



PLANS PANEL (CITY CENTRE)

**Meeting to be held in Civic Hall, Leeds the Civic Hall, Leeds, on
Thursday, 15th March, 2012
at 1.30 pm**

MEMBERSHIP

Councillors

B Selby (Chair)	M Hamilton	G Latty	A Blackburn
G Driver	C Campbell	A Castle	
S Hamilton			
J Jarosz			
J McKenna			
E Nash			

**Agenda compiled by:
Governance Services
Civic Hall**

**Helen Gray
247 4355**

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 25 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 25, 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>DECLARATIONS OF INTEREST</p> <p>To declare any personal/prejudicial interests for the purpose of Section 81(3) of the Local Government Act 2000 and paragraphs 8 to 12 of the Members Code of Conduct</p>	
5			<p>APOLOGIES FOR ABSENCE</p>	
6	City and Hunslet;		<p>APPLICATIONS FOR LONG STAY COMMUTER CAR PARKS</p> <p>To consider the report of the Chief Planning Officer on the following applications for long stay city centre commuter car parks:</p> <p>11/02640/FU WELLINGTON PLACE 10/04358/FU WELLINGTON PLACE 11/05031/FU FORMER CARLSBERG TETLEY, HUNSLET LANE 11/05281/FU CITY ONE', SWEET STREET/MEADOW ROAD 10/04375/FU WHITEHALL RIVERSIDE 11/05310/FU SKINNER LANE 11/05218/FU GLOBE ROAD (A) 11/05216/FU GLOBE ROAD (E) 11/05215/FU GLOBE ROAD (C) 11/04259/FU MIDLAND MILLS, WATER LANE 11/05238/FU INGRAM STREET 11/05239/FU INGRAM ROW 11/05225/FU FORMER DONCASTER MONKBRIDGE, WHITEHALL ROAD 11/05214/FU GLOBE ROAD (CAR PARK B) 11/05220/FU GLOBE ROAD (D) 10/01420/FU GLOBE RD/WHITEHALL RD</p> <p>(Reports attached)</p>	3 - 168

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7			<p>DATE AND TIME OF NEXT MEETING</p> <p>To note the dates of future meetings as: Thursday 12th April 2012, Thursday 10th May 2012 and Thursday 7th June 2012 all at 1.30 pm</p>	

To:
Plans Panel City Centre Members
and appropriate Ward Members

Chief Executive's Department
Governance Services
4th Floor West
Civic Hall
Leeds LS1 1UR

Contact: Helen Gray
Tel: 0113 247 4355
Fax: 0113 395 1599
helen.gray@leeds.gov.uk
Your reference:
Our reference: ccpp/sitevisit/
6th March 2012

Dear Councillor

PLANS PANEL CITY CENTRE – THURSDAY 15th MARCH 2012 at 1:30 pm

Prior to the meeting on Thursday 15th March 2012 there will be site visits in respect of the applications for long stay commuter car parks which feature on the agenda.

Panel Members are requested to meet in the Civic Hall ante-chamber for 9.55 am, in readiness for a 10:00 am start, the aim being to return to the Civic Hall for 12:30 am

Please could you let Daljit Singh know (24 78010) if you will be attending the site visits.

The formal Panel meeting will commence at 1.30 pm

Yours sincerely

Helen Gray
Governance Services

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Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 15th March 2012

Subject: APPLICATIONS FOR LONG STAY COMMUTER CAR PARKS:

REFERENCE	PROPOSAL (NO. OF SPACES)	LOCATION	APPLICANT	DATE VALID	TARGET DATE
10/01420/FU	400	Whitehall Rd/ Globe Rd	Elite Parking UK	26/3/10	25/6/10
10/04358/FU	290	Wellington Place South	Wellington Place General Partner Ltd	24/9/10	19/11/10
10/04375/FU	423	Whitehall Riverside (TCS)	Town Centre Securities PLC	18/10/11	13/12/11
11/02640/FU	200	Wellington Place North	Wellington Place General Partner Ltd	14/7/11	8/9/11
11/04259/FU	200	Midland Mills, Water Lane	St Paul's Street (Investments) Ltd	20/10/11	15/12/11
11/05031/FU	601	Former Brewery, Hunslet Lane	Carlsberg UK	29/11/11	28/2/12
11/05214/FU	69	Globe Road (Car Park B)	West Register	12/12/11	6/2/12
11/05215/FU	156	Globe Road (C)	West Register	12/12/11	6/2/12
11/05216/FU	83	Globe Road (E)	West Register	12/12/11	6/2/12
11/05218/FU	170	Globe Road (A)	West Register	12/12/11	6/2/12
11/05220/FU	236	Globe Road (D)	West Register	12/12/11	6/2/11
11/05225/FU	420	Former Doncaster Monkbridge (BAM), Whitehall Road	BAM Monkbridge Ltd	12/12/11	12/3/12
11/05238/FU	278	Ingram Street	Ingram Row Ltd	13/12/11	7/2/12
11/05239/FU	225	Ingram Row	Ingram Row Ltd	13/12/11	7/2/12
11/05281/FU	742	City One, Sweet Street	Montpellier Estates Ltd	16/12/11	16/3/12
11/05310/FU	75	Skinner Lane	B M Car Parks Ltd – Mr B Morris	19/12/11	13/2/12

Electoral Wards Affected:

City and Hunslet

No Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: Members are invited to note the contents of this report and to have regard to the information contained within the report and its appendices in their consideration of the officers reports on each application.

1.0 SUMMARY

- 1.1 The thrust of the Leeds UDP (Review 2006) is to resist further commuter car parking in the core car parking policy area and only to allow temporary commuter car parking within the fringe city centre commuter parking control area where there is limited availability of public transport and/or on-street parking problems. The overall objective behind this is aimed at reducing the rate of traffic growth particularly in the city centre at peak periods and to promote public transport as an alternative to the car.
- 1.2 In accordance with this policy position, in 2010 the City Council successfully took enforcement action against a number of unauthorised car parks on cleared sites. However, the Council recognised that the delivery of new public transport infrastructure such as Supertram/NGT and the provision of park-and-ride schemes envisaged when the UDP was adopted in 2001 had been delayed and that a pragmatic temporary solution to this would be to permit and regularise a limited amount of commuter car parking with the proviso that this was 'capped' in number and brought about an improvement in the physical appearance and quality of approved car parks.
- 1.3 An informal city centre commuter car parking policy (CCCCPP) was drawn up to regularise up to 3,200 city centre commuter car parking spaces for a temporary period of 5 years. This was subject to 5 weeks of public consultation in early 2011 and was subsequently approved as a material consideration for the purposes of planning decisions in September 2011.
- 1.4 At the time the CCCCCPP was approved, it was recognised that it was likely that applications would be received for a total number of car parking spaces which would exceed the 3200 cap. It was initially intended to consider applications on a 'first come first served' basis, but in the light of representations received during the public consultation it was agreed that a fairer approach would be to provide a timeframe for the submission of applications and to compare the merits of each of the applications received against a number of specified criteria.

- 1.5 Applications were invited within a 3 month window. 16 applications were received for a total of 4,568 car parking places. Each of the applications was assessed against the specified criteria and was ranked accordingly. The top ranking applications are considered to offer the most significant physical and visual improvements and therefore best meet the objectives of CCCCPP.
- 1.6 As the number of applications for car parking spaces exceeds the total number of spaces permitted in accordance with CCCCPP, in taking a decision on each of the 16 applications, Members will need to compare the merits of each of the applications so that a properly balanced decision is taken. Members will need to take into account all material considerations in addition to those referred to in this report.

2.0 INTRODUCTION:

- 2.1 In 2010 the Council took enforcement action against a number of sites which were being used for unauthorised commuter parking particularly to the south of Leeds City Centre. The action provoked a review of city council objectives for city centre commuter parking. In 2011, following a public consultation, the Executive Board approved an informal city centre commuter car parking policy (CCCCP Policy) to allow a number of commuter car parks to be authorised – up to 3200 spaces – providing that visual and other enhancements are made.
- 2.2 The objectives behind this informal policy are to address the unauthorised use through regularisation, maintain enough commuter car parking for the economic needs of the city, achieve visual and qualitative enhancements and achieve sustainable transport in line with the Unitary Development Plan and West Yorkshire Local Transport Plan.
- 2.3 This report explains the purpose and status of the CCCCCP Policy in the context of the Development Plan and how this has been applied as a material consideration in the assessment of sixteen competing applications which have come forward for commuter car parks within the city centre.

3.0 BACKGROUND INFORMATION:

3.1 Unauthorised Sites

- 3.2 Prior to 2010, many city centre commuter car parks were either operating with no planning permission at all, or were operating under the guise of being a short term car park. UDPR planning policy is sympathetic to short stay car parking in the city centre to help support retail, culture and leisure uses. However, permissions for short stay car parks, controlled by a charging schedule, were often operated for long stay parking without the necessary consent.

3.3 Enforcement Action

- 3.4 In 2010, enforcement action was taken against seven car parks in the Holbeck Urban Village, where the greatest number of unauthorised long stay parking spaces are concentrated. Appeals were lodged against the Council's enforcement notices but the Inspector supported the Council's stance by dismissing appeals in respect of wholly unauthorised sites and only allowing the continuation of those which had had permissions for short stay parking subject to conditions excluding the period of 06.30 to 09 30 on any day and to impose a punitive tariff of £25 for parking over 5 hours. The appeal decisions would have enabled the City Council to ensure that the

car parks subject of enforcement action either did not operate at all, or operated as genuine short stay car parks with a 9.30 opening restriction and for a period of 18 months only.

3.5 The appeal decisions further empowered the Council to pursue enforcement action against other unauthorised city centre long stay car parks. However, it was considered that such action could be harmful to the city centre economy and that further consideration should be given to developing a planning policy to manage city centre car parking. It was agreed to place a moratorium on all enforcement action pending consultation upon, adoption of and implementation of a new policy.

3.6 City Centre Commuter Car Parking Policy

3.7 The City Council introduced the City Centre Commuter Car Parking Policy (CCCCP Policy) to permit a number of commuter car parks, up to an aggregate limit of 3200 spaces, subject to physical and visual enhancements being undertaken. The policy was approved by Executive Board on 7th September 2011 as a material consideration in determining planning applications (see Appendix 1). Appendix c of the Executive Board report explains in detail how the 3200 space cap has been arrived at. In summary it seeks to retain existing traffic levels on the highway network. The Highways Agency was involved in the process of establishing the 3200 cap, and would not have supported the policy without the cap and does not support long stay commuter car parking applications which would deliver a total capacity above this cap.

3.8 Application "Window"

3.9 The CCCCCP Policy was approved in September 2011 with a 3 month window for planning applications to be submitted. In response to consultation comments about the fairness of the process it was decided not to adopt a "first come first serve" approach to determining the applications since this would have rewarded those sites where applications had already been submitted in response to the enforcement action but had subsequently been held in abeyance whilst the CCCCCP Policy was formulated. The closing date for planning applications was 19th December 2011. Applicants were informed that all applications submitted within this timeframe would be considered together and presented to a single Plans Panel for decision.

3.10 In addition, the decision was taken to determine these applications in advance of any later applications and in order to ensure a fair approach in the context of a comparative assessment, the Council would assess applications as presented at 19/12/2011. Once the 3200 space cap is exceeded further applications for long stay car parking would be contrary to the CCCCCP Policy and are likely to be resisted. The above advice was made clear on the Council's web-site before the closure of the application window.

3.11 It was expected that the policy cap of 3200 would be exceeded by the total spaces proposed in planning applications submitted during the application window. As such criteria were agreed to help distinguish between car parking proposals. The following scoring system was devised to help apply the CCCCCP Policy criteria; the scoring criteria were placed on LCC's website on the 12th of December 2011.

Criterion	Scoring	Ranking of total score
Preference to sites that will generate least localised congestion or junction problems in Transport Assessments (assuming a baseline that ignores traffic generated by unauthorised car parks)	Out of 0-10: 0 = worst; 10 = best	25%
Preference for sites which display high safety design features, such as good clear sight lines. Landscaping schemes should be designed so as not to impede sight lines or provide "places to hide".	Out of 0-10: 0 = worst; 10 = best	22.5%
Preference for sites that contribute the greatest enhancement in terms of visual appearance and biodiversity. Good quality landscaping including greenery will be a plus. It will be recognised that larger sites may have the opportunity to install landscaping in the same locations as approved on permanent schemes; as such investment will be longer term, the landscaping quality will be expected to be higher than would otherwise be the case.	Out of 0-10: 0 = worst; 10 = best	20%
Preference for sites inside the city centre boundary	10 for inside; 0 for outside	17.5%
Preference to sites that contribute other beneficial temporary uses such as allotments, sports pitches, public spaces, seating areas, electric charging points. It will be recognised that smaller sites will not be capable of delivering large temporary uses.	Out of 0-10: 0 = worst; 10 = best	15%

4.0 PLANNING POLICY CONSIDERATIONS:

4.1 Unitary Development Plan Review 2006

4.2 Unitary Development Plan Review (UDPR) policy is the development plan for Leeds which was subject to Examination. The plan was originally adopted in 2001 then the Review was adopted in 2006. Policy divides into that concerned with how much car parking accompanies new development (Policy T24 and T28) and that concerned with free standing provision of car parking. The latter divides between long stay commuter parking: covered by Policy T24A and short stay visitor parking covered by Policy T26. Here, we are principally concerned with long-stay commuter car parking unconnected with new development, ie T24A. Policy T24A states:

T24A: PLANNING PERMISSION WILL NOT BE GRANTED FOR NEW LONG-STAY CAR PARKING OUTSIDE THE CURTILAGE OF EXISTING OR PROPOSED EMPLOYMENT PREMISES EXCEPT:

a) WITHIN THE CITY CENTRE AND FRINGE CITY CENTRE COMMUTER PARKING CONTROL AREA, IN ACCORDANCE WITH POLICY CCP2;

b) FOR PARK AND RIDE SCHEMES IN ACCORDANCE WITH POLICIES T16 AND T17;

c) WHERE LACK OF PARKING WITHIN EMPLOYMENT PREMISES WOULD CAUSE SERIOUS TRAFFIC, SAFETY OR ENVIRONMENTAL PROBLEMS IN THE SURROUNDING AREA.

PROPOSALS UNDER c. MUST BE SUPPORTED BY A TRAFFIC ASSESSMENT, INCLUDING APPRAISAL OF OTHER MEANS OF ACCESSIBILITY TO THE SITE, INCLUDING PUBLIC TRANSPORT. WHERE PLANNING PERMISSION IS GRANTED THE EXTENT OF PARKING ALLOWED WILL NOT EXCEED THAT WHICH WOULD OTHERWISE BE PERMISSIBLE UNDER THE CAR PARKING GUIDELINES, RELATED TO THE SCALE OF THE EMPLOYMENT USE.

4.3 Policy CCP2 is particularly relevant for proposed car parking on vacant or cleared sites in the city centre or city centre fringe:

CCP2: PROPOSALS FOR CAR PARKING ON VACANT OR CLEARED SITES WILL BE CONSIDERED AS FOLLOWS:

i. CORE CAR PARKING POLICY AREA (INCLUDING THE PUBLIC TRANSPORT BOX):

THERE WILL BE A PRESUMPTION AGAINST THE USE OF VACANT OR CLEARED SITES FOR COMMUTER PARKING. NON COMMUTER PARKING WILL GENERALLY BE ACCEPTABLE; A PLANNING CONDITION WILL BE APPLIED PRECLUDING ADMITTANCE INTO THE CAR PARK BEFORE 0930 HOURS EACH MORNING.

ii. FRINGE CITY CENTRE COMMUTER PARKING CONTROL AREA AND PDA'S (OUTSIDE THE CORE CAR PARKING POLICY AREA):

USE FOR COMMUTER PARKING WILL ONLY BE SUPPORTED ON A TEMPORARY BASIS. PROPOSALS (INCLUDING RENEWAL OF TEMPORARY PERMISSIONS) WILL BE JUDGED ON THEIR MERITS TAKING ACCOUNT OF:

a. ACCESSIBILITY OF THE AREA BY PUBLIC TRANSPORT;

b. PROBLEMS OF ON-STREET PARKING IN THE LOCALITY, AND THE RELATIONSHIP WITH ANY PARKING PERMIT SCHEMES;

c. TRANSPORT STRATEGY OBJECTIVES

4.4 The thrust of the above policy framework is to resist further commuter car parking in the Core Car Parking Policy Area and to only allow temporary commuter car parking within the fringe city centre commuter parking control area where there is limited availability of public transport and/or on-street parking problems. Of the car park planning applications being considered here, three (Whitehall Road TCS, Wellington Place North and Wellington Place South) fall within the Core Car Parking Policy Area. All of the others fall within the Fringe City Centre Commuter Parking Control Area.

4.5 UDPR policy on commuting into the city centre was conceived on the basis of West Yorkshire Local Transport Plan objectives. UDPR paragraph 6.5.7 explains the

overall objective is to reduce the rate of traffic growth, particularly into the city centre at peak periods, and this would include "...the promotion of all forms of public transport to provide an attractive alternative to the car, park and ride facilities in the suburbs..."

- 4.6 In 2011, Executive Board considered that since the UDP was originally adopted in 2001 the delivery of new public transport infrastructure such as Supertram/NGT and the provision of park-and-ride schemes had been delayed. The effect of the government's spending cuts had further impacted on the ability of the Council to bring forward such schemes. Major interventions of this nature were considered unlikely to be delivered in the short term. It was therefore concluded by Executive board that an immediate clamp down on unauthorised commuter car parks in 2010-11 would be inappropriate and approved a non-statutory update to the policy. This update is known as the City Centre Commuter Car Parking Policy (CCCCP)

CCCCP Policy.

To permit temporary car parks in the city centre core and fringe car parking areas to accommodate commuter car parking subject to:

a) Physical improvements to the quality and appearance of the car park. Improvements may include the following: i) an attractive surface, making use of sustainable urban drainage solutions, ii) clear space markings, iii) appropriate landscaping, iv) security lighting, v) attractive means of enclosure and boundary treatment and vi) appropriate signage in terms of size and location. Physical improvement works and a maintenance programme should be agreed in writing with the City Council prior to planning permission being granted and implemented before commencement of operation of the car park,

b) where the site is of a scale and location that pedestrian movement between different areas of the city is impeded and where security of pedestrians and vehicles would not be endangered, insertion of pedestrian linkages through the site,

c) the total number of commuter car parking spaces permitted by this policy not exceeding 3200 for Leeds city centre Core and Fringe areas only,

d) Permission being temporary for 5 years from the grant of planning permission.

On expiry of the 5 year temporary planning permissions, the City Council will consider whether the delivery of public transport improvements would justify the cessation of the car parking or the granting of further temporary extensions of permission.

Parts a) and b) of the policy will be informed by other planning policies and guidance notes adopted by Leeds City Council, for example on design and drainage.

- 4.7 Balancing competing objectives

- 4.8 The CCCCCP Policy seeks to balance a number of competing objectives. Following the determination of the enforcement appeals concerns were expressed about impact on the city's economy from a number of quarters. During this period of depressed market conditions, retail, leisure and business operations are under

strain. The recent Mary Portas study has emphasised the importance of car parking in city and town centres to support the vitality and health of centres. Hence, it is a priority for the CCCCPC to maintain availability of commuter car parking spaces at reasonable levels.

- 4.9 Secondly, it was important to ensure that Leeds' overall transport package for commuting into the city centre remains sustainable. As such, an overall cap on the number of car parking spaces to be permitted under the CCCCPC – 3,200 – was approved. The policy was amended following public comments and following consultation with the Highways Agency, including increasing the “cap” on the number of car parking spaces to be permitted through the policy from 3000 to 3200. Permissions would be temporary to enable future review of how much public transport infrastructure may have been improved.
- 4.10 Thirdly, the city expects to benefit from tangible improvements to the visual environment of car parks. The unauthorised car parks are mostly on cleared sites awaiting redevelopment which are usually secured with minimal regard to appearance to the detriment of the city and the attraction of potential investment. Boundaries are often unsightly. Palisade fencing, an absence of landscaping and poor surfacing is common. Their outward appearance is typically a negative blot on the surrounding townscape. So the opportunity to smarten up these sites needed to be taken to provide a genuine enhancement to the city, to create a more positive image of the city centre and to help create the conditions for future investment.
- 4.11 Fourthly, the City Council has a formal responsibility to deal with unauthorised use. The unauthorised car parks need to be dealt with in a managed way. This should create a level playing field so that the viability of legitimate car parks is not undermined by unauthorised car parks.
- 4.12 In addition to the above policies, the applications have been considered against other most relevant development plan policies. These are listed in brief below:
- 4.13 Regional Spatial Strategy (RSS): The RSS for Yorkshire and Humber was adopted in May 2008. The vision of the RSS is to create a world-class region, where the economic, environmental and social well-being of all people is advancing more rapidly and more sustainably than its competitors. Particular emphasis is placed on the Leeds City Region.
- 4.14 UDPR Designation: All sites are within the designated City Centre. Some applications are within the Holbeck Urban Village Planning Framework area and Holbeck Conservation Area and one is within the South Bank Planning Statement Area, the appraisal of each application identifies when this is the case.
- 4.15 Other relevant UDPR policies:
- GP5: Proposals should resolve detailed planning considerations.
- T2: Development proposals should not create new, or exacerbate existing, highway problems.
- T24: Parking to reflect detailed UDP parking guidelines.
- LD1: proposals should allow sufficient space around buildings to retain existing trees in healthy condition & allow new trees to grow to maturity.
- N19: Development within or adjoining Conservation Areas should preserve/enhance the character and appearance of the Conservation Area.
- N25: Boundary treatments should be appropriate to the character of the area.
- N38B: Planning applications and flood risk assessments

N51: Nature conservation and enhancement

- 4.16 Supplementary Guidance and Policy:
Holbeck Urban Village Revised Planning Framework 2006.
South Bank Planning Statement 2011
Leeds Waterfront Strategy 2006
- 4.17 The Draft Core Strategy was agreed for public consultation on 10th February 2012. It seeks to support objectives for sustainable travel, minimisation of congestion and limiting commuter car parking in the city centre coupled with park and ride provision to provide greater traveller choice.
- 4.18 As required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 planning applications have to be determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan consists of the Regional Spatial Strategy for Yorkshire and the Humber of May 2008 and the Leeds UDP (Review 2006).

5.0 ASSESSMENT PROCESS:

- 5.1 Sixteen planning applications for commuter car parks were received and validated by the 19th December 2011 deadline (Appendix 2). It is considered that some physical improvements would result from each of the applications meeting to a larger or lesser extent the overriding CCCCP Policy objective to provide tangible physical and visual improvements. However the applications have been assessed together against the CCCCP Policy preference criteria because the total number of spaces applied for (4,568) exceeds the limit of 3,200 set by the CCCCP Policy, and therefore only a limited number of permissions can be granted in compliance with CCCCP.

5.2 Assessment Process

A number of officers representing the Council's Development Management, Planning Policy, Highways, Design and Landscape services and a representative of the Highways Agency were drawn together to undertake the assessment and scoring of the policy preference criteria at meetings held in January 2012. The results of the assessment are presented at Appendix 3.

5.3 Application of the CCCCP policy preference criteria

- 5.4 Highways Impact : The applications were assessed in terms of their impact on the highway network at a localised site access level and their potential impact on the wider local road and motorway network. The quality of the Transport Assessments provided has also been considered. Although Highways Officers assessed traffic impact in terms of major, material and minimal impact to differentiate between the applications for the purposes of the preference criteria it should be noted that in each case where the application is recommended for approval, no proposal in itself was considered to have an unduly adverse impact on highway congestion. This is because they fall near to the 3200 aggregate space cap within the CCCCP Policy which has been adopted to ensure that the existing traffic levels on the highway network are maintained and there is no adverse cumulative impact on the highway network.

- 5.5 Safety Impact: Consideration was given to proposals to improve personal security and safety. Features of improvement such as lighting, CCTV, improved access and

on-site personnel score well. In addition the scoring takes account of the safety of the locality, in terms of the natural surveillance provided by passing footfall and overlooking buildings. Generally, openness is scored as safer.

- 5.6 Landscaping: Consideration was given to the proposed enhancements made to visual appearance, biodiversity, landscaping including greenery, and opportunities taken for longer term improvements. Although the CCCC Policy advises that the details of the proposed physical improvements and a maintenance programme should be agreed with the Council prior to planning permission being granted and implemented prior to the commencement of the car park operations, this has not been possible due to the need to retain fairness and the ability to distinguish between the applications during the comparative assessment process. However it is considered that the matters can be adequately controlled and delivered in a timely fashion through the attachment of appropriate planning conditions.
- 5.7 Preference for Sites Within the City Centre UDPR Boundary: All sites validated by 19th December 2011 were within the city centre boundary and attracted the same maximum score.
- 5.8 Temporary Beneficial Uses: Consideration was also given to other beneficial uses such as allotments, sports pitches, public spaces, seating areas and electric charging points. It was noted that the policy advice acknowledges that small sites may not be capable of providing *large* uses, but smaller contributions such as seating or electric charging points can be scored proportionately.

6.0 RESULTS OF THE ASSESSMENT:

- 6.1 The outcome of this comparative assessment can be seen in the table at Appendix 3. This table ranks all 16 applications in order of those that best meet the preference criteria to those that do not meet these as well. On the basis of this information it can be seen from the table that up to 11 of the highest scoring applications could be approved keeping the total number of spaces to the 3200 space limit. This means that the five lowest scoring applications would run contrary to the CCCC Policy in exceeding the 3,200 cap on parking spaces. It should be noted that the 11th and 12th sites (Ingram Street and Ingram Row respectively) have the same overall score with Ingram Street taking the total number of car parks over the 3200 cap whilst the other site would fall 35 spaces short of the 3200 cap. As Members will see from the relevant report, it has been decided to recommend for approval the Ingram Street site which takes the total number of car parking spaces to 3218 spaces. It is considered that allowing this level of commuter car parking is still compatible with the objectives of the CCCC Policy and would optimise meeting the short term economic need for city centre parking whilst still adequately safeguarding against the potentially adverse impact on the local and strategic highway network.
- 6.2 The highest scoring applications offer the most significant physical and visual improvements to a range of sites in the city centre located predominantly to the south of the City Centre, with the exception of one site on Skinner Lane. Improved boundary treatments are proposed, trees planted and landscaped buffers would be inserted. Security would be enhanced through a number of features such as better lighting, enhanced pedestrian routes and CCTV. Local traffic impacts are all considered tolerable. Only 4 of the sites are offering additional beneficial uses such as small areas of parkland, public art, sports pitches, coach parking and a temporary cultural/arts centre.

6.3 Enforcement action against sites where planning applications under the CCCCPC are unsuccessful will be taken as soon as the Plans Panel decisions are made. Enforcement notices will require that the use ceases within one month of the notice coming into effect, unless an appeal is lodged.

7.0 CONCLUSION

7.1 The CCCCPC Policy is intended to provide a temporary solution to permit a limited number of commuter car parks as an interim measure and in advance of the delivery of a number of public transport improvements which meet the Council's long term transport strategy objectives. The cap is a critical part of that policy required to ensure that road congestion is not exacerbated and the Council's target for reducing carbon emissions and the objectives of the West Yorkshire Local Transport Plan are not compromised. The Council has received applications for significantly more car parking spaces than permitted by the CCCCPC Policy and therefore it must carry out a comparative planning assessment of the applications received.

7.2 Presenting the planning applications together and setting clear assessment criteria as identified above is intended to assist Members with that process. Members will of course need to make a final decision on the merits of each of the sixteen applications taking into account all material considerations in addition to those referred to in this report.

Report of Director of City Development

Report to Executive Board

Date: 7 September 2011

Subject: Informal City Centre Commuter Car Parking Policy

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Hyde Park & Woodhouse, Holbeck & Beeston, City & Holbeck, Armley, Burmantofts and Richmond Hill	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. The City Council had been successful in taking enforcement action during 2010 against a number of unauthorised car parks on cleared sites. The action accorded with policy of the Unitary Development Plan (UDP) and Local Transport Plan (LTP) to promote sustainable transport and was taken on the basis that LCC couldn't allow a proliferation of unregulated car parking to be developed unchecked. However, it is recognised that an immediate clamp down on such sites would penalise commuters who have not had the benefit of public transport infrastructure improvements which were anticipated by the UDP and LTP.
2. An informal policy has been drawn up to regularise up to 3,200 city centre commuter car parking spaces for a temporary period of 5 years on unauthorised sites on condition that physical improvements are made to the appearance and layout of sites.
3. A draft policy was approved for public consultation by Executive Board in March 2011. This was subject to 5 weeks of public consultation from 31st March to 6th May.
4. The policy has been refined in response to consultation and is presented for approval.

Recommendation

5. The Executive Board is asked to approve the policy set out in Appendix A as a material consideration in planning decisions.

1 Purpose of this report

- 1.1 To seek approval of Executive Board to introduce an informal interim policy (Appendix A) to deal with commuter car parking sites in the city centre.

2 Background information

- 2.1 This policy initiative concerns one particular aspect of car parking control in Leeds, which fits within a wider transportation context for Leeds and the City Region. It is important that this parking policy is kept under review particularly in terms of impacts on other transportation issues such as park and ride and residential on-street parking.
- 2.2 During 2010 Leeds City Council used policy in the Unitary Development Plan (UDP) to take enforcement action against a number of sites in and around Holbeck Urban Village which were being used for commuter car parking without the proper planning consents in place. In essence, UDP policy encourages provision of *Short Stay* car parking in the city centre to support shopping and leisure trips but discourages *Long Stay* car parking in order to promote sustainable transport choices and lessen congestion. Leeds City Council was successful in the enforcement appeals; the Inspector concluded that the use of pricing structures to ensure that the car parking spaces are taken up by short stay visitors is ineffective; he concurred with the Council that an opening hour condition preventing parking before 9.30am would be much more reliable and enforceable means of discouraging commuter car parking
- 2.3 The implication of the appeal decision was that the City Council would be able to pursue enforcement action and effectively prevent illegal commuter car parking on all city centre sites. However, it is recognised that the Council immediately implementing widespread enforcement against the unauthorised car parking spaces could be damaging to Leeds' city centre economy and could be unfair to commuters who have no choice but to commute by car. In recognition of this the council has prepared an alternative to the UDP policy; in essence this would legitimise a fixed amount of commuter car parking on the proviso that the physical appearance of car parks is improved.
- 2.4 On 30th March 2011, Executive Board agreed to issue a draft informal policy for public consultation. The consultation ran between 31st March and 6th May 2011 and 24 responses were received. Officers have considered the comments raised (see appendix B) and have revised the draft policy accordingly

3 Main issues

- 3.1 Three main issues were identified from the consultation:
 - i) is the cap of 3000 spaces proposed in the draft policy for consultation the right number?
 - ii) is the "first come first served" approach for dealing with proposals appropriate?
and
 - iii) is the list of physical improvements expected for car parks to be approved reasonable?

“The cap of 3000 spaces”

- 3.2 In addition to the 1890 spaces that were subject to enforcement action during 2010, there are over 4000 further unauthorised spaces available for use. Potentially, the proposed policy can also apply to cleared sites that have never been car parks before, of which there is thought to be more than 45ha. A cap is needed to limit the number of car parking spaces that could be regularised so that road congestion is not exacerbated and the Council’s target for reducing carbon emissions and the objectives of the West Yorkshire Local Transport Plan are not compromised. The draft policy subject to public consultation proposed a “cap” of 3000 spaces. However, the public consultation and other new information meant that the Council’s calculations behind the 3000 space cap needed to be reviewed
- 3.3 The new information included the announcement of additional rolling stock for commuter trains into Leeds and more detailed information about the availability and lawfulness of commuter car parking spaces (see Appendix C). The conclusion is that a “cap” of only 3200 would be more appropriate, which includes a 10% allowance for under occupancy. It should also be noted that officer investigation revealed that nearly 700 of the 6000+ unauthorised available spaces are actually immune from enforcement action. Hence, in practice a total of 3900 spaces would be retained under the proposed policy.

“First come first served”

- 3.4 Officers accept that the proposal in the draft policy that applications be considered on a “first come first served” basis would cause unfairness if date of submission was the only factor and if applications for *more* car parking spaces than the “cap” were submitted. One or two respondents suggested different criteria which would enable certain site proposals to be preferred over others. In situations of over-subscription, officers consider that it would be fairer and more transparent to offer a 3 month window for applications to be submitted after the adoption of the policy. The applications could then be considered together. It is suggested the following sequentially preferable list of factors would be worthy of consideration in helping to discriminate between applications:

- Preference to sites that will generate least localised congestion or junction problems in Transport Assessments (assuming a baseline that ignores traffic generated by unauthorised car parks) Most important
- Preference for sites which display high safety design features, such as good clear sight lines. Landscaping schemes should be designed so as not to impede sight lines or provide “places to hide”.
- Preference for sites that contribute the greatest enhancement in terms of visual appearance and biodiversity. Good quality landscaping including greenery will be a plus. It will be recognised that larger sites may have the opportunity to install

landscaping in the same locations as approved on permanent schemes; as such investment will be longer term, the landscaping quality will be expected to be higher than would otherwise be the case.

- Preference for sites inside the city centre boundary
- Preference to sites that contribute other beneficial temporary uses such as greenspace, sports pitches, public spaces, seating areas, electric charging points
It will be recognised that smaller sites will not be capable of delivering large temporary uses. Least important

Physical Improvements

- 3.5 A number of car park users and owner/operators felt that the physical improvements expected were in excess of what would be strictly necessary and would be too costly. However, officer calculations suggest that the costs of between approximately £1500 and £3000 per space could be accommodated by increases to parking charges which would keep per-day parking fees competitive with public transport prices. Also, expectations for improvements will need to be proportionate to the scale of car park and potential to bear costs. Overall, it is considered that the extra cost would be worth it to make the car parks more visually attractive. In addition, applicants will be able to balance the improvements put forward in their applications in the context of their own assessment of cost and viability.
- 3.6 In order to help to ensure that the landscaping and other improvements provide real enhancements rather than minimal “tick box” efforts, the policy is now supported by advice and illustrations of best practice. This will give a greater steer to planning officers dealing with planning applications in making judgements on proposals, particularly where it may be necessary to distinguish between different schemes.

Other Matters

- 3.7 A number of further points were raised in the consultation exercise which have been summarised in Appendix B. Some have prompted minor improvements to the text of the Policy. Others do not warrant any further changes.
- 3.8 Of interest, concerns were raised that the requirement for transport assessments and flood risk assessments to accompany planning applications could be too onerous. Officers consider that Transport Assessments will be required but they only need to be of a type and standard that is fit for purpose and proportionate to the scale and nature of the proposal. To assist, officers have assembled guidance on what level of detail will normally be expected (Appendix D).
- 3.9 The report to Executive Board 30th March 2011 presented a screening of whether Strategic Environmental Assessment (SEA) would be necessary. The screening concluded that the proposed car parking policy would not need an SEA. This conclusion has since been ratified by the Environment Agency and Natural England.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The informal policy was subject to 5 weeks of public consultation. The main points of issue are discussed in section 3 above. A summary of all comments and officer responses is provided in Appendix B.
- 4.1.2 The new policy will apply equally to both Fringe and Core city centre car parking zones as defined in the UDP (see map at appendix 1). For commuter car parking policy generally, there are stricter standards for the Core area because of better public transport accessibility and the greater need for short-stay spaces close to the Prime Shopping and Entertainment Quarters. In the case of cleared sites being used for commuter car parking there are only one or two sites within the Core Area (Whitehall Road), and these are in a peripheral location to the main retail quarter where short stay demand is limited.
- 4.1.3 The Council operates a small percentage of spaces within the fringe and core areas, meaning that the private sector influences the price of parking in the city quite considerably. This is moderated by there being several major providers allowing market forces to take effect. However, it should be noted that the LTP does provide guidelines on parking prices and it is recognised that changes in prices can displace parking patterns.
- 4.1.4 This report recognises that the Wards identified above could be affected by parking displacement but the consultation period has allowed for local comments to be taken into account when designing this policy.
- 4.1.5 The proposed policy is for a period of 5 years only at which point it will be reviewed in the light of public transport infrastructure changes. These changes will not occur overnight, and the consequences on parking and transport provision will be reviewed at each significant juncture.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 The report to Executive Board 30th March 2011 presented a scoping study of whether an Equality Impact Assessment (EIA) would be necessary. The study concluded that the proposed car parking policy would not need an EIA.

4.3 Council Policies and City Priorities

- 4.3.1 The proposed informal policy cannot technically replace UDP policy which can only be changed through formal statutory processes. However, the informal policy will act as a material consideration in planning decisions. The fact that it has been subject to public consultation gives it more weight than if it had simply been adopted by the City Council.

4.4 Resources and Value for Money

- 4.4.1 There are no financial or resource implications arising from the information in this report.

4.5 Legal Implications, Access to Information and Call In

4.5.1 Legal Implications

Enforcement Powers may be used against unauthorised car parks that are not regularised by this policy or against permitted schemes that fail to comply with planning conditions.

4.5.2 Call-in

This is a key decision and is eligible for call-in.

4.6 Risk Management

4.6.1 There are no significant risks identified in this report.

5 Conclusions

5.1 In the context of long term objectives to reduce car commuting into the centre of Leeds, the proposed policy is considered to provide a pragmatic temporary solution to permit and regularise a limited number of car parks whilst waiting for public transport improvements and also achieving improvements to the appearance and quality of existing car parks and cleared sites.

6 Recommendation

6.1 The Executive Board is asked to approve the policy set out in Appendix A as a material consideration in planning decisions.

6.2 As a temporary policy, to request that officers monitor impact in the context of public transport improvements and development in the city centre.

7 Background documents

7.1 None

City Centre Commuter Car Parking Policy July 2011

CCCCP1. To permit temporary car parks in the city centre core and fringe car parking areas to accommodate commuter car parking subject to:

- a) Physical improvements to the quality and appearance of the car park. Improvements may include the following: i) an attractive surface, making use of sustainable urban drainage solutions, ii) clear space markings, iii) appropriate landscaping, iv) security lighting, v) attractive means of enclosure and boundary treatment and vi) appropriate signage in terms of size and location. Physical improvement works and a maintenance programme should be agreed in writing with the City Council prior to planning permission being granted and implemented before commencement of operation of the car park,
- b) where the site is of a scale and location that pedestrian movement between different areas of the city is impeded and where security of pedestrians and vehicles would not be endangered, insertion of pedestrian linkages through the site,
- c) the total number of commuter car parking spaces permitted by this policy not exceeding 3200 for Leeds city centre Core and Fringe areas only,
- d) Permission being temporary for 5 years from the grant of planning permission.

On expiry of the 5 year temporary planning permissions, the City Council will consider whether the delivery of public transport improvements would justify the cessation of the car parking or the granting of further temporary extensions of permission.

Parts a) and b) of the policy will be informed by other planning policies and guidance notes adopted by Leeds City Council, for example on design and drainage.

Further Explanation

Policy Justification

1. Unitary Development Plan (UDP) policy is the development plan for Leeds which has been subject to Examination so should be afforded considerable weight. Good reasons need to be advanced to justify any new informal policy which supersedes UDP policy. In this case, it should be noted that UDP policy on commuting into the city centre was conceived on the basis of West Yorkshire Local Transport Plan objectives. UDP paragraph 6.5.7 explains the overall objective is to reduce the rate of traffic growth, particularly into the city centre at peak periods, and this would include "...the promotion of all forms of public transport to provide an attractive alternative to the car, park and ride facilities in the suburbs..." Since the UDP was originally adopted in 2001 the delivery of new public transport infrastructure such as Supertram/NGT and the provision of park-and-ride schemes has been delayed. The effect of the government's spending cuts has further impacted on the ability of the Council to bring forward such schemes. Major

interventions of this nature are unlikely to be delivered in the short term. This new policy takes stock of non-delivery of public transport infrastructure and provides authority for an amount of commuter car parking to operate legitimately for a temporary 5 year period.

