pre-assessment report has been produced and submitted as part of the planning application, which summarises that the building has the potential to achieve the standards of BREEAM Excellent (70% score). BREEAM focusses on sustainability value across a range of categories including energy, land use and ecology, water, health and wellbeing, pollution, transport, materials, waste and management. During the application process, the applicant team have moved away from the Combined Heat and Power (CHP) system initially proposed as they are more suitable for schemes which have a continuous load (such as a leisure centre with a swimming pool). In this instance, there will not be a continuous load during the day as the building heat loss will be minimal and the hot water requirement is generally low during the day. Therefore, a CHP system would generate too much

heat which would not be required within the building. In light of the above, the applicant proposes to utilise ground source heat pumps as a more appropriate solution, which would still comply with the policy requirements and achieve BREEAM Excellent.

- 87 A number of representations have queried the environmental credentials of using astroturf, or '3G' surface for the pitches, rather than grass. Third Generation (3G) Football Turf Pitches (FTP) are considered a high quality and indispensable part of modern football facilities. In recent years the industry has seen major innovations and improvements to artificial surfaces (and sports lighting). This has created playing surfaces that replicate a good standard natural turf pitch whilst significantly increasing levels of use (x20).
- 88 The high quality, consistent playing surface is the ideal environment to play the game and for young people to learn. With regular maintenance programmes, pitches can be heavily used all year round with no decline in quality. It is stated that they almost completely negate fixture cancellations during winter months, helping football to be a key part of a regular physical activity habit. In the 2019 playing season, 9,641 community football matches were called off for poor pitch quality in West Riding (150,000 cancelled games in England). As described earlier, unfortunately this is the most up to date data, as data subsequent to this will have been significantly skewed by the impacts of the Coronavirus pandemic.
- 89 The way 3G FTPs are used is rapidly changing; current line-marking systems allow for match play across all formats of football (5v5, 7v7, 9v9 and 11v11). This enables significant levels of match-play to be transferred from grass to 3G whilst also accommodating for informal/ recreational football activities that often appeal to wider non-traditional audiences. In light of all of the above, there is a balance to be struck between the perceived environmental benefits of grass pitches (which are actually heavily managed and are of relatively low ecological value relative to more natural grassland) and the requirements of the Parklife project, including funding, and the needs of modern sporting facilities. Notwithstanding the above, the environmental loss associated with 3G pitches has also been factored into the biodiversity net gain calculation, discussed later in the report.
- 90 Overall, the development is considered to be sited in a sustainable location and the compliance with policy and achievement of a BREEAM Excellent scheme weigh positively in favour of the proposals. While the representations made around the use of 3G pitches are acknowledged, this also must be balanced against usability of the pitches and the significant contribution towards the health and wellbeing agenda

Design, Layout, Appearance and Visual Amenity

- 91 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. This local policy reflects national policy within the NPPF.
- 92 As described above, the principal access is via Park Approach, to the east, within the Thorpe Park business park, leading to the vehicular parking area. From there, pedestrian and cycle links are provided to the community sports hub building. As described above, the key constraints to the layout are the presence of the Scheduled Ancient Monument, the topography of the land, existing sewers and existing trees

and hedgerows. Grim's Ditch runs north to south through the eastern part of the site and the southern 100m has the status of Scheduled Ancient Monument. Between the north-east and south-west corners of the site, there is an approximate level difference of 19m (ranging from 77m to 96m AOD).

- 93 In order to achieve flat plateaux for the pitches to sit on, they have been centrally located within the site and oriented such that they step down from south-west to north-east. There is an approximate level difference of 8m between the north-eastern pitch and the remaining pitches to the south west (on a higher plateau). While the land level to the north-western part of the site is initially lower than the upper plateau, the land continues to rise in a south-westerly direction such that there is a 3m change in level between the pitches and the path along the south-western part of the site. The land continues to rise towards the southern boundary. The change in levels and creation of the plateaux assists in setting the pitches into the slope of the land, helping to mitigate their presence, particularly lighting columns and fencing. Additionally, a significant degree of tree planting and landscaping is also considered to filter views of the development. The former railway embankment to the eastern side of the site is also a constraint, though that is essentially to be retained, save for the necessary cutting through of the principal access.
- 94 The proposed hub building is single storey and built into the slope of the site and benefits from a roof garden and viewing area. Externally, the building has a simple pallet of materials consisting of buff brick, timber cladding and dark grey aluminium curtain walling. The recessed areas behind the brick colonnade feature full height glazing, which will have some shading from direct sunlight due to the roof canopy. The building is considered to provide a functional, yet elegant and simple arrangement to providing the necessary facilities in a way which is easily assimilated into the landscape.
- 95 In terms of the proposed car park, protective boulders are to be sited along the western length and fencing will help to prevent anyone from driving into the main park site. A speed table will assist in lowering vehicle speeds when entering the car park and bollards operated from the hub building will ensure that there is vehicle access only at chosen opening hours. A total of 25 electric vehicle charging points will be provided and disabled spaces will be both near the footpath to the hub and closer to the wider park footpaths. There will be no restrictions placed on pedestrian access.
- 96 A prominent feature within Green Park will be a raised grass mound spanning the length of the Grim's Ditch Scheduled Ancient Monument. A mining themed sculpture is proposed to be commissioned and situated near the car park entrance, at the southern end of the Scheduled Ancient Monument, in reference to the mining history of the site. Another smaller mound will be created running parallel to create a ditch-like feature which the bridleway will be within. A footpath will run along the main mound with corten steel arches along its length creating a sculptural feature within the landscape, segregating the two routes. Due to the ditch's designation, there can be no excavation of its existing topography – the creation of the mound intends to help display to the public where the ditch once was and inform them of Green Park's history without damaging the existing protected monument. Wildflower planting along the slopes of the mound will encourage visitors to follow the footpath and a planting buffer will help to screen the car park.
- 97 Chicanes are proposed to be used to prevent vehicles from entering the park at pedestrian entrance locations. A lit footpath is proposed to link the Austhorpe

Primary School with the wider Green Park development and the Redrow housing scheme.

