



Leeds
CITY COUNCIL

Originator: Ian Lunn

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Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 6th December 2018

Subject: 18/06512/FU – Extension to the existing Park and Ride site to include approx 550 additional car park spaces and new 2 way road with associated controlled/uncontrolled pedestrian crossing points to the north of Leeds Utd football club is also proposed providing a link between Bobby Collins Way and Lowfield Road

At Elland Road Park and Ride Phase 3, Elland Road, Beeston, Leeds. LS 11 8TU

APPLICANT

Leeds City Council

Electoral Wards Affected:

Beeston and Holbeck

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

Grant Planning permission subject to conditions (see Appendix 1)

1.0 INTRODUCTION:

1.1 This application seeks full planning permission to extend the existing park and ride facility at Elland Road. Given the overall scale and the nature of the proposals it is considered necessary to refer the application to City Plans Panel for determination.

2.0 SITE AND SURROUNDINGS:

2.1 The application site is an irregularly shaped plot of land of approximately 3.8 hectares in area. It lies to the immediate south west of junction 2 of the M621 and is immediately enclosed by the motorway itself to the north; Leeds Utd Football Ground to the south; the existing park and ride facility to the west; and commercial/industrial units to the east. The nearest residential development lies some 200 metres away to

the south. The land is largely hard and gravel surfaced and is currently used by the football club as an overspill car park on match days.

3.0 PROPOSAL

3.1 Planning permission is sought to extend the existing park and ride facility on its eastern side. The proposals, referred to as Phase 3, involve:

- the provision of 552 additional car parking spaces bringing the overall capacity of the park and ride facility to 1352 spaces (currently it benefits from 800 spaces).
- the construction of a two-way link road between Bobby Collins Way (the road serving the existing park and ride facility) and Lowfields Road (which lies to the east of the football ground). This is primarily to be a 'bus only' route but cars will be permitted to use it to access and exit the new car parking area. It is also intended to build capacity into this road in order to enable it to be used by football traffic on Saturday match days if required (the park and ride facility will not operate on these days).
- the construction of other associated road and footpath infrastructure.
- the construction of pedestrian crossing points on the new link road.
- the erection of freestanding tubular steel lighting columns, and
- the provision of landscaping.

The existing park and ride facility is currently working beyond its capacity with on average between 100 and 120 more vehicles visiting the site than it can presently accommodate. These currently park on adjoining land part of which is the subject of this application. Further expansion of the Park and Ride facility is therefore required in order to meet this increase in demand.

4.0 RELEVANT PLANNING HISTORY

4.1 The site has been the subject of the following planning history that is considered relevant to the consideration of this application:-

- a) 13/03499/LA (Phase 1) – Use of site for park and ride facility - Approved 07/11/13
- b) 14/00244/COND – Discharge of conditions relating to planning permission number 13/03499/LA - Approved 28/10/14
- c) 15/03440/LA - Elland Road Park and Ride (Phase 2) – Approved 25/11/15
- d) 16/9/00262/MOD - Non-material amendment to 15/03440/LA seeking changes to elevations – Approved 18/11/16
- e) 16/06910/COND – Consent, agreement or approval required by condition 15 of planning approval number 15/03440/LA (Details of cladding for existing terminal building) – Approved 09/12/16

5.0 HISTORY OF NEGOTIATION AND ENGAGEMENT

5.1 Meetings took place with the applicants to discuss the scheme on both 17th October and 23rd November 2018. Additional information/amendments have been sought in between and thereafter by e-mail and telephone.

6.0 RELEVANT PLANNING POLICIES

6.1 Statutory Context

6.1.1 **Section 38(6) of the Planning and Compulsory Purchase Act 2004** requires the application to be determined in accordance with the development plan unless material considerations indicate otherwise.

6.2 The Development Plan

6.2.1 For the purposes of decision making the Development Plan for Leeds currently comprises the following documents:

1. The Leeds Core Strategy (Adopted November 2014)
2. Saved UDP Policies (Adopted 2001, Reviewed in 2006), included as Appendix 1 of the Core Strategy
3. The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013)
4. The Aire Valley Leeds Area Action Plan (Adopted 2017)

The proposals will not be considered against the provisions of the Aire Valley Leeds Area Action Plan in this instance as it does not cover the land area to which this application relates.

6.2.2 The development plans are supplemented by supplementary planning guidance and documents. Those considered relevant to the consideration of these proposals are set out in paragraph 6.7 below.

6.2.3 The policy guidance in Annex 1 to the revised 2018 National Planning Policy Framework (NPPF) advises that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF.

6.3 Leeds Core Strategy 2014

6.3.1 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. The most relevant policies in this case are set out below:

Spatial Policy 1 seeks to prioritise the redevelopment of previously developed land within the Main Urban Area in a way that respects and enhances the local character and identity of places and neighbourhoods.

Spatial Policy 3 sets out the ways in which it is proposed to maintain and enhance the importance of the City Centre as an economic driver for the District and City Region.

Spatial Policy 8 identifies the various ways in which a competitive local economy will be supported.

Spatial Policy SP11 supports the delivery of an integrated transport strategy for Leeds and identifies ways in which this is to be achieved.

Policy CC3 sets out the ways in which development will be expected to assist in providing and improving routes within the City Centre itself and between the City Centre and adjoining neighbourhoods.

Policy P10 requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function, delivering high quality innovative design and enhancing existing landscapes and spaces.

Policy P12 seeks to conserve and enhance the character, quality and biodiversity of townscapes and landscapes in Leeds.

Policies T1 and T2 seek to ensure that new developments are adequately served by highways and public transport and have safe and secure access for pedestrians, cyclists and people with impaired mobility. Sustainable travel planning and parking policies are also included within these policies.

6.4 Leeds Unitary Development Plan Review 2006 (UDPR) Saved Policies

6.4.1 The site is identified as forming part of land reserved for leisure and tourism in this plan.

6.4.2 The most relevant saved policies in this case are set out below:

Policy GP5 sets out general planning criteria that development proposals need to address.

Policy N25 seeks to ensure that site boundary treatment and paving materials are in keeping with the character of the locality in which they are to be located.

