



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 24th January 2019

Subject: 18/06677/FU – The development of a Park and Ride facility with car parking for up to 1,200 cars; associated single storey terminus building, landscaping, CCTV, lighting, fencing and associated infrastructure.

At land adjacent to the M621 Junction 7 Roundabout, bordered by Hunslet Cemetery to the west by the A61 and the Motorway/A61 circulatory to the east and north, and the Middleton residential area to the south.

APPLICANT

Leeds City Council

DATE VALID

26/10/18

TARGET DATE

22/01/19

Electoral Wards Affected:

Middleton Park

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: DEFER AND DELEGATE approval to the Chief Planning Officer subject to the conditions at Appendix 1, and any others which the Chief Planning Officer considers appropriate, and the expiry of the public notification period in respect of the submission of revised plans. In the event that representations are received that raise new and significant material planning considerations the application will be reported back to Plans Panel for determination.

1.0 INTRODUCTION

- 1.1 The application was previously reported for determination to the City Plans Panel on 3rd January. Members did not raise objection to and were supportive of the principle of development but deferred consideration of the application for further negotiations and information to be presented back to Plans Panel in respect of detailed designs of the scheme. The draft Panel minute records that:

- Members were supportive of the principle of the Park and Ride scheme at this location
- Concern was expressed that the level of detail provided for the landscaping and terminal building design was insufficient and that determination of the application should be deferred to await the submission of final detailed designs of the scheme
- Some Members wanted to see an improvement to the design of the terminal building such as incorporation of a green wall and inclusion of a changing places facility
- Mixed views were expressed about the provision of a café facility and a clock tower on the terminal building; some Members were supportive of these elements others were not of the same view

1.2 The applicant has revised the scheme and has put forward additional information to seek to address the substantive concerns raised by the Panel and this is set out in a summarised form below, together with additional information from officers, under the headings of landscaping, building and changing places. The general headlines in respect of the revised scheme are as follows:

- Landscaping provision has been enhanced, and further information presented, to mitigate and illustrate the visual impact of the scheme.
- The design of the building has been amended to take on board the concerns and issues raised by Plan Panel and this results in a building of a bespoke design that has greater regard to its context.
- A Changing Places facility has been incorporated within the building.

1.3 The original report to Panel on 3rd January is appended (Appendix 1) to this updated report and should be read together with this report for the purposes of determining the application.

2.0 LANDSCAPING:

2.1 At the previous meeting, Members requested that more information be provided to show how the landscaping would provide a buffer to the Cemetery and the provision of trees planting between the parking areas (along the spinal roads) to soften the visual impact of the wider expanse of hardsurfacing and associated car parking.

2.2 The applicant has provided further landscaping details, including fly-over visualisation and a revised Landscape Strategy Report. The Cemetery to the west retains a minimum gap of 16m at the point to where the public footpath emerges and this buffer/distance increases to over 80m in relation to the perimeter with the Park & Ride site. A 1:3 embankment, together with extensive planting will further mitigate any potential visual effects of the proposed scheme to the Cemetery.

2.3 The boundary treatment, in the main, will be a woodland edge reinforced with a woodland of larger native tree species to enhance the existing scattered individual and grouped trees and provide a strong overall buffer in respect the sensitivity of the Cemetery and nearest houses to the north-west (approximately 75m away at the nearest point).

2.4 Details of the proposed positions of the new lighting columns, and of the intensity of spill of the lights themselves, are not currently known. However, it is understood that they are to primarily stand within the lower car park with extensive landscape screening them from their surroundings.

- 2.5 The removal of trees to the South East of the cemetery is likely to result in visual impact by opening up some limited views from the cemetery to the Park & Ride.
- 2.6 The landscaping plans demonstrate that the removal of trees has been kept to a minimum, only when necessary due to conflict with the highway layouts and the proposed hardstanding areas.
- 2.7 New planting will focus on creating a substantial and effective boundary treatment, providing a green edge to the perimeter of the site to reduce potential light impact to the Cemetery (to the West), and screen residential properties (to the North and South).
- 2.8 As regards the trees in between the parking areas will soften some of the wider expanses of parking. A strongly structured landscape is arranged around a formal arrangement of avenue trees to demarcate primary vehicle routes and pedestrian routes and distinguish parking zones to improve orientation and wayfinding.
- 2.9 It is considered that the resultant landscaping scheme, when mature, will serve to screen and filter views of the development from sensitive vantage points, such as the cemetery and the nearest dwellings, whilst also providing an appropriate setting for the facility. Accordingly the proposal is considered to be compliant with policies P12 of the Core Strategy and LD1 and N25 of the UDP.

3.0 BUILDING:

- 3.1 At the previous meeting, Members requested further design details and improvements in the appearance of the terminal building. In response the applicant has revised the design to incorporate a part green roof with the remainder covered with solar panels. The latter feature referencing the distinctive 'saw tooth' roof form of some industrial/commercial buildings within the wider area. A section of green wall is now also provided. It is considered that these design amendments mean that the building has greater regard to the industrial heritage of the locality but also respects its setting as part of a wider area of open countryside.
- 3.2 The applicant has made representations to explain the philosophy behind the design and sets out:
- The intention in the design process undertaken was to provide a simple, accessible building which could be recognisable throughout the city whilst providing a very unique design response to its location.
 - In general terms the building layout creates an access through a waiting area between the West and East of the car park, in the same way that Elland Road and Temple Green Park & Ride building do. The building acts as a transition between a pedestrian circulation and the bus route. In a bigger scale the building responds to its context and working as a beacon, as a place of destination, with an appropriate scale and size to be recognisable either from the car park and from the road further afield for arrivals as well as for pedestrians.
 - The building works as two independent units. One side with the public activities, administration and retail. The other half of the houses with all the plant room and electrical incoming services.
 - The layout creates a natural public atrium connected to the retail area and reinforcing the idea of a public pedestrian entrance/court from the West elevation (visible from the road). It also protects the space from any prevailing winds and provides positive exposure to direct sunlight through the year.

- The external materials have been chosen with durable and energy efficient materials, and reflect the industrial and mining heritage of the area, together with planting in front of the front elevation. As set out above the applicant has since agreed to provide a green roof, together with solar panels above, as well as a green wall along sections of its elevations.
- The orientation of the building responds to the car park, where every element emphasis's the concentric arrangement around the building and naturally funneling the circulation towards the centre of the scheme.
- The clock tower is typical of other public transport terminals.
- The retail opportunity acts as an asset for the local community and creates jobs.
- Finally, as a crime prevention measure, the building incorporates materials externally without the need for demanding maintenance.

3.3 In conclusion it is considered that the design of the building has been amended in an attempt to accommodate the concerns raised by Members at the last meeting. As a consequence the resultant building has a bespoke design that references the industrial heritage of the locality but also has regard to its setting within and open and green landscape. It is considered that the proposal complies with policies P10 of the Core Strategy and BD2 and BD5 of the UDP.

4.0 CHANGING PLACES:

4.1 At the previous meeting, Members requested that more information be provided to make provision for a Changing Places facility and the applicant has confirmed that this will be incorporated into the scheme.

5.0 OTHER MATTERS

5.1 The clock tower is included as part of the scheme as it is a 'standard and expected element on any train/bus stations' (applicant's words) but also as it acts as a beacon/landmark to help people identify the site when approaching from a distance. The applicant also points out that it is an integral part of branding and city wide approach to park and ride facilities which is also evident at Elland Road and Temple Green.

5.2 With regard to the commercial element of the building it is envisaged to incorporate a café/convenience store/newsagent. It is considered that this will be of benefit to the users of the park and ride and an asset for the local community.

5.3 From a planning perspective it is considered that the clock tower will be of benefit in helping people identify the site, particularly once the perimeter landscaping matures, and no policy objections are raised to the provision of relatively small scale ancillary commercial floorspace.

6.0 CONCLUSION

6.1 The information above on matters relating to landscaping, building design and Changing Places has been set out in order to aid Members consideration of this application. It is considered that the development proposal is in accordance with the development plan when read as a whole, and with the guidance set out within the National Planning Policy Framework. The recommendation is therefore to approve the application, subject to the conditions set out (Appendix 1).