- 98 Overall, it is considered that the approach to working with the topography of the site and the existing constraints is a sound one that limits harm to features such as Grim's ditch, while also limiting the visual presence of the proposed development from residential properties nearby. The building design is considered to be functional, yet attractive, and makes the most of the site in terms of dealing with topography and providing areas for the public to meet and watch games if they so wish.

Historic environment

- 99 As noted above, there is a statutory duty under s66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving the special interest and setting of Listed Buildings. The context here is that the proposed community sports hub is within the setting of the Grade II* Listed Austhorpe Hall, and the associated Grade II Listed Ha Ha wall and roadside wall and gates.

- 100 Austhorpe Hall was built as a country house in 1694, originally in open countryside but now sitting on the edge of Leeds with suburban development on its western side along Austhorpe Lane and the agricultural land to the south and east, including the proposed community sports hub. This vestige of agricultural land contributes to the Listed Building's aesthetic and historic value, allowing the house to be appreciated in something like its original landscape setting. The listed Ha Ha provided a stock enclosure while maintaining unobstructed and seamless views to and from the house, a purpose which can still be appreciated due to the open agricultural land to the south and the east.

- 101 The proposals provide four 3G floodlit artificial grass football pitches. The lighting assessment submitted with the application says that the proposed lighting scheme will provide less impact when compared to the existing business park and lighting from the main road and therefore it is assumed that light pollution will have no adverse impact on the settings of the Listed Buildings. The on-site and off-site planting will ensure that the pitches and associated infrastructure will be screened from views from Austhorpe Hall and the Ha Ha but the quality of the landscape will change by closing down views and the openness around the Listed Buildings. This can be considered to represent minor harm to the settings of the Listed Buildings.

- 102 In determining the submitted full planning application, there is a statutory duty under s66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving the special interest and setting of Listed Buildings. Case law has confirmed that Parliament's intention in enacting s66(1) was that decision-makers should give considerable importance and weight to the desirability of preserving the special interest and setting of Listed Buildings. In this context, preserve means to cause no harm. The High Court has indicated that the proper application of the NPPF policies discharges the statutory duties.

- 103 Paragraphs 194 to 196 advise on the addressing and balancing of harm where it arises. Paragraph 194 confirms that significance can be harmed or lost through alteration or destruction of the heritage asset or by development within its setting and any harm or loss requires clear and convincing justification. Paragraph 196 requires that where a development proposal will lead to less than substantial harm to

the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal.

- 104 In this instance, the Conservation Officer considers that the proposals will represent minor harm to the settings of the Listed Buildings. This must then be balanced against the very significant benefit attributed to the proposed pitches and their ability to meet current and future sporting demands, with all of the associated health and well-being benefits. Given the significance of the facility, which will be a focus for the eastern part of the city, it is considered that the minor harm to the settings of the Listed Buildings is outweighed by the positive health and social benefits.
- 105 An additional matter for consideration is the Grim's Ditch Scheduled Ancient Monument. It is noted that the applicant team have been in longstanding dialogue with Historic England regarding the appropriateness of development and what is possible in the vicinity of the Monument and it is noted that no objection is raised to the proposals in the application. It should additionally be noted that should planning permission be granted, the applicant shall also need to obtain Scheduled Ancient Monument Consent from Historic England, who are the responsible body.

Residential amenity

- 106 The site has been in an agricultural use and public use has been limited to leisure use of the public footpaths and bridleways, which are well used. As a consequence, the site provides a semi-rural outlook to the existing residential properties and generates very low levels of noise. Accordingly, significant concern is raised by local residents about the prospect of additional noise, disturbance, traffic, light pollution and anti-social behaviour that might arise as a result of the proposals.
- 107 Notwithstanding the current conditions, which residents have been accustomed to for many years, the wider site is allocated as greenspace in the development plan. Whilst that, of itself, does not necessarily lead to the concerns listed above, there are aspects of greenspace uses which could already give rise to those impacts. It is noted, and noted by many of the letters of representation, that earlier proposals for the Green Park masterplan included grass pitches of a more informal nature, which would not give rise to the intensity of use that 3G pitches in the facility proposed could give rise to. Accordingly, full consideration must be given to the impact of hours of use, noise and light pollution that might be attributed to the nature of the proposed development and the way it is operated.
- 108 As noted above, the proposed operational hours of the use, including the community sports hub building, are 08:00 – 23:00 hours. 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 by 22:00 hours. As described above, 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. Each of the three adult pitches is to have 8 x 15m high lighting columns, whereas the junior pitch is to have 6 x 12m high columns. The lighting to the car park and the paths adjacent to the car park and leading to the hub building are not to include lighting columns greater than 6m in height.
- 109 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. The equipment specified follows the dark skies guidance and mitigation measures have been incorporated to minimise light spillage towards where it is not needed or wanted. It is further noted that the site plateaux are arranged with the pitches being sited at lower levels, in a north-easterly direction away from Austhorpe Lane, and the visibility of the scheme will be reduced on account of the land forming and planting. Nevertheless, it is acknowledged that the presence of the lighting may well be apparent, particularly in the winter months. Overall, in considering that the proposed lighting specification, together with the hours of use, design of the scheme, site topography and proposed planting, the level of mitigation is such that the proposed lighting will not have a significantly harmful impact on residential amenity.