Policy T7A requires schemes to make suitable provision for secure cycle parking.

Policy T7B requires schemes to make suitable provision for secure motorcycle parking.

Policy T16 includes criteria against which proposals for Park and Ride facilities will normally be evaluated.

Policy T28 deals with the management of long stay commuter parking. It states, in part, that support will be given to Park and Ride schemes in accordance with the requirements of Policy T16.

Policy LT5A identifies the site as being suitable for leisure and tourism development.

Policy BD2 states that new buildings should complement and, where possible, enhance existing skylines, vistas and landmarks.

Policy BD5 requires that suitable amenity space is provided around new development and that the amenity of surrounding occupants is also safeguarded.

Policy BD14 seeks to control the design of floodlighting.

Policy LD1 sets out the criteria against which landscape schemes will normally be judged.

Policy LD2 sets out the criteria against which proposals for new and altered roads will normally be judged.

Policy A9A sets out the Council's car parking standards.

6.5 Leeds Natural Resources and Waste DPD 2013

6.5.1 The plan sets out where land is needed to enable the City to manage resources, e.g. minerals, energy, waste and water over the next 15 years, and identifies specific actions which will help use natural resources in a more efficient way. The most relevant policies in this case are set out below:

6.5.2 Policy GP1 states that when considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development.

Policy Water 7 requires new development to be designed so as to ensure that it does not increase surface water run-off to existing drainage systems. It also expects developments to incorporate sustainable drainage techniques where possible.

Policy Land 1 essentially requires developers to ensure that potentially contaminated sites are made safe for occupation prior to being brought into use.

Policy Land 2 seeks to ensure that development proposals both conserve trees and introduce new tree planting, in the interests of creating high quality living and working environments and enhancing the public realm.

Policy Air 1 essentially requires proposals for Major development to incorporate measures to safeguard existing air quality.

6.6 Site Allocations Plan (SAP)

6.6.1 In May 2017 the Council submitted the Site Allocations Plan (SAP) to the Secretary of State for independent Examination. Hearing sessions have been undertaken since Autumn 2017.

6.6.2 This site is unallocated in the Publication Draft of this plan.

6.7 Relevant Supplementary Planning Guidance includes:

6.7.1 Leeds City Council Parking Supplementary Planning Guidance 2016. This seeks to support the growth of the local economy and local communities by providing quality parking and an efficient transport network.

Leeds City Council Street Design Guide Supplementary Planning Document 2009. This seeks to create high quality development for people to live and work within.

6.8 National Planning Policy Framework (NPPF) (2018)

6.8.1 The National Planning Policy Framework (NPPF), published in July 2018, replaces the previous Framework and Guidance, and previous Planning Policy Guidance/Statements, in setting out the Government's planning policies for

England and how these are expected to be applied. One of the key principles at the heart of the Framework is a presumption in favour of Sustainable Development. The contents of the following Sections are considered most relevant to this proposal:

Section 2 - Achieving Sustainable Development

Section 7 - Ensuring the Vitality of Town Centres

Section 9 - Promoting Sustainable Transport

Section 12 - Achieving Well-Designed Places

Section 14 - Meeting the Challenge of Climate Change, Flooding and Coastal Change

Section 15 - Conserving and Enhancing the Natural Environment

7.0 CONSULTATION RESPONSES

Highways England – No objections subject to conditions requiring the submission of a Construction Traffic Management Plan; requiring alterations to the signal timings on the ‘eastbound’ circulatory arm of junction 2 of the M621; and to the development generally being carried out in accordance with the approved plans.

7.1.2 Non-Statutory:

LCC Flood Risk Management – Comments awaited

LCC Environmental Studies :Transport Strategy – Have no adverse comments to make.

LCC Employment and Skills – Keen to ensure that local labour is used in the construction of the development and would like to know how this can be secured.

LCC Highways – No objections in principle but require some amendments to ensure that it is wholly acceptable in highway safety terms and to ensure that suitable provision is made for pedestrians, cyclists, electric vehicles and disabled people.

LCC Transport Policy (Travel Wise) – Consider that there should be an option for businesses to purchase bulk ticketing at a discounted rate to pass onto employees. Would also like to see more electric vehicle charging points provided.

LCC Neighbourhoods and Housing – No objections.

LCC Contaminated Land Team – Would prefer to view the Phase 2 Report before making their final recommendations but consider that all relevant contamination, ground stability and gas generation issues can reasonably be addressed through the use of conditions in this instance.

LCC Landscape Team – Comments awaited

West Yorkshire Police – No objections subject to the provision of one metre high kneel rails or plants around the parking bays to provide some defensible space

around the carpark and to prevent the creation of desire lines; to existing planting being kept to a maximum height of one metre in the interests of natural surveillance; to height barriers/restrictors being provided at the vehicle entrances to the site to prevent large unauthorised vehicles or caravans parking within it.

Coal Authority – No objections subject to a condition requiring that intrusive site investigation works are carried out before development commences to establish the need, or otherwise, for remedial works to ensure that the site is stable and safe for development.

Ramblers Association – Comments awaited

8.0 PUBLIC / LOCAL RESPONSE:

- 8.1 The application was advertised by the posting of site notices around, and in the vicinity of, the site. The notices were posted on 26th October 2018 and advertised the proposals as Major Development. The publicity period expired at Midnight on 16th November 2018.
- 8.2 An advert advertising the proposals as Major Development was also inserted in the Yorkshire Evening Post. This was published on 26th October 2018 and also expired at Midnight on 16th November 2018.
- 8.3 Beeston and Holbeck Ward Members were notified of the proposals by e-mail on 9th November 2018 giving them until 30th November 2018 to comment. At the time of writing this report no comments had been received.
- 8.4 Two letters of representation, including one from Leeds Civic Trust, have since been received. Whilst neither have raised specific objections to the proposals they have:-
- a) requested a second bus stop and shelter to serve the eastern side of the site as this is some distance from the existing bus stop and terminal,
 - b) requested that discussions are undertaken with Highways England to address the current issue of congestion at Junction 1 of the M621,
 - c) requested the inclusion of segregated cycleways, cycle and mobility scooter parking spaces and secure cycle/mobility scooter storage facilities, as part of the scheme,
 - d) questioned whether the existing terminal building currently has the capacity to cope with the number of additional people likely to be generated by enlarging the Park and Ride facility,
 - e) requested that the Lowfields Road roundabout is repositioned to improve pedestrian flow on match days and that match day bus stops are incorporated into the scheme,
 - f) asked if the Council has considered more sustainable travel options such as promoting the use of the railway,
 - g) asked if the Council has considered an alternative Park and Ride at Junction 28 of the M62,

- h) asked if the Council has assessed whether it would be more cost effective and/or beneficial to provide the extra parking on a deck over the existing spaces and to sell the land, the subject of this application, separately.

