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Supplementary Information – City Plans Panel – 21st January 2016

– Agenda Item 8 - Position Statement for Residential Development of 503 houses, Conversion of a former hospital administration block, demolition of the former villa building, associated Infrastructure, including two new Vehicle access points to a64, public Open space and retention of clock Tower (app. Ref. 15/07300/fu)

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Originator: Andrew Crates

Tel: 0113 222 4409

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 21st January 2016

Subject: POSITION STATEMENT - Planning Application 15/07300/FU for a residential development of 503 houses, conversion of former hospital administration block, demolition of the former Villa building, associated infrastructure including two new vehicle access points to A64, public open space and retention of Clock Tower on land at Seacroft Hospital, York Road, Leeds, LS14 6UH

APPLICANT

Keepmoat Homes Ltd and
Strata Homes Ltd

DATE VALID

7th December 2015

TARGET DATE

7th March 2016

Electoral Wards Affected:

**Killingbeck and Seacroft
Temple Newsam**

Yes Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

For Members to note the content of the report and presentation and respond to the questions in paragraph 11.1.

1.0 INTRODUCTION:

1.1 This application is presented to Plans Panel due to the size and significance of the proposals. Members may recall that the applicants presented their proposals on a pre-application basis at the City Plans Panel meeting of 13th August 2015. The application is brought as a late item, in agreement with the Chair.

1.2 Under Policy H3-2A.4 of the Leeds Unitary Development Plan (UDP) Review 2006, 17.42 hectares of land is allocated for housing purposes at the rear of Seacroft Hospital. The proposal is on a Phase 2 allocated greenfield site, within the main urban area, as well including other brownfield land. The site is also affected by other policy

constraints, including the western and southernmost part of the site being designated as Urban Green Corridor under Policy N8. York Road (A64), to the north of the site is recognised as being part of the strategic highway network under Policy T18. Policy T7 also plots the potential for new cycle routes through the Wyke Beck Valley, located to the west and south of the site.

- 1.3 Some Members may recall that the Homes and Communities Agency (HCA) started preparing a planning application in order to facilitate the marketing of the site in 2011/12 as part of the Government's initiative to dispose of and develop surplus public land. A pre-application presentation was given to East Plans Panel on 12th July 2012 for a scheme of circa 600 houses. At that meeting, Members signalled a clear desire to see a comprehensive redevelopment of the site, including the then vacant hospital buildings.
- 1.4 Since that time, the HCA has been working closely with the Leeds Teaching Hospitals Trust (LTHT) and has subsequently purchased the additional surplus land from the hospital. Last year, the vacant hospital buildings were demolished, save for the clock tower (a Grade II Listed Building), the administration block and an 'Arts and Crafts' villa at the front of the site.
- 1.5 Following a competition, the HCA appointed its preferred bidder – Keepmoat and Strata, to prepare and submit a planning application to deliver a residential development on the site. It is this application which is now presented to City Plans Panel. It should be noted that the eastern end of the allocation is currently being safeguarded as a potential secondary school site and is therefore excluded from the development area of the residential proposals.

2.0 PROPOSAL:

- 2.1 The application proposes a residential development of 503 houses involving mainly new build houses, but also including the conversion of a former Hospital administration block to 10 flats, demolition of the former Villa building, associated infrastructure including two new vehicle access points to the A64, public open space and retention of the Grade II Listed Clock Tower.
- 2.2 A number of planning obligations are required and so the development will be subject to a S106 agreement which is expected to provide for the following:
- Affordable Housing – 15% (with a 60% social rent and 40% submarket split)
 - Public open space on site.
 - Travel Plan including a monitoring fee.
 - Employment and training initiatives (applies to the construction of the development).
- 2.3 Other obligations which would have been previously required are now included within the CIL rates and a CIL charge will apply to the new building housing on this site.

3.0 SITE AND SURROUNDINGS:

- 3.1 The housing allocation is essentially a wide 'U' shaped piece of land, to the rear (south) of the existing Seacroft Hospital complex. The site is undulating, but broadly falls to the south on a gradual slope, with the lowest point being in the south-west corner. The hospital complex sits in a relatively prominent position above the site. The

site is currently mainly mown grass, although there are a number of mature trees, with particular groups in the north-west corner and around the site boundaries. Other single and small groups of trees exist in a scattered fashion in the central southern area of the site. It is evident that there are a number of well used paths across the site, particularly around the boundaries of the site and crossing two railway footbridges.

- 3.2 The site has a frontage to York Road (A64), to the north-west corner of the site. To the north of York Road is a retail / office park, residential development (including that on the former Killingbeck Hospital site) and a cemetery. The area immediately north/west of the site is occupied by the hospital complex and contains a relatively dense development of buildings of various ages, all predominantly two to three storeys in height. The area to the north-east and east of the site is predominantly residential in character, although Cross Gates Primary School and Cross Gates Community Centre are immediately adjacent to the site boundary. The residential properties comprise terraces and semi-detached dwellings of a variety of ages. Some properties in Poole Mount and Poole Square have rear garden areas backing onto the site. Two pedestrian access points exist, providing links to Maryfield Avenue and Poole Square. The southern boundary of the site is formed by the Leeds to York railway line, which is in a shallow cut at this point. There is pedestrian access available over the two railway footbridges in the south-eastern and south-western corners of the site, providing links to the Primrose Valley Park / Halton Deans green space which extends to the north of Halton. The south-eastern footbridge would only be accessible via the potential secondary school development. The area to the west of the site is predominantly residential in character, mainly comprising two-storey terraced properties. The houses on Watson Road and Rye Place have rear garden areas backing onto the site and a further two pedestrian accesses provide links to these streets.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 PREAPP/15/00302 – Pre-application enquiry for a residential development of circa 550 residential dwellings.
- 4.2 PREAPP/12/00663 - Laying out of access and erection of circa 600 houses (relates to the housing allocation only).
- 4.3 34/385/98/OT – Outline application to erect a residential development. The application was withdrawn as it was considered to be premature at the time.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 The applicant undertook extensive pre-application discussion with officers prior to submission of the application. Since submission of the application, Officers have also arranged briefing sessions with Ward Members.
- 5.2 Previously, in 2012, the Homes and Communities Agency (HCA) undertook pre-application consultation on a proposal for 600 new residential units, which included part of this site and land to the east of the site, but did not include the brownfield former Seacroft Hospital site. Following the request from Plans Panel East Members to include the vacant part of the former Seacroft Hospital site, the HCA purchased this land from the Leeds Teaching Hospital Trust and developed a larger comprehensive scheme.