- 110 As noted above, the principal access, including vehicular access, is taken via Park Approach with Thorpe Park and therefore noise associated with the use of the car park will be somewhat contained within the lower part of the site. The hours of use of the hub building, its size and the nature of its use, and its distance from the nearest residential properties are such that it is considered that it will generate relatively low levels of noise. Much of the activity will be contained within the building, save for visitors utilising the external areas of the café and or the viewing area. The more significant noise aspect is that generated from the use of games on the proposed pitches.
- 111 A revised noise assessment was submitted, and Environmental Health Officers raise no issue with the assessment methodology or predicted sound levels, as these were carried out using recognised noise modelling software and standards. Officers consider that, overall, sound from the pitches will be relatively low in terms of sound level, although given the nature of the sound, it will be audible to varying degrees at the closest dwellings. On the subject of sporadic sound such as shouts, whistles and impacts upon metal fences, it is considered that given the intended end-use, the majority of these can be managed through design and a management plan as discussed in the noise impact report. A condition is therefore recommended requiring the submission of a noise management plan prior to operation, that can be subject to review after one year of operation and in the event of substantiated complaints regarding noise. Following queries raised by a local resident (about extraneous noise from building work), Environmental Health Officers undertook their own survey at the boundary of Wansford Close on a weekday and Sunday periods and recorded comparable sound levels to the noise assessment. It was therefore concluded that the building work had only a negligible impact on the baseline survey. Overall, it is concluded that noise generated from the proposal can be successfully managed to mitigate its impact in order to ensure that there is not an unacceptable impact on nearby residents.
- 112 The proposals incorporate a path leading to Austhorpe Lane, to aid pedestrian and cycle access to the proposal, as well as facilitating wider connectivity to Green Park. Given the amount of car parking proposed via the Thorpe Park entrance, it is not envisaged that visitors would park on Austhorpe Lane or that the proposal would give rise to additional traffic impacts in the residential streets to the west of Green Park. It is noted that the planning permission for the wider Green Park scheme included a small drop-off car park to be used in association with Austhorpe Primary School and is shown on the proposed plans adjacent to the proposed path in this current application. While the car park has yet to be developed, it is separate from the Parklife proposal and is outside the application boundary.

- 113 Comments have been submitted which indicate concerns about potential anti-social behaviour and criminal activity arising. Whilst anti-social behaviour and criminal activity are issues that could arise in relation to any facility that is open to the general public, there is no evidence to suggest that the proposals would give rise to a particular crime or security threat. In general, such incidents would be a matter for the Police. In terms of what can be achieved through the planning system, the scheme has been designed to minimise the opportunities and risks of crime, through the use of boundary treatments and security measures, such as rising bollards at the car park entrance to prevent use 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.
- 114 On balance, it is considered the proposals will not have a detrimental impact on the residential amenity of the occupants of neighbouring properties that would be significant enough to make the proposal unacceptable in terms of policy GP5 and paragraph 130 of the NPPF.

Biodiversity and Landscaping

- 115 The new plans for Green Park have been carefully designed to connect with the proposed primary east-west linking green space at Thorpe Park and further on to Brown Moor in the east. Green Park is intended to comprise a variety of formal and informal landscapes combining to create a public park which has something to offer a wide cross-section of the public.
- 116 The submitted documents state that the landscape design intends to respond to the extensive historical land uses Green Park has experienced, alongside creating a new park space fit for its contemporary functions. Footpaths around the perimeter and across the park will meander through a range of landscape features such as open amenity grass, wildflower meadow planting and a swale. The area is already popular with ramblers, dog walkers and horse riders and the design proposals will enhance these uses within the park. Footpaths through the park will be either 5m or 3m wide and of either Flexipave or crushed limestone. The 5m path from the school to the north east of the site will be lit with column lighting. It is noted that the Public Rights of Way Section is overall supportive of the proposed development and the improvements to both the existing public rights of way network and the new paths to be provided.
- 117 Preventing contamination onto the playing pitches and from the pitches to surrounding areas is also a priority. FA guidance has been followed to achieve this, including:
- The access pathways to an artificial pitch should be fenced to ensure players and spectators do not walk debris onto the pitch. Pitch perimeter fencing and low-level fencing between circulation areas and the playing pitches has been included.
 - At the perimeter to the pitch a slotted drainage channel or an up-stand edging will be provided to retain the rubberised granules on the pitch and prevent contamination from offsite entering the pitch.
- 118 Large swathes of wildflower meadow planting will help to support current wildlife populations and encourage new ones. The plant species will be selected specifically to meet the needs of current wildlife species which will be in collaboration with the ecologist and in accordance with corresponding BREEAM points. An extensive

section of tree planting intends to extend the current woodland by planting a selection of native tree species which are currently found on site. A small number of trees require removal, primarily to facilitate access to the site and lay out the pitches. However, for every tree removed, three more shall be planted, in accordance with policy. Overall, the proposed woodland greatly surpasses the numbers required for compensatory tree planting.