8.5 One letter of objection has also been received. The objections are:-

- a) that the existing Park and Ride facility is not being properly maintained as it is currently overgrown and contains Japanese Knotweed,
- b) that the surrounding road network will not be able to satisfactorily cope with the additional traffic generated by the enlarged facility,
- c) that it is not necessary, or acceptable, to extend the hours of operation of the enlarged Park and Ride Facility to those now specified,
- d) that enlarging the existing facility will increase pollution in the locality.

8.6 In support of their application, and in response to representations made in respect of it, the applicants have commented as follows:-

- a) it is the intention to use local labour and apprentices in the construction of the development where possible,
- b) there are currently no proposals to provide an additional bus shelter or bus stop on the eastern side of the site. However, it is proposed to provide a lay-by for dropping off passengers. Additionally, whilst not part of this scheme, there are future aspirations to create a larger terminal building on a more central position within the enlarged site,
- c) there are four cycle and two motorcycle stands on the existing site. However these are not currently used. There is therefore currently considered to be no need to provide additional cycle/motorcycle facilities or to provide any segregated cycleways. If, however, the need arises for any of these in the future, consideration will be given to making suitable additional provision,
- d) the construction of a decked parking area would be more costly and this could impact upon the overall viability of the scheme,
- e) the hours of operation will remain the same. These currently reflect the desires of users of the Park and Ride facility,
- f) the existing bus lay is considered to be large enough to serve the enlarged facility as it is unlikely that it will be used by more than two buses at any one time. This is essentially because under the current operating procedures when one bus arrives at the lay-by the one in front leaves,
- g) surveys indicate that there have been significant improvements in air quality in this location since 2016 and that even when working at full capacity the current Park and Ride facility currently complies with current EU Directives on air quality,
- h) knee rails, gated accesses and height barriers are all proposed as part of the development in order to address issues of crime prevention,
- i) there is currently provision for the parking of 11 electric vehicles on the existing site served by a 200KVA electric supply. This is more than is currently required

as a maximum of five electric cars use the site at any one time. This aside additional electric charging points will be provided if there is a subsequent demand.

- j) the use of electric buses is being considered,
- k) the speed limit of the new road is likely to be 30mph to match that for Bobby Collins Way,
- l) it is not proposed to allow general match day traffic to enter or exit the site via Lowfields Road. Consequently there is no need to alter the existing road layout to accommodate this.

9.0 MAIN ISSUES

1. Principle of Use.
2. Highway Safety.
3. Landscaping.
4. Design
5. Other Matters.

10.0 APPRAISIAL

10.1 Principle of Use

10.1.1 Saved Policy LT5A of the UDP states that land in the vicinity of Elland Road Football Stadium should be reserved for leisure and tourism development. However, the aim of this policy is essentially to ensure the delivery of some leisure and tourism development near to the football ground rather than to limit all of the land around it to such development. Since an approval of these proposals would not prevent the development of other nearby land for this purpose, and as the aims of the policy are already being partially delivered through the construction of an ice rink here, it is contended that an approval of this scheme would not undermine or contravene the intentions of this policy.

10.1.2 The proposals are otherwise considered to be in accordance with adopted national and local planning policy:-

- i) Policy SP11 of the Core Strategy supports investment in the provision of Park and Ride facilities and specifically supports the expansion of the existing Park and Ride facility on this site as part of the larger integrated Leeds Transport Strategy.
- ii) the development is to be located within the main urban area of Leeds City on previously developed land in line with the requirements of Policy SP1 of the Core Strategy,
- iii) it is contended that the development will assist in improving public transport links between the City Centre and the rest of the District (including adjoining neighbourhoods and communities). It is also considered that it will help to support wider transport strategy objectives for sustainable travel and assist in

reducing congestion during peak periods. This is in accordance with the requirements of Policies SP3, SP8, CC3, T1 and T2 of the Core Strategy, Saved Policies T16 and T28 of the UDP, and the provisions of the National Planning Policy Framework as set out in Sections 2, 7 and 9 of that legislation.

- iv) the development can be rendered acceptable in detailed design, amenity, highway safety, ecological, flood risk, land contamination and drainage terms through the imposition of conditions (see below).

10.1.3 In view of the above the proposals are considered to be acceptable in principle.

10.2 Highway Safety.

10.2.1 Full details of the proposals are set out in the 'Proposal' section above but essentially they involve the construction of additional car parking, road and footpath infrastructure to create an enlarged park and ride facility. In terms of vehicle circulation it is intended that buses and cars will primarily enter and exit the enlarged site using the existing access at the junction of Elland Road and Bobby Collins Way. However, it is also the intention to allow buses to enter (but not exit) the site from the M621 roundabout (junction 2) via a newly constructed road.

