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Supplementary Information – City Plans Panel - 17th December 2015

To consider an additional report in respect of Agenda Item 8 “Pre-Application Proposals for a residential led mixed use development” – Report Attached”

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Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 17th December 2015

Subject: ADDENDUM to pre-application enquiry report PREAPP/15/00745 to also provide information on pre-application enquiry PREAPP/15/00459 for a motorway service area (MSA) on land at M1 Junction 45.

Applicant: Extra MSA Group

Electoral Wards Affected:

Garforth and Swillington

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: This report is brought to Plans Panel for information only. The applicant and their representatives will present the proposed scheme and allow Members to consider and comment on the proposals.

1.0 INTRODUCTION:

1.1 This addendum is supplementary to the report for pre-application enquiry PREAPP/15/00745 and is to cover a separate pre-application enquiry for a motorway service area (MSA) adjacent to the proposed residential led development.

1.2 The pre-application enquiry is presented to City Plans Panel at this early stage as it is a significant scheme in terms of its principle and economic impact, together with its relationship to the residential led proposals. Officers consider that it is advantageous for Members to be able to consider both schemes at the same time.

2.0 SITE AND SURROUNDINGS:

2.1 The identified site is located to the southern side of the junction 45 of the M1 motorway and comprises open fields bordered by hedges and vegetation. To the immediate north-west runs Knowsthorpe Lane (access currently blocked) with the

motorway carriageway beyond. The land levels fall gradually to the south/ south-west and a footpath, tree belt and lake (Skelton Lake) border the southern boundary. Power lines run roughly east-west across the site and it is understood that the identified land has been subject to ground workings.

3.0 PROPOSAL

- 3.1 The proposed development involves the delivery of a new Motorway Service Area (MSA) at Junction 45 of the M1 by Extra MSA Group. It is understood that Extra MSA Group operate a number of such facilities across the country and this pre-application proposal would represent a 'new concept' following on from Extra's Beaconsfield and Cobham sites. It is anticipated that the proposed MSA will offer a range of food and retail outlets, food court and ancillary amenity areas, a budget hotel, business meeting facilities, filling station, landscaped grounds, free short stay parking (incl. electric charging points) and coach/truck parking. The indicative layouts discussed so far show the MSA being accessed via an internal roundabout off a link road connecting to the motorway junction roundabout. The layout comprises a filling station, a 500 space car park, a 50 space HGV parking area and parking for coaches/ caravans and cycles. The facilities building is positioned to the southern end of the site and will accommodate amenity provision with retail/food outlets and hotel interlinked. The applicant has advised that this new concept of MSA can be flexibly designed and the example of the bespoke design adopted by Extra MSA at Solihull was referred to.
- 3.2 The applicant has also advised that the Extra MSA proposal would result in significant investment (£50m) and create employment opportunities for up to 300 full-time/ part-time positions as well as numerous jobs generated through the construction process and future business/ trade networks.

4.0 PLANNING HISTORY

- 4.1 The MSA site was subject to a planning application in 2000 (LPA Ref: 32/162/00/OT) for a motorway service station (incl. amenity block and travel lodge) and was refused in 2005. This application was called in for determination by the Secretary of State and was considered alongside four other sites. Uncertainty on the then delivery of the East Leeds Link Road, the opening date of the proposed MSA and the fact that this site was least compliant with the government's spacing policy weighed against the proposal.
- 4.2 There are two extant planning permissions that relate to land to the east of the MSA site which are reliant on and detail means of access off the junction 45 roundabout. (Ref: 32/368/01/OT Outline application to lay out business park (UCO Class B1), Hotel (Class C1) and supporting users within UCO classes A1, A2, A3, A4, A5, D1 and D2: Approved (25/04/06) and Ref: 14/00247/EXT Extension of time of planning permission 32/369/01/FU (carrying out of engineering operations and laying out of access roads and landscaping): Approved (24/04/14). These permissions have not been implemented.

5.0 RELEVANT PLANNING POLICIES

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan for Leeds currently comprises the Core Strategy (2014), saved policies within the Leeds Unitary

Development Plan Review (2006) and the Natural Resources and Waste Development Plan Document (2013).