- 119 The perimeter hedgerows are proposed to be retained as they are of high ecological value. The scheme proposes to place large swathes of nectar rich plants to help support dwindling populations of native pollinators. The specific plant species have been selected in collaboration with the ecologist and will be the night-flowering species necessary to attract the bat's food source insects. Alongside this, the design proposes the placement of other plant species essential for supporting current wildlife populations and encouraging new ones.
- 120 The hard landscaping surrounding the hub building will be mostly a resin bound gravel with flag paving covering the area under the building's canopy (where outdoor seating for the café will be situated) and the promenade. Along the promenade there will be information signs, benches and column lighting. A series of interpretation boards, fingerposts and lecterns will be strategically placed within the park. The boards will give information about the local flora and fauna that can be seen in Green Park, depicted in pictures and informative text. The sign posts will give clear direction to visitors to areas of interest. Trail features will be installed at points around a designated route for educational purposes.
- 121 Secured by Design standard bicycle storage will be located beneath the pavilion canopy with good visibility from within the building. The roof garden will provide extensive views out over the pitches and wider park; seating and raised planters will create a pleasant space for spectators. Planting choices will be of native species that will benefit local wildlife populations and be necessary for the corresponding BREEAM points. Ramped access from the rear of the building ensures accessibility to all of the pitches.
- 122 There are currently 4 types of fencing proposed within the site. The artificial grass pitches are enclosed by a 4.5m high ball stopping fence and parts of these are proposed to form the site boundary. A low level fence is proposed to enclose the car park area as the pitches are behind a 'secure line'. Bollards are provided at the car park entrance to prevent vehicles accessing the site outside of opening hours. The artificial grass pitches have areas of 1.2m high fencing to allow better viewing spaces for spectators. These are located along the perimeter of the pitches with the potential for seating areas between the pitches. The fencing behind the goal posts is 2.0m / 4.5m high for safety.
- 123 A Biodiversity Net Gain calculation has been carried out which shows that there are 44.97 habitat biodiversity units as a baseline. and these are reduced to 43.16 units post development. There are also 13.83 hedgerow biodiversity units as a baseline and these are increased to 15.37 units post development. While the hedgerow units are acceptable, 'habitats' and 'hedgerows' cannot be added to get an overall increase in biodiversity units. Accordingly, 1.81 habitat biodiversity units must be delivered off-site (nearby preferably). The applicant has since responded proposing an area of Green Park to the north of Austhorpe Hall that could be used to provide the necessary habitat units. The adjacent area of land in Green Park will be raised from 4.40 units to 7.36 units by creating a mixed scrub habitat. Overall, there will be a 2.5% increase in Habitat units and an 11% increase in hedgerow units, which is

acceptable. It is noted that conditions are also required to secure a Construction Environment Management Plan, a Biodiversity Enhancement and Management Plan, lighting design for bats, updated bat roost checks, hedgerow and tree translocation as per the Ecological Impact Assessment and details of amphibian passes on the access road. The Council's Landscape Officer has also noted that the approach to retaining trees and hedgerows, minimising losses and the approach to new and replacement planting is acceptable.

- 124 Overall, the revised proposals are considered to have limited the harm to the existing landscape as far as is possible in order to allow the development, whilst also proposing measures to mitigate that harm through a proposed planting scheme, which is considered to be acceptable. As noted above, this is subject to achieving the necessary off-site habitat biodiversity units elsewhere within Green Park.

Highways and parking

Site Access

- 125 As noted above, the proposed vehicular access to the site is via Park Approach, Thorpe Park and the proposed new car park includes a space for coach drop-off and bin collection within the facility. The access necessarily needs to cut through the existing former railway embankment, thereby cutting across an existing footpath and bridleway. The proposals allow for those rights of way to be retained in situ, though users would need to cross the site access road. However, the proposals also make provision within the scheme to provide a footpath and bridleway to the west of the car park and join up with the existing routes to the south of the site access, thereby negating the need to cross a road. As described above, pedestrian and cycle connections have been designed to link the scheme to Austhorpe Lane and the wider Green Park. Following the advice provided by Highway Officers and noting the security measures, pedestrian, cycle and horse crossing facilities and a wildlife underpass are all to be worked up in detail, it is considered appropriate to secure the detail of this by condition.

Accessibility

- 126 Level access to the main entrance of the hub building is achieved via all approach routes. The pedestrian approaches to the hub building have been designed as generous, welcoming and direct paths through the existing landscape. The paths on the edge of the site will be informal and distinctive – using materials suitable for the park setting rather than highways character, but nonetheless will deliver a fully accessible approach and route through the site – connecting with existing cycle and pedestrian routes in the wider area.
- 127 The main access paths from the hub building to the sports pitches are designed as fully accessible pedestrian routes. Ramps are to be no greater than 1:21, with level areas incorporated at the head and foot of the ramps. Surfaces will be level and continuous across the paths, with bound gravel and tarmac selected as suitably robust, low-maintenance surfacing for the main approach paths.
- 128 The development has been designed having regard to the best practice guidelines set out in a range of documents including 'Accessible Facilities - Sport England', 'Active Design - Sport England', and 'Accessible Leeds SPD', which aims to ensure an inclusive design approach is adopted and developments can be used safely, easily and with dignity by all, regardless of disability or impairment. The above guidance has been followed alongside the statutory building regulations and British

standards as set out in Parts K and M of the building regulations approved documents.

