



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 24th October 2013

Subject: APPLICATION 13/03499/LA – Full Application for use of vacant site as new park and ride facility. Land at Car Park D, Elland Road, Holbeck, Leeds, LS11 0ES

| APPLICANT | DATE VALID | TARGET DATE |
|--------------------|-------------------|--|
| Leeds City Council | 02/08/13 | 01/11/13 (13 week deadline) 15/10/13 (PPA deadline) |

Electoral Wards Affected:

Beeston & Holbeck

Yes Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: APPROVE subject to the conditions below;

Conditions:

1. Three year time limit to commence development.
2. Development in accordance with approved plans.
3. Details of landscaping scheme to include surface materials, boundary treatments, lighting, utilities, planting, biodiversity enhancements and a management plan to be submitted and implemented.
4. Replacement of trees in the event of death or damage in first 5 years.
5. Details of surface water drainage scheme to be submitted and implemented.
6. Details of CCTV to be submitted and implemented.
7. Restriction of construction activity to 0800 – 1800 Monday to Saturday with no activities on Sundays or Bank Holidays.

8. Statement of construction practice to be submitted and implemented.
9. Submission of contamination studies.
10. Submission of amended contamination studies if needed.
11. Submission of validation report following remediation.
12. Parking area to be made available to users of the adjacent Ice Rink use and to LUFC on match days.
13. Submission of details regarding bus stops; staff facilities; ticket machines etc.
14. Use of Visual Messaging System for directing park and ride traffic.
15. No use of site until fully laid out, drained and surfaced with permeable material to avoid surface water run-off.

1 INTRODUCTION:

- 1.1 The application is made by the Council and relates to an area of land owned by the Council and currently used for match day car parking associated with Leeds United FC home matches. The proposal involves the setting up and operation of a Council owned park and ride facility that will provide bus services into the City Centre. The intention would be to have the facility up and running in order to provide capacity for the Tour de France events in 2014.
- 1.2 The application is brought to City Plans Panel due to its strategic nature, and the objections from local Ward Members (see below).
- 1.3 The proposed Park and Ride facility at Elland Road was most recently reported to Executive Board on 24th April 2013.

2 PROPOSAL:

- 2.1 The site would be levelled and made good and parking would be laid out for 800 cars. There is an existing traffic light controlled access junction off Elland Road into the wider site; this access road will be extended. A lay-by to one side will provide space for bus drop-off and pick-up points, the access road then runs into a roundabout giving access into the parking area and a truncated access that will eventually serve other sites adjacent.
- 2.2 Parking is laid out in blocks to the site with landscaping to the edges and some within the parking areas. The access road will be landscaped, have pedestrian footpaths and be planted with trees.
- 2.3 An area of land to the south of the site is shown as over spill parking area – no alterations will be made to this site which is already used for match day parking, other than making good of the surfacing. This area may be further developed for formal park and ride facilities in future.
- 2.4 The facility would be operated in partnership with Metro and will provide 450 formally laid out parking spaces, with the remainder in the overflow area. Formal footpaths and kerbing will be installed along the access road and there will also be bus stops, signage, fencing, access gates etc. installed.
- 2.5 The service will commence with three buses operating at 15 minute intervals between the site and Boar Lane, if demand increases then the service will also be increased. Fares will be determined on a commercial basis, but there is recognition that the fares of existing services and parking fees in the centre need to be taken into account to ensure success. Existing bus services along Elland Road will not be displaced and offer opportunity to reach other areas for Park and Ride users.

2.6 The service will operate Monday to Saturday with no operations on Saturday match days.

3 SITE AND SURROUNDINGS:

3.1 The application site lies to the west of the Elland Road stadium, in a corner that is bounded by the M621 to the north, railway embankment to the west, proposed ice rink to the south, and stadium car parking to the east. Access will come directly off Elland Road at an existing junction that also serves the new West Yorkshire Police Headquarters.

3.2 The application site is currently partially hard surfaced, partially grass and relatively level. There is an embankment on the western side on top of which runs one of the railway lines into the Centre. There are a number of small trees and shrubs on the embankment with palisade fencing at the bottom demarcating land in the ownership of Network Rail.

3.3 The northern boundary of the site is more level and is visible from the M621 although there are a number of shrubs and trees on this boundary providing some screening. Lighting columns from the motorway are clearly visible within the site and there is also a large V shaped advertising hoarding to the side of the motorway within the site (to be retained).