Physical Improvement Considerations

2. In return for permitting use for commuter car parking Policy CCCCP1 Policy expects that car parks will be improved to a reasonable quality and appearance. This will be of benefit to the local environment, and will thus assist developers in these areas in marketing their developments to potential tenants. It will also improve security for users. The following points provide guidance on what the policy expects as a minimum:

- surfaces should be regular and unbroken and where possible include sustainable urban drainage solutions which protect against risks of water pollution;
- appropriate landscaping will be expected to help break up and hide from view the density of vehicles; on the basis that many sites will be subject to a requirement for public space as part of permanent development schemes, it would make sense for the same areas to be laid out as the landscaped areas in the temporary car parks
- security lighting should ensure that all parts of a car park are well lit during the hours of operation and hours of darkness
- boundary treatments should be tidy and presentable
- signage should be tidy and presentable and of an appropriate size and location on the site

The Council's other planning policies, for example on design and drainage, will ensure that the physical improvements are appropriate for the local context. If the number of spaces proposed in planning applications exceeds the "cap" (see below), the *quality* of physical improvements will be considered as a means of distinguishing between schemes.

Quantity of Car Parking Spaces

3. Given the availability of unauthorised commuter car parking spaces in the centre of Leeds and potential for this policy to apply to newly cleared sites, an overall limit to the quantity of spaces that can be permitted is necessary. Otherwise road congestion will be exacerbated and the Council would be undermining the policies set out in the West Yorkshire Local Transport Plan and its own targets to reduce CO₂.

5. A cap of 3200 spaces that can be permitted through this policy is set in order to help maintain the overall amount of car commuting to the centre of Leeds at roughly the same level. It was calculated starting with the actual amount of parking on unauthorised spaces and followed by adjustments to account for greater use of lawful commuter car parking (on and off-street), enforceability of existing unauthorised spaces and recently agreed increases in seats on commuter trains.

Process for dealing with Planning Applications

6. On initial adoption of the policy it is anticipated that there may be more applications submitted, which together with applications held in abeyance, will propose more spaces than the “cap”. To help fairness, the City Council will consider together all applications submitted during an “application window” of 3 months from the date of adoption of the policy. To deal with oversubscription the following sequential preferences will be assessed:

- Preference to sites that will generate least localised congestion or junction problems in Transport Assessments (assuming a baseline that ignores traffic generated by unauthorised car parks) Most important
- Preference for sites which display high safety design features, such as good clear sight lines. Landscaping schemes should be designed so as not to impede sight lines or provide “places to hide”.
- Preference for sites that contribute the greatest enhancement in terms of visual appearance and biodiversity. Good quality landscaping including greenery will be a plus. It will be recognised that larger sites may have the opportunity to install landscaping in the same locations as approved on permanent schemes; as such investment will be longer term, the landscaping quality will be expected to be higher than would otherwise be the case.
- Preference for sites inside the city centre boundary
- Preference to sites that contribute other beneficial temporary uses such as allotments, sports pitches, public spaces, seating areas, electric charging points Least important
It will be recognised that smaller sites will not be capable of delivering large temporary uses.

Those sites subject to enforcement action during 2010 which had been given an amnesty will be offered 3 months to submit planning applications following adoption of this policy. After this period, enforcement action will recommence on those sites that do not respond or do not secure temporary planning permission.

Geographic distribution

7. To avoid local traffic impacts that are greater than the network can accommodate each planning application should submit a Transport Assessment. Permission may be refused if unacceptable local traffic impacts would be

generated¹. Guidance on what Transport Assessments should consist of will be provided by Leeds City Council.

8. The new policy will apply equally to both Fringe and Core city centre car parking zones as defined in the UDP (see map at appendix 1). For commuter car parking policy generally, there are stricter standards for the Core area because of better public transport accessibility and the greater need for short-stay spaces close to the Prime Shopping and Entertainment Quarters; but in the case of cleared sites being used for commuter car parking there are only one or two sites within the Core Area (Whitehall Road), and these are in a peripheral location where short stay demand is limited. In addition, much of the existing commuter parking on cleared sites is used by people who work in the Core area, so applying further restrictions in the Core would not necessarily have any impact on overall levels of car use. On this basis it is unnecessary to have separate policy standards for both areas.

Duration of permissions and cost

10. Permissions should not be permanent or for such a long length of time that the City Council is unable to take stock of the impact of anticipated public transport infrastructure and park-and-ride schemes. On the other hand, permissions need to be long enough to justify the investment that site owners/operators will have to make in physical improvements. Officer calculations suggest that 5 years will be long enough for financial investment to be recouped. 5 years is also about the time when park-and-ride schemes might be realised.

11. The 5 year period should normally begin when permission is granted as this builds in an automatic incentive for the owner to carry out improvement works promptly. If there are exceptional circumstances why works cannot be implemented promptly, alternative arrangements can be agreed.

12. The physical improvement works should normally be completed within a reasonable period after temporary planning permission is granted. A condition should make clear that the use for commuter car parking is not sanctioned until the physical improvements are completed. A maximum of 3 months from date of planning permission is considered reasonable, but individual site circumstances might justify a longer period (for example, to take account of planting seasons)

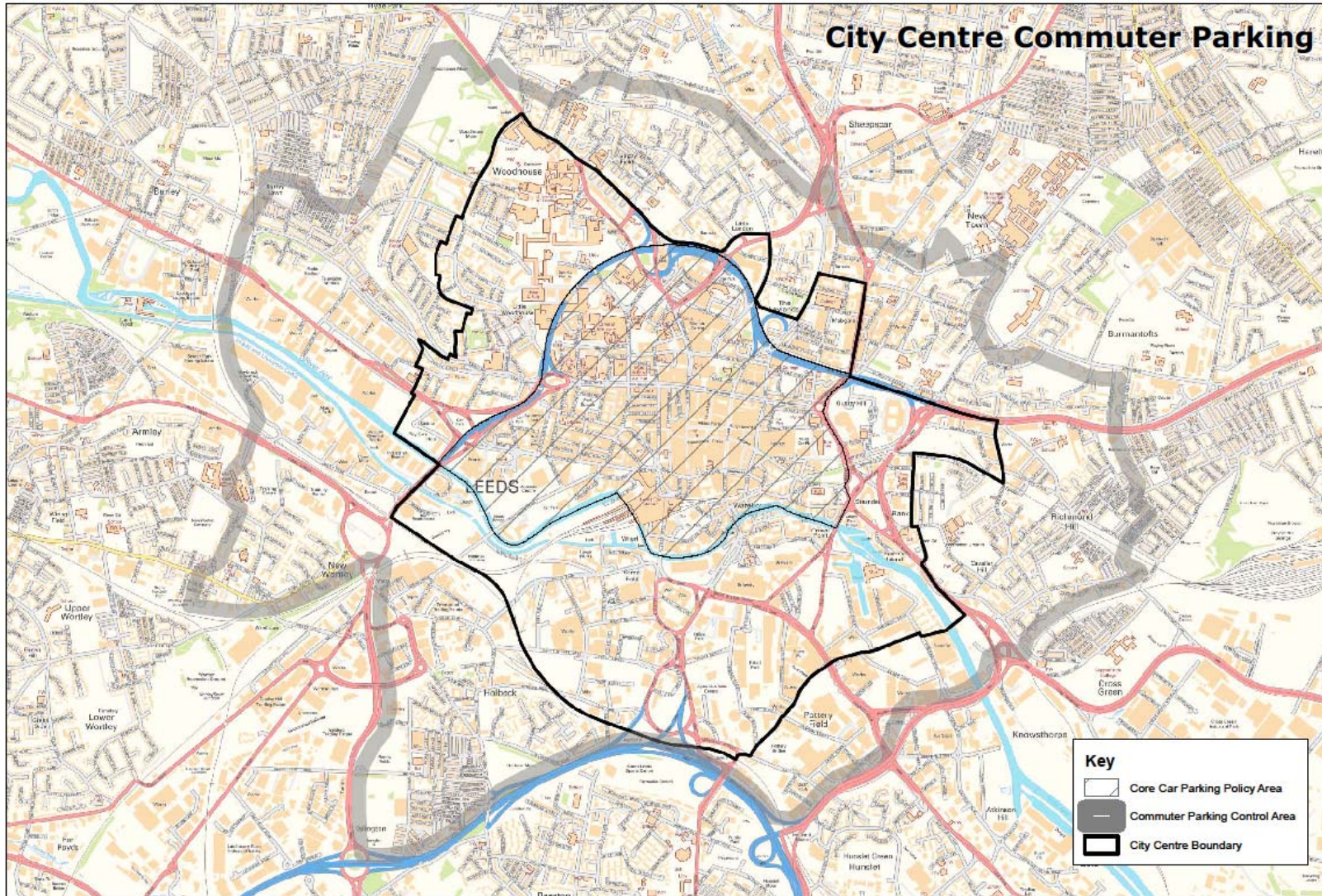
Flood Risk

13. Some parts of Leeds city centre and fringe areas are classified as areas of high flood risk. Even though the planning permissions achievable through this policy would only be for temporary periods, it is still necessary for the impact of flooding to be taken into account. Therefore, in accordance with Leeds' standard practice, all applications for car parking under this policy should submit Flood Risk Assessments. Guidance on what they should consist of will be provided by Leeds City Council. It should also be noted that applications under this policy which concern land that is within 8 metres of the top of the bank of the river will require the prior consent of the Environment Agency.

¹ It should be noted that if future planning applications are submitted for permanent use of a site, Leeds City Council will expect the transport assessment to compare the impact of the proposed use with a situation where the temporary car park has, or is assumed to have ceased operation.

Useful website link:

<http://webarchive.nationalarchives.gov.uk/20110118095356/http://www.cabe.org.uk/files/land-in-limbo.pdf>



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Report of Consultation on the City Centre Commuter Car Parking Informal Policy

1 Introduction

1.1 The CCCC Draft Informal Policy was approved for 4 weeks of public consultation by Executive Board on 30th March 2011. The first part of this report describes the measures taken to publicise the policy particularly to those persons, businesses and organisations which were thought to have a direct interest in commuter car parking and to invite comments to be made. The second part summarises the comments made and offers responses on behalf of Leeds City Council.

2 The Consultation Exercise

2.1 The following activities were undertaken to achieve effective consultation:

- i. **Notification of known interests.** 258 emails and 61 letters were sent to a range of organisations and individuals known to be interested in this matter
- ii. **Website.** A webpage was created on Leeds City Council's website giving a brief explanation of the proposed policy and the consultation exercise and offering downloads of the proposed policy, a map of the areas and a comment form. The screening for the Environmental Impact Assessment was also made available.
- iii. **Site Notices.** Site notices were placed at strategic locations around the City Centre, particularly near to existing unauthorised car parks. Each notice provided a summary of the proposed policy and explained how further information could be obtained and comments made.
- iv. **Press Release.** Leeds City Council issued a press release on the day before the draft policy was issued for consultation. The press release described the background, intentions and purpose of the policy and offered ways to find out more and make comments.
- v. **Officer Advice.** Planning and transport officers were on hand to offer further explanation about how the policy was proposed to operate in practice. In particular, meetings were held with the Highways Agency and Metro and advice was given to planning consultants acting for particular land owners, developers and/or car park operators.

2.2 Originally, the consultation period was set to run from 31st March to 29th April. However, it became apparent in mid-April that two of the planning consultants representing unauthorised car parks had inadvertently not been notified and another three notifications had not been addressed to the correct individual. In response, officers immediately offered to extend the consultation period for

another week to 6th May. The individuals concerned indicated verbally that they were content with this arrangement.

3 The Consultation Responses

- 3.1 Comments were received from 26 respondents. In particular this included responses behalf of owners/developers/operators of 6 car parks and responses from statutory bodies and agencies Network Rail, the Highways Agency, the Environment Agency, Yorkshire Forward. The remainder were from a mix of individuals who use the car parks and we also had comments from Barwick & Scholes Parish Council, Little Woodhouse Community Association, Tom Holvey (LCC Economic Policy) and the Campaign for Better Transport. An earlier letter was considered from DWP Solicitors who raised concerns about the impact of car park availability on staff who use their office in Bridgewater Place.
- 3.2 The respondents were sent acknowledgement of receipt explaining the next step in the process.
- 3.3 The vast majority support the principle of the policy but raised concerns about the details. Key issues included i) whether the 3000 space "cap" should be increased, ii) whether to replace the "first come first served" approach to dealing with planning applications iii) whether the physical improvements required are too onerous. The responses are summarised in the following table:

Appendix B - Comments received on Draft City Centre Commuter Car Parking Policy March 2011

Policy/Para	Rept	Comment (summary)	Change sought (if any)	LCC Recommended change	LCC reasoning
General	IC1, IC4, IC6, PCon1, CPO1, CPO2, CPO3, LWCA, MPA, SL, SG, ASDA	Support principal of policy intention. It is needed to support the economic growth of Leeds. The proposed policy accords with national guidance in PPG13 which offers flexibility for car parking to support the vitality of centres	Changes to details	See detailed changes suggested below	Detailed points addressed individually
General	BSPC, LCCEP, CPO4 CBT CPO1 CPO5	Object to principle of policy. Acceptance of temporary car parking creates a financial disincentive for development which will put pressure on release of greenfield sites. Not convinced that vacant sites deter investment. Potential occupiers expect development sites to appear vacant and disused. Car parking for commuters will not help the cause of reducing congestion Commuter parking provides an important source of income to the site	Withdraw the proposals or introduce a binding legal clause on green infrastructure LCC to abandon policy and introduce other measures such as higher charges for commuter parking, 10am opening hours, promotional campaigns to use public transport and a 20mph speed limit	None	The policy is necessary to retain commuter parking until public transport improvements are made. A requirement for landscaping improvements remains part of the policy.

IC1/2/3/4/5 = Individual Car Park Users Kevin Coyle (1), Craig Miles (2), Jennie Frost (3), Joanne Douglass (4), NR (5), **HA** = Highways Agency, **BSPC** = Barwick & Scholes Parish Council, **PCon1** = Planning Consultant ARUP, **CPO1/2/3/4/5** = Car park operator/Developer Elite Parking(1), MEPC (2), Town Centre Securities (3), Montpellier Estates (4), Ingram Row/Dandara (5), **LWCA** = Little Woodhouse Community Association, **EA** = Environment Agency, **LCCEP** = Leeds City Council's Economic Policy Team, **MPA** = Mrs P Auty, **NR** = Network Rail, **CBT** = Campaign for Better Transport (West Yorks), **RA** = Robin Adams, **SG** = Stuart Garforth, **DWF** = DWF Solicitors, **ASDA** = ASDA HQ

Appendix B - Comments received on Draft City Centre Commuter Car Parking Policy March 2011

Policy/Para	Rept	Comment (summary)	Change sought (if any)	LCC Recommended change	LCC reasoning
		owners who having bought the site for development purposes and await improvements to market conditions to allow the schemes to be built			
General	CPO1	Insufficient consultation time.	The consultation period should be extended to 6 weeks.	None	For an informal policy change, 4 weeks offered sufficient time. Those with a particular interest in the policy were notified immediately of the proposals by email. Interests who were inadvertently not notified were given extra time to respond.
General	EA	The flood risk implications of permitting car parks should be assessed.	The policy should clarify that all applications should be accompanied by a Flood Risk Assessment.	Agree. The supporting text to the policy will make clear that Flood Risk Assessments are required. The policy will be accompanied by a guidance note to help applicants understand what is required.	The submission of Flood Risk Assessments is a requirement of national planning policy set out in PPS25. More detailed assessments will only be required for sites in high risk flood risk areas.
General	EA	It will be as well to make developers aware that development within 8 metres of the top of the bank of the river will require the prior consent of the Environment Agency	The policy should make clear that any proposal within 8 metres of the top of the bank of the river will require the prior consent of the Environment Agency	Agree. Make a note of the requirement in the supporting text of the policy.	This is a statutory requirement.
Physical Improvements Policy a)	IC1, IC2, CPO1, CPO4,	Most of the physical improvements are unnecessary and will increase costs. Elite Parking estimates that improvements would cost between	No physical improvements should be required, or they should be limited in scale and	Clarify in the policy that the physical improvements listed are examples not	LCC does not want the cost of improvements to undermine the viability of schemes, so physical improvements will not be

IC1/2/3/4/5 = Individual Car Park Users Kevin Coyle (1), Craig Miles (2), Jennie Frost (3), Joanne Douglass (4), NR (5), **HA** = Highways Agency, **BSPC** = Barwick & Scholes Parish Council, **PCon1** = Planning Consultant ARUP, **CPO1/2/3/4/5** = Car park operator/Developer Elite Parking(1), MEPC (2), Town Centre Securities (3), Montpellier Estates (4), Ingram Row/Dandara (5), **LWCA** = Little Woodhouse Community Association, **EA** = Environment Agency, **LCCEP** = Leeds City Council's Economic Policy Team, **MPA** = Mrs P Auty, **NR** = Network Rail, **CBT** = Campaign for Better Transport (West Yorks), **RA** = Robin Adams, **SG** = Stuart Garforth, **DWF** = DWF Solicitors, **ASDA** = ASDA HQ

Appendix B - Comments received on Draft City Centre Commuter Car Parking Policy March 2011

Policy/Para	Rept	Comment (summary)	Change sought (if any)	LCC Recommended change	LCC reasoning
Physical Improvements Policy a)	RA	£1850 and £3150 per space. As up-front costs, these improvements would be unviable and are therefore unreasonable. Dandara suggest £750k of unnecessary expenditure per car park	cost and the length of time for implementation should be extended	mandatory requirements.	mandatory. However, LCC calculations based on the actual costs of constructing two car parks recently in Leeds validate the costs estimated by Elite Parking. However, officers believe that even the upper-range costs of improvement could be absorbed without having to raise prices beyond £5 per day which compares reasonably with public transport prices.
	IC1, IC4	Improved surfaces are needed with improved drainage	None		
	IC3, IC4, CPO4, CPO5	Space markings are unnecessary because attendants direct cars into spaces	Delete requirement for clear space markings		Not a mandatory requirement although it is good practice to provide space markings and clarifies exactly how many spaces exist. Also, attendants might not always be available.
	SG	Spaces should be enlarged to improve quality and usability of car parks	Spaces to have a minimum width of 2.7m	None	Size of spaces should comply with existing standards set out in the UDP Vol II including provision of larger spaces for disabled people.
	IC4, RA	Cost is a more important factor than appearance for sites south of the river		None	Appearances are also important south of the river in order to help attract investment
	LCCEP	Poor appearances and a sense of insecurity will deter investment		Agree	

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Appendix B - Comments received on Draft City Centre Commuter Car Parking Policy March 2011

Policy/Para	Rept	Comment (summary)	Change sought (if any)	LCC Recommended change	LCC reasoning
Physical Improvements Policy a)	EA	The Environment Agency welcomes the policy criterion on provision of sustainable drainage. It goes on to offer detailed advice.	“For sites within 50m of the River Aire, surface water draining from areas of hardstanding should be passed through an oil interceptor or series of oil interceptors, prior to being discharged into any watercourse, soakaway or surface water sewer. The interceptor(s) should be designed and constructed to have a capacity compatible with the area being drained, shall be installed prior to the occupation of the development and shall thereafter be retained and maintained throughout the lifetime of the development. Clean roof water shall not pass through the interceptor(s). Vehicle washdowns and detergents shall not be passed through the interceptor.”	None	The policy already includes a policy criterion on provision of sustainable drainage. The advice offered is considered too detailed to be included in the policy, but would be included in conditions on planning permissions.
	IC5	The 20% landscaping is a punitive measure which is not necessary	Delete the requirement for 20% landscaping	Delete 20% requirement	The policy will not make the 20% a mandatory requirement However, 20% provision will be

Appendix B - Comments received on Draft City Centre Commuter Car Parking Policy March 2011

Policy/Para	Rept	Comment (summary)	Change sought (if any)	LCC Recommended change	LCC reasoning
Physical Improvements Policy a)	CPO2, CPO3, CPO5	The 20% landscaping is too prescriptive and may not be appropriate for each site	Substitute a new requirement: to provide an adequate and proportionate amount of landscaping relative to the site's layout and configuration taking into account wider development areas where applicable	Delete 20% requirement	comparable with the UDP policy requirement for major site redevelopments to provide 20% public space. On the basis that most of the car parks will subsequently be subject to this policy, it makes sense to be consistent. The landscaping space provides opportunity to make significant visual enhancement including greenery where appropriate. It is also a means of helping spread the distribution of car parking spaces.
	ASDA	The high density character of the city centre means that the most efficient uses should be preferred (ie car parking rather than landscaping) to achieve sustainable development		Delete 20% requirement	
	CPO4	20% landscaping unjustified. Better to focus improvements on the boundary areas.	Policy should prefer sites that offer improvements to boundary areas and improvements to security.		
	LWCA	The requirement for 20% landscaping could be interpreted as provision of gravel, which would not provide sufficient visual enhancement	Landscaping should specify provision of greenery including shrubs, bushes, grassy areas and the protection of any existing trees on the site	Offer further advice on what forms of landscaping would be sought in the supporting text.	Agree that as far as possible the landscaping should be good quality and suited to the site context including greenery as appropriate.
Pedestrian Linkages Policy b)	IC3	Requirement for improved pedestrian linkages is unnecessary. Bridgewater Place is the biggest impediment because of the risk from high winds.	Delete criterion b)	None	The City Council has aspirations to achieve greater pedestrian permeability of city centre areas and appropriate opportunities should be taken to create wider linkages as part of car park development. Security will need to be considered in determining
	CPO4	Providing pedestrian linkages across car parks could pose security risks	Pedestrian links should be established through boundary buffer areas	Security of pedestrians and vehicles should be inserted as a factor	

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	CPO5	Better to allow pedestrian access only during operational hours	Reword policy to allow pedestrian access only during operational hours	into the policy considerations	where a pedestrian link should be made and what times of day it should be open. Depending on site circumstances, certain routes may be safer or as safe to open at different hours to operational hours.
Quantity of Spaces Policy c) and Paras 3-5	PCon1, CP01, IC2, IC5, DWF, SG	6000+ long stay unauthorised spaces are currently in use and are important for the economic growth of Leeds.	The "cap" should be removed altogether or increased to cover all redundant development sites.	Replace the cap of 3000 with 3200	In response to all comments, it is considered that a cap is needed to limit the number of car parking spaces that could be regularised so that road congestion is not exacerbated and the Council's target for reducing carbon emissions and the objectives of the West Yorkshire Local Transport Plan are not compromised. The City Council does not want the policy to draw in any more car commuting than before. Therefore, the cap has been calculated, taking account of the existing stock of unauthorised spaces, the number that can/cannot be enforced against, and potential to make better use of under-occupied lawful commuter car parking spaces (on and off-street). It also takes into account additional seats being made available on commuter trains into Leeds city centre.
	CPO4	The Council's evidence to support the 3000 cap lacks transparency and reliability			
	RA	The Council's calculations are too tight. Just 5% under-count would result in a need for 300 more spaces.	Build in safer margins to the figures. The cap should be at least 4800 spaces		
	IC3	Take account of the total number of city centre employees; in this context 3000 spaces is wholly inadequate			
Quantity of Spaces Policy c) and Paras 3-5	PCon1, CPO4	Lack of consideration of anticipated losses of long stay spaces because of redevelopment, eg Sovereign St			
	IC1	Will force commuters who work south of the river to park on insecure streets.			
	IC1	Better usage of authorised car parks			

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Quantity of Spaces Policy c) and Paras 3-5		(which tend to be north of the river) will not help commuters who need to park south of the river			In particular, it should be noted that nearly 700 unauthorised spaces appear to be immune from enforcement action and therefore will remain available for commuter car parking. Also, the cap makes allowance for expected under-occupancy of spaces being permitted by this policy by 10%.
	IC2	24 hour commuter car parks are also used by residents who don't have sufficient residential spaces	On-street car parking south of Granary Wharf should be made available to residents.		
	DWF	Public transport cannot always substitute for travel by car which offers the flexibility needed for modern lifestyles.			
	IC3, SG	LCC should be less concerned about car commuting as increasing numbers of electric vehicles will lower CO2 emissions	LCC should i) explore car share schemes ii) be more restrictive of large cars/4x4		
	CPO2, CPO3	It is not appropriate to factor in the following: i) under-occupancy @ 80% because the newly regularised car parks are also likely to occupancy of 80%, ii) on-street car parking because it is typically short stay nor iii) permitted car parks because they charge uncompetitive rates.	The "cap" should be raised to 6070 spaces (CPO2)		
	CPO4	The 80% occupancy rate is only applicable now in recessionary conditions.	The cap should be based on calculation of a higher rate of occupancy in subsequent years.		
	CPO5	The "cap" of 3000 spaces is not justified.	The cap should be 4800 spaces		

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	RA	Not appropriate to expect authorised car parks to increase occupancy from 80% to 100%. There has to be some slack; otherwise, cars will cause congestion going from car park to car park. Also, many commuters currently using unauthorised car parks will find the authorised car parks too expensive.	The cap should be at least 4800 spaces		
	ASDA	The assumption that 1800 spaces (Cap of 3000 against current occupancy of 4800 unauthorised spaces) can be absorbed by public transport and unused spaces of authorised car parks is unrealistic. No evidence is presented that existing car commuters will switch.	Set cap at or nearer to 4800		
	NR	Concerned that the cap should only apply to cleared sites, and not other car park proposals, eg long stay spaces at Leeds Train Station	Rewrite clause c) to say "The total number of commuter car park spaces <i>the subject of this policy</i> not to exceed..."	Rewrite clause c) to say "The total number of commuter car park spaces <i>permitted by this policy</i> not to exceed..."	Should be obvious that the cap applies to cleared sites only, but no harm in making it clear.
Quantity of Spaces Policy c) and Paras 3-5	HA	Is LCC going to extend the Fringe area southwards?		None	Not part of this policy
	HA	Will LCC hold back planning applications beyond 3000 spaces			
"First come first served" means of implementation	PCon1, CPO1, CPO2, CPO3,	Raises many questions about how the Council will be fair and even handed in dealing with applications.	Delete the "cap" (CPO1)	In response to all comments regarding "First come first served" means of	Officers agree with comments that the "first come first served" approach could be unfair and difficult to operate if the cap on

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Policy/Para	Rept	Comment (summary)	Change sought (if any)	LCC Recommended change	LCC reasoning
Para 6	CPO4			implementation:	number of spaces is over-subscribed.
	PCon1 ASDA	Sites that are more suitably located could loose out to badly located sites that are submitted early. Contrary to PPS1 and PPG13		Introduce a new method for considering applications based on an "application window" of 3 months from adoption of the policy. In order to deal with over-subscription and distinguish between applications, sequential preference will be given to the following:	The preferences suggested aim to maximise the benefits to the city in terms of i) avoidance of localised congestion. ii) visual appearance, iii) ability to walk from car parks to a variety of central destinations, and iv) provision of beneficial temporary uses.
	PCon1	Potential bias in favour of unauthorised sites that have broken the rules but are advantaged by being in the system already.	New sites should be considered equally against sites that are already in the system		
"First come first served" means of implementation	PCon1	Will encourage hurried applications that might be badly designed as a result			It is considered that the individual economics of each and every scheme should not be assessed and compared. Such exercise would not necessarily make comparisons any fairer because the city council will not have full information about each site. It would also add a level of complexity which strays beyond normal planning expertise and could delay the whole process.
Para 6	CPO2, CPO3	The policy should set down criteria for differentiating between proposals. Sites that are already in operation as car parks will not generate additional congestion and environmental impact.	Preference should be given to sites which have been in existence for 10+ years and sites that benefit from extant or recently lapsed permission for car parking. Preference should be given to sites that can offer most contribution to environmental quality.	<ul style="list-style-type: none"> Preference to sites that will generate least localised congestion or junction problems in Transport Assessments (assuming a base-line that ignores traffic generated by unauthorised car parks) Preference for sites that contribute the greatest enhancement in terms of visual appearance and biodiversity. High 	However, it is recognised that ability to meet preference iv) will depend on size of site, which is why preference iv) is ranked least important
	CPO4	Case by case judgements should be made of which sites perform better. Can LCC provide reassurance that sites in appropriate locations that are suitably improved will be selected?	Preference to sites offering 1) environmental improvements to boundary areas 2) ability to intercept		In terms of preferences to fringe areas, this part of Policy T28 of the UDPR concerns parking

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	CPO4, CPO5	Ability to cover costs, including abnormals, should be considered and whether certain car parks may have a cost advantage.	traffic which would otherwise drive more centrally 3) less negative impact upon the highway network; and 4) positive measures being advanced to promote site redevelopment.	quality landscaping including greenery will be a plus. It will be recognised that larger sites may have the opportunity to install landscaping in the same locations as approved on permanent schemes; as such investment will be longer term, the landscaping quality will be expected to be higher than would otherwise be the case.	related to new development rather than cleared sites.
	CPO5	The "first come first served" approach does not make sense.	Give preference to sites that would comply with all other planning policies and which are most used by commuters. Give preference to fringe locations in accordance with UDPR Policy T28	<ul style="list-style-type: none"> • Preference for sites inside the city centre boundary • Preference to sites that contribute other beneficial temporary uses such as allotments, sports pitches, public spaces, seating areas, electric charging points. It will be recognised that smaller sites will not be capable of delivering large 	

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				temporary uses.	
Geographic Distribution Para 7	HA	The Policy should distinguish between different parts of the city centre	Authorise say up to 600 spaces around Mabgate and up to say 2,000 spaces in the south west quadrant? These areas would serve the main commuter corridors of A64 and M621 (HA)	None	In response to all comments it is considered that geographic quotas are not supported because i) a good proportion of commuters walk to sectors beyond where they park, often to the city core, ii) they would unduly complicate the process of distinguishing between applications in the likely situation of over-subscription.
	SG	The policy should set quotas for different parts of the city to ensure even distribution (no figures are suggested)			
	IC3	Commuters parking south of the river appear to work locally. Restriction of car parking south of the river will merely shift where people park and will not help congestion overall.			
	IC5	There are several large office blocks located on Sweet Street: Lateral, 1 City Walk, 2 City Walk, The Mint, with the Central Park and Apex View offices across the road and Victoria House offices and other office blocks one street away on Manor Road. This represents several thousand workers.	Local workers should be given priority to Sweet Street car parks.		
Geographic Distribution Para 7	CPO2, CPO3	Survey work for the Wellington Place planning application found that most commuter car park users worked in the Prime Office Quarter/West End. Restriction should not be applied to particular areas, but preference should be given to areas proximate to the west end.			

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	CPO4 CPO5	Preference should be given to fringe areas which have the ability to take cars off the highway network before they reach core locations.			
	RA	Agree no local apportionment is appropriate.			
Use of TAs Para 8	HA	Questions of how TA consideration would work in practice: i) need for a full TA? ii) what baseline? iii) consultation with the HA? iv) cumulative impact of other sites? v) growth beyond temporary period?		Retain the need to submit Transport Assessments but provide guidance on what should be included.	In response to all comments it is considered necessary to require TAs in order to assess impact on <i>local</i> traffic flows. The baseline traffic flow should ignore traffic generated by unauthorised car park use. Any applications for LCC car parks will be treated the same.
	CPO1	Transport Assessments are costly. The requirement to undertake a TA is too onerous.	The requirement for a TA is omitted or at least downgraded to a Transport Statement given the costs involved		
	CPO2, CPO3	TAs are unnecessary because the policy implicitly accepts that car parking spaces up to the level of the cap are acceptable. For existing unauthorised car parks, traffic impact is already known and the Screening for the Environmental Impact Assessment by the City Council indicates that no worsening of the current situation in terms of quantum of car commuting is expected.	The need for a TA should be determined on a site by site basis		
Use of TAs Para 8					

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	IC3	Inequitable that Tas required for unauthorised car parks in the fringe but not for those owned by LCC in the core	Require Tas for LCC owned car parks in the core area.		
Duration of permissions Para 10	HA	Will permissions be renewed and the 3000 cap be reviewed depending on progress in delivering public transport improvements?		None	Permissions will be reviewed on expiry. Renewal will depend upon progress in delivering public transport. These will be decisions to be taken at the time; policy now cannot second guess what the outcome should be.
	CPO4	The evidence to justify 5 years as a sufficient time to recoup investment should be made available.		None	Five years is considered sufficient time to recoup investment ensuring developments remain viable and proposals and their viability will be shaped by applicants against non-mandatory requirements.
	CPO4	3 months is too short a time to expect for the physical improvement works to be carried out. For example, it takes no account of planting seasons	Delete 3 months. The time required should be negotiated on a case by case basis	3 months is retained in the supporting text as a benchmark, but with acknowledgement that individual site circumstances may justify a longer period.	It is assumed that most owners will be keen to complete the works ASAP in order to re-open for business. However, it is accepted that there may be exceptional site circumstances to justify a longer period than 3 months to complete works.
Map of Core and Fringe areas	IC3	Map lacks clarity and reference points	Show street names so that car park locations can be identified	Provide a map with an ordnance survey base	Improve clarity.
Miscellaneous	CPO4	Danger that permitted schemes may delay or fail to deliver the agreed physical improvements. This would		None	LCC aims to be rigorous in using its enforcement powers to ensure that physical

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		be unfair to schemes refused permission.			improvements are delivered to time. LCC would be aided by the favourable appeal decision achieved in 2010.
Miscellaneous	CPO2, CPO3	The status of the policy should be clarified.	State that the policy will be treated as a material consideration in determining proposals for city centre car parking	Insert: This policy will be treated as a material consideration in determining proposals for car parking on cleared sites in the city centre core and fringe car parking zones.	Clarify the status of the policy.
Miscellaneous	LWCA	Overnight car parking should be restricted	Ensure erection of barriers to prevent overnight car parking	None	Hours of opening and means of control of opening hours would be a site specific matter for determination in planning applications.
Miscellaneous	IC3	"there are stricter standards for the core area because of public transport accessibility" (para 9) – are there really? – the state of some of the existing car parks suggests not!		None	"Stricter standards" refers to policy controlling the number of on site parking spaces to accompany development proposals, not to standards of maintenance
Miscellaneous	IC3	"much of the existing commuter parking on cleared sites is used by people who work in the Core area" (para 9) – where is the evidence of this?		None	Periodic surveys carried out by Leeds City Council.

Appendix C: Quantity of Car Parking Spaces Affected

The March 2011 report to Executive Board proposed that a cap should be applied to the number of spaces permitted under the proposed new policy. The level for this cap was suggested as 3000 spaces.

A review of the affected sites has revealed that a number of the car parks previously identified as unauthorised could not be subject to enforcement action because the sites have either been in operation for more than ten years or have historical consents for car parking use. Consequently it is proposed that the cap is modified to reflect the continued usage of these sites. In addition, the estimated number of spaces has been modified slightly to reflect more recent survey information.

The number of spaces under consideration is therefore as follows:

Spaces directly affected by recent enforcement action	1890
Spaces immune from enforcement	670
Further spaces currently available for use	3530
Total	6090

The occupancy of these car parks is estimated at around 4750 vehicles, of which 500 are parking in the spaces immune from enforcement. In total therefore there are an estimated 4250 cars parking in unauthorised car parks.

As stated in the March report these are a significant number of spare long stay spaces available within authorised car parks and on-street within the City Centre. In addition, the Department for Transport has announced that extra trains are to be introduced on a number of commuter lines into Leeds from December 2011 which will provide additional peak hour capacity. It has been assumed that a proportion of these parking spaces and train seats will be available to accommodate commuters currently using the unauthorised car parks:

Spaces available in lawful long stay car parks	500
Long stay spaces available on-street	450
Additional seats on peak hour trains	450
Total	1400

A revised cap has therefore been derived as follows:

$$(4250 - 1400) / 0.9 = 3167 \text{ spaces (allowing for 90\% occupancy)}$$

It is therefore proposed that the new policy incorporates a cap of 3200 spaces, which reflects the availability of alternatives but also makes an allowance of 10% for under occupancy. In combination with the spaces that are immune from enforcement, this would retain 3870 parking spaces for commuter parking out of the 6090 identified above.

Appendix D - Advice on the preparation of a Transport Assessment to support a planning application.

Context:

1. The Local planning Authority has prepared a policy to support long stay car parking for temporary period.
2. A transport assessment is required to support a planning application for long stay car parking for temporary period of 5 years in accordance with the policy.
3. In preparing the policy, a cap was placed on the number of commuter spaces acceptable within the City Centre Core and Fringe; therefore the analysis of the impact of a car park across the wider highway network is not of critical interest.
4. The purpose of the assessment will be to demonstrate that the impact of the proposal is acceptable locally to the site.

Basic Information

All transport assessments should contain the following information:

1. Location of the site
2. Baseline traffic data (observed traffic less traffic associated with unauthorised use of the site)
3. Number of car parking spaces proposed
4. Access / Egress arrangements, including plans demonstrating compliance with highway geometry.
5. Traffic generation: am peak 7:00 – 9:30 and pm peak 16:00 – 18:00.
6. Distribution of generated traffic on radial routes approaching the city, including the Motorway network.
7. Distribution of generated traffic on the primary and local network adjacent to the site, i.e. how traffic arrives at the site from the radial routes approaching the city.
8. Capacity calculations at the site access/egress and at the point of connection to the primary road network, if different.
9. Positive or negative impacts on sustainable means of travel.
10. Positive or negative impacts on road safety.

Further information for larger sites

If a proposal seeks to concentrate more than 300 spaces in one area, a more extensive analysis of the impact of the proposal will be required than described above. In such cases the applicant should discuss the proposals with the Local Planning Authority before submission of the application.

Future Development of the site.

In any future planning application for a permanent use on the site a more extensive transport assessment will be required. In terms of methodology, the level of car park generated movement should not be included within the baseline traffic flow for the assessment supporting an application for permanent use.