- 5.3 In 2013, a larger and more comprehensive consultation was carried out on a scheme for 800 residential units, which included the full site being proposed for residential development in this planning application and the land to the east of the red line boundary.
- 5.4 Most recently, the applicant has carried out a number of consultation events and attended local meetings in 2015, as well as undertaking briefing meetings with Ward Members. Meetings have also been held with the hospital and the Blood Transfusion Service to ensure that they were comfortable with the proposals.
- 5.5 The pre-application proposals were presented to City Plans Panel in August 2015. In response to the specific issues raised in the report for Members' consideration at that time, the following comments were made:
- that in respect of the Arts and Crafts villa, to note there was a mix of views as to whether this should be retained and that together with details about the layout and design of the proposals, further details were required. Some support was noted in respect of the spine road as presented.
 - that in terms of the nature and location of greenspaces on the site and linkages into the wider strategic green links across this part of the city, Members required that sufficient greenspace was provided and that as many links be established as possible, with the view being expressed that a green corridor was a possible way forward. The importance of usable green space was stressed. In response to the suggestion by the applicant's representative that a possible contribution to the upkeep of Primrose Valley Park could be considered, the Chair was of the view that sufficient on-site green space was required.
 - in terms of the nature and type of housing provision on the site, it was felt that further details on this were required and that the possibility of including some accommodation for older people should be considered.
 - that much further detail was required of the proposed drainage strategy.
 - the need for the super cycle highway/junction to be incorporated. Members were advised this was proposed.
- 5.6 Since the application has been submitted, officers have offered briefing sessions to Killingbeck and Seacroft and Temple Newsam Ward Members. To date, a meeting has been held with Killingbeck and Seacroft Ward Members on 11th January 2016 where the following comments were noted:
- Concern is expressed about the traffic impact of the development and particularly the implications of two further sets of signalised junctions on York Road, which could exacerbate congestion. It is also noted that the submitted plan appears to show the re-opening of Somerville Green as part of the junction proposals for the eastern (Bridle Path) access to the site. The re-opening of this road is objected to as it would give rise to rat-running through the residential areas to the north of York Road.
 - Concern is also expressed about the combined traffic and highway impacts of the development plus a secondary school or the development plus a further quantum of housing if the school does not happen. Ward Members have requested a meeting with the relevant highway officers to discuss the highway impacts in more detail at the appropriate time.
 - Re-assurance is sought that the highway arrangements are in accordance with the latest version of the Cycle City Connect route.
 - Concern is expressed about the air quality impact of further development in this location and particularly from the traffic congestion created by installing two further sets of signalised junctions on York Road.

- Consideration should be given to the wider water catchment area (noting that vacant brownfield sites acting as soakaways further north are now coming forward for development). It is important that the development fully deals with its surface water runoff and flood risk impact in order to prevent any exacerbation in flood risk to the Wyke Beck and properties in the Dunhills.
- It is queried whether the drainage proposals (including underground storage tanks) are acceptable to Network Rail. Assurances are sought that no new measures or flood risk will undermine the ability to upgrade the Leeds to York railway line in the future.
- There is a strong desire to retain the existing Arts and Crafts Villa. However, Ward Members would like to understand why the Conservation Officer felt the earlier iterations of the replacement buildings were unacceptable and why the latest revised proposals are acceptable if that is the case.
- The overall layout and houstypes are considered to be generally acceptable. However, concern is expressed about the new build apartments in the north-east corner of the site (Block 01) in terms of the quality of the external elevations and the visual appearance of the building when viewed from the existing bungalows to the north (on Maryfield Avenue and Maryfield Gardens).
- Consideration needs to be given to the relationship between the service road to the Regional Blood Transfusion Centre and the existing bungalows to the north (on Maryfield Avenue and Maryfield Gardens).
- The spaces between dwellings are welcomed, but care needs to be taken to ensure the spaces are wide enough to accommodate cars so that they can access garages, avoiding potential neighbour disputes. Conditions could be used to control fencing and hedges in these areas.
- Ward Members would like to consider the Housing Needs Assessment. The housing mix appears generally acceptable, though there should ideally be fewer 4 bed properties.
- Query whether the City Council would want to purchase the secondary school site to develop Council housing, perhaps including sheltered housing.
- The approach to greenspaces is broadly acceptable, noting the proposal for some on-site provision to be delivered off-site through a financial contribution. Any contribution should be spent in the Wyke Beck Valley, to the north of York Road, rather than in Primrose Valley Park, to the south of the railway. This would accord with the desire to see greenspace enhancements set out in the emerging Seacroft Neighbourhood Plan. Any off-site tree planting should take place in the Wyke Beck Valley, between Easterly Road and York Road.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 6 site notices have been displayed, posted 23rd December 2015. The application has also been advertised in a local newspaper, published 18th December 2015.
- 6.2 Two letters of representation have been received to date, raising the following concerns:
- Negative impact on the residents already living on the Maryfield and Sutton Estates.
 - Significant increase in the number of motorists using York Road.
 - Query whether further sets of traffic lights will be required, as there are already 16 sets of lights between Seacroft Hospital and the Woodpecker junction.
 - The potential for vehicular access to be taken from the development through to Maryfield Avenue, resulting in access / egress difficulties, rat-running and a loss of residential amenity.

- The potential for construction access to be taken into the site from Maryfield Avenue, for either the residential development and/or the potential school development.
- Loss of a public green area.
- Loss of vegetated land and replacing it with housing, increasing flood risk, including flood risk to the railway.

7.0 CONSULTATION RESPONSES (RECEIVED TO DATE):

7.1 Statutory:

Coal Authority: - The Coal Authority concurs with the recommendations of the Coal Mining Risk Assessment (November 2015, prepared by Sirius Geotechnical and Environmental Ltd); that coal mining legacy poses a risk to the proposed development and that ground gas monitoring and remedial works to treat the areas of shallow coal mine workings to ensure the safety and stability of the proposed development should be undertaken prior to commencement of the development. A condition should therefore require prior to the commencement of development:

- The submission of a report of findings arising from the ground gas monitoring;
- The submission of a scheme of remedial works for approval; and
- Implementation of those remedial works.

The Coal Authority therefore has no objection to the proposed development subject to the imposition of a condition or conditions to secure the above.

7.2 Non-statutory:

Flood Risk Management Team: - The site is located within Flood Zone 1 and is not shown as being at significant risk from surface water or ground water flooding. FRM are therefore satisfied that the risk of flooding to the proposed development can be adequately mitigated. However, the developer has also to demonstrate that the proposed development will not increase flood risk elsewhere and will ideally help to provide a reduction in flood risk overall. Whilst the Flood Risk Assessment states that this objective will be achieved, further information is required to demonstrate that this will be the case.

Contaminated Land: - No objections, remediation conditions are recommended to ensure the site is suitable for use.

Transport Policy (Air Quality): - A package of mitigation measures commensurate with the impact of the development will need to be agreed with the Council. As the development is predicted to increase NO₂ levels at a number of receptors in the Haselwood Close AQMA, and could result in new receptors being designated as AQMAs, the Air Quality team is also interested in the possibility of monies being used to contribute towards the additional ongoing air quality monitoring cost that will be incurred by the authority. In line with current planning policy it is also requested that provision of electric vehicle charging points is made all properties with a dedicated parking space on the development.

Public Rights of Way: - the proposed diversion / alternative routes for the claimed footpaths across the site to the footpath through the open space to the south and the new roads is considered acceptable. Although there are two claimed footpaths, one would be diverted to the path through the open space and the other extinguished and the road would provide an alternative route. A link should be provided outside of the

site from the south east corner the public space to the existing footpath No. 74 at the bridge over the railway to ensure a through route. This can be included in the diversion but ideally the adjoining landowner would need to agree to this. They would benefit from this as the Order would remove one of the paths from their land completely and leave the other on a very similar/ same line. With regard to Definitive Footpath No. 73, the legally recorded line is directly abutting the fence in a straight line, whereas the proposed plan shows it further away from the fence and slightly less straight. This is probably a better line but it would also need diverting. This can be done at the same time as the other paths are diverted/ extinguished.