3.4 Junction 1 of the M621 is closest to the site, whilst junction 2 is further east towards the other side of the Stadium.

4 RELEVANT PLANNING HISTORY:

4.1 Preapp/11/00257 – potential sites for park and ride – discussions ongoing over a number of years regarding possibility of a park and ride site and where it should go.

4.2 No specific planning history of relevance, history reflects use of land as part of the wider Stadium use.

5 HISTORY OF NEGOTIATIONS:

5.1 As above there have been general discussions about locating a park and ride site in the Elland Road area for a number of years. Prior to the application coming in there were also discussions regarding landscaping and impact regarding the proposed adjacent uses. Negotiations continued through the application process to inform consultees concerns.

5.2 The intention to site a park and ride facility at Elland Road has been publicised on the council's website since June 2013. This also included contacts for making comment, and the results of consultation events held at Beeston Community Forum on 6th June, Briggate on 3rd July and Beeston Library on 17th July. 1700 leaflets were handed out and 123 were returned with comments (7.2% response rate).

5.3 Of the respondents 62% came from the Beeston (LS11) area and 37% came from outside of the area. Whilst the majority of people travel into the city centre 5 or more times a week there was a marked difference in mode of transport with 64% of people from LS11 using the bus, compared with only 28% of people using bus from other areas (48% car use).

5.4 People from the LS11 area were more likely to view issues such as use of the land for park and ride, impact on local area and visual appearance of the site as negative issues than people from outside the area. Overwhelmingly 75% of respondents from LS11 said they would not use the Park and Ride site, compared with 44% from other areas.

5.5 Proposals regarding Elland Road, including park and ride facility, have been the subject of a number of reports to Executive Board from 2007 to present day (see background papers).

6 PUBLIC/LOCAL RESPONSE:

- 6.1 The application was advertised by means of site notices posted on 16 August 2013, and an advert in the Yorkshire Evening Post on 29th August 2013. Ward Members were consulted on receipt of the application, but had also been involved at pre-application stage.
- 6.2 Ward Councillors Congreve and Gabriel have objected to the scheme on the following grounds:
- Increase in existing traffic congestion, particularly bad at peak times from the M621, M1 and surrounding link roads.
 - Traffic congestion will have further negative impact on air quality in an area of the city that already has significant levels of pollution.
 - Elland Road is only 2 miles from the City Centre; motorists will have to drive to an already congested zone to access the bus.
 - A 2009 Study by Halcrow commissioned by the Council put forward Tingley or Gildersome as the most suitable locations for a park and ride scheme serving the south and west of the city.
 - Proposed landscaping is of poor quality.
- 6.3 Beeston Community Forum object for the following reasons:
- Not opposed to the principle of a park and ride but the site at Elland Road is highly unsuitable.
 - The Council has ignored a large body of professional opinion supporting the view that the site is unsuitable (referenced the Halcrow report and comments made by Metro in 2009). It is felt that the Council view this site as a quick win only.
 - At no meeting of the Forum has there ever been any local support voiced.
 - A survey by LCC was circulated to only 600 local residents, but was also undertaken at locations remote from the site such as in the City Centre which will give skewed results not representative of local opinion.
 - No results from the survey have been provided with the application.
 - P&R schemes in other cities that are successful are located well away from the centres, on roads that do not struggle with heavy congestion. In contrast motorists using this facility will have to travel into an area where roads are already congested especially at peak hours.
 - Further traffic congestion will result in additional air pollution.
 - It is noted that the intention is to operate a bus service into the centre every 15 minutes. When there is little congestion on the roads the journey time into the centre is 15 minutes. Are drivers really going to wait 15 minutes for a bus when they could just drive in? Will the scheme therefore really be financially viable?
 - Shoppers will not be able to use the facility on Saturdays when there are matches as the facility will not operate at these times, this will again further undermine financial viability.
 - The original Masterplan for the Elland Road area, as consulted on, did not include any proposals for park and ride schemes.
 - Any improvements to the local bus services would be welcomed by the local population but it is unlikely that the benefits of this would outweigh the harm caused by the proposal.

- “We feel that this application represents a determination by Leeds City Council to set up a Park and Ride facility at minimal cost. This determination has led to the applicants ignoring the substantial disadvantages of the site, which in our view is completely unsuitable for a Park and Ride facility. We therefore hope that the application is rejected”.