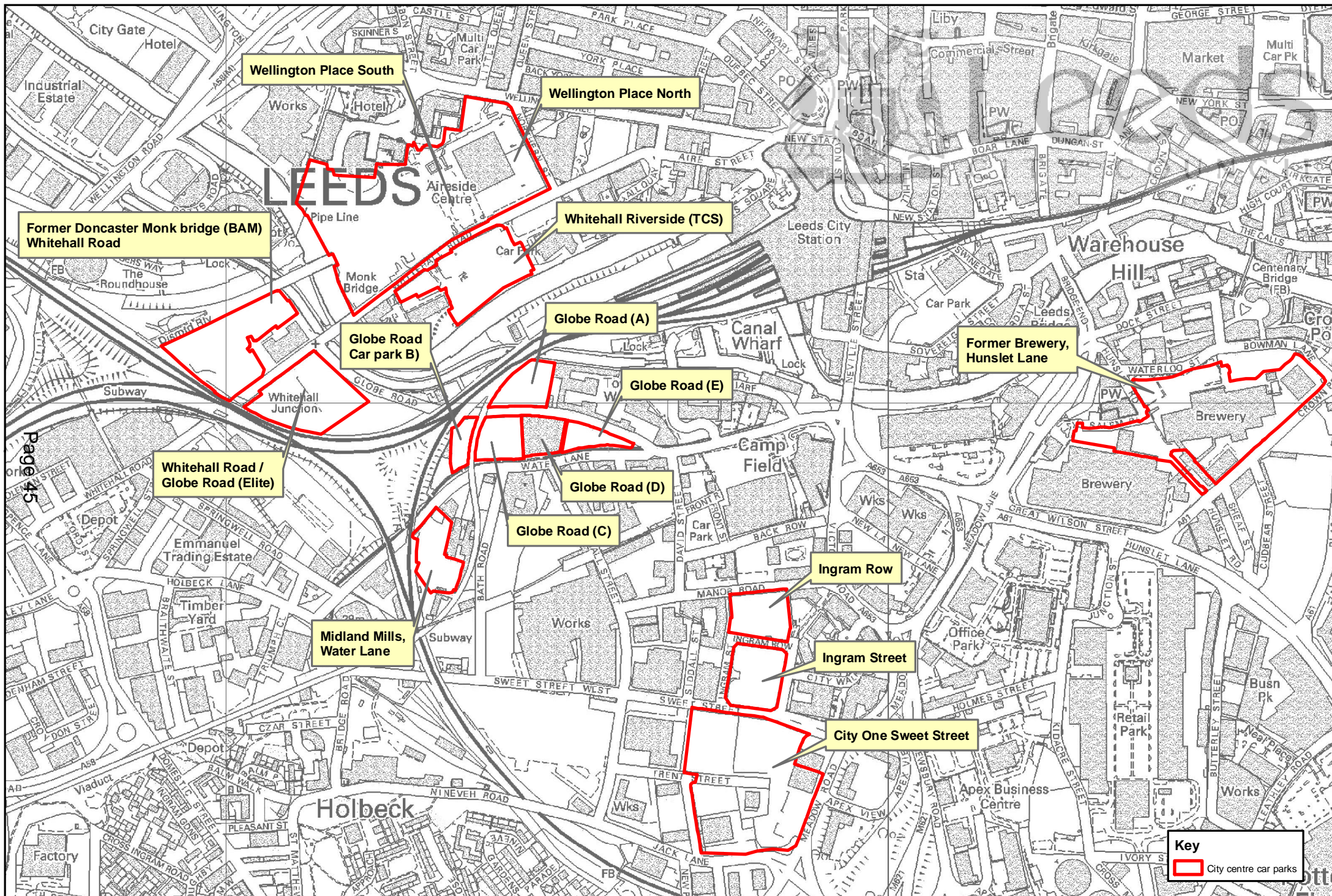
Advice on the preparation of a Flood Risk Assessment to support a planning application.

All Applications should be supported by a Flood Risk Assessment - that examines the risk of flooding to the site, the means of drainage and outlines mitigation of flood risk both on site and from the discharge of surface water off site. If a site is in a location where there is unlikely to be any flood risk to the site and no possibility of impact on others, then a simple statement to that effect may be all that is required.


However some parts of Leeds City Centre and adjacent areas are classified as areas of high risk of flood including zones 2 (1 in 1000 chance of flood), 3ai (1 in 100) and 3aai (1 in 20) – these areas will require a more detailed FRA. Car parking can be acceptable in areas of flood risk, but it is necessary for dangers to be properly considered as part of the planning application process. This is the role of the Flood Risk Assessment (FRA) which is required to accompany planning applications for temporary car parking in flood zones 2, 3ai and 3aai. FRAs need to be structured to address the following of matters of safety and environmental protection:

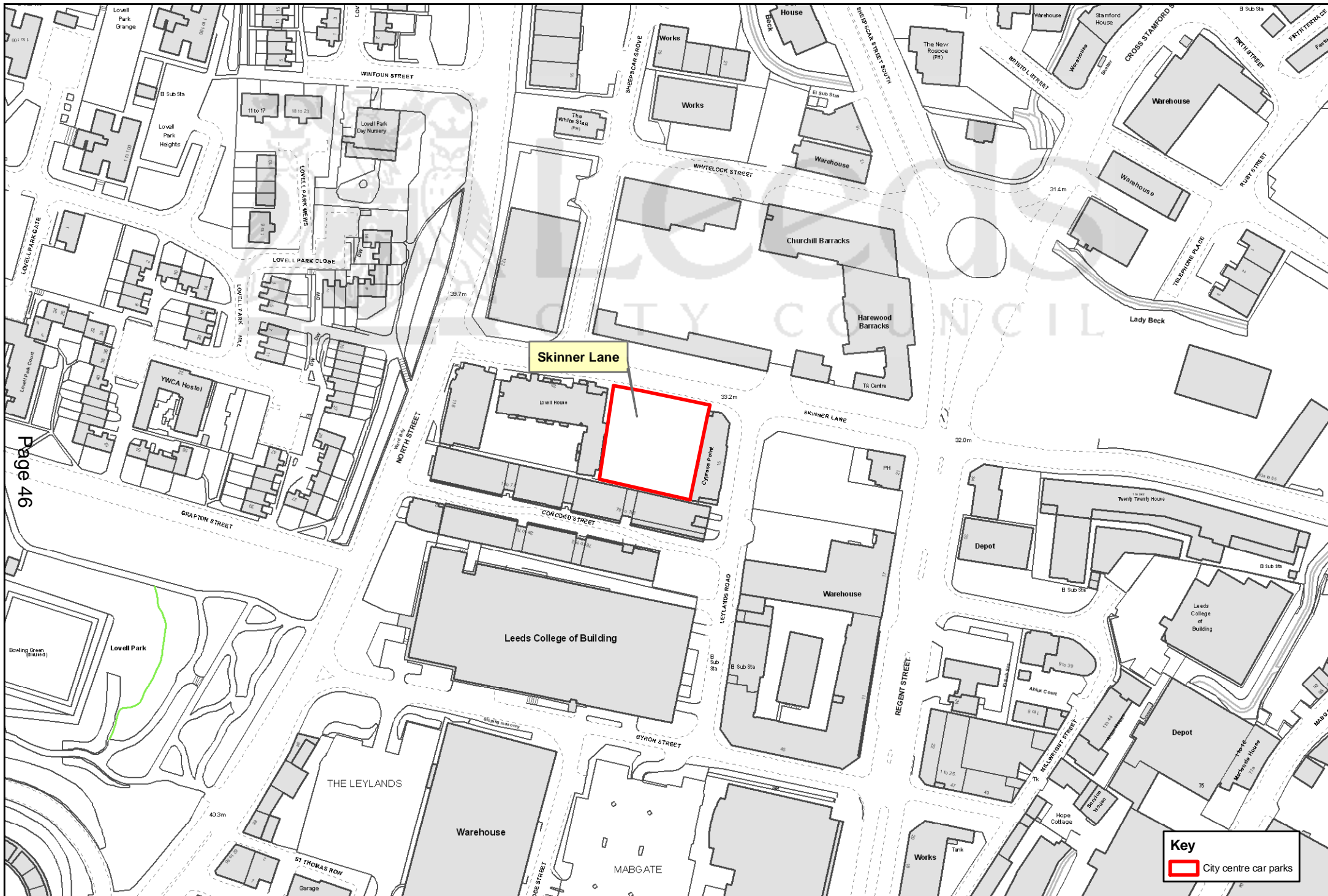
- i) Surface rainwater run-off. How will run-off be handled to avoid pollution of watercourses but also absorb water from downpours?
- ii) Evacuation routes. Have appropriate routes been identified for cars to leave a car park in an emergency flood situation
- iii) Where there might be a danger of cars being swept away (flooding to a depth in excess of 300mm), include physical measures to prevent cars being swept off site
- iv) Include signage warning that the car park may be liable to flood and any instructions

Areas of flood risk can be identified in Leeds' Strategic Flood Risk Assessment. This is available for download on Leeds City Council's website. Map 24 covers the area of Leeds City Centre. It will also be necessary to consult national planning advice, PPS25 and the associated practice guidance available on the Communities and Local Government website..



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Key
 City centre car parks



Reference	Site Address	Scores												No. of spaces	No. of spaces - Cumulative Total
		Highways	Highways Weighted (25%)	Safety	Safety Weighted (22.5%)	Appearance/Biodiversity	Appearance/Bio Weighted (20%)	City Centre	City Centre Weighted (17.5%)	Temp Uses	Temp Uses Weighted (15%)	Total	Total with weighting		
11/02640/FU	Wellington Place North	10	25	9	20.25	9	18	10	17.5	9	13.5	47	94.25	200	200
10/04358/FU	Wellington Place South	9	22.5	9	20.25	9	18	10	17.5	9	13.5	46	91.75	290	490
11/05031/FU	Former Brewery Hunslet Lane	6	15	9	20.25	8	16	10	17.5	9	13.5	42	82.25	601	1091
11/05281/FU	City One', Sweet Street	6	15	6	13.5	9	18	10	17.5	7	10.5	38	74.5	742	1833
10/04375/FU	Whitehall Riverside(TCS)	7	17.5	9	20.25	6	12	10	17.5	0	0	32	67.25	423	2256
11/05310/FU	Skinner Lane	10	25	7	15.75	4	8	10	17.5	0	0	31	66.25	75	2331
11/05218/FU	Globe Road (A)	10	25	5	11.25	6	12	10	17.5	0	0	31	65.75	170	2501
11/05216/FU	Globe Road (E)	10	25	5	11.25	6	12	10	17.5	0	0	31	65.75	83	2584
11/05215/FU	Globe Road (C)	10	25	4	9	6	12	10	17.5	0	0	30	63.5	156	2740
11/04259/FU	Midland Mills, Water Lane	8	20	6	13.5	6	12	10	17.5	0	0	30	63	200	2940
11/05238/FU	Ingram Street	6	15	7	15.75	6	12	10	17.5	0	0	29	60.25	278	3218
11/05239/FU	Ingram Row	6	15	7	15.75	6	12	10	17.5	0	0	29	60.25	225	3443
11/05225/FU	Former Doncaster Monkbridge (BAM), Whitehall Road	8	20	6	13.5	4	8	10	17.5	0	0	28	59	420	3863
11/05214/FU	Globe Road (Car Park B)	10	25	1	2.25	6	12	10	17.5	0	0	27	56.75	69	3932
11/05220/FU	Globe Road (D)	9	22.5	2	4.5	6	12	10	17.5	0	0	27	56.5	236	4168
10/01420/FU	Whitehall Road/ Globe Road (Elite)	5	12.5	5	11.25	3	6	10	17.5	0	0	23	47.25	400	4568

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Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 15 March 2012

Subject: APPLICATION 11/02640/FU USE OF LAND AS TEMPORARY CAR PARK (200 SPACES) AT WELLINGTON PLACE (NORTH), LEEDS LS1 4AP

APPLICANT

Wellington Place General
Partner Ltd

DATE VALID

14 July 2011

TARGET DATE

8 September 2011

Electoral Wards Affected:

City and Hunslet

No

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

APPROVE subject to the following conditions (and any others which may be considered appropriate)

CONDITIONS:

1. The use hereby permitted shall be discontinued and the land restored to a condition the details of which shall have been submitted to and approved in writing by the Local Planning Authority on or before 15th March 2017

To comply with the aims of the Council's transport strategy in accordance with adopted Leeds UDP Review (2006) and the City Centre Commuter Car Parking Policy 2011.

2. The development hereby permitted shall be carried out in accordance with the approved plans listed in the Plans Schedule.

For the avoidance of doubt and in the interests of proper planning.

3. Unless otherwise agreed in writing by the Local Planning Authority, the hard and soft landscape works shown on Carey Jones Architects drawing ref. 20088 (SK) 110506-02, shall be completed within three months from the date of this permission. Landscape works shall include:
- (a) boundary details and means of enclosure,
 - (b) method of delineating parking spaces,
 - (c) hard surfacing areas,
 - (d) any CCTV, lighting structures, bollards
 - (e) planting plans
 - (f) written specifications (including soil depths, cultivation and other operations associated with plant and grass establishment) and
 - (g) schedules of plants noting species, planting sizes and proposed numbers/densities

All hard and soft landscaping works shall be carried out in accordance with the approved details, and British Standard BS 4428:1989 Code of Practice for General Landscape Operations. The developer shall complete the approved landscaping works, confirm this in writing to the Local Planning Authority prior to the date as agreed, and retain for the duration of this temporary permission.

To ensure the provision and establishment of acceptable landscape in accordance with adopted Leeds UDP Review (2006) policies GP5, N25 and LD1.

4. a) No retained tree/hedge/shrub shall be cut down, uprooted or destroyed nor any tree be pruned, topped or lopped or suffer root severance other than in accordance with the approved plans and particulars, without the prior written approval of the Local Planning Authority. Any approved pruning, topping or lopping shall be carried out in accordance with current British Standards and any tree survey approved by the Local Planning Authority.
- b) If any retained tree/hedge/shrub is removed, uprooted or destroyed or dies the Local Planning Authority shall be notified forthwith in writing. Another tree/hedge/shrub of an agreed size and species shall be planted at the same place and at such time, as may be specified in writing by the Local Planning Authority.

Retained tree/hedge/shrub refers to vegetation which is to be retained, as shown on the approved plans and particulars, and the condition shall have effect until the expiration of five years from the date of occupation.

To ensure the continuity of amenity afforded by existing vegetation in accordance with adopted Leeds UDP Review (2006) policies GP5, N23 and LD1.

5. If within a period of five years from the date of the planting of any tree/hedge/shrub that tree/hedge/shrub, or any replacement, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the Local Planning Authority, seriously damaged or defective, another tree/hedge/shrub of the same species and size as that originally planted shall be planted in the same location as soon as reasonably possible and no later than the first available planting season, unless otherwise agreed in writing by the Local Planning Authority.

To ensure maintenance of a healthy landscape scheme, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

6. Development shall not commence until a scheme detailing surface water drainage works has been submitted to and approved in writing by the Local Planning

Authority. The details should be in accordance with the council's Minimum Development Control Standards for Flood Risk. The works shall be implemented in accordance with the approved scheme before the development is brought into use, or as set out in the approved phasing details.

To ensure sustainable drainage and flood prevention in accordance with policies GP5, N39A of the adopted Leeds UDP Review (2006) and PPS25.

7. Before the development comes into use the developer shall submit to the council for approval details of a "Flood Risk Management Plan" for the site. The Plan should include details of arrangements for the evacuation of the site and the containment of on-site vehicles in the event of any severe flooding.

In accordance with UDP Review 2006 Policy GP5 and national planning guidance Planning Policy Statement 25.

8. Surface water from areas used by vehicles shall be passed through an oil and petrol interceptor of adequate capacity prior to discharge to the public sewer. The interceptor shall be retained and maintained thereafter.

To ensure pollution prevention in accordance with adopted Leeds UDP Review (2006) policy GP5 and PPS25.

9. A landscape management plan, including long term design objectives, management responsibilities and maintenance schedules shall be submitted to and approved in writing by the Local Planning Authority within 3 months of the date of this permission. The landscape management plan shall be carried out as approved thereafter.

To ensure successful aftercare of landscaping, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

10. Unless otherwise agreed in writing by the Local Planning Authority, the temporary uses shown on Carey Jones Architects drawing ref. 20088 (SK) 110506-01 including the marketing suite, football courts, urban allotments and beehives shall be retained and operated for the duration of this permission.

In the interests of the vitality of the City Centre in accordance with policy GP5 of the Leeds UDP (Review) 2006 and the City Centre Commuter Car Parking Policy 2011.

11. The pedestrian walkways which pass through the site indicated on Carey Jones Architects drawing ref. 20088 (SK) 110506-01 hereby approved shall be kept open through the site at all times unless otherwise agreed in writing by the Local Planning Authority.

In the interests of pedestrian accessibility and safety, and the vitality of the City Centre, in accordance with policy GP5 of the Leeds UDP (Review) 2006 and the City Centre Commuter Car Parking Policy 2011.

Reasons for approval:

The application is considered to comply with national guidance PPS1 and PPG13, the Yorkshire and Humber Regional Spatial Strategy, and policies GP5 T2 LD1 N25 N51 N38B of the Leeds Unitary Development Plan Review 2006 (UDP), as well as guidance contained within City Centre Commuter Car Parking Policy (CCCCPP) as an exception to policies

T24A and CCP2 of the UDP, and having regard to all other material considerations, is considered acceptable.

INTRODUCTION:

- 1.1 This application is brought to Plans Panel because it is a major application to be considered under the City Centre Commuter Car Parking Policy (CCCCPP). This report should be read in conjunction with the umbrella report to this Plans Panel for those applications being considered under CCCCCPP.

2.0 PROPOSAL

- 2.1.1 The proposal is for a 5 year temporary planning permission for the retention of 200 long stay commuter car parking spaces. This retrospective application is one of two at the Wellington Place site. The application subject of this report relates to the southern area of car parking. Planning application reference 10/04358/FU on this agenda item relates to the southern area of car parking.
- 2.1.2 The car parking area has a tarmac surface, is lit, attended and has CCTV. The site access is from Whitehall Road.
- 2.1.3 The application submission is supported by plans, a planning statement and a transport statement.
- 2.1.4 The site already features car parking, a marketing suite, football pitches, allotments, bee hives and seating areas. Good quality materials and extensive landscaping with footpaths through the site along future desire lines have also been laid out.

3.0 SITE AND SURROUNDINGS:

- 3.1 The northern car park site at Wellington Place has been in use as a temporary long stay car park since 2011. The Wellington Place site consists of surface car parking, temporary sports pitches, allotments, bee hives, a marketing suite, and the Grade II Listed lifting tower which sit in the centre of the site. The truncated end of the Grade II listed former railway viaduct and wild vegetation along the river bank sits at the western end of the site, beyond an area of mown grass. Gravel surfacing demarcates the footprints of the buildings approved as part of the outline scheme, and bound gravel walkways link through to the surrounding network of streets at the eastern end of the site. The site's parking areas have a tarmac surface with line markings, is lit, attended and covered by CCTV. The site is bounded by a variety of treatments including a landscaped border on all sides.
- 3.2 The application site is covered by an extant outline planning application for the northern side of Whitehall Road for a mixed office/residential development.
- 3.3 The site lies within the designated City Centre Prime Office Quarter and flood risk zone 3.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 The main outline approval (06/06824/OT/C) was granted in 2008. Two of the buildings pursuant to this outline, Blocks 3 and 6A have both received reserve Matters approval. In addition a series of temporary schemes on parts of the site have been implemented.

4.2 The marketing suite now on site was completed late in 2008. This was approved under planning reference 06/06713/FU for a period of ten years.

4.3 Under planning reference 09/00102/FU use of land for the siting of 2 temporary football pitches, with changing facilities and lighting was granted permission for a period of ten years. This has been implemented.

4.4 Under planning reference 09/00782/FU a temporary public square with seating and planting, including the lighting of the listed lifting tower from the landscaped area was approved for a period of ten years. This has been implemented.

5.0 HISTORY OF NEGOTIATIONS:

5.1 On 26 February 2009 Plans Panel City Centre received an information only presentation to update Members on the current situation in respect of temporary landscape treatments to the Wellington Place site.

5.2 In September 2010 an application for car parking at Wellington Place (South) was received. This was held in abeyance during the review of car parking policy. The applicant confirmed its package of supporting information and the site extent in June 2011 and November 2011.

5.3 In July 2011, the applicant submitted an application for the operation of car parking at Wellington Place (North), and commenced this use shortly after. The application was held in abeyance pending the outcome of the car parking policy review. The applicant confirmed its package of supporting information and the site extent in November 2011.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 Application publicity consisted of:

6.1.1 Site Notice posted 8 October 2010 expired 29 October 2010

6.1.2 Site Notice posted 15 July 2011 expired 5 August 2011

6.1.3 Site Notice posted 16 December 2011 expired 6 January 2012

6.2 No comments were received.

7.0 CONSULTATIONS RESPONSES:

7.1 **Statutory:**

7.1.2 **Highways Agency**

The Highways Agency has reviewed the planning application and has concluded that the site will have a minimal impact on the Strategic Road Network (when considered in line with the highway impact scoring criteria.) In the context of the CCCCPP and associated 3200 space cap, the Highways Agency does not have any objection to the proposal.

7.1.3 **LCC Transport Development Services**

The submitted Transport Assessment is in accordance with UDP policy and CCCCPP. The site access accords with the LCC Street Design Guide SPD visibility splay standards in both directions for the type of road. There is a modest traffic impact on the Whitehall Road/Northern Street/Wellington Street and Whitehall

Road/Globe Road junctions. It is considered that the proposal would not give rise to adverse road safety issues.

7.1.3 **Environment Agency**

No objection subject to recommended conditions

7.2 **Non-statutory:**

7.2.1 **LCC Flood Risk Management**

No objection subject to recommended conditions

7.2.2 **West Yorkshire Police Architectural Liaison Officer**

The assessments carried out by officers with regard to safety and security is appropriate.

8.0 **PLANNING POLICIES:**

8.1 The policy background and process for assessing each submitted application is discussed in the umbrella report on this agenda.

9.0 **MAIN ISSUES**

1. Highways implications
2. Safety and Security
3. Appearance (including the setting of the Grade II listed building)
/Biodiversity
4. Other beneficial temporary uses

10.0 **APPRAISAL**

10.1 **Highways implications**

The Transport Assessment was submitted in accordance with the guidance provided. The Highways Agency consider that there is minimal impact in relation to the motorway. LCC highways officers consider that there is a modest traffic impact on Whitehall Road/Northern Street/Wellington Street and Whitehall Road/Globe Road junctions. It is considered that the established car park access point meets the standards of the Street Design Guide, and that the application proposal would not give rise to adverse road safety issues. The site is comparatively above average in relation to other alternative sites in terms of traffic impact criteria.

10.2 **Safety and Security**

The site is lit, attended and has CCTV. Other active uses also provide natural surveillance. The site is comparatively above average in relation to other alternative sites in terms of community safety criteria.

10.3 **Appearance (including the setting of the Grade II listed building)/Biodiversity**

It is considered that the proposal makes a positive contribution to the visual appearance, landscape quality and biodiversity in the area. Good quality materials and extensive landscaping with footpaths through the site along future desire lines have been laid out. Seating areas are also provided. The listed building on the site has been respected and is lit at night. It is therefore considered that the special architectural character and historic interest of the listed building is enhanced. The site edge to the River Aire is not publicly accessible but features mown grass and wild border which makes a positive contribution to local biodiversity. The promotion of bee hives is an additional biodiversity benefit. The site is comparatively above

average in relation to other alternative sites in terms of the provision of visual enhancements, landscape quality and biodiversity.

10.4 **Other beneficial uses**

The site features a marketing suite, football pitches, allotments, bee hives and seating areas. This presents an exemplar in other beneficial temporary uses which bring positive activity to the site. The site is comparatively above average in relation to other alternative sites in terms of the provision of other beneficial uses.

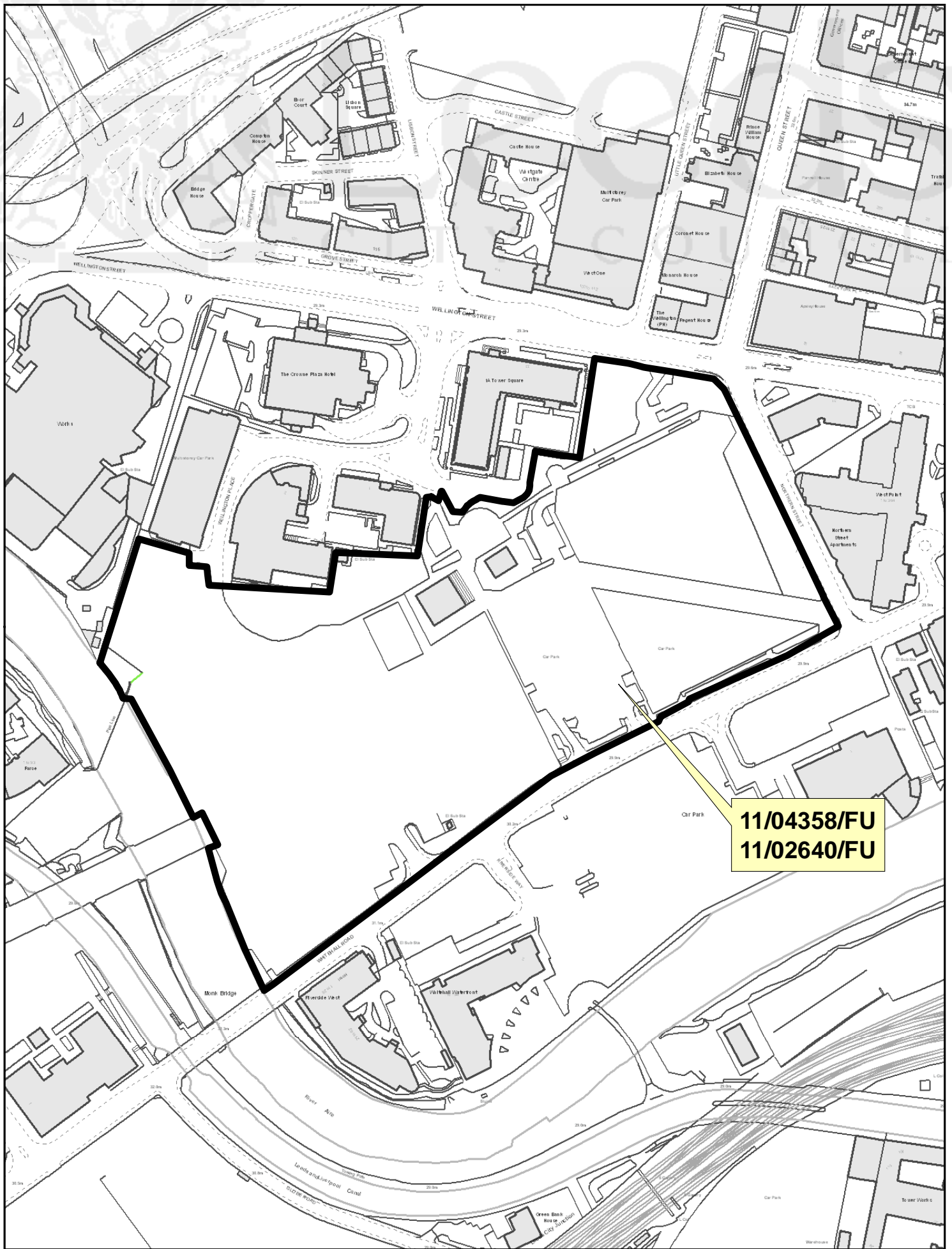
11.0 **CONCLUSION**

11.1 In the case of this application proposal, it is considered that it meets the provisions of the Leeds City Centre Commuter Control Parking Policy in terms of its assessment against other alternative sites as comparatively well above average in respect of traffic impact, community safety and visual appearance criteria. The scheme presents an exemplar approach to dealing with a site awaiting development, and therefore there may need to be adjustments over the time period to allow permanent site development to be built out without affecting the provision of car parking, which helps to fund the enhancement, upkeep and lighting of the Grade II listed lifting tower, the landscaping and its maintenance, and the provision of the other beneficial temporary uses. The application is therefore recommended for approval.

Background Papers:

Application file 11/02640/FU

Certificate of Ownership – Certificate A signed on behalf of Wellington Place General Partner Ltd.



11/04358/FU
11/02640/FU

CITY CENTRE PLANS PANEL





Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 15 March 2012

Subject: APPLICATION 10/04358/FU – RETENTION OF PUBLIC CAR PARK FOR PERIOD OF 5 YEARS (290 SPACES) AT WELLINGTON PLACE (SOUTH), WELLINGTON STREET, NORTHERN STREET AND WHITEHALL ROAD, LEEDS LS1

APPLICANT

Wellington Place General
Partner Ltd

DATE VALID

24 September 2010

TARGET DATE

19 November 2010

Electoral Wards Affected:

City and Hunslet

No

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

APPROVE subject to the following conditions (and any others which may be considered appropriate)

CONDITIONS

1. The use hereby permitted shall be discontinued and the land restored to a condition the details of which shall have been submitted to and approved in writing by the Local Planning Authority on or before 15th March 2017

To comply with the aims of the Council's transport strategy in accordance with adopted Leeds UDP Review (2006) and the City Centre Commuter Car Parking Policy 2011.

2. The development hereby permitted shall be carried out in accordance with the approved plans listed in the Plans Schedule.

For the avoidance of doubt and in the interests of proper planning.

3. Unless otherwise agreed in writing by the Local Planning Authority, the hard and soft landscape works shown on Carey Jones Architects drawing ref. 20088 (SK) 110506-02, shall be completed within three months from the date of this permission. Landscape works shall include:
 - (a) boundary details and means of enclosure,
 - (b) method of delineating parking spaces,
 - (c) hard surfacing areas,
 - (d) any CCTV, lighting structures, bollards
 - (e) planting plans
 - (f) written specifications (including soil depths, cultivation and other operations associated with plant and grass establishment) and
 - (g) schedules of plants noting species, planting sizes and proposed numbers/densities

All hard and soft landscaping works shall be carried out in accordance with the approved details, and British Standard BS 4428:1989 Code of Practice for General Landscape Operations. The developer shall complete the approved landscaping works, confirm this in writing to the Local Planning Authority prior to the date as agreed, and retain for the duration of this temporary permission.

To ensure the provision and establishment of acceptable landscape in accordance with adopted Leeds UDP Review (2006) policies GP5, N25 and LD1.

4. a) No retained tree/hedge/shrub shall be cut down, uprooted or destroyed nor any tree be pruned, topped or lopped or suffer root severance other than in accordance with the approved plans and particulars, without the prior written approval of the Local Planning Authority. Any approved pruning, topping or lopping shall be carried out in accordance with current British Standards and any tree survey approved by the Local Planning Authority.

b) If any retained tree/hedge/shrub is removed, uprooted or destroyed or dies the Local Planning Authority shall be notified forthwith in writing. Another tree/hedge/shrub of an agreed size and species shall be planted at the same place and at such time, as may be specified in writing by the Local Planning Authority.

Retained tree/hedge/shrub refers to vegetation which is to be retained, as shown on the approved plans and particulars, and the condition shall have effect until the expiration of five years from the date of occupation.

To ensure the continuity of amenity afforded by existing vegetation in accordance with adopted Leeds UDP Review (2006) policies GP5, N23 and LD1.

5. If within a period of five years from the date of the planting of any tree/hedge/shrub that tree/hedge/shrub, or any replacement, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the Local Planning Authority, seriously damaged or defective, another tree/hedge/shrub of the same species and size as that originally planted shall be planted in the same location as soon as reasonably possible and no later than the first available planting season, unless otherwise agreed in writing by the Local Planning Authority.

To ensure maintenance of a healthy landscape scheme, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

6. Development shall not commence until a scheme detailing surface water drainage works has been submitted to and approved in writing by the Local Planning Authority. The details should be in accordance with the council's Minimum Development Control Standards for Flood Risk. The works shall be implemented in accordance with the approved scheme before the development is brought into use, or as set out in the approved phasing details.

To ensure sustainable drainage and flood prevention in accordance with policies GP5, N39A of the adopted Leeds UDP Review (2006) and PPS25.

7. Before the development comes into use the developer shall submit to the council for approval details of a "Flood Risk Management Plan" for the site. The Plan should include details of arrangements for the evacuation of the site and the containment of on-site vehicles in the event of any severe flooding.

In accordance with UDP Review 2006 Policy GP5 and national planning guidance Planning Policy Statement 25.

8. Surface water from areas used by vehicles shall be passed through an oil and petrol interceptor of adequate capacity prior to discharge to the public sewer. The interceptor shall be retained and maintained thereafter.

To ensure pollution prevention in accordance with adopted Leeds UDP Review (2006) policy GP5 and PPS25.

9. A landscape management plan, including long term design objectives, management responsibilities and maintenance schedules shall be submitted to and approved in writing by the Local Planning Authority within 3 months of the date of this permission. The landscape management plan shall be carried out as approved thereafter.

To ensure successful aftercare of landscaping, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

10. Unless otherwise agreed in writing by the Local Planning Authority, the temporary uses shown on Carey Jones Architects drawing ref. 20088 (SK) 110506-01 including the marketing suite, football courts, urban allotments and beehives shall be retained and operated for the duration of this permission.

In the interests of the vitality of the City Centre in accordance with policy GP5 of the Leeds UDP (Review) 2006 and the City Centre Commuter Car Parking Policy 2011.

11. The pedestrian walkways which pass through the site indicated on Carey Jones Architects drawing ref. 20088 (SK) 110506-01 hereby approved shall be kept open through the site at all times unless otherwise agreed in writing by the Local Planning Authority.

In the interests of pedestrian accessibility and safety, and the vitality of the City Centre, in accordance with policy GP5 of the Leeds UDP (Review) 2006 and the City Centre Commuter Car Parking Policy 2011.

The application is considered to comply with national guidance PPS1 and PPG13, the Yorkshire and Humber Regional Spatial Strategy, and policies GP5 T2 LD1 N25 N51 N38B of the Leeds Unitary Development Plan Review 2006 (UDP), as well as guidance contained within City Centre Commuter Car Parking Policy (CCCCPP) as an exception to policies T24A and CCP2 of the UDP, and having regard to all other material considerations, is considered acceptable.

INTRODUCTION:

- 1.1 This application is brought to Plans Panel because it is a major application to be considered under the City Centre Commuter Car Parking Policy (CCCCPP). This report should be read in conjunction with the umbrella report to this Plans Panel for those applications being considered under CCCCCPP.

2.0 PROPOSAL:

- 2.1.1 The proposal is for a 5 year temporary planning permission for the retention of 290 long stay commuter car parking spaces. This retrospective application is one of two at the Wellington Place site. The application subject of this report relates to the southern area of car parking. Planning application reference 11/02640/FU on this agenda item relates to the northern area of car parking.
- 2.1.2 The car parking area has a tarmac surface, is lit, attended and has CCTV. The site access is from Whitehall Road.
- 2.1.3 The application submission is supported by plans, a planning statement and a transport statement.
- 2.1.4 The site already features car parking, a marketing suite, football pitches, allotments, bee hives and seating areas. Good quality materials and extensive landscaping with footpaths through the site along future desire lines have also been laid out.

3.0 SITE AND SURROUNDINGS:

- 3.1 The southern car park site at Wellington Place has been in use as a temporary long stay car park since 2008. The Wellington Place site consists of surface car parking, temporary sports pitches, allotments, bee hives, a marketing suite, and the Grade II Listed lifting tower which sit in the centre of the site. The truncated end of the Grade II listed former railway viaduct and wild vegetation along the river bank sits at the western end of the site, beyond an area of mown grass. Gravel surfacing demarcates the footprints of the buildings approved as part of the outline scheme, and bound gravel walkways link through to the surrounding network of streets at the eastern end of the site. The site's parking areas have a tarmac surface with line markings, is lit, attended and covered by CCTV. The site is bounded by a variety of treatments including a landscaped border on all sides.
- 3.2 The application site is covered by an extant outline planning application for the northern side of Whitehall Road for a mixed office/residential development.
- 3.3 The site lies within the designated City Centre Prime Office Quarter and flood risk zone 3.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 The main outline approval (06/06824/OT/C) was granted in 2008. Two of the buildings pursuant to this outline, Blocks 3 and 6A have both received reserve Matters approval. In addition a series of temporary schemes on parts of the site have been implemented.
- 4.2 The marketing suite now on site was completed late in 2008. This was approved under planning reference 06/06713/FU for a period of ten years.
- 4.3 Under planning reference 09/00102/FU use of land for the siting of 2 temporary football pitches, with changing facilities and lighting was granted permission for a period of ten years. This has been implemented.
- 4.4 Under planning reference 09/00782/FU a temporary public square with seating and planting, including the lighting of the listed lifting tower from the landscaped area was approved for a period of ten years. This has been implemented.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 On 26 February 2009 Plans Panel City Centre received an information only presentation to update Members on the current situation in respect of temporary landscape treatments to the Wellington Place site.
- 5.2 In September 2010 an application for car parking at Wellington Place (South) was received. This was held in abeyance during the review of car parking policy. The applicant confirmed its package of supporting information and the site extent in June 2011 and November 2011.
- 5.3 In July 2011, the applicant submitted an application for the operation of car parking at Wellington Place (North), and commenced this use shortly after. The application was held in abeyance pending the outcome of the car parking policy review. The applicant confirmed its package of supporting information and the site extent in November 2011.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 Application publicity consisted of:
- 6.1.1 Site Notice posted 8 October 2010 expired 29 October 2010
- 6.1.2 Site Notice posted 15 July 2011 expired 5 August 2011
- 6.1.3 Site Notice posted 16 December 2011 expired 6 January 2012
- 6.2 No comments were received.

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory:

7.1.2 Highways Agency

The Highways Agency has reviewed the planning application and has concluded that the site will have a minimal impact on the Strategic Road Network (when considered in line with the highway impact scoring criteria.) In the context of the CCCPP and associated 3200 space cap, the Highways Agency does not have any objection to the proposal.

7.1.3 LCC Transport Development Services

The submitted Transport Assessment is in accordance with UDP policy and CCCCPP. The site access accords with the LCC Street Design Guide SPD visibility splay standards in both directions for the type of road. There is a modest traffic impact on the Whitehall Road/Northern Street/Wellington Street and Whitehall Road/Globe Road junctions. It is considered that the proposal would not give rise to adverse road safety issues.

7.1.3 **Environment Agency**

No objection subject to recommended conditions

7.2 **Non-statutory:**

7.2.1 **LCC Flood Risk Management**

No objection subject to recommended conditions

7.2.2 **West Yorkshire Police Architectural Liaison Officer**

The assessments carried out by officers with regard to safety and security is appropriate.

8.0 **PLANNING POLICIES:**

8.1 The policy background and process for assessing each submitted application is discussed in the umbrella report on this agenda.

9.0 **MAIN ISSUES**

1. Highways implications
2. Safety and Security
3. Appearance (including the setting of the Grade II listed building)
/Biodiversity
4. Other beneficial temporary uses

10.0 **APPRAISAL**

10.1 **Highways implications**

The Transport Assessment was submitted in accordance with the guidance provided. The Highways Agency consider that there is minimal impact in relation to the motorway. LCC highways officers consider that there is a modest traffic impact on Whitehall Road/Northern Street/Wellington Street and Whitehall Road/Globe Road junctions. It is considered that the established car park access point meets the standards of the Street Design Guide, and that the application proposal would not give rise to adverse road safety issues. The site is comparatively above average in relation to other alternative sites in terms of traffic impact criteria.

10.2 **Safety and Security**

The site is lit, attended and has CCTV. Other active uses also provide natural surveillance. The site is comparatively above average in relation to other alternative sites in terms of community safety criteria.

10.3 **Appearance (including the setting of the Grade II listed building)/Biodiversity**

It is considered that the proposal makes a positive contribution to the visual appearance, landscape quality and biodiversity in the area. Good quality materials and extensive landscaping with footpaths through the site along future desire lines have been laid out. Seating areas are also provided. The listed building on the site has been respected and is lit at night. It is therefore considered that the special

architectural character and historic interest of the listed building is enhanced. The site edge to the River Aire is not publicly accessible but features mown grass and wild border which makes a positive contribution to local biodiversity. The promotion of bee hives is an additional biodiversity benefit. The site is comparatively above average in relation to other alternative sites in terms of the provision of visual enhancements, landscape quality and biodiversity.

10.4 **Other beneficial uses**

The site features a marketing suite, football pitches, allotments, bee hives and seating areas. This presents an exemplar in other beneficial temporary uses which bring positive activity to the site. The site is comparatively above average in relation to other alternative sites in terms of the provision of other beneficial uses.