Conservation Team: - The proposed Manston Block replaces an Arts and Crafts Villa which is probably contemporary with the retained administrative building and contributes positively to the setting of the listed water tower building. It is a non-designated heritage asset in its own right and in accordance with the NPPF its loss needs to be weighed in the planning balance. The Manston Block is a well-mannered replacement which responds positively to its setting, providing a fitting 'frame' to the listed water tower with the retained administrative building and the proposed dual aspect corner building. It will preserve the special interest of the listed building and is of sufficient quality to set aside the presumption to retain non-designated heritage asset such as the Arts and Crafts villa. Notwithstanding this, it is considered that the chimneys should be taller, probably twice as tall. In addition to the usual conditions covering materials, etc. details of the eaves and window reveals (depth of window set back) need to be reserved.

8.0 RELEVANT PLANNING POLICIES:

8.1 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). The Site Allocations Plan is emerging and was subject to public consultation in Autumn 2015.

Adopted Core Strategy:

8.2 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 6	Housing requirement and allocation of housing land
Spatial policy 7	Distribution of housing land and allocations
Spatial policy 11	Transport infrastructure investment priorities
Policy H1	Managed release of sites
Policy H3	Density of residential development
Policy H4	Housing mix
Policy H5	Affordable housing
Policy H8	Housing for independent living
Policy P9	Community facilities and other services
Policy P10	Design
Policy P12	Landscape
Policy T1	Transport Management
Policy T2	Accessibility requirements and new development
Policy G4	New Greenspace provision

Policy G8	Protection of species and habitats
Policy G9	Biodiversity improvements
Policy EN2	Sustainable design and construction
Policy EN5	Managing flood risk
Policy ID2	Planning obligations and developer contributions

Leeds Unitary Development Plan (UDP) Review:

A large part of the site is allocated for housing purposes under policy H3-2A.04 of the UDP, which states that:

‘...17.42 ha of land is allocated for housing at the rear of Seacroft Hospital subject to:

i. Provision of acceptable off-site highway works following the construction of the M1 motorway;

ii. Laying out as part of the development of a linear park as part of an urban green corridor running north/south through the site to link Halton Deans to Wyke Beck Valley Park.’

Other policies of relevance are:

Policy GP5	General planning considerations
Policy N5	Improving acquisition of greenspace
Policies N23/N25	Landscape design and boundary treatment
Policy N29	Archaeology
Policy BD5	Design considerations for new build
Policy T7A	Cycle parking guidelines
Policy T24	Parking guidelines
Policy H3	Delivery of housing on allocated sites
Policy R2	Area based initiatives

Natural Resources and Waste DPD:

Policies of relevance are:

Air 1	The management of air quality through development
Water 1	Water efficiency
Water 4	Development in flood risk areas
Water 6	Flood risk assessments
Water 7	Surface water run-off
Land 1	Contaminated land
Land 2	Development and trees

Supplementary Planning Guidance / Documents:

- 8.3 SPG10 Sustainable Development Design Guide (adopted).
 SPG13 Neighbourhoods for Living (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:

- 8.4 National Planning Policy Framework: Paragraph 49 requires that housing applications be considered in the context of the presumption in favour of sustainable development.

Relevant policies for the supply of housing should not be considered up to date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites.

DCLG - Technical Housing Standards 2015

- 8.5 The above document sets internal space standards within new dwellings and is suitable for application across all tenures. The housing standards are a material consideration in dealing with planning applications. The government's Planning Practice Guidance advises that where a local planning authority wishes to require an internal space standard it should only do so by reference in the local plan to the nationally described space standard. With this in mind the city council is currently looking at incorporating the national space standard into the existing Leeds Standard via the local plan process, but as this is only at an early stage moving towards adoption, only limited weight can be attached to it at this stage.
- 8.6 The proposal consists of 503, one, two, three and four bedroom dwellings ranging from 2 to 8 potential bedspaces. Having analysed the house types and their sizes, 74% of the houses either comply with the standard or are within 15sqm of the technical standard. It is worth noting that all of the Affordable Housing house types would all either comply or be within a 15sqm tolerance of the technical standards. Where houses are more than 15sqm below the technical standard, they are not significantly below. The applicants also note that many the proposed dwellings also meet with Housing Quality Indicators or Lifetime Homes standards.

9.0 MAIN ISSUES

1. Principle of development
2. Planning policy issues
3. Urban design issues
4. Residential amenity
5. Landscape issues
6. Housing issues
7. Highway issues
8. Drainage issues
9. Planning obligations

10.0 APPRAISAL

Principle of development

- 10.1 The majority of the site is identified in the UDP Review (2006) as a Phase 2 site suitable for residential development. The remainder of the site comprises brownfield land that has now been cleared of the redundant hospital buildings. Accordingly, the principle of development is considered to be acceptable and in accordance with the Development Plan allocation.

Planning Policy issues

- 10.2 The proposal accords with the housing allocation set out under saved UDP Policy H3-2A.4 in that it would provide approximately 503 new housing units.
- 10.3 The western and southern portions of the site are also washed over by Urban Green Corridor, under Policy N8 of the UDP, which states that:

‘The strategic network of urban green corridors links the main urban area with the countryside. These corridors provide or have the potential to provide for informal recreation and also contribute to visual amenity and nature conservation. Within these corridors, development proposals should ensure that:

- i. Any existing corridor function of the land is retained, enhanced or replaced; and**
- ii. Where there is potential to create a link between existing greenspaces, provision is made for one or more corridor function.’**

10.4 In considering the implications of Policy N8, it will be important to consider how any proposals for development address the existing landscape, trees, ecology and biodiversity, as well as the existing pedestrian desire lines across the site and how these tie into the wider network of paths and greenspaces in the locality. In particular, the Wyke Beck Way provides links from the north-east to the south of the city, within which this site has the ability to provide a potentially crucial link. These matters are explored in more detail in the remainder of this report.

Urban Design issues

10.5 The proposals have been subject to a significant amount of pre-application discussion, with a view to this full planning application being prepared. The discussions have centred on developing a masterplan for the site and an acceptable layout. It is important to consider how the overall masterplan for the site works, taking into account good design practice, the topography of the site, views into and out of the site, retention of trees, provision of greenspaces, provision of and enhancement of routes across the site and the urban green corridor functions. The masterplan has evolved over time as a result of community consultation and feedback from officers. Essentially, the scheme generally provides for a series of connected loops of streets with development arranged in a series of perimeter blocks (blocks formed by houses fronting streets with secure interlocking rear garden areas).

10.6 Design workshops were held with officers as part of the pre-application discussions. Officer advice has been that the scheme must provide at least two main accesses, provide for a connected layout, linking into to the existing urban fabric and open spaces – utilising existing established links. The layout should also reflect the topography of the site and make optimum use of existing views to tree groups, as well as to the hospital clock tower, which is a Grade II Listed Building. It is also considered that the scheme needs to provide adequate space to provide for the ‘green links’ and footway/cycleway connections across the site in order to address the Urban Green Corridor functions. With regard to the new vehicular accesses, these need to create interesting spaces in their own right, as well as fulfilling their function. The primary access should therefore have regard to the mature trees and its soft landscape setting.