6.4 Two further objections letter have been received from local residents who raise the following points:

- When the Masterplan for Elland Road was drafted in 2007 it was proposed to put a park and ride facility on the current bus terminus and the site of the centenary pavilion used by LUFC, with entry and exit routes directly onto junction 2 of the M621 and separate service road around Elland road stadium. Thus traffic would not need to use Elland Road itself helping with local congestion issues. This is not the case with this application and Elland Road will not be able to cope with the added traffic from the park and ride, on top of the traffic generated by the Ice Rink and the Policy HQ. It is not a quick win situation for local residents.
- Waste of council money.
- Will impede Police vehicles using Elland Road.

7 CONSULTATION RESPONSES:

Statutory

- 7.1 Highways Agency – Offers no objection, recommends no conditions.
- 7.2 Environment Agency – Recommend condition to prevent pollution from surface water drainage.
- 7.3 Highways –With the exception of buses, the park and ride facility would not generate any new traffic and the submitted transport assessments consider the redistribution of traffic which is already on the highway network. The assessment shows that any junctions operating at spare capacity in the AM and PM peak times would continue to operate with some spare capacity if the facility was fully used. Junction 1 of the M621 would experience a 6% increase in capacity during the AM peak, and 0.8% decrease in capacity during PM peak. On this basis the proposals would not have a significant impact on the operation of the motorway (note that Highways Agency raise no concerns).
- 7.4 The bus priority lane/gate at Meadow Road/Jack Lane can be accommodated within the existing highway and it is not anticipated to result in adverse impact on the operation of the junction here. The measures will also result in improved journey times for existing bus services inbound to the city centre.
- 7.5 Overall the proposal will result in less traffic commuting to/from the City Centre and will result in an increase in car parking capacity in the city.

Non-Statutory

- 7.6 Travel Wise – Travel Plan not required for this type of development.
- 7.7 Land Contamination – No objections subject to conditions.
- 7.8 Flood Risk Management – no objections subject to condition for submission of surface water drainage works and implementation.
- 7.9 Environment and Neighbourhoods (Air Quality) – Modelled traffic flows suggest that the majority of traffic would access the site via junction 1 of the M621; therefore traffic will not pass residential properties. The proposed scheme is expected to reduce the volume of traffic on the M621 from junction 2 onwards to the City Centre. The M621 at junction 2 is the major contributor to Air Quality in the locale. The P&R buses would be routed along Elland Road and join the M621 at junction 2b. 8

frontage properties near the P&R site, and 2 – 4 properties near the junction with Cemetery Road will be affected by this increase but this is not considered to be sufficient to noticeably worsen air quality given the existing status with the M621. Subject to new technology buses being used then there could be an overall reduction in emissions due to reduction in traffic levels as a result of the P&R.

- 7.10 Environmental Protection Team – No objections subject to conditions. Potential for loss of amenity for residents during construction phases, and from any security lighting that may be erected.
- 7.11 Architectural Liaison Officer – Details of items such as boundary treatments, landscape treatments, lighting, CCTV etc. should all be addressed and where used should be to Secure by Design standards.

8 PLANNING POLICIES:

National Planning Policy Framework (2012)

- 8.1 This document sets out the Government's overarching planning policies on the delivery of sustainable development through the planning system.
- Para 14: Presumption in favour of sustainable development.
 - Para 30: encouragement should be given to solutions which support reductions in greenhouse gas emissions / reducing congestion.
 - Para 32: Developments which generate significant amounts of movement should be backed up by a Transport Assessment or Statement. Opportunities for sustainable transport modes should be taken up depending on nature / location of site. Safe and suitable access for all people should be achieved.