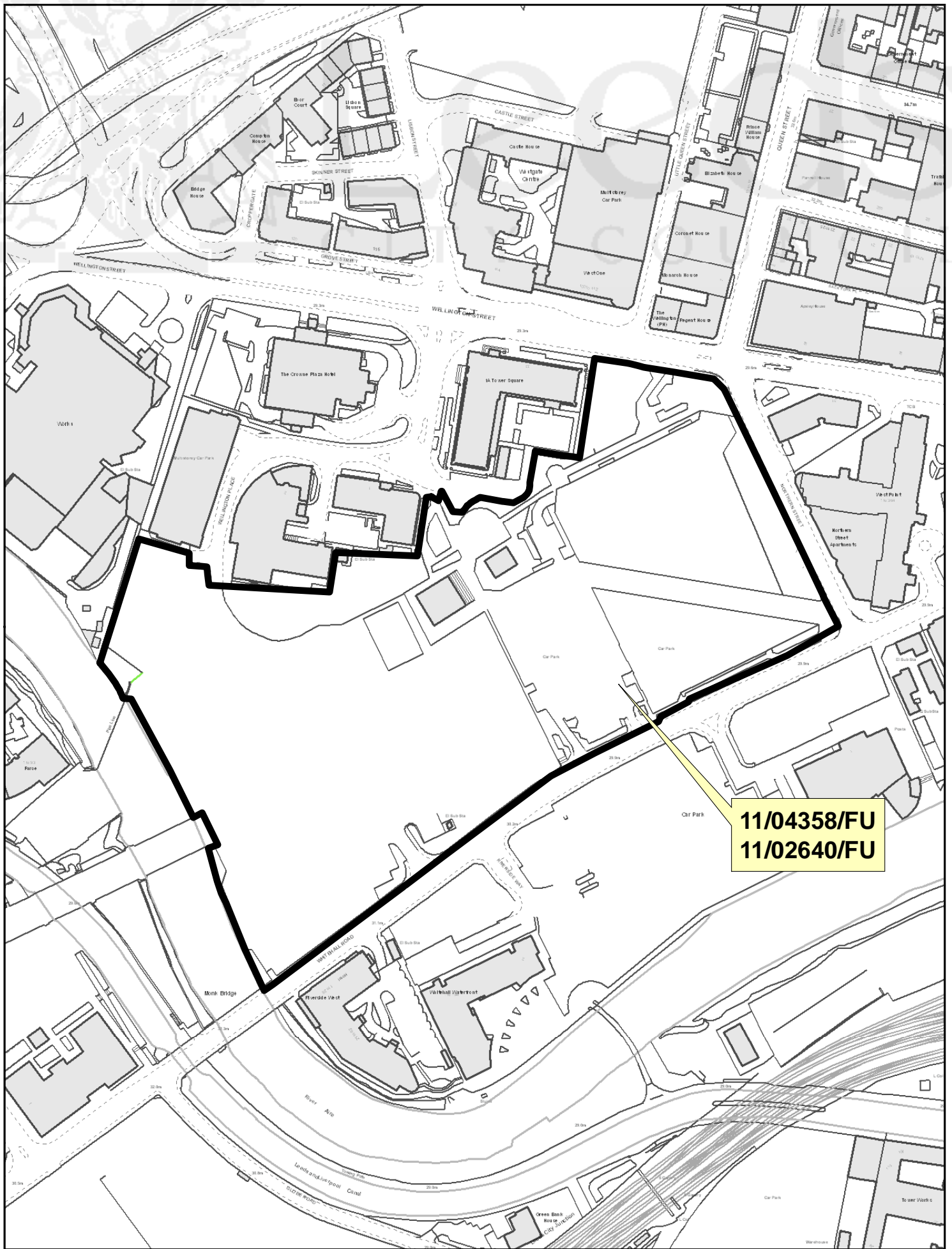
11.0 **CONCLUSION**

11.1 In the case of this application proposal, it is considered that it meets the provisions of the Leeds City Centre Commuter Control Parking Policy in terms of its assessment against other alternative sites as comparatively well above average in respect of traffic impact, community safety and visual appearance criteria. The scheme presents an exemplar approach to dealing with a site awaiting development, and therefore there may need to be adjustments over the time period to allow permanent site development to be built out without affecting the provision of car parking, which helps to fund the enhancement, upkeep and lighting of the Grade II listed lifting tower, the landscaping and its maintenance, and the provision of the other beneficial temporary uses. The application is therefore recommended for approval.

Background Papers:

Application files 10/04358/FU

Certificate of Ownership – Certificate A signed on behalf of Wellington Place General Partner Ltd



11/04358/FU
11/02640/FU

CITY CENTRE PLANS PANEL





Report of the Chief Planning Officer

PLANS PANEL CENTRAL

Date: 15TH MARCH 2011

Subject: APPLICATION 11/05031/FU – USE OF SITE AS LONG STAY CAR PARK (601 SPACES) AND SHORT STAY CAR PARK (226 SPACES), GREEN SPACE AND ALTERATIONS TO EXISTING BUILDING TO FORM NEW CULTURAL HUB WITH ANCILLARY RESTAURANT/CAFÉ/BAR (A3/A4) AT FORMER BREWERY, HUNSLET LANE

APPLICANT
Carlsberg UK

DATE VALID
29/11/2011

TARGET DATE
28/02/2012

Electoral Wards Affected:

City and Hunslet

No

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

APPROVE subject to the specified conditions (and any others which might be considered appropriate) and following completing of a Section 106 Agreement to cover the following matters:

(i) Timing of delivery of the art hub

In the circumstances where the Sec.106 has not been completed within 3 months of the resolution to grant planning permission, the final determination of the application shall be delegated to the Chief Planning Officer

CONDITIONS:

1. The use hereby permitted shall be discontinued and the land restored to a condition the details of which shall have been submitted to and approved in writing by the Local Planning Authority on or before 15th March 2017

To comply with the aims of the Council's Transport Strategy in accordance with adopted UDPR policy CCCCP1

2. The development hereby permitted shall be carried out in accordance with the approved plans listed in the Plans Schedule.

For the avoidance of doubt and in the interests of proper planning.

3. Development shall not commence until a scheme detailing surface water drainage works has been submitted to and approved in writing by the Local Planning Authority. The details should be in accordance with the council's Minimum Development Control Standards for Flood Risk. The works shall be implemented in accordance with the approved scheme before the development is brought into use, or as set out in the approved phasing details.

To ensure sustainable drainage and flood prevention occurs in accordance with policies GP5, N39A of the adopted Leeds UDP Review (2006) and PPS25.

4. The development permitted by this planning permission shall only be carried out in accordance with the approved Flood Risk Assessment (FRA) dated 25 November 2011

To ensure that the proposals are in accordance with PPS25.

5. Development shall not commence until full details of both hard and soft landscape works, including an implementation programme stating the works shall be completed within three months from the date of this consent (unless otherwise agreed in writing), have been submitted to and approved in writing by the Local Planning Authority. Landscape works shall include:

- (a) boundary details and means of enclosure,
- (b) method of delineating parking spaces,
- (c) hard surfacing areas,
- (d) CCTV, lighting structures, bollards, hoardings, public art
- (e) planting plans
- (f) written specifications (including soil depths, cultivation and other operations associated with plant and grass establishment) and
- (g) schedules of plants noting species, planting sizes and proposed numbers/densities.

All hard and soft landscaping works shall be carried out in accordance with the approved details, approved implementation programme and British Standard BS 4428:1989 Code of Practice for General Landscape Operations. The developer shall complete the approved landscaping works and confirm this in writing to the Local Planning Authority prior to the date agreed in the implementation programme.

To ensure the provision and establishment of acceptable landscape in accordance with adopted Leeds UDP Review (2006) policies GP5, N25 and LD1.

6. If within a period of five years from the date of the planting of any tree/hedge/shrub that tree/hedge/shrub, or any replacement, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the Local Planning Authority, seriously damaged or defective, another tree/hedge/shrub of the same species and size as that originally planted shall be planted in the same location as soon as reasonably possible and no later than the first available planting season, unless otherwise agreed in writing by the Local Planning Authority.

To ensure maintenance of a healthy landscape scheme, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

7. a) No retained tree/hedge/bush shall be cut down, uprooted or destroyed nor any tree be pruned, topped or lopped or suffer root severance other than in accordance with the

approved plans and particulars, without the prior written approval of the Local Planning Authority. Any approved pruning, topping or lopping shall be carried out in accordance with current British Standards and any tree survey approved by the Local Planning Authority.

b) If any retained tree/hedge/bush is removed, uprooted or destroyed or dies the Local Planning Authority shall be notified forthwith in writing. Another tree/hedge/bush of an agreed size and species shall be planted at the same place and at such time, as may be specified in writing by the Local Planning Authority.

Retained tree/hedge/bush refers to vegetation which is to be retained, as shown on the approved plans and particulars, and the condition shall have effect until the expiration of five years from the date of occupation.

To ensure the continuity of amenity afforded by existing vegetation in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

8. A landscape management plan, including long term design objectives, management responsibilities and maintenance schedules shall be submitted to and approved in writing by the Local Planning Authority prior to the first use of the site as a car park. The landscape management plan shall be carried out as approved.

To ensure successful aftercare of landscaping, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

9. Prior to the first use of the retained head-quarters building on site as an art hub, a Travel Plan Statement shall be submitted to and approved in writing by the Local Planning Authority. The measures set out in the approved Travel Plan Statement shall then be carried out in accordance with that Statement for the duration of the use of the building as an art hub.

In the interests of promoting the use of means of transportation other than the private motor vehicle in accordance with policy T24A of the Leeds UDP (Review) 2006.

10. The spaces indicated on the plan as replacements for 'Meadow Lane Long Stay Parking' shall not be used for the parking of vehicles at anytime unless otherwise agreed in writing by the Local Planning Authority.

These spaces are intended by the applicant as replacement spaces for those which currently exist outside the application boundary. As these are currently in use as car parking spaces their use at this time is not required and therefore to permit the use of these spaces at this time would increase the number of long stay spaces available in the city centre which would be likely to increase the flow of private vehicles during the morning and evening peak periods to the detriment of the highway network, its users and the city centre in general. This would be contrary to the objectives of policy T24A of the Leeds UDP (Review) 2006.

11. The existing barbed wire located on the boundary walls and railings shall be removed prior to the first use of the site as a public car park unless otherwise agreed in writing by the Local Planning Authority.

In the interests of amenity and visual amenity in accordance with policy GP5 of the Leeds UDP (Review) 2006

12. The 226 spaces to be used for short stay car parking hereby approved shall open no earlier than 0930 hours Monday to Friday and shall be closed for a period of time to include the morning peak traffic flow period, which for the purposes of this condition will be considered to commence at 0630, and this period of closure shall be retained for the duration

of the permission hereby granted unless otherwise agreed in writing by the Local Planning Authority.

In order to discourage the use of the short stay car park hereby approved as a long stay commuter car park in line with the objectives of the local transport strategy in accordance with policy T2 of the Leeds UDP (Review) 2006.

13. The 226 spaces to be used for short stay car parking hereby approved shall be operated in accordance with a tariff structure which shall actively encourage short stay parking and discourage long stay car parking by including a charge of over £25 for over 5 hours parking and that tariff structure shall remain in place for the period of the permission unless otherwise agreed in writing by the Local Planning Authority.

In order to discourage the use of the short stay car park hereby approved as a long stay commuter car park in line with the objectives of the local transport strategy in accordance with policy T2 of the Leeds UDP (Review) 2006.

14. The pedestrian walkways which pass through the car parking area indicated on the plans hereby approved shall be kept open through the site for the times that the car park is open to the public unless otherwise agreed in writing by the Local Planning Authority.

In the interests of pedestrian accessibility and safety in accordance with policy GP5 of the Leeds UDP (Review) 2006

15. The pedestrian walkways which pass through the greenspace areas indicated on the plans hereby approved shall be kept open to the public during the hours of daylight unless otherwise agreed in writing by the Local Planning Authority.

In the interests of pedestrian accessibility and safety in accordance with policy GP5 of the Leeds UDP (Review) 2006

16. The materials and methods to be used in the making good of the eastern elevation of the retained head-quarters building shall be submitted to and approved in writing by the Local Planning Authority. This elevation shall be surfaced and sealed in accordance with the approved details prior to the first opening of the car park to the public unless otherwise agreed in writing by the Local Planning Authority.

In order to ensure that these works are carried out within a time scale which will enable the reuse of this building in accordance with the permission hereby approved and to ensure that the building does not appear unsightly after the demolition of the existing building to which it is attached, in accordance with policy BD6 of the Leeds UDP (Review) 2006

17. For the avoidance of doubt, this permission shall be for the operation of no more than 601 long stay car parking spaces and 226 short stay car parking spaces as set out on plan ref. no. A-PL-103 Issue 02 dated 20 Jan 2012 unless otherwise agreed in writing by the Local Planning Authority.

In order to ensure that this site does not exceed the numbers of spaces set out in the Transport Assessment in order to ensure free and safe use of both the local and strategic highway networks in accordance with policy T2 of the Leeds UDP (Review) 2006.

18. Prior to their erection on site details, to include materials, colours, finishes, overall height and method of fixing, of the flues to be mounted on the eastern elevation of the head-quarters building shall be submitted to and approved in writing by the Local Planning Authority. The flues shall then be erected in accordance with the approved details prior to

their first operation and thereafter retained unless otherwise agreed in writing by the Local Planning Authority.

In the interests of amenity and visual amenity in accordance with policies GP5 and BD6 of the Leeds UDP (Review) 2006.

Reasons for approval:

In granting permission for this development the City Council has taken into account all material planning considerations including those arising from the comments of any statutory and other consultees, public representations about the application and Government Guidance and Policy as detailed in the Planning Policy Guidance Notes and Statements, and (as specified below) the content and policies within Supplementary Planning Guidance (SPG), the Regional Spatial Strategy 2008 (RSS) and The Development Plan, policy CCCC1, the Leeds Unitary Development Plan Review 2006 (UDPR).

GP5, T2, T24A, N19, N25, N39A, LD1, CCP2 and BD6

On balance, the City Council considers the development would not give rise to any unacceptable consequences for the environment, community or other public interests of acknowledged importance.

1.0 INTRODUCTION:

- 1.1 This application is one of the long stay commuter car parking applications to be considered under policy CCCC1. This report should be read in conjunction with the umbrella report to this Plans Panel for those applications being considered under CCCC1.
- 1.2 Carlsberg UK ceased production on this site in 2011 and are currently demolishing a large number of the former production plant and associated buildings. It has been the intention to use this site for parking and Members will recall visiting the site and receiving a presentation at Panel in September last year at which a proposal for a short stay car park was set out. An application for short stay car parking was subsequently received (11/04286/FU) however this application remains as yet undetermined. The applicants have amended the layout and details of the long stay scheme in response to Member comments on the short stay application and the details of the current, long stay, scheme are set out below.

2.0 PROPOSAL:

- 2.1 The site is generally set out with the car parking area occupying the eastern part of the site, the cultural hub at the western end of the car park, adjacent the former Hunslet Road route, with the open space enveloping the hub with some space to the eastern side next to the car parking area and the majority of the space to the west alongside the Salem Chapel spreading towards Meadow Lane. Each aspect of the proposal is addressed in turn below:
- 2.2 Public Car Park: comprising 601 long stay parking spaces (it is these which are to be considered as part of the CCCC1) and 226 short stay spaces (these spaces to be available after 9:30 and operated under a different tariff structure). Access to the spaces is proposed to be from 2 locations which remain from the original brewery use, one adjacent the gatehouse on Hunslet Rd and the other off Crown Point Rd. Once

within the site the separate areas for the long stay and short stay parking are delineated by signage which clearly states the different charging regimes for the 2 types of parking. Through this car park will run new pedestrian and cycle connections which will be laid out in bound gravel and the routes emphasised by the location of trees in containers and lighting columns. These will cross the site running east/west and north/south and align with the pedestrian routes set out on the recently approved South Bank Planning Statement. These also link to the wider area network of streets and routes which will assist in promoting greater pedestrian connectivity.

It must be noted that the connection to Bowman Lane requires the consent of WYPTE to cross the NGT protected corridor and is therefore outside of the control of the applicant as is a length of the boundary wall to Bowman Lane/Waterloo St.

The car park layout also includes the potential relocation of 83 long-stay car parking spaces from the LCC Meadow Lane Car Park. However, this is seen as a long term measure, only to be brought into use if LCC choose to relinquish its Meadow Lane spaces. At this moment in time, this is not being pursued by LCC Parking Services.

2.3 A Cultural Hub: this is to be located in the existing Headquarters building and the proposed operator is Project Space Leeds (PSL) as part of the proposal. This would include an art gallery and work space for artists/cultural organisations and be supplemented by a café/bar/restaurant at ground floor level. Internal alterations are required as well as the addition of two flues from the kitchen to the eastern/rear elevation which will be exposed following demolition of the adjacent brewery building. This elevation is to be made good and appear as a simple blank elevation. At the time of writing this report, the method of making good this elevation is proposed to be in brick, however this will very much depend on an assessment after the attached building has been demolished. Therefore the method and materials to be used in making good this elevation are to be agreed and controlled by condition) This wall can subsequently be used for the location of artwork and advertising for the artistic uses within. An area for outside seating linked to the café/bar/restaurant is also proposed on the northern and western sides of the building. The area of Hunslet Rd in front of the building will be surfaced with bound gravel to link the areas of open space and the cultural hub together to provide one large pedestrian dominated central feature.

2.4 Green space: The greenspace will provide an area for leisure and recreation and an important link to the cultural uses in the Headquarters building through the potential use of the space for outdoor exhibitions and events. The space will be laid to grass and contain pathways, tree planting and lighting. A children's playground area will also be provided which will be visible from the outside seating area. The open area will run for 130m to the west of the HQ building and 25m to its east and vary in width from 20m at its western end up to 55m closer to the HQ building.

The existing boundary wall adjacent the Grade II listed Salem Chapel will be replaced with open railings and gates added to make the boundary appear more attractive and far less industrial and allow better connection between the Carlsberg site and the Hunslet Lane/Meadow Lane area. A timber hoarding will define the southern boundary and it is proposed that this be used as an "Art Wall" by the artists located within the Headquarters building. This area will be open during the hours of daylight and closed during hours of darkness for security reasons.

2.5 Boundary Treatments; Whilst the existing boundary treatments are in relatively good condition they are blighted by the addition of barbed wire in a number of locations on Crown Point Rd, Bowman Lane and in others the treatment is either not of sufficiently high quality with the area adjacent Salem Chapel referred to above and the pedestrian

entrance adjacent Crown Point Bridge being the most notable. The removal of the barbed wire and their support structures is proposed from all parts of the application frontage and in other locations the proposal is to upgrade the boundary treatment. It is proposed to improve the Crown Point entrance where a pedestrian ramp and new railings and a gate are to be installed and the area around Salem Chapel will also be improved as set out above.

- 2.6 Planting: trees will be installed within the green space and also used to provide a strong visual marker along pedestrian routes through the site helping to assist both pedestrian way-finding and break up the appearance of the car park. Additional trees have been grouped at the footpath crossing point in the car park and ivy will be planted at points around the boundary. The trees will be installed in moveable planters and this will allow flexibility in the use of the temporary space. Any trees planted on site may be reused when the permanent development scheme comes forward. There are already a number of trees on site which are to be retained, most notably on the Crown Point Rd frontage where approximately 10no. 10-15m trees sit behind the railings.

3.0 SITE AND SURROUNDINGS:

- 3.1 The site forms part of the former Carlsberg UK (CUK) Brewery, on land contained within Crown Point Road to the south-east, Bowman Lane and Waterloo Street to the north and Meadow Lane to the west, with the remnants of Hunslet Road cutting through the western half of the site. The site occupies much of the eastern section of the former brewery in addition to a peninsula of land between the Salem Chapel and the rear of the former Carlsberg storage sheds. The exception to this is a linear strip fronting Waterloo St and Bowman Lane which is part of the protected NGT route and therefore excluded from the application site.
- 3.2 The site is surrounded by a mix of boundary treatments which are generally 2.5m-3.5m high and consist of brick walls, Pallisade fencing and railings above low brick walls as well as access gates. There are 2no. buildings which are to be retained within the application site boundary as they are considered to represent positive heritage assets as identified in the South Bank Planning Statement. They are the former Tetleys HQ building and the gatehouse with both of these located on the closed section of the former Hunslet Road. The remaining buildings on the site are being demolished and therefore the current appearance is of a demolition site with the remaining parts of the land exposed as either hard-standing or compacted rubble.
- 3.3 CUK retains a workforce of over 100 persons in Tetley's House, a 30 year old office building located adjacent the application site on Hunslet Road. An existing area to the north of the application site close to Bowman Lane is currently used by Carlsberg for staff parking. This will be retained and does not form part of the application proposals.
- 3.4 To the west of the site are: the former Salem Chapel (Grade II Listed) which is now a data and business centre; the LCC owned surface car parking on Meadow Lane; the BP petrol filling station and the large CUK storage sheds. To the south-east on the opposite side of Crown Point Rd are remnants of the historic fabric of the area with commercial buildings, derelict but listed houses and a public house as well as open storage areas. This leads to the, currently being developed, Leeds City College on the site of the former Alf Cooke Printworks. To the east is the Crown Point Road/Bridge junction which is the link to Clarence Dock. To the north is the residential development at Brewery Wharf including the Jury's Inn Hotel.

4.0 RELEVANT PLANNING HISTORY

4.1 Members made a series of comments at Plans Panel in September in response to the pre-application presentation for the short stay proposal:

- Suitable ways should be found to break up the appearance of the car park as this would be a very large flat open space.
- An increase in the area of greenspace such that it encompassed the Tetleys HQ building rather than terminating on its western side.
- Need to ensure quality landscaping and boundary treatment. Members commented that consideration should be given to the treatment of the existing wall and railings which were regarded as being too industrial and new boundary treatment should provide more open vistas which are appropriate to the proposed greenspace use
- The need to develop a robust management plan to ensure future maintenance of the greenspace
- The re-opened Hunslet Road should be finished in a consistent surface to provide visual continuity for users of this through route
- Although the area was to be fenced for security reasons, this should be balanced with consideration of the proposed public use of the site
- Consideration should be given to the treatment and appearance of the facades of buildings where others had been demolished next to them leaving gash ends.
- Commented that there was support for the proposed re-use of the HQ building and expressed the view that as part of Leeds heritage, the HQ building should be open to the public.

Most recently this site has been included within the area covered by the South bank Planning Statement which is referred to in the policy section below.

5.0 HISTORY OF NEGOTIATIONS

The details of the original short stay application were discussed with the agent and the improvements to the proposal were included within the subsequently submitted application for long stay and short stay parking.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 Site Notice posted 16th December 2011, expired 6th January 2012
Press Notice posted 15th December 2011, expired 5th January 2012

6.2 One letter of representation has been received from the owner of the Salem Chapel. This makes the following points: raises questions about land ownership stating that his business (AQ Networks Ltd) owns some of the land within the application site; AQ Networks Ltd were not notified of the application; the proposal would draw attention away from creating a long term sustainable scheme on the site. These points will be addressed in the Appraisal section below

6.3 A Statement of Community Involvement was submitted following a public event, carried out by the applicant, which took place on the 22nd September in Tetley House. Representatives of the application agent and PSL were in attendance at all times. 87 members of the public attended and 44 comment forms were completed. A number of respondents commented that additional parking would be good for the area, but there were concerns raised about the size and number of spaces proposed and about the cost of the new parking and loss of existing free parking around the area at weekends. There were a range of positive comments about the pedestrian links through the site. The majority of comments were positive in relation to the cultural hub and green space, the latter prompting ideas for alternative uses such as allotments and picnic benches. A

number of respondents stated that they would like to see more green space in the development. As a result of this event and the comments made by Members at the presentation made to Panel in September 2011, an area originally designated as car parking to the east of the head-quarters building was added to the open space and this revised layout forms the basis of the current proposal.

7.0 CONSULTATION RESPONSE:

7.1 Statutory

The Coal Authority: The submitted report adequately address mining issues on the site therefore no objection is raised to this proposal.

Highways Agency: The Highways Agency has reviewed the planning application and has concluded that the site will have a major impact on the Strategic Road Network (when considered in line with the highway impact scoring criteria) however it would have no objection to the proposal provided it would not exceed the CCCC policy cap of 3200 car parking spaces.

British Waterways: No objections

Environment Agency – The submitted Flood Risk Assessment is appropriate for the proposal and a condition should be attached to ensure that its recommendations are implemented.

Highways Services – Significant impact on Meadow Rd gyratory and Hunslet Lane corridor however the network is considered to be able to accommodate this increase. The layout of the access points accords with the relevant guidance.

7.2 Non-Statutory

Contaminated Land: No objection subject to conditions

Flood Risk management: The submitted Flood Risk Assessment is acceptable. The method of treating the ground after demolition is acceptable subject to a condition requiring the submission and approval of a surface water drainage strategy.

West Yorks Ecology: No objections

8.0 PLANNING POLICIES:

8.1 The policy background and methodology for balancing the relative merits of each submitted application is discussed in the umbrella report which is part of this agenda.

8.2 This site is contained within the area covered by the South Bank Planning Statement where the brewery site is indicated as a site for development but also one which would contain a large area of open space as part of the city centre park, located to the west and east of the HQ building. This also includes a requirement for tree lined pedestrian routes which would provide connectivity not only to this site but the surrounding area. The statement also advocates the use of vacant land for temporary 'greening' and, where appropriate, the laying out of parts of the city centre park incorporating walking and cycling connections. Temporary cultural uses including art workspace and installations, possibly making use of existing buildings, are also supported. These requirements were made in direct response to outcomes from the City Centre Conference in October 2010. UDPR policy BD6 requires that all alterations and

additions to existing buildings respect the scale, form, materials and detailing of the host property.

9.0 MAIN ISSUES

1. Highways implications
2. Safety and security
3. Appearance/biodiversity
4. Temporary and/or additional uses
5. Response to letter of representation

10.0 APPRAISAL

10.1 Highways implications:

The Highways Agency estimate that the proposal would have a major impact on the strategic highway network. There would also be a significant impact on the Meadow Road gyratory and Hunslet Lane corridor. However, the submitted TA shows that the network has sufficient capacity to accommodate this increase and is therefore acceptable.

10.2 Safety and Security:

This site is bounded by high walls and railings. Natural surveillance would occur from around the site, from the patrons of the temporary uses within the site and by pedestrians on the through routes. There is lighting to be provided throughout, a 24 hour security presence and CCTV and therefore the site is considered to demonstrate a high level of security.

10.3 Appearance/Biodiversity:

10.3.1 Boundary treatments: As set out above, the boundary treatments are being improved and therefore the site will have a better appearance when viewed from the surrounding streets. The removal of the existing brewery buildings is already opening up views of the southern elevation of the Brewery Wharf scheme and eventually this will provide an attractive back drop to the planting within the car park when approaching the city centre from the south. Pedestrian access points are also being improved, most notably to the car park entrance on Crown Point Rd and the new greenspace on Meadow Lane where the setting of the Grade II listed former Salem Chapel will be improved.

10.3.2 Greenspace: The site creates a significant area of greenspace and goes some way to meeting aspirations to provide a City Centre Park in accordance with the South Bank Planning Statement. The location of the greenspace gives the cultural hub a setting and creates a pedestrian friendly environment around this focal point which also sits on the reopened Hunslet Rd. This will bring an increased footfall through the site especially as the Leeds City College scheme is now being developed to the south. There would also be tree planting within the park area as well as a play space. Both the setting to and views of, the Grade II listed Salem Chapel are improved by the greenspace provision and as the area has no major road frontages, the space will not be blighted by traffic noise. The area can also be used as an events space. The inclusion within the scheme of pedestrian and cycling routes and open space areas also fulfill the objectives of the South Bank Planning Statement set out above.

10.4 Temporary and/or additional uses:

10.4.1 Cultural Hub: The use of this existing building is clearly welcome and will provide a focus for activity in the area. It will increase pedestrian footfall to the site and provide an active use outside normal opening hours. The art space use meets the objectives of the

South Bank Planning Framework and the eastern elevation can be used as a 'blank canvas' for the location for art installations. The use will clearly benefit from having the adjacent open space areas and car parking. To ensure the timely delivery of this use it is recommended that this is controlled by a S.106 agreement.

10.5 Responses to letter of representation:

Comment - AQ Networks Ltd owns some of the land within the application site.

Response: The agent for the planning application has researched this matter and has concluded that none of the land within the red line is in the ownership of AQ Networks Ltd but that some of the land is in the ownership of LCC. A notice has been served on LCC accordingly.

Comment - AQ Networks Ltd were not notified of the application. *Response:* The notification of planning applications is made by notices posted on site (6th Dec 2011) and in the press (15th Dec 2011), not directly to the surrounding properties.

Comment - The proposal would draw attention away from creating a long term sustainable scheme on the site. *Response:* The proposal removes buildings which are no longer required by the land owner and retains those which are considered to represent heritage assets. The site will then be available for development when it becomes viable. It should also be noted that the recently adopted South Bank Planning Statement contains a plan which identifies the area around the HQ building as part of the City Centre Park. The areas of open space being laid out as part of this scheme accord with that document. In addition the Statement advocates the use of temporary greening measures such as grass and trees in containers to mark walking and cycling routes and boundary planting.

11.0 CONCLUSION

This application relates to a site which is currently being cleared and there is therefore no previous use of the site for public car parking. The site is being visually improved with planting and incorporates a significant area of publicly accessible open space as well as the use of an existing building on site for a use which would be open to the public. There would also be significant improvements to the setting of the Grade II listed Salem Chapel through its location adjacent the greenspace area and improved boundary treatment. It is therefore considered to positively address the issues set out in the CCCC policy within the 3200 space cap and the application is therefore recommended for approval.

Background Papers:

Application File: 11/05031/FU

Application File: 11/04286/FU

Certificate of Ownership – Certificate A signed on behalf of Carlsberg UK. In addition, notice served on L.C.C. as owner of a section of land on Hunslet Road adjacent one of the site access points dated 19th January 2012.



Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 15th March 2012

Subject: APPLICATION 11/05281/FU – USE OF SITE AS TEMPORARY CAR PARK WITH ASSOCIATED WORKS AND LANDSCAPING (742 SPACES) AT CITY ONE SITE, LAND AT SWEET STREET, MEADOW ROAD AND JACK LANE, LEEDS, LS11.

APPLICANT	DATE VALID	TARGET DATE
Montpellier Estates Ltd	16/12/11	16/3/12

Electoral Wards Affected:

City & Hunslet

Ward Members consulted (referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: APPROVE subject to the specified conditions (and any others which might be considered appropriate).

1. The use hereby permitted shall be discontinued and the land restored to a condition the details of which shall have been submitted to and approved in writing by the Local Planning Authority on or before 15th March 2017.

To comply with the aims of the Council's transport strategy in accordance with adopted Leeds UDP Review (2006) policy CCCC1.

2. The development hereby permitted shall be carried out in accordance with the approved plans listed in the Plans Schedule.

For the avoidance of doubt and in the interests of proper planning.

3. Unless otherwise agreed in writing, full details of both hard and soft landscape works, including an implementation programme stating the works shall be completed within three months from the date of this permission, shall be submitted to and approved in writing by the Local Planning Authority within one month from the date of this permission. Landscape works shall include

- (a) boundary details and means of enclosure,
- (b) method of delineating parking spaces,
- (c) hard surfacing areas,
- (d) any CCTV, lighting structures, bollards, hoardings, public art,
- (e) planting plans
- (f) written specifications (including soil depths, cultivation and other operations associated with plant and grass establishment) and
- (g) schedules of plants noting species, planting sizes and proposed numbers/densities,
- (h) site hoardings including advertisements,
- (i) signage,
- (j) cycle parking/storage facilities.

All hard and soft landscaping works shall be carried out in accordance with the approved details, approved implementation programme and British Standard BS 4428:1989 Code of Practice for General Landscape Operations. The developer shall complete the approved landscaping works and confirm this in writing to the Local Planning Authority prior to the date agreed in the implementation programme.

To ensure the provision and establishment of acceptable landscape in accordance with adopted Leeds UDP Review (2006) policies GP5, N25 and LD1.

4. If within a period of five years from the date of the planting of any tree/hedge/shrub that tree/hedge/shrub, or any replacement, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the Local Planning Authority, seriously damaged or defective, another tree/hedge/shrub of the same species and size as that originally planted shall be planted in the same location as soon as reasonably possible and no later than the first available planting season, unless otherwise agreed in writing by the Local Planning Authority.

To ensure maintenance of a healthy landscape scheme, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

5. Development shall not commence until a scheme detailing surface water drainage works has been submitted to and approved in writing by the Local Planning Authority. The details should be in accordance with the council's Minimum Development Control Standards for Flood Risk. The works shall be implemented in accordance with the approved scheme before the development is brought into use, or as set out in the approved phasing details.

To ensure sustainable drainage and flood prevention in accordance with policies GP5, N39A of the adopted Leeds UDP Review (2006) and PPS25.

6. Surface water from areas used by vehicles shall be passed through an oil and petrol interceptor of adequate capacity prior to discharge to the public sewer. The interceptor shall be retained and maintained thereafter.

To ensure pollution prevention in accordance with adopted Leeds UDP Review (2006) policy GP5 and PPS25.

7. Within three months of the date of this permission, a landscape management plan, including long term design objectives, management responsibilities and maintenance schedules shall be submitted to and approved in writing by the Local Planning Authority. The landscape management plan shall be carried out as approved.

To ensure successful aftercare of landscaping, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

8. Unless otherwise agreed in writing by the Local Planning Authority, within two months of the date of this permission, full details of the improvements made to the site cabin shall be submitted to and agreed in writing by the Local Planning Authority. The agreed details shall be implemented within three months of the date of this permission and retained and maintained thereafter.

In the interests of visual amenity in accordance with adopted Leeds UDP Review policy GP5.

9. The public open space areas (footpath through the site and meadows) shall, unless otherwise agreed in writing by the Local Planning Authority, be kept accessible to the public during the hours of daylight.

In the interests of amenity and pedestrian connectivity in accordance with adopted Leeds UDP Review policy GP5.

10. Unless otherwise agreed in writing by the Local Planning Authority, within three months of the date of this permission the car club bays shall be provided, clearly marked, and be retained and maintained thereafter.

In the interests of providing the necessary infrastructure for an alternative means of transport in accordance with adopted Leeds UDP Review policy T2.

11. Unless otherwise agreed in writing by the Local Planning Authority, within two months of the date of this permission full details of the provision, management and operation of the coach lay over spaces shall be submitted to and agreed in writing by the Local Planning Authority. The agreed details shall be implemented within three months of the date of this permission and be maintained thereafter.

In the interests of providing safe and secure coach lay over parking in accordance with adopted Leeds UDP policy T2 and T24A.

Reasons for approval:

In granting permission for this development the City Council has taken into account all material planning considerations including those arising from the comments of any statutory and other consultees, public representations about the application and Government Guidance and Policy as detailed in the Planning Policy Guidance Notes and Statements, and (as specified below) the content and policies within Supplementary Planning Guidance (SPG), the Regional Spatial Strategy 2008 (RSS) and The Development Plan, policy CCCC1, the Leeds Unitary Development Plan Review 2006 (UDPR).

GP5, T2, T24A, N25, LD1, CCP2.

On balance, the City Council considers the development would not give rise to any unacceptable consequences for the environment, community or other public interests of acknowledged importance.

1.0 INTRODUCTION:

- 1.1 This application is one of the long stay commuter car applications to be considered under policy CCCC1. This report should be read in conjunction with the umbrella report to this Plans Panel for those applications being considered under CCCC1.

2.0 PROPOSAL:

- 2.1 The application proposal is for a 742 space long stay car park inclusive of 33 car sharing bays, 20 disabled bays and two car club bays. The existing hard standing will be cleaned, pot holes filled in and tarmac added to the vehicle entrances and adjacent to priority parking areas (car club, disabled parking). Most spaces are unmarked as customers will be directed towards their parking space; however, there are some markings to be added to an area with an existing concrete surface. In accordance with long held aspirations for the redevelopment of this site, a pedestrian route is provided across the site from Sweet Street to Bowling Green Terrace that will assist connectivity between the city centre and Holbeck. The new footpath to provide this link is 2-3 metres wide and will have a coloured macadam surface. Undulating urban meadows are proposed adjacent to the footpath and tree planting and other landscaping is proposed throughout the site. New lighting and signage (including city wide way finding signs) is proposed throughout. 1.8m high open-slat timber fencing is introduced to Sweet Street and Trent Street. The existing wire mesh fence will have planting introduced adjacent to 'green' the fence. New hoardings will be placed along Meadow Road that the applicant will permit Marketing Leeds to apply their branding to. A commitment to public art in two locations has been made and the existing site cabin will be clad in timber. The site has been made available for evening and weekend coach parking.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application site is known as 'City One' and is bound by Sweet Street, Meadow Road, Jack Lane and Bowling Green Terrace. It is a largely cleared site operating as an unauthorised long stay car park. There are two expired and one currently undetermined application for a major mixed use development on the site. There is an electricity substation in the centre of the site and the Halfords building adjacent. The site is located within the City Centre, the eastern half of the site allocated as a Prestige Development Area (PDA) and part of the site is within Flood Risk Zone 2.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 06/01082/UWF: Enforcement action commenced in 2006 regarding the unauthorised change of use of the site to a long stay commuter car park, the enforcement notice was appealed. The appeal was dismissed 27/10/10.
- 4.2 10/00923/OT: An application for a major mixed use development on this site is still under consideration.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 None.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 Advert in the Leeds weekly News 5/1/12 and site notice posted 23/11/11.

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory:

7.2 Highways Agency: The Highways Agency has reviewed the planning application and has concluded that the site will have a major impact on the Strategic Road Network (when considered in line with the highway impact scoring criteria.) In the context of the CCCC1 policy and associated 3200 space cap, the Highways Agency does not have any objection to the proposal.

7.3 Environment Agency: Sustainable Urban Drainage Systems (SUDS) should be used to manage the surface water drainage and, dependent on the type of SUDS used, an oil interceptor may need to be installed.

7.4 Non-statutory:

7.5 LCC Flood Risk Management: The site should be drained in accordance with the council's minimum development control standards for flood Risk. No objection subject to standard conditions.

7.6 West Yorkshire Ecology: No objection.

7.7 West Yorkshire Police Architectural Liaison Officer: The assessments carried out by officers with regard to safety and security is appropriate.

7.8 Coal Authority: No objection.

7.9 Health and Safety Executive: No objection.

7.10 Highways: The information submitted within the TA is in accordance with UDP policy CCCC1 for the size of the car park and the access accords with LCC Street Design Guide SPD regarding visibility splay standards in both directions for this type of road. There would be a significant impact on the Meadow Road gyratory.

8.0 PLANNING POLICIES:

8.1 The policy background and process for assessing each submitted application is discussed in the umbrella report on this agenda.

9.0 MAIN ISSUES:

- The application is primarily considered against the criteria identified in policy CCCC1:
 - Highways implications.
 - Safety and security.
 - Appearance/Biodiversity.
 - Temporary and/or additional uses.

10.0 APPRAISAL:

10.1 Highways implications

10.2 The Transport Assessment is in accordance with the stated policy requirements. The Highways Agency estimates there will be a major impact on the motorway and LCC highways officers believe there will be a significant traffic impact on the local highway network in accordance with the highways impact scoring criteria.

10.3 Safety and Security

10.4 The site is permanently manned whilst operational therefore a security presence is provided. Lighting is proposed throughout the site and there is to be enhanced pedestrian permeability that will provide natural surveillance and a regular public presence on the site. There is limited natural surveillance from adjacent uses.

10.5 Appearance/Biodiversity

10.6 There would a significant improvement to the appearance and biodiversity of the site. A sought after pedestrian route is introduced and substantial planting proposed throughout the site. The tree planting will include the use of growing stock that can be reused when the site is re-developed. Large undulating meadows that will be publicly accessible are proposed and there is a public art commitment and feature wall proposed. The main piece of public art will be located on the Meadow road/Jack Lane corner of the site and will provide a gateway feature for the site and City Centre, details within the design and access statement indicate a significant feature will be introduced in this area and full details will be conditioned and Ward Members will be consulted on the details provided. A feature wall will also be made of the remaining wall to the former Victoria Works building, this will be lit and can receive artwork to its façade, and again, details will be conditioned. The scheme also delivers the landscaping and spatial characteristics for the first section of the boulevard sought along Sweet Street. The proposed works to the site make a significant improvement to the appearance of this site and the wider setting that acts as a gateway to the south of the city centre. The proposed works are strongly supported and will also allow for the phased introduction of the major mixed use scheme under consideration.

