



PLANS PANEL (WEST)

Meeting to be held in Civic Hall, Leeds on
Thursday, 6th January, 2011
at 1.30 pm

MEMBERSHIP

Councillors

N Taggart (Chair) B Chastney A Castle T Leadley
J Akhtar J Matthews R Wood
M Coulson
J Hardy
J Harper

A G E N D A

Item No	Ward	Item Not Open		Page No
1			<p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 25 of the Access to Information Procedure Rules (in the event of an Appeal the press and public will be excluded)</p> <p>(*In accordance with Procedure Rule 25, written notice of an appeal must be received by the Chief Democratic Services Officer at least 24 hours before the meeting)</p>	
2			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p>RESOLVED – That the press and public be excluded from the meeting during consideration of those parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information</p>	

Item No	Ward	Item Not Open		Page No
3			<p>LATE ITEMS</p> <p>To identify items which may have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstances shall be specified in the minutes)</p>	
4			<p>DECLARATIONS OF INTEREST</p> <p>To declare any personal/prejudicial interest for the purpose of Section 81 (3) of the Local Government Act 2000 and paragraphs 8 to 12 of the Members Code of Conduct</p>	
5			<p>APOLOGIES FOR ABSENCE</p> <p>To receive any apologies for absence</p>	
6			<p>MINUTES</p> <p>To approve the minutes of the last meeting held 14th December 2010 as a correct record</p> <p>(Copy attached)</p>	3 - 14
7	Weetwood;		<p>APPLICATION 10/03747/FU - PART TWO STOREY AND PART SINGLE STOREY SIDE EXTENSION AT 5 CAYTHORPE ROAD, WEST PARK LEEDS LS16 5AQ</p> <p>To consider the report of the Chief Planning Officer on an application for proposed extensions to a domestic dwelling at 5 Caythorpe Road, West Park Leeds LS16</p> <p>(Report attached)</p>	15 - 22

Item No	Ward	Item Not Open		Page No
8	Headingley;		<p>APPLICATION 10/04972/FU - RETROSPECTIVE APPLICATION FOR CHANGE OF USE OF SHOP (USE CLASS A1) TO LETTING OFFICE (USE CLASS A2) AT VICTORIA HOUSE, 1 STOTT ROAD, HEADINGLEY, LEEDS LS6 1GH</p> <p>To consider the report of the Chief Planning Officer on a retrospective application seeking to regularise the change the use of a shop to a Letting Office ay Stott Road, Headingley</p> <p>(Report attached)</p>	23 - 28
9	Hyde Park and Woodhouse;		<p>POSITION STATEMENT - LITTLE LONDON REGENERATION PROGRAMME</p> <p>To consider the report of the Chief Planning Officer setting out 8 applications relating to the Little London regeneration programme. The programme includes 2 Reserved matters applications for residential; development (113 units) at Carlton Gate and mixed use scheme for 7 retail units, one community centre and residential development of 12 units at Oatland Lane; plus 6 Full planning applications involving the refurbishment of dwelling houses and flats, new boundary walls, alley gates and landscaping relating to various neighbourhood areas.</p> <p>(Report attached)</p>	29 - 46
10	Calverley and Farsley; Horsforth;		<p>APPLICATION 10/04068/OT - PROGRESS REPORT ON REDEVELOPMENT PROPOSALS FOR THE CLARIANT SITE, CALVERLEY LANE, HORSFORTH LS18</p> <p>To consider the report of the Chief Planning Officer providing an update on the progress of the redevelopment of the Clariant Site, Horsforth which includes proposals for up to 400 dwellings with ancillary shop, sports ground, sports pavilion/community centre, allotments, open space and off-site highway works</p> <p>(Report attached)</p>	47 - 74