Strategic layout

10.7 The proposed site layout takes two accesses from York Road. One is at a point roughly midway between the existing operational hospital site and the residential properties fronting York Road. The other access will be taken across the junction of where Bridle Path meets York Road currently. Both accesses are to be signalled and have been designed to accommodate the Cycle City Connect route which is currently under construction.

10.8 The two access points will be connected by a spine road running through the development. The spine road, described as a ‘The Boulevard’ is capable of

accommodating buses in the future if required. Bus penetration would be required if the eastern part of the allocation were developed for a secondary school. During the pre-application discussions, the boulevard was re-aligned in order to optimise frontage access to the potential school, taking into account the wider place making objectives and the desire to retain as many of the best quality trees as possible.

- 10.9 Below the strategic highway network, the development of the street layout is loosely comprised of a deformed grid. Houses are then arranged around a series of perimeter blocks, such that they front over streets and greenspaces. Greenspaces are provided for along the southern and western sides of the site, as well as around the western entrance, around the Clock Tower and also around areas of retained mature trees, to the eastern side of the site. It is worth noting that the overall site is sandwiched between the Wyke Beck Valley, north of York Road, and Primrose Valley Park, south of the railway line.

Scale, storey heights and density

- 10.10 A variety of building heights, dwelling types and densities have been employed across the development in order to try and enhance the sense of place and enclosure. For example, buildings vary in height along the eastern gateway, including the clock tower at over 10 storeys, with 2, 2½ and 3 storey units along this key frontage. In general, the three storey development is limited to areas along the boulevard with lower forms of development in the side streets and along the western and southern edges of the site.
- 10.11 A palette of ‘way-finding’ features is proposed to reinforce the hierarchy of streets and spaces within the layout. This can be established through the use of building heights and forms, as well as the use of materials. Building arrangement, typology and prominent way-markers are intended to assist in establishing identity and creating key moments in order to ease navigation through the development.
- 10.12 The clock tower is the principal point of orientation both from outside and inside the site – marking the entrance and one of the proposals ‘gathering’ points. From there the boulevard begins – winding its way through the rest of the development. Views back to the tower have been maintained from several positions within the site.
- 10.13 The overall site area is 18.68 Ha with 10.58 Ha of developable area. This provides a site unit density of 47 dwellings per hectare. This is in accordance with Core Strategy policy H3 which seeks that housing density in this part of the city should meet or exceed 40 dwellings per hectare. There is a mix of apartments, terraced, semi-detached and detached homes, including 15% provision of affordable homes.
- 10.14 The applicant states that the accommodation mix is a direct response to the demands for local housing as detailed in the Housing Needs Assessment which accompanies the application – this is discussed in more detail later in this report.
- 10.15 The applicant has also stated that the proposed house types have been designed in accordance with current Building Regulations, Building for Life and the Council’s current and emerging standards. The overall design aims to achieve a Built for Life Award under Building for Life 12 assessment and Secured by Design. The Affordable housing provision also complies with Lifetime Homes, Housing Quality Indicators (HQI) and Design Quality Standards.

Reuse of existing buildings

- 10.16 An important component of the proposals for the site will be the manner in which the distinctive retained historical buildings integrate with the new development. The Clock

Tower, the Administration Block and Arts and Crafts Villa are three somewhat disparate building forms which will find themselves in new surroundings in a prominent gateway position. The tower will continue to act as a local way-marker and the Administration Block will be renovated to provide for residential accommodation comprising 10 one, two, three and four bed apartments.

- 10.17 The applicants argue that the Arts and Crafts Villa now finds itself at odds with its location, unable to fulfill the role in the new layout as a Gateway building, lacking the scale and stature required. It is also noted that this building faces into the site, with its rear facing the new site entrance. The applicants therefore propose to replace this building with a new bespoke Gateway building, which seeks to address the entrance to the site, whilst respecting the Clock Tower and Administration Block.
- 10.18 The developer team has therefore looked at a higher quality replacement for this building, with the Manston block – 16 single and dual aspect dwellings. A similar form of development (albeit completed in a different architectural style) has previously been used on the Otter Island development (planning permission 13/05566/FU for 113 dwellings - Wellington Road, Leeds, LS12 2UA).
- 10.19 It is noted that Ward Members have expressed concern about the loss of the Arts and Crafts Villa, but are keen to hear the views of the Conservation Officer on this part of the development.
- 10.20 The Conservation Officer considers that the proposed Manston Block replaces an Arts and Crafts Villa which is probably contemporary with the retained administrative building and contributes positively to the setting of the Listed clock tower building. The villa is a non-designated heritage asset in its own right and in accordance with the NPPF, its loss needs to be weighed in the planning balance. The Manston Block is considered a well-mannered replacement which responds positively to its setting, providing a fitting 'frame' to the Listed water tower with the retained administrative building and the proposed dual aspect corner building. The Conservation Officer considers that it will preserve the special interest of the Listed Building and is of sufficient quality to set aside the presumption to retain a non-designated heritage asset such as the Arts and Crafts Villa. Notwithstanding this, it is considered that the proposed chimneys should be taller, probably twice as tall.

Character areas

- 10.21 Within the masterplan the applicants have identified and designed four character areas, each intended to have a distinctive and contrasting form. The character areas, while presenting visual variation, have been designed to offer a range of housing choices married with the broader masterplan strategies relating to density, scale and form.
- 10.22 The character areas range from the 'Tower Square and Gateway Entrance' at the north eastern entrance to the site, through 'The Boulevard', linking to the western entrance. The 'Back Lanes and Courtyards' are streets off of 'The Boulevard', wrapping around the operational hospital site and the Regional Blood Transfusion Centre. 'The Countryside Edge' then refers to the southern and western fringes of the site, where it abuts greenspaces, the railway and existing housing.

Character Area - Tower square and gateway entrance

- 10.23 The area at the northern entrance to the site, including the existing historic buildings of the Clock Tower and Administration block, have been the subject of continuous

design evaluation and evolution throughout the pre-application stage. The design studies carried out by the applicant argue that the Arts and Crafts Villa building is no longer appropriate to the new setting - that of a prominent building at the gateway to the new development, addressing the access from York Road whilst forming a set piece with the Clock Tower and Administration Block.

10.24 Various iterations of a gateway block have been explored and discussed with officers. The proposed buildings have evolved from this process into a design solution that is considered to meet with all the desired criteria, namely:

- a building with the stature to address the site entrance
- addressing the public open space in front of the Clock Tower, without detracting from the Clock Tower itself
- positive overlooking of all surrounding areas
- architectural materials and detailing that is informed by the existing historic buildings (details and samples can be secured by condition)
- a quality building which sits harmoniously with the Clock Tower and Administration Block, along with the proposed new dwellings.