10.7 Temporary and/or additional uses

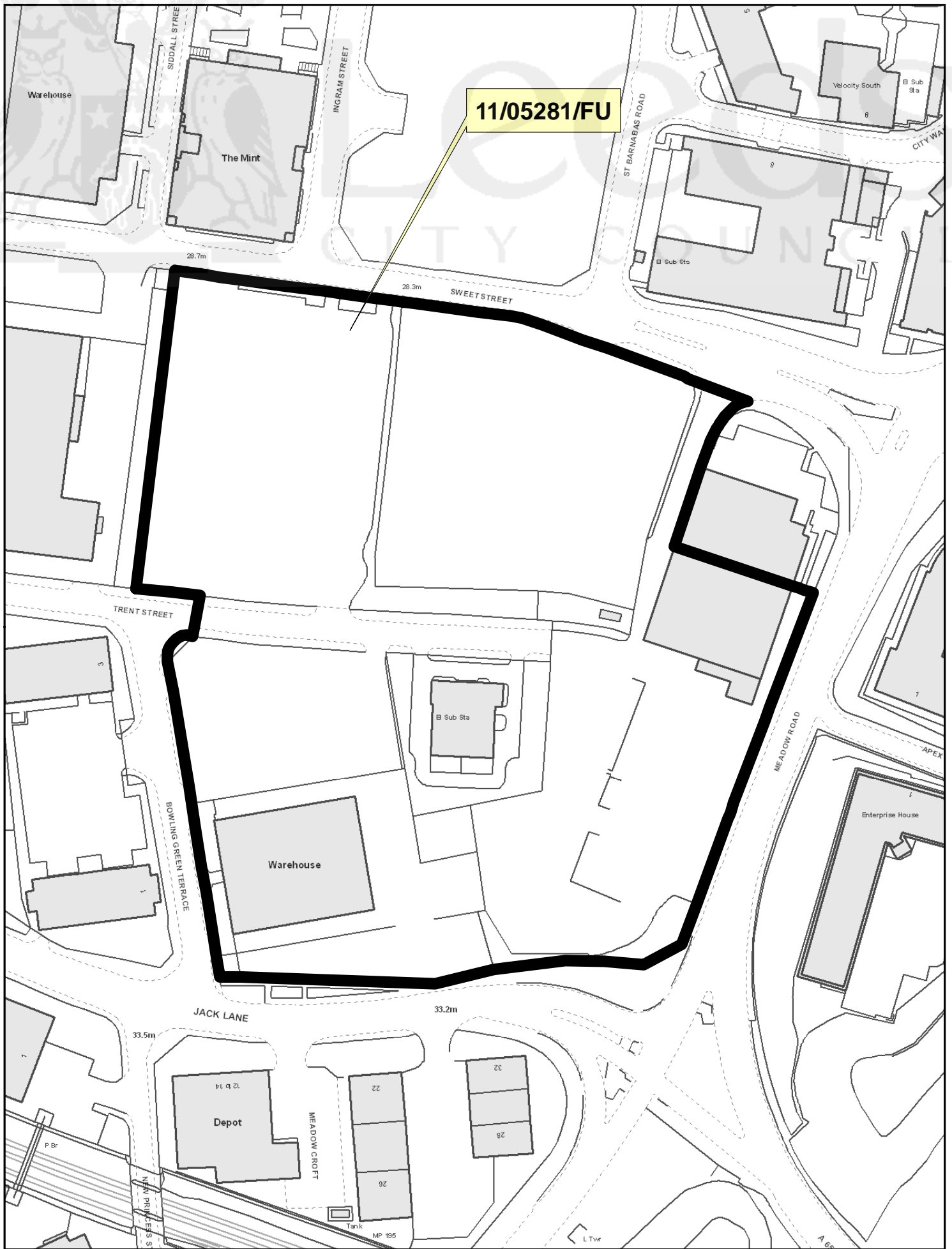
10.8 Meadows, public routes and spaces plus an evening/weekend coach parking area are all proposed to ensure the site is used at all times. Public art will provide further interest in the site.

11.0 **CONCLUSION:**

11.1 Based on an assessment against the criteria within UDPR policy CCCC1 this application was considered to be an exemplary proposal for introducing a temporary car park in this prominent location. Whereas the size of the car park results in a significant number of vehicles on the highway network, this is still within the agreed 3,200 limit under policy CCCC1 which will be considered to adequately safeguard against an unduly adverse impact on the strategic highway network. The scale of the site allows for significant visual, biodiversity and pedestrian connectivity enhancements. It is therefore considered on balance that it better the other site proposals (recommended for refusal) when evaluated in terms of the quality and provision of the benefits recommended by the CCCC1 policy and is recommended for approval.

12.1 **BACKGROUND PAPERS:**

12.2 Application file 11/05281/FU.
Certificate of Ownership – Certificate A signed by the agent and notice served on YEDL.



11/05281/FU

CITY CENTRE PLANS PANEL



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Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 15 March 2012

Subject: APPLICATION 10/04375/FU – RETENTION OF SURFACE CAR PARK FOR PERIOD OF 5 YEARS (423 SPACES) AT WHITEHALL RIVERSIDE (TCS), WHITEHALL ROAD, LEEDS LS12

APPLICANT	DATE VALID	TARGET DATE
Town Centre Securities PLC	24 September 2010	24 December 2010

<p>Electoral Wards Affected:</p> <p>City and Hunslet</p> <p><input type="checkbox"/> No Ward Members consulted (referred to in report)</p>	<p>Specific Implications For:</p> <p>Equality and Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input type="checkbox"/></p>
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RECOMMENDATION:
APPROVE subject to the following conditions (and any others which may be considered appropriate):

CONDITIONS:

- The use hereby permitted shall be discontinued and the land restored to a condition the details of which shall have been submitted to and approved in writing by the Local Planning Authority on or before 15th March 2017

To comply with the aims of the Council's transport strategy in accordance with adopted Leeds UDP Review (2006) and the City Centre Commuter Car Parking Policy 2011.

- The development hereby permitted shall be carried out in accordance with the approved plans listed in the Plans Schedule.

For the avoidance of doubt and in the interests of proper planning.

3. Unless otherwise agreed in writing by the Local Planning Authority, the hard and soft landscape works shown on Carey Jones Architects drawing ref (SK) 11-05-16/01 Revision A, shall be completed within three months from the date of this permission. Landscape works shall include:

- (a) boundary details and means of enclosure,
- (b) method of delineating parking spaces,
- (c) hard surfacing areas,
- (d) any CCTV, lighting structures, bollards
- (e) planting plans
- (f) written specifications (including soil depths, cultivation and other operations associated with plant and grass establishment) and
- (g) schedules of plants noting species, planting sizes and proposed numbers/densities

All hard and soft landscaping works shall be carried out in accordance with the approved details, and British Standard BS 4428:1989 Code of Practice for General Landscape Operations. The developer shall complete the approved landscaping works, confirm this in writing to the Local Planning Authority prior to the date as agreed, and retain for the duration of this temporary permission.

To ensure the provision and establishment of acceptable landscape in accordance with adopted Leeds UDP Review (2006) policies GP5, N25 and LD1.

4. a) No retained tree/hedge/shrub shall be cut down, uprooted or destroyed nor any tree be pruned, topped or lopped or suffer root severance other than in accordance with the approved plans and particulars, without the prior written approval of the Local Planning Authority. Any approved pruning, topping or lopping shall be carried out in accordance with current British Standards and any tree survey approved by the Local Planning Authority.
- b) If any retained tree/hedge/shrub is removed, uprooted or destroyed or dies the Local Planning Authority shall be notified forthwith in writing. Another tree/hedge/shrub of an agreed size and species shall be planted at the same place and at such time, as may be specified in writing by the Local Planning Authority.

Retained tree/hedge/shrub refers to vegetation which is to be retained, as shown on the approved plans and particulars, and the condition shall have effect until the expiration of five years from the date of occupation.

To ensure the continuity of amenity afforded by existing vegetation in accordance with adopted Leeds UDP Review (2006) policies GP5, N23 and LD1.

5. If within a period of five years from the date of the planting of any tree/hedge/shrub that tree/hedge/shrub, or any replacement, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the Local Planning Authority, seriously damaged or defective, another tree/hedge/shrub of the same species and size as that originally planted shall be planted in the same location as soon as reasonably possible and no later than the first available planting season, unless otherwise agreed in writing by the Local Planning Authority.

To ensure maintenance of a healthy landscape scheme, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

6. Development shall not commence until a scheme detailing surface water drainage works has been submitted to and approved in writing by the Local Planning Authority. The details should be in accordance with the council's Minimum Development Control Standards for Flood Risk. The works shall be implemented in accordance with the approved scheme before the development is brought into use, or as set out in the approved phasing details.

To ensure sustainable drainage and flood prevention in accordance with policies GP5, N39A of the adopted Leeds UDP Review (2006) and PPS25.

7. Before the development comes into use the developer shall submit to the council for approval details of a "Flood Risk Management Plan" for the site. The Plan should include details of arrangements for the evacuation of the site and the containment of on-site vehicles in the event of any severe flooding.

In accordance with UDP Review 2006 Policy GP5 and national planning guidance Planning Policy Statement 25.

8. Surface water from areas used by vehicles shall be passed through an oil and petrol interceptor of adequate capacity prior to discharge to the public sewer. The interceptor shall be retained and maintained thereafter.

To ensure pollution prevention in accordance with adopted Leeds UDP Review (2006) policy GP5 and PPS25.

9. A landscape management plan, including long term design objectives, management responsibilities and maintenance schedules shall be submitted to and approved in writing by the Local Planning Authority within 3 months of the date of this permission. The landscape management plan shall be carried out as approved thereafter.

To ensure successful aftercare of landscaping, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

Reasons for approval:

The application is considered to comply with national guidance PPS1 and PPG13, the Yorkshire and Humber Regional Spatial Strategy, and policies GP5 T2 LD1 N25 N51 N38B of the Leeds Unitary Development Plan Review 2006 (UDP), as well as guidance contained within City Centre Commuter Car Parking Policy (CCCCPP) as an exception to policies T24A and CCP2 of the UDP, and having regard to all other material considerations, is considered acceptable.

INTRODUCTION:

- 1.1 This application is brought to Plans Panel because it is a major application to be considered under the City Centre Commuter Car Parking Policy (CCCCPP). This report should be read in conjunction with the umbrella report to this Plans Panel for those applications being considered under CCCCCPP.

2.0 PROPOSAL:

- 2.1 The proposal is for a 5 year temporary planning permission to retain 423 long stay commuter car parking spaces at this site. The application submission is supported by plans, a transport statement, a planning statement and a flood risk assessment.

- 2.2 It is proposed to retain the site's mixture of tarmac and compacted rubble surfacing, post and rail fencing, and landscaped border on all sides, and accessed from the Whitehall Riverside site development access. The car park is fully lit, attended, and covered by CCTV.
- 2.3 The proposed landscaped border to the Whitehall Road frontage and its return to the access road would be some 1.8m wide, to match that on the eastern side of the car park which is existing. This would be planted within 3 months of the date of permission, unless otherwise agreed in writing with the Local Planning Authority. This consists of a mix of *Pyracantha*, *Euonymus Fortunei*, and *Pyrus Calleryana*. There is also a 4-5m wide grassed border around the southern, eastern edges of the car park, with a grassed mound to the western edge.

3.0 SITE AND SURROUNDINGS:

- 3.1.1 The site has been in use as a temporary long stay car park since circa 1988. The most recent temporary permission lapsed in 2004 and it has been in use as an unauthorised long stay car park since then. Following the outline planning permission to erect 4 office blocks, 2 residential blocks, 2 café bars, retail units and multi-storey car park granted in 2001, there has been a gradual reduction in the levels of long stay car parking on the site as permanent development has progressed at the eastern and western ends of the site with the construction of No.1 Whitehall Riverside (offices) and No. 2 Riverside Way (residential/offices).
- 3.1.2 The application site was covered by an outline planning application for most of the south side of Whitehall Road between the end of Northern Street and Monk Bridge, for a mixed office/residential development. Two buildings have been built from this outline scheme and a subsequent amending application - the No.1 Whitehall Riverside office block, and the No.2 Riverside Way residential block. The site is in close proximity to a number of large redevelopment sites including the proposed Wellington Place outline scheme to the north of Whitehall Road, and the West Central and Whitehall Quay developments along Whitehall Road to the east. Plans Panel approved a office and hotel proposal for the site directly adjacent to the east of this car park in December 2011 (ref. 11/04023/FU). However, no extant redevelopment planning permission is in place for this application site.
- 3.1.3 The site lies within the UDP designated City Centre Prime Office Quarter and flood risk zone 3.
- 3.1.4 The site's surface consists of a mixture of tarmac and compacted rubble. The site is bounded by post and rail fencing, with a landscaped border on all sides.
- 3.1.5 Pedestrian links to the riverside, a bound gravel riverside walkway running along the southern edge of the site, and a footbridge over the River Aire, were delivered as part of the No.1 Whitehall Riverside and No.2 Riverside Way schemes.

4.0 RELEVANT PLANNING HISTORY:

20/299/00/OT Outline application to erect 4 office blocks, 2 residential blocks, 2 café bars, retail units and multi-storey car park – approved 10 October 2001, now expired. There is no extant redevelopment permission for the current application site.

07/01390/FU Retention of temporary car park for period of 3 years - withdrawn

06/01849/FU Retention of site as car park – withdrawn

20/296/03/RE Extension of temporary permission for use of cleared site as car park - approved

20/303/02/RE Extension of temporary permission for use of cleared site as car park – approved

20/261/01/RE Extension of temporary permission for use of cleared site as car park – approved.

20/473/99/RE Temporary use of cleared site as car park - approved

20/25/97/FU Temporary use of cleared site as car park - approved

20/379/94/RE Extension of temporary permission for car park and vehicular access - approved

20/122/93/RE Extension of temporary permission for car park to cleared site - approved

20/123/93/FU Use of cleared site as car park - refused

20/326/92/FU Laying out of car park - refused

H20/485/91/ Laying out of enlarged temporary car park with landscaping to cleared site – approved

H20/544/90/ Use of cleared site as car park - refused

H20/507/89/1 Extension of temporary permission to lay out enlarged car park with landscaping to cleared site - withdrawn

H20/507/89/ Laying out of enlarged temporary car park with landscaping to cleared site - approved

H20/53/89/ Laying out of enlarged temporary car park to cleared site - withdrawn

H20/303/88/1 Amendment to previous application, involving removal of condition no.7 for the use of land for temporary car parking - refusal

H20/303/88/ Use of land for temporary car parking - approved

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 Numerous discussions since 2010 with the applicant regarding the acceptability of the proposal in the context of adopted UDP policy and the nearby appeal decisions. The application was held in abeyance in December 2010 to allow the formulation of the CCCCP, and the applicant made written submissions in September 2011 to support their application in the light of this.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 Application publicity consisted of:

- 6.1.1 Site Notice posted 8 October 2010 expired 29 October 2010
- 6.1.2 Press Notice posted 14 October 2010 expired 4 November 2010
- 6.1.3 Site Notice posted 16 September 2011 expired 7 October 2011
- 6.1.4 Press Notice 22 September 2011 expired 13 October 2011

6.2 No comments were received.

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory Consultations

7.1.1 Highways Agency

The Highways Agency has reviewed the planning application and has concluded that the site will have a minimal impact on the Strategic Road Network (when considered in line with the highway impact scoring criteria.) In the context of the CCCCP policy and associated 3200 space cap, the Highways Agency does not have any objection to the proposal.

7.1.2 LCC Transport Development Services

The Transport Assessment is not strictly in accordance with CCCCP. It does not demonstrate a full TRANSYT model for the wider local network. The site access accords with the Street Design Guide SPD visibility splay standards in both directions for the type of road. It is considered that there would be moderate traffic impact on Whitehall Road/Northern Street/Wellington Street and Whitehall Road/Globe Road junctions. However, it is considered that the proposal would not adversely affect road safety.

7.1.3 Environment Agency

No objection subject to recommended conditions

7.2 Non-Statutory Consultations

7.2.1 LCC Flood Risk Management

No objection subject to recommended conditions

7.2.2 West Yorkshire Police Architectural Liaison Officer

The assessments carried out by officers with regard to safety and security are appropriate.

8.0 PLANNING POLICIES:

8.1 The policy background and process for assessing each submitted application is discussed in the umbrella report on this agenda.

9.0 MAIN ISSUES

1. Highways implications
2. Safety and Security
3. Appearance/Biodiversity
4. Other beneficial temporary uses

10.0 APPRAISAL

10.1 Highways implications

The Transport Assessment is not strictly in accordance with the stated policy requirements under CCCCP. It does not demonstrate a full TRANSYT model for the wider local network. However, the Highways Agency estimates the impact on the motorway to be minimal and LCC highways officers believe there will be a moderate traffic impact on the local highway network, particularly at the Whitehall Road/Northern Street/Wellington Street and Whitehall Road/Globe Road junctions. It is therefore considered that the application proposal would not give rise to road safety concerns, and the site has been evaluated as comparatively average when compared to other alternative sites on this basis.

10.2 **Safety and Security**

The site benefits from natural surveillance from pedestrian routes all around the site, and from neighbouring residential and office buildings, and open aspects to the riverside walkway and Whitehall Road. The site is well lit, attended and has CCTV coverage. The site has been evaluated as comparatively above when compared to other alternative sites on this basis.

10.3 **Appearance/Biodiversity**

The proposed landscaped border to the Whitehall Road frontage would be some 1.8m wide, and would be planted to match that on the eastern side of the car park which is existing. This consists of a mix of Pyracantha, Euonymus Fortunei, and Pyrus Calleryana. There is also a grassed border around the southern, eastern and western edges of the car park. It is considered that the proposal makes a positive contribution through the provision of a riverside walkway, and with reasonable planting and biodiversity enhancements around its edges, particularly to the eastern boundary. Although there is potential for more generous planting along the Whitehall Road frontage and for landscaping features to be proposed within the car parking area, it is considered that the proposal is satisfactory. The site has been evaluated as comparatively average when compared to other alternative sites on this basis.

10.4 **Other beneficial temporary uses**

No other temporary uses are proposed.

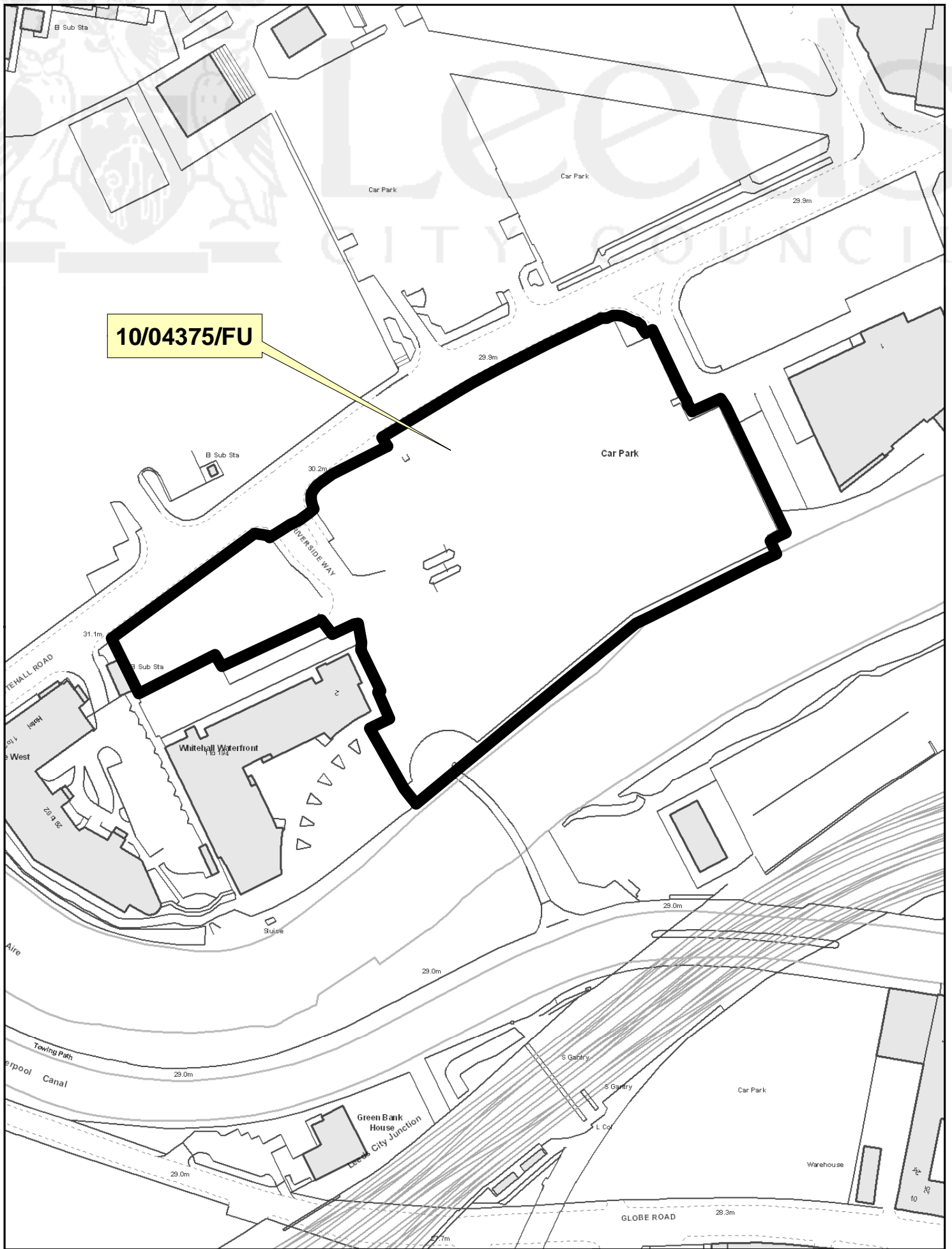
11.0 **CONCLUSION**

11.1 In the case of this application proposal, it is considered that it meets the provisions of the Leeds City Centre Commuter Control Parking Policy in terms of its assessment against other alternative sites as comparatively average in respect of traffic impact and visual appearance criteria, and above average in terms of community safety criteria. The application is therefore recommended for approval.

Background Papers:

Application file 10/04375/FU

Certificate of Ownership – Certificate A signed on behalf of owner Town Centre Securities PLC



10/04375/FU

CITY CENTRE PLANS PANEL



Report of the Chief Planning Officer

PLANS PANEL CENTRAL

Date: 15TH MARCH 2012

Subject: APPLICATION 11/05310/FU – USE OF SITE AS CAR PARK (75 SPACES) AT SKINNER LANE, LEEDS

APPLICANT
B M Car Parks Ltd

DATE VALID
19/12/2011

TARGET DATE
13/02/2012

Electoral Wards Affected:

City and Hunslet

No

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

APPROVE subject to the specified conditions:

CONDITIONS:

1. The use hereby permitted shall be discontinued and the land restored to a condition the details of which shall have been submitted to and approved in writing by the Local Planning Authority on or before 15th March 2017

To comply with the aims of the Council's Transport Strategy in accordance with adopted UDPR policy CCCC1

2. The development hereby permitted shall be carried out in accordance with the approved plans listed in the Plans Schedule.

For the avoidance of doubt and in the interests of proper planning.

3. Development shall not commence until a scheme detailing surface water drainage works has been submitted to and approved in writing by the Local Planning Authority. The works

shall be implemented in accordance with the approved scheme before the development is brought into use, or as set out in the approved phasing details.

To ensure sustainable drainage and flood prevention in accordance with policies GP5, N39A of the adopted Leeds UDP Review (2006) and PPS25.

4. Development shall not commence until full details of both hard and soft landscape works, including an implementation programme stating the works shall be completed within three months from the date of this consent (unless otherwise agreed in writing), have been submitted to and approved in writing by the Local Planning Authority. Landscape works shall include:

- (a) boundary details and means of enclosure,
- (b) method of delineating parking spaces,
- (c) hard surfacing areas,
- (d) CCTV, lighting structures, bollards, hoardings, public art
- (e) planting plans
- (f) written specifications (including soil depths, cultivation and other operations associated with plant and grass establishment) and
- (g) schedules of plants noting species, planting sizes and proposed numbers/densities.

All hard and soft landscaping works shall be carried out in accordance with the approved details, approved implementation programme and British Standard BS 4428:1989 Code of Practice for General Landscape Operations. The developer shall complete the approved landscaping works and confirm this in writing to the Local Planning Authority prior to the date agreed in the implementation programme.

To ensure the provision and establishment of acceptable landscape in accordance with adopted Leeds UDP Review (2006) policies GP5, N25 and LD1.

5. If within a period of five years from the date of the planting of any tree/hedge/shrub that tree/hedge/shrub, or any replacement, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the Local Planning Authority, seriously damaged or defective, another tree/hedge/shrub of the same species and size as that originally planted shall be planted in the same location as soon as reasonably possible and no later than the first available planting season, unless otherwise agreed in writing by the Local Planning Authority.

To ensure maintenance of a healthy landscape scheme, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

6. A landscape management plan, including long term design objectives, management responsibilities and maintenance schedules shall be submitted to and approved in writing by the Local Planning Authority prior to the first use of the site as a car park. The landscape management plan shall be carried out as approved.

To ensure successful aftercare of landscaping, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

Reasons for approval:

In granting permission for this development the City Council has taken into account all material planning considerations including those arising from the comments of any statutory and other consultees, public representations about the application and Government Guidance and Policy as detailed in the Planning Policy Guidance

Notes and Statements, and (as specified below) the content and policies within Supplementary Planning Guidance (SPG), the Regional Spatial Strategy 2008 (RSS) and The Development Plan, policy CCCC1, the Leeds Unitary Development Plan Review 2006 (UDPR).

GP5, T2, T24A, N19, N25, N39A, LD1, CCP2.

On balance, the City Council considers the development would not give rise to any unacceptable consequences for the environment, community or other public interests of acknowledged importance.

1.0 INTRODUCTION:

- 1.1 This application is one of the long stay commuter car parking applications to be considered under policy CCCC1. This report should be read in conjunction with the umbrella report to this Plans Panel for those applications being considered under CCCC1. This site is the only one located in the northern part of the city centre and is the second smallest in terms of proposed vehicle numbers.

2.0 PROPOSAL:

- 2.1 The proposal is for a 75 space long stay car park. The physical works proposed are for the erection of a 'living wall' containing planting to the back edge of footpath and the regular placement of trees along the frontage. This will be supplemented by planting back in to the site and in the corner furthest away from the highway. The entrance area will be surfaced with tarmac and the remainder of the site will have the existing crushed rubble retained. Lighting will be by a pole mounted system.

3.0 SITE AND SURROUNDINGS:

- 3.1 This is a vacant and cleared piece of land on the southern side of Skinner Lane between North St and Regent St. The site is flanked along its western, southern and eastern sides by new development resulting in this piece of land being seen as a gap in the existing street frontage. The building to the west has deck access and windows overlooking this site which offers some natural surveillance. The public footway runs along the northern side of the site.

4.0 RELEVANT PLANNING HISTORY

- 4.1 There is no relevant planning history for this site.

5.0 HISTORY OF NEGOTIATIONS

- 5.1 There have been no negotiations in respect of this site

6.0 PUBLIC/LOCAL RESPONSE

- 6.1 No representations have been received in respect of this application. Site notice posted on 23rd December 2011. Expired 13th January 2012

7.0 CONSULTATION RESPONSES:

- 7.1 **Statutory:**

Highways Agency - The Highways Agency has reviewed the planning application and has concluded that the site will have a minimal impact on the Strategic Road Network (when considered in line with the highway impact scoring criteria). In the context of the CCCCP1 policy and associated 3200 space cap, the Highways Agency does not have any objection to the proposal.

Highways Services – The information submitted was in accordance with the requirements of the policy and the access arrangements are also acceptable. The number of traffic movements generated would have an insignificant impact on the local highway network.

7.2 Non-statutory:

Flood Risk Management - The site is not within Flood Zone Risk Areas 2 or 3. However some ponding has previously occurred in the lower lying south eastern section of the site and therefore an appropriately worded condition should be used for this area.

West Yorkshire Ecology - No objection.

West Yorkshire Police Architectural Liaison Officer - Confirms support for the overall assessment method of the safety issue and encourages the operators to adopt the park mark scheme.

8.0 PLANNING POLICIES:

8.1 The policy background and methodology for balancing the relative merits of each submitted application is discussed in the umbrella report which is part of this agenda .

9.0 MAIN ISSUES

1. Highways implications
2. Safety and security
3. Appearance/biodiversity
4. Temporary and/or additional uses

10.0 APPRAISAL:

10.1 Highways implications:

This is for a small number of spaces and is located a considerable distance from the strategic highways network. The Highways Agency estimate the impact on the motorway to be minimal with an insignificant impact on the local highway network. The access point to the site is of an acceptable standard.

10.2 Safety and Security:

The site benefits from some natural surveillance being bounded on two sides by residential properties. The site is manned and is to be lit and so the levels of security and considered to be acceptable.

10.3 Appearance/Biodiversity:

The size of this site means that there is limited opportunity but the boundary would be improved and there would be some limited planting within the site. This would improve the visual appearance from the highway and assist in screening the vehicles from view. As this is the only gap in this part of the street frontage the proposal would have a positive impact on the street scene.

10.4 Temporary Uses:

There are no other temporary uses included as part of this application

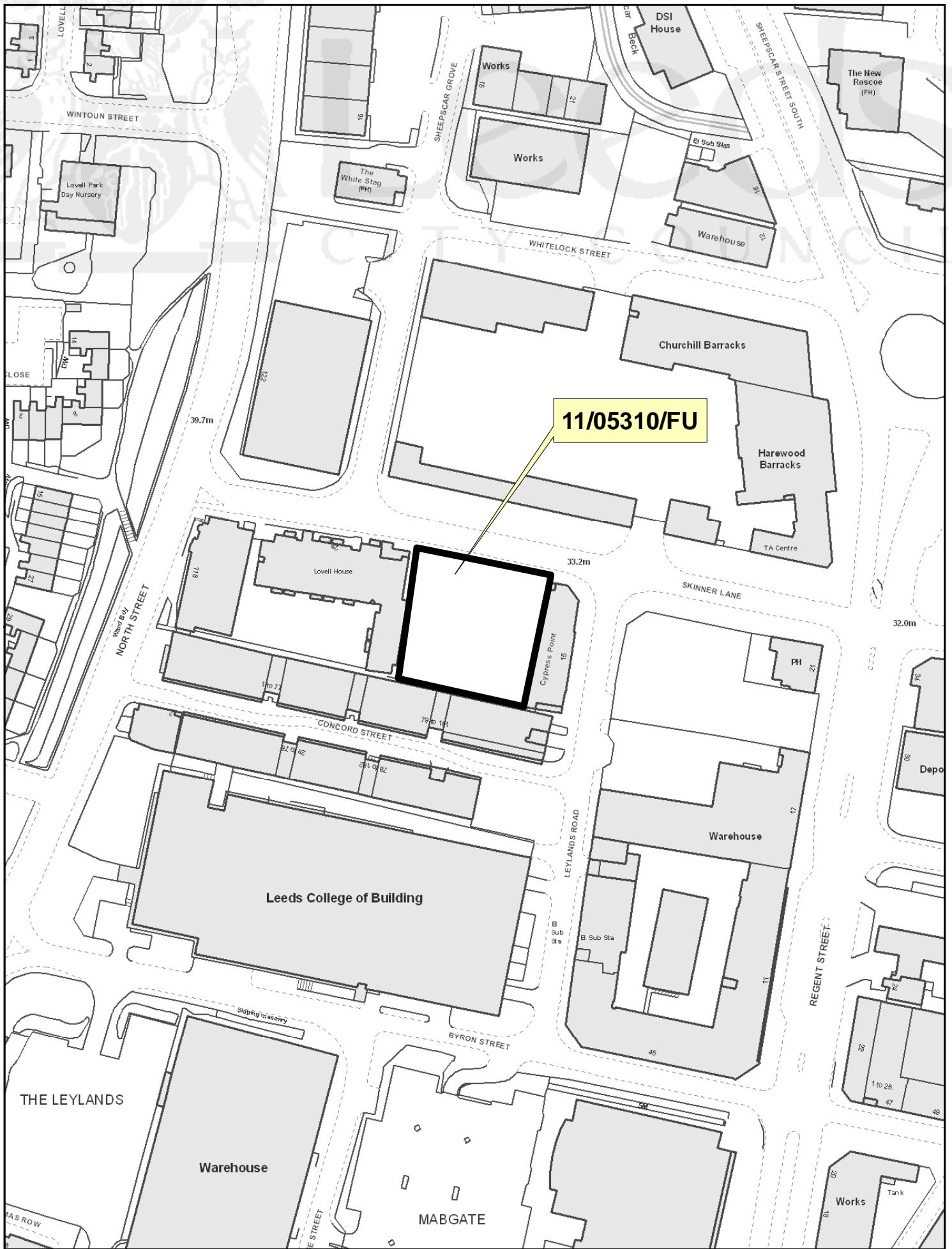
11.0 CONCLUSION

This application relates to a site which is cleared and vacant and there is no previous use of the site for car parking. The site is being visually improved with planting to the street frontage together with lighting. There would be adequate provision for safety and security. On balance it is therefore considered to adequately address the issues set out in the CCCC policy within the 3200 space cap and the application is therefore recommended for approval.

Background Papers:

Application File 11/05310/FU

Certificate of Ownership – Certificate A signed on behalf of B.M. Car Parks Ltd.



CITY CENTRE PLANS PANEL





Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 15th March 2012

Subject: APPLICATION 11/05218/FU – USE OF CLEARED SITE FOR LONG STAY CAR PARK (170 SPACES), LAND NORTH OF GLOBE ROAD (GLOBE ROAD A), HOLBECK, LEEDS

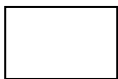
APPLICANT
West Register

DATE VALID
12/12/11

TARGET DATE
6/2/12

Electoral Wards Affected:

City & Hunslet



Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: APPROVE subject to the specified conditions (and any others which might be considered appropriate).

1. The use hereby permitted shall be discontinued and the land restored to a condition the details of which shall have been submitted to and approved in writing by the Local Planning Authority on or before 15th March 2017.

To comply with the aims of the Council's transport strategy in accordance with adopted Leeds UDP Review (2006) policy CCCC1.

2. The development hereby permitted shall be carried out in accordance with the approved plans listed in the Plans Schedule.

For the avoidance of doubt and in the interests of proper planning.

3. Unless otherwise agreed in writing, full details of both hard and soft landscape works, including an implementation programme stating the works shall be completed within three months from the date of this permission, shall be submitted to and

approved in writing by the Local Planning Authority within one month from the date of this permission. Landscape works shall include

- (a) boundary details and means of enclosure,
- (b) method of delineating parking spaces,
- (c) hard surfacing areas,
- (d) any CCTV, lighting structures, bollards, hoardings, public art,
- (e) planting plans
- (f) written specifications (including soil depths, cultivation and other operations associated with plant and grass establishment) and
- (g) schedules of plants noting species, planting sizes and proposed numbers/densities,
- (h) improvements to the appearance of the security booth.

All hard and soft landscaping works shall be carried out in accordance with the approved details, approved implementation programme and British Standard BS 4428:1989 Code of Practice for General Landscape Operations. The developer shall complete the approved landscaping works and confirm this in writing to the Local Planning Authority prior to the date agreed in the implementation programme.

To ensure the provision and establishment of acceptable landscape in accordance with adopted Leeds UDP Review (2006) policies GP5, N25 and LD1.

4. If within a period of five years from the date of the planting of any tree/hedge/shrub that tree/hedge/shrub, or any replacement, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the Local Planning Authority, seriously damaged or defective, another tree/hedge/shrub of the same species and size as that originally planted shall be planted in the same location as soon as reasonably possible and no later than the first available planting season, unless otherwise agreed in writing by the Local Planning Authority.

To ensure maintenance of a healthy landscape scheme, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

5. Development shall not commence until a scheme detailing surface water drainage works has been submitted to and approved in writing by the Local Planning Authority. The details should be in accordance with the council's Minimum Development Control Standards for Flood Risk. The works shall be implemented in accordance with the approved scheme before the development is brought into use, or as set out in the approved phasing details.

To ensure sustainable drainage and flood prevention in accordance with policies GP5, N39A of the adopted Leeds UDP Review (2006) and PPS25.

6. Before the development comes into use the developer shall submit to the council for approval details of a "Flood Risk Management Plan" for the site. The Plan should include details of arrangements for the evacuation of the site in the event of any severe flooding.

To ensure the site can be appropriately evacuated in the event of severe flooding in accordance with policies GP5 of the adopted Leeds UDP Review (2006) and PPS25.

7. Surface water from areas used by vehicles shall be passed through an oil and petrol interceptor of adequate capacity prior to discharge to the public sewer. The interceptor shall be retained and maintained thereafter.

To ensure pollution prevention in accordance with adopted Leeds UDP Review (2006) policy GP5 and PPS25.

8. Within three months of the date of this permission, a landscape management plan, including long term design objectives, management responsibilities and maintenance schedules shall be submitted to and approved in writing by the Local Planning Authority. The landscape management plan shall be carried out as approved.

To ensure successful aftercare of landscaping, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

9. Within one month of this permission, full details of the security operations at the site shall be submitted to and approved in writing by the Local Planning Authority. The agreed details shall be implemented immediately and carried out thereafter.

To ensure appropriate security measures are in place in accordance with adopted Leeds UDP Review policy GP5.

Reasons for approval:

In granting permission for this development the City Council has taken into account all material planning considerations including those arising from the comments of any statutory and other consultees, public representations about the application and Government Guidance and Policy as detailed in the Planning Policy Guidance Notes and Statements, and (as specified below) the content and policies within Supplementary Planning Guidance (SPG), the Regional Spatial Strategy 2008 (RSS) and The Development Plan, policy CCCC1, the Leeds Unitary Development Plan Review 2006 (UDPR).

GP5, T2, T24A, N19, N25, LD1, CCP2.

On balance, the City Council considers the development would not give rise to any unacceptable consequences for the environment, community or other public interests of acknowledged importance.

1.0 INTRODUCTION:

1.1 This application is one of the long stay commuter car applications to be considered under policy CCCC1. This report should be read in conjunction with the umbrella report to this Plans Panel for those applications being considered under CCCC1. This application is one of five applications submitted by the same applicant on adjacent sites on Globe Road in Holbeck Urban Village (HUV).

2.0 PROPOSAL:

2.1 The application proposal is for a 170 space long stay car park. It is proposed to introduce a continuous landscape buffer of trees and shrubs to the Globe Road and canal frontages. A small area of planting approximately 15m² is introduced in the centre of the car park. The existing chain link fence on Globe Road is proposed to be removed and replaced with a post and rail timber fence. An existing security booth is to be retained.

3.0 SITE AND SURROUNDINGS:

3.1 The site is located between Globe Road and the canal. The site is located within the defined City Centre boundary and Holbeck Urban Village and is partially within the Holbeck Conservation Area. The site is within Flood Risk Zone 3. The surrounding area contains a mix of commercial developments, cleared sites and some limited leisure and residential uses.

3.2 The site is cleared and is operated as an unauthorised long stay commuter car park for 202 cars. The site is enclosed by a chain link fence to Globe Road, the railway viaduct to the west and a brick wall to the north (canal) and east.