Background Papers:

Application files: 18/06677/FU

APPENDIX 1



Originator: Ian Lunn

Tel: 0113 3785962

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 3rd January 2019

Subject: 18/06677/FU – The development of a Park and Ride facility with car parking for up to 1,200 cars; associated single storey terminus building, landscaping, CCTV, lighting, fencing and associated infrastructure

At Land Adjacent To The M621 Junction 7 Roundabout, Bordered By Hunslet Cemetery To The West By, The A61 And The Motorway/ A61 Circulatory To The East And North, And The Middleton Residential Area To The South.

APPLICANT

Leeds City Council

Electoral Wards Affected:

Middleton Park

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 create a new park and ride facility on land to the south west of junction 7 of the M621 at Stourton. Given the scale and nature of the proposal, and the significant level of objection to the scheme from local residents, it is considered appropriate to refer it to City Plans Panel for a decision.

2.0 SITE AND SURROUNDINGS:

2.1 The application site is a substantial irregularly shaped plot of land of approximately 13.96 hectares in area. It lies to the immediate south west of junction 7 of the M621 approximately 4.5 kilometres south east of Leeds City Centre. The land is essentially enclosed by the motorway and the A61 to the north and east, by Hunslet Cemetery and Belle Isle Community Enterprise Centre to the west, and by open land and Middleton Ring Road to the south. Residential development adjoins the north western corner of the site and also lies slightly further away to the south and west. The land is largely open and grassed but there are a number of relatively mature trees along parts of the western boundary.

3.0 PROPOSAL

3.1 Planning permission is sought to create a new park and ride facility on the defined site. The proposals involve:

- the provision of up to 1200 car parking spaces, 21 of which will be retained solely for use by people with disabilities with 15 retained solely for families and 26 for electric vehicles.
- the provision of internal access roads. These will primarily be used to allow cars access to and from the car parking areas. However, a dedicated 'one way bus only' road is also proposed.
- the formation of five new access/exit points, three from/to the A61 and two from the M621 Roundabout. The intention is that cars will enter the site via two of the access points (one from the A61 and the other from the M621 Junction 7 roundabout). However they will leave via a separate exit onto the A61. Buses will enter the site from the roundabout and exit onto the A61 using their own dedicated access/exit points.
- the provision of footways and cycleways linking the site with Parnaby Road and Middleton Ring Road. Dedicated cycleways to the site from the A61 and the M621 Junction 7 Roundabout are also proposed.
- the erection of a single storey terminal building to include a waiting area, a shop/cafe, toilets, an office and kitchen, ticket machines and information boards, and an external bicycle and mobility scooter store.
- the provision of associated lighting, cctv, fencing, vehicle shelters incorporating solar panels, retaining walls and other infrastructure.
- the re-contouring/re-grading of the site and the provision of landscaping.

3.2 In addition to the works identified above there are also proposals to carry out associated 'off-site' highway works. These include improvements to the roundabout at Junction 7 of the M621 (which are primarily proposed by Highways England); a 'contra-flow' arrangement to give Park and Ride users a direct link to southbound M621/A61/A639 carriageways; carriageway widening and bus priority measures (including bus lanes, bus gates and traffic signals) on the A61 both adjacent to, and approaching the site, and at the A61/A639 junction to the south east; new traffic signals at the roundabout giving Park and Ride buses priority heading north of Junction 7 into Leeds on the A61/A639 corridor; and appropriate waiting restrictions

on surrounding residential streets designed to prevent indiscriminate parking by Park and Ride users whilst remaining sympathetic to the needs of local residents.

- 3.3 For members information the destination of buses leaving the site will be Boar Lane in the City Centre via First Direct, the Education Quarter and Meadow Lane. The return journey will be via Mill Hill, Neville Street, Asda House and then back to the site via the A61. It is the intention to operate a bus service every ten minutes.

4.0 RELEVANT PLANNING HISTORY

- 4.1 None

5.0 HISTORY OF NEGOTIATION AND ENGAGEMENT

- 5.1 Meetings took place with the applicants to discuss the scheme both on 17th October and 7th 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 Revised 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)

- 6.2.2 The development plan policies are supplemented by supplementary planning guidance and documents. Those considered relevant to the consideration of these proposals are set out in paragraph 6.8 below.

- 6.2.3 The policy guidance in Annex 1 to the revised 2018 National Planning Policy Framework (NPPF) is 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 are set out below:

Spatial Policy 1 seeks to deliver the spatial development strategy based on the Leeds settlement hierarchy, and to concentrate the majority of new development within, and adjacent to, urban areas taking advantage of existing services, high

levels of accessibility and priorities for urban regeneration whilst ensuring an appropriate balance of brownfield and greenfield land.

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 G1 sets out the criteria against which proposals potentially affecting green infrastructure will normally be judged.

Policy P8 sets out the sequential and impact assessments against which proposals for main town centre uses will normally be judged

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 P11 seeks to conserve and enhance historic buildings, townscapes and landscapes.

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 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 N28 seeks to ensure that Historic Parks and Gardens are suitably protected from development.

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 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.

6.5 Aire Valley Leeds Area Action Plan 2017

6.5.1 The Aire Valley Leeds Area Action Plan provides a spatial planning framework, plan wide policies, area plans and site specific allocations for development within the Aire Valley. It seeks to deliver an innovative and integrated approach to the sustainable regeneration of the area.

6.5.2 The site, as defined, is largely identified as being suitable for a bus based park and ride facility (see policies below). Areas along the northern and eastern edges are identified as green corridor.

6.5.2 The most relevant policies in this plan are set out below:

Policy CAV1 safeguards this site, through site allocation AV82, for a bus based park and ride facility unless it can be demonstrated that this is no longer required. This is, however, subject to the proviso that such development safeguards the setting of the adjoining Registered Historic Park and Garden at Hunslet Cemetery.

Policy AVL12 identifies the transport infrastructure improvements that are proposed within the plan area. It identifies one of these as being a 1000 space bus based park and ride facility on this site.

Policy AVL13, in conjunction with Policy G1 of the Core Strategy, essentially sets out the criteria against which proposals affecting the Aire Valley Leeds Green Infrastructure Network will normally be judged.

6.6 Site Allocations Plan (SAP)

6.6.1 The Site Allocations Plan (SAP) identifies sites for housing, employment, retail and greenspace to ensure that enough land is available in appropriate locations to meet the growth targets set out in the Core Strategy. In May 2017 the Council submitted the Site Allocations Plan (SAP) to the Secretary of State for independent Examination. Hearing sessions were undertaken in Autumn 2018.

6.6.2 The site is unallocated in this Plan.

6.7 Leeds Natural Resources and Waste DPD 2013

6.7.1 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:

- 6.7.2 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.

6.8 Relevant Supplementary Planning Guidance includes:

- 6.8.1 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.

6.9 National Planning Policy Framework (NPPF) (2018)

- 6.9.1 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

Section 16 – Conserving and Enhancing the Historic Environment

7.0 CONSULTATION RESPONSES

Highways England – No objections subject to conditions requiring improvements to junction 7 of the M621, the submission of a Construction Traffic Management Plan, and the implementation of the enforcement measures outlined in section 4.4 of the Transport Assessment.

7.1.2 Non-Statutory:

LCC Flood Risk Management – No objections subject to conditions designed to control the means of draining surface water from the developed site and to ensure that oil and petrol does not pass into the drainage system.

LCC Contaminated Land Team –Would prefer to see a Phase 1 Desk Top Study, and either an amended Ground Investigation Report or a Phase 2 Investigation Report, submitted for consideration before making their final recommendations. However they consider that all relevant contamination, ground stability and gas generation issues can reasonably be addressed through the use of conditions in this instance.

LCC Highways – No objections subject to conditions to ensure the provision of suitable disabled, cycle, motorcycle and electric vehicle parking and associated infrastructure.

LCC Environmental Studies :Transport Strategy – No objections. Agree with the conclusions set out in the submitted Air Quality and Noise Assessments and support the measures to introduce electric vehicle infrastructure and electric buses as part of the scheme.

