The Leeds Railway Station (Southern Entrance) Order

Planning Statement
Report 296480RPT08

May 2012
Metro & Network Rail
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(Southern Entrance) Order

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Report 296480RPT08

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Metro & Network Rail

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Appendices

Appendix A. Copy of Planning Decision Notice 09/04625/FU
Abbreviations

BGS     British Geological Society
BREEAM  Building Research Establishment Environmental Assessment Method
DDA     Disability Discrimination Act
DETR    Department for Environment, Transport and the Regions
DfT     Department for Transport
EA      Environment Agency
ECML    East Coast Main Line
EIA     Environmental Impact Assessment
EMP     Environmental Management Plan
ES      Environmental Statement
FRA     Flood Risk Assessment
GRIP    Governance for Railway Investment Projects
ha      Hectares
LCC     Leeds City Council
LCM     Lower Coal Measures
LDF     Local Development Framework
LPA     Local Planning Authority
LSOA    Lower Super Output Areas
LSSE    Leeds Station Southern Entrance
m       metres
Metro   West Yorkshire Passenger Transport Executive
MS      Main Statement
MSBC    Major Scheme Business Case
NPPF    National Planning Policy Framework
NTS     Non-technical Summary
PPG     Planning Policy Guidance
PPS     Planning Policy Statement
RSS     Regional Spatial Strategy
SFRA    Strategic Flood Risk Assessment
SPD     Supplementary Planning Document
SPG     Supplementary Planning Guidance
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<td>Transport and Works Act Order</td>
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<td>UDP</td>
<td>Unitary Development Plan</td>
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1. Introduction

1.1 Background

In October 2009, a planning application for the Leeds Southern Entrance (LSSE) project (reference: 09/04625/FU) was submitted to Leeds City Council (LCC) and permission was granted in May 2010, subject to a number of planning conditions. In June 2011, the Department for Transport (“DfT”) confirmed that in order to authorise the construction and maintenance of the scheme, an application could be submitted for an order under the Transport and Works Act 1992 (“the 1992 Act”). Accordingly, an application has been prepared to be submitted to the Secretary of State for an order under sections 1 and 3 of the 1992 Act.

An order is required under sections 1 and 3 of the 1992 Act to authorise:-

a) the construction and maintenance of a new station entrance at Leeds Railway Station;

b) the carrying out of works in the Aire and Calder Navigation adjacent to the southern boundary of Leeds Railway Station and associated with a) above;

c) the carrying out of other works and the exercise of powers required in connection with or ancillary to the matters set out in items a) and b) above; and

d) the acquisition of land and rights over land required in connection with items a), b) and c) above.

The application is being promoted jointly by Metro and Network Rail Infrastructure Limited. In addition, a request for a direction as to deemed planning permission will also be submitted to the Secretary of State under section 90(2A) of the Town and Country Planning Act 1990. An application for conservation area consent is also being submitted in respect of works proposed to be undertaken at Water Lane, Leeds as part of the overall scheme.

It is intended that an application for an order will be submitted to the Secretary of State in Spring 2012.

This Planning Statement has been prepared by Mott MacDonald Limited (“the Agent”) and submitted in support of a TWAO for the Leeds Station Southern Entrance (LSSE), a proposed new entrance to/from the south side of Leeds City Station. The TWAO will be submitted by Metro and Network Rail (‘the Applicant’).

A joint Planning, Design and Access Statement was produced by Bauman Lyons Architects for the previous planning application in 2009. The design and surroundings have remained relatively unchanged since the construction of the Blue Apartments (2004) and Waterman’s Place (2009) prior to submission of this planning application (approved in May 2010); therefore the previous report, where relevant, has formed the basis for this updated Planning Statement.

The purpose of this statement is to explain and justify the Scheme in planning terms, also bringing together the findings from supporting documents. It looks at the policy justification for the proposals and their impact on the surrounding area, setting out mitigation measures where appropriate.

Chapter 1 provides an introduction to the Scheme.

Chapter 2 describes the site and surroundings and sets out the planning history of the site.

Chapter 3 provides details of the proposed Scheme.
Chapter 4 summarises the relevant national, regional, sub-regional and local policy context. Chapter 5 presents the case for the Scheme and assesses the material planning considerations. Chapter 6 sets out the conclusions.

1.2 Outline of the LSSE Scheme

The LSSE Scheme is situated directly south of the Leeds City Station viaduct (known locally as the Dark Arches) which spans the River Aire. Leeds City Station is one of Network Rail’s busiest stations, serving the City centre of Leeds in West Yorkshire, with local, regional and inter-city rail services. The Dark Arches form a barrier to movement in this vicinity which means that all passengers currently have to enter the station from the north. The Scheme will provide an access to the station from the south and in doing so contribute to the on-going regeneration of south Leeds. At the same time it will ease current passenger movement to and within the station.

The objectives of the LSSE project are as follows:
- To improve access to Leeds Station by sustainable means;
- To maximise growth of the Leeds economy by enhancing its competitive position and facilitating its future employment and population growth;
- To support and facilitate the sustainable growth of Leeds, in particular to the south, recognising the importance of its city centre to the future economy of the Leeds City Region;
- To minimise journey times accessing Leeds Station to/from the south;
- To meet existing and future passenger flow requirements to the south of Leeds Station; and
- To ensure the current passenger flows within the station are maintained or improved.

1.3 Requirements for planning permission

An Environmental Impact Assessment Statement (EIA) of the Scheme has been undertaken in accordance with the Transport and Works (Applications and Objections Procedure) (England and Wales) Rules 2006. This covers the following topics:
- Air Quality;
- Ecology;
- Geology and Soils;
- Historic Environment;
- Noise and Vibration;
- Townscape and Visual Amenity;
- Traffic and Access; and
- Water Resources.

In addition other supporting documents include:
- Design and Access Statement RPT09;
- Statement of Community Involvement (prepared by Metro);
- Constructability Review (prepared by Carillion on behalf of Network Rail);
- Scheme Location and Design Rationale RPT18;
- Traffic Access and Urban Realm RPT22;
- Climate Change Management Assessment: RPT23;
- Energy Demand Assessment RPT05;
- Code of Construction Practice RPT06;
- Sustainability Appraisal RPT07;
- Heritage Statement RPT04; and
- Transport Statement RPT10.
Drawings (from consultant Aecom) comprise:

- Site Location Plan: 60092600/000 Rev O
- Existing Ground Level: 60092600/030 Rev O
- Existing Bridge Level: 60092600/031 Rev O
- Ground Level plan: 60092600/001 Rev D
- Platform Level Plan: 60092600/003 Rev C
- Bridge level plan: 60092600/004 Rev C1
- Roof Level Plan: 60092600/005 Rev A
- Section AA Plan: 60092600/010 Rev C
- East Elevation Plan: 60092600/022 Rev B
- South Elevation Plan: 60092600.020 Rev O
- West Elevation Plan: 60092600021 Rev B
- Improvements to Little Neville Street: by 296480/SKE/014 Rev P1 Little Neville Street / Dark Neville Street Public Realm Proposals – Option 2.

Proposed conditions to be attached to the Order have been submitted to the Secretary of State with this application.

The Design and Access Statement (RPT09) includes relevant design and access policies which are therefore not repeated in this Statement. It also includes an assessment of the pre-application consultation that has taken place and resulting amendments to the construction process and design.

In addition to the planning application, an application for Conservation Area Consent has been submitted for dismantling and reinstatement of an arch and wall in Water Lane, in connection with a barge loading area to be used during construction.
2. Site and surroundings

2.1 Area

The total site area which is contained within the TWAO application limits is 2.02 hectares (ha). This includes a separate site to the east of 0.38ha on Water Lane that has been reserved for temporary access for barge loading/unloading and storage during construction.

The proposed development site is situated immediately south of Leeds City Station in Leeds City centre. The main shopping and business area lies to the north of the station, whereas the area to the south is used mostly for residential apartments, businesses and offices.

2.2 The site

The Dark Arches are an extensive brick railway viaduct which straddles the River Aire and which transects much of the City centre in the local vicinity. The River Aire is a predominant feature of the site, which flows in an approximately north-south direction beneath the site and under the Dark Arches. South of the viaduct the waterway becomes the Aire and Calder Navigation and flows in an easterly direction. The Leeds and Liverpool Canal joins the Aire and Calder Navigation to the south of the proposed site.

Cutting through the Dark Arches north of the site is Dark Neville Street, the easterly section of which is used for parking. Watermans Place, a modern 15 storey residential block partially fronting the river is situated to the west of the site and forms part of Granary Wharf (the ISIS development) - a mixed development with shops, hotels and restaurants.