10.2.2 The application has been accompanied by a Transport Assessment. This indicates that enlarging the facility will lead to a slight increase in bus movements to and from it during peak periods (one movement every 6 as opposed to every 7.5 minutes). Nevertheless it concludes:-

- a) that an approval of the proposals will have the net benefit of reducing the number of car journeys into Leeds City Centre via the heavily used M621 by replacing those trips with bus movements.
- b) that whilst access to the enlarged Park and Ride will be at least partly via Junction 1 of the M621, and whilst this is currently experiencing congestion problems that will not be resolved by these proposals, those problems are not being caused by current users of the Park and Ride facility. Furthermore, the site is sufficiently remote from this junction to ensure that enlarging the facility should not exacerbate those congestion problems.
- c) that whilst there are currently also congestion problems at Junction 2 of the M621 these can reasonably be resolved by slight alterations to the signal timings on the 'eastbound' circulatory arm.
- d) that it will remain possible for vehicles to access and exit the site without hindering the safe and free flow of other vehicles using the surrounding road network, and that traffic generated by the proposals can be adequately accommodated on those roads.
- e) that there will be no conflict between pedestrians and vehicles as the scheme makes adequate segregated provision for both, and the park and ride facility will not operate on Saturday match days.
- f) that the scheme will assist in meeting the national and local aims of achieving cleaner air, reducing congestion, promoting more sustainable modes of travel and securing better access to services, facilities and employment.

10.2.3 The scheme has been considered by both Highways England and the Council's Highways Service. Highways England raise no objections provided that conditions are imposed:-

- a) requiring the submission of a Construction Traffic Management Plan, and
- b) preventing the enlarged Park and Ride facility from being brought into use until alterations have been made to the signal timings on the 'eastbound' circulatory arm of junction 2 of the M621 to allow for one second of additional 'green time'.

The Council's Highways Service also raise no objections in principle but require some amendments to the site layout to ensure that it is wholly acceptable in highway safety terms and to ensure that suitable provision is made for pedestrians, cyclists, electric vehicles and disabled people.

10.2.4 It is considered that the above revisions can reasonably be secured by way of conditions and conditions to this end are therefore recommended.

10.3 Landscaping.

10.3.1 Whilst the site is fully visible from the adjoining motorway it is considered that the proposed development will improve its appearance. The land is currently largely hard surfaced but the hard surfaced areas will be reduced to some degree by the introduction of landscaping around the car parking areas and road edges. Furthermore, control can be exercised over the replacement surfacing materials to ensure that they are more visually pleasing. Full details of the hard and soft landscaping have not been included at this stage although the applicants have given some general indications of what they are likely to propose for the former (see 'Design Section' below). However, it is considered that these can reasonably be controlled through suitably worded conditions to ensure that they are satisfactory.

10.3.2 The scheme is being considered by the Council's Landscape Service but their formal views are still awaited.

10.4 Design.

10.4.1 As indicated above the proposals involve the hard surfacing of the roads, footways and parking areas along with the erection of lighting columns, the creation of pedestrian crossings, knee rails, gates and height restrictors. Full details of these have not been included at this stage but the applicants have indicated that they are likely to include tarmac for the new access roads and footways, block pavements for the parking areas and tubular steel lighting columns of a similar design to those used on the adjoining Park and Ride site. Again it is considered that the size, design and position of these can reasonably be controlled through a suitably worded condition or conditions.

10.5 Other Matters.

Amenity

a) Noise

10.5.1 It is intended to operate the enlarged Park and Ride facility between the hours of 6am and 9.15pm Monday to Friday, 7am and 7pm on Saturdays (but not on Saturday match days) and between 10.15am and 5.40pm on Sundays and Bank

Holidays. Since the existing facility currently operates between these hours, and since the site is primarily enclosed by uses that are not noise sensitive with the nearest housing some 200 metres away to the south of the football ground, it is not envisaged that this will lead to any significant disturbance of local occupants by reason of noise. This is despite the concerns of one local resident to the contrary.

- 10.5.2 The scheme has been considered by the Council's Neighbourhoods and Housing Service who support the above conclusion and accordingly raise no objections to the proposals.

b) Air Quality

- 10.5.3 Concern has been raised by a local resident that this development will lead to an unacceptable increase in pollution in the locality. The applicants have responded to this by stating that there have been significant improvements in air quality in this location since 2016 and that even when working at full capacity the current Park and Ride facility complies with current EU Directives to this end. It seems unlikely that increasing the size of this facility in the manner proposed will significantly affect existing air quality levels in this area, a view supported by the Council's Environmental Studies:Transport Strategy Service. Furthermore, as this site is relatively remote from local housing, and as the occupants of those properties are already likely to be being exposed to some degree of air pollution from vehicles using the existing road network, it seems unlikely that they will be affected by these proposals to any significantly greater degree than they are at present. It is therefore considered that in air quality terms the scheme reasonably meets the requirements of paragraphs 180 and 181 of the National Planning Policy Framework which, in part, seek to ensure that new development has regard to the health and living conditions of nearby occupants, and the wider surrounding environment. A refusal of these proposals on air quality grounds could not, it is contended, therefore reasonably be sustained in this instance.
- 10.5.4 In coming to the above view consideration has also been given to the fact that the overall aim of enlarging the existing Park and Ride facility is to reduce vehicular movements into and out of the City Centre. This should assist in reducing vehicles queuing leading to a consequent reduction in vehicle emissions and a subsequent improvement in overall air quality. The proposals will therefore also have wider sustainable benefits to the City.

c) Light Pollution

- 10.5.5 Details of the proposed positions of the new lighting columns, and of the intensity and spill of the lights themselves, are not currently known. However, given the position of this site in relation to local housing it is contended that the introduction of such lighting is unlikely to cause undue disturbance to the occupants of those properties. In order to ensure this, and that light from the new lights does not affect drivers using the adjoining highways, it is recommended that these matters are controlled by way of a suitably worded condition.

Ecological Issues

- 10.5.6 The application has not been accompanied by an ecological assessment. Nevertheless it is contended, on the balance of probability, that the proposals are unlikely to cause any significant ecological harm in this instance as:-

- a) the site is not currently known to be the habitat of any protected flora and fauna, and
- b) it is unlikely to be supporting significant wildlife at the moment being largely hard and gravel surfaced and devoid of any buildings.

10.5.7 The proposals may also some ecological benefits. They will involve the creation of landscaping where none currently exists and this could potentially provide new habitats for flora and fauna.