Local Development Framework – emerging Policy

- 8.2 The Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. On 26th April 2013 the Council submitted the Publication Draft Core Strategy to the Secretary of State for examination and an Inspector has been appointed. The examination commenced in October 2013.
- 8.3 As the Council has submitted the Publication Draft Core Strategy for independent examination some weight can now be attached to the document and its contents recognising that the weight to be attached may be limited by outstanding representations which have been made which will be considered at the future examination.
- Spatial Policy 1 – Location of Development: Outlines that a spatial development strategy is based on the Leeds settlement hierarchy concentrate which seeks to concentrate the majority of new development within urban areas. The largest amount of development will be located in the Main Urban Area with Major Settlements delivering significant amounts of development.
 - Para.4.7.9 – The Council supports improvement at major sporting venue of Elland Road and recognises that some development may not always be financially viable and may require some form of enabling development. Map 9 identifies Elland Road as a Park and Ride site along with Stourton, Junction 45, Grimes Dyke, Alwoodley, Boddington and Apperley Bridge.
 - Spatial Policy 11: Transport Infrastructure Investment Priority: (i) – Investment in provision of Park and Ride facilities.
 - Policy CC3 – Improving Connectivity Between the city Centre and Neighbouring Communities:

- Para.5.1.22 – A transport strategy is currently being developed for the city centre that will deliver a step change in the environment, making it more of a place for people and reducing the dominance of traffic. A key element to delivering this will be to significantly improve access by public transport, including park and ride, so that more people are able to get there without the need to use private transport.
- T2 – Accessibility Requirements and New Development: This should be located in accessible locations that are adequately served by existing or programmed highways, by public transport and with safe and secure access for pedestrians, cyclists and people with impaired mobility.

Development Plan

- 8.4 The Development Plan consists of the adopted Leeds Unitary Development Plan (Review 2006) and the Natural Resources and Waste DPD (2012).
- GP5: Requirement of Development Proposals: seeks to ensure that development proposals resolve detailed planning considerations, including amenity.
 - N12: Priorities for Urban Design: development proposal should respect the Council's priorities for Urban Design.
 - T2: Transport Provision for Development: seeks to ensure developments are not of a detrimental impact upon highway safety.
 - T16: Planning permission will be granted for park and ride facilities associated with railway stations, rapid transit systems and quality bus services subject to evaluation against the following criteria. Suitable proposals should:
 - Demonstrate positive contribution to the objectives and targets of the local transport strategy.
 - Be derived from a thorough assessment of possible sites.
 - Be acceptable in terms of impact on local amenity.
 - Be acceptable in terms of travel impacts.
 - Be sited and designed to maximise accessibility by non-car modes.
 - T17 – identified a number of potential Park and Ride sites, Elland Road at the time was not amongst the names, however it should be noted that at the time of drafting this policy the intention was for the Supertram proposal to go ahead and this fed into the potential locations.
 - LT4 – Securing Positive Benefits of Tourism: The Council will actively pursue opportunities for development of major cultural and sporting facilities. Locations will need to be easily accessed by the regional road and public transport system.
 - LT5A: Land in the vicinity of Elland Road football stadium is reserved for leisure and tourism proposals which would enhance the regional and national role of the city.
 - Para 10.3.8: In accommodating major sporting, cultural and tourism facilities beyond the City Centre, land in the vicinity of Elland Road stadium, Beeston presents a unique opportunity. This locality exerts considerable potential due to its strategic location on the Regional Highway Network and excellent transport links to the City Centre.
 - Para 22.3.4: 1.5Ha of land allocated for employment uses.

- Para 22.3.7: 18.5Ha of land allocated for leisure and tourism proposals. There is potential in this area to make better use of large areas of car parking, particularly in connection with park and ride.

Other Guidance and Advice

- 8.5 SPD – Street Design Guide
- 8.6 Draft SPD – Car Parking.
- 8.7 West Yorkshire Local Transport Plan 3 – The core bus network would consist of Green Routes and will include the development of express, high frequency and park and ride services. Elland Road is identified as a Green Route into Leeds City Centre. Proposal 14 covers improving interchanges and integration including the development of transport hubs. This covers the scope to develop bus Park and Ride for trips to Leeds.
- 8.8 Informal Planning Statement Elland Road, approved by Executive Board on 11/09/07, sets out a Masterplan for the Elland Road area: The potential for use of this site to operate a park and ride facility should be explored. Linking the site and the city centre would support the city's wider transport objectives and provide a direct, quick and regular public transport services for the site. Using current maximum parking standards the IPS calculates that uses at the site require a maximum of 2,750 parking spaces. Approximately 4000 parking spaces are currently available for match day parking. To protect residential amenity any reduction in parking supply should be offset by a comprehensive transport strategy and provides effective alternatives to private car use.
- 8.9 Local Implementation Plan and Transport Strategy for Leeds 2011 – 2026 – sets out the proposal for a new, bus based Park and Ride site to be delivered within the next 2 years. This would complement the Park and Ride proposals associated with the NGT proposal. In the longer term it is envisaged that a series of sites will be brought forward at locations around the outer ring road so that longer distance travellers to the city centre have an alternative to the car.
- 8.10 Draft Leeds Local Implementation Plan 2011 – 2014 – sets out the shorter term elements of the West Yorkshire Local Transport Plan 3.
- 8.11 Commuter Car Parking Policy – informal interim policy which deals with commuter car parking sites in the centre. Any permission granted under this interim policy is temporary for 5 years, and on expiry the Council will then consider whether the delivery of public transport improvements (such as Elland Road Park and Ride) would justify the cessation of the car parking or the grant of further temporary permissions.