Car Parking

- 129 The proposed car park provides 227 car parking spaces, including 25 spaces served by electric vehicle charging points (EVCPs), 15 disabled spaces (two of which are served by EVCPs) and 16 motorcycle spaces. A total of 14 short stay cycle stands, designed to be Secured by design standards are to be located under the canopy of the community sports hub building. There are 15 accessible bays provided within the car park (2 of these having EV charging points). Overall, it is considered that the level of car parking and the proposed amounts of disabled parking and EVCP spaces is acceptable.

Summary

- 130 Overall, the revised Transport Statement is acceptable and it is considered that the development would not have a severe impact on the highway network at peak hours. Conditions are recommended to secure details of the vehicular entrance detail, cycle/motorcycle parking, provision for contractors, details of waste collection provision and EVCP enabled spaces.

Equality and Access

- 131 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. In total, 25 community football clubs have been selected by The Football Foundation, West Riding County FA and Leeds City Council as Partner Clubs to the four hubs – drawing from the immediate communities surrounding each Hub. At the time of writing, these clubs represent 475 affiliated teams from under 5 to under 23 age group and open age adult. On weekends, the facility will host junior fixtures of the Garforth Junior Football League (GJFL) which is the main provider of competitive football in Leeds and currently represents 692 junior teams from across Leeds.
- 132 The Partner Clubs and Leagues benefit from discounted and protected hire rates in return for a long-term commitment to using the Hubs and working with the project partners to grow and become more diverse. Partner clubs and leagues have been selected on the basis that they:
- Have a need for additional or improved match and/or training facilities.
 - Hold or commit to achieve The FA Charter standard accreditation.
 - Have clear plans to grow e.g. more teams, more divisions.
 - Are committed to diversify participation and provide more opportunities e.g. women & girls, disability.
 - Are well governed and financially sustainable.
- 133 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.
- 134 The changing facilities include official's changing accommodation and a separate accessible shower room and WC. The team changing room

facilities also include accessible shower space within the main communal areas. A first aid room is proposed in this area for use in relation to minor injuries. While outside of the planning remit, all facilities are proposed to be designed with robust finishes with consideration of visual contrast and tactile surfaces where appropriate according to the Building Regulations Approved Document Part M and guidance in Sport England Accessible Facilities Design Guide.

- 135 Again, while outside the planning remit, it is stated that the reception desk is positioned directly in view from the main entrance to be easily identifiable for people who are blind or partially sighted, but located sufficiently away from the main entrance to avoid external noise (as people who are deaf and hard of hearing might have difficulty understanding speech if the noise level in the reception area is too high). Any signs associated with the reception counter and café bar will be large enough to be read at a distance and placed at a height that is convenient for wheelchair users to read. The turnstiles (which are proposed to control access to the football facilities) will allow for wheelchair users to pass through and these can easily be seen and controlled from the reception desk.
- 136 All internal corridors within the building are designed to be a minimum of 1800mm wide, which is sufficient for two wheelchair users to pass and manoeuvre. The corridor outside the changing rooms is designed to be wider than the minimum 1800mm as these routes will be more widely used. Additionally, all internal corridors will be free from obstruction and hazards to wheelchair users and people with impaired sight.
- 137 The community café which is located adjacent to the main reception area / entrance is designed to be on the same level as the rest of the ground floor, meaning that no ramps / stairs will be required within the building. It is stated that the space between tables will meet the minimum requirements outlined in BS 8300-2:2018 to accommodate wheelchair users. Chairs will be freely moveable and not fixed to the floor, making them more user friendly and creating a multi-functional space for use by community groups, football teams and more.
- 138 A fully accessible WC is located behind the café and reception space (with public access during building opening hours). The WCs in this area can be shared by users of the café, meeting rooms and football facilities. However, there are also two separate WCs (one being accessible) for use by players / spectators next to the changing area. This will be the main route to the external pitches.
- 139 A Changing Places (CP) facility is proposed to be located in close proximity to the café. This includes a WC, hoist, basin, adult-sized changing bench and shower, for use by people with complex and multiple impairments who require the help of up to two assistants. The space will be fitted with a fixed tracked-hoist system so that assistants can fit the user's slings to the hoist and move the person to the various items in the facility.
- 140 In light of the above, it is considered that the proposals are acceptable and positive in promoting sport to as wide an audience as possible, as well as providing a community facility that is accessible to all.

- 141 The application is supported by a Flood Risk Assessment and Drainage Strategy. As noted above, the site is located within Flood Zone 1 and there are no records of recent flooding.
- 142 A swale system will transport water drainage from the hub building, pitches and paths into a basin which will become a feature within the landscape in the north-eastern part of the site. Runoff water will be effectively cleansed and treated within the swale. Benches will be placed at one edge and wetland planting will help to create a waterside space for both visitors and wildlife. The cleansing/ treatment of runoff water on site will also be necessary to gain the corresponding BREEAM points.
- 143 The Flood Risk Assessment proposes a cascading attenuation system with the flows from the three higher elevation pitches controlled with a peak discharge rate of 5.35 l/s to the lower pitch and that pitch would have a peak flow rate of 8.55 l/s to the attenuation pond. The post development flow rate from the attenuation pond would be 11.4 l/s. Flood Risk Management Officers are satisfied with the principles in the scheme and consider that the details of the pitch drainage, and attenuation pond, with necessary supporting calculations can be secured by condition.
- 144 The scheme seeks to retain the existing Yorkshire Water sewer and work with it as a constraint. Trees along the route of the sewer (within the 5m easement) have been removed in order to comply with Yorkshire Water's requirements, such that it is anticipated that their current objection may be lifted.
- 145 Overall, it is considered that the proposals secure a positive means of dealing with surface water runoff and will not give rise to additional flood risk.