10.5.8 In view of the above it is considered that there are no reasonable ecological grounds for opposing the proposals.

Land Contamination

10.5.9 The application has been accompanied by a Phase 1 Desk Top Study. This indicates:-

- a) that asbestos and other chemicals may be contaminating the soil and these may pose a moderate risk to future users of the site,
- b) that there is currently considered to be a low risk to future users of the site from off-site contamination,
- c) that the risk to controlled waters is currently considered to be low to moderate,
- d) that the site may be generating ground gas which could present a moderate risk to future users, and
- e) that there are former coal seams just beneath the site.

The report concludes that in order to properly determine the actual levels of contamination, ground stability and gas generation a Phase 2 intrusive ground investigation should be undertaken along with other appropriate associated measures. These can then be used to determine the level of remediation that will be required to render the site safe for future use and any measures deemed necessary to ensure that it is stable for development.

10.5.10 The Phase 1 Study has been considered by both the Council's Contaminated Land Team and the Coal Authority both of whom accept its findings. The former would prefer to view the Phase 2 Report before making their final recommendations but consider that all relevant matters can reasonably be controlled by conditions in this instance. The Coal Authority concur with this view.

Drainage

10.5.11 It is the intention to drain foul water from the developed site into the mains sewers and surface water into a newly designed sustainable drainage system. Full details of these measures have not been included at this stage but it is considered that a satisfactory drainage scheme can reasonably be secured and a condition to achieve this is therefore recommended. In coming to the view that the proposals are acceptable in this regard, consideration has been given to the fact that the development will reduce the amount of hard surfaced area within the site and thus the amount of surface water run-off.

Flood Risk

10.5.12 The site largely lies within Flood Zone 3 although a small area beyond Lowfield Road on the eastern side lies within Flood Zones 1 and 2. It is therefore potentially at risk of flooding. In view of this the application has been accompanied by a Flood Risk Assessment. This concludes that there will be a relatively low risk of the site flooding once developed provided that a suitable drainage system is employed that takes into account any potential future climate change and any flooding from the sewers. In support of this the Assessment makes reference to the fact:-

- a) that whilst impermeable material in the form of tarmac is likely to be used for the new access roads and footways, the car parking areas can be required to be constructed using permeable materials that will allow water to percolate through,
- b) that water will be able to drain through the newly formed landscaped areas, and
- c) that a suitably designed drainage scheme should help to increase the potential storage capacity of the site.

The Assessment has been considered and its findings are on balance accepted. Provided therefore that conditions are imposed on any approval designed to control the means of draining the developed site and the means of surfacing the vehicular areas, it is considered that future users of the enlarged park and ride facility should not be at undue risk from flooding.

10.5.13 Consideration has also been given to the likely impact that the proposed development may have upon flooding elsewhere. However, given that it is likely to lead to a reduction in impermeable hard surfaced area within the site, and as it will not involve the construction of any buildings, it is contended that it is likely to decrease, rather than exacerbate, the risk of flooding elsewhere.

Neighbour Representations

10.5.14 The representations received in respect of the proposals are set out in full in the 'Public/Local Response' section above. These have been assessed but they are not considered to represent justifiable reasons for refusing the application for reasons given earlier in the report and below:-

- a) this application cannot legitimately be refused because other parts of the Park and Ride Facility are apparently not being suitably maintained. However, for the record the existing Park and Ride Facility is the subject of conditions requiring that the landscaped areas are suitably maintained and it is therefore open to the Council to pursue this as a separate issue should it consider it expedient to do so.
- b) this site is specifically identified by the Council's current planning policies as being suitable for an enlarged Park and Ride facility.
- c) whilst there may be scope for amending the scheme in the manner suggested by some of the respondents it is essentially considered to be acceptable as submitted albeit subject to conditions designed to control the fine details. The suggestions made by the respondents have been forwarded to the applicants for their consideration but they have opted not to change the proposals to accommodate them for the reasons outlined in the 'Public/Local Response' Section above.

11.0 CONCLUSIONS

- 11.1 The proposals are considered to be in accordance with the requirements of Policies SP1, SP3, SP8, SP11, CC3, P10, P12, T1 and T2 of the Core Strategy; Saved Policies GP5, N25, T7A, T7B, T16, T28, BD2, BD5, BD14, LD1, LD2 and A9A of the UDP; Policies GP1, WATER 7, LAND 1, LAND 2 and AIR 1 of the Waste Development Plan Document, Sections 2, 7, 9, 12, 14 and 15 of the National Planning Policy Framework, and the provisions of the Council's adopted Street Design Guide and Parking SPD. The development is considered to be appropriate in planning policy terms for this site, and it is considered to be acceptable in all other respects or can be rendered so through the imposition of suitable conditions. Approval is therefore recommended subject to such conditions.

BACKGROUND PAPERS:

Application file: 18/06512/FU

Appendix 1 Draft Conditions for 18/06512/FU

- 1) The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Imposed pursuant to the provisions of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- 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, in accordance with the requirements of Policies SP1, SP3, SP8, SP11, CC3, P10, P12, T1 and T2 of the adopted Leeds Core Strategy, Saved Policies GP5, N25, T7A, T16, T28, BD2, BD5, BD14, LD1, LD2 and A9A of the Leeds Unitary Development Plan, Policies GP1, WATER 7, LAND 1, LAND2 and AIR 1 of the Natural Resources and Waste Development Plan Document, Sections 2, 7, 9, 12 and 15 of the National Planning Policy Framework, and the provisions of the Council's adopted Street Design Guide and Car Parking SPD.

- 3) Samples of the materials to be used to surface the new roads, footpaths and parking areas shall be submitted to, and approved in writing by, the Local Planning Authority before development commences. These shall include some permeable materials that allow surface water to percolate through. The approved materials shall be used in the construction of the development and shall thereafter be satisfactorily retained at all times.

In the interests of the visual amenity of the area and to minimise flood risk in accordance with the requirements of Policies P10 and P12 of the adopted Leeds Core Strategy, Saved Policies GP5, N25, BD2, LD1 and LD2 of the Leeds Unitary Development Plan, Policy WATER 7 of the Natural Resources and Waste Development Plan Document, and Sections 12, 14 and 15 of the National Planning Policy Framework.