The Blue Apartments are located on the eastern bank of the river, to the rear of which is Little Neville Street and the Hilton Hotel. The Blue Apartments are a 16 storey high residential block, with a ground floor retail use that has been fitted out as a golf shop and virtual driving range. This includes a private deck which cantilevers over the east river wall.

Both sets of residential apartments are within 4m of the river wall and there is no public footpath on the eastern bank. The ground floor deck to the Blue Apartments removes the possibility of a future walkway along the east bank of the River Aire. On the western bank there is a footpath which also provides service access to plant rooms and refuse stores.

The Water Lane site to be used for loading/unloading barges, is bounded to the north and west by the Aire and Calder Navigation, to the south by a multi-storey and surface car park and to the east by former warehouse buildings and Meadow Lane. The site includes an area of car parking, a stone arch and low wall remaining from a previous warehouse building, scrub land over the remains of basements and a canal tow path.

2.3 Access

The site is not readily accessible from the major road network. Limited road and pedestrian access to the east of the site is provided by Little Neville Street and Dark Neville Street (a private road). These link eastwards to Neville Street which is the main north south route in this vicinity running northwards past the station and connecting to a wide area in the south of Leeds. There is also a vehicular access from the southwest to Granary Wharf via Canal Wharf and Wharf Approach.
Pedestrian crossing points of the River Aire are provided by Dark Neville Street, a pedestrian bridge built some 30m downstream of the site and a crossing further south where the canal joins the river.

Leeds City Station is one of Network Rail’s seventeen managed stations, serving the City centre of Leeds in West Yorkshire, with local, regional and inter-city rail services. At present, it hosts 100,000 passengers per day. As well as serving the dense network of local railway stations around the hub of Leeds, the station is located on the busy east-west Trans-Pennine rail route and on the Doncaster branch of the East Coast Main Line (ECML), linking Scotland to London Kings Cross.

The main station entrance is situated on New Station Street for pedestrians, cyclists, buses and taxis. Additional entrances are located on Wellington Street for pedestrians only and off Princes Square adjacent to the station car parking and drop off areas. Passengers wanting to access or exit the station from the south of the railway currently have no alternative to the existing indirect route via the main entrance on the north side of the station, the ‘Rotunda’ steps and through the Neville Street underpass beneath the station.

2.4 Designations

The proposed LSSE site is located on the northern boundary of the Canal Wharf Conservation Area. There are a number of other heritage assets within the locality, these include: the river lock and retaining walls to the River Aire (Grade II* Listed); Canal Wharf (Grade II* Listed); Victoria Bridge (Grade II Listed) and Dark Arches over the River Aire (a locally designated heritage asset). In addition, the barge loading/unloading site to the east is located within the Leeds City Centre Conservation Area and is next to a Grade II listed building.

2.5 Site History

A copy of the decision notice (May 2010) relating to the previous application to LCC for LSSE (reference: 09/04625/FU) is included in Appendix A of this Planning Statement. By this date the Blue Apartments to the east were already built and Waterman’s Apartments in Granary Wharf to the west were under construction.
3. The Proposed Development

3.1 Alternative locations for LSSE

A report has been produced justifying the choice of location for the proposed LSSE and design rationale (Mott MacDonald RPT 18). This states that Corus was commissioned by Network Rail to undertake a feasibility study for the location of LSSE, which first reported in 2006. This considered eight options at five different locations for a southern entrance to the station.

- **River Aire (Granary Wharf area)**
  - Option 1 – Western river bank connecting to the Western Footbridge
  - Option 2 – Western river bank connecting to Platform 16
  - Option 3 – Eastern river bank off Little Neville Street connecting to Platform 16

- **Sovereign Place (Sovereign Street)**
  - Option 4 – Connecting to Platform 16
  - Option 5 – Utilising existing station under-croft and punching up through onto Platform 8

- **Victoria Bridge (Granary Wharf area)**
  - Option 6 – Elevated walkway from the station Western Footbridge to Victoria Bridge

- **Dark Arches/ station under-croft (Granary Wharf area)**
  - Option 7 – Reopening former subways to Platforms 9, 11, 12, 13, and 15

- **Granary Wharf (Granary Wharf area)**
  - Option 8 – Extension to Platform 17 with access in the vicinity of Wharf Approach

These options were then progressed through four Network Rail design stages known as Governance to Railway Investment Project (GRIP) stages. During the course of this exercise a location on the west side of Neville Street with access to both sides of the river and connecting to the Western Footbridge was selected. The Sovereign Place options which linked to the eastern end of the station were rejected early on, on the basis that there were shorter existing routes to the station and the east end of the station was remote from train stopping points. The solution also offered poor value for money particularly as there would be disruption to the station during construction. Other locations were felt to be too remote or impractical.

Following the initial stages, options to the south of the Dark Arches were then further assessed, those being rejected were felt to impact adversely on the Conservation Area or cause visual intrusion for nearby apartments. In addition one site off Little Neville Street was considered to be too constrained to operate satisfactorily in future. A further refinement was introduced to minimise the impact on third parties, which resulted in the development of the final option, which is described in more detail in Section 3.2 below.

3.2 Description of LSSE Scheme

The LSSE Scheme will include a concourse comprising three levels located over the river within a visually iconic enclosed building. Open link span bridges will provide direct stepped access to the lower concourse level from the east and west banks of the River Aire. The lower concourse also extends back through the span of the station viaduct to a further open footbridge running parallel to Dark Neville Street. The difference in levels between the footway in Dark Neville Street and the bridges will be accommodated by ramps as well as steps. There is also a balcony at ground level to be used for maintenance.
Access to upper levels is provided by stairs, two escalators and two lifts. The first level of the concourse provides potential emergency access to platforms. The upper level links to the existing western footbridge which crosses platforms 15, 16 and 17 and is to be widened to accommodate ticketing facilities. The Scheme is accompanied by pedestrianisation proposals (except for local access) for Little Neville Street to the east.

The main enclosure takes the form of an arched canopy clad with gold coloured roofing, framing a glazed panel on the south elevation. The canopy rises but also tapers to a point at its northern end, where it joins the existing roof of the station. In addition to the glazed southern façade, the eastern elevation steps back to allow for a glazed lift shaft facing south. There is a narrower slot facing north on the western façade and glazed slots on either side of the structure, adjacent to the arches.

Further details of the proposals are provided in the Design and Access Statement.

**3.3 Construction and Phasing of the Proposed Development**

It is anticipated that construction will take around 62 weeks and unless otherwise agreed in writing by the Local Planning Authority, construction can only take place between 07:30hrs to 19:00hrs Monday to Friday and 08:00hrs to 18:00hrs Saturday. Construction will not normally take place overnight, on Sundays, Bank Holidays, Christmas Day or Good Friday; unless it is necessary to do so for reasons of safety to personnel or in order to satisfy the operational requirements of Leeds Station.

The site has a number of constraints affecting construction. In addition to working over water, there is limited storage space for materials around the site and immediate access is via minor roads (Little Neville Street or Granary Wharf) close to relatively tall apartment blocks and hotels.

Two alternative locations, one the west bank for a mobile crane and one on the east bank for a tower crane are being investigated and this will require further consideration.

The primary route to the site for materials will be along the Aire and Calder Navigation by barge from the loading/unloading area on Water Lane, to the east of the main site. These will be moored adjacent to the banks for unloading by crane or fixed into position in the river itself.
The current proposal is for the main office and welfare facility to be located to the west of the site adjacent to the railway; this is 5m above the ground level of Granary Wharf and will require cabins to be lifted into place from below; also new steps for operatives. Parking for staff will be negotiated with local providers. Alternative options for office facilities, possibly within an empty office block, will continue to be investigated.

A small satellite area is also proposed at the end of Little Neville Street (depending on the location of the tower crane). Access to the works site in the early stages of construction will be by a small boat or series of pontoons/platforms, from each bank. As construction work progresses up to platform level, there will be a need for access for small plant from Platform 17 which requires an access point to be created through the wall of the station building.

At all times the safety of the public will be a prime consideration with solid hoardings and clear directions where diversions are required.
4. Planning Policy Framework

4.1 Introduction

This chapter identifies the planning policies at national, regional and local levels that are pertinent to the proposed development. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning permission should be determined in accordance with the development plan unless material considerations indicate otherwise. Policies on design and access are included in the Design and Access Statement.

4.2 National Planning Policy Framework

On 27 March 2012, the Government published the National Planning Policy Framework (“NPPF”) with immediate and wide-ranging effect. It replaces practically all planning policy statements (PPS) and planning policy guides (PPG). Of relevance to the LSSE proposals PPS10 regarding waste remains, pending a separate framework document covering waste and a technical guidance note has been published to accompany the NPPF on flood risk and minerals.

The framework is designed to promote the Government’s Localism Agenda with an emphasis on policies which reflect local priorities. A key change to previous guidance is a presumption in favour of sustainable development which balances economic, social and environmental factors. This therefore provides a more pro-active approach than before where the default answer to development is ‘yes’, except where this would compromise key sustainable development principles.