Representations

- 146 The issues raised in letters of representation received have been set out above and broadly cover concerns relating to the variance with previously consulted proposals; the impact on trees, hedgerows, wildlife and biodiversity; the impact on the historic environment, and particularly the Scheduled Ancient Monument; the visual impact of the proposals; the impact of noise and light pollution on nearby residential properties; and the potential for traffic and parking to become problematic for nearby residential roads. Other matters have also been listed for completeness, even though they are not material planning considerations, such as the impact on house price values.
- 147 It is considered that the matters raised in the representations are covered in the body of the above report and some of the matters raised can be addressed through the use of planning conditions. Overall, notwithstanding the matters raised, it is considered that, on balance, the merits of the proposed scheme weigh in favour of the development.

CONCLUSION

- 148 The principle of developing the scheme on this site is considered appropriate and it will provide wider benefits to the locality and city. The proposal will provide a development which is visually appropriate to its setting and wider locality, paying due

care to the design and scale of the hub building, as well as to the wider site and landscape. The hub building, pitches and associated infrastructure are not considered to give rise to an unacceptable impact on the amenity of the occupants of neighbouring residential areas and will not have a detrimental impact on the other users of the footpaths and bridleways

- 149 It is acknowledged that the proposal will have an impact upon the biodiversity and ecology of the site, but the scheme seeks to diversify the landscaping across the site and seeks to enhance habitat creation in another part of Green Park, such that the adverse impacts identified will be appropriately mitigated in accordance with policy as considered within the body of this report.
- 150 It is acknowledged that the proposals represent minor harm to the setting of nearby Listed Buildings. However, it is considered that this harm is outweighed by the public benefits brought about by the proposed development. It is also acknowledged that the proposals affect the Grim's ditch Scheduled Ancient Monument, though Historic England do not object to the proposals to retain and celebrate the monument.
- 151 Overall, the scheme has significant well-being/ community benefits which are supported by local and national planning policies. With consideration being given to all other matters, the proposal is considered to comply with both local and national policy and therefore the recommendation to Members is to defer and delegate approval to the Chief Planning Office for final agreement of conditions, subject to the resolution of the current Yorkshire Water objection (position of new tree planting in relation to drainage easement).

Background Papers:

20/08412/FU

Appendix 2

NORTH AND EAST PLANS PANEL

THURSDAY, 25TH AUGUST, 2022

PRESENT: Councillor J Akhtar in the Chair

Councillors M Midgley, B Anderson, E Flint,
A Lamb, R. Stephenson, H Bithell, P Wray,
S Burke and J McKenna

SITE VISIT

Councillors Akhtar, Stephenson, McKenna, Flint and Anderson attended the site visit earlier in the day.

20 Appeals Against Refusal of Inspection of Documents

There were no appeals against the refusal of inspection of documents.

21 Exempt Information - Possible Exclusion of the Press and Public

There were no exempt items.

22 Late Items

There were no late items.

23 Declaration of Interests

No declarations of interests were made at the meeting.

24 Apologies for Absence

Apologies for absence were received from Councillor Jenkins and Councillor Sharpe.

Councillor Burke attended the meeting as substitute for Councillor Jenkins and Councillor McKenna attended as substitute for Councillor Sharpe.

25 Minutes - 28th July 2022

The Chair informed the Panel that Mr Bickley, a speaker from the meeting held on 28th July 2022, had made comments and requested minor changes to the minutes. The Panel, considering the comments made by Mr Bickley, however, decided to approve the minutes without further changes.

RESOLVED – That the minutes of the meeting held on 28th July 2022, be approved as a correct record.

26 20/08412/FU - Construction of a new community sports hub including 4 No. floodlit artificial grass pitches enclosed by metal ball-stop fencing, car parking and associated landscaping works are also proposed to connect the development to the wider Green Park, including a lit footpath link from the Redrow housing development to Austhorpe Primary School; external sub-station and bin store, on land off Thorpe Park Approach, Leeds, LS15

The report of the Chief Planning Officer presented an application for the construction of a new community sports hub including 4 floodlit artificial grass pitches enclosed by metal ball-stop fencing and car parking, alongside associated landscaping works also proposed to connect the development to the wider Green Park, including a lit footpath link from the Redrow housing development to Austhorpe Primary School; external sub-station and bin store, on land off Thorpe Park Approach, Leeds LS15.

Members had attended a site visit earlier in the day. Photographs and slides were shown throughout the presentation.

The Panel were provided with the following information:

- There had been a previous application for the wider Green Park site which proposed grass pitches and no floodlighting. Whereas this application proposed the use of artificial grass and floodlit pitches. Each of the three adult pitches would have 8 x 15m high lighting columns, the junior pitch would have 6 x 12m high columns. It was noted that lighting to the car park and paths would not have lighting columns higher than 6m. The operational hours including the community sports hub were proposed as 8:00 until 23:00 hours. The pitches' lighting would be controlled manually on a pitch by pitch basis from the reception desk and would be switched off by 22:00 hours. The lighting for the car park would be controlled via a timer clock. It was acknowledged that outside operational hours there would be lighting for security and safety.
- The applicant had advised that the artificial turf to be used was the best currently available. It was acknowledged that the floodlighting would be focussed on the pitches, with minimal light spillage, the presence of the lit floodlights would be visible from outside the site compared to existing light levels, as the space is currently open land and as the land falls away to the north of the site. However, lighting methods are to be used which would minimise the adverse impact of this.
- It was also noted that some of the trees would need to be removed in order to construct the vehicular access and lay out the pitches. While it was recognised that any new trees would take time to grow, new trees are proposed as part of the landscaping.
- The site includes an ancient monument known as Grim's Ditch and the Grade II* listed Austhorpe Hall. Impact on both these sites were addressed within the submitted report.
- Car parking would be provided with 227 spaces including disabled parking, motorcycle parking, cycle spaces and electric charging points.
- The sub-station and bin store would be built of buff brick and have a green roof planted with sedum.
- The community hub would be the focal point of the site, located close to the car park, it would have seating and viewing areas for the pitches, a café selling hot and cold drinks and sandwiches. The community hub would be open to the public not only those playing football. It was noted that this area would not be a licensed bar.