- 4) Notwithstanding any details given on the approved plans, details of the size, design and position of all lighting columns, pedestrian crossings, fencing, gates and height barriers proposed as part of the development shall be submitted to, and approved in

writing by, the Local Planning Authority before development commences. The lighting details shall include details of the intensity of the lights and light maps indicating their degree of light spill. The approved lighting, pedestrian crossings, fencing, gates and height barriers shall be constructed in accordance with the approved details, and located in the approved positions, before the enlarged Park and Ride facility is first brought into use and shall thereafter be satisfactorily retained at all times.

In the interests of the visual amenity of the area and highway safety, in accordance with the requirements of Policies P10, P12 and T2 of the adopted Leeds Core Strategy, Saved Policies GP5, N25, BD2, BD14, LD1 and LD2 of the Leeds Unitary Development Plan and Sections 12 and 15 of the National Planning Policy Framework.

- 5) Details of the proposed landscaping measures shall be submitted to, and approved in writing by, the Local Planning Authority before development commences. The approved landscaping scheme shall be completed in full, and in accordance with British Standard BS 4428:1989 Code of Practice for General Landscape Operations, before the end of the first planting season following the substantial completion of the enlarged park and ride facility and the Local Planning Authority shall be notified of this in writing. 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 the provision and establishment of acceptable landscaping, and to ensure its subsequent maintenance, in accordance with the requirements of Policy P12 of the adopted Leeds Core Strategy, Saved Policies GP5 and LD1 of the adopted Leeds Unitary Development Plan, Policy LAND2 of the Natural Resources and Waste Development Plan Document, and Sections 12 and 15 of the National Planning Policy Framework.

- 6) Details of the design, height, colour and position of any CCTV cameras to be provided as part of the development shall be submitted to, and approved in writing by, the Local Planning Authority before development commences. These shall include details of the make and model of the camera units and a timetable for their installation. The CCTV cameras shall be installed in accordance with the approved details, in the approved positions and in accordance with the approved timetable, and shall thereafter be satisfactorily retained at all times.

To ensure the safety of users of the facility, and to control the visual impact of such structures, in accordance with the requirements of Policy P10 of the adopted Leeds Core Strategy, Saved Policies GP5 and BD5 of the adopted Leeds Unitary Development Plan and Sections 12 and 15 of the National Planning Policy Framework.

- 7) Development shall not commence until the measures for draining the developed site have been submitted to, and approved in writing by, the Local Planning Authority. The development shall not be brought into use until the approved drainage measures have been completed and are fully operational.

In the interests of the satisfactory drainage of the site and to minimise flood risk in accordance with the requirements of Saved Policy GP5 of the adopted Leeds

Unitary Development Plan, Policy WATER7 of the Natural Resources and Waste Development Plan Document and Section 14 of the National Planning Policy Framework.

- 8) Development shall not commence until a Phase II Site Investigation Report has been submitted to, and approved in writing by, the Local Planning Authority. Where remediation measures are shown to be necessary in the Phase II Report and/or where soil or soil forming material is being imported to site, development shall not commence until a Remediation Statement demonstrating how the site will be made suitable for the intended use has been submitted to, and approved in writing by, the Local Planning Authority. The Remediation Statement shall include a programme for all works and for the provision of Verification Reports.

To ensure that the presence of contamination is identified, risks assessed and proposed remediation works are agreed in order to make the site 'suitable for use', in accordance with the requirements of Saved Policy GP5 of the adopted Leeds Unitary Development Plan, Policy LAND 1 of the Natural Resources and Waste Development Plan Document and Section 15 of the National Planning Policy Framework.

- 9) If remediation is unable to proceed in accordance with the approved Remediation Statement, or where significant unexpected contamination is encountered, the Local Planning Authority shall be notified in writing immediately and operations on the affected part of the site shall cease. An amended or new Remediation Statement shall be submitted to, and approved in writing by, the Local Planning Authority prior to any further remediation works which shall thereafter be carried out in accordance with the revised approved Statement.

To ensure that any necessary remediation works are identified to make the site suitable for use, in accordance with the requirements of Saved Policy GP5 of the adopted Leeds Unitary Development Plan, Policy LAND 1 of the Natural Resources and Waste Development Plan Document and Section 15 of the National Planning Policy Framework.

- 10) Remediation works shall be carried out in accordance with the approved Remediation Statement. On completion of those works, the Verification Report(s) shall be submitted to the Local Planning Authority in accordance with the approved programme. The site or phase of a site shall not be brought into use until such time as all verification information has been approved in writing by the Local Planning Authority.

To ensure that the remediation works are fully implemented as agreed and the site has been demonstrated to be suitable for use, in accordance with the requirements of Saved Policy GP5 of the adopted Leeds Unitary Development Plan, Policy LAND 1 of the Natural Resources and Waste Development Plan Document and Section 15 of the National Planning Policy Framework.

- 11) Any soil or soil forming materials brought to site for use in garden areas, soft landscaping, public open space or for filling and level raising shall be tested for contamination and suitability for use. A methodology for testing these soils shall be submitted to, and approved in writing by, the Local Planning Authority prior to these materials being imported onto site. The methodology shall include information on the source of the materials, sampling frequency, testing schedules and criteria against which the analytical results will be assessed (as determined by risk assessment). Testing shall then be carried out in accordance with the approved methodology.

Relevant evidence and verification information (for example, laboratory certificates) shall be submitted to, and approved in writing by, the Local Planning Authority prior to these materials being imported onto the site.

To ensure that contaminated soils are not imported to the site and that the development shall be suitable for use, in accordance with the requirements of Saved Policy GP5 of the adopted Leeds Unitary Development Plan, Policy LAND 1 of the Natural Resources and Waste Development Plan Document and Section 15 of the National Planning Policy Framework.

- 12) Parking spaces forming part of the development shall be made freely available for use by visitors to the adjacent uses - the Ice Rink (as overspill parking) and Leeds United Football Club (for matchday parking).

To ensure that there is no loss of parking provision across the wider Elland Road site in the interests of highway safety, in accordance with the requirements of Policy T2 of the adopted Leeds Core Strategy and Saved Policy GP5 of the adopted Leeds Unitary Development Plan.