4.0 RELEVANT PLANNING HISTORY:

4.1 08/00065/NCP3: Enforcement action commenced in 2008 regarding the unauthorised change of use of the site to a long stay commuter car park, this notice was appealed. The appeal was allowed but only with conditions restricting the car park to short stay only.

4.2 09/05209/EXT: Extension of time for outline application to erect mixed use development with hotel residential A2/A3/A4/A5/B1/D1 uses and car parking, approved 29/11/10.

5.0 HISTORY OF NEGOTIATIONS:

5.1 None.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 Site notice posted 23/12/11.

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory:

7.2 Highways Agency: The Highways Agency has reviewed the planning application and has concluded that the site will have a minimal impact on the Strategic Road Network (when considered in line with the highway impact scoring criteria.) In the context of the CCCCP1 policy and associated 3200 space cap, the Highways Agency does not have any objection to the proposal.

7.3 Environment Agency: The site is liable to flooding during a flood event on the River Aire greater than a 1 in 100 year event due to flood water flowing along the canal. The applicant should sign up to appropriate flood warning systems. Sustainable Urban Drainage Systems (SUDS) should be used to manage the surface water drainage and, dependent on the type of SUDS used, an oil interceptor may need to be installed.

7.4 Non-statutory:

7.5 LCC Flood Risk Management: The site should be drained in accordance with the council's minimum development control standards for flood Risk. No objection subject to standard conditions.

7.6 West Yorkshire Ecology: The site is adjacent to the Leeds Liverpool Canal SEGI and native planting species should be introduced to help enhance the biodiversity of the area and screen the car park from the canal.

- 7.7 West Yorkshire Police Architectural Liaison Officer: The assessments carried out by officers with regard to safety and security is appropriate.
- 7.8 British Waterways: Full details of the drainage should be provided via a condition.
- 7.9 Highways: Information submitted within TA is in accordance with UDP policy CCCC1 for the size of the car park, the access accords with the LCC Street Design Guide SPD and visibility splay standards in both directions for type of road are acceptable. There would be a small impact on the local network.

8.0 PLANNING POLICIES:

- 8.1 The policy background and process for assessing each submitted application is discussed in the umbrella report on this agenda.

9.0 MAIN ISSUES:

- The application is primarily considered against the criteria identified in policy CCCC1:
 - Highways implications.
 - Safety and security.
 - Appearance/Biodiversity.
 - Temporary and/or additional uses.

10.0 APPRAISAL:

10.1 Highways implications

- 10.2 The Transport Assessment was submitted in accordance with the guidance provided. The HA felt there would be a minimal impact on the strategic road network and LCC highways officers felt there would be a small impact on local network. The site access provides suitable visibility splays and no highways issues arise.

10.3 Safety and Security

- 10.4 The site is enclosed therefore access is limited to the single main entrance and no additional escape routes are provided. There is a security booth but no detail of its operation is provided. No lighting or CCTV are proposed and there is limited natural surveillance. On balance the site is considered to provide adequate safety and security although below average when compared with others being considered under CCCC1.

10.5 Appearance/Biodiversity

- 10.6 The planting depth along the Globe Road frontage is fairly significant and therefore would provide a good buffer to the parking area. The planting along the boundary with the canal is more limited but will also soften the edge of the site. The car park could have been broken up with further planting throughout the site but as highlighted above, reasonable screening is provided. The new post and rail timber fence to Globe Road will be a significant improvement on the existing and enhance the Conservation Area.

10.7 Temporary and/or additional uses

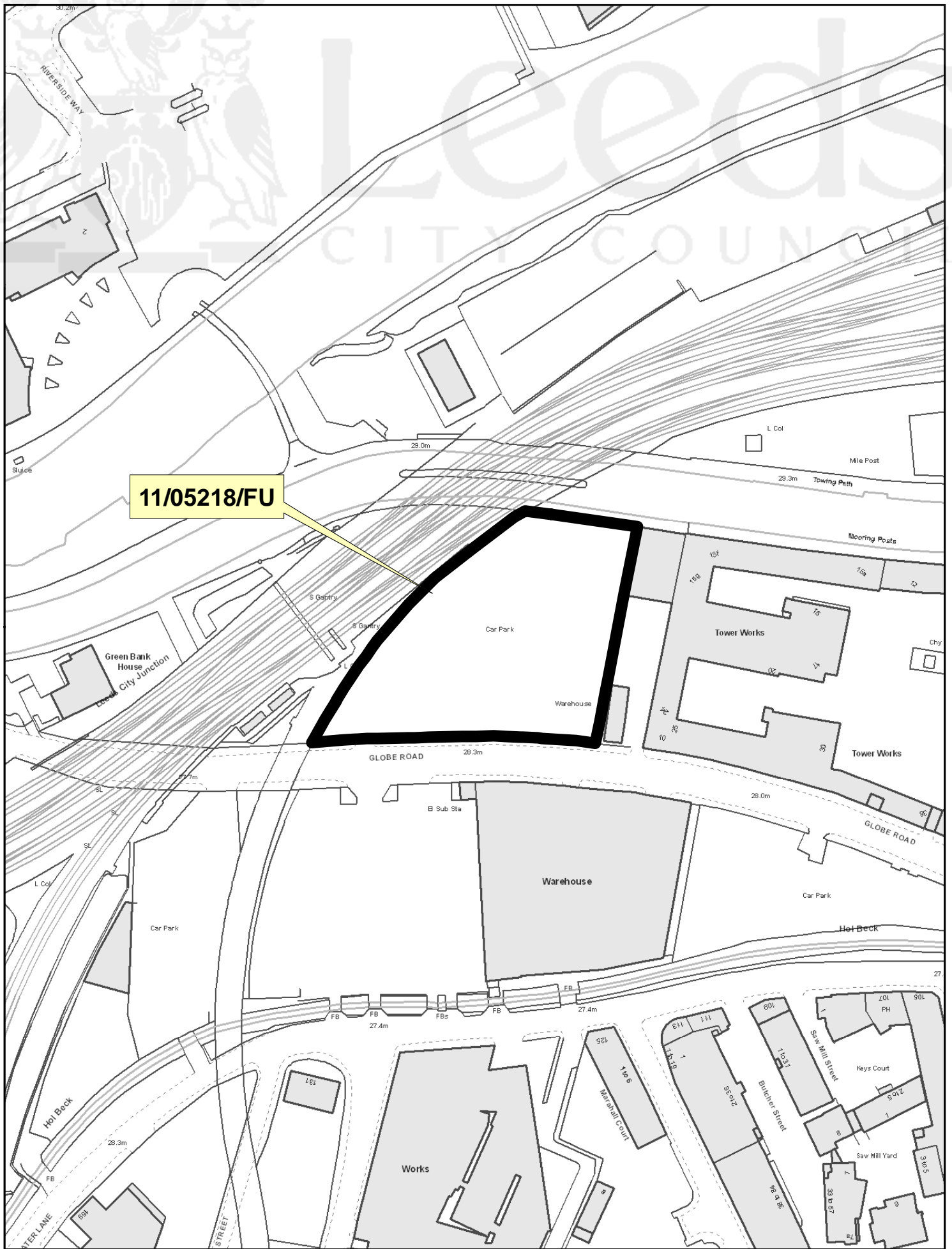
10.8 No temporary uses are proposed. The applicant could have combined this site with the four adjacent sites to produce temporary uses to the benefit of HUV or provided smaller benefits such as electric charging points.

11.0 CONCLUSION:

11.1 Based on an assessment against the criteria within UDPR policy CCCP1 this application was considered to have an acceptable impact on the highway and is considered to provide adequate safety and security. The hard and soft landscaping proposed will significantly improve the appearance of the site along Globe Road and the Conservation Area. It is therefore considered on balance that it betters the other site proposals (recommended for refusal) when evaluated in terms of the quality and provision of the benefits recommended by the CCCCP1 policy and is recommended for approval.

12.1 BACKGROUND PAPERS:

12.2 Application file 11/05218/FU and previous enforcement file 08/00065/NCP3. Certificate of Ownership – Certificate A signed by the agent.



11/05218/FU

CITY CENTRE PLANS PANEL



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Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 15th March 2012

Subject: APPLICATION 11/05216/FU – USE OF CLEARED SITE FOR LONG STAY CAR PARK (83 SPACES), CAR PARK E, GLOBE ROAD, HOLBECK, LEEDS

APPLICANT	DATE VALID	TARGET DATE
West Register	12/12/11	6/2/12

Electoral Wards Affected:

City & Hunslet

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: APPROVE subject to the specified conditions (and any others which might be considered appropriate).

1. The use hereby permitted shall be discontinued and the land restored to a condition the details of which shall have been submitted to and approved in writing by the Local Planning Authority on or before 15th March 2017.

To comply with the aims of the Council's transport strategy in accordance with adopted Leeds UDP Review (2006) policy CCCC1.

2. The development hereby permitted shall be carried out in accordance with the approved plans listed in the Plans Schedule.

For the avoidance of doubt and in the interests of proper planning.

3. Unless otherwise agreed in writing, full details of both hard and soft landscape works, including an implementation programme stating the works shall be completed within three months from the date of this permission, shall be submitted to and approved in writing by the Local Planning Authority within one month from the date of this permission. Landscape works shall include

- (a) boundary details and means of enclosure,
- (b) method of delineating parking spaces,
- (c) hard surfacing areas,
- (d) any CCTV, lighting structures, bollards, hoardings, public art,
- (e) planting plans
- (f) written specifications (including soil depths, cultivation and other operations associated with plant and grass establishment) and
- g) schedules of plants noting species, planting sizes and proposed numbers/densities.

All hard and soft landscaping works shall be carried out in accordance with the approved details, approved implementation programme and British Standard BS 4428:1989 Code of Practice for General Landscape Operations. The developer shall complete the approved landscaping works and confirm this in writing to the Local Planning Authority prior to the date agreed in the implementation programme.

To ensure the provision and establishment of acceptable landscape in accordance with adopted Leeds UDP Review (2006) policies GP5, N25 and LD1.

4. If within a period of five years from the date of the planting of any tree/hedge/shrub that tree/hedge/shrub, or any replacement, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the Local Planning Authority, seriously damaged or defective, another tree/hedge/shrub of the same species and size as that originally planted shall be planted in the same location as soon as reasonably possible and no later than the first available planting season, unless otherwise agreed in writing by the Local Planning Authority.

To ensure maintenance of a healthy landscape scheme, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

5. Development shall not commence until a scheme detailing surface water drainage works has been submitted to and approved in writing by the Local Planning Authority. The details should be in accordance with the council's Minimum Development Control Standards for Flood Risk. The works shall be implemented in accordance with the approved scheme before the development is brought into use, or as set out in the approved phasing details.

To ensure sustainable drainage and flood prevention in accordance with policies GP5, N39A of the adopted Leeds UDP Review (2006) and PPS25.

6. Before the development comes into use the developer shall submit to the council for approval details of a "Flood Risk Management Plan" for the site. The Plan should include details of arrangements for the evacuation of the site in the event of any severe flooding.

To ensure the site can be appropriately evacuated in the event of severe flooding in accordance with policies GP5 of the adopted Leeds UDP Review (2006) and PPS25.

7. Surface water from areas used by vehicles shall be passed through an oil and petrol interceptor of adequate capacity prior to discharge to the public sewer. The interceptor shall be retained and maintained thereafter.

To ensure pollution prevention in accordance with adopted Leeds UDP Review (2006) policy GP5 and PPS25.

8. Within three months of the date of this permission, a landscape management plan, including long term design objectives, management responsibilities and maintenance schedules shall be submitted to and approved in writing by the Local Planning Authority. The landscape management plan shall be carried out as approved.

To ensure successful aftercare of landscaping, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

Reasons for approval:

In granting permission for this development the City Council has taken into account all material planning considerations including those arising from the comments of any statutory and other consultees, public representations about the application and Government Guidance and Policy as detailed in the Planning Policy Guidance Notes and Statements, and (as specified below) the content and policies within Supplementary Planning Guidance (SPG), the Regional Spatial Strategy 2008 (RSS) and The Development Plan, policy CCCC1, the Leeds Unitary Development Plan Review 2006 (UDPR).

GP5, T2, T24A, N19, N25, LD1, CCP2.

On balance, the City Council considers the development would not give rise to any unacceptable consequences for the environment, community or other public interests of acknowledged importance.

1.0 INTRODUCTION:

1.1 This application is one of the long stay commuter car applications to be considered under policy CCCC1. This report should be read in conjunction with the umbrella report to this Plans Panel for those applications being considered under CCCC1. This application is one of five applications submitted by the same applicant on adjacent sites on Globe Road in Holbeck Urban Village (HUV).

2.0 PROPOSAL:

2.1 The application proposal is for an 83 space long stay car park. It is proposed to introduce new tree and shrub planting in pockets along the Globe Road boundary. An area of planting is also introduced to the corner of the site adjacent to the Globe road/Water Lane junction to provide a buffer. The existing brick boundary wall is to be refurbished including having a new coping installed.

3.0 SITE AND SURROUNDINGS:

3.1 The site is a triangular piece of land located between Globe Road and Water Lane. The site comes to a point at the junction of these two roads. The industrial drainage channel, Hol Beck, runs along the southern boundary of the site. The site is located within the defined City Centre boundary and Holbeck Urban Village and the Holbeck Conservation Area. The site is within Flood Risk Zone 3. The surrounding area contains a mix of commercial developments, cleared sites and some limited leisure and residential uses.

3.2 The site is cleared and is operated as an unauthorised long stay commuter car park for 115 cars. The site is enclosed by low brick and stone walls and timber hoardings to Globe Road and Hol Beck and a warehouse to the west.

4.0 RELEVANT PLANNING HISTORY:

4.1 08/01491/UCU3: Enforcement action commenced in 2008 regarding the unauthorised change of use of the site to a long stay commuter car park, this notice was appealed. The appeal was allowed but only with conditions restricting the car park to short stay only.

4.2 08/05440/FU: 5 storey 78 bedroom hotel, approved 29/11/10.

5.0 HISTORY OF NEGOTIATIONS:

5.1 None.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 Site notice posted 23/12/11.

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory:

7.2 Highways Agency: The Highways Agency has reviewed the planning application and has concluded that the site will have a minimal impact on the Strategic Road Network (when considered in line with the highway impact scoring criteria.) In the context of the CCCCP1 policy and associated 3200 space cap, the Highways Agency does not have any objection to the proposal.

7.3 Non-statutory

7.4 British Waterways: No objection.

7.5 West Yorkshire Ecology: No objection.

7.6 West Yorkshire Police Architectural Liaison Officer: The assessments carried out by officers with regard to safety and security is appropriate.

7.7 Highways: Information submitted within TA is in accordance with UDP policy CCCCP1 for the size of the car park, the access accords with the LCC Street Design Guide SPD and visibility splay standards in both directions for type of road are acceptable. There would be an insignificant impact on local network.

8.0 PLANNING POLICIES:

8.1 The policy background and process for assessing each submitted application is discussed in the umbrella report on this agenda.

9.0 MAIN ISSUES

- The application is primarily considered against the criteria identified in policy CCCCP1:
 - Highways implications.

- Safety and security.
- Appearance/Biodiversity.
- Temporary and/or additional uses.

10.0 APPRAISAL:

10.1 Highways implications

10.2 The Transport Assessment was submitted in accordance with the guidance provided. The HA felt there would be a minimal impact on the strategic road network and LCC highways officers felt there would be an insignificant impact on local network. The site is very small and utilises an existing access therefore no highways issues arise.

10.3 Safety and Security

10.4 The site is fully enclosed therefore access is limited to the single main entrance and no additional escape routes are provided. The site is unmanned and no lighting or CCTV are proposed. However, the site is at a prominent junction and is overlooked by other uses therefore some natural surveillance is possible. On balance the site is considered to provide adequate safety and security although below average when compared with others being considered under CCCC1.

10.5 Appearance/Biodiversity

10.6 The site is very small therefore there is limited scope for enhancement. There are some enhancements proposed in the form of tree and shrub planting along the Globe Road boundary and at the junction of Globe Road and Water Lane. This will improve the appearance of the site on the approach along Water Lane. The boundary wall is to be refurbished and made a consistent height with new coping, this will further enhance the appearance of Globe Road in conjunction with the works taking place at Tower Works. Further landscape enhancement could have been made along the Hol Beck boundary and the areas of planting could have been increased or considered in a more co-ordinated manner with the other adjacent sites submitted by the same applicant. However, there is still a significant improvement to this prominent site to the benefit of the appearance of the Holbeck Conservation Area.

10.7 Temporary and/or additional uses

10.8 No temporary uses are proposed. This may be considered reasonable for such a small site; however, the applicant could have combined this site with the four adjacent sites to produce temporary uses to the benefit of HUV or provided smaller benefits such as electric charging points.

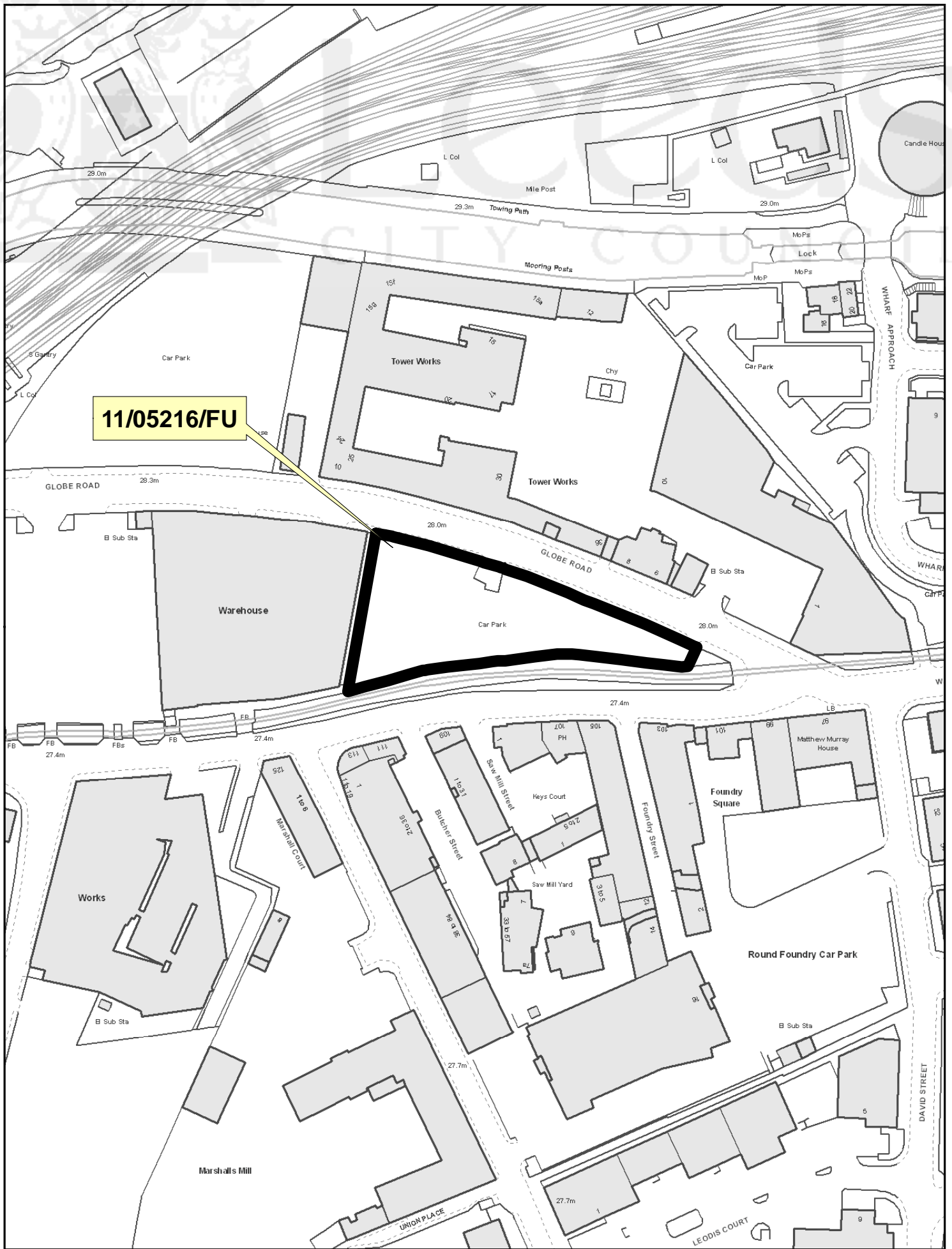
11.0 CONCLUSION:

11.1 Based on an assessment against the criteria within UDPR policy CCCC1 this application was considered to have an acceptable impact on the highway and is considered to provide adequate safety and security. The hard and soft landscaping proposed will improve the appearance of the site, particularly on the approach from the east on Water Lane and along Globe Road. These improvements will enhance the CA in conjunction with those works to Tower Works. It is therefore considered on balance that it betters the other site proposals (recommended for refusal) when

evaluated in terms of the quality and provision of the benefits recommended by the CCCC1 policy and is recommended for approval. The proposal also has a positive impact on the character of the Holbeck Conservation Area.

12.1 BACKGROUND PAPERS:

- 12.2 Application file 11/05216/FU and previous enforcement file 08/01491/UCU3.
Certificate of Ownership – Certificate A signed by the agent.



11/05216/FU

CITY CENTRE PLANS PANEL



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Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 15th March 2012

Subject: APPLICATION 11/05215/FU – USE OF CLEARED SITE FOR LONG STAY CAR PARK (156 SPACES), LAND TO SOUTH OF GLOBE ROAD (GLOBE ROAD C) HOLBECK, LEEDS

APPLICANT	DATE VALID	TARGET DATE
West Register	12/12/11	6/2/12

<p>Electoral Wards Affected:</p> <p>City & Hunslet</p> <p><input type="checkbox"/> Ward Members consulted (referred to in report)</p>	<p>Specific Implications For:</p> <p>Equality and Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input type="checkbox"/></p>
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RECOMMENDATION: APPROVE subject to the specified conditions (and any others which might be considered appropriate).

1. The use hereby permitted shall be discontinued and the land restored to a condition the details of which shall have been submitted to and approved in writing by the Local Planning Authority on or before 15th March 2017.

To comply with the aims of the Council's transport strategy in accordance with adopted Leeds UDP Review (2006) policy CCCC1.

2. The development hereby permitted shall be carried out in accordance with the approved plans listed in the Plans Schedule.

For the avoidance of doubt and in the interests of proper planning.

3. Unless otherwise agreed in writing, full details of both hard and soft landscape works, including an implementation programme stating the works shall be completed within three months from the date of this permission, shall be submitted to and approved in writing by the Local Planning Authority within one month from the date of this permission. Landscape works shall include

- (a) Improvements to the boundary walls and fences,
- (b) method of delineating parking spaces,
- (c) hard surfacing areas,
- (d) any CCTV, lighting structures, bollards, hoardings, public art,
- (e) planting plans
- (f) written specifications (including soil depths, cultivation and other operations associated with plant and grass establishment) and
- (g) schedules of plants noting species, planting sizes and proposed numbers/densities.
- (h) details of the works to the bridges.

All hard and soft landscaping works shall be carried out in accordance with the approved details, approved implementation programme and British Standard BS 4428:1989 Code of Practice for General Landscape Operations. The developer shall complete the approved landscaping works and confirm this in writing to the Local Planning Authority prior to the date agreed in the implementation programme.

To ensure the provision and establishment of acceptable landscape in accordance with adopted Leeds UDP Review (2006) policies GP5, N25 and LD1.

4. If within a period of five years from the date of the planting of any tree/hedge/shrub that tree/hedge/shrub, or any replacement, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the Local Planning Authority, seriously damaged or defective, another tree/hedge/shrub of the same species and size as that originally planted shall be planted in the same location as soon as reasonably possible and no later than the first available planting season, unless otherwise agreed in writing by the Local Planning Authority.

To ensure maintenance of a healthy landscape scheme, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

5. Development shall not commence until a scheme detailing surface water drainage works has been submitted to and approved in writing by the Local Planning Authority. The details should be in accordance with the council's Minimum Development Control Standards for Flood Risk. The works shall be implemented in accordance with the approved scheme before the development is brought into use, or as set out in the approved phasing details.

To ensure sustainable drainage and flood prevention in accordance with policies GP5, N39A of the adopted Leeds UDP Review (2006) and PPS25.

6. Before the development comes into use the developer shall submit to the council for approval details of a "Flood Risk Management Plan" for the site. The Plan should include details of arrangements for the evacuation of the site in the event of any severe flooding.

To ensure the site can be appropriately evacuated in the event of severe flooding in accordance with policies GP5 of the adopted Leeds UDP Review (2006) and PPS25.

7. Surface water from areas used by vehicles shall be passed through an oil and petrol interceptor of adequate capacity prior to discharge to the public sewer. The interceptor shall be retained and maintained thereafter.

To ensure pollution prevention in accordance with adopted Leeds UDP Review (2006) policy GP5 and PPS25.

8. Unless otherwise agreed in writing by the Local Planning Authority, the bridges across Hol Beck shown to be re-opened shall be re-opened within three months of the date of this permission and remain opened and maintained thereafter.

To ensure the enhanced pedestrian connectivity is achieved and retained in accordance with adopted Leeds UDP Review policy GP5.

9. Within three months of the date of this permission, a landscape management plan, including long term design objectives, management responsibilities and maintenance schedules shall be submitted to and approved in writing by the Local Planning Authority. The landscape management plan shall be carried out as approved.

To ensure successful aftercare of landscaping, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

Reasons for approval:

In granting permission for this development the City Council has taken into account all material planning considerations including those arising from the comments of any statutory and other consultees, public representations about the application and Government Guidance and Policy as detailed in the Planning Policy Guidance Notes and Statements, and (as specified below) the content and policies within Supplementary Planning Guidance (SPG), the Regional Spatial Strategy 2008 (RSS) and The Development Plan, policy CCCC1, the Leeds Unitary Development Plan Review 2006 (UDPR).

GP5, T2, T24A, N19, N25, LD1, CCP2.

On balance, the City Council considers the development would not give rise to any unacceptable consequences for the environment, community or other public interests of acknowledged importance.

1.0 INTRODUCTION:

1.1 This application is one of the long stay commuter car applications to be considered under policy CCCC1. This report should be read in conjunction with the umbrella report to this Plans Panel for those applications being considered under CCCC1. This application is one of five applications submitted by the same applicant on adjacent sites on Globe Road in Holbeck Urban Village (HUV).

2.0 PROPOSAL:

2.1 The application proposal is for a 156 space long stay car park. There is tree and shrub planting along much of the southern boundary to Hol Beck, a small area of planting with 5-6 trees within the centre of the site and some limited planting on the northern boundary with the vehicle entrance. The northern boundary wall will have the uneven brick wall made a consistent level and new coping added to the entire length, this wall is approximately 1m high. Two of the existing bridges over Hol Beck are proposed to be re-opened to enhance connectivity and a car valeting area is provided.

3.0 SITE AND SURROUNDINGS:

- 3.1 The site is located between Globe Road and Water Lane, the disused viaduct is bounds the site to the west and there is an existing warehouse building to the east. The industrial drainage channel, Hol Beck, runs along the southern boundary of the site. The site is located within the defined City Centre boundary and Holbeck Urban Village and adjacent to the Holbeck Conservation Area (CA). The site is within Flood Risk Zone 3. The surrounding areas contains a mix of commercial developments, cleared sites and some limited leisure and residential uses.
- 3.2 The site is cleared and has most recently operated as an unauthorised long stay commuter car park for 189 cars. The site is enclosed by a low brick wall to Globe Road, the warehouse to the east and viaduct to the west and there is a poorly maintain wire fence on the boundary with Hol Beck and Water Lane to the South. There are bridges across Hol Beck that historically provided access to and from the site.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 08/01491/UCU3: Enforcement action commenced in 2008 regarding the unauthorised change of use of the site to a long stay commuter car park, this notice was appealed. The appeal was allowed but only with conditions restricting the car park to short stay only.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 None.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 Site notice posted 23/12/11.

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory:

- 7.2 Highways Agency: The Highways Agency has reviewed the planning application and has concluded that the site will have a minimal impact on the Strategic Road Network (when considered in line with the highway impact scoring criteria.) In the context of the CCCCP1 policy and associated 3200 space cap, the Highways Agency does not have any objection to the proposal.

- 7.3 Environment Agency: The site is liable to flooding in a 1 in 100 year event and the applicant should sign up to appropriate flood warning systems. Sustainable Urban Drainage Systems (SUDS) should be used to manage the surface water drainage and, dependent on the type of SUDS used, an oil interceptor may need to be installed.

7.4 Non-statutory:

- 7.5 LCC Flood Risk Management: The site should be drained in accordance with the council's minimum development control standards for flood Risk. No objection subject to standard conditions.
- 7.6 West Yorkshire Ecology: No objection.

7.7 West Yorkshire Police Architectural Liaison Officer: The assessments carried out by officers with regard to safety and security is appropriate.

7.8 Highways: The information submitted within the TA is in accordance with UDP policy CCCCCP1 for the size of the car park, the access accords with LCC Street Design Guide SPD regarding the visibility splay standards in both directions for this type of road, there would be a small traffic impact on Water Lane/Neville Street junction, Whitehall Road/Globe Road and Meadow Road gyratory.

8.0 PLANNING POLICIES:

8.1 The policy background and process for assessing each submitted application is discussed in the umbrella report on this agenda.

9.0 MAIN ISSUES:

- The application is primarily considered against the criteria identified in policy CCCCCP1:
 - Highways implications.
 - Safety and security.
 - Appearance/Biodiversity.
 - Temporary and/or additional uses.

10.0 APPRAISAL:

10.1 Highways implications

10.2 The Transport Assessment was submitted in accordance with the guidance provided. The HA felt there would be a minimal impact on the strategic road network and LCC highways officers felt there would be a small impact on the local network. The site utilises an existing access with appropriate visibility splays therefore no highways issues arise.

10.3 Safety and Security

10.4 The site is unmanned and no lighting or CCTV are proposed. Due to the sites location away from some of the more active areas of HUV there is only limited natural surveillance. However, the proposals include opening up two of the bridge links therefore this may increase pedestrian use of the site and enhance surveillance, alternatively it also offers an additional escape route to the detriment of site security.

10.5 Appearance/Biodiversity

10.6 There are limited enhancements proposed but there is some internal tree and shrub planting and the boundary walls are enhanced. These works would have a positive impact on HUV and the CA as both northern and southern boundaries are quite long. However, the planting does not take place along the full length of the boundaries and therefore does not fully screen the car park. By re-opening the bridge links the site will enhance connectivity in the area, something sought after in HUV for many years and helping LCC in other projects that seek to increase the popularity and attractiveness of HUV. Overall this proposal will enhance the character of the site, HUV and the CA.

10.7 Temporary and/or additional uses

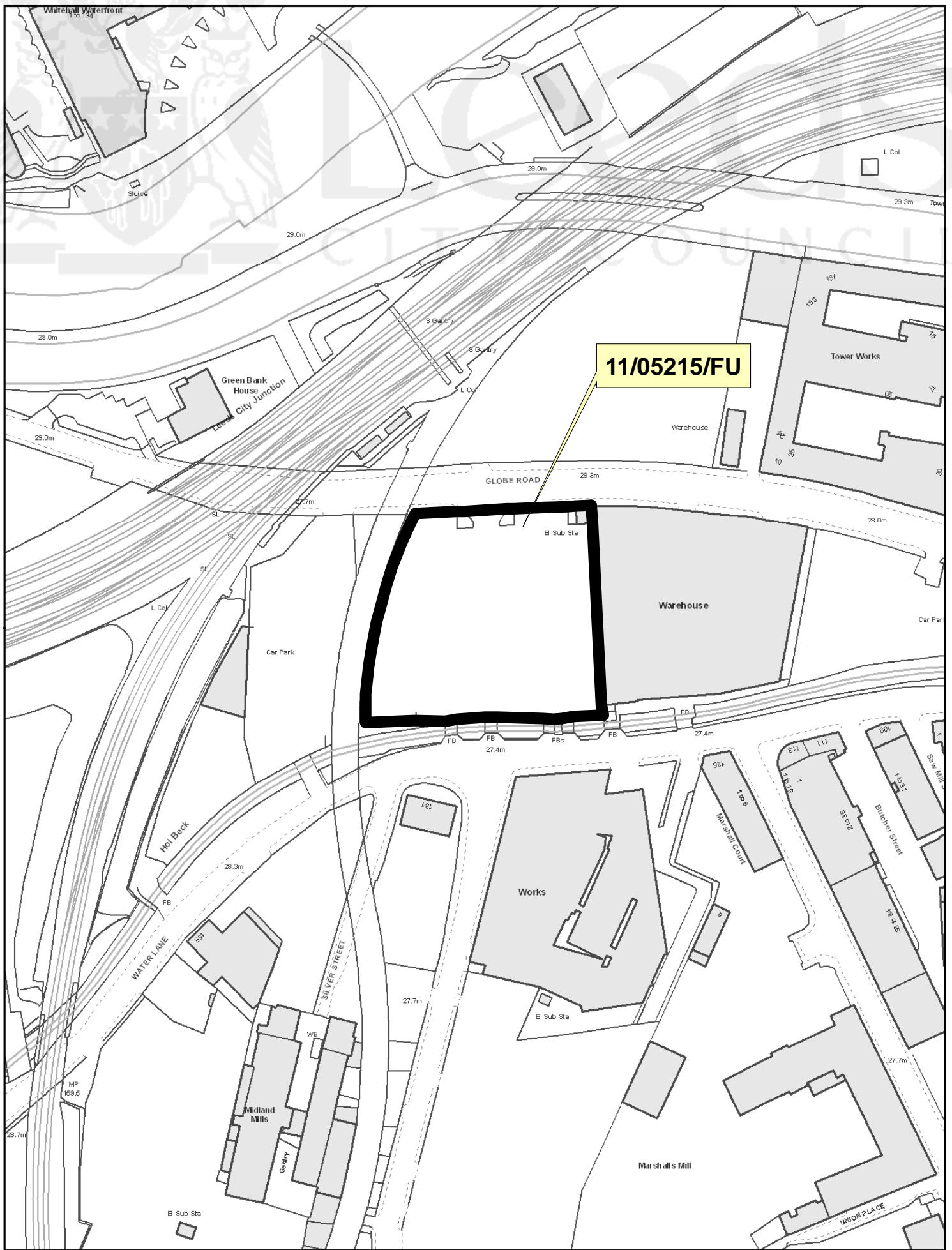
10.8 No temporary uses are proposed. This may be considered reasonable for a fairly small site; however, the applicant could have combined this site with the four adjacent sites to produce temporary uses to the benefit of HUV or provided smaller benefits such as electric charging points.

11.0 CONCLUSION:

11.1 Based on an assessment against the criteria within UDPR policy CCCP1 this application was considered to have an acceptable impact on the highway but could have included more proposals to make the site safer and more secure. There are visual enhancements to the majority of the length of the boundaries and a significant benefit achieved by opening up the bridges across Hol Beck. It is therefore considered on balance that it betters the other site proposals (recommended for refusal) when evaluated in terms of the quality and provision of the benefits recommended by the CCCCP1 policy and is recommended for approval. The proposal also has a positive impact on the character of the Holbeck Conservation Area.

12.1 BACKGROUND PAPERS:

12.2 Application file 11/05215/FU and previous enforcement file 08/01491/UCU3. Certificate of Ownership – Certificate A signed by the agent.



CITY CENTRE PLANS PANEL



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Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 15th March 2012

Subject: APPLICATION 11/04259/FU – USE OF SITE AS CAR PARK (200 SPACES) AT MIDLAND PLACE, WATER LANE, HOLBECK, LEEDS, LS11 5BZ

APPLICANT	DATE VALID	TARGET DATE
St Paul's Street (Investments) Ltd	20/10/11	15/12/11

<p>Electoral Wards Affected:</p> <p>City & Hunslet</p> <p><input type="checkbox"/> Ward Members consulted (referred to in report)</p>	<p>Specific Implications For:</p> <p>Equality and Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input type="checkbox"/></p>
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RECOMMENDATION: APPROVE subject to the specified conditions (and any others which might be considered appropriate).

1. The use hereby permitted shall be discontinued and the land restored to a condition the details of which shall have been submitted to and approved in writing by the Local Planning Authority on or before 15th March 2017.

To comply with the aims of the Council's transport strategy in accordance with adopted Leeds UDP Review (2006) policy CCCC1.

2. The development hereby permitted shall be carried out in accordance with the approved plans listed in the Plans Schedule.

For the avoidance of doubt and in the interests of proper planning.

3. Unless otherwise agreed in writing, full details of both hard and soft landscape works, including an implementation programme stating the works shall be completed within three months from the date of this permission, shall be submitted to and approved in writing by the Local Planning Authority within one month from the date of this permission. Landscape works shall include
(a) boundary details and means of enclosure,

- (b) method of delineating parking spaces,
- (c) hard surfacing areas,
- (d) any CCTV, lighting structures, bollards, hoardings, public art,
- (e) planting plans
- (f) written specifications (including soil depths, cultivation and other operations associated with plant and grass establishment) and
- g) schedules of plants noting species, planting sizes and proposed numbers/densities.

All hard and soft landscaping works shall be carried out in accordance with the approved details, approved implementation programme and British Standard BS 4428:1989 Code of Practice for General Landscape Operations. The developer shall complete the approved landscaping works and confirm this in writing to the Local Planning Authority prior to the date agreed in the implementation programme.

To ensure the provision and establishment of acceptable landscape in accordance with adopted Leeds UDP Review (2006) policies GP5, N25 and LD1.

4. If within a period of five years from the date of the planting of any tree/hedge/shrub that tree/hedge/shrub, or any replacement, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the Local Planning Authority, seriously damaged or defective, another tree/hedge/shrub of the same species and size as that originally planted shall be planted in the same location as soon as reasonably possible and no later than the first available planting season, unless otherwise agreed in writing by the Local Planning Authority.

To ensure maintenance of a healthy landscape scheme, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

5. Development shall not commence until a scheme detailing surface water drainage works has been submitted to and approved in writing by the Local Planning Authority. The details should be in accordance with the council's Minimum Development Control Standards for Flood Risk. The works shall be implemented in accordance with the approved scheme before the development is brought into use, or as set out in the approved phasing details.

To ensure sustainable drainage and flood prevention in accordance with policies GP5, N39A of the adopted Leeds UDP Review (2006) and PPS25.

6. Before the development comes into use the developer shall submit to the council for approval details of a "Flood Risk Management Plan" for the site. The Plan should include details of arrangements for the evacuation of the site in the event of any severe flooding.

To ensure the site can be appropriately evacuated in the event of severe flooding in accordance with policies GP5 of the adopted Leeds UDP Review (2006) and PPS25.

7. Surface water from areas used by vehicles shall be passed through an oil and petrol interceptor of adequate capacity prior to discharge to the public sewer. The interceptor shall be retained and maintained thereafter.

To ensure pollution prevention in accordance with adopted Leeds UDP Review (2006) policy GP5 and PPS25.

8. Notwithstanding the details shown on approved plans ref 1A and 2A, no development shall take place until a plan showing visibility splays of 2.4m x 70m; has been submitted to and approved in writing by the Local Planning Authority. The approved visibility splays shall be laid out to an adoptable standard prior to occupation and retained for the lifetime of the development.

To ensure the free and safe use of the highway in accordance with adopted Leeds UDP Review (2006) policy T2.

9. Within one month of the date of permission full details of the operation of the shuttle bus shall be submitted to and approved in writing by the Local Planning Authority. The agreed details shall be implemented immediately and the shuttle bus operated in accordance with the agreed details thereafter.

In the interests of pedestrian safety in accordance with adopted Leeds UDP Review policy GP5.