9 MAIN ISSUES

- 9.1 Principle of Development.
- 9.2 Highway Congestion.
- 9.3 Air Pollution.
- 9.4 Impact on Residential Amenity.

10 APPRAISAL

Principle of Development

- 10.1 The City faces a number of transport issues as its economy and its population grow and this is placing a strain on congested road and rail services. The Draft Leeds Local Implementation Plan 2011 – 2014 is a daughter document of the West Yorkshire Local Transport Plan and sets out short term proposals that will help to fulfil the longer term objectives of the Transport Plan. The LLIP identifies that there

is little spare capacity for either car or rail commuting and so ways of getting people into the centre without further detrimental impact are needed before longer term infrastructure improvements come in. Ways of doing this include making better use of existing bus networks, increasing rail capacity, providing park and ride sites, car sharing and encouraging walking/cycling.

- 10.2 A series of proposals have been set out by Leeds City Council, Metro and partners to transform transport provision in Leeds in line with the Local Transport Plan and Leeds City Region strategy. These proposals include a ring of park and ride sites around the outer ring road, additional rail carriages, new stations with car parking and electrification of rail lines.
- 10.3 The Elland Road site is proposed as the first of these park and ride sites and has been labelled as a “quick win” due to it being in Council ownership with no other users involved and relatively little in the way of development required. Other park and ride sites are expected to come on stream as the Transport Plan is put into action, particularly through delivery of NGT.
- 10.4 In considering potential Park and Ride sites the Council has used the following criteria:
- Vacant brownfield land without imminent development.
 - Capable of running a commercial bus operation with appropriate journey time.
 - Located close to a main radial route and close to the Outer Ring Road or motorway.
 - Accessible from the road network without need for major new infrastructure.
 - Viable alternative to cleared site parking (commuter parking in centre).
- 10.5 The application site is currently used on an ad-hoc basis as car parking for LUFC matches, and so is only used on home match days. The rest of the time the site is left vacant. Using the above criteria it has been concluded that Elland road was the most promising location as it could be operated without a long term subsidy whilst serving the busy M62/M621 corridor which is not covered by any other proposed Park and Ride sites.
- 10.6 The idea of a Park and Ride at Elland Road was first mooted in the Informal Planning Statement which was approved by Executive Board in September 2007. At this stage the option of putting it to the eastern side of the stadium was preferred, in order to keep all transport separate from residential areas. In taking the matter forward various locations have been looked at in siting the parking area however there were a number of constraints including the requirement to continue to provide 2,750 match-day parking spaces, the provision of part of the site to the Ice Rink and access road and the planned expansion of the stadium itself. Matters of site ownership and potential future development were also taken into account. The use of Car Park D has therefore been deemed to be the optimum for a park and ride facility on Elland Road.
- 10.7 The proposed use would be similar to the existing use, but more intensive and would involve formal laying out of parking areas as well as bus access into the site. Given the similarities in current and proposed uses the proposal is not objected to. It also fulfils the objectives of developing Elland Road as a leisure and tourism destination, and may help to stimulate further development of the area. Planning policy in the UDP Review and the Core Strategy would support the option of a Park and Ride facility, both in terms of regeneration aims, supporting leisure and tourism objectives and contributing to an integrated transport system. The proposal also supports the infrastructure strategies and objectives in other relevant plans including the West

Yorkshire Local Transport Plan 3. The proposal is therefore not objected to in principle and is to be determined on matters of detail.