- 13) The enlarged Park and Ride facility shall not be brought into use until all roads, parking areas and footpaths have been laid out, surfaced, sealed and drained in accordance with the agreed surfacing and drainage details and the details shown on the approved plans (as amended by other conditions attached to this approval). Surface water shall not be permitted to discharge or transfer onto the highway. The approved roads, parking areas and footpaths shall thereafter be retained at all times solely for their specified purpose.

To ensure the free and safe use of the highway, in accordance with the requirements of Policy T2 of the adopted Leeds Core Strategy and Saved Policy GP5 of the adopted Leeds Unitary Development Plan.

- 14) Notwithstanding any details shown on the approved plans the enlarged park and ride facility shall not be brought into use until details of facilities for the parking of disabled vehicles (including the location and marking out of bays) motorcycles (including the location and marking out of bays) electric vehicles (including the location of bays and charging points) and cyclists (including provision for the safe and secure storage of bikes) have been submitted to, and approved in writing by, the Local Planning Authority. The approved facilities shall be constructed in the approved positions and shall thereafter be retained at all times for their approved purpose.

To ensure that suitable provision is made for disabled drivers and that the development is sustainable, in accordance with the requirements of Policies SP11, T1 and T2 of the adopted Leeds Core Strategy, Saved Policies T7A and T16 of the adopted Leeds Unitary Development Plan, Policy GP1 of the Natural Resources and Waste Development Plan Document and Section 9 of the National Planning Policy Framework.

- 15) No works shall begin on the development until a Statement of Construction Practice has been submitted to, and approved in writing by, the Local Planning Authority. The Statement of Construction Practice shall include full details of:

a) the methods to be employed to prevent mud, grit and dirt being carried onto the public highway from the development hereby approved;

b) measures to control the emissions of dust and dirt during construction;

c) location of site compound and plant equipment/storage; and

d) how this Statement of Construction Practice will be made publicly available by the developer.

The approved details shall be implemented at the commencement of work on site, and shall thereafter be retained and employed until completion of works on site. The Statement of Construction Practice shall be made publicly available for the lifetime of the construction phase of the development in accordance with the approved method of publicity.

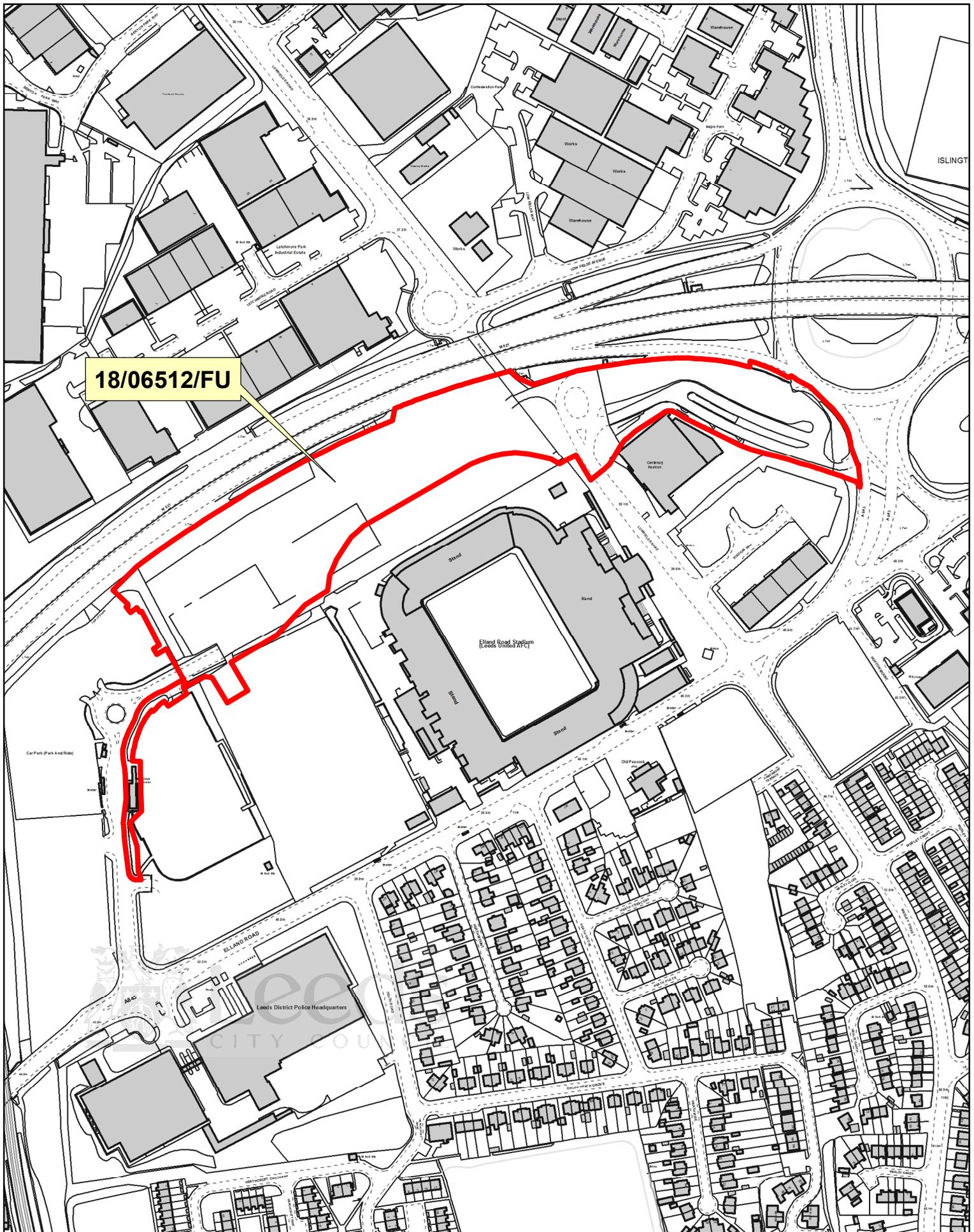
The carrying out of the development could result in significant harm to the amenities of local residents and/or highway safety and accordingly details of construction practice is required to be agreed prior to the commencement of works in order to protect such interests, in accordance with the requirements of Policy T2 of the adopted Leeds Core Strategy and Saved Policy GP5 of the adopted Leeds Unitary Development Plan.