Of relevance to the LSSE proposals, the framework seeks to build a strong and competitive economy and ensure the vitality of town centres. This includes addressing potential barriers to investment - such as a poor environment and lack of infrastructure.

The strategy states that transport policies have an important role to play in facilitating sustainable development while also contributing to wider sustainable and health objectives. In particular plans should ensure that developments that generate significant movement should be located where the need to travel is minimised.

The framework aims to protect and enhance the environment through high quality design and conservation of the historic environment (elaborated on further in the Design and Access Statement) and by conserving and enhancing biodiversity. It states that planning has a key role to play in providing resilience to the impacts of climate change such as flooding (with requirements for a Flood Risk Assessment in areas which are vulnerable to flooding) and delivery of low carbon energy. Further policies encourage reuse of land that has been previously developed.

To prevent unacceptable risks from pollution and land instability, it states that decisions should ensure that the proposed site is suitable for its new use. Development should also mitigate and reduce to a minimum, adverse impact on health and quality of life arising from noise and ensure compliance with EU values for pollutants taking into account the presence of Air Quality Management Areas (AQMA).
4.3 Regional Policy Context

Although it is the Government’s intention to abolish Regional Spatial Strategies (RSS) outside Greater London, the Yorkshire and Humber Plan (May 2008) is the current RSS for the region, which encompasses the City of Leeds. The weight to be given to the RSS in planning terms should be interpreted in this context.

Policies relevant to the proposed development have been considered and are set out below:

Policy YH1: Overall approach and key spatial priorities: Plans, strategies, investment decisions and programmes should aim to:
- transform economic, environmental and social conditions in the Regeneration Priority Areas;
- manage and spread the benefits of continued growth of the Leeds economy as a European centre of financial and business services;
- protect and enhance the region’s environmental resources;
- avoid exacerbating environmental threats to the region and reduce the region’s exposure to those threats;
- avoid increasing flood risk, and manage land and river catchments for flood mitigation; and
- ensure that transport management and investment support and help deliver the spatial strategy.

Policy YH2: Climate change and resource use: Plans, strategies, investment decisions and programmes should help to reduce greenhouse gas emissions in the region in 2016 by 20-25% (compared to 1990 levels) with further reductions thereafter by:
- increasing population, development and activity in cities and towns;
- encouraging better energy, resource, and water efficient buildings;
- minimising resource demands from development;
- reducing traffic growth through appropriate location of development, demand management, and improving public transport and facilities for walking and cycling; and
- encouraging redevelopment of previously developed land.

Policy LCR1: Leeds City Region sub area policy: Plans, strategies, investment decisions and programmes for the Leeds City Region should:
- develop the role of Leeds as a Regional City, by accommodating significant growth in jobs and homes and continuing to improve the city centre’s offer of high order shops and services;
- support the roles of Leeds as major engines of the regional economy;
- enhance the historic value of the City Region’s historic towns;
- use the opportunities provided by increased development in urban areas to maximise renewable energy generation and energy efficiency;
- ensure that strategic patterns of development maximise the opportunities to use non car modes of transport and reduce the overall need to travel;
- focus most development on the Regional Cities of Bradford and Leeds and the Sub Regional Cities and Towns; and
- manage flood risk in line with policy ENV1 in all parts of Leeds City Region at risk from flooding

Policy LCR2: Regionally significant investment priorities for Leeds City Region: In order to deliver transformation and change in the City Region through economic development, renewal and growth, and improved green infrastructure, accessibility, public and private sector investment will be targeted to improve public transport, particularly to Leeds City centre, to enhance the ease of movement and improve access to jobs within the City Region.
Policy ENV1: Development and Flood Risk: The Region will manage flood risk pro-actively by reducing the causes of flooding to existing and future development and avoid development in high flood risk areas where possible.

Policy ENV8: Biodiversity: The Region will safeguard and enhance biodiversity and geological heritage, and ensure that the natural environment functions as an integrated network of habitats. Plans, strategies, investment decisions and programmes should aim to maintain and enhance, restore or add to distinctive elements of the natural environment in line with international, national, regional, sub regional and local importance for biodiversity.

Policy E2: Town centre and major facilities: Plans, strategies, investment decisions and programmes should strengthen the role and performance of existing city and town centres. The centres of Regional Cities and Sub Regional Cities and Towns should be the focus for offices, retail, leisure, entertainment, arts, culture, tourism and more intensive sport and recreation across the region. Development, environmental enhancements and accessibility improvements, should take place to create a distinctive, attractive and vibrant sense of place and identity for each centre.

Policy T9: Transport investment and management priorities: Plans, strategies, investment decisions and programmes should take forward and secure delivery of the transport investment and management priorities of regional significance. Proposals should fully explore opportunities to make the best use of existing infrastructure by improving management and maintenance before recommending investment in new infrastructure and should be based on a multimodal approach.

4.4 Local Policy Context

4.4.1 The Leeds City Council Unitary Development Plan (2001 reviewed 2006)

The Leeds City Council Unitary Development Plan (UDP) was adopted in 2001 and reviewed in 2006. The Review forms an ‘alteration’ to the 2001 plan rather than a ‘replacement’. The UDP is the current Development Plan for the City Council.

A number of policies in the UDP were ‘saved’ under the Planning and Compulsory Purchase Act. These will ensure that there is continuity in planning policy until the Core Strategy for the Council supersedes that planning policy contained in the Local Plan. As such, the UDP provides a framework for all new developments and is used as a basis for making decisions regarding land use and planning applications.

Policies relevant to the proposed development are outlined below.

Policy SG1 (Land Use Coordination of Aspirations) The UDP should use the mechanism of land-use planning to help coordinate the aims and aspirations of the Council’s strategic initiatives, with the intent of improving the quality of life for all the residents of Leeds and those who use the city.

Policy SG4 (Pursuit of Sustainable Development) seeks to apply the principles of sustainability in implementing the UDP in order that development will meet the needs of the present without compromising the ability of future generations to meet their own needs;

Policy SA1 (Environment) seeks to secure the highest possible quality of the environment throughout the District, by protecting existing good environment, conserving and enhancing where there is scope for improvement, including initiating the renewal and restoration of areas of poor environment.
Policy SA2 (Transport) seeks to encourage development in locations that will reduce the need for travel, promote the use of public transport and other sustainable modes, reduce the journey lengths of those trips which are made by car, whilst promoting safe travel, economic development and protection of the environment.

Policy SA4 (Local Economy) seeks to promote and strengthen the economic base of Leeds by co-ordination of the provision of necessary infrastructure.

Policy SA6 (Leisure & Tourism) seeks to encourage the provision of facilities for leisure activities, and to promote tourist visits to Leeds, in ways which secure positive benefits for all sections of the community.

Policy SA7 (Urban Regeneration) seeks to promote the physical and economic regeneration of urban land and buildings within the urban areas, taking account of the needs and aspirations of local communities.

Policy SA9 (Aspirations for the City Centre) seeks to promote the development of a City Centre which supports the aspiration of Leeds to become one of the principal cities of Europe, maintaining and enhancing the distinctive character which the Centre already possesses.

Policy SP3 (Development Location Strategy): New development should be concentrated within or adjoining the main urban areas and settlements on sites that are well-served by public transport, in order to maximise the potential of existing and proposed infrastructure.

Policy SP4 (Transport Priorities): Priority in the introduction of new transport infrastructure is given to supporting public transport.

Policy SP8 (City Centre Policy): The role of the City centre will be enhanced by the following:
- a planned approach to the expansion of Centre uses within a defined city centre boundary;
- an environmental strategy concerned with improving urban design;
- transport improvements within the Council’s Transport Strategy.

Policy GP5 (Requirements of Development Proposals): Development proposals should resolve detailed planning considerations (including access, drainage, contamination, stability, landscaping and design). Proposals should seek to avoid problems of environmental intrusion, loss of amenity, pollution, danger to health or life and to promote energy conservation and the prevention of crime.

GP11 (Sustainable Design Principles): Where applicable development must ensure that it meets sustainable design principles.

Policy N38b (Planning Applications and Flood Risk Assessments): A planning application should be accompanied by a Flood Risk Assessment where consultations with the Council or the Environment Agency have identified a need for an Assessment, or where there is other clear evidence that a proposal is likely to be affected by flooding, or could increase the risk of flooding elsewhere.

Policy N49 (Nature Conservation): Development will not normally be permitted, which threatens significant net depletion or impoverishment of the District’s wildlife or habitat resources, geological features or landforms. The design of new development (including any landscaping) should minimise its potential adverse impact.