LCC Employment and Skills – Comments awaited

LCC Neighbourhoods and Housing – No objections subject to conditions requiring the submission of a Statement of Construction Practice, limiting the hours of construction, and designed to control external lighting.

LCC Conservation Team – No objections provided that no works are undertaken to the listed eastern facing boundary wall of the cemetery; that further details are secured of the landscaping proposals to be carried out the immediate east of the cemetery to ensure that its setting is suitably safeguarded; and that details of the proposed location of the solar panels are also secured for the same reason.

LCC Landscape Team – No objections in principle but would like to see some amendments to the proposed landscaping layout the main ones being a reduction in the level of tree loss next to Parnaby Road, and additional planting along part of the site boundary with the A61.

LCC Nature Team – No objections provided that the submitted Landscape Strategy Report and Management Plan are implemented in full (as amended by the requirements of the Council's Landscape Team) and conditions are imposed requiring the submission of a Construction Environmental Management Plan and the eradication of Japanese Knotweed.

LCC Design Team – Comments awaited

Public Rights of Way Officer – Object unless the 'line' of the existing definitive Right of Way (Rothwell Footpath No.2) is retained and suitably surfaced, or alternatively is diverted so as to link with the new shared cycleway/footways to be formed as

part of this development with a link provided to Hunslet Cemetery. Would like to see the proposed cycleway linking Parnaby Road with the M621 roundabout made into a shared footpath/cycleway to enable the route of the existing Right of Way to be retained as closely as possible.

West Yorkshire Police – Consider that the scheme needs to include measures to prevent crime, specifically car, cycle and motorcycle theft; theft from vehicles; and the encampment of vehicles on the site.

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.

West Yorkshire Archaeology Advisory Service – No objections. Given the extent to which the site has previously been the subject of open cast mining they do not consider that any archaeological investigation will be necessary.

Open Spaces Society – No observations received.

The Ramblers Association – Consider that the new footway/cycleway embankment forming part of this scheme should not interfere with the existing 'line' of the footpath; that the footpath should be suitably surfaced; and that it should include a suitable link to the Motorway slip road and access to the cemetery.

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 30th October 2018 and advertised the proposals as Major Development. The publicity period expired at Midnight on 20th November 2018.
- 8.2 An advert advertising the proposals as Major Development was also inserted in the Yorkshire Evening Post. This was published on 9th November 2018 and expired at Midnight on 30th November 2018.
- 8.3 Middleton Park Ward Members were notified of the proposals by email on 9th November 2018 giving them until 30th November 2018 to comment. At the time of writing this report no comments had been received.
- 8.4 209 letters of objection have been received. These include representations on behalf of the local Green Party, from the Chair of Stop the Park and Ride in Stourton (SPARS) and 133 letters that are identical but that have been individually signed. The objections are:-
- a) that the development will lead to the loss of an important area of open green space to the detriment of the appearance of the area, the setting of adjoining houses and the mental health of local residents. This land should either be developed into a small public park or garden, or reforested, for the enjoyment of local residents and to improve air quality.
 - b) that the development shows no respect for the deceased who are buried in the adjoining cemetery and will cause undue disturbance and upset to people visiting their deceased loved ones,

- c) that the proposals will not address existing travel problems and will exacerbate existing highway safety issues including 'on-street' parking on surrounding streets and 'rat running'. They will also lead to vehicles queuing on the surrounding road network thus exacerbating, rather than reducing, congestion problems in the area (this will be made even worse once the new bus lanes along the A639 and A61 have been created). This area should be identified as one of the Leeds Congestion Zones.
- d) that the proposals will lead to an increase in air and light pollution contributing to ill health in an area where respiratory illness is already amongst the highest in the city. Will local residents be given any financial assistance for measures to mitigate against this if the development goes ahead.
- e) that the proposals will lead to an increase in noise in the area. Will local residents be given any financial assistance for measures to mitigate against this if the development goes ahead.
- f) that the level of privacy currently enjoyed by nearby residents is likely to be adversely affected by these proposals,
- g) that the land is not suitable for development being unstable due to former mining activity. It also does not drain satisfactorily,
- h) that there is no need for a Park and Ride facility here as it will not benefit the local community and there are sufficient other facilities nearby at Temple Green and Elland Road. New schemes should be located in the north and west of the City to alleviate issues of congestion and air pollution there,
- i) that the Park and Ride scheme at Elland Road has not been a success,
- j) that the scheme will not be effective as it will not intercept car users early enough in their journey,
- k) that there is no need for additional parking in this area,
- l) that the facility will end up being used as a car park by local employers,
- m) that the development will cause parking difficulties for local residents,
- n) that there are likely to be delays to local bus services during the construction works,
- o) that an approval of these proposals will lead to an increase in crime (including 'quad biking', vandalism and theft) in the locality,
- p) that an approval of these proposals will have an adverse effect upon property values in the area,
- q) that the proposals will lead to the loss of a habitat for local wildlife and a grazing area for horses,
- r) that before embarking on a scheme like this the Council should be addressing more pressing concerns like petty crime and infilling pot holes. The scheme is also likely to put financial pressure on the Council as the scheme will probably need subsidising.

- s) that residents have not been made aware of the proposals due to a poor consultation process, and any comments they have made have been ignored,
- t) that the addresses of people making representations are being published on the Council's website.
- u) that if the scheme is approved the facility is likely to be enlarged in the future,
- v) that the application cannot legitimately be considered by Panel on 6th December 2018 because, given the closing date for the submission of representations, objectors will not have received sufficient notice of that meeting to enable them to organise themselves to speak. There is also concern about the application being reported to Panel on 3rd January 2019 because of concerns about limited communication over the Christmas period.
- w) that if a further Park and Ride facility is deemed necessary more appropriate locations for it would be either adjoining junction 44 of the M1, or on land either off Queen Street or around Wakefield Road.

8.5 Three letters of support, including one from the Leeds Civic Trust, have also been received. They argue:-

- a) that the development will be sustainable and will benefit the environment making provision for electric vehicles, cycles and mobility scooters and promoting the use of solar power,
- b) that the proposals will not lead to any significant increase in vehicular use of the surrounding road network as people using the facility would have otherwise driven into the City Centre. Overall they will improve vehicular access into Leeds,
- c) that the proposals will not lead to any significant increase in air pollution in this locality and will reduce it in the City Centre,
- d) that the development is likely to be well used and is well designed.

They also suggest that additional parking spaces should be provided along with electric charging points or at least the infrastructure to provide the latter.

8.6 One other representation has been received requesting that if the roundabout is to be improved and reshaped as part of the scheme the opportunity should be taken to improve safety for cyclists by creating dedicated cycleways to, and a segregated cycleway around, it.

8.7 The applicants have submitted a Planning Statement (incorporating a Design and Access Statement) in support of their proposals in which they state:-

- a) that the proposals meet the requirements of local planning policy as this site has been allocated as a Park and Ride Site for some 16 years,
- b) that the facility is necessary in order to assist economic growth, investment and job creation in the District,

- c) that the new Park and Ride facility will help to reduce the number of car journeys into Leeds City Centre reducing congestion and improving air quality within that area,
- d) that it will help to address current issues surrounding parking shortfalls in the City Centre,
- e) that it will help to meet the current shortfall in public transport serving the South Leeds area,
- f) that constructing a Park and Ride facility here, as opposed to a number of other sites, is preferable because this site adjoins, and is readily accessible from, the M621 and A61. It is also likely to be more effective in reducing congestion as potentially it will lead to a reduction in vehicle movements into and out of the City on roads that are currently experiencing high levels of use.
- g) that the success of other Park and Ride schemes in Leeds, notably at Elland Road and Temple Green, demonstrates that there is a demand for facilities of this nature,
- h) that the proposals are unlikely to lead to significant 'on-street' parking on surrounding streets despite concerns to the contrary,
- i) that requiring the proposed new Parnaby Road/M621 roundabout cycleway link to include a footway would not be in the best interests of pedestrian safety,
- j) that the development will harmonise with its surroundings. Whilst the site will cover an area of almost 14 hectares only 4.5 hectares of this (approximately 32%) is to be built upon with much of the remainder landscaped to create a thick woodland screen; existing trees and hedgerows will be retained where possible; the new terminal building will be single storey only; and the development as a whole will be suitably designed and will respect the contours and topography of the site.
- k) that once associated 'off-site' bus priority measures and other 'off-site' highway improvements have been carried out, the facility will provide a frequent and convenient bus service into the city centre with six buses an hour proposed.
- l) that the development will make suitable and safe provision for cycle users and pedestrians. This will include cycle stands, cycle lockers and footpath and cycleway links to local employment areas and the residential area of Belle Isle. Additional electric vehicle charging points will also be provided in line with demand.
- m) it is the intention that the development will incorporate some solar panels in the form of vehicle shelters. These will either to be provided as part of the current development, if suitable funding can be secured, or in the future. The electricity generated will be used to power 'on-site' facilities with any surplus re-directed locally or sold back to the national grid,
- n) that the proposals will meet the requirements of national and local planning policy,
- o) that whilst there is a low to medium risk of dust being generated during construction this can be addressed through good construction practice and the

implementation of suitable mitigation measures. There is unlikely to be any significant adverse effect on air quality once the Park and Ride facility is in operation.