Item No	Ward	Item Not Open		Page No
11	Calverley and Farsley; Horsforth;		<p>APPLICATION 10/04261/OT - PROGRESS REPORT ON THE REDEVELOPMENT PROPOSALS FOR RIVERSIDE MILLS, LOW HALL ROAD, HORSFORTH LS18</p> <p>To consider the report of the Chief Planning Officer providing an update on the progress of the proposed redevelopment of Riverside Mills, Horsforth which includes proposals for up to 150 dwellings, open space and off-site highway works</p> <p>(Report attached)</p>	75 - 98
12			<p>DATE AND TIME OF NEXT MEETING</p> <p>To note the date and time of the next meeting as Thursday 3rd February 2011 at 1.30 pm</p>	

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To:

Members of Plans Panel (West)
Plus appropriate Ward Members and
Parish/Town Councils

Chief Executive's Department
Democratic Services
4th Floor West
Civic Hall
Leeds LS1 1UR

Contact: Helen Gray
Tel: 0113 247 4355
Fax: 0113 395 1599
helen.gray@leeds.gov.uk
Your reference:
Our reference: ppw/sitevisit/
22nd December 2010

Dear Councillor

PLANS PANEL (WEST) – SITE VISITS – THURSDAY 6th JANUARY 2011 AT 1.30 pm

Prior to the next meeting of Plans Panel West there will be site visits in respect of the following;

- 1 11:15 am Application 10/03747/FU – Part Two Storey and Part Single Storey Side Extension – 5 Caythorpe Road, West Park . (meet on street to front of property if travelling independently).
- 2 11:40 am Application 10/04972/FU – Retrospective application for Change of Use of Shop (use class A1) to Letting Office (use class A2) – Victoria House, 1 Stott Road, Headingley. (meet at entrance to unit if travelling independently)

Return to the Civic Hall for 12 noon approximately

A minibus will leave the Civic Hall at 11.00 am prompt. Please contact Steve Butler Area Planning Manager (West) Tel: (0113) 2243421 if you are intending to come on the site visits and meet in the Civic Hall Ante Chamber at 10.55 am

Yours sincerely

Helen Gray
Governance Officer

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PLANS PANEL (WEST)

TUESDAY, 14TH DECEMBER, 2010

PRESENT: Councillor N Taggart in the Chair

Councillors A Castle, B Chastney,
M Coulson, J Hardy, J Harper, T Leadley,
J Matthews and P Wadsworth

73 Chair's Opening remarks

The Chair welcomed everyone to the meeting, noting that the matters on the agenda had been deferred from the meeting cancelled on 2nd December 2010 due to the snow

74 Declarations of Interest

The following Members declared personal/prejudicial interests for the purpose of Section 81(3) of the Local Government Act 2000 and paragraphs 8 to 12 of the Members Code of Conduct:

Leeds Girls High School applications (minute 79 refers):

- Councillor Chastney declared a personal interest as a member of the Far Headingley Village Society which had been consulted on the application and as a member of the North West Inner Area Committee which had received a presentation on previous proposals in 2009
- Councillor Matthews declared personal interests through being a member of West Yorkshire Integrated Transport Authority as METRO had commented on the proposals and as a member of North West Inner Area Committee which had received a presentation on previous proposals in 2009.
- Councillor Taggart declared personal and prejudicial interests as he had undertaken work for the applicant's agents, albeit not in Leeds. He stated he would withdraw from the meeting during consideration of the item
- Councillor Hardy reported he was still not aware of a response to his enquiry to the Grammar School regarding use of the Alwoodley based pitches by Headingley primary schools. It was noted that this did not constitute a declaration of interest for the purposes of the Members Register of Interests
- Councillor Castle declared personal interests both as being a member of Leeds Civic Trust which had commented on the application and as both she and her daughter had been educated at the School

Councillor Chastney Application 10/04346 Cookridge Hospital site – declared a personal interest as he had previously arranged a public meeting on the proposals in his capacity as local ward Councillor although he had not formed or offered a view on this application (minute 85 refers)

Councillor J Harper Application 10/0324/FU Lyric House – stated that although the report on the application highlighted her support for the comments made by her ward colleague Councillor Lowe, she had an open

mind and would consider all relevant matters before she made a decision.
(minute 80 refers)