Policy N51 (Nature Conservation & Enhancement): The design of new development, (including any landscaping) should (wherever possible) enhance existing wildlife habitats and provide new areas for...
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wildlife as opportunities arise. Where new development is proposed adjacent to an area of existing nature conservation interest, a buffer zone will be required.

**Policy T1 (Transport Investment Policy):** Transport investment will be directed towards the following:

- improving the quality and provision made for alternative modes to the car and lorry – by improving facilities for public transport and other sustainable modes including walking and cycling, promoting best practice for transport freight distribution and facilitating greater use of rail and waterways for freight movement;
- promoting social inclusion – by improving facilities for people with impaired mobility, improving access for people from deprived communities and securing personal safety for transport users; and
- encouraging the greater integration between travel modes through support for better interchange between and within travel modes and measures which broaden the range and opportunity for journeys to be made by public transport.

**4.4.2 Submission Core Strategy February 2012**

The UDP will gradually be replaced by the Local Development Framework (LDF) of which the Core Strategy is the principal document. The proposed Core Strategy was agreed by Members for public consultation in February 2012. It will then go to Examination in Public later in the year, with the intention of it being adopted in 2013. It is therefore of some materiality to the application.

The Submission Core Strategy is based around a number of themes, as follows:

- **Leeds (A Distinctive Place):** The Core Strategy supports sustainable and high quality design that protects and enhances those elements which contribute to the distinct identity of the City;
- **Shaping the Future:** The Core Strategy seeks to deliver a sustainable, diverse and competitive economy in Leeds;
- **Managing Environmental Resources:** Development should protect and enhance biodiversity as part of any development and should seek to promote sustainable development. In particular, flood risk issues should be addressed as part of any proposed development; and
- **A Well-Connected City:** The Core Strategy is supportive of the delivery of an integrated transport strategy, which includes a range of transport infrastructure improvements.

**4.5 Additional Policy Documents**

In addition to the UDP, there are a number of Supplementary Planning Guidance (SPG) and Supplementary Planning Documents (SPD) as well as Strategies adopted by the City Council, which are relevant to the proposed development. These documents provide a more detailed explanation of how strategic policies of the Unitary Development Plan might be practically implemented. The content of these documents should be given weight in considering development proposals. Those documents relevant to the proposed development are summarised below.

**4.5.1 Leeds Waterfront Strategy 2002 & 2006**

The Leeds Waterfront Strategy was adopted in 2002 and was the subject of a partial review in 2006. The Strategy encompasses approximately 6.5km of the river and canal corridor running through central Leeds, formed by the Aire & Calder Navigation and the Leeds and Liverpool Canal. The proposed development falls within the study area. The Waterfront Strategy identifies opportunities for regeneration and enhancement in the study area Biodiversity & Waterfront Development.
The Biodiversity and Waterfront Development SPD provides a framework to inform, guide and assess new development on sites adjacent to rivers, canals and becks in Leeds to ensure that biodiversity issues are duly considered and addressed. The SPD was adopted in September 2006 and forms part of the LDF suite of documents.

The document promotes and seeks to achieve the following objectives:

- to provide guidance on the ecological design of developments within waterway corridors;
- to provide guidance on the conservation of protected and important species;
- to identify opportunities for habitat enhancement, creation and restoration; and
- to encourage appropriate long term habitat management.

4.5.2 Holbeck Urban Village Planning Framework 2006

The Holbeck Urban Village (HUV) Revised Planning Framework was adopted in February 2006. It sets out the planning and design framework for the regeneration of this historically important area which includes many buildings in poor condition, underutilised and with many gap sites. This includes creating new opportunities for employment, living and leisure including a new creative quarter based on new media and digital technologies. It also seeks to improve connectivity between the city centre and communities of Beeston Hill and Holbeck.

4.5.3 My Journey West Yorkshire, West Yorkshire Local Transport Plan (2011 – 2026)

This Plan sets out a vision for transport in West Yorkshire over the next 15 years, ‘to ensure [the] transport system connects people and places in ways that support the economy, the environment and quality of life’. The most relevant of these three objectives is the aim to improve connectivity to support economic activity and growth in West Yorkshire and the Leeds City Region. Specifically, the ‘Enhancements’ programme, a major priority for the next three years, refers directly to plans for a new entrance to Leeds City Station as one of the main projects that will spur on the objectives of this plan.

4.5.4 Leeds City Region Local Enterprise Partnership Plan – ‘Realising the Potential’ 2011

This report sets out various strategic priorities to be addressed in order to fulfil the LEP aim for Leeds to become ‘A world-leading dynamic and sustainable low carbon economy that balances economic growth with a high quality of life for everyone.’ The first priority is the most relevant to this project, and focuses on creating the environment for growth which includes establishing the physical infrastructure to connect business and workforce to opportunities and to each other.

4.5.5 Leeds City Region DaSTS Connectivity Study, Phase 1: 2010

The goal of this report is to support economic competitiveness and growth. It suggests that one way of doping this is to reduce productive time lost through delays in transport, improve access and connectivity to labour markets in key business centres.
5. Case for the Proposed Scheme

5.1 Need for the LSSE Scheme

The railway viaduct (Dark Arches) in the centre of Leeds impedes traffic and pedestrian circulation into the City centre, the only significant road link in the vicinity of the station being Neville Street. The existing main station entrances are located to the north of the viaduct, primarily feeding City Square and the City centre beyond. Passengers wanting to access or exit the station from the south of the railway currently have no alternative to the existing indirect route through the Neville Street underpass beneath the station and up to the main station entrance on New Station Street via the ‘Rotunda’ steps. If they cannot use steps they must take an even more circuitous route around the front of the station.

Current connections are inadequate and inappropriate for the high volume of pedestrian journeys made along Neville Street every day. The recent refurbishment of the underpass on Neville Street will improve the quality of the experience but a direct southern access to the station will reduce travel time and considerably increase connectivity.

Leeds station is used by around 100,000 passengers per day, with this figure expected to continue growing by around 6% over the next decade and by over 60% over the next twenty years. Much of this growth is expected to come from the south of the City. With many new developments and regenerated areas completed (and others planned) to the south of the railway, especially Holbeck Urban Village and Granary Wharf, there is an urgent need to develop a new entrance which encompasses the approaches from the southern area of the city directly into the station.

The existing station layout has only a single major entrance/exit from the platforms via the north side of the station. Recently, the manned ticket booths have been replaced with automated ticket barriers.

As passenger growth is projected to continue, future enhancements to the passenger through flow capacity will be required. The proposed southern entrance will route passengers away from the existing main entrance/exit and directly to their destinations to the south of the station. This will not only save time for the users of the new entrance, but will relieve some of the peak hour congestion at the existing entrance/exit to the north.

A Major Scheme Business Case (MSBC) was submitted to the DfT in November 2009 and successfully gained Programme Entry status for LSSE. The scheme was re-endorsed as a regional priority on 23 October 2009 by the Yorkshire and Humber Joint Regional Board. Further evidence was presented in an updated business case in mid 2010 as part of the government’s Comprehensive Spending Review process, and revised funding confirmed in February 2011 allowing the scheme to progress. As outlined in the MSBC, implementing the LSSE proposals will contribute towards the objectives of local, regional and Central Government.

5.2 Benefits of the Proposed Development

The key benefits of the scheme include:

- A new, pedestrian entrance to the station, which incorporates lifts, escalators and stairs to provide passenger access to the current western footbridge within the station from ground level either side of the River Aire. The proposals also include CCTV, help points, ticket machines and passenger information screens;
- It is estimated that 22-24% of passengers (approximately 20,000 passengers per day) using Leeds station would use the proposed southern entrance;
- On average, it is estimated that each of these passengers would benefit from an estimated time saving of 133 seconds for each trip to or from the station;
- Passenger generation of 2.5% (approximately 500 additional passengers per day) is estimated as a result of the scheme. This would result in additional revenue that would more than offset the additional maintenance and station operating costs resulting from the new entrance;
- Recent work undertaken as part of the ‘Transport for Leeds’ programme of studies has estimated that jobs in the City Centre as a whole will increase from around 102,000 in 2009 to 108,000 (+8%) in 2018 and 118,000 (+16%) in 2030. Most new jobs are likely to be located in the expanding southern part of the city centre.
- The proposed LSSE will also be of benefit to businesses in the south of the City centre, assisting visitors and helping to attract staff. This is likely to improve their ability to attract the best workforce.
- It will provide encouragement for new businesses to set up in the area.
- modal shift from car to rail is estimated to result in a reduction in car driver trips equal to 26% of the additional generated trips (approximately 130 car driver trips per day). This modal shift would contribute towards a reduction in road traffic accidents, improvements in local air quality and a reduction in greenhouse gas emissions.