10.25 The two Manston Blocks have been designed to replace the existing Arts and Crafts Villa building and are considered, in principle, to fulfil all the necessary functions of the Gateway. The Manston Blocks present strong elevations to all four sides, address the site entrance and create the enclosure required by the community space to the west, whilst remaining subordinate to the landmark building of the Clock Tower. The Clock Tower Square envisages the area around the Clock Tower as a gathering place, the landmark providing an easily identifiable location to meet. A coffee kiosk could provide an informal cafe area in front of the Clock Tower with a landscaped area beyond providing a space for sitting. It is noted that the Conservation Officer is broadly supportive of the proposals for the Manston blocks.

Character Area - The Boulevard

10.26 The wide spine road or 'Boulevard' connecting the north and west entrances is intended to present a distinctive, quality frontage to the development. The building heights vary from two to three storeys, creating a strong, dense form in the northern part of the site which reduces in massing as the road nears the western entrance.

10.27 A strong line of frontage along the spine road, with small front gardens behind the footway creates passive surveillance, while street trees afford a leafy outlook. A cycleway and footpath will form one side of the boulevard, connecting into the new cycle superhighway on York Road at it passes the eastern and western entrances of the site. This provides a safe route for children and adults through to the centre of the site, encouraging the use of cycles instead of cars. This will prove to be particularly important if a secondary school is delivered on the land to the east of the site.

10.28 Occasionally, the boulevard aligns with the Clock Tower offering a snapshot and wayfinding reference. Along the spine road, there are a variety of open spaces where existing mature trees are being retained and will be incorporated in overlooked open spaces. 'The Crescent' is another feature on the spine road. The crescent encloses a green roundabout where existing mature trees are being retained.

10.29 Parking to properties along the spine road is provided behind the principal frontage in discrete parking courts – intended to minimise car clutter while maximising continuity of frontage. The architecture here is envisaged as being ordered and classically proportioned with elevations drawing from a restrained palette of materials. The

applicants have suggested a palette of buff brick, white render with inscribed coursing and grey roof tiles, will create a harmonious blend between the Strata Homes and Keepmoat house types and establishes a distinct identity for the new development.

Character Area - Back Lanes and Courtyards

- 10.30 Branching off from the Boulevard, these secondary streets form the Back Lanes and Courtyards. Spaces are intended to flow from one to another, providing alternative routes between neighbourhoods – visually linked by buildings angled to invite the visitor onward. The scale is more domestic than that of the Boulevard, with areas of shared surface and reduced road widths to persuade drivers to reduce their speed.
- 10.31 Standard adoptable road and footway finishes along the primary route will change to a herringbone pavior in certain areas of the secondary streets and lanes, indicating that vehicles take secondary priority on a pedestrian and cycle route.
- 10.32 Within the Back Lanes and Courtyards, routes are terminated with active elevations and features, with a variety of building heights and rooflines designed to create visual interest. Dual fronted homes have been used to address corners, avoiding blank gables to key views. The applicants have suggested red brickwork and grey roof tiles to visually complement the existing hospital buildings and nearby dwellings.

Character Area - The Countryside Edge

- 10.33 Along the southern and south-western boundaries, where the site provides views out over Primrose Valley Park and beyond, the applicants have created the 'Countryside Edge', which is intended to be a more rural setting, overlooking the Linear Park and the Urban Green Corridor. At the western end of the Linear Park, there is the pedestrian railway crossing which links into Primrose Valley Park. The western edge incorporates the Urban Green Corridor, connecting into the existing network of greenspaces north of York Road, through to Primrose Valley Park.
- 10.34 The palette of the Countryside Edge is intended to have a more rural feel, using buff brick, reconstituted stone and render, creating another distinct area, increasing site legibility whilst addressing the landscape and beyond.
- 10.35 Building frontages and their orientation, have been considered in the design to maximise views to the south, and provide active frontage to key areas, as well as to provide visual links to the existing water tower where possible. Many of the existing trees are retained and given prominence within open space.

Open space

- 10.36 The surrounding area encapsulates a variety of open spaces from the expansive, designed landscapes along the southern edge with high amenity value and open views south, wrapping around into smaller, more secluded pockets along both eastern and western edges. Internally, small individual pockets of space exist beneath mature trees and alongside existing buildings. Into this framework is the opportunity to integrate a range of open spaces accommodation a range of uses and appealing to a range of users. The Urban Green Corridor along the western edge links into the existing network through to Primrose Valley Park.

Townscape and urban grain

- 10.37 It is noted that a significant number of properties benefit from generous spaces between them (approximately 6m), particularly along the boulevard, where car parking has been accommodated to the sides of houses. This removes cars from the street

frontage and also provides streetscenes with a more spacious feel. Officers welcome this alternative approach, which is different to that often utilised on new housing layouts. It is noted that in these circumstances, the houses are closer to the street than they would otherwise usually be, having shorter front gardens (the shallowest are approximately 2m deep). Nevertheless, it is considered that appropriate use of boundary treatments such as walls and railings would help to provide sufficient defensible space, whilst allowing strong passive surveillance over streets and public spaces. In many ways, this form of development is reminiscent of that from the late C19th / early C20th.

- 10.38 The close proximity to the street also has implications for the species of trees that may be planted in highway verges, which is also referred to later on in this report. Trees which grow very large would not be appropriate as they will block light and potentially create conflict. Therefore, careful choice of small and medium sized trees could help overcome this.
- 10.39 At the time of writing, design officers have yet to fully scrutinise all of the individual house types. Elevations of the house types will be presented to Members. It is noted that Ward Members consider the house types to be generally acceptable, though concerns have been expressed about the design of the new build apartment block (Block 01). This is an area which officers will look at in more detail and where Plans Panel Members may want to comment.

Environmental sustainability

- 10.40 The applicants have considered the orientation of the site in forming their proposals in order to maximise the sustainability credentials of the scheme. The applicant has stated that there are a number of practical and deliverable principles that will deliver energy efficient and sustainable construction:

- buildings orientated to take advantage of passive solar heating
- high levels of thermal performance
- low U-values for building components
- high airtightness levels to avoid loss of energy
- facilities for recycling within homes, and potentially for composting within private gardens
- Resources are used efficiently, waste is minimised and materials are recycled
- Pollution is limited to levels which do not cause damage to the existing natural ecosystems
- Health is protected by the creation of safe, clean and pleasant environments
- Where possible, local needs are met locally
- Everyone has access to the skills, knowledge and information which they need to be able to play a full part in society
- Local people have the opportunity to work in a vibrant and diverse economy and the value of unpaid work is recognised
- Everyone in the local community is empowered to participate in decision making; and everyone is able to live without fear of crime, or persecution on account of their race, gender, sexuality or beliefs

- 10.41 The applicants note that each home will have the following features to promote sustainable lifestyles and a reduced carbon footprint:

- Dedicated space for recycling waste
- High efficiency gas boilers

10.42 When approaching the layout of the site, care has been taken to assess the orientation of the buildings to maximise the potential of solar gain. Large windows with deep reveals are intended to allow the maximum benefit of solar gain, but limit the effect in the summer months. In addition, the applicants intend the following sustainability measures to be used:

- sanitary ware which will reduce water consumption
- strategy to attenuate surface water during storms
- materials specified which will be durable and low maintenance, and which minimise embodied energy
- increased biodiversity
- a clear maintenance plan and strategy to ensure longevity

10.43 **What are Members thoughts on the approach to the layout and design of the proposals (including the potential character of the boulevard and the area around the Grade II Listed clock tower)?**

Residential Amenity

10.44 The layout of the development pulls the proposed houses away from the existing properties in Watson Road and Watson Place and achieves a distance of between 29m and 38m between dwellings. At the northern end of the site, the new development is separated from existing properties by the proposed access road to the Regional Blood Transfusion Centre. Distances of approximately 28m are achieved between houses. The proposed 3 storey apartment block is located between 21m and 54m from the houses on Maryfield Avenue and Maryfield Gardens. On balance, the overall distances appear to be generally appropriate for the circumstances, though, as described above, officers are to look more closely at the design and form of this block to ensure that than appropriate relationship can be achieved.