- 5.2 The site is largely allocated for employment uses within the City Council's Unitary Development Plan (Review 2006) as site E4.45 Skelton Business Park, Pontefract Lane. This policy is saved by the Core Strategy (adopted 2014) and this document includes relevant policies which seek to safeguard employment. In addition, the site lies within the boundary of the emerging Aire Valley Leeds Area Action Plan (AVLAAP) within which the site is identified for housing. The land to the south of the employment allocation is currently in the Green Belt, but is subject to review through the Site Allocations Plan process.

Adopted Core Strategy:

- 5.3 The Core Strategy is the development plan for the whole of the Leeds district. The Core Strategy (CS) was Adopted in November 2014. The following CS policies are relevant:

Spatial policy 1 Location of development
Spatial policy 2 Hierarchy of centres and spatial approach to retailing
Spatial policy 4 Regeneration priority programme areas (incl. Aire Valley)
Spatial policy 5 Aire Valley Leeds urban eco-settlement
Spatial policy 8 Economic development priorities
Spatial policy 11 Transport infrastructure investment priorities
Spatial policy 13 Strategic green infrastructure
Policy EC1 General employment land
Policy EC3 Safeguarding existing employment land and industrial areas
Policy P1 Town and local centre designations
Policy P8 Sequential and impact assessments for main town centre uses
Policy P10 Design
Policy P12 Landscape
Policy T1 Transport management
Policy T2 Accessibility requirements and new development
Policy G1 Enhancing and extending green infrastructure
Policy G4 New greenspace provision
Policy G8 Protection of important species and habitats
Policy G9 Biodiversity Improvements
Policy EN1 Sustainability targets
Policy EN2 Sustainable design and construction
Policy EN5 Managing flood risk
Policy ID2 Planning obligations and developer contributions

Leeds Unitary Development Plan (UDP) Review:

- 5.4 The relevant UDP Review (2006) policies are listed below for reference:

Policy GP5 Requirement of development proposals
Policy N23/ N25 Landscape design and site boundaries
Policy N24 Development proposals next to green belt/ corridors
Policy N32 Green Belt
Policy BD5 Design considerations for new build
Policy T7A Cycle parking guidelines
Policy T7B Motorcycle parking guidelines
Policy T24 Car parking guidelines
Policy E4 Employment allocations
Policy LD1 Landscape schemes

Natural Resources and Waste Local Plan:

- 5.5 The relevant Natural Resources and Waste Local Plan (adopted) policies are listed below for reference:

AIR 1	Management of air quality through development
WATER 1	Water efficiency
WATER 2	Protection of water quality
WATER 6	Flood Risk assessments
WATER 7	Seeks to ensure no increase in the rate of surface water run-off and the incorporation of sustainable drainage techniques.
LAND 1	Requires submission of information regarding the ground conditions
LAND 2:	Relates to development and trees and requires replacement planting where a loss is proposed.

Supplementary Planning Guidance / Documents:

- 5.6 SPG10 Sustainable Development Design Guide (adopted).
SPG22 Sustainable Urban Drainage (adopted).
SPD Street Design Guide (adopted).
SPD Designing for Community Safety (adopted).
SPD Travel Plans (draft).
SPD Sustainable Design and Construction (adopted).

National Planning Guidance:

- 5.7 The National Planning Policy Framework (NPPF) identifies a number of core planning principles which include for planning to be genuinely plan-led with plans kept up-to-date and to provide a practical framework within which planning decisions can be made; proactively drive and support sustainable economic development and seek to secure high quality design.

6.0 ISSUES

Principle of development

- 6.1 As advised above, the site is allocated for employment uses within the Unitary Development Plan (Review 2006) and identified as Skelton Business Park, Pontefract Lane (policy E4:45). This policy was saved by the Core Strategy (adopted in 2014). The Core Strategy states that for the loss of land allocated for employment, the criteria within policy EC3 must be satisfied.
- 6.2 The Core Strategy has no specific policy that relates to MSAs although policy SP2 establishes that town centre uses, such as those proposed as part of this development, will be directed toward town centres, in accordance with the 'centres first' approach. As a result the proposal will be required to complete a Sequential and (where appropriate) Impact Assessments in line with policy P8 of the Core Strategy.