- The proposal is that the formal pitches will be separated from the surrounding parkland by ball stop fencing of 4.5 metres in height.
- A Biodiversity Net Gain calculation had been carried out which showed there are currently 44.97 habitat biodiversity units as a baseline, and these are reduced to 43.16 units post development. There are also 13.83 hedgerow biodiversity units as a baseline, and these are increased to 15.37 units post development. Accordingly, 1.81 habitat biodiversity units must be delivered off-site, and it is proposed that an area of Green Park to the north of Austhorpe Hall is used to provide the necessary habitat units. The adjacent area of land will be raised from 4.40 units to 7.36 units by creating a mixed scrub habitat. Overall, there will be a 2.5% increase in Habitat units and an 11% increase in hedgerow units. It was noted that the lighting would be designed so as not to disturb the bats in the area.
- A total of 163 representations had been received, with 137 objecting, 19 in support and 7 making general comments. These were summarised from Paragraph 26 to 32 of the submitted report. There have been 45 letters of representation received since the report was published, with 1 letter being sent directly to officers. However, these reiterate the comments and issues previously raised, considered and addressed in the submitted report.
- Since the time at which the report was published, Yorkshire Water has now responded and removed their previous objection subject to it being ensured that the existing sewer easement is respected.

Six people objecting to the application attended the meeting and provided the following information for the Panel Members:

- Lack of communication and consultation for this application from either the applicant or the officers.
- The proposed car park would not be large enough and therefore people would park on the roadside and outside resident's houses, as well as using surrounding roads for parking to avoid the circuitous route to the site via ELOR or Selby Road and Century Way.
- With the number of parking spaces being provided, it is clear that the facility is not just being created to benefit Leeds residents, but also those from further afield.
- One objector had written 3 letters in objection to the council and one to the local MP.
- Most of the people attending were of the view that the artificial turf proposed for the pitches was dangerous to health. Some presented research which showed how the particles were ingested and had been linked to cancer.
- Further, there was concern that particulates from the artificial turf could seep into water courses and be harmful to wildlife.
- It was also the view that the use of artificial turf would have an impact on the biodiversity of the area along with light pollution and noise pollution. It was the view that this area had been part of the city's greenspace, having been used as agricultural land and should be looked after as such.

- The objectors also raised concerns in relation to the cost benefits which were not stated in the report, but with it seeming that the project would be labour and cost intensive.

Responding directly to questions from Members, the objectors provided the following answers:

- Some consultation had taken place over Zoom due to the restrictions of the pandemic, but this had not been widely publicised. Some, but not all residents had received a flyer explaining the proposals. It was the consensus that no opportunity had been given to discuss the proposals and seek the view of the residents. The residents wanted it known that they did not oppose the pitches but did oppose the materials proposed to be used and the scale of the development proposed.
- It was noted that the historic use of the site had been for farming, but there had been several acres which used to be a coppice which had been cut down, but not replaced.
- It was recognised that the main cause for concern was the materials proposed for the pitches and the suggestion in some research that the particles arising from the materials when played on (if ingested) could link to the causing of cancer. However, in a statement read out at the meeting it was noted that Sport England had confidence in the use of artificial-turf for pitches and are in support of football's governing body – the Football Association – in their stance on the matter.

The Agent attended the meeting and provided the following points:

- There is a demand in the area for this type of facility. It would be beneficial to the area and could be used by a number of children's teams especially girls who have been inspired by the England women's team. It would also be used by disabled players and could be used by the walking football teams.
- In 2021, approximately 9000 amateur games had to be cancelled due to their being played on grass pitches. Artificial surface pitches are therefore needed to ensure year-round play.
- There are some difficulties with turf pitches, which cannot be used all year round due to flooding, whereas artificial turf can be used all year round.
- The facility was to be run by a non-profit making charity, and any profit made would be re-invested into the facilities on site and / or elsewhere in the city.
- Access to the site is proposed via Thorpe Park Approach to a large car park which would stop people parking on the surrounding streets to the west of the site. The car park would have 25 electric changing points.
- It was not the intention to bus in people from the wider Leeds area and it was noted that the furthest club which has registered its interest is located in Garforth. The intention is for there to be 50% use by local teams and then 50% local people independent use.
- Walking and cycle paths to and around the site promote health and wellbeing.