10.45 Within the development, each property appears to have reasonably sized and usable rear garden areas and appropriate distances of around 21m are achieved between the rear facing elevations of dwellings. Officers will consider further whether the level of amenity space around Block 01 is sufficient for the level of development.

10.46 Ward Members have commented on the relationship between the access road to the Regional Blood Transfusion Centre and the rear garden areas of properties on Maryfield Avenue and Maryfield Gardens given that this road will be regular and constant use.

Landscape issues

10.47 As already mentioned, there are key groups of trees on site, particularly in the northwest corner, around the boundaries and in small clusters around the central southern part of the site. Unfortunately, given the limited scope for access, some trees will need to be lost from the north-west corner of the site in order to facilitate the principal access. However, the proposed layout indicates that a reasonable amount of the trees in this area would remain. With regard to the secondary access through the hospital site, it is apparent that this is likely to affect some trees around the junction of York Road and Bridle Path. Elsewhere on site, it is highly desirable that as many trees as possible are retained, not least because they provide immediate landscape structure to some of the proposed greenspaces.

10.48 In terms of public spaces, the layout seeks to provide areas of greenspace around the north-west corner of the site (in the area with the greatest tree cover), a series of smaller overlooked parkland areas between blocks of housing and a linear park along

the southern boundary to the railway. Given that the lowest part of the site is along the southern boundary, this is also where a number of underground storage tanks are proposed to assist in dealing with surface water drainage. Core Strategy policy G4 deals with the requirements for greenspace and states that 80sqm of greenspace per dwelling will be sought on developments where they are in excess of 720m from a community park and for those which are located in areas deficient in greenspace. In this instance, 80sqm per dwelling would equate to 3.9 Ha, whereas 2.7 Ha is proposed. The applicant is willing to provide a financial contribution in lieu of this shortfall. Ward Members have noted this and have commented that they would like to see such money spent in the Wyke Beck Valley, to the north of York Road.

- 10.49 A key question is to what extent the proposed layout addresses the Urban Green Corridor policy – to what degree are the nature and extent of greenspaces able to provide for the corridor functions with regard to informal recreation, visual amenity, nature conservation and providing links. Additionally, it is also important to consider how these spaces and links tie into the wider area – the Wyke Beck Valley to the north of York Road and Primrose Valley Park / Halton Deans and beyond, to the south, noting the established desire lines across the site and existing footbridge links over the railway line.
- 10.50 The site currently comprises various areas of open space, each with their own character, ranging from designed landscapes to small intimate areas, but which all benefit from existing mature tree planting. The proposed layout retains a total of over 200 mature trees or groups of trees, lending the development an immediate element of maturity which will be complemented with significant additional new tree planting.

Character Area - Countryside Edge

- 10.51 The Urban Green Corridor along the site's western boundary is already flanked by mature groups of native trees, which provide separation between the proposed cycle-route and the existing residential gardens along Watson Road. This existing planting is being reinforced and supplemented with additional extra-heavy standard tree planting. New planting is also proposed between the cycle route and the frontage of the new dwellings. This will increase the screening between the private and public realm, but also highlights the route of the cyclepath and provides waymarking.
- 10.52 Between the cyclepath and the existing dwellings along Watson Road, species-rich grassland will be sown to provide a flowering meadow, whilst between the cyclepath and the new development general amenity grass will be provided underneath the proposed trees to give a formal and manicured setting to the housing area.
- 10.53 Along the southern boundary, a linear park is to be created which already benefits from significant mature tree planting. Underneath these retained trees, it is proposed to introduce native flowering bulbs which will provide an additional habitat type without the need to disturb the ground significantly and thereby protect the trees' root protection zones. Beyond the retained trees, the existing grassland will be retained, to minimise disturbance, but scarified to expose some soil into which further species-rich grass will be sown to augment the flowering species already present in the area. Towards the proposed housing, amenity grassland will be provided, either through management of the grassland already there or, where necessary, re-sowing with a general amenity mix.
- 10.54 Significant tree planting is proposed using large native species such as Oak, Lime, Sweet Chestnut with low numbers of Black Poplar and Ash. Hazel copse also introduced at chosen locations will provide some sub-canopy habitat. This will be managed on a rotational basis to ensure it does not develop into woodland-type areas.

- 10.55 Areas of species rich grass and the areas of bulb planting will be managed in a way which promotes species-diversity by being cut annually to allow the species to flower and seed.
- 10.56 Residential properties facing onto the Countryside Edge will be planted with a palette of informal plants with biodiversity benefits. Native hedge species such as Hazel and Hawthorn will provide structure while shrub planting using large, informal species such as Amelanchier and Dogwood (*Cornus sanguinea*) will be underplanted with a mixture of low shrub and herbaceous planting. Groundcover Holly (*Ilex crenata*) and Groundcover Dogwood (*Cornus Canadensis*) and varieties of Geranium (*Geranium Wargrave Pink* or *Geranium Maculatum*) will complement the informal, native-style planting.

Character Area – The Boulevard

- 10.57 The landscape proposals for the Boulevard reflect the route’s importance as the primary artery for the development. The extra-heavy standard tree planting, located in the street’s verge is intended to provide a vertical rhythm and sense of scale appropriate for the area.
- 10.58 *Acer campestre* “Streetwise” (a form of Field Maple), *Acer platanoides* “Columnare” (a form of Norway Maple), *Fagus sylvatica* “Dawyck” (a form of Beech) and *Tilia Greenspire* (a form of Lime) are proposed to provide long-lived formality through their compact canopies. The species’ fastigate form will work well with the adjacent highways and footpaths, ensuring no interference through excessive overhanging. The low water demand of the species takes into account changing climatic conditions and also ensures compliance with the foundation designs of the adjacent housing.
- 10.59 Private gardens are separated from the pavement by evergreen hedge planting. This formal approach responds to the importance of the area and complements the regular tree planting. Species such as *Ligustrum ovalifolium* (Oval Leafed Privet) will prove robust enough to establish successfully, which is an important consideration with such a key feature. It also lends itself to easy maintenance ensuring a uniform appearance along the route and being widely available in large sizes, an element of instant impact will be provided.