Emerging plans

- 6.3 The site falls within the boundary of the Aire Valley Leeds Area Action Plan (AVLAAP) and this does raise a policy issue for the development proposal. The site forms part of the Skelton Gate housing site (AV 111) and it is considered that this development proposal potentially conflicts with the proposed use for this site as part of the AVLAAP as it would result in a significant loss of proposed housing. The Council's Executive Board resolved on the 15th July 2015 that the draft plan should be approved for Publication consultation which ran until 16th November 2015. The plan therefore represents the City Council's aspirations for this site.

- 6.4 The applicant has explained that due to the nature of the lease on the site there are restrictions which prevent this site being made available for housing. It is also understood that there exist technical constraints that provide a further hurdle for the delivery of housing on this particular site, although details of these particular limitations are yet to be fully evidenced. However, even if the Extra MSAs position on the restrictions were to be accepted, there remains the fundamental issue about how the development of the MSA can successfully interact with the delivery of the significant residential development as part of the wider Skelton Gate development. It is imperative that the wider site is delivered as a sustainable community and the draft AVLAAP sets this out clearly. Sitting within the wider allocation it is considered important to understand how the MSA ties in with the future residential application submission(s) for Skelton Gate which would help inform and present a fuller picture.
- 6.5 In terms of considering the compatibility of uses, thought must be given to how the delivery of an MSA with the high volumes of traffic (including HGVs) and a car-orientated design, would sit appropriately with a large-scale residential development. The need for improved connectivity between any MSA and the wider site has been identified and the applicant has advised that the MSA could accommodate a range of complementary services/ facilities (alongside the outlets/uses generally provided) to benefit the wider development. In addition, Extra MSA have advised of their willingness to deliver a sensitively designed scheme and that other benefits could be realised such as improvements to Skelton Lake.
- 6.6 The applicant has stated a commitment to the wider deliverability of the Skelton Gate development, including the provision of essential infrastructure, bus services and the Skelton Lake Visitor Centre.
- 6.7 **Do Members have any comments on the principle of developing an MSA in this location?**
- Design considerations
- 6.8 The proposed buildings contained within the MSA are to adopt a bespoke design with the intention of introducing a landmark feature. Initial considerations incorporate a large over-sailing grass roof set between existing tree belts to nestle into the landscape.
- 6.9 **Do Members have any comments on design considerations?**
- Highway issues
- 6.10 The advice contained within Circular 02/2013 Annex B is relevant to these proposals. The advice identifies that MSAs perform an important road safety function, giving opportunities for the travelling public to stop and take a break during their journey. It is acknowledged that the advice seeks to provide opportunities to stop at intervals of approximately half an hour and that Highways England recommends the maximum distance between motorway services should be no more than 28 miles. It is noted that Highways England have indicated their support for an MSA in this location in terms of the impact of the proposal on the motorway network.
- 6.11 As described above, there are a number of issues which will need to be resolved around the traffic impact of the proposals and the relationship with traffic from the residential development. An application would need to be supported by a comprehensive Transport Assessment.
- 6.12 **Do Members have any comments on highway issues?**

Questions for Members on the interrelationships between the two pre-application enquiries

6.13 The main body of the addendum, above, deals with the specific issues in relation to the proposed MSA. However, there are also comments which Members may want to make in relation to how the MSA and residential led schemes work together, as follows:

1. **Are Members comfortable with the concept of the overall site delivering both an MSA, as well as the residential led development (noting that the MSA will result in a reduction in the housing capacity of the proposed allocation)?**
2. **Do Members have any comments on the compatibility of uses between each of the development proposals?**

6.14 Members are also invited to provide feedback on the site specific questions raised in the report, which are repeated below:

1. **Do Members have any comments on the principle of developing an MSA in this location?**
2. **Do Members have any comments on design considerations?**
3. **Do Members have any comments on highway issues?**
4. **Are there any other issues Members would like to raise?**

Background Papers:

None