10. Within three months of the date of this permission, a landscape management plan, including long term design objectives, management responsibilities and maintenance schedules shall be submitted to and approved in writing by the Local Planning Authority. The landscape management plan shall be carried out as approved.

To ensure successful aftercare of landscaping, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

Reasons for approval:

In granting permission for this development the City Council has taken into account all material planning considerations including those arising from the comments of any statutory and other consultees, public representations about the application and Government Guidance and Policy as detailed in the Planning Policy Guidance Notes and Statements, and (as specified below) the content and policies within Supplementary Planning Guidance (SPG), the Regional Spatial Strategy 2008 (RSS) and The Development Plan, policy CCCC1, the Leeds Unitary Development Plan Review 2006 (UDPR).

GP5, T2, T24A, N19, N25, LD1, CCP2.

On balance, the City Council considers the development would not give rise to any unacceptable consequences for the environment, community or other public interests of acknowledged importance.

1.0 INTRODUCTION:

1.1 This application is one of the long stay commuter car applications to be considered under policy CCCC1. This report should be read in conjunction with the umbrella report to this Plans Panel for those applications being considered under CCCC1.

2.0 PROPOSAL:

2.1 The application proposal is for a 200 space long stay car park. Planting is proposed at the entrance that includes 8 Silver Birch trees with a further 11 Silver Birch trees within tree pits throughout the site. The site cabin and palisade fence onto Water Lane are to be repainted. The surface will receive Bitmac scalplings to provide a consistent surface and CCTV and lighting are proposed. A shuttle bus is proposed

to transport customers to and from Bridgewater Place at the opposite end of Water Lane, this will operate on demand from 7am-7pm.

3.0 SITE AND SURROUNDINGS:

3.1 The site is located on the southern side of Water Lane within the UDPR defined City Centre, Holbeck Urban Village and the Holbeck Conservation Area. The grade II listed Midland Mills abuts the site to the east and the railway viaduct is to the immediate west of the site. There is a mix of commercial premises in the area housed in a variety of industrial units or former mill buildings.

3.2 The site is cleared of all buildings except an electricity substation in the middle and site cabin close to the entrance off Water Lane. The site currently operates as an unauthorised long stay commuter car park for around 200 cars. The site is primarily enclosed by high brick walls together with a painted palisade fence onto Water Lane. The surface is uneven and broken in parts.

4.0 RELEVANT PLANNING HISTORY:

4.1 ENF/1545/05/20: Enforcement action commenced in 2005 regarding the unauthorised change of use of the site to a commuter car park. This notice was appealed but the appeal was dismissed on 27/10/10.

5.0 HISTORY OF NEGOTIATIONS:

5.1 None.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 Advert in the Leeds weekly News 26/10/11 and site notice posted 28/10/11.

6.2 Leeds Civic Trust supports the approach of policy CCCP1 to assess the cumulative impact of this and other car parks in Holbeck. The Trust consider there to be an inadequate level of detail submitted with the application particularly with regard to the works to the entrance.

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory:

7.2 Highways Agency: The Highways Agency has reviewed the planning application and has concluded that the site will have a minimal impact on the Strategic Road Network (when considered in line with the highway impact scoring criteria.) In the context of the CCCCP1 policy and associated 3200 space cap, the Highways Agency does not have any objection to the proposal.

7.3 Environment Agency: Sustainable Urban Drainage Systems (SUDS) should be used to manage the surface water drainage and, dependent on the type of SUDS used, an oil interceptor may need to be installed.

7.4 Non-statutory:

7.5 LCC Flood Risk Management: The Flood Risk Assessment relates to the future development of the site, no drainage details are suggested for this development so it is not possible to fully assess the suitability or feasibility of any proposal for the

drainage of this site. There are too many variables to agree specific conditions for the site and at least an outline drainage proposal should be submitted.

7.6 West Yorkshire Ecology: No objection.

7.7 West Yorkshire Police Architectural Liaison Officer: The assessments carried out by officers with regard to safety and security is appropriate.

7.8 Highways: Some information missing such as strategic distribution, visibility to right onto Water Lane is below standard with no improvements proposed, there would be a small traffic impact on Meadow Road gyratory and Water Lane/Neville Street junction.

8.0 PLANNING POLICIES:

8.1 The policy background and process for assessing each submitted application is discussed in the umbrella report on this agenda.

9.0 MAIN ISSUES

- The application is primarily considered against the criteria identified in policy CCCCCP1:
 - Highways implications.
 - Safety and security.
 - Appearance/Biodiversity.
 - Temporary and/or additional uses.

10.0 APPRAISAL:

10.1 Highways implications

10.2 The Transport Assessment was not fully in accordance with the stated policy requirements and one of the visibility splays is below standards. However, the Highways Agency estimates the impact on the motorway to be minimal and there will be a small traffic impact on Meadow Road gyratory and Water Lane/Neville Street junction. A condition can be added to ensure the appropriate visibility splay is achieved.

10.3 Safety and Security

10.4 This is an isolated site located away from the more active uses on Water Lane in the centre of HUV. However, the site is manned and a shuttle bus operates throughout the day from the site to Bridgewater Place therefore removing the need for customers to walk what could be an intimidating route into town. The applicant proposes to install CCTV, further lighting, security bollards to enhance security and will retain (but re-paint) the palisade fence to the Water Lane boundary. Despite being rather isolated and potentially unsafe in its current form, the applicant has proposed a number of measures to improve security to an acceptable level.

10.5 Appearance/Biodiversity

10.6 The applicant proposes some improvement to the overall appearance of the site. New planting is proposed with Silver Birch trees in planters throughout the site and new trees and shrubs to the Water Lane frontage. This will significantly improve the appearance of the site. However, this could have been even better if the boundary

fence was relocated to increase the depth of the planting on the road side (something that could be sought and agreed via condition). Painting the existing palisade fence dark green will improve its appearance, albeit that a new fence would have been preferred. Overall the proposals would significantly improve the appearance of the site and will enhance the appearance of this part of Water Lane.

10.7 Temporary and/or additional uses

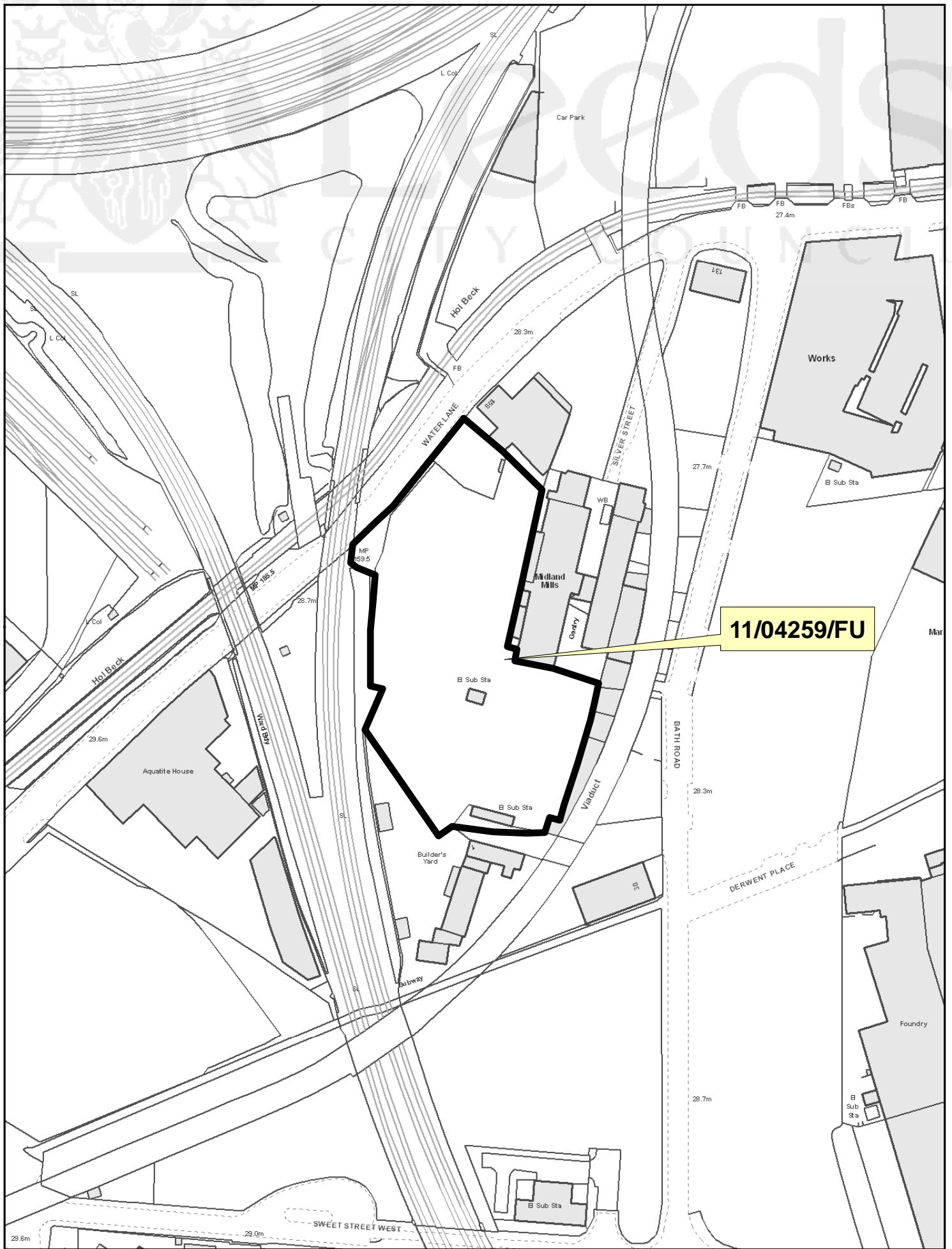
10.8 No temporary uses are proposed.

11.0 CONCLUSION:

11.1 Based on an assessment against the criteria within UDPR policy CCCC1 this application was considered to have an acceptable impact on the highway and included proposals to make the site safer, more secure and more visually attractive. It is therefore considered on balance that it better than the other site proposals (recommended for refusal) when evaluated in terms of the quality and provision of the benefits recommended by the CCCC1 policy and is recommended for approval.

12.1 BACKGROUND PAPERS:

12.2 Application file 11/04259/FU and previous enforcement file ENF/1545/05/20. Certificate of Ownership – Certificate A signed by the applicant.



CITY CENTRE PLANS PANEL

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Report of the Chief Planning Officer

PLANS PANEL CENTRAL

Date: 15TH MARCH 2012

Subject: APPLICATION 11/05238/FU – USE OF SITE AS CAR PARK (278 SPACES) AT INGRAM STREET, HOLBECK, LEEDS, LS11

APPLICANT
INGRAM ROW LTD

DATE VALID
13/12/2011

TARGET DATE
07/02/2012

Electoral Wards Affected:

City and Hunslet

No

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

APPROVE subject to the specified conditions and any others which might be considered appropriate.

CONDITIONS:

1. The use hereby permitted shall be discontinued and the land restored to a condition the details of which shall have been submitted to and approved in writing by the Local Planning Authority on or before 15th March 2017

To comply with the aims of the Council's Transport Strategy in accordance with adopted UDPR policy CCCC1

2. The development hereby permitted shall be carried out in accordance with the approved plans listed in the Plans Schedule.

For the avoidance of doubt and in the interests of proper planning.

3. Development shall not commence until a scheme detailing surface water drainage works has been submitted to and approved in writing by the Local Planning Authority. The details should be in accordance with the council's Minimum Development Control Standards for Flood Risk. The works shall be implemented in accordance with the approved scheme before the development is brought into use, or as set out in the approved phasing details.

To ensure sustainable drainage and flood prevention in accordance with policies GP5, N39A of the adopted Leeds UDP Review (2006) and PPS25.

4. Prior to the commencement of development the developer shall submit to the council for approval, details of a "Flood Risk Management Plan" for the site. The Plan should include details of arrangements for the evacuation of the site in the event of any severe flooding and this shall operate on the site for the duration of the use of the site as a car park unless otherwise agreed in writing by the Local Planning Authority.

In the interests of the safe use of the site in the event of flooding in accordance with Leeds UDP Review (2006) policy GP5

5. Unless otherwise agreed in writing by the Local Planning authority, surface water from areas used by vehicles shall be passed through an oil and petrol interceptor of adequate capacity prior to discharge to the public sewer. The interceptor shall be retained and maintained thereafter.

To ensure pollution prevention in accordance with adopted Leeds UDP Review (2006) policy GP5 and PPS25.

6. Unless otherwise agreed in writing by the Local planning Authority, full details of both hard and soft landscape works, including an implementation programme stating the works shall be completed within 3 months of the date of this permission, shall be submitted to and approved in writing by the Local Planning Authority within one month of the date of this permission. Landscape works shall include:

- (a) boundary details and means of enclosure,
- (b) method of delineating parking spaces,
- (c) hard surfacing areas,
- (d) CCTV, lighting structures, bollards, hoardings, public art
- (e) planting plans to include trees
- (f) written specifications (including soil depths, cultivation and other operations associated with plant and grass establishment) and
- (g) schedules of plants and trees noting species, planting sizes and proposed numbers/densities.
- (h) the removal of the existing metal railings from the perimeter of the site

All hard and soft landscaping works shall be carried out in accordance with the approved details, approved implementation programme and British Standard BS 4428:1989 Code of Practice for General Landscape Operations. The developer shall complete the approved landscaping works and confirm this in writing to the Local Planning Authority prior to the date agreed in the implementation programme.

To ensure the provision and establishment of acceptable landscape in accordance with adopted Leeds UDP Review (2006) policies GP5, N25 and LD1.

7. If within a period of five years from the date of the planting of any tree/hedge/shrub that tree/hedge/shrub, or any replacement, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the Local Planning Authority, seriously damaged or defective, another tree/hedge/shrub of the same species and size as that originally planted shall be

planted in the same location as soon as reasonably possible and no later than the first available planting season, unless otherwise agreed in writing by the Local Planning Authority.

To ensure maintenance of a healthy landscape scheme, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

8. A landscape management plan, including long term design objectives, management responsibilities and maintenance schedules shall be submitted to and approved in writing by the Local Planning Authority within 3 months of the date of this permission. The landscape management plan shall be carried out as approved.

To ensure successful aftercare of landscaping, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

Reasons for approval:

In granting permission for this development the City Council has taken into account all material planning considerations including those arising from the comments of any statutory and other consultees, public representations about the application and Government Guidance and Policy as detailed in the Planning Policy Guidance Notes and Statements, and (as specified below) the content and policies within Supplementary Planning Guidance (SPG), the Regional Spatial Strategy 2008 (RSS) and The Development Plan, policy CCCC1, the Leeds Unitary Development Plan Review 2006 (UDPR).

GP5, T2, T24A, N19, N25, N39A, LD1, CCP2.

On balance, the City Council considers the development would not give rise to any unacceptable consequences for the environment, community or other public interests of acknowledged importance.

1.0 INTRODUCTION:

1.1 This application is one of the long stay commuter car parking applications to be considered under policy CCCC1. This report should be read in conjunction with the umbrella report to this Plans Panel for those applications being considered under CCCC1. This site is one of a pair of sites which sit on either side of Ingram Row and are in the same ownership. As the sites are physically separated by Ingram Row and have separate vehicular access points they have been submitted separately for determination.

2.0 PROPOSAL:

2.1 The application proposal is for a 278 space long stay car park. The physical works involve the removal of all of the Pallisade fencing which surrounds the site and its replacement with a continuous strip of planting which varies in width between 3.5m and 5m with a wooden post and double rail fence on its outer face fronting the back edge of footpath. The plant species is stated as Pyracantha which is being proposed for security purposes. The surface is compacted rubble and the lighting is to remain unaltered as a series of individually mounted fixtures atop metal poles. No secondary uses are included in this application.

3.0 SITE AND SURROUNDINGS:

3.1 This site is on the southern side of Ingram Row with vehicle access from Ingram St on its western boundary and Sweet Street runs along the southern boundary. To the west are the newly constructed apartments of Manor Mills and 'The Mint' office building and to the East are the offices and flats of the Velocity scheme. The site is in the south-eastern corner of the Holbeck Urban Village. It has a continuous boundary treatment of Pallisade fencing which is punctuated only by the site access half-way along its Ingram St frontage. All four sides of the site are bounded by public highway with the footway running immediately adjacent the site. The site itself is surfaced with loose chippings and stone. There is a warden hut near to the vehicular entrance and the only other features are the individual masts which hold the security lighting.

4.0 RELEVANT PLANNING HISTORY

4.1 This site has been the subject of a considerable amount of planning history which is set out below:

06/00926/FU Original permission at this site for temporary change of use including demolition of depot to form shopper and visitor's car park – approved 28 April 2006 - expired 1 May 2007 subject to conditions regarding opening hours and pricing strategy.

06/06792/FU Variation of Conditions 2 (opening hours) & 3 (pricing) of 06/00926/FU – refused 4 January 2007.

07/02821/FU Renewal of approval 06/00926/FU (temporary change of use including demolition of depot to form shopper and visitor's car park) – approved 14 June 2007 – expired 1 May 2008

09/04057/FU Retrospective application for use of vacant site as temporary long stay car park – refused 10 November 2009 – this was subject of an appeal which was allowed subject to conditions which ensured that the site would be used for short stay car parking (APP/N4720/A/10/2125961)

08/01492/UCU3 Enforcement Notice against unauthorised use of Land as Car Park issued 12 March 2010 – this was subject of an appeal which was allowed subject to conditions which ensured that the site would be used for short stay car parking (APP/N4720/C/10/2126361)

5.0 HISTORY OF NEGOTIATIONS

5.1 Pre-application advice was provided prior to the submission of this application.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 Letters of support have been received from AWS Surveyors and Savills (Surveyors) stating that this car park is essential to support the many local businesses by providing spaces for both commuters and visitors, particularly in the absence of significant public transport improvements. The car park is in a good location, well managed and the improvements proposed would meet the relevant policy requirements. Site notice was posted on 23rd December 2011. Expired 13th January 2012

7.0 CONSULTATION RESPONSES:

7.1 **Statutory:**

Highways Agency - The Highways Agency has reviewed the planning application and has concluded that the site will have a major impact on the Strategic Road Network (when considered in line with the highway impact scoring criteria) however it would have no objection to the proposal provided it would not exceed the CCCCPC policy cap of 3200 car parking spaces.

Environment Agency - No objection to the proposal. Advise that Sustainable Urban Drainage Systems (SUDS) should be used to manage the surface water drainage and, dependent on the type of SUDS used, an oil interceptor may need to be installed.

Highways Services – The proposal has a moderate impact on the Meadow Road gyratory. The access accords with LCC Street Design Guide SPD visibility splay standards in both directions for the classification of road on to which it accesses.

7.2 Non-statutory:

Flood Risk Management - The site is within Flood Zone Risk Area 2. The proposal would be acceptable subject to conditions controlling surface water drainage, a flood risk management plan including an evacuation strategy in the event of severe flooding and the insertion of an oil interceptor.

West Yorkshire Ecology - No objection.

West Yorkshire Police Architectural Liaison Officer - Confirms support for the overall assessment method of the safety issue and encourages the operators to adopt the park mark scheme.

8.0 PLANNING POLICIES:

8.1 The policy background and methodology for balancing the relative merits of each submitted application are discussed in the umbrella report which is part of this agenda. The UDPR allocates this site within Holbeck Urban Village and again the relevant policy is set out in the umbrella report. The southern Prestige Development Area is located immediately to the south and east of this site.

9.0 MAIN ISSUES:

1. Highways implications
2. Safety and security
3. Appearance/biodiversity
4. Temporary and/or additional uses

10.0 APPRAISAL:

10.1 Highways implications:

This site is located close to the M621 junction and therefore the traffic generated by the this proposal was considered to be more likely to impact on the strategic highway network. Consequently the Highways Agency estimate the impact on the motorway to be major with moderate impact on the Meadow Road gyratory. The dimensions and setting out of the current site access point are acceptable.

10.2 Safety and Security:

The site benefits from high levels of natural surveillance, being over-looked on two sides by residential and offices uses, and this would be improved by the reduction in height of

the boundary treatment to below that of the existing. The site is lit and is also manned and therefore has a good level of security.

10.3 Appearance/Biodiversity:

It is considered that the proposal is an improvement on the appearance of the existing car park especially around the boundary where a 3.5m - 5m planting strip is to be introduced. This would improve the quality of the pedestrian environment as well as that for the surrounding occupiers. However, the fact that it relies on one species and there is no additional tree planting either around the edge or within the site results in the submission being a missed opportunity. The final details of the landscaping will be controlled by the condition set out above. However, the site is located on the northern side of the Sweet Street and with another application for temporary car parking being recommended for approval on the southern side of Sweet Street, this would result in a considerable improvement to the environment on this important through route.

10.4 Temporary Uses:

There are no other temporary uses included as part of this application.

11.0 CONCLUSION

11.1 It should be noted that both this and its partner site to the north at Ingram Row were equal when assessed against the evaluation criteria and consequently are positioned 11th and 12th in the comparative assessment process (Ingram Street and Ingram Row respectively). However Ingram St would take the total number of car parking spaces to over the 3200 cap whilst Ingram Row would fall 35 spaces short of the 3200 cap. It has been decided to recommend Ingram St for approval which takes the total number of car parking spaces to 3218 spaces. This is because it is considered that allowing this level of commuter car parking is still compatible with the objectives of the CCCC Policy and would optimise meeting the short term economic need for city centre parking whilst still adequately safeguarding against the potentially adverse impact on the highway network. It would also help to support existing businesses.

This application relates to a site which is currently being used as a car park and the proposal will result in the site being visually improved with peripheral planting. It is therefore considered to adequately address the issues set out in the CCCC1 and the application is therefore recommended for approval.

Background Papers:

Application File: 06/00926/FU

Application File: 06/06792/FU

Application File: 07/02821/FU

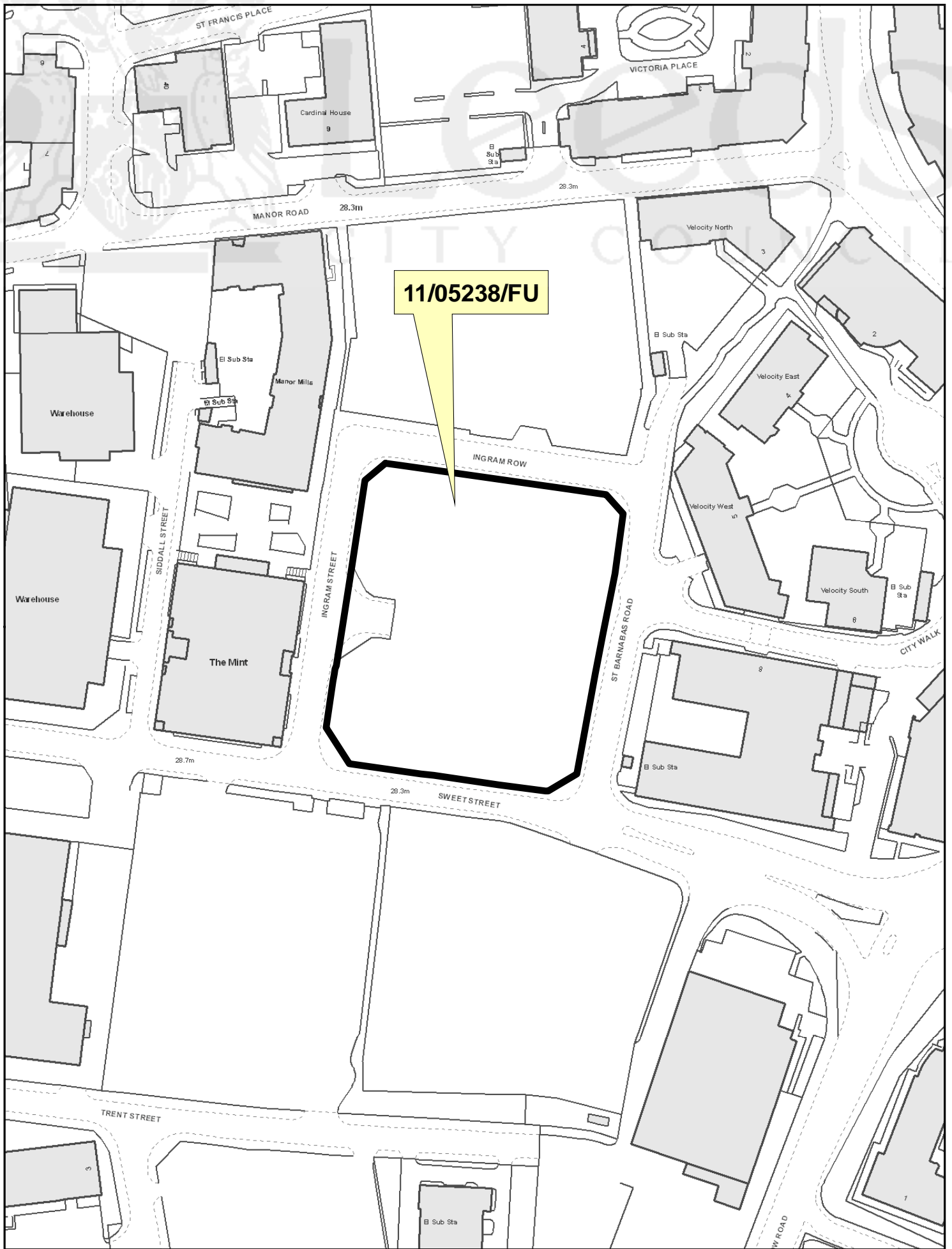
Application File: 09/04057/FU

Appeal File :(APP/N4720/A/10/2125961)

Enforcement File: 08/01492/UCU3

Enforcement Appeal File: (APP/N4720/C/10/2126361)

Certificate of Ownership – Certificate A signed on behalf of Ingram Row Ltd.



CITY CENTRE PLANS PANEL



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Report of the Chief Planning Officer

PLANS PANEL CENTRAL

Date: 15TH MARCH 2012

Subject: APPLICATION 11/05239/FU – USE OF SITE AS CAR PARK (225 SPACES) AT INGRAM ROW, HOLBECK, LEEDS, LS11

APPLICANT
Ingram Row Ltd

DATE VALID
13/12/2011

TARGET DATE
7/02/20102

Electoral Wards Affected:

City and Hunslet

No

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

Refuse permission for the following reason:

The application proposal is one of a number which seek permission for long stay car parking within the city centre. It has been resolved to grant planning permission to other applications which are considered to better meet the criteria set out in the Council’s informal City Centre Commuter Car Parking Policy (CCCCPP), and in these circumstances this application is considered to be contrary to the Council’s transport strategy to restrict commuter car parking in accordance with Policies CCP2 and T24A of the Leeds Unitary Development Plan Review 2006, and the CCCCCPP, by exceeding the cap of 3200 aggregate spaces allowed under this policy and would therefore have an adverse impact on the strategic highway network.

1.0 INTRODUCTION:

1.1 This application is one of the long stay commuter car parking applications to be considered under policy CCCCCP1. This report should be read in conjunction with the umbrella report to this Plans Panel for those applications being considered under

CCCP1. This site is one of a pair of sites which sit on either side of Ingram Row and are in the same ownership. As the sites are physically separated by Ingram Row and have separate vehicular access points they have been submitted separately for determination.

2.0 PROPOSAL:

2.1 This proposal is for a 225 space long stay car park. Physical works include the removal of all of the Pallisade and Herras fencing which surrounds the site and the demolition of the remaining building on the site thereby removing the pinch point from the eastern boundary. The existing trees along the southern boundary are to be retained and the western, northern and eastern boundaries are to receive a continuous strip of planting which varies in width between 3.5m and 5m with a wooden post and double rail fence on its outer face fronting the back edge of footpath. The plant species is stated as Pyracantha which has been used for security purposes. The surface is a mix of hard-standing and compacted rubble and the lighting is to remain unaltered as a series of individually mounted fixtures atop metal poles.

3.0 SITE AND SURROUNDINGS:

3.1 This site is located between Ingram Row, on its southern side, and Manor Rd to the north. To the west are the newly constructed apartments of Manor Mills and to the East are the offices and flats of the Velocity development. The site has a mix of boundary treatments:

- Fronting Manor Rd it is exclusively Herras fencing which provides a very temporary and flimsy looking means of enclosure with no screening.
- To the west facing Manor Mills there is further Herras fencing but further south the treatment becomes 2m high Pallisade fencing painted grey.
- The southern boundary is bounded by further palisade fencing only punctuated by the site access point half way along its length and corrugated sheet steel near to the residential entrance to Manor Mills. Inside this is a row of 6no. 15m Poplar trees and a mix of other semi-mature trees.
- The eastern boundary is a mix of Palisade and Herras fencing with a disused brick building which creates a pinch point between an out building of the Velocity scheme.

3.2 The northern and southern boundaries have public footway as part of the public highway running along them and to the west and east are private footpaths with plant and trees. The site is part of the Holbeck Urban Village and is at its south-eastern corner. The site itself is surfaced with a mix of hard surfacing, where a building once stood on the northern half of the site, and loose chippings and stone across the remaining southern half. There is a wardens hut near to the vehicular entrance and the only other features are the individual masts which hold the security lighting.

4.0 RELEVANT PLANNING HISTORY

4.1 This site has been the subject of a considerable amount of planning history which is set out below:

20/177/05/FU Temporary laying out of 172 shopper and visitor car parking spaces and erection of temporary sales and marketing suite. – approved 8 May 2006 - expired 1 May 2007 - subject to conditions regarding opening hours and pricing strategy.

06/06817/FU Variation of condition 2 (opening hours) and removal of condition 3 (pricing) (Application No. 20/177/05/FU) to car park – refused 4 January 2007

07/02820/FU Renewal of approval 20/177/05/FU (temporary laying out of 172 shopper and visitor car parking spaces and erection of temporary sales and marketing suite) – approved 14 June 2007 – Expired 1 May 2008.

09/04037/FU Retrospective application for use of vacant site as temporary long stay car park – refused 9 November 2009 – this was subject of an appeal which was allowed subject to conditions which ensured that the site would be used for short stay car parking (APP/N4720/A/10/2125970)

06/01037/NCP3 Enforcement Notice against Unauthorised use of Land as Car Park issued 12 March 2010 – this was subject of an appeal which was allowed subject to conditions which ensured that the site would be used for short stay car parking (APP/N4720/C/10/2126365)

5.0 HISTORY OF NEGOTIATIONS

5.1 Pre-application advice was provided prior to the submission of this application.

6.0 PUBLIC/LOCAL RESPONSES

6.1 Letters of support have been received from AWS Surveyors and Savills (Surveyors) stating that this car park is essential to support the many local businesses by providing spaces for both commuters and visitors, particularly in the absence of significant public transport improvements. The car park is in a good location, well managed and the improvements proposed would meet the relevant policy requirements. Site Notice was posted on 23rd December 2011. Expired 13th January 2012.

7.0 CONSULTATION RESPONSES:

7.1 Statutory:

Highways Agency - The Highways Agency has reviewed the planning application and has concluded that the site will have a major impact on the Strategic Road Network (when considered in line with the highway impact scoring criteria) however it would have no objection to the proposal provided it would not exceed the CCCCP policy cap of 3200 car parking spaces.

Environment Agency - No objection to the proposal. Advise that Sustainable Urban Drainage Systems (SUDS) should be used to manage the surface water drainage and, dependent on the type of SUDS used, an oil interceptor may need to be installed.

Highways Services – The proposal has a moderate impact on the Meadow Road gyratory. The access accords with LCC Street Design Guide SPD visibility splay standards in both directions for the classification of road on to which it accesses.

7.2 Non-statutory:

Flood Risk Management - The site is within Flood Zone Risk Area 2. The proposal would be acceptable subject to conditions controlling surface water drainage, a flood risk management plan including an evacuation strategy in the event of severe flooding and the insertion of an oil interceptor.

West Yorkshire Ecology - No objection.

West Yorkshire Police Architectural Liaison Officer - Confirms support for the overall assessment method of the safety issue and encourages the operators to adopt the park mark scheme.

8.0 PLANNING POLICIES:

8.1 The policy background and methodology for balancing the relative merits of each submitted application are discussed in the umbrella report which is part of this agenda. The UDPR allocates this site within Holbeck Urban Village and again the relevant policy is set out in the umbrella report. The southern Prestige Development Area is located immediately to the north and east of this site.

9.0 MAIN ISSUES

1. Highways implications
2. Safety and security
3. Appearance/biodiversity
4. Temporary and/or additional uses

10.0 APPRAISAL:

10.1 Highways implications:

This site is located close to the M621 junction and therefore the traffic generated by the this proposal is considered to be likely to impact on the strategic highways network. Consequently, when considered in accordance with the highway impact scoring criteria the Highways Agency estimate the impact on the motorway to be major. It is also considered that there would be a moderate impact on the Meadow Road gyratory. The dimensions and setting out of the current site access point are acceptable. However, in comparison with alternative sites which are considered to better meet the criteria in the CCCC policy it would exceed the cap of 3200 commuter car parking spaces and is therefore considered to have an unduly adverse impact on the strategic highway network.

10.2 Safety and Security:

The site benefits from high levels of natural surveillance being bounded on two sides by residential properties. This would be improved by the reduction in height of the boundary treatment and the removal of the brick building on the eastern boundary. The site is lit and is also manned and therefore has a good level of security.

10.3 Appearance/Biodiversity:

It is considered that the proposal is an improvement on the existing especially around the boundary where a 3.5 - 5m planting strip is to be introduced. This would improve the quality of the pedestrian environment as well as that for the surrounding occupiers. It also retains the existing bank of trees on the southern boundary of the site. However, the fact that it relies on one species and there is no additional tree planting either around the edge or within the site results in the submission being a missed opportunity.

10.4 Temporary Uses:

There are no other temporary uses included as part of this application.

11.0 CONCLUSION

It should be noted that both this and its partner site to the south at Ingram St were equal when assessed against the evaluation criteria and consequently are positioned 11th and 12th in the comparative assessment process (Ingram Street and Ingram Row

respectively). However Ingram St would take the total number of car parking spaces to over the 3200 cap whilst Ingram Row would fall 35 spaces short of the 3200 cap. As stated in the Ingram St report above it has been decided to recommend Ingram St for approval which takes the total number of car parking spaces to 3218 spaces. This is because it is considered that allowing this level of commuter car parking is still compatible with the objectives of the CCCC Policy and would optimise meeting the short term economic need for city centre parking whilst still adequately safeguarding against the potentially adverse impact on the highway network. Consequently this application for Ingram Row is recommended for refusal.

Back Ground Papers:

Application File: 20/177/05/FU.

Application File: 06/06817/FU

Application File: 07/02820/FU

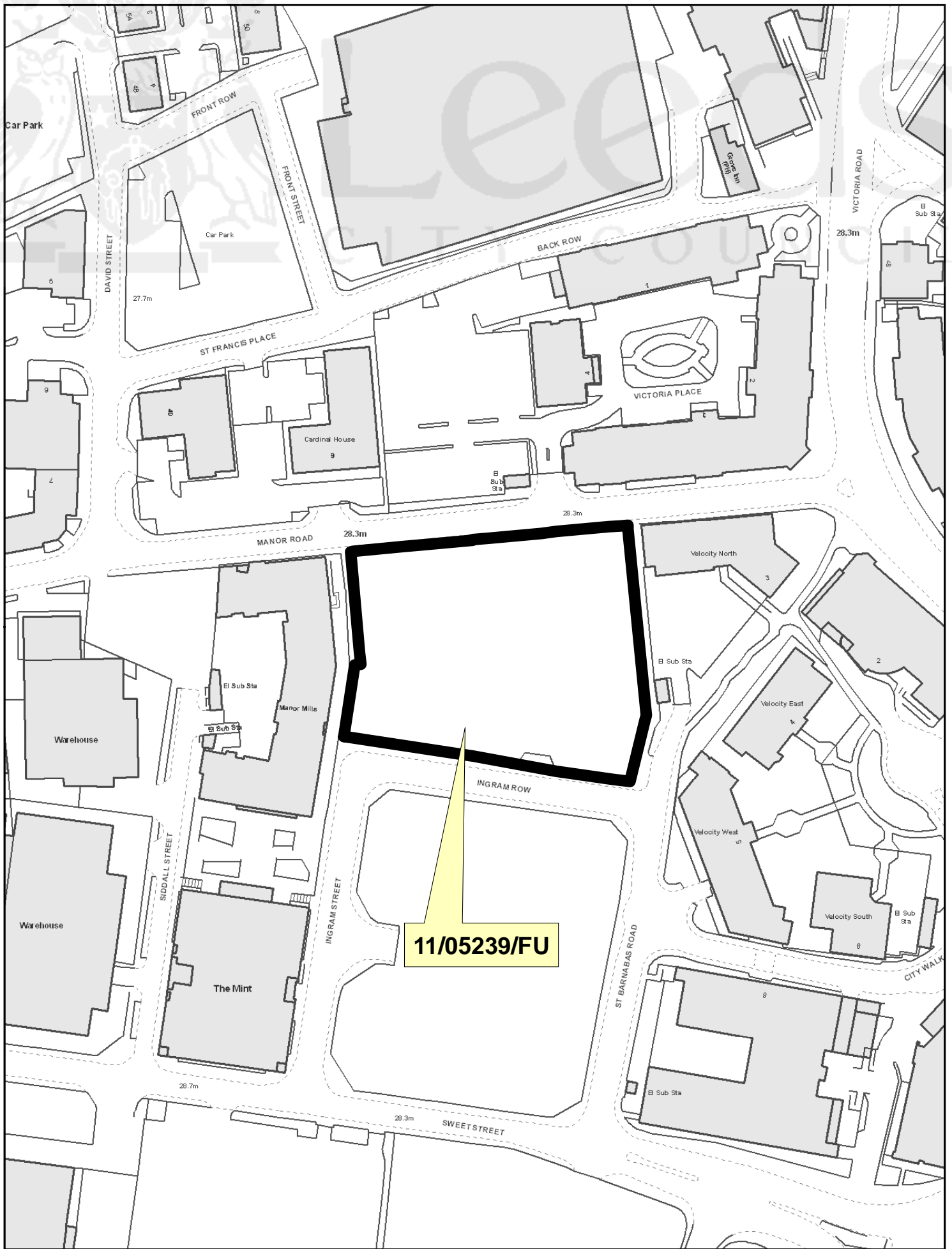
Application File: 09/04037/FU

Appeal File: (APP/N4720/A/10/2125970)

Enforcement File: 06/01037/NCP3

Enforcement Appeal File: (APP/N4720/C/10/2126365)

Certificate of Ownership – Certificate A signed on behalf of Ingram Row Ltd.



CITY CENTRE PLANS PANEL





Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 15th March 2012

Subject: APPLICATION 11/05225/FU – USE OF SITE CLEARED SITE AS CAR PARK (420 SPACES) AT FORMER DONCASTER MONKBRIDGE (BAM), WHITEHALL ROAD, LEEDS

APPLICANT	DATE VALID	TARGET DATE
BAM Monkbridge Ltd	12/12/11	12/3/12

Electoral Wards Affected:

City & Hunslet

Ward Members consulted (referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: REFUSE for the following reasons;

The application proposal is one of a number which seek permission for long stay car parking within the city centre. It has been resolved to grant planning permission to other applications which are considered to better meet the criteria set out in the Council’s informal City Centre Commuter Car Parking Policy (CCCCP1), and in these circumstances this application is considered to be contrary to the Council’s transport strategy to restrict commuter car parking in accordance with Policies CCP2 and T24A of the Leeds Unitary Development Plan Review 2006, and CCCCCP1, by exceeding the cap of 3200 aggregate spaces allowed under this policy and having an adverse impact on the strategic highway network.

1.0 INTRODUCTION:

1.1 This application is one of the long stay commuter car applications to be considered under policy CCCCCP1. This report should be read in conjunction with the umbrella report to this Plans Panel for those applications being considered under CCCCCP1.