The principle of the proposed development has already been established by the grant of planning application 09/04625/FU, which was approved by LCC in May 2010. The LSSE scheme is critical to the continuing regeneration of the south of the City centre and the proposed scheme will support policies YH1, LCR1 and LCR2 of the Yorkshire & Humber RSS; and policies SA4, SA9 and SP4 of the adopted UDP.
6. Environmental Impact of the Scheme

6.1 Townscape and Design

This Section draws on the Design & Access Statement (Mott MacDonald RPT09) and Townscape and Visual Amenity Technical Appendix (Mott MacDonald RPT11). The extent of the visual envelope defines the spatial scope of the study area, which includes open views towards the Tower Works across the Holbeck Urban Village and has a number of listed buildings and two Conservation Areas.

Recommended incorporated mitigation during construction includes management of light pollution, a traffic management plan and footpaths/cycleways to be kept open where possible. In addition, hoardings are to be kept free of graffiti and dust and litter controlled. Working areas will be reinstated once the development is complete and public realm improvements are proposed for the barge loading/unloading site in Water Lane.

The report finds that although the crane will be visible above the station, the overall significance of effect is negligible, given the urban surroundings. Nor is it envisaged that increased construction traffic will affect the tranquillity of any open spaces, including the Water Lane site. The listed canal walls and lock will be unaffected by the works. Moreover the movement of materials along the river will be in keeping with historical context of the character area.

Permeability and access to the public realm between the DoubleTree Hotel and Watermans Place will be affected by the works. Other elements of the construction works however can be accommodated within the existing activity levels in the area. When completed LSSE will change the setting of the Dark Arches but this is not felt to have a significant effect (see section 6.2).

In light of the above, it is considered that national regional and local policies are addressed; in particular the NPPF and policies SA1, N12, N13 and CC3 of the UDP

6.2 Historic Environment

This Section draws on the Historic Environment Technical Appendix (Mott MacDonald RPT13) and the separate Heritage Statement (Mott MacDonald RPT04) produced at the request of LCC. The area examined is within a 500m radius of the site boundary. The following heritage assets were identified within this area as being potentially visually impacted by the construction works and/or LSSE:

- Canal Wharf Conservation Area;
- Leeds City Centre Conservation Area;
- Holbeck Conservation Area;
- River lock and retaining walls to the River Aire, Grade II* Listed Building (MM2);
- Canal Wharf, Grade II* Listed Building (MM10);
- Victoria Bridge, Grade II Listed building (MM15); and
- Dark Arches over the River Aire, Heritage Asset (MM25 and MM30).

No archaeological features are affected by the Scheme.

The study finds that there will be a limited amount of direct physical impact on the structure of the ‘Dark Arches’ caused by the construction. However this is deemed to be low adverse, given that the asset is only of local heritage importance and the effect is not felt to be significant.
Once completed, the effect of LSSE on the character of the Conservation Area is felt to be insignificant given that the site is surrounded by buildings of modern appearance and although it will change the setting of the Dark Arches, the high quality, striking design of the proposed LSSE has been assessed as an improvement, resulting in a minor beneficial effect overall.

The main effect on heritage is at the Water Lane site which lies within the Leeds City Centre Conservation Area. The preparation of the proposed barge loading/unloading area here will involve the demolition of an entrance archway and wall, together with levelling of the site to the rear. The arch is not listed although the adjacent buildings, which contain similar features, are listed as Grade II. The dismantling during the construction period is deemed to have a moderate adverse effect. However since the intention is to re-erect the arch and low wall after the development is completed, the long term effect will not be significant.

It is therefore considered that the LSSE proposals satisfy national, regional and local policy - particularly the NPPF, policy ENV9 of the RSS; and policies N18a, N19, N20 and CC5 of the UDP.

6.3 Air Quality

Technical Appendix (Mott MacDonald RPT19) deals with air quality. For the construction phase, Network Rail’s own guidelines are to be incorporated into the Environmental Management Plan (EMP). These include requirements for the control of dust and other emissions, with appropriate training for staff. Other specific site mitigation measures will include use of barriers around dusty areas; a ban on bonfires and a layout which ensures that dusty materials are stored away from residents.

In addition measures will be introduced to control construction traffic and ensure that areas are kept clean with any runoff contained. On site dust creating activities will be minimised and dampened down where necessary and stockpiles for any length of time will be avoided. With these measures in place, also taking into account the temporary nature of the construction phase, air quality effects are concluded to be ‘temporary minor adverse’.

In the event that measures are introduced to control external traffic in Little Neville Street, the report states that no further mitigation is required during operation. It is therefore considered that the proposals satisfy the NPPF.

6.4 Geology and soils

This Section draws on the findings of the Geology and Soils Technical Appendix (RPT016). It discusses the constraints which could be imposed on the project with regards to the existing ground conditions, including assessment of contaminated land. The site is underlain by alluvium and the Pennine Lower Coal Measures (LCM) formation.

Incorporated mitigation includes a detailed ground investigation to be undertaken by the contractor, which will build upon the desk study already undertaken and a piling risk assessment in accordance with accepted guidelines. A gas risk assessment is also to be undertaken given the presence of coal. In addition the cofferdam will be designed, constructed and deconstructed using best practice methodology with suitable fill materials and work will be carried out in accordance with good construction practice and an EMP.

Given the nature of the project there is likely to be only a small volume of materials generated by these works and only a very small opportunity for its re-use, resulting in a negligible adverse effect. To construct the piers, piling will be undertaken into the aquifer, which could create new pollution pathways and which
could disturb contaminated sediments within the watercourse. Groundwater is also sensitive to direct spillages from liquid contaminants stored on site. This will result in a slight adverse effect.

The risk to workers from dust generation from soils during earthworks and the associated risk that this may be contaminated, is considered to be low, as is risk of migration of land gas from the underlying coal measures, via piles or services. In both cases the effects are slight adverse.

Concrete structures may be at risk from aggressive materials in the ground (such as sulphates) which can be present both naturally and via man made action. In this case the risk is felt to be low giving a negligible adverse effect.

It is therefore considered that the LSSE proposals more than satisfy national, regional and local policies, in particular the NPPF and policy GP5 of the UDP.

6.5 Ecology and Nature Conservation

This summary draws on the Mott MacDonald Ecology Technical Appendix (RPT014). The report finds that the adjacent area has a relatively low ecological value. Incorporated mitigation during construction will include standard pollution measures, avoidance of disturbance of nests, controlled lighting in relation to otters, birds and bats. EA guidelines will also be followed to prevent disturbance to otters.

In terms of construction effects, the loss of vegetation or effects of dust deposition on vegetation and insect food sources for birds and bats, will be negligible. There may be a slight adverse loss of a small number of nest sites, although given the urban location, construction noise and vibration should have no effect on breeding birds, which are of local importance for conservation.

Pipistrelle bats have been recorded as feeding near the LSSE site; however as no roosts have been found, it is considered unlikely that construction noise, vibration and lighting will cause any disturbance to roosting bats - resulting in a temporary, slight adverse effect. It is recommended however that this situation be monitored.

Any disturbance to otters will be temporary and slight adverse in nature. Established overland routes for otters will be maintained and disruption to otters’ travel along the River Aire will also be temporary in nature and have a slight adverse effect.

Incorporated mitigation at the operational stage will include directional lighting. However increased lighting and activity around the LSSE, once the facility is open, will inevitably make it even less suitable for breeding birds than it is at present. It is considered that these effects will be of negligible magnitude.

There will be a slight adverse, permanent effect on foraging bats. Operational lighting and increased human activity will also reduce the LSSE site’s suitability for otters. This will result in a slight adverse, permanent effect for otters using the LSSE area to travel along the River Aire, although suitable planting should provide cover.

During operation there will also be no net loss of habitats in any adjacent landscaped areas and species selected will include native species. No effects on any designated sites are predicted to occur as a result of the operation of LSSE.

Given the previous disturbance to this area from recent developments in the area, it is not likely that construction works at LSSE will have any substantial effect on this site. In this light it is considered that the
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LSSE proposals will satisfy national, regional and local policies, in particular the NPPF, RSS policy ENV8, UDP policies N49 and N51.

6.6 Water Resources

The Water Resources Technical Appendix (Mott MacDonald RPT017) addresses the potential for a reduction in the value and function of water features due to changes in hydrogeology, hydrology or water quality. Receptors are identified as surface waters and drainage patterns; aquifers and groundwater abstractions; and spatial scope is taken as within 250m of the site.

Comments relating to water resources were received from the Environment Agency (EA) British Waterways (BW) and LCC. These bodies had no fundamental objection to the Scheme but requested that further information should be submitted and agreed prior to the commencement of development.

During the construction phase, good construction practices will be followed and documented within the EMP. When the facility is in operation, good maintenance practices will be followed and appropriate procedures for preventing pollution adopted, during regular cleaning. In particular the building Operation and Maintenance (OM) manual will outline measures to prevent pollutants (e.g. window cleaning chemicals, particulates and litter) being washed or swept into the River Aire.