Councillor Matthews – 111 Otley Road – declared a personal interest as the applicant was known to him (minute 84 refers)

Councillor Castle – Application 09/04512/FU Sentinel Car Park – declared both personal and prejudicial interests as she had used this facility when flying from Leeds Bradford International Airport and having read the officer report did not feel that she could retain an open mind during the deliberations (minute 82 refers)

Councillor Matthews - Application 09/04512/FU Sentinel Car Park – declared a personal interest as a member of West Yorkshire Integrated Transport Authority as METRO had commented on the application (minute 82 refers)

75 Apologies for Absence

Apologies for absence were received from Councillors Akhtar and Wood. The Chair welcomed Councillor Wadsworth as substitute for Councillor Wood

76 Minutes

RESOLVED – That the minutes of the last meeting held on 4th November 2010 be agreed as a correct record subject to the following amendments

- a) minute 66 to include reference to Councillors Leadley and Fox requiring it to be recorded that they abstained from voting on the matter
- b) minute 68 to amend the application description to read Armley, not Farnley

77 Matters Arising

The Panel discussed 3 matters

Recording of Panel meetings – It was agreed that this suggestion would be included on the agenda for the next meeting of the Joint Member Officer Working Group in January

Regional Spatial Strategy – The Head of Planning Services provided up to date information on the current status of the RSS, having regard to the ongoing legal challenges to the proposals to abolish the RSS

Localism Bill – Members noted the publication of the Localism Bill on 13th December 2010 and that a report on the implications for Local Planning Authorities would be presented to the meeting of the Joint Plans Panel on 27th January 2011

Councillor Taggart, having earlier declared a personal and prejudicial interest in the following matter, withdrew from the meeting and took no part in the decision making process.

78 Election of the Chair

Nominations were sought from the Panel for the position of Chair of the meeting for the following item. Councillor Harper was proposed by Councillor Coulson and this motion was seconded by Councillor Castle and supported by the Panel

Draft minutes to be approved at the meeting
to be held on Thursday, 6th January, 2011

RESOLVED - Councillor Harper took the Chair

- 79 Applications 08/04214/OT, 08/04216/FU, 08/04220/LI, 08/04219/FU & 08/04217/CA - Residential Development at Leeds Girls High School**
Further to minute 66 of the meeting held 4th November 2010 when Panel resolved not to accept the officer recommendation to approve the applications, the Chief Planning Officer submitted a further report for Members consideration.

Officers reported that the applicant had now submitted appeals against non-determination for all the applications and the Panel was now requested to consider the recommendations as being the grounds which will form the Council's case at appeal.

Officers suggested they proposed a reasonable approach to the overall development of the site, having regard to the forthcoming appeals; and had set out proposed reasons to refuse Applications 08/04214/OT: 08/04216/FU and 08/04217/CA as requested but had included recommendations to approve 08/04219/FU and 08/04220/LI (Rose Court). Grammatical amendments to two of the proposed reasons for refusal were reported.

Members considered each of the proposals before them. The Panel noted that both English Heritage and the Victorian Society had not objected to the principle of conversion for Rose Court. Members were in general minded to support the proposed recommendations with regards to the re-use of Rose Court subject to the detail of the car parking arrangements and access from Victoria Road to ensure the route did not impact on greenspace.

However Members remained concerned about the proposals for the remainder of the site and considered each application in particular having regard to the following:

PPG17 - the weight and relevance of PPG17 to Application 08/04214/OT. It was felt that a further reason to refuse the outline application based on national policy PPG17 could be added as this could be substantiated at the forthcoming appeal. Members commented on the value of this greenspace within the listed setting in this dense inner city area and felt this was an important consideration, regardless of whether the greenspace had been publicly accessible in the past.