- p) that the proposals will not give rise to any ecological concerns. Trees, hedgerows and scrubland areas within the site are to be retained where possible; where the development adjoins retained trees it will be constructed outside of the bird nesting season to protect breeding birds; and bat and bird boxes are proposed along with further planting to enhance local biodiversity.
- q) that whilst the site is identified as falling within Flood Zone 1, and therefore at low risk of flooding, the increase in impermeable developed areas that this development will create could lead to some flooding from Stourton Beck (which flows through the site). This will, however, be addressed by designing the drainage system so that it regulates the discharge of surface water from the developed site.
- r) that the development will be drained in accordance with the requirements of national policy.
- s) that investigations of the site have shown that it is not the subject of any significant contamination and that the risk to controlled waters is also low.
- t) that the setting of Hunslet Cemetery (a Registered Historic Park and Garden) will be safeguarded.
- u) that the development will comply with both national and local policy with respect to noise generation and will not therefore cause undue disturbance to nearby local residents. To assist in this electric buses are to be used.
- v) that measures will be put in place to reduce the risk of crime. These are likely to include a constant staff presence when the site is in operation and the use of an ANPR system when it is not; lighting; cctv cameras; barriers; height restrictors and bollards.
- w) that there is a low to moderate risk of glint and glare from the new solar panels to both road users and local residents. However, this can reasonably be mitigated against by the use of suitable screening and/or the installation of blinds within affected dwellings.
- x) that the development will comply with identified national policy with respect to renewable energy and light pollution.

The applicants have also submitted a Statement of Community Involvement indicating that they have undertaken a period of public consultation prior to submitting this application.

9.0 MAIN ISSUES

1. Principle of Use.
2. Highway Safety.
3. Landscaping.

4. Design.
5. Other Matters.

10.0 APPRAISAL

10.1 Principle of Use.

10.1.1 Given the nature and location of the proposed development it is considered appropriate to consider it against the following policies/guidance:-

- a) Leeds City Council has instigated extensive engagement and conversation on the future direction of transport provision across the city which has included reviewing and considering the measures for those corridors that were previously covered by the now cancelled NGT trolleybus proposals. As a result of this the emphasis is now on improving public transport in the Authority with the Aire Valley being identified as one area for improvement. It is within this context that Policies CAV1 and AVL12 of the Aire Valley Leeds Area Action Plan have been formulated. These specifically identify the majority of this site as being safeguarded for a future bus based Park and Ride facility identifying it as Site allocation AV82 in that plan. Policy AVL12 makes reference to the facility providing 1000 car parking spaces which is 200 less than the maximum number of spaces that are currently proposed. However since it does not specifically limit it to that number it is considered that there are no sound planning policy reasons why additional spaces cannot be provided in this instance.
- b) The Aire Valley Leeds Area Action Plan also identifies small areas of the defined site, located along the northern and eastern boundaries, as green corridor. In view of this the proposals also need to be considered against the requirements of Policy AVL13 of that plan and Policy G1 of the Core Strategy. The latter policy, in particular, states that development within or adjoining such areas should be designed so as to ensure that those corridors are retained and improved; that it is suitably connected to other green spaces; that it retains local wildlife and does not unduly affect local biodiversity; and that it protects and enhances public rights of way. It is considered that these proposals will satisfy these requirements retaining existing trees and hedgerows where possible and providing significant landscaping around the main developed areas of the site that will, it is contended, provide a suitable buffer between the new Park and Ride facility and its surroundings, that will reasonably safeguard the setting of adjoining public rights of way and Hunslet Cemetery (a Registered Historic Park and Garden) that should reasonably safeguard local flora and fauna, and that should reasonably link the site to the wider green infrastructure network. In view of this it is considered that the development should reasonably safeguard the adjoining green corridors.
- c) Policy AVL12 of the Aire Valley Leeds Area Action Plan identifies transport infrastructure within the Authority that it considers should be improved. This includes the Leeds Core Cycle Network the route of which traverses the southern end of this site. The policy requires that where a development adjoins such infrastructure it either provides for, or contributes towards, such improvements. In this case it is considered that it does so as it makes provision for shared footways and cycleways linking the new development to Middleton

Ring Road and Parnaby Road and dedicated cycleways linking the site with the A61 and the adjoining Motorway roundabout.

- d) Policy SP11 of the Core Strategy supports the delivery of an integrated transport strategy for Leeds and sets out measures by which it is proposed to achieve this. These include public transport improvements to the bus network and 'targeted highway schemes' to alleviate congestion. It is considered that the provision of a Park and Ride facility in this location would assist in meeting these aims.
- e) the proposals also involve the creation of a retail unit with ancillary cafe within the new terminal building. In view of this, and given that this is essentially an 'edge-of-centre' site, this element of the scheme needs to be considered against the requirements of Policy P8 of the Core Strategy and Section 7 of the National Planning Policy Framework. The former states, in part, that proposals for such development within such areas will not require sequential or impact assessments provided that their gross floor area does not exceed 200 square metres and they are located within a residential area. The latter identifies a higher default threshold of 2500 square metres and states that preference should be given to sites that are well connected to the City Centre. This site is located within a partly residential area which is considered to be well connected to the City Centre via the A61 and, indirectly, via the M621 motorway. Furthermore the new retail unit will be small, having a gross floor area of just 113.4 square metres, and it is solely to serve people using the Park and Ride facility. With this in mind it is considered that this element of the scheme will satisfy the requirements of this policy/guidance and as such it is also considered to be acceptable in principle.
- f) the development as a whole is to be located in a sustainable location adjoining the main urban area of Leeds and well connected to the City Centre. This is in line with the requirements of Policy SP1 of the Core Strategy,
- g) it is considered 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) meeting the requirements of Policies SP3 and CC3 of the Core Strategy in this regard. It is also considered that it will help to support objectives for sustainable travel and assist in reducing congestion during peak periods in accordance with the requirements of Policy T1 of that plan, Saved Policy T16 of the UDP (which requires, in part, that proposals are acceptable in terms of their traffic impact) and Sections 2 and 9 the National Planning Policy Framework.
- h) the development is considered to be either acceptable in design, amenity, highway safety, ecological, flood risk, land contamination and drainage terms, or can be rendered so through the imposition of suitable conditions (for reasons set out later within this report).

In view of the above the proposals are considered to be in accordance with the requirements of relevant national and local planning policies namely Policies SP1, SP3, SP11, G1, P8, CC3 and T1 of the Core Strategy, Policies CAV1, AVL12 and AVL13 of the Aire Valley Leeds Area Action Plan, Saved Policy T16 of the UDP and Sections 2, 7 and 9 of the National Planning Policy Framework. They are therefore considered to be acceptable in principle.

10.2 Highway Safety Issues

10.2.1 Full details of the proposals are set out in the 'Proposal' section above but in highway terms they essentially involve the creation of new access roads and vehicular access/exit points, footways, cycleways and car parking areas (including dedicated facilities for people with disabilities, families, cyclists and electric vehicles).