The report states that the proposed pile foundations located directly beneath the LSSE piers in the River Aire are very limited in area and should not create a significant barrier to groundwater flow. It concludes that provided mitigation measures are implemented effectively during the construction and operational phases, the Scheme will not have any significant effects on water resources.

Therefore in this respect, national, regional and local policies are satisfied - in particular the NPPF, RSS policy YH1 and UDP policy SE1.

6.7 Socio-economic impacts

Technical appendix (Mott MacDonald RPT012) describes the socio-economic effects of the LSSE Scheme. The impact area is defined as the Lower Super Output Area and stretches from the Cathedral north of the station to Holbeck in the southwest, the Calls and South Leeds Commercial Areas to the east and southeast respectively.

Incorporated mitigation during construction will include retention of public walkways as far as is possible. Pedestrian areas will be well lit and care will be taken not to direct lighting towards residential properties. Safety of residents will be ensured by hoardings around all construction areas. It is also intended that there should be ongoing engagement with the community and with the station manager. Workers are likely to park well away from the site. In addition access to residential and commercial properties will be maintained and most materials will be transported by barge to avoid disruption to residents.

The development of LSSE will create temporary employment over the 62 week construction period. It is forecast that, at the construction peak, approximately 100 staff and operatives will be employed. It is also likely that that some labour resources will be drawn from the local area.

Despite best efforts there will inevitably be some disturbance to local residents and workers during construction, from traffic, noise and visual intrusion. This will mainly affect the Blue Apartments but may also affect Watermans Place and has been estimated to be moderate adverse.
Residents, local workers and some commuters may also be temporarily affected by severance when the Dark Neville Street footbridge is removed, however pedestrians will be diverted on to the vehicular bridge (which will be closed to vehicles) and located adjacent to the footbridge. There could be more noise and minor disturbance in Granary Wharf early in the morning, as workers take the route from the compound to the site. The magnitude of effect in however is deemed to be minor adverse. The effect of construction traffic will also be minor adverse.

The socio-economic beneficial effects of the Scheme during operation are largely set out in Chapter 5. These include shorter and easier journeys for commuters using the station, decreasing journey times for employees and customers of local business and better connectivity for those living or working to the area. In addition, the new entrance will link directly to the Cycle Network Route 66, improving access to bicycles. These effects are seen to be moderate beneficial. In terms of indirect effects the increased footfall round the south of the station also has the potential to attract new business to the area and further encourage inward investment and regeneration.

The report also suggest supplementary mitigation in the form of extra lighting, CCTV or phone help points, to ensure any personal safety concerns are addressed. With these measures in place it is considered that the LSSE proposals more than satisfy national, regional and local policies, in particular the NPPF, RSS policies LCR1 and LCR2 and UDP policies SA4 and SA6.

6.8 Noise and vibration

The spatial extent of Noise and Vibration Technical Appendix (Mott MacDonald RPT20) assessment includes all locations where construction impacts generated by activities or movement are likely to directly affect sensitive receptors. The proposed LSSE is situated in an urban area where the noise climate is dominated by transient sources associated with railway operations at Leeds City Station, particularly from train movements and the Public Address and Voice Alarm (PA/VA) system. Rushing water in the River Aire and road traffic on Neville Street are steadier, more continuous sources of noise.

The study anticipates that six 18-hour railway possessions will be required for the construction of the footbridge extension over the station. This will involve night-time and weekend working, typically Saturday night to Sunday afternoon. Generally however, working hours will be restricted. Other incorporated mitigation includes good construction practice to reduce any noise created. There will be ongoing contact with LCC and with residents (Network Rail runs a 24-hour helpline available to residents to report any disturbance). In addition noisy activities will be limited to the daytime where possible.

Construction noise affecting Blue Apartment occupants is expected to have a slight or moderate adverse effect during the daytime and a slight adverse effect on the occasions when there is night-time working. Construction works affecting Waterman Place residents are also expected to have a slight or moderate adverse effect during the daytime, but neutral effects during night works;

Noise from construction affecting the Hilton Hotel guests will have neutral effects during both day and night time works. At Water Lane, construction works are expected to be limited to daytimes but there is potential for large or very large adverse effects. This due to the operation of a mobile crane in close proximity to the residential receptors;

The daytime effects on the Golf Café Bar are assessed as slight or moderate adverse with evening construction works (during possessions) expected to have neutral effects. Elsewhere the effects during both the day and night are neutral. It is considered that the significance of effects due to construction traffic will be neutral.

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http://pims01/pims/lisapi.dll/open/1501229845
In assessing the significance of effects associated with construction vibration due to rotary bored piling, it is concluded that slight or moderate adverse effects are expected at the residential and commercial receptors close to the entrance site in terms of annoyance of occupiers; and rotary bored piling is expected to have neutral effects at all receptors in terms of cosmetic damage to buildings.

During operation it is not anticipated that plant or equipment within the LSSE will create any significant noise. Supplementary mitigation could include improvements to the existing PA/VA system in the station.

With mitigation in place and allowing for this tightly constrained urban site, it considered that national, regional policies are broadly satisfied - in particular the NPPF and policy GP5 of the UDP.

6.9 **Flood risk**

Mott MacDonald’s report RPT03 deals with flood risk. The assessment has been carried out in accordance with the Technical Guidance on the subject risk published to accompany the NPPF. As such, it incorporates the particular requirements of the Environment Agency (EA), Leeds City Council (LCC), and the Leeds Strategic Flood Risk Assessment (SFRA). It also draws on the available EA and the Leeds SFRA Flood Zone Maps and the results of hydraulic modelling undertaken previously by Faber Maunsell / Aecom.

The primary source of flood risk to, and resulting from, the proposed development, is flooding from the River Aire. The Scheme is considered to be Essential Infrastructure (flood risk vulnerability category), and will be constructed in Flood Zones 2 (medium probability), 3a (high probability) and 3b (functional floodplain), as defined by the Leeds SFRA Flood Maps. Sequential and Exception Tests have been applied, taking into account advice and recommendations from LCC and the EA and are considered to have been passed.

The LSSE will incorporate the following flood risk management measures:
- the finished floor level of the LSSE will be set to a level agreed by the EA, and therefore will provide a freeboard above the predicted 1 in 200 year plus climate change fluvial flood level;
- hydraulic modelling of the LSSE proposals demonstrate that the extended bridge piers, localised widening of the bridge piers (due to the new lift pits) and protruding escalator pits will not affect the predicted 1 in 200 year plus climate change fluvial flood levels;
- where the escalator pits protrude beneath the main deck of the LSSE, it is proposed to construct a streamlined deflector to minimise the risk of flood debris collecting against or damaging the upstream face of the pits; and
- it is recommended that the Leeds station operators register with the Environment Agency flood warning scheme, such that the LSSE may be closed in advance of any forecast extreme flood events, with safe access to the station maintained via the existing north entrances.

The residual flood risks have been assessed, and are considered to be within acceptable limits. Therefore, subject to implementation of the recommendations above it is anticipated that the proposed development should be considered acceptable from a flood risk standpoint.

With these measures in place the FRA satisfies national, regional and local policy – particularly the NPPF, RSS policy LCR1 and UDP policy N38b.
6.10 Energy Study

The Technical Appendix on Energy (Mott MacDonald RPT05) baseline model predicts a total annual energy demand of 558.84MWh/year with the two major energy uses being the escalators and lighting. An energy efficient model was also simulated; which predicted a total annual energy demand of 386.82MWh/year.

The energy efficient model predicts a significant reduction of up to 30% of the baseline model. Recommended energy efficient design strategies are high efficiency lift motors; presence detection on escalators; and lighting linked to daylight sensors. The report also discusses low or zero carbon technologies that could be suitable for the LSSE project. Potential renewable energy sources could be water turbines; photovoltaic cells; and wind turbines.

The report states that a more in depth analysis is recommended of the proposed natural ventilation system. It is also suggested that the feasibility and potential energy from piezoelectric ticket barriers could also be investigated.

6.11 Sustainability Appraisal

The Sustainability Appraisal Technical Appendix (Mott MacDonald RPT07) indicates the predicted positive and negative effects of implementing the LSSE Scheme. Examples of positive effects are accessibility to the areas south of Leeds; increased accessibility to the City centre, including education and employment opportunities, healthcare and goods; a more efficient station, improved connectivity, increased safety and security, the use of energy efficient and renewable resources.

Many of the potential negative effects will be mitigated by careful design and good construction practice, as set out in the EIA, the Network Rail Contract Requirements – Environment and Register of Consents and Commitments which it will be the Construction Contractor’s responsibility to implement.
7. Conclusion

The purpose of this Planning Statement is to explain and justify the LSSE Scheme in terms of its compliance with policy and its impact on the surrounding area. It should be read in conjunction with the Design and Access Statement which deals with design and movement topics separately.