- The Community hub would have a café, but it was not proposed to be licensed. It would be open for all, including those from the surrounding area not engaging in play. There are also to be 2 x meeting rooms in the hub building available for use.
- The lighting proposed is as recommended by Sport England, with caps and limited light spill. The light spill from the floodlights would be controlled to the edge of the woodland. Careful thought has been given to acoustics to mitigate the noise impact.
- Historic England are supportive of the proposals for the ancient monument.
- In relation to biodiversity the proposals would look to increase habitat units by 2.5% and increase hedgerows units by 11%. 4 bat boxes and 12 bird boxes would be installed.
- The proposals seek to use sustainable technologies and construction methods and the hub has been designed to meet BREEAM Excellent standards. The drainage of the site has been designed to utilise sustainable urban drainage methods and the energy efficiency of the fabric of the building and the use of renewable technologies to minimise the energy use of the facilities.
- The community hub building includes a green roof to reduce surface water run-off and link the building visually to the wider area.

Responding to questions from the Members the Panel were provided with the following information:

- The number of electric charging points is in line with current council policy.
- The size of the car park is such to allow use for all members of teams that are playing at any one time (plus supporters and support team members), but also additional spaces for other people wishing to use the open green space and / or hub.
- The development of the facilities is in line with Sport England guidance. How the changing facilities would be used and allocated would be the responsibility of the facility's management team to organise.
- Consultation could not take place face to face due to restrictions during the pandemic. There were two online meetings and approximately 2500 flyers were distributed to residents. Ward Members were also consulted, and the applicant felt they made the best effort they could to undertake consultation in the difficult and restricted circumstances.
- The car park would be adjacent to the pavilion and all the facilities.
- Parklife is funded via Central Government and aims to encourage those who are not traditionally able to access football. It was noted that the client in this case was made up of a number of stakeholders which included City Development (Leeds City Council), the Football Association, Sport England and Active Leeds.
- An explanation was provided as to how the shades and louvres would work on the floodlights to mitigate light spillage. It was acknowledged that this falls within current industry guidelines. It was recognised that that residents in the area would be able to see a glow, but the shades would eradicate direct light spillage. Members were advised that the

floodlights are developed to direct light down onto the pitch, but the light does react differently to different surfaces and textures. The lighting for the car park and pathways would need to be on for security and safety, but this will be of a considerably lower height than the floodlighting for the pitches. Members acknowledged that it was impossible to say precisely how the light would affect residents as it would be dependent on the positioning of their house.

- The agent was unable to provide information in relation to the lifespan of the artificial turf pitches, but he said that it can be used all year, even in the winter months.
- A number of clubs had declared an interest in using the facilities. This was a non-profit making charity who were self-sustaining, and any profit would be used to improve facilities at the club and in Leeds. It was noted that prices are intended to be subsidised.
- It was noted that definitive figures relating to costs of different types of pitch surface or how many games had been cancelled when played on a grass pitch could not be provided.
- Members were advised that the facilities would include changing facilities for match officials. It was noted that gender neutral toilets would be provided.
- Public footpaths were to be maintained.
- The fences would reduce any anti-social behaviour in relation to access the pitches or leaving detritus on the pitches.
- There would be a boot cleaning facility on the premises to avoid any rubber crumb transference. Members who had experience of playing on artificial turf were of the view that the boot cleaning would not be sufficient in removing the rubber crumb.
- Members were advised that the use of artificial turf is part of the condition for funding Parklife so that the pitches can be all-weather use.

The Area Planning Group Manager provided some context for the Panel, acknowledging the concerns raised in relation to the artificial turf but that this Panel need to consider only planning matters and not duplicate considerations, including the matter of the direct health implications arising from artificial playing surfaces, that are catered for and regulated by other independent (non-planning) legislation. It was recognised that these surfaces were used throughout the city. The officers understood the concerns of the Councillors in relation to the consultation process, but the application had been publicised in accordance with statutory requirements. It was acknowledged that the applicant had also carried out consultation prior to the submission of the application within the constraints that existed during the pandemic. It was recognised that there had been a large response from members of the public in respect of this application, such that members of the public had nonetheless clearly had an opportunity to express their views on the application. He said given the strength of feeling about the way consultation was undertaken he would raise this with the Director of City Development, to be taken into account when applications are brought forward by City Development in the future.

Members' discussions included:

- Members frustration at how this application from Leeds City Council had been brought forward, without proper consultation and explanation. It was the view that this was something that was being done to the community rather than with the community, but it was acknowledged that the circumstances had constrained anything further being done in this instance.
- The facilities would be good for this area and open to the local community who could use the facility for coffee, meetings and walks.
- Members concerns in relation to parking on the southern side of the site rather than using the car parking. It was noted that there are currently some parking restrictions in front of the primary school and nursery and additional conditions could be included and used if parking becomes problematic.
- Some concern remained about the surface to be used, not in terms of the actual material itself, but just to ensure it has an appropriate longevity and how it will be recycled when the time comes.

Cllr Lamb proposed that the application be deferred to allow further consideration to be given to parking, floodlighting and the wider lighting impact. He also said that the applicant should provide information in relation to the lifespan of the artificial-turf pitches and the impact on climate emergency and recycling opportunities. He also suggested further information on community use.

Cllr Stephenson seconded the motion, this was put to the vote. Members voted in favour of this becoming the new motion, replacing the Officer's recommendation.

The newly proposed motion was, in turn, put to the vote.

RESOLVED – To defer the matter for:

- Further consultation by the applicant with the community
- Information to be provided in relation to parking, floodlighting and the wider impact of the lighting
- Lifespan of the pitches, including the impact on climate emergency of the material to be used.
- Community use for the proposed facilities.

27 Date and Time of Next Meeting

To note the next meeting of the North and East Plans Panels will be on Thursday 22nd September 2022, at 1.30pm in the Civic Hall.

The meeting concluded at 15:55