10.2.2 The application has been accompanied by a Transport Assessment. This concludes:-

- a) that an approval of the proposals will have the net benefit of significantly reducing the number of car journeys into and out of Leeds City Centre by replacing those trips with bus movements,
- b) that the proposals will improve the performance of Junction 7 of the M621, and
- c) that the development will not adversely impact upon the surrounding highway network and that the highway improvements proposed as part of it will help to alleviate congestion and shorten queuing in the locality.

The Assessment, in Section 4.4, also sets out enforcement measures designed to ensure that the new Park and Ride facility is used as intended. These are to include full 24/7 cctv coverage of the site; a permanent staff presence whilst the facility is in operation; measures (including a Traffic Regulation Order and signage) designed to limit use of the facility solely to Park and Ride users; and the provision of height restriction barriers at vehicle entrances and 'A-Frame' barriers on the new footpaths/cycleways (in the interests of preventing crime and anti-social behaviour).

10.2.3 The scheme has been considered by both Highways England and the Council's Highways Service. The former consider that it will be acceptable provided that conditions are imposed requiring that agreed improvements are made to Junction 7 of the M621 before the development is first brought into use; that the enforcement measures specified in Section 4.4 of the Transport Assessment are also in place and operational by that point; and that a Construction Traffic Management Plan is submitted. Conditions to this end are therefore recommended. The Council's Highways Service also support the proposals accepting that they are likely to lead to a reduction in traffic entering the City Centre and to the 'freeing up' of existing parking provision there. They consider the layout of the development to be largely acceptable in highway safety terms but consider that additional electric vehicle charging points and associated infrastructure, and additional motorcycle and cycle parking, should be provided as part of the scheme along with suitable provision for cars driven by people with disabilities. These can also reasonably be secured by way of a condition.

10.2.4 There is a public right of way adjoining, and crossing, the north western portion of the site (Rothwell Footpath No. 2). The existing 'line' of this will be affected by the proposals as currently proposed and this has initially led to objections from the Council's Public Rights of Way Officer and the Ramblers Association who ideally want the existing 'line' of the footpath to be retained and suitably surfaced. However, by way of a compromise, the Public Rights of Way Officer would be prepared to accept the proposals if the footway is diverted so that it provides a link between the new shared cycleway/footways to be formed as part of this development and provides a link to Hunslet Cemetery. In these circumstances they would also ideally like to see the proposed cycleway linking Parnaby Road with the M621 roundabout made into a shared footpath/cycleway to enable the route of the existing Right of Way to be retained as closely as possible. It is considered that these amendments

can reasonably be secured by way of a condition and a condition to this end is therefore recommended.

10.2.5 Concern has been raised by some local residents about 'on street' parking on surrounding streets and about 'rat running'. Clearly it is not possible to say that these will never occur. However, given the level of parking proposed by the development, the intention to introduce waiting restrictions on surrounding residential streets, and given that all of the vehicular access/exit points to/from the site will be some distance from the main residential areas being formed from the A61 and the M621 Junction 7 roundabout, it seems unlikely, on the balance of probability, that these issues will occur to any significant extent. For members information it is initially the intention to introduce the waiting restrictions, referred to above, by way of an experimental Traffic Regulation Order. This will provide the opportunity to monitor the effectiveness of the parking measures and allow for any necessary changes to be made before making the restrictions permanent.

10.3 Landscaping.

10.3.1 The land is fully visible from the surrounding roads. Furthermore it is currently largely open and laid to grass. Developing it for the purpose, and in the manner, proposed will clearly lead to the loss of a substantial part of this and this has led to objections from local residents to this end. However, as this is an allocated Park and Ride site it is considered that a refusal on loss of open space grounds could not now reasonably be substantiated. This aside the applicants are proposing to re-profile and landscape the site and their measures for so doing are set out in a Landscape Strategy Report and Landscape Management Plan that they have submitted with this application. In brief the works involve the lowering of land levels within the site to create the new parking areas and roads, the retention of existing trees, hedgerows and scrubland where possible and the carrying out of extensive additional tree planting and landscaping within and around the main developed area. It is contended that this will, in time, provide suitable screening of the development as well as generally softening its appearance and helping it to assimilate with its surroundings. The scheme has been considered by the Council's Landscape Team who have asked for some amendments to the detailed layout the main ones being a reduction in the level of tree loss next to Parnaby Road in the north western corner of the site, and additional planting along part of the boundary with the A61. The applicants are prepared to make revisions to this end and a condition to secure these is therefore recommended.

10.3.2 Significant local objection has been received about the likely effect that this development will have upon the setting of Hunslet Cemetery, a Registered Historic Park and Garden which adjoins the north western boundary of the site. However, given the intention to construct the new parking area and roads at a lower land level, to retain the embankment in between, to retain some of the trees and planting currently located on the latter and to supplement these with additional woodland tree planting, it is considered that the setting of the cemetery, and of the adjoining public right of way, will be suitably preserved and enhanced. In view of this it is considered that the proposals are likely to cause 'less than substantial harm' to the adjoining heritage asset whilst also providing substantial public benefits. Accordingly they are considered to be in accordance with the requirements of Section 16 of the National Planning Policy Framework in this regard.

10.3.3 The scheme has been considered by the Council's Conservation Team who support the above view subject to the following provisos:-

- a) that no works are undertaken to the listed eastern facing boundary wall of the cemetery,
- b) that further details are secured of the landscaping proposals to be carried out the immediate east of the cemetery to ensure that its setting is suitably safeguarded, and
- c) that details are supplied of the proposed location of the solar panels again to ensure that the setting of the cemetery is suitably safeguarded.

The applicants have confirmed that no works are proposed to the boundary wall. The details referred to in (b) and (c) can reasonably be secured by conditions.

10.4 Design.

- 10.4.1 The proposals involve the erection of a new freestanding terminal building to serve the facility. This will be visible from outside of the site and will occupy a relatively isolated position being the only substantial structure within the development. Nevertheless as a single storey structure it is considered that it will appear in scale with, and will relate in a satisfactory manner to, its surroundings. The building is to be constructed of a steel frame predominantly encased in stone, coloured metal cladding and glass and will have a slightly 'art deco' appearance which will render it similar to the buildings constructed on the Park and Ride facilities at Elland Road and Temple Green but different to the styles of other properties in this locality. The inclusion of a clock tower will, however, give it some visual interest and overall it is considered that it will provide a satisfactory contrast in design terms to other nearby development.
- 10.4.2 Full details of the proposed means of surfacing the associated roads, footways, cycleways and parking areas have not been included with the application although the applicants have indicated that the parking and internal circulation areas will predominantly be constructed using block paviers with the bus, vehicular access roads, surrounding footways and cycleways constructed of bituminous paving. No details of the position, number, size and design of the proposed lighting, cctv columns, vehicle shelters and associated solar panels, retaining walls, fences or barriers/height restrictors have been submitted either. However once again it is considered that details of all of these can reasonably be controlled through a suitably worded condition or conditions imposed on the planning approval.

10.5 Other Matters.

Amenity

a) Noise

- 10.5.1 It is intended to operate the Park and Ride facility between the hours of 6am to 9pm Mondays to Fridays, 7am and 7pm on Saturdays, and between 10.15am and 6pm on Sundays and Bank Holidays. However, since the main parking and circulation routes forming the development will be located some 80 metres away from the nearest noise sensitive uses (housing to the north west) and will be located at a lower level with extensive planting in between, it is not envisaged that noise generated as a result of operating between these times will unduly disturb local residents despite concerns to the contrary. In support of this the applicants have submitted a Noise Assessment which concludes:-

- a) that there will be no significant change to existing noise levels, when measured at any identified Noise Sensitive Receptors (NSR's), arising from vehicles using the facility during the peak morning and evening periods,
- b) that noise from impulsive events such as door slamming will not exceed recommended night time noise limits, and there will be no overall increase in existing night time noise levels.

For Members information, the assessment has been made by measuring the existing ambient noise levels (referred to as the 'baseline noise survey') at the nearest NSR's to the site and comparing these with anticipated noise levels generated by the development.