A TWA Order is to be sought for the LSSE Scheme. This follows the granting of planning permission by LCC in May 2010, for an almost identical proposal. The LSSE Scheme is situated directly south of the Dark Arches which span the River Aire and support Leeds City Station. This is one of Network Rail’s busiest stations, serving the City centre of Leeds in West Yorkshire, with local, regional and inter-city rail services. The Dark Arches form a barrier to movement in this vicinity which means that all passengers currently have to enter the station from the north. Current connections are inadequate for the high volume of pedestrian journeys made along Neville Street every day.

Both regional and local policy seeks to develop Leeds’ role as a regional city by accommodating significant growth in jobs, homes and related services. A key plank of this aim is the expansion of City centre, specifically in areas designated for regeneration to the south of the station. The proposed LSSE will not only serve existing residents and businesses to the south of the City centre, but also assist in encouraging new development in this vicinity. It will also relieve current passenger congestion in the station at peak times and in so contribute more widely to ongoing development.

Following a thorough analysis, the site selected for the Scheme provides the best location for the southern entrance, taking into account future usage. Findings relating to the townscape and landscape assessment, are that as long as mitigation measures are incorporated into the process, visual effects at the main site and various compounds during construction will be insignificant. This and the heritage study conclude that although the setting of the Dark Arches (a local heritage asset) will change, this will represent an improvement to the present view.

Given the previous disturbance to the area from recent developments, it is not considered that works for the proposed LSSE will have any substantial effect on the ecology of this site. However, measures to protect, birds, bats and otters, will be incorporated into the design and construction process. The report also confirms that provided mitigation measures are implemented effectively during construction and operation, problems arising from contamination of the ground and water or creation of dust, will be insignificant. In addition, subject to a number of flood risk management measures, residual flood risks are considered to be within acceptable limits.

With regards to noise, the site is tightly constrained and it is inevitable even with mitigation, that there will be some adverse effects on nearby residents during construction. However the site is located in an urban area whose residents already experience transient and background noise. Again, good construction practices will be applied and this, together with restricted hours of working and ongoing communication with residents, should minimise disruption to residents. During the operational phase there should be no significant increase in noise.

The socio-economic study suggests that there could be some disruption to residents during construction by diversions or closures of footways. However this will be kept to a minimum. During construction the Scheme will provide direct and indirect employment and the long term social and economic benefits as outlined above are significant.
The energy study predicts a significant reduction in energy consumption from the baseline and it is considered that the proposals are highly sustainable when all factors are assessed.

As outlined in this document, the LSSE Scheme complies with the development plan and is also supported by other material considerations such as the NPPF.

In light of the above and taking into account the findings in the Design and Access Statement, this application is recommended to you for approval.
Appendices

Appendix A. Copy of Planning Decision Notice 09/04625/FU
Appendix A. Copy of Planning Decision
Notice 09/04625/FU

TOWN AND COUNTRY PLANNING ACT 1990
GRANT OF FULL PLANNING PERMISSION

Applicant Network Rail (Infrastructure) Ltd  Application Number: 09/04625/FU
Agent: Network Rail - York  Date Accepted: 27 October 2009
George Stephenson House
Toft Green
York
YO1 6JT  Date of Decision: 13 May 2010

Proposed Development At : City Station, New Station Street, Leeds, LS1

Proposal: Addition of new southern entrance with access walkway and new footbridges to railway station

Planning permission granted in accordance with the approved plans and specifications and subject to the condition(s) set out below:-

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.

3) No building works shall take place until details and samples of all external materials, including a mock up of the large to smaller format tiles junctions and glass to cladding junctions, have been submitted to and approved in writing by the Local Planning Authority. Such materials shall be made available on site prior to the commencement of their use, for the inspection of the Local Planning Authority who shall be notified in writing of their availability. The building works shall be constructed from the materials thereby approved.

In the interests of visual amenity, the character and appearance of the conservation area, and the setting of the nearby listed building.

4) No building operations shall be commenced until full 1:20/1:10 details of the following have been submitted to and approved in writing by the Local Planning Authority:
   a) Details of the glass balustrade and cladding to the deck/bridge detail.
   b) Details of the leading edge and return of the canopy.
   c) Details of the glazed slots in the west elevation.
   d) Details of the roof light to cladding junction.
   e) Details of the cladding panel formats and junctions between different sizes.
f) Details of glazing systems.
   The works shall be carried out in accordance with the details thereby approved, and
   retained as such thereafter.
   In the interests of visual amenity, the character and appearance of the conservation area,
   and the setting of the nearby listed building.

5) No building works shall take place until details and samples of all surfacing materials
   have been submitted to and approved in writing by the Local Planning Authority. Such
   materials shall be made available on site prior to the commencement of their use, for the
   inspection of the Local Planning Authority who shall be notified in writing of their
   availability. The surfacing works shall be constructed from the materials thereby
   approved and retained as such thereafter.
   In the interests of visual amenity, the character and appearance of the conservation area,
   and the setting of the nearby listed building.

6) No lighting fitment shall be installed on the site in such a way that the source of light is
   directly visible from nearby residential properties.
   In the interests of residential amenity.

7) Prior to the commencement of development, a scheme for the protection and
   enhancement of biodiversity shall be submitted to and agreed in writing by the Local
   Planning Authority. The scheme shall be based on the recommendations in the
   Ecological Assessment ref.60092600/1010 dated 24 April 2009, the Bat Survey report
   ref.60092600/1026 dated July 2009 and the Ecology Report Addendum dated 17
   December 2009. The scheme shall include a timetable for implementation and it shall
   thereafter be implemented in accordance with the agreed timetable.
   In the interests of the enhancement and protection of biodiversity and the waterway.

8) Prior to the commencement of development, full construction details of the foundations
   /supporting structures on the river bed shall be submitted to and approved in writing by
   the Local Planning Authority. Works shall be carried out in accordance with the approved
   details and retained as such thereafter.
   In order to ensure that there will be no detrimental impact on the bed or banks of the River
   Aire and any associated water infrastructure.

9) Prior to the commencement of development, full details of the bridge span
   where it lands on the side of the navigation should be submitted to and approved in
   writing by the Local Planning Authority. Works shall be carried out in accordance with the
   approved details and retained as such thereafter.
   In order to ensure that there will be no detrimental impact on the bed or banks of the
   River Aire and any associated water infrastructure.

10) Prior to the commencement of development, full details of appropriate mitigation
    measures to prevent the pollution of the waterway during construction of the approved
    development shall be submitted to and approved in writing by the Local Planning
    Authority. Works shall be carried out in accordance with the approved measures.
    In order to prevent the contamination of the waterway and ground water from wind blow,
    seepage or spillage at the site.

11) Prior to the commencement of development, full details of surface water drainage,
    arrangements including means of discharging into the watercourse should be submitted
    to and approved in writing by the Local Planning Authority. Works shall be carried out in
    accordance with the approved details and retained as such thereafter.
    In order to prevent damage to the waterway structure, protect water quality and make an
    assessment of the increased volume of water entering the watercourse.

12) No development shall take place until details of measures to be taken to suppress dust
    have been submitted to and approved in writing by the Local Planning Authority.
    In the interests of amenity.

13) No development shall take place until a plan showing satisfactory details of provision to
    be made for the storage, parking, loading and unloading of contractors' plant, equipment
and materials, and the parking of vehicles of the workforce, within the site, have been
submitted to and approved in writing by the Local Planning Authority. Such facilities shall
be provided for the duration of site works.
In the interests of the free and safe use of the highway,

14) Unless otherwise agreed in writing by the Local Planning Authority, no building operations
shall take place before 0730 hours on weekdays and 0900 hours on Saturdays nor after
1900 hours on weekdays and 1800 hours on Saturdays. There shall be no operations at
all on Sunday or Bank Holidays or Christmas Day or Good Friday.
In the interests of residential amenity of occupants of nearby property.

15) No development shall take place until details of the installation and/or erection of any
extract ventilation system, flue pipes, or other excrescences proposed to be located on
the roof or sides of the building, including details of their siting, design and external
appearance have been submitted to and approved in writing by the Local Planning
Authority. Any mechanical plant shall be positioned so as to be inaudible at the face of
the nearest residential units. The development shall not be occupied until the works
approved in accordance with this condition have been completed. Such works shall
thereafter be retained.
In the interests of amenity and visual amenity.