Highway Congestion

- 10.8 Local residents and Ward Councillors raise concerns regarding additional congestion as a result of the proposal, as this is an existing concern in the area. Currently Elland Road provides access to the M621 with traffic at junction 2 often having to queue at the roundabout access; undoubtedly the road is also used as a shortcut onto Beeston Ring road. Congestion is obvious at peak travel times, and around home match times.
- 10.9 The Elland Road area is seeing significant investment, job creation and development. The stadium is planned for expansion which will include hotel and other leisure facilities and LUFC operate a conference facility with access off Lowfields Road. Development of the West Yorkshire Police HQ is well underway and there are also proposals for an ice rink (with potential regional draw). Elland Road has a number of shops and other businesses and is located close to retail parks on the Ring Road and at White Rose as well as commercial and retail uses at the eastern end of Elland Road. In amongst this there is dense residential housing with access up to Beeston Hill and Cross Flatts.
- 10.10 Elland Road is designated as the A643 and is connected at the south western end to A6110 dual carriageway. The A6110 is designated in the WYLTP3 as an Orange Route – a local road that performs strategic functions, carrying more than 20,000 vehicles per day, performing a ring road and by-pass function around the Leeds City Centre.
- 10.11 The submitted Transport Assessment has looked at impacts on roads and junctions that will potentially be affected. To calculate the number of users of the Park and Ride data from Monks Cross in York has been used. Using this and traffic survey information it is estimated that the use will generate 680 trips per day requiring a capacity of 582 spaces. The majority of trips will come via the M621, followed by the A6110.
- 10.12 Peak flows along Elland Road and at relevant junctions have been assessed and modelling carried out showing that there is currently capacity on the network, and the addition of the Park and Ride will not result in over-capacity, this includes anticipated flows produced by the Ice Rink and police HQ uses.
- 10.13 The stadium itself generates significant traffic during home matches with many local roads parked on as well as car parking at the stadium site, and at other more informal car parks. It is intended that the Park and Ride would not operate on Saturdays when there was a match at home so that supporters are able to use the car parking available. Weekday matches tend to be in the evenings when the Park and Ride site would be under-used anyway so it is not anticipated that there would be competing demands. The Park and Ride would also provide overflow car parking for the Ice Rink. A condition requiring this provision is suggested to ensure that other uses at the site are adequately catered for.
- 10.14 The proposed signing for the facility will be at junction 1 of the M621 which should direct users onto the A6110 and then onto Elland Road that way, rather than coming off at junction 2 and directly onto Elland Road. This is the same as the signing for match day users. The route via junction 2 is over 1km further than the signed route via Junction 1; therefore it is unlikely that cars will use this route past residential properties.
- 10.15 The removal of traffic on the last part of the journey into the City Centre will relieve congestion at junction 3 of the M621 which is problematic. It also removes traffic

from the Centre's roads as well, particularly in conjunction with other proposed Park and Ride sites.

- 10.16 The works for the junction at the access point have already been carried out including new signalling, pedestrian crossings and footpaths. Consequently the only access works required would be the extension of the road from this junction point. Overall therefore the proposal is not considered to result in additional local congestion, and will help to decrease congestion on a City Centre basis. No objections have been received from the Highways Agency, or the Highways Authority (LCC), and consequently it is considered that the proposal is not harmful to highway safety.

Air Pollution

- 10.17 Concerns have been raised regarding the impact of the Park and Ride on air quality, especially given the higher than average levels of ill health in the area. The facility is likely to be used by existing car users who currently travel all the way into the City Centre, removing these cars from the road will have a beneficial impact on air pollution levels in areas of known concern such as around junctions 2 and 3 of the M621.
- 10.18 The main impact for residents is likely to be in the increased number of buses along Elland Road, as Park and Ride services are added to existing bus services. Provided that newer technology buses are used then the levels of pollution as a result should be minimal for residents that live nearby and will be imperceptible when compared with background levels. Residents will also benefit from a more frequent City Centre service as well.

Impact on Residential Amenity

- 10.19 As highlighted above the routing of traffic via junction 1 is designed to ensure that car traffic is not carried past residential roads that are accessed off Elland Road. There should therefore be minimal disruption in terms of car movements and noise. The Park and Ride facility is also not intended to be operated after 7 pm at night or on Sundays and would not operate on Saturdays if there is a home match. This will help to minimise disruption for residents from noise and vehicle movements.
- 10.20 There is potential for any lighting erected at the Park and Ride to cause disturbance to nearby residents (the nearest house is just over 90m away from the overspill parking area) and it is recommended that a condition is included to approve details of any lighting proposals to ensure no harm is caused. A condition for details of construction is also recommended to ensure minimal disturbance for residents who already have to cope with construction of the Policy HQ.
- 10.21 Elland Road is a relatively busy road with noise from nearby motorways, the stadium use, shops and industries nearby. This all contributes to background levels of noise that may be higher than more suburban areas. The additional noise of the Park and Ride facility will be restricted in terms of location (through routing of traffic) and times and so is not considered to lead to detrimental residential impact.