10.5.2 The Assessment has been considered by both the Council's Environmental Studies-Transport Strategy and the Council's Neighbourhoods and Housing Teams both of whom agree with its conclusions. In view of this it is considered that concerns about potential noise nuisance have been reasonably addressed.

b) Air Quality

10.5.3 Concern has been raised by some local residents that the proposals will lead to an unacceptable increase in air pollution in the locality. The applicants have responded to this by submitting an Air Quality Assessment which concludes:-

- a) that the site is not located within an Air Quality Management Area (areas where air quality is identified as not being of sufficient quality to meet national objectives),
- b) that whilst there is a low to medium risk of dust being generated during the construction works this can be addressed through good construction practice and the implementation of suitable mitigation measures,
- c) that there are unlikely to be any significant adverse effects on existing air quality once the Park and Ride facility is in operation, and that the development will comply with national and local policy in this regard. No specific mitigation measures are therefore considered necessary should the scheme be approved although the use of electric buses and electric vehicles should be encouraged where possible.

The Assessment has been considered by the Council's Environmental Studies – Transport Strategy Team who agree with its conclusions accepting that no air quality standards are likely to be breached by the proposals either on the development site itself or elsewhere within the City. They also support the proposals to introduce electric vehicle infrastructure as part of the scheme, and to use electric buses, contending that these measures should assist in improving air quality in the locality.

With this in mind it is considered that concerns about air quality have been reasonably addressed.

10.5.4 In coming to the above view consideration has also been given to the fact:-

- a) that local residents are already likely to be being exposed to some degree of air pollution from vehicles using the existing road network, and

b) that the overall aim of providing the new 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 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, it is understood that they are to primarily stand within the lower car park area with extensive landscaping screening them from their surroundings. In view of this it is considered reasonably possible to ensure, by condition, that both the occupants of neighbouring properties and users of the adjoining highways will be reasonably safeguarded from excessive light despite concerns to the contrary. The proposals have been considered by the Council's Neighbourhoods and Housing Team who support this view.

Ecological Issues

10.5.6 The applicants have submitted a Preliminary Ecological Appraisal in support of their application. This identifies the site as providing a suitable habitat to support nesting birds and invasive plant species such as Japanese Knotweed but not as being suitable for bats, great crested newts or other protected flora and fauna. No evidence of any of these was actually found on the site at the time that the Appraisal was carried out other than Japanese Knotweed which was found on the northern edge. The Appraisal recommends that in order to safeguard the site as a habitat for nesting birds and to ensure that it is either cleared of Japanese Knotweed or at least not further contaminated by this plant:-

- a) trees and scrubland areas should be retained where possible,
- b) any trees and scrub that are to be removed should be removed outside of the bird nesting season (1st March to 31st August inclusive),
- c) the Japanese Knotweed should be either suitably treated and disposed of or alternatively suitably cordoned off from the remainder of the developed site to prevent it from spreading, and
- d) further planting should be carried out in order to enhance local and national biodiversity.

10.5.7 The scheme as submitted proposes the retention of existing trees, hedgerows and scrubland where possible and those parts of the development that affect trees to be retained are to be constructed outside of the bird nesting season. Bat and bird boxes are also proposed along with further tree planting, landscaping and 'habitat piles' all of which should further assist in enhancing local biodiversity. The proposals have been considered by the Council's Nature Team who, despite concerns from local residents to the contrary, consider that they will be acceptable having no significant ecological impact on nature conservation. This is however subject to the following provisos:-

- a) that the measures set out in the submitted Landscape Strategy Report and Management Plan are fully implemented (as amended by the requirements of the Landscape Team), and

- b) conditions are imposed with a view to eradicating Japanese Knotweed and requiring the submission of a Construction Environmental Management Plan.

Subject to the imposition of conditions to ensure the above it is considered that concerns about the ecological impact of the development will have been reasonably addressed.

Land Contamination/Stability

10.5.8 The application has been accompanied by a Ground Investigation Report and a Geotechnical Design Note. These collectively indicate:-

- a) that the site lies within a Coal Mining Development Referral Area and has previously been the subject of opencast mining. There are also some shallow coal workings on the eastern side and the deeper Middleton Little Coal seam underneath.
- b) that shallow foundations could not adequately support substantial buildings if they were to be sunk within the footprint of the former opencast pit.
- c) that the site does not appear to be the subject of any significant levels of contamination and the risk to future users of the facility is therefore considered to be low. Existing soil, including topsoil, can therefore be considered for re-use without restriction.
- d) that the site does not appear to be the subject of any invasive plant species so the risk to underground structures (including drains) is considered to be low,
- e) that the risk to controlled waters is considered to be low,
- f) that no methane, hydrogen sulphide or carbon monoxide were detected during testing. Consequently no special ground gas protection measures are considered necessary.
- g) that the site is not suitable for soakaway drainage.

The reports collectively recommend that further investigation of ground conditions may be required in order to ensure that the site is stable and therefore safe for development. More specifically they recommend:-

- a) that geogrids may need to be used in the construction of the car parking areas and pavements and re-enforced raft foundations for the new terminal building,
- b) that deep piled foundations or ground improvement will be required if substantial retaining walls or heavily loaded or settlement intolerant structures are proposed,
- c) that the gradients of new embankments should not exceed 1 in 3 if using site won soils. Steeper slopes should use reinforced earth and/or imported granular fill.
- d) that plant and equipment is made available during construction to deal with groundwater should it be encountered.

10.5.9 The Report and Note have been considered by the Council's Contaminated Land Team and the Coal Authority. The former consider that ideally a Phase 1 Desk Top Study, and either an amended Ground Investigation Report or a Phase 2 Investigation

Report, should be submitted before making their final recommendations. However, they consider that, despite concerns to the contrary, all relevant contamination, ground stability and gas generation issues can reasonably be addressed through the use of pre-commencement conditions in this instance. The Coal Authority concur with this view and also recommend a pre-commencement condition requiring the carrying out of intrusive site investigation works.

Drainage

10.5.10 The application has been accompanied by a Surface Water Drainage Report. This states that it is the intention to drain foul water from the developed site into a combined mains sewer with surface water drained by way of a newly designed sustainable drainage system. Concern has been expressed by some local residents to the effect that this will not work as the site does not drain satisfactorily. However it is considered that a satisfactory means of draining the development can reasonably be achieved and a condition to secure this is therefore recommended.

Flood Risk

10.5.11 The site lies within Flood Zone 1 and is not therefore considered to be at significant risk of flooding. However, the increase in impermeable developed areas that these proposals will create could cause Stourton Beck, which flows through the site, to flood at times. The applicants are proposing to address this primarily by designing the drainage system so that it limits the discharge of surface water into this watercourse.

10.5.12 The scheme has been considered by the Council's Flood Risk Management Team. They raise no objections to the proposals provided that conditions are imposed on any approval designed to control the means of draining surface water from the developed site and to ensure that oil and petrol does not pass into the drainage system. Subject to the imposition of conditions to this end it is considered that future users of the new Park and Ride facility should not be at significant risk from flooding themselves and that the development should not significantly exacerbate the risk of flooding elsewhere.

Neighbour Representations

10.5.13 The representations received in respect of the proposals have been assessed. However they are not considered to represent justifiable reasons for refusing the application for reasons given earlier in the report and below:-

- a) the Council has the upmost respect for the people who are buried in the adjoining cemetery and for those people visiting them. However, it is considered that the scheme reasonably takes this into consideration locating the main parking area and access roads at a lower level by lowering the existing land levels, retaining the embankment between the cemetery and this area, retaining existing trees and planting on this embankment where possible, and supplementing this with further tree planting. This should ensure that the development is suitably screened from the cemetery and that its' quiet setting, and the privacy of its users, is respected.
- b) it is contended that the proposals will reasonably safeguard the current level of privacy enjoyed by the occupiers of surrounding properties essentially for the reasons given in (a) above.
- c) whilst accepting that there are already Park and Ride facilities at Elland Road and Temple Green the Council's adopted planning policies identify a need for further

facilities in the City to address the current issues of congestion and poor air quality. This site is identified as being suitable for such development.