Character Area - Back Lanes

- 10.60 The Back Lanes will provide a softening and decrease in formality compared to the Boulevard. Planting will become less formal and tree species will focus on small, flowering species such as Cherry and *Malus* providing a more open canopy in contrast to the fastigate, upright forms found along the Boulevard. Mixed shrub planting, herbaceous planting and ornamental grasses planted in drifts will provide informal defensible enclosure and softening to the built form. Increased amounts of deciduous planting and floral species will provide seasonal interest and contrast with the evergreen dominated Boulevard.
- 10.61 **What are Members thoughts on the nature and location of greenspaces on site and how these link into the wider strategic green links across this part of the city?**
- 10.62 **Noting comments from Ward Members, what are Members views on the proposed off-site contribution to enhance existing greenspaces, rather than deliver all greenspace on site?**

Housing issues

- 10.63 The site is significant in terms of its size and context within east Leeds and has the potential to offer a range of housing, including Affordable Housing. With regard to

Affordable Housing, the Council's policy is to secure 15% Affordable Housing in this part of the city.

Housing Needs Assessment

- 10.64 Core Strategy policy H4 requires that for developments over 250 units, the application should be accompanied by a Housing Needs Assessment. The submitted assessment notes that the site is located in a ring of neighbourhoods on the outskirts of Leeds City Centre, having a mix of tenures, and of households on low, middle and high incomes; and different ages and types. In the Cross Gates, Manston, Halton, Whitkirk, Austhorpe and Colton areas, there is a buoyant market with stable residence and increasing numbers of aspirational residents. In the Seacroft, Killingbeck and Swarcliffe areas, despite a predominance of rented housing, there are already pockets of home ownership, and households who have aspirations to become homeowners, or move to buy bigger homes.
- 10.65 The assessment notes that new housing in the area could offer a 'route of aspiration' for households living across the area, offer options for starter households and assist older households seeking to downsize to more manageable homes. Despite the city-wide issues with the affordability of housing, it is considered that many local residents and potential new residents would be able to take up opportunities to buy new housing in the area. Just over 15,000 households have incomes that would be sufficient to afford the housing options available, while almost 6,700 households have incomes that are 50% higher than the average (over £40,000).
- 10.66 The proportion of families living in the area is higher than average indicating a need for family sized housing. The assessment considers that many existing residents and potential incoming residents will want, or need, 4 bed housing, but currently a restricted supply has pushed up prices, and restricted access. Additional larger housing as part of new developments would help relieve the pressure on such stock and help meet local, and incoming, demand and need.
- 10.67 The assessment notes that there is likely to be a future need for housing for young people, and 'starter households' in the area given the higher than average number of children aged under 16, and this will feed into, over time, an additional need for family housing. Smaller more manageable housing would help meet the needs of the old or aging households with larger housing than they need and who may be seeking to, or needing to, 'downsize' to smaller homes, while releasing equity from their home. This would also release family sized housing to meet local needs.
- 10.68 Additional affordable housing as part of new developments would be welcome, as market and Affordable Rents in the area are largely unaffordable to households on low or very low incomes, without benefit support, while the stock of social housing in the area, albeit substantial, has limited vacancies and low turnover, and will not provide the capacity to meet current and likely future need.
- 10.69 There is therefore potential to increase provision of housing through new building for market sale, low cost home ownership and affordable rented housing, to offer housing options to current and future residents. The assessment concludes that a mix of mid-range priced properties and properties priced to meet the aspirations of higher-earning households is needed in the area, including:
- Housing for sale aimed at incoming households; local households on higher incomes seeking a bigger or newer property, or on moderate incomes seeking to move from their first property; and potential first time buyers with the means to

quickly accumulate the deposit required; and housing that provides for future generations;

- Smaller housing options for sale or rent, aimed at older tenants in family sized homes.
- Low rent housing aimed at very low earners unable to afford home ownership, market rents or Affordable Rents, and rented housing between social rent and market rents aimed at average earners seeking to accumulate the deposit needed for home purchase; young people or couples in their first jobs not wanting to buy, households moving closer to existing employment or incoming households moving to new local employment.

Housing mix

10.70 Core Strategy policy H4 aims to ensure that the new housing delivered in Leeds is of a range of types and sizes to meet the mix of households expected over the Plan Period, taking account of Strategic Housing Market Assessment (SHMA) preferences and difference in demand in different parts of the City, and changing demand. With this aim in mind, the policy is worded to offer flexibility, having regard to the location, size of site and local character. Officers have assessed the mix of proposed house types against Core Strategy policy H4, which shows the following:

No. of beds	No. of units	% of total	Policy min	H4	Policy max	H4	Policy target	H4
1 bed	4 units	1%	0%		50%		10%	
2 bed	129 units	26%	30%		80%		50%	
3 bed	172 units	34%	20%		70%		30%	
4+ bed	198 units	39%	0%		50%		10%	
Total	503 units	100%						

10.71 The above table shows a broad range of house types, though the number of 2 bed units falls slightly below the policy H4 stated minimum. On balance, these figures appear to broadly align with the conclusions of the Housing Needs Assessment submitted with the application. It is noted that the local view from Ward Members is that the mix appears generally acceptable, but that ideally they would like to see less 4 bed units.

10.72 **What are Members views on the nature and type of housing provision on site?**

Highway issues

10.73 At the time of writing, highway officers are yet to provide detailed comments on the application proposals. However, highway matters have formed a significant part of the pre-application discussions and the sections of the report below seek to highlight the key issues.

10.74 The proposed development will take a principal access from York Road, at the north-west corner of the site. Given the geometry of York Road and the otherwise land locked nature of the site, there is limited scope for any alternative principal access. A secondary access is also proposed through the former hospital site, to the north east.

It is considered that both of the new accesses must be designed with quality of place in mind, as well as the functional requirements. Other non-vehicular accesses also exist around the boundary of the site, providing links to Watson Road and Rye Place to the west. Links to Maryfield Avenue and Poole Square to the east could be secured as part of any secondary school development. Additionally, there is a potential link through to Cross Gates Primary School and it is noted that a gate has existed here historically. There is also pedestrian access available over the two railway footbridges in the south-eastern and south-western corners of the site.

- 10.75 The highway impact of the proposal and what it means in terms of traffic generation on the local highway network, particularly York Road, is under consideration by the applicant and highway officers. Whilst the application relates solely to the housing development, the Transport Assessment will also take account of a notional secondary school development.
- 10.76 In the negotiations to date, highway officers have been keen to secure as much spine road frontage as possible for the potential secondary school, to ensure that it can be adequately serviced in the future. This is in recognition of the problems associated with schools which are accessed from cul-de-sacs in other parts of the city. Accordingly, the applicants have considered options for re-aligning the spine road in order to achieve this. One option gave slightly more frontage than the other and had a straighter alignment, but resulted in the loss of a number of good quality trees. In terms of striking a planning balance, officers have advised that the applicant should continue working up their alternative option which is a more curved road, but which retains the trees and offers better placemaking benefits, though it is not the optimum highway solution.