Visual Amenity

- 10.22 The site is currently vacant, partially hard surfaced, partially grass and in conjunction with the rest of the land around presents a very bleak view to Elland Road. The main car park area will be hard-surfaced, formally laid out, and landscaped which will help to improve the visual appearance. Whilst the overflow car park will be left as is, the overall works to the access road, and the intended landscaping will provide visual enhancement. Landscaping proposals include tree planting around the formal parking area, tree planting along the access road to create a boulevard effect, and tree planting to the Elland Road frontage area. The master plan for the area

envisages substantial improvements to the rest of the area around the stadium and the scheme for the Ice Rink will also bring visual and landscaping enhancements.

- 10.23 Some details regarding matters such as the design of bus stops, staff facilities, ticket machines etc. are still awaited. These are likely to be relatively low key in nature so it is not anticipated that they would raise concerns regarding visual intrusion. These details and others such as lighting proposals and landscaping are recommended to be dealt with through conditions. It is important that the landscaping scheme is done in a way to tie in with wider landscape objectives for the master plan.

Other Issues

- 10.24 Part of the site lies within a flood risk zone, however the upgrading of the surfacing will serve to improve drainage subject to a satisfactory scheme. A condition is recommended to deal with this issue.
- 10.25 There are no ecological issues arising due to the poor nature of the site, however any implemented landscaping scheme has potential to enhance biodiversity.
- 10.26 Security aspects will be of concern so it is recommended that a car park management plan be conditioned for which will look at such issues. Boundary treatments and landscaping will need to be robust to ensure that damage does not happen at times when the area is busy e.g. during football matches. It may be necessary to install CCTV and a condition regarding this is recommended to look at the design of the poles, and to ensure that residents will not feel intruded upon.
- 10.27 The parking area is intended to provide overspill car parking for the proposed Ice Rink. Whilst the Ice Rink provides 56 car parking spaces within its own site there has been some concern that this may not be adequate at times of peak use (for example if ice hockey matches were to be played there). As a totally new venture it is not yet known exactly how successful the Ice Rink will be or which users will base themselves there. As the land adjacent is in Council ownership and is proposed to be used for parking then the Ice Rink are to be allowed to use the park and ride facility for overspill parking. A condition to this effect is recommended.
- 10.28 Network Rail owns the East Coast Main Line railway embankment that runs on the western boundary. Network Rail has a number of restrictions regarding construction and development close to their sites which the applicant is fully aware of and will comply with.
- 10.29 Comments have been made referring to previous studies recommending a park and ride site at other locations further from the city centre on this corridor. The brief for this study required only sites outside the outer ring road to be considered and therefore Elland Road was not included. The sites considered in the previous study are not in LCC ownership, would cost significantly more to construct and would require a highly subsidised bus service. As a result both Metro and the Council have had to seek alternatives that will help to achieve the aims of the wider transport strategy within current budgets. Metro will be delivering the scheme in partnership with the Council.
- 10.30 Comments have also been made regarding the spending of Council money. The funding for the scheme is from the Department of Transport and is earmarked for strategic infrastructure schemes. A business case was developed showing a good value for money case for the scheme and was accepted by Metro's Board.

11 Conclusion

- 11.1 The proposal in planning terms is considered acceptable. The use is similar to the current use of the site but will be more intensive. As a result the potential for impact on residents and air quality have been looked into. No objections have been raised by consultees, and the concerns of objectors have been explored. The proposal is

not considered to result in detriment by virtue of traffic generation or air pollution, and will bring benefits in reducing congestion and pollution in other areas.

- 11.2 The proposal complies with UDP and Core Strategy policies and will enable delivery of the objectives of the West Yorkshire Local Transport Plan and related strategies. Members are therefore asked to approve the proposal subject to the specified conditions.

Background Papers:

Application file 13/03499/LA.