2.0 PROPOSAL:

- 2.1 The application proposal is for a 420 space long stay car park. The car park surface is proposed to be a coarse graded aggregate, it will utilise the existing access from Whitehall Road. Three new trees are proposed adjacent to Whitehall Road and new lighting is provided within the site. Hoardings will bound the parking areas onto Whitehall Road and the canal side. Pedestrian access is provided from the site to the canal towpath. Security gates control access and the site will be visited by private security officers throughout the day.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application site is part of the former Doncaster Monkbridge site to the north of Whitehall Road and the south of the disused viaduct. The site contains one new office building but is otherwise largely cleared and enclosed by hoardings (these hoardings do not have the benefit of planning permission). The access roads and some of the landscaping associated with an extant mixed use outline consent on the site have already been implemented. A pocket park has also been introduced on the land to the east between the canal and river.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 06/02880/OT: Outline consent was granted on 10/9/07 (after a panel resolution on 26/4/07) for a major mixed use development that included five office buildings to the south of the viaduct, four residential towers to the north of the viaduct, a mix of leisure and retail uses within the viaduct arches and a pocket park on land between the canal and river. The principle of development plus the means of access, layout of the site and scale of the buildings were agreed. The first office building and the pocket park have been constructed but the residential development has not commenced yet.
- 4.2 06/05718/FU: At the same time as the outline application referenced above, full planning permission was granted for the first office building on the site. This building has been constructed and is partially occupied.
- 4.3 08/03199/RM: Reserved matters were approved for the pocket park phase of the development on 27/10/08. The landscaping works on this parcel of land between the river and canal have been implemented and the park recently opened.
- 4.4 10/04135/RM: Reserved matters were approved for the second office building approved under outline consent 06/02880/OT on 14/12/10.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 None.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 Advert in the Leeds weekly News 5/1/12 and site notice posted 23/11/11.

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory:

- 7.2 Highways Agency: The Highways Agency has reviewed the planning application and has concluded that the site will have a minimal impact on the Strategic Road Network (when considered in line with the highway impact scoring criteria.) and does

not have any objection to the proposal provided it would not exceed the CCCC1 cap of 3,200 spaces.

7.3 Environment Agency: Sustainable Urban Drainage Systems (SUDS) should be used to manage the surface water drainage and, dependent on the type of SUDS used, an oil interceptor may need to be installed.

7.4 Non-statutory:

7.5 British Waterways: The applicant states the site already discharges into the canal but there is no record of this, confirmation should be provided. There are some concerns if the site is to discharge into the canal and oil interceptors may be required.

7.6 West Yorkshire Ecology: No objection.

7.7 West Yorkshire Police Architectural Liaison Officer: The assessments carried out by officers with regard to safety and security is appropriate.

7.8 Highways: The information submitted within the TA is in accordance with UDP policy CCCC1 for the size of the car park and the access accords with LCC Street Design Guide SPD regarding visibility splay standards in both directions for this type of road. There would be a moderate traffic impact on Whitehall Road/Northern Street/Wellington Street and Whitehall Road/Globe Road junctions.

8.0 PLANNING POLICIES:

8.1 The policy background and process for assessing each submitted application is discussed in the umbrella report on this agenda.

9.0 MAIN ISSUES:

- The application is primarily considered against the criteria identified in policy CCCC1:
 - Highways implications.
 - Safety and security.
 - Appearance/Biodiversity.
 - Temporary and/or additional uses.

10.0 APPRAISAL:

10.1 Highways implications

10.2 The Transport Assessment is in accordance with the stated policy requirements. The Highways Agency estimates the impact on the motorway to be minimal and LCC highways officers believe there will be a moderate traffic impact on the local highway network when considered in accordance with the highway impact scoring criteria. The access roads have already been laid out in accordance with the approved details for the major mixed use scheme proposed for the site therefore the visibility splays are acceptable and no highways issues arise. However, in comparison with the alternative sites which are considered to better meet the criteria in policy CCCC1 it would exceed the cap of 3,200 commuter car parking spaces and is therefore considered to have an unduly adverse impact on the strategic highway network.

10.3 Safety and Security

10.4 The site is enclosed by hoardings and is therefore secure and there would be some surveillance from the office building adjacent to the proposed car park. Security visits will be carried out throughout the day but there is no permanent security presence or CCTV proposed.

10.5 Appearance/Biodiversity

10.6 The site is already fairly neat and tidy due to the introduction of the access roads and developers commitment to maintaining an attractive site to compliment the first phases of the major mixed use development, namely the adjacent office building and pocket park. However, these adjacent uses are not within the boundary of the car park application and the large area to accommodate car parking would receive very little visual enhancements therefore it is felt that opportunities have been missed. The existing hoarding is retained with no enhancement identified and there is no planting within the parking areas. The only planting proposed is three trees in one corner of the site adjacent to Whitehall Road. Access will be provided from the car park to the canal therefore this may result in more people walking along the canal but this does not provide any real connectivity enhancement to the general public. As there few areas of visual or biodiversity improvements and a lack of planting and other enhancements the application fails to achieve the quality and level of enhancement of many other sites proposed under policy CCCC1.

10.7 Temporary and/or additional uses

10.8 No temporary uses are proposed, for a site of this size it is considered that this is a missed opportunity.

11.0 CONCLUSION:

11.1 Whereas the site will be visited by security personnel there is no CCTV and limited natural surveillance and there are very few additional visual or other benefits proposed. It is therefore considered on balance that it fails to better the other site proposals when evaluated in terms of the quality and provision of the benefits recommended by the CCCC1 policy within the 3200 space cap and is recommended for refusal.

12.1 BACKGROUND PAPERS:

12.2 Application file 11/05225/FU.
Certificate of Ownership – Certificate A signed by the agent.

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Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 15th March 2012

Subject: APPLICATION 11/05214/FU – USE OF CLEARED SITE FOR LONG STAY CAR PARK (69 SPACES), CAR PARK C, GLOBE ROAD, HOLBECK, LEEDS

APPLICANT	DATE VALID	TARGET DATE
West Register	12/12/11	6/2/12

<p>Electoral Wards Affected:</p> <p>City & Hunslet</p> <p><input type="checkbox"/> Ward Members consulted (referred to in report)</p>	<p>Specific Implications For:</p> <p>Equality and Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input type="checkbox"/></p>
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RECOMMENDATION: REFUSE for the following reason;

The application proposal is one of a number which seek permission for long stay car parking within the city centre. It has been resolved to grant planning permission to other applications which are considered to better meet the criteria set out in the Council's informal City Centre Commuter Car Parking Policy (CCCCP1), and in these circumstances this application is considered to be contrary to the Council's transport strategy to restrict commuter car parking in accordance with Policies CCP2 and T24A of the Leeds Unitary Development Plan Review 2006, and CCCCCP1, by exceeding the cap of 3200 aggregate spaces allowed under this policy and having an adverse impact on the strategic highway network.

1.0 INTRODUCTION:

1.1 This application is one of the long stay commuter car applications to be considered under policy CCCCCP1. This report should be read in conjunction with the umbrella report to this Plans Panel for those applications being considered under CCCCCP1. This application is one of five applications submitted by the same applicant on adjacent sites on Globe Road in Holbeck Urban Village (HUV).

2.0 PROPOSAL:

2.1 The application proposal is for a 69 space long stay car park. It is proposed to introduce new tree and shrub planting in the corners and centre of the site.

3.0 SITE AND SURROUNDINGS:

3.1 The site is located between Globe Road and Water Lane, the disused viaduct bounds the site to the east and the railway lines bound the site to the west. The industrial drainage channel, Hol Beck, runs along the southern boundary of the site. The site is located within the defined City Centre boundary and Holbeck Urban Village and adjacent to the Holbeck Conservation Area. The site is within Flood Risk Zone 3. The surrounding areas contains a mix of commercial developments, cleared sites and some limited leisure and residential uses.

3.2 The site is cleared and has most recently operated as an unauthorised long stay commuter car park for 79 cars. The site is enclosed by high brick walls and the raised viaduct and railways lines.

4.0 RELEVANT PLANNING HISTORY:

4.1 08/01491/UCU3: Enforcement action commenced in 2008 regarding the unauthorised change of use of the site to a long stay commuter car park, this notice was appealed. The appeal was allowed but only with conditions restricting the car park to short stay only.

5.0 HISTORY OF NEGOTIATIONS:

5.1 None.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 Site notice posted 23/12/11.

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory:

7.2 Highways Agency: The Highways Agency has reviewed the planning application and has concluded that the site will have a minimal impact on the Strategic Road Network (when considered in line with the highway impact scoring criteria) and does not have any objection to the proposal provided it would not exceed the CCCCP1 cap of 3,200 spaces.

7.3 Environment Agency: The site is liable to flooding in a 1 in 100 year event and the applicant should sign up to appropriate flood warning systems. Sustainable Urban Drainage Systems (SUDS) should be used to manage the surface water drainage and, dependent on the type of SUDS used, an oil interceptor may need to be installed.

7.4 Non-statutory:

7.5 LCC Flood Risk Management: The site should be drained in accordance with the council's minimum development control standards for flood Risk. No objection subject to standard conditions.

7.6 West Yorkshire Ecology: No objection.

7.7 West Yorkshire Police Architectural Liaison Officer: The assessments carried out by officers with regard to safety and security is appropriate.

7.8 Highways: Information submitted within TA is in accordance with UDP policy CCCC1 for the size of the car park, the access accords with the LCC Street Design Guide SPD and visibility splay standards in both directions for type of road are acceptable. There would be an insignificant impact on local network.

8.0 PLANNING POLICIES:

8.1 The policy background and process for assessing each submitted application is discussed in the umbrella report on this agenda.

9.0 MAIN ISSUES

- The application is primarily considered against the criteria identified in policy CCCC1:
 - Highways implications.
 - Safety and security.
 - Appearance/Biodiversity.
 - Temporary and/or additional uses.

10.0 APPRAISAL:

10.1 Highways implications

10.2 The Transport Assessment was submitted in accordance with the guidance provided. The HA felt there would be a minimal impact on the strategic road network and LCC highways officers felt there would be an insignificant impact on local network when considered in accordance with the highway impact scoring criteria. The site is very small and utilises an existing access therefore no highways issues arise. However, in comparison with the alternative sites which are considered to better meet the criteria in policy CCCC1 it would exceed the cap of 3,200 commuter car parking spaces and is therefore considered to have an unduly adverse impact on the strategic highway network.

10.3 Safety and Security

10.4 The site is fully enclosed therefore access is limited to the main entrance and no additional escape routes are provided. The site is unmanned and no lighting or CCTV are proposed. Due to the sites location on the edge of HUV and enclosure by the high viaduct walls there is very limited natural surveillance from adjacent uses or passers by therefore the site was not considered to be as safe as others being considered under CCCC1.

10.5 Appearance/Biodiversity

10.6 The site is very small therefore there is limited scope for enhancement. There are some minor enhancements proposed in the form of tree and shrub planting in the corners and the centre of the site but these areas of planting could have been increased or considered in a more co-ordinated manner with the other adjacent sites submitted by the same applicant.

10.7 Temporary and/or additional uses

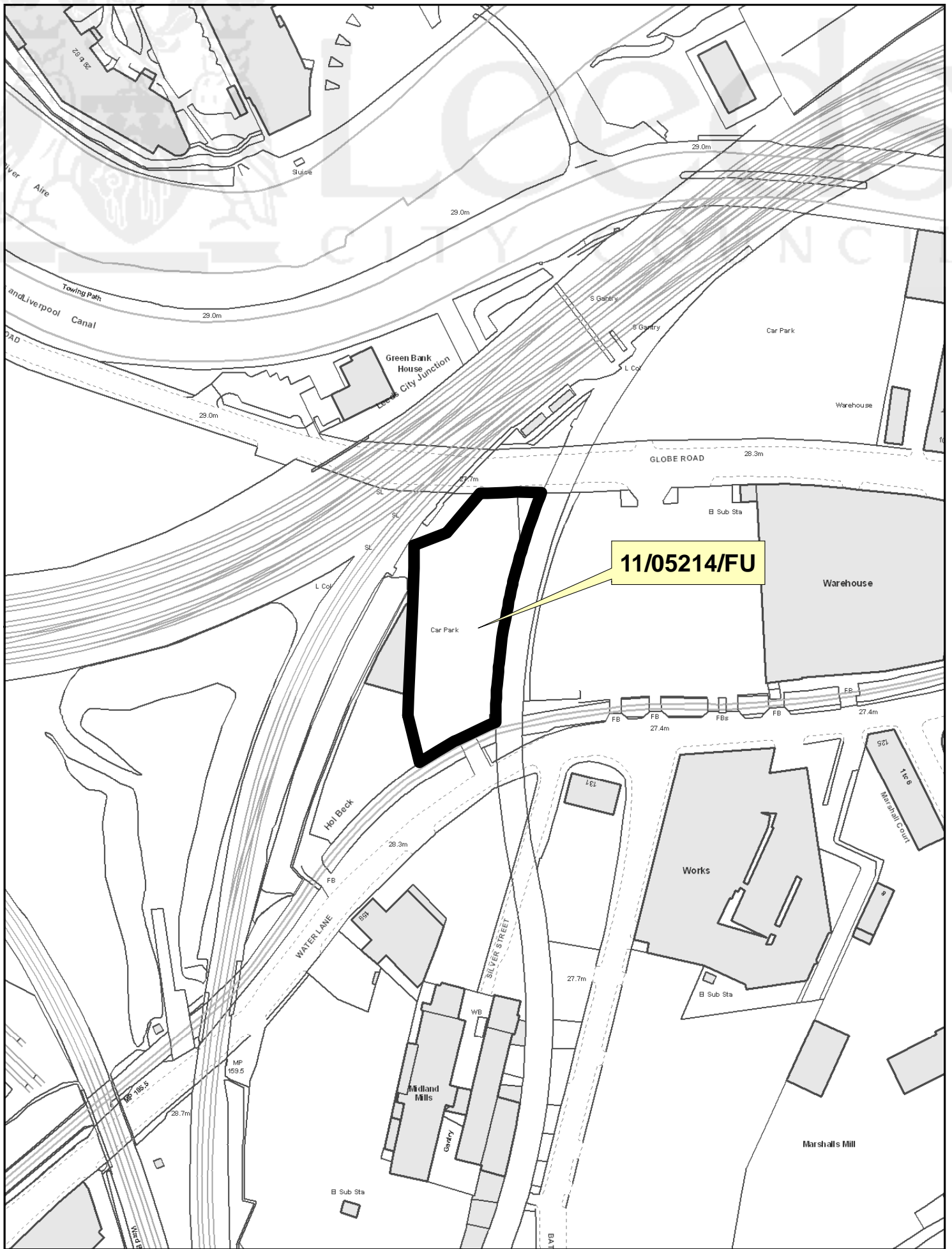
10.8 No other beneficial uses are proposed. This may be considered reasonable for such a small site; however, the applicant could have combined this site with the four adjacent sites to produce temporary uses to the benefit of HUV or provided smaller benefits such as electric charging points.

11.0 CONCLUSION:

11.1 Based on an assessment against the criteria within UDPR policy CCCC1 this application did not include proposals to make the site sufficiently safe and secure. There was limited visual enhancements and no temporary uses proposed. It is therefore considered on balance that it fails to better other site proposals when evaluated in terms of the quality and provision of the benefits recommended by the CCCC1 policy within the 3200 space cap and is recommended for refusal.

12.1 BACKGROUND PAPERS:

12.2 Application file 11/05214/FU and previous enforcement file 08/01491/UCU3. Certificate of Ownership – Certificate A signed by the agent.



CITY CENTRE PLANS PANEL



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Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 15th March 2012

Subject: APPLICATION 11/05220/FU – USE OF WAREHOUSE FOR LONG STAY CAR PARK (236 SPACES), FORMER WAREHOUSE BUILDING LAND SOUTH OF GLOBE ROAD (GLOBE ROAD D), HOLBECK, LEEDS

APPLICANT	DATE VALID	TARGET DATE
West Register	12/12/11	6/2/12

Electoral Wards Affected:

City & Hunslet

Ward Members consulted (referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: REFUSE for the following reasons;

The application proposal is one of a number which seek permission for long stay car parking within the city centre. It has been resolved to grant planning permission to other applications which are considered to better meet the criteria set out in the Council’s informal City Centre Commuter Car Parking Policy (CCCCP1), and in these circumstances this application is considered to be contrary to the Council’s transport strategy to restrict commuter car parking in accordance with Policies CCP2 and T24A of the Leeds Unitary Development Plan Review 2006, and CCCCCP1, by exceeding the cap of 3200 aggregate spaces allowed under this policy and having an adverse impact on the strategic highway network.

1.0 INTRODUCTION:

1.1 This application is one of the long stay commuter car applications to be considered under policy CCCCCP1. This report should be read in conjunction with the umbrella report to this Plans Panel for those applications being considered under CCCCCP1. This application is one of five applications submitted by the same applicant on adjacent sites on Globe Road in Holbeck Urban Village (HUV).

2.0 PROPOSAL:

- 2.1 The application proposal is for a 236 space long stay car park within an existing two storey warehouse building. Access is provided via a key fob entry through existing roller shutter on each floor. The application states it would be possible to paint the exterior of the building to attempt to enhance its appearance.

3.0 SITE AND SURROUNDINGS:

- 3.1 This existing two storey warehouse building is located between Globe Road and Water Lane with vehicular access from Globe Road. The site is located within the defined City Centre boundary and Holbeck Urban Village and is adjacent to the Holbeck Conservation Area. The site is within Flood Risk Zone 3. The surrounding area contains a mix of commercial developments, cleared sites and some limited leisure and residential uses.
- 3.2 The building is operated as an unauthorised long stay commuter car park for 240 cars; these spaces are contracted out to businesses believed to be located throughout the city centre. The existing building is of poor quality and has no aesthetic merit.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 08/01491/UCU3: Enforcement action commenced in 2008 regarding the unauthorised change of use of the site to a long stay commuter car park, this notice was appealed. The appeal was allowed but only with conditions restricting the car park to short stay only.
- 4.2 09/05209/EXT: Extension of time for outline application to erect mixed use development with hotel residential A2/A3/A4/A5/B1/D1 uses and car parking, approved 29/11/10.
- 4.3 08/03808/FU: Part 5 part 6 storey development, comprising 3 ground floor units (for flexible A2, A3, A4, B1, D1 and D2 uses) with offices over and basement parking, approved 29/11/10.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 None.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 Site notice posted 23/12/11.
- 6.2 Prior to the receipt of this application, one letter of support was received from the Managing Director of CB Richard Ellis Ltd (CBRE), a business located in the city centre that has contract spaces in the warehouse. The letter states these spaces are very important in allowing their staff to carry out their day to day business.

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory:

- 7.2 Highways Agency: The Highways Agency has reviewed the planning application and has concluded that the site will have a minimal impact on the Strategic Road

Network (when considered in line with the highway impact scoring criteria.) and does not have any objection to the proposal provided it would not exceed the CCCC1 cap of 3,200 spaces.

7.3 Environment Agency: No objection. Sustainable Urban Drainage Systems (SUDS) should be used to manage the surface water drainage and, dependent on the type of SUDS used, an oil interceptor may need to be installed. Signage should inform the public of the potential for flooding in the building and any valeting service should have regard to the EAs pollution prevention guidelines.

7.4 Non-statutory:

7.5 LCC Flood Risk Management: The site should be drained in accordance with the council's minimum development control standards for flood Risk. No objection subject to standard conditions.

7.6 West Yorkshire Ecology: No objection.

7.7 West Yorkshire Police Architectural Liaison Officer: The assessments carried out by officers with regard to safety and security is appropriate.

7.8 Highways: Information submitted within TA is in accordance with UDP policy CCCC1 for the size of the car park, the access accords with the LCC Street Design Guide SPD and visibility splay standards in both directions for type of road are acceptable. There would be a modest traffic impact on Water Lane/Neville Street junction, Whitehall Road/Globe Road and Meadow Road gyratory.

7.9 British Waterways: No objection.

8.0 PLANNING POLICIES:

8.1 The policy background and process for assessing each submitted application is discussed in the umbrella report on this agenda.

9.0 MAIN ISSUES:

- The application is primarily considered against the criteria identified in policy CCCC1:
 - Highways implications.
 - Safety and security.
 - Appearance/Biodiversity.
 - Temporary and/or additional uses.

10.0 APPRAISAL:

10.1 Highways implications

10.2 The Transport Assessment was submitted in accordance with the guidance provided. The HA felt there would be a minimal impact on the strategic road network and LCC highways officers felt there would be a modest impact on local network when considered in accordance with the highway impact scoring criteria. The site access provides suitable visibility splays and no local road safety issues arise. However, in comparison with the alternative sites which are considered to better meet the criteria in policy CCCC1 it would exceed the cap of 3,200

commuter car parking spaces and is therefore considered to have an unduly adverse impact on the strategic highway network.

10.3 Safety and Security

10.4 The building is unmanned and no CCTV is proposed therefore there is the potential for problems to arise if unauthorised people gain access to the building. To attempt to provide some security there is a key fob entry that raises the security shutters. Whereas this prevents access when the shutters are closed, it could raise tailgating issues (people following others into the building when they have raised the shutters) and introduce places to hide and therefore raises serious security concerns.

10.5 Appearance/Biodiversity

10.6 There is a proposal to paint the building but it is considered that this would not enhance the appearance of the building or Conservation Area. Removing the existing poorly maintained paintwork to expose the original brickwork would be preferred. There is no opportunity to introduce landscaping but the parking is concealed and not visible from public areas. The enhancements proposed for the building are not considered appropriate or beneficial.

10.7 Temporary and/or additional uses

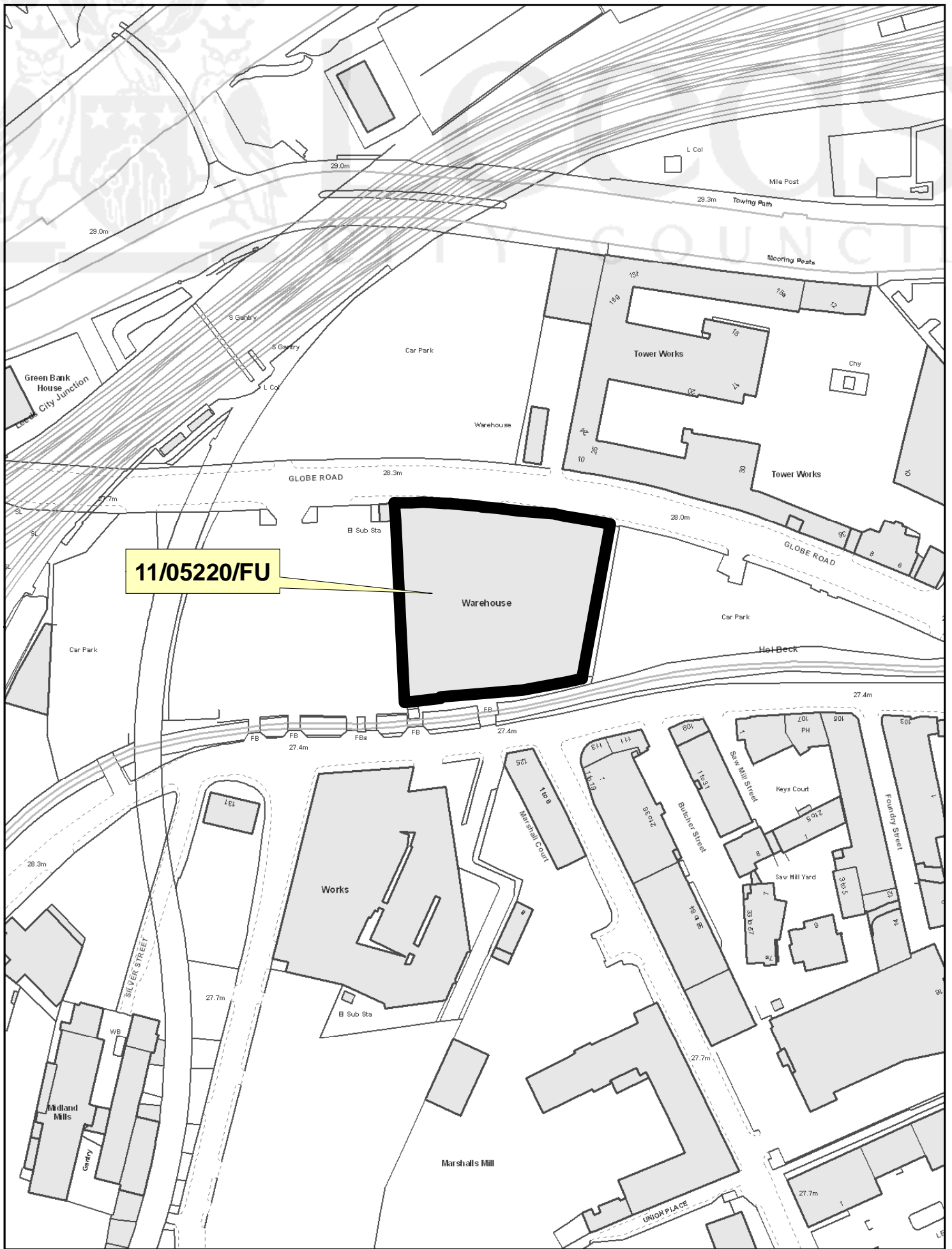
10.8 No temporary uses are proposed. This is a missed opportunity and the building could have been used for other means on a weekend or the applicant could have combined this site with the four adjacent sites to produce temporary uses to the benefit of HUV or provided smaller benefits such as electric charging points.

11.0 **CONCLUSION:**

11.1 Based on an assessment against the criteria within UDPR policy CCCCP1 the lack of management of the site raises security and safety issues and the proposed works to the building are not considered to enhance the Conservation Area. It is therefore considered on balance that it fails to better other site proposals when evaluated in terms of the quality and provision of the benefits recommended by the CCCCP1 policy within the 3200 space cap and is recommended for refusal.

12.1 **BACKGROUND PAPERS:**

12.2 Application file 11/05220/FU and previous enforcement file 08/01491/UCU3. Certificate of Ownership – Certificate A signed by the agent.



11/05220/FU

CITY CENTRE PLANS PANEL



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Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 15 March 2012

Subject: APPLICATION 10/01420/FU RETENTION OF CLEARED SITE AS CAR PARK (400 LONG STAY PARKING SPACES) AT LAND AT WHITEHALL ROAD/GLOBE ROAD (ELITE), LEEDS LS12 1BE

APPLICANT
Elite Parking UK

DATE VALID
26 March 2010

TARGET DATE
25 June 2010

Electoral Wards Affected:

City and Hunslet

No Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

REFUSE for the following reasons:

1. The application proposal is one of a number which seek permission for long stay car parking within the city centre. It has been resolved to grant planning permission to other applications which are considered to better meet the criteria set out in the Council's informal City Centre Commuter Car Parking Policy (CCCCPP), and in these circumstances this application is considered to be contrary to the Council's transport strategy to restrict commuter car parking in accordance with Policies CCP2 and T24A of the Leeds Unitary Development Plan Review 2006, and the CCCCCPP, by exceeding the cap of 3200 aggregate spaces allowed under this policy, and would therefore have an adverse impact on the strategic highways network.
2. The application site access lies directly opposite the Latitude/BAM Monkbridge development site access on Whitehall Road, which may give rise to conflict with vehicles turning right from the car park subject of this planning application and the right turn lane facility for the Latitude/BAM Monkbridge development site. It is considered that this would give rise to adverse road safety issues, contrary to Policies GP5 and T2 of the Leeds Unitary Development Plan Review 2006.

INTRODUCTION:

- 1.1 This application is brought to Plans Panel because it is a major application to be considered under the City Centre Commuter Car Parking Policy (CCCCPP). This report should be read in conjunction with the umbrella report to this Plans Panel for all those applications being considered under CCCCCPP.

2.0 PROPOSAL:

- 2.1 This retrospective application proposal is for the retention of 400 long stay car parking spaces for 5 years.
- 2.2 The application submission is supported by a site layout plan, a planning statement, a transport statement and a flood risk assessment. The applicant has confirmed in writing that if granted permission they would implement full lighting, a pond, turfing, trees in containers, meadows, and seating, however no firm details such as scale drawings or planting specifications have been submitted. The car park is attended during hours of opening.

3.0 SITE AND SURROUNDINGS:

- 3.1 The 1.26 hectare application site lies within the south-western edge of the UDP-defined Leeds City Centre, at the junction of Globe Road and Whitehall Road. It is bounded by metal railing and retained brick building façade to Whitehall Road, by the railway line and viaduct to the south and a painted brick wall to Globe Road. The site was part of the Doncaster's Monk Bridge forge until it closed, and the site was purchased by current owners Taylor Wimpey, and marketed as the "Green Bank" development. The site's surface consists of a mixture of compacted rubble and concrete. The site lies in flood risk zone 3.
- 3.2 This application relates to an existing unauthorised long stay commuter car park, which has been in operation since 2009. Since the demolition of this part of the Doncaster Monkbridge forge in 2003 an unauthorised car park use on the site (different operator to the current applicant) had been subject of enforcement action and an Enforcement Notice was served in 2005.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 Enforcement Notice ENF/647/03/20 Change of use to car park - Notice Served 8 March 2005 - Notice required the use of land for car parking to cease - Notice Effective 18 April 2005 and is still extant
- 4.2 Planning Application 09/04593FU Retention of cleared site as car park – application received 5 November 2009 - application withdrawn 4 February 2010
- 4.3 Planning Applications 10/01666/EXT & 10/01670/EXT Extension of time permissions (original permissions 20/499/04/FU & 07/00018/FU) granted further 5 years in November 2010 for mixed use development (known as the "Green Bank" development) consisting of multi-level development up to 31 storeys with 833 flats, commercial units, car parking and landscaping, and amendment to include 33 storey residential tower with 184 flats and flexible ground and first floor A1/A2/A3/A4/A5/D1/D2/B1 commercial units. The development is on hold due to the current economic climate.

5.0 HISTORY OF NEGOTIATIONS:

Numerous discussions since 2009 with the applicant regarding the acceptability of long stay car parking in the context of adopted UDP policy and the nearby appeal decisions. The application was held in abeyance whilst the CCCCPP was formulated, and the applicant made written submissions in December 2011 to support their application in the light of CCCCPP.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 In 2010, application publicity consisted of:

6.1.2 Site Notice posted 13 April 2010 expired 4 May 2010

6.1.3 Press Notice posted 8 April 2010 expired 5 May 2010

6.2 In November 2010, comments in support of the retention of long stay commuter car parking at this site were received from Councillor Lobley (Roundhay Ward), Councillor Latty (Guiseley and Rawdon Ward) and 22 Elite Parking customers, following the Planning Inspectorate's appeal decisions at several sites nearby, and the Local Planning Authority's intended recommendation to approve short stay car parking only at this site in accordance with adopted policy at the time and the Inspector's decisions. These comments pre-dated the review of car parking policy and subsequent adoption of the new policy.

6.3 In 2011, application publicity consisted of:

6.3.1 Site Notice posted 11 November 2011 expired 2 December 2011

6.3.2 Press Notice 16 November 2011 expired 15 December 2011

6.4 No comments have been received on this application since 2010.

7.0 CONSULTATIONS RESPONSES:

7.1 **Statutory:**

7.1.2 Highways Agency

The Highways Agency has reviewed the planning application and has concluded that the site will have a minimal impact on the Strategic Road Network (when considered in line with the highway impact scoring criteria) and does not have any objection to the proposal, provided it would not exceed the CCCCPP cap at 3200 car parking spaces.

7.1.3 LCC Transport Development Services

The submitted transport assessment is not in accordance with CCCCPP guidance. It is the TA relating to the approved Green Bank mixed use development, and therefore did not relate to this application proposal for long stay commuter car parking. It is considered that there is moderate traffic impact on Whitehall Road/Northern Street/Wellington Street and Whitehall Road/Globe Road junctions. The car park access visibility splay meets appropriate standards, however it lies opposite the Latitude/BAM Monkbridge development site access on the northern side of Whitehall Road. There are concerns regarding right-turning vehicles opposing the right turn lane facility for the Latitude/BAM Monkbridge development site opposite. Therefore, it is considered that the application proposal would give rise to adverse road safety issues, contrary to UDP Review Policy T2.

7.1.4 Environment Agency

No objection subject to conditions regarding provision, maintenance and management of a surface water drainage scheme, including oil interceptors.

7.1.5 British Waterways

No objection.

7.2 Non-statutory:

7.2.1 LCC Flood Risk Management

No objection subject to implementation of flood risk management measures outlined in the submitted Flood Risk Assessment.

7.2.2 West Yorkshire Police Architectural Liaison Officer

The assessments carried out by officers with regard to safety and security are appropriate.

8.0 PLANNING POLICIES:

8.1 The policy background and process for assessing each submitted application is discussed in the umbrella report on this agenda.

9.0 MAIN ISSUES

1. Highways implications
2. Safety and security
3. Appearance/biodiversity
4. Other beneficial temporary uses

10.0 APPRAISAL

10.1 Highways Implications

The submitted transport assessment is not in accordance with policy guidance, it was the TA relating to the approved mixed use development for the site, and therefore did not relate to this application proposal. The Highways Agency estimate the impact on the motorway to be minimal and LCC highways officers consider that there is a moderate traffic impact on Whitehall Road/Northern Street/Wellington Street and Whitehall Road/Globe Road junctions, when considered in accordance with the highway impact scoring criteria. However, in comparison with alternative sites which are considered to better meet the criteria in the CCCC policy it would exceed the cap of 3200 commuter car parking spaces and is therefore considered to have an unduly adverse impact on the strategic highway network.

10.1.2 In addition, there are safety concerns regarding the location of this temporary car park access, with right-turning vehicles from this car park opposing the right turn lane facility for the Latitude/BAM Monkbridge development site access opposite. Therefore, it is considered that the application proposal would give rise to adverse road safety issues, contrary to UDP Review Policies GP5 and T2. The application is therefore recommended for refusal on road safety grounds.

10.2 Safety and Security

The site is permanently attended and there is a commitment to install lighting in writing from the applicant. Due to the walled nature of the site, it would be difficult to increase permeability and natural surveillance without physical works to lower the boundary wall to Globe Road. However, these works have not been proposed, and this has resulted in the application being considered average in comparison with other sites under this criteria.

10.3 Appearance/Biodiversity

Proposed enhancement works have only been set out in writing by the applicant. These would include a pond, turfing, trees in containers, meadows, and seating, but there is a lack of detail. No firm proposals have been shown on plans or are evident

on site. It is considered that the application submission fails to demonstrate sufficiently the benefits recommended by the CCCCPC policy. This has resulted in this application being comparatively poorer than other sites under consideration.

10.4 **Other beneficial temporary uses**

No other temporary uses are proposed.

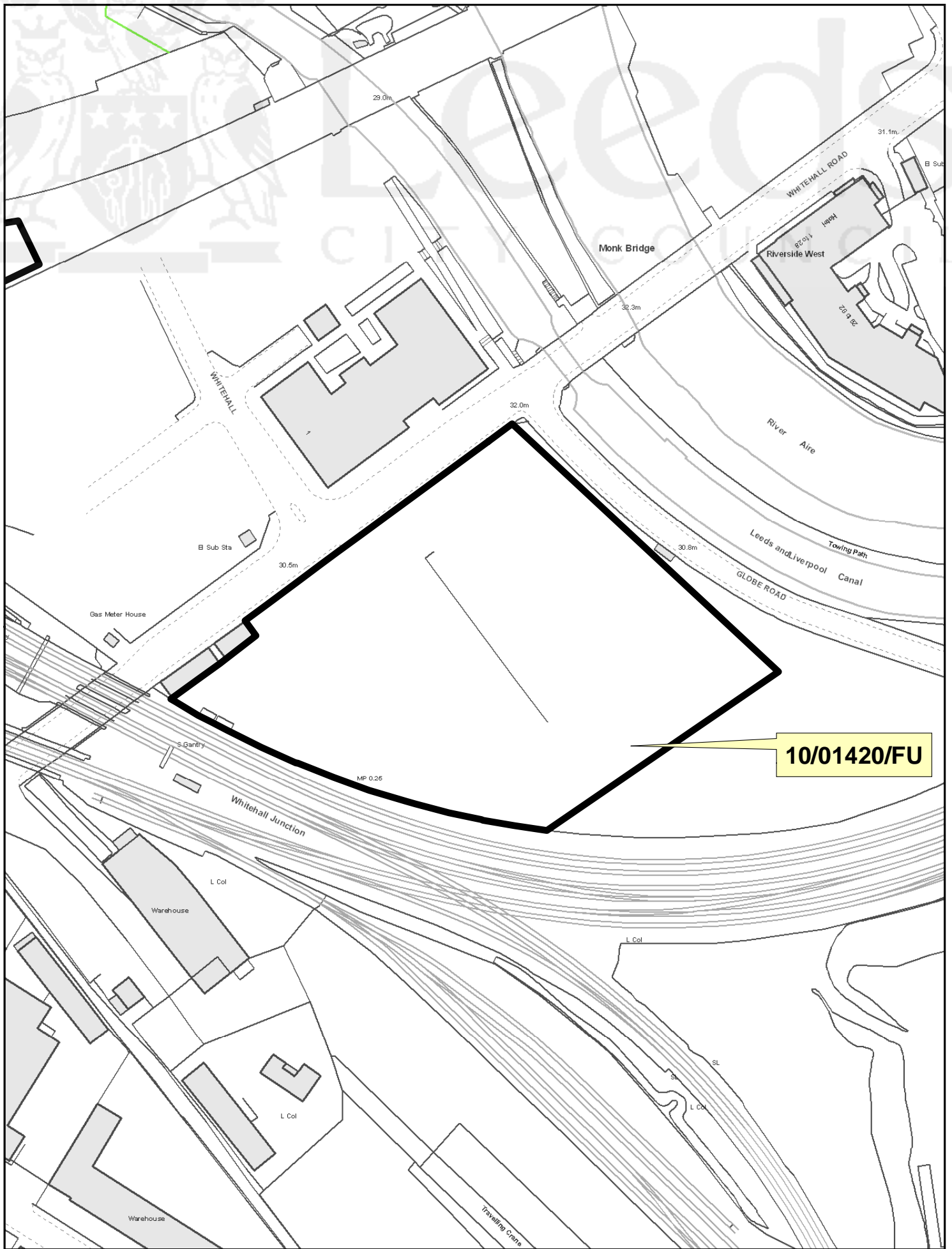
11.0 **CONCLUSION**

This application relates to an existing unauthorised long stay commuter car park, which has been in operation since 2009. Since the demolition of this part of the Doncaster Monkbridge forge in 2003 an unauthorised car park use on the site (different operator to the current applicant) had been subject of enforcement action and an Enforcement Notice was served in 2005. The applicant has confirmed a number of visual enhancement measures in support of their current submission, however there is a lack of detail in what is proposed, and an absence of scaled plans and specifications. It is therefore considered on balance that it fails to better other site proposals when evaluated in terms of the quality and provision of the benefits recommended by the CCCCPC policy, namely improvements to the visual appearance, biodiversity and landscape quality of the area. It is also considered that the application proposal gives rise to road safety concerns due to the location of its site access, with right-turning vehicles from this car park opposing the right turn lane facility for the Latitude/BAM Monkbridge development site. It is considered that this road safety concern would be contrary to UDP Review Policies GP5 and T2. The application is therefore recommended for refusal.

Background Papers:

Application file 10/01420/FU

Certificate of Ownership – Certificate B signed on behalf of applicant Elite Parking UK and Notice No. 1 served on owner Taylor Wimpey



10/01420/FU

CITY CENTRE PLANS PANEL