16) Prior to the commencement of development, details of the arrangements to monitor the
implications of the development for litter generation and litter collection in the Granary
Wharf public realm, River Aire, and Canal Basin water space shall be submitted to and
approved in writing by the Local Planning Authority. The details shall include a plan of
the area to be monitored, an assessment of the existing litter generation and litter
collection situation (prior to the opening of the station access) and the arrangements to
monitor the impact of the development for a period of one year from the first use of the
station access. At the end of the monitoring period, details shall be submitted to and
agreed in writing by the Local Planning Authority for the provision of any necessary
mitigation measures to deal with litter, including a timetable for their implementation,
arising as a direct result of the development hereby approved. The mitigation measures
as approved shall be implemented and retained as such thereafter.
In the interests of amenity and the character of the surrounding area.

17) Unless otherwise agreed in writing, prior to the first use of the station access, details of
the provision of the following shall be submitted to and approved in writing by the Local
Planning Authority:
   a) provision of pedestrian signage to the southern access from agreed routes
   b) enhancements to CCTV coverage in Granary Wharf
   c) provision of extra litter bins in Granary Wharf
Works in connection with the above shall be carried out prior to the first use of the station
access, and retained as such thereafter.
In the interests of pedestrian connectivity, community safety, amenity and visual amenity.

18) Prior to the commencement of works, and unless otherwise agreed in writing, details of
arrangements for the provision of the following off-site highways works as indicated on
AECOM drawing no. 60092600/705 revision A shall be submitted to and approved in
writing by the Local Planning Authority:
   a) Dropped kerbs at appropriate locations to ease mobility impaired transit from
      Neville Street to the entrance
   b) Re-painting of double yellow lines along Little Neville street and the lay-by
   c) Re-surfacing of the pavement on Little Neville Street where required
   d) Removal of steel gates at the arch entrance to Dark Neville Street (non-dedication
      plate or lockable bollards to be provided)
   e) Improvements to the footway, lighting and CCTV coverage along Dark Neville
      Street as far as the arch exit to Little Neville Street
In the interests of community safety, visual amenity and vehicular and pedestrian safety.
19) Prior to the commencement of development, details of facilities to be provided for the parking of cycles which belong to members of the public shall be submitted to and approved in writing by the Local Planning Authority. The details shall include the method of securing the cycles and their location within the site. The approved facilities shall then be provided on site prior to the building being brought into use and thereafter retained on site.

In order to meet the aims of the Transport Policy as incorporated in the Leeds Unitary Development Plan.

20) Prior to the commencement of internal fit-out works, details of internal surfaces and finishes shall be submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance with the approved details and retained as such thereafter.

In the interests of visual amenity.

21) Development shall not commence until full construction details of the areas of the scheme to be in contact with the banks of the River Aire have been submitted to and approved in writing by the Local Planning Authority. The development shall be constructed in accordance with the approved details.

To ensure the compatibility of the station southern access with the proposed Leeds Flood Alleviation Scheme.

22) The development hereby permitted shall only be carried out in accordance with the Flood Risk Assessment dated October 2009, and Addendum 2 dated 14 January 2010.

To ensure that the development is in compliance with the Flood Risk Assessment and Addendum submitted to support the application.

23) No public announcement system shall be operated within the new station entrance until details of the operation of the system, including hours of operation and location of loudspeakers, have been submitted to and approved in writing by the Local Planning Authority. The public announcement system shall thereafter only be used in accordance with the approved details.

In the interests of residential amenity.

Plans Schedule - as referred to in Condition No. 2 above:

Plan Type Plan Reference Received
Site Location Plan/Red Line/OS Plan 60092600/000 27.10.2009
Floor Plans 60092600/001 27.10.2009
Floor Plans 60092600/003 27.10.2009
Floor Plans 60092600/004 27.10.2009
Floor Plans 60092600/005 27.10.2009
Sections/Cross Sections 60092600/010 27.10.2009
Elevations 60092600/020 27.10.2009
Elevations 60092600/021 27.10.2009
Elevations 60092600/022 27.10.2009
Other VISUALS 27.10.2009
Other BAT SURVEY 60092600/1026July 2009
Ecological Survey 60092600/1010 27.10.2009
Other DAYLIGHT STUDY 60092600/10201 27.10.2009
Other STATEMENT COMMUNITY INVOLVEMENT 27.10.2009
Other TRANSPORT ASSESSMENT 27.10.2009
Other FRA 60092600/10183 27.10.2009
Other FRA ADDENDUM 113 November 2009 13.11.2009
Ecological Survey ADDENDUM 17 December 2009 05.01.2010
Other FRA ADDENDUM 214 January 2010 05.02.2010
Block Plan/Layout Plan 60092600/705A 25.02.2010
Reason(s) for granting consent:-

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

GP5 BD2 BD3 BD4 BD5 BD6 N12 N13 N19 CC3 CC5 Proposal Area Statement 31A T1 T2 T9 T10 A4
Leeds Waterfront Strategy
City Centre Urban Design Strategy
Street Design Guide
Neighbourhoods for Living
Holbeck Urban Village Revised Planning Framework

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

For information:-

1) The applicants are advised that should nuisance arise during the course of works of construction and/or demolition or any ancillary works in connection with the permission hereby granted, action to remedy or eliminate the nuisance may be taken under appropriate powers of control by Leeds City Council's Environment Department.

2) This permission does not absolve the applicant(s) from the requirements for compliance with a Building Regulation approval, or the duty of compliance with any requirements of any Statutory Body, Public Utility or Authority, including the City Council's Leeds Environment Department, Department of Highways and Transportation (Highways Maintenance and Main Drainage Divisions), and Department of Housing Services; the West Yorkshire Fire Officer or the Health and Safety Executive.

3) This permission does not convey or imply any authority for the applicants to enter on to land not in their ownership or control in order to carry out the development hereby approved.

4) The applicant is advised that no development should take place until a site survey has been carried out to determine the presence of such flora and fauna specially protected by the Wildlife and Countryside Act 1981, and the findings, together with details of measures to safeguard these throughout the development, should be agreed by English Nature. The site survey should identify the numbers and locations of any protected species present. The developer must obtain any necessary authorisation from English Nature in respect of the site survey and protective measure, independently of any agreement with the Local Planning Authority.

Applicants are requested to remove any site notices related to this application from outside the property to which the application relates.
From 6th April the Town and Country Planning (Fees for Applications and Deemed Applications) (Amendment) (England) Regulations 2008 introduced a fee for a written request to discharge condition(s). The fee is £85 per request or £25 if the request relates to a householder application. The request needs to identify the planning application number and the condition(s) concerned, a form is available from our website www.leeds.gov.uk/planningforms titled Approval of Details Application form.

The site lies within a defined Coalfield Area. The Coal Authority have issued the following advice, which applies to any development that “breaks ground”, including any ground that may lie under existing buildings.

“The proposed development lies within an area which could be subject to current coal mining or hazards resulting from past coal mining. Such hazards may currently exist, be caused as a result of the proposed development, or occur at some time in the future. These hazards include:

- Collapse of shallow coal mine workings.
- Collapse of, or risk of entry into, mine entries (shafts and adits).
- Gas emissions from coal mines including methane and carbon dioxide.
- Spontaneous combustion or ignition of coal which may lead to underground heatings and production of carbon monoxide.
- Transmission of gases into adjacent properties from underground sources through ground fractures.
- Coal mining subsidence.
- Water emissions from coal mine workings.

Applicants must take account of these hazards which could affect stability, health & safety, or cause adverse environmental impacts during the carrying out their proposals and must seek specialist advice where required. Additional hazards or stability issues may arise from development on or adjacent to restored opencast sites or quarries and former colliery spoil tips.

Potential hazards or impacts may not necessarily be confined to the development site, and Applicants must take advice and introduce appropriate measures to address risks both within and beyond the development site. As an example the stabilisation of shallow coal workings by grouting may affect, block or divert underground pathways for water or gas.

In coal mining areas there is the potential for existing property and new development to be affected by mine gases, and this must be considered by each developer. Gas prevention measures must be adopted during construction where there is such a risk. The investigation of sites through drilling alone has the potential to displace underground gases or in certain situations may create carbon monoxide where air flush drilling is adopted.

Any intrusive activities which intersect, disturb or enter any coal seams, coal mine workings or coal mine entries (shafts and adits) require the prior written permission of the Coal Authority. Such activities could include site investigation boreholes, digging of foundations, piling activities, other ground works and any subsequent treatment of coal mine workings and coal mine entries for ground stability purposes.

Failure to obtain Coal Authority permission for such activities is trespass, with the potential for court action. In the interests of public safety the Coal Authority is concerned that risks specific to the nature of coal and coal mine workings are identified and mitigated.
The above advice applies to the site of your proposal and the surrounding vicinity. You must obtain property specific summary information on any past, current and proposed surface and underground coal mining activity, and other ground stability information in order to make an assessment of the risks. This can be obtained from The Coal Authority’s Property Search.