Report to Executive Board and minutes – 24th April 2013.

Report to Executive Board and minutes – 11th April 2012.

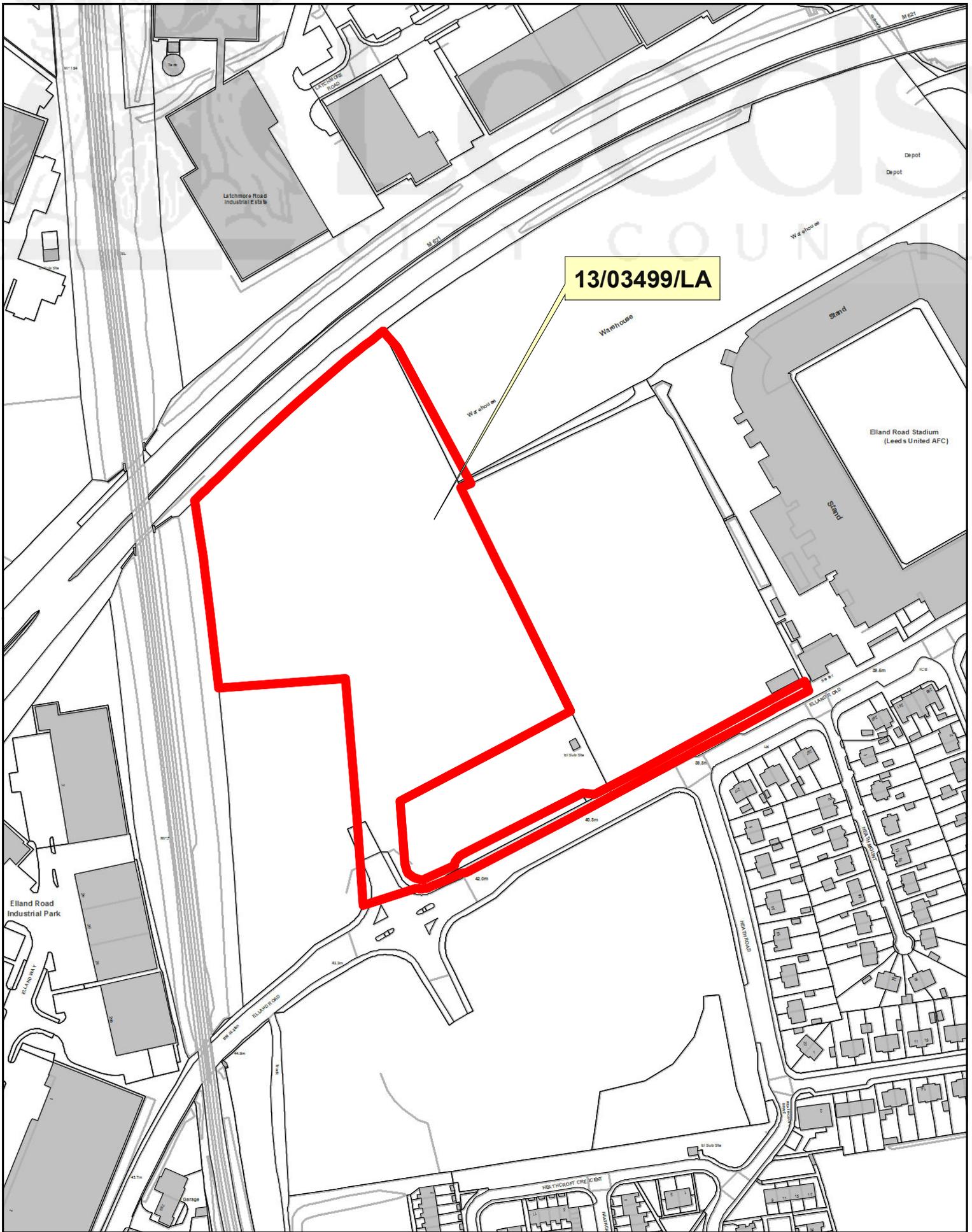
Report to Executive Board and minutes – 22nd June 2011.

Report to Executive Board and minutes – 11th September 2007.

Consultation results can be viewed at

www.leeds.gov.uk/residents/pages/EllandRoadParkandRide.aspx.

Elland Road Informal Planning Statement September 2007 as approved by Executive Board on 11/09/07.



CITY PLANS PANEL

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