- 16) Development shall not commence until details of access, storage, parking, loading and unloading of all contractors' plant, equipment, materials and vehicles (including workforce parking) have been submitted to and approved in writing by the Local Planning Authority. The approved facilities shall be provided for the duration of construction works.

In light of the character of the local highway network appropriate measures need to be put in place during construction to ensure the free and safe use of the highway, in accordance with the requirements of Policy T2 of the adopted Leeds Core Strategy and Saved Policy GP5 of the adopted Leeds Unitary Development Plan.

- 17) The enlarged Park and Ride facility shall not be brought into use until the signal timings on the 'eastbound' circulatory arm of junction 2 of the M621 have been altered to provide one second of additional 'green time'.

To ensure the free and safe use of adjoining highways, in accordance with the requirements of Policy T2 of the adopted Leeds Core Strategy and Saved Policy GP5 of the adopted Leeds Unitary Development Plan.



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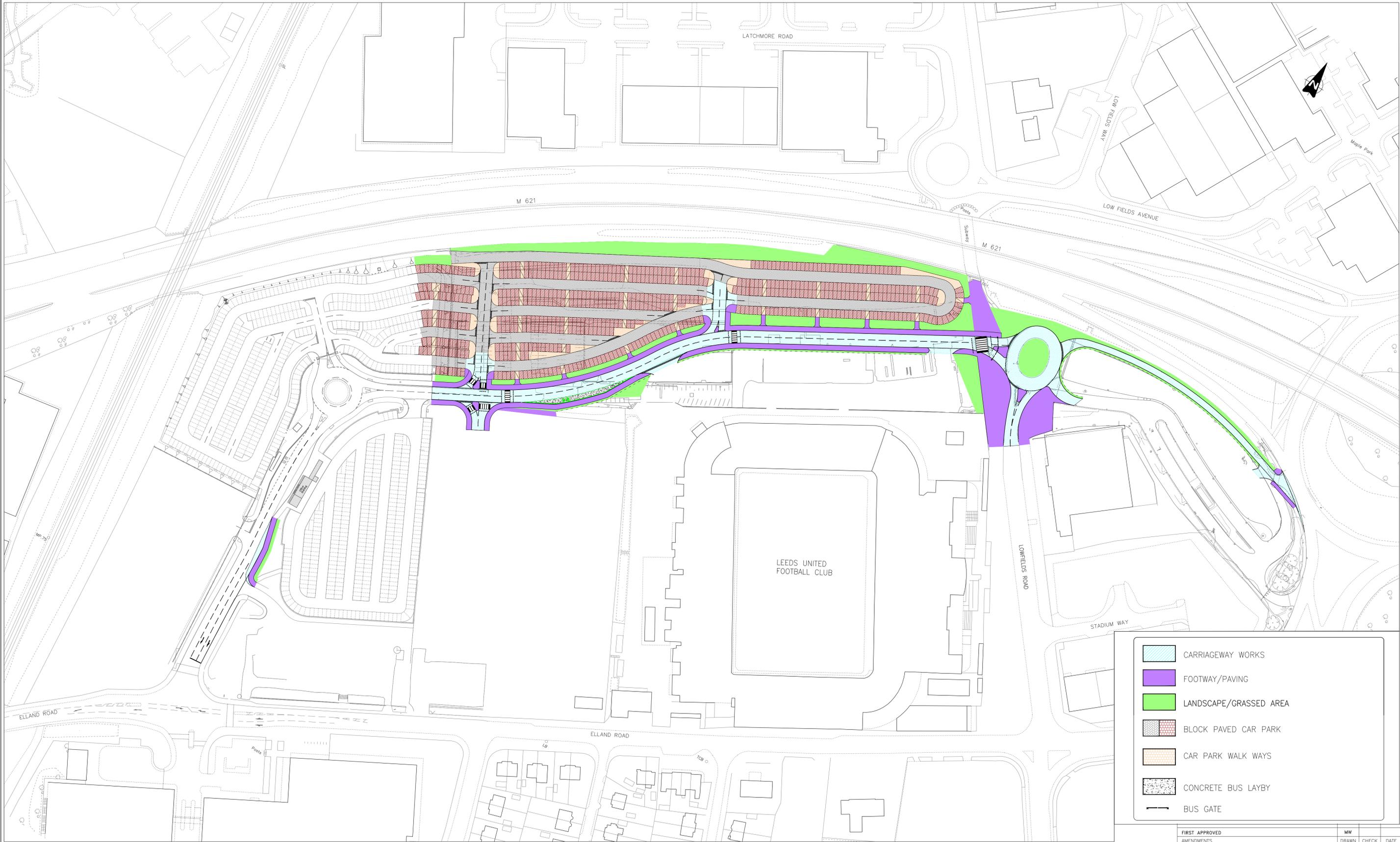
CITY PLANS PANEL

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PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL

SCALE : 1/3500





	CARRIAGEWAY WORKS
	FOOTWAY/PAVING
	LANDSCAPE/GRASSED AREA
	BLOCK PAVED CAR PARK
	CAR PARK WALK WAYS
	CONCRETE BUS LAYBY
	BUS GATE

FIRST APPROVED	MW	DATE
AMENDMENTS	DRAWN	CHECK

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ELLAND ROAD, PARK AND RIDE PHASE 3
GENERAL ARRANGEMENT

AMENDMENTS	DRAWN	CHECK	DATE	DRAWN BY	SCALE
FIRST APPROVED	PH			INITIALS DATE PH 10/18	1:1000
				AutoCAD BY	
				INITIALS DATE PH 10/18	
				CHECKED BY	
				INITIALS DATE	ORIGINAL SHEET SIZE A1



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INFORMATION

DRAFT

STATUS: **DRAFT**

DATE: October 2018

HIGHWAYS AND TRANSPORTATION