Parking provision

- 10.77 The Boulevard will link the northern and western vehicular access points on York Road leading to the secondary roads of the Back Lanes and Courtyards and the Countryside Edge. Vehicle speed on these secondary roads is intended to be restricted by tight radius bends and build-outs, narrowing the road at regular intervals and providing the opportunity for street trees and visual interest to the streetscene.
- 10.78 Parking solutions have been integrated into the streetscene to reduce visual dominance whilst providing the required allocation. A range of parking solutions have been considered in the design of the layout for the site, with the following parking types proposed:
- On plot private driveways to the sides of properties
 - Frontage on plot parking, restricted to avoid dominating the streetscape. Boundary treatments help to screen the parking in these locations
 - Gated parking spaces in rear gardens
 - Attached and detached garages to the side of dwellings
 - Detached garages to the rear of dwellings
 - Integral garaging with parking space to the front
 - Garage spaces with flats above
 - Off plot rear court private garages
 - Off plot front parking courtyards
 - On street visitor parking

- 10.79 The car parking strategy is intended to ensure good access to entrance doors from allocated parking spaces, and thus avoid inappropriate casual parking, which would be detrimental to the safety and amenity of others.

Air Quality

- 10.80 A package of air quality mitigation measures commensurate with the impact of the development will need to be agreed with the Council. It is noted that air quality is one of the key concerns raised by Ward Members. As the development is predicted to increase NO₂ levels at a number of receptors in the Haselwood Close Air Quality Management Area (AQMA) and could result in new receptors being designated as AQMAs, the Air Quality team has also stated an interest in the possibility of monies being used to contribute towards the additional ongoing air quality monitoring cost that will be incurred by the Council. In line with current planning policy, it is also suggested that provision of electric vehicle charging points is made all properties with a dedicated parking space on the development. It is intended that this matters can be dealt with through appropriately worded conditions.
- 10.81 **Are there any comments which Members wish to make in relation to highway matters at this stage?**

Drainage issues

- 10.82 Through the public consultation exercises carried out historically, it is noted that concerns were raised from local residents in the Dunhills (located to the south-west of Primrose Valley Park and accessed from Selby Road) about drainage. Residents in this part of the city have experienced flooding problems in the past, associated with Wyke Beck. The applicant has undertaken a consultation event for residents in the Dunhills, in liaison with the residents group.
- 10.83 The topography of the site falls in level generally to the southern boundary. The lowest point of the site is approximately half way along the southern boundary and is unsurprisingly in the vicinity of where the public surface water sewer traverses the railway line. The Sustainable Design and Construction SPD notes that surface water flows from the brownfield site should be reduced by 30% and a greenfield rate of run off rate of 5 litres per second is allowed. However, given the level of concern, the proposed approach for this development is to reduce the brownfield run off rate by 80% and to not include any allowance for the greenfield part of the site.
- 10.84 Intrusive ground investigation has been undertaken and the Geoenvironmental Report has been submitted as part of this planning application. The report demonstrates that the ground is not suitable for infiltration and consequently certain sustainable urban drainage systems (SuDS) methods, for example soakaways, are not suitable for this site. With respect to soft engineered SuDS like detention basins, both site topography and outfall locations are crucial factors in determining the position on the site. With this in mind, as described above, in this instance the viable location is adjacent to the railway line. The use of detention basins in this vicinity was the developers' initial preference.
- 10.85 It is noted that an operational railway line (Leeds to York) forms the southern boundary of the site. This railway line is in cutting and Network Rail have been consulted for their observations (still awaited at the time of writing). The pre-application response from Network Rail noted concern with respect to any proposal to locate any type of SuDS basin within the vicinity of the railway line. In considering Network Rail's concerns, the topography and following dialogue with the Flood Risk Management Team it is considered that the sustainable surface water drainage methodology appropriate in this instance is the use of oversized sewers together with underground attenuation tanks. The discharge point is to be the 914 mm diameter public surface water sewer that crosses the site before it traverses the railway line.

10.86 At the time of writing, Flood Risk Management colleagues have noted that the site is located within Flood Zone 1 and is not shown as being at significant risk from surface water or ground water flooding. They are therefore satisfied that the risk of flooding to the proposed development can be adequately mitigated. However, they are also asking for further clarifications to demonstrate that the proposed development will not increase flood risk elsewhere and will ideally help to provide a reduction in flood risk overall. Whilst the Flood Risk Assessment states that this objective will be achieved, further information is required to demonstrate that this will be the case.

10.87 **Are there any comments which Members wish to make in relation to drainage matters at this stage?**

Other Matters

10.88 In addition to the issues discussed above, officers have also continued dialogue with Education and Health colleagues. Given the quantum of development, this is likely to generate a significant demand for school places. It is noted that the development will generate a Community Infrastructure Levy (CIL) contribution and this could be used to fund further education provision. The addition of a secondary school adjacent to the development will clearly be beneficial if this is pursued by the City Council. Discussions with health colleagues are ongoing in order to ascertain what primary healthcare requirements may be needed as a result of the scheme, as well as looking in detail at the residential environment likely to be created from a public health point of view – considering greenspaces, links, speed limits and street/place creation etc. It is also noted that the development is likely to create a significant amount of jobs in the construction phase and it would be expected that training and employment initiatives are included as an obligation in the S106 agreement, focussed on the east Leeds area.

Planning obligations

10.89 The requirements of the S106 are detailed below and the various clauses will become operational if a subsequent reserved matters application is approved and implemented:

- Affordable Housing – 15% (with a 60% social rent and 40% submarket split).
- Public open space provisions.
- Travel Plan including a monitoring.
- Employment and training initiatives (applies to the construction of the development).

10.90 From 6th April 2010 guidance was issued stating that a planning obligation may only constitute a reason for granting planning permission for development if the obligation is:

Necessary to make the development acceptable in planning terms - Planning obligations should be used to make acceptable, development which otherwise would be unacceptable in planning terms.

Directly related to the development - Planning obligations should be so directly related to proposed developments that the development ought not to be permitted without them. There should be a functional or geographical link between the development and the item being provided as part of the agreement. **And:**

Fairly and reasonably related in scale and kind to the development - Planning obligations should be fairly and reasonably related in scale and kind to the proposed development.

10.91 All contributions have been calculated in accordance with relevant guidance, or are otherwise considered to be reasonably related to the scale and type of development being proposed.

10.92 For the quantum of development proposed, the scheme will attract a CIL contribution of £964,440.60.

11.0 CONCLUSION

11.1 Members are asked to note the contents of this report. Members' comments on the following questions will be helpful in moving the application forward:

1. **What are Members thoughts on the approach to the layout and design of the proposals (including the potential character of the boulevard and the area around the Grade II Listed clock tower)?**
2. **What are Members thoughts on the nature and location of greenspaces on site and how these link into the wider strategic green links across this part of the city?**
3. **Noting comments from Ward Members, what are Members views on the proposed off-site contribution to enhance existing greenspaces, rather than deliver all greenspace on site?**
4. **What are Members views on the nature and type of housing provision on site?**
5. **Are there any comments which Members wish to make in relation to highway matters at this stage?**
6. **Are there any comments which Members wish to make in relation to drainage matters at this stage?**
7. **Are there any other matters which Members wish to raise?**

Background Papers:

Application and history files.

Certificate of Ownership – Notice served on:

- Naomi Beckett, Homes and Communities Agency, St Georges House, Gateshead, Tyne and Wear, NE11 0NA.
- Sean Flesher, Leeds City Council, Civic Hall, Calverley Street, Leeds, LS1 1UR