- d) there is evidence to suggest that the Elland Road Park and Ride facility is currently being well used hence the submission, and subsequent approval, of a further planning application seeking its expansion (planning reference number 18/06512/FU).
- e) the facility will be open to anyone to use so there is no reason why it cannot benefit the local community,
- f) it is understood that the site is largely owned by Leeds City Council with some strips of land adjoining the highway boundary owned by Highways England. The use of this land for the grazing of horses is managed by Leeds City Council by way of a licence and it is understood that this can be terminated at short notice. The use of the land by dog walkers is similarly likely to be at the discretion of the landowners and again this potentially could be withdrawn.
- g) crime prevention measures are proposed as part of the scheme and these are, at least in part, set out within Section 4.4 of the submitted Transport Assessment. They include full 24/7 cctv coverage of the site; a permanent staff presence whilst the facility is in operation; the provision of height restriction barriers at vehicle entrances; and the provision of 'A-Frame' barriers on the new footpaths/cycleways. In addition lighting is proposed as part of the scheme. All of these measures can reasonably be secured by conditions and conditions to this end are therefore recommended.
- h) the application has been advertised by way of site notices posted around, and in the vicinity of, the site, and by the insertion of an advertisement in a local newspaper; the applicants have declared, through the submission of a Statement of Community Involvement, that they have undertaken a period of public consultation prior to submitting this application; and ward councillors have been made aware of the scheme by e-mail. In view of this it is considered that the proposals have been publicised in full accordance with the requirements of the current planning legislation.
- i) it is considered reasonable to consider the application at this Panel meeting as all necessary publicity periods expired on 30th November 2018.
- j) cycleways are proposed as part of the scheme.
- k) it is accepted that should this application be approved there is likely to be some disruption during the construction of the development. However this is likely to be relatively short lived and this application cannot reasonably be refused for this reason,
- l) this application cannot legitimately be refused on the grounds that the applicants may subsequently seek to enlarge the Park and Ride facility at a later date. Should the current application be approved, and a further application to that end is subsequently received, the latter will be considered on its own merits having regard to all relevant planning policies and material considerations.
- m) concern about the likely effect that the proposals may have upon property values cannot be taken into consideration when deciding a planning application as this is

not deemed to be a 'planning matter' under the terms of the current planning legislation.

11.0 CONCLUSIONS

- 11.1 The proposals are considered to be in accordance with the requirements of Policies SP1, SP3, SP8, SP11, CC3, G1, P8, P10, P11, P12, T1 and T2 of the Core Strategy; Saved Policies GP5, N25, N28, T7A, T7B, T16, BD2, BD5, BD14, LD1 and LD2 of the UDP; Policies CAV1, AVL12 and AVL13 of the Aire Valley Action Plan; Policies GP1, WATER 7, LAND 1, LAND 2 and AIR 1 of the Waste Development Plan Document, Sections 2, 7, 9, 12, 14, 15 and 16 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: 18/06677/FU

Appendix 1 Draft Conditions for 18/06677/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, P8, P10, P11, P12, T1 and T2 of the adopted Leeds Core Strategy, Saved Policies GP5, N25, N28, T7A, T16, BD2, BD5, BD14, LD1 and LD2 of the Leeds Unitary Development Plan, Policies CAV1, AVL12 and AVL13 of the Aire Valley Leeds Area Action Plan Policies GP1, WATER 7, LAND 1, LAND 2 and AIR 1 of the Natural Resources and Waste Development Plan Document, Sections 2, 7, 9, 12, 14, 15 and 16 of the National Planning Policy Framework, and the provisions of the Council's adopted Street Design Guide and Parking SPD 2016.

- 3) Samples of the materials to be used to construct the external walls and roof of the new terminal building, and to surface the new roads, footpaths, cycleways and parking areas, shall be submitted to, and approved in writing by, the Local Planning Authority. The surfacing materials 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, P11 and P12 of the adopted Leeds Core Strategy, Saved Policies GP5, N25, N28, 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 16 of the National Planning Policy Framework.

- 4) Details of the proposed re-contouring of land within the site, and of the size, design and position of the proposed lighting, cctv, vehicle shelters, solar panels, vehicle charging points, fences, retaining walls and measures for preventing crime, shall be submitted to, and approved in writing by, the Local Planning Authority before those works/developments/measures are carried out/constructed. The lighting details shall include details of the intensity of the lights themselves and light maps indicating the degree of light spill per light. The approved re-contouring works, lighting, cctv, vehicle shelters, solar panels, vehicle charging points, fences, retaining walls and crime prevention measures shall be carried out/constructed in accordance with the approved details, and located in the approved positions, before the development is first brought into use and shall thereafter be satisfactorily retained at all times.

In the interests of securing a sustainable form of development, to safeguard the visual amenity of the area and preserve and enhance the setting of Hunslet Cemetery, to safeguard the amenity of neighbouring residents, to maintain highway safety and in the interests of crime prevention, in accordance with the requirements of Policies SP11, P10, P11, P12, T1 and T2 of the adopted Leeds Core Strategy, Saved Policies GP5, N25, N28, BD2, BD14, T7A, T16, LD1 and LD2 of the Leeds Unitary Development Plan, Policy GP1 of the Natural Resources and Waste Development Plan Document and Sections 9, 12 and 16 of the National Planning Policy Framework.

- 5) Notwithstanding the details shown on any approved plan or set out in the Landscape Strategy Report (Ref:- LPTIP1-WSP-SPR-P&R-RE-LUD-01 P4) and Landscape Management Plan (Ref:- LPTIP1-WSP-STR-P&R-RE-LUD-02 P3) a revised landscaping scheme shall be submitted to the Local Planning Authority for its written approval. This shall make provision for the retention of the trees at the north western corner of the site and for increased planting along the eastern boundary. The approved works shall be completed before the end of the first planting season following the substantial completion of the development 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 landscape, and to ensure its subsequent maintenance, in the interests of the visual amenity of the area and in the interests of safeguarding local ecology, 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, 15 and 16 of the National Planning Policy Framework.

- 6) a) No works shall commence (including any demolition, site clearance, groundworks or drainage etc.) until all existing trees, hedges and vegetation shown to be retained on the approved plans are fully safeguarded by protective fencing and ground protection in accordance with approved plans and specifications and the provisions of British Standard 5837 (2012) Trees in relation to design, demolition and construction, unless

otherwise agreed in writing by the Local Planning Authority. Such measures shall be retained for the full duration of any demolition and/or approved works.

b) Seven days written notice shall be given to the Local Planning Authority that the protection measures are in place prior to demolition/approved works commencing, to allow inspection and approval of the protection measures as implemented on site. The written notice shall include evidence, such as a written appointment (including site specifics), that confirms that a qualified Arboriculturist/competent person has been appointed to carry out the Arboricultural monitoring/supervision referred to at c) below

c) No works shall commence until a written Arboricultural Method Statement (AMS) in accordance with BS5837 for a tree care plan has been submitted to and approved in writing by the local planning authority. Works or development shall then be carried out in accordance with the approved method statement. The AMS shall include for on-site monitoring including site visits at key stages and on-site supervision of specific operations that relate to trees. Proposals shall include for reporting back to the LPA at each intervention.

d) No equipment, machinery or materials shall be used, stored or burnt within any protected area. Ground levels within these areas shall not be altered, nor any excavations undertaken including the provision of any underground services, without the prior written approval of the Local Planning Authority.

To ensure the protection and preservation of trees, hedges, bushes and other natural features that make a positive contribution to the character and amenity of the area, and to safeguard local ecology, 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, 15 and 16 of the National Planning Policy Framework. In the absence of appropriate measures the retention and long term health of such vegetation could be compromised by the carrying out of the approved development.

- 7) The mitigation measures set out in the Preliminary Ecological Appraisal (Ref:- 001) shall be implemented in full in accordance with the timescales set out in that report.

To safeguard the ecological value of the site, in accordance with the requirements of Section 15 of the National Planning Policy Framework.

- 8) Development shall not commence until the measures for draining the developed site, and for the subsequent retention of the approved drainage system, have been submitted to, and approved in writing by, the Local Planning Authority. These shall include measures to limit the discharge of surface water into Stourton Beck and to prevent the passage of oil and petrol into the drainage system. The development shall not be brought into use until the approved drainage measures have been completed and are fully operational. They shall thereafter be satisfactorily retained at all times.

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 WATER 7 of the Natural Resources and Waste Development Plan Document, and Section 14 of the National Planning Policy Framework.

- 9) No development shall commence until a Phase I Desk Study has been submitted to, and approved in writing by, the Local Planning Authority and:

(a) Where the approved Phase I Desk Study indicates that intrusive investigation is necessary, development shall not commence until a Phase II Site Investigation Report has been submitted to, and approved in writing by, the Local Planning Authority,

(b) Where remediation measures are shown to be necessary in the Phase I/Phase II Reports 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.

- 10) 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.

- 11) 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.

- 12) 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.

- 13) The development shall not be brought into use until all roads, parking areas, cycleways 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, cycleways 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, details outlining the provision for disabled vehicle parking (including the location and marking out of bays) motorcycle parking (including the location and marking out of bays) electric vehicle parking (including the location of bays and charging points) and cycle parking (including provision for the safe and secure storage of bikes) shall be submitted to, and approved in writing by, the Local Planning Authority. The development hereby approved shall not be brought into use until the approved facilities have been provided in the approved positions. They shall thereafter be satisfactorily 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 the 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) Construction activities shall be carried out solely between the hours of 8am and 6pm Monday to Friday, 8am and 1pm on Saturdays with no working at all on Sundays and Bank Holidays.

In order to safeguard the amenities of nearby local residents in accordance with the requirements of saved Policy GP5 of the Leeds Unitary Development Plan and Section 15 of the National Planning Policy Framework.

- 18) The development shall not be brought into use until details of the associated 'off-site' highway works have been submitted to, and approved in writing by, the Local Planning Authority and the approved works have been fully implemented.

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.

- 19) The development shall not be brought into use until a Car Park and Servicing Management Plan (including timescales) has been submitted to and approved in writing by the Local Planning Authority. The plan shall be fully implemented, and the development thereafter operated, in accordance with the approved details and timescales.

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.

- 20) Notwithstanding the details given on the approved plans, the existing definitive right of way (Rothwell Footpath No. 2) shall be diverted to connect with the footpaths and cycleways forming part of this development. A link shall also be provided to Hunslet Cemetery. Details of a scheme showing these works shall be submitted to, and approved in writing by, the Local Planning Authority. The approved scheme shall be completed before the development is first brought into use and shall thereafter be satisfactorily retained at all times.

To ensure that suitable provision is made for pedestrians and that the development is sustainable, in accordance with the requirements of Policies SP11 and T2 of the adopted Leeds Core Strategy, Saved Policy 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.

- 21) Full design and construction details of the proposed highway improvements at the M621 Junction 7 shall be submitted to, and approved in writing by, the Local Planning Authority. The details to be submitted shall be substantially in accordance with those illustrated on WSP drawing LPTIP1-WSP-STR-P&R-DR-LUD-01 (revision P5). Development shall not commence on the site until the approved works have also been the subject of a Stage 2 (detailed design) Road Safety Audit which shall also have first been submitted to and approved in writing by the Local Planning Authority.

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.

- 22) Prior to first use or occupation of any part of the development, the highway improvements at the M621 junction 7, agreed under condition 21 above, shall be completed to the satisfaction of the Local Planning Authority. This shall include the traffic signal timings at that junction as tested in the WSP TRANSYT model and reported in the Transport Assessment. A Stage 3 (completion of construction) Road Safety Audit, carried out in accordance with DMRB HD19/15, shall also be submitted to and approved in writing by the Local Planning Authority before the development is first brought into use or occupied.

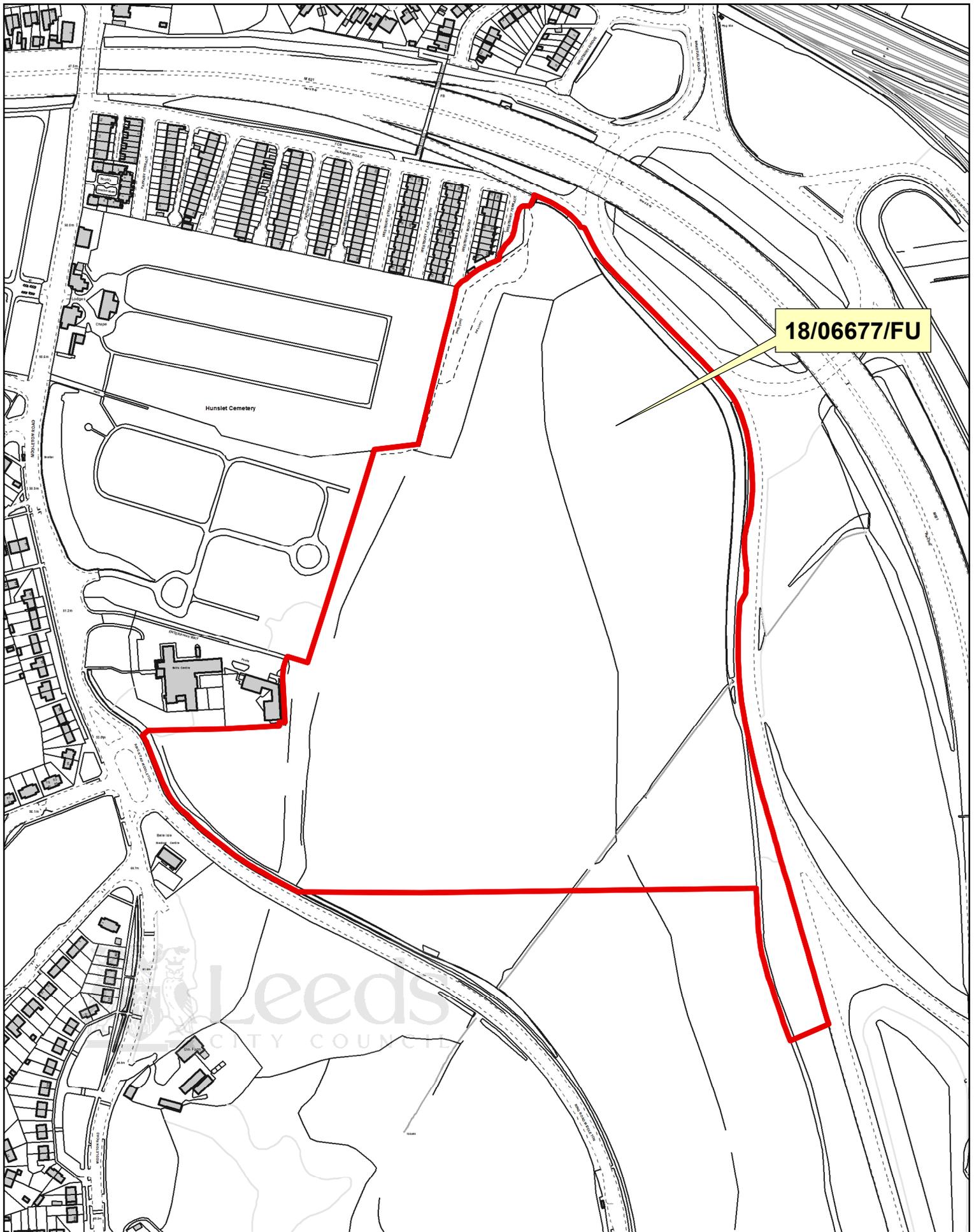
To ensure the free and safe use of the highway, in accordance with the requirements of Policy T2 of the adopted Leeds Core Strategy and Saved Policy GP5 of the adopted Leeds Unitary Development Plan.

- 23) Stage 4 (monitoring) Road Safety Audits shall be carried out using 12 months and 36 months of accident data from the time the highway improvements (agreed under other conditions attached to this approval) become operational. The audits shall be carried out in accordance with DMRB HD19/15 and shall be submitted to and approved in writing by the Local Planning Authority.

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.

- 24) Prior to first use or occupation of any part of the development, the enforcement measures outlined in section 4.4 of the Transport Assessment (Ref:- 70032422.01) shall be in place and operational.

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.



18/06677/FU

CITY PLANS PANEL

© Crown copyright and database rights 2018 Ordnance Survey 100019567

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

SCALE : 1/3500