Policy N6 – Members considered the weight and relevance of Policy N6 to Application 08/04214/OT and had regard to the advice provided to the LPA by Leading Counsel. Members noted that although they felt the re-provision of the playing fields to Alwoodley was unacceptable; this re-provision could be deemed to be acceptable in terms of function as defined by the Policy. The Panel received advice in terms of the difficulties of relying on local Policy N6 at the forthcoming appeal and resolved not to include reference to it in the proposed reasons to refuse the application

Affordable Housing – there was some discussion over whether this should be provided on-site within a Section 106 Agreement rather than to secure funding for the acquisition of former Houses in Multiple Occupation but this was not supported by the Panel

Members also discussed their concern over the extent and impact of the proposed demolition and the view that any new build should be kept to the northern part of the site. The Panel considered each proposed recommendation individually and also whether to include reference to PPG17 within the reasons to refuse Application 08/04214/OT. Following a vote on each application

RESOLVED – That had the Panel been in a position to do so, the Panel would have made the following decisions

a) Application 08/04214/OT (Outline application for new build development)

– That the application would have been refused for the following reasons:

1. The proposed development, due to its scale, layout, density and impact on the character of the site including its open areas, would be harmful to the setting of the listed buildings and the character and appearance of the Headingley Conservation Area. In addition, the submitted plans fail to adequately demonstrate that the development, and in particular the 4/5 storey flats block to the south-west corner of the site and the potential for impact on trees in the vicinity of that block, would preserve or enhance the character of the Conservation Area. The proposal would therefore be contrary to policies N12, N13, N19 and LD1 of the Unitary Development Plan Review 2006, the Headingley and Hyde Park Neighbourhood Design Statement and to national planning guidance set out in PPS1, PPS3 and PPS5
2. The proposed development would incur the loss of open playing pitch land which makes a significant visual contribution to the character of the area contrary to national planning guidance set out in PPG17

Under the provisions of Council Procedure Rule 16:5 Councillor Wadsworth required it to be recorded that he abstained from voting on this matter

b) Application 08/04216/FU (Change of use and extension including part demolition of school building and stable block to 32 flats and 4 terrace houses in Stable Block) - That the application would have been refused for the following reason:

1. The proposed demolition of that part of the main school building to the east of the retained section of building would result in the loss of part of a building which makes a positive contribution to the character and appearance of the Headingley Conservation Area; and would consequently cause harm to the character of the Conservation Area. In addition, there is no acceptable scheme for the redevelopment of the site and the submitted plans fail to adequately demonstrate that the proposed replacement development would justify the extent of demolition and would therefore adversely affect the character and appearance of the Conservation Area. The proposal would therefore be contrary to policies N12, N13, N19 of the Unitary Development Plan Review 2006, the Headingley and Hyde Park Neighbourhood Design Statement and to national planning guidance set in PPS1, PPS3 and PPS5

Under the provisions of Council Procedure Rule 16:5 Councillors Leadley and Wadsworth required it to be recorded that they abstained from voting on this matter

c) Application 08/04217/CA (Conservation Area Consent for the demolition of rear and side extensions to main school building) - That the application would have been refused for the following reason:

1. The proposed demolition to the east of the retained section of building would cause the unacceptable loss of parts of the building which contribute positively to the character of the Headingley Conservation Area. In addition, there is no approved scheme for redevelopment of the site against which to assess the proposed demolition. The proposed demolition would therefore be contrary to policies N18a and N18b of the Unitary Development Plan Review 2006, the Headingley and Hyde Park Neighbourhood Design Statement and to national planning guidance set out in PPS5

Under the provision of Council Procedure Rule 16:5 Councillor Wadsworth required it to be recorded that he abstained from voting on this matter

d) Application 08/04219/FU (Change of use involving alterations of Rose Court to form 12 flats) - That the application would have been approved subject to the specified conditions contained within the report plus an additional condition to ensure the submission of a detailed plan setting out access arrangements which follow the existing hard standing; and parking arrangements to be agreed in writing by the Local Planning Authority

Under the provisions of Council Procedure Rule 16:5 Councillors Matthews and Chastney required it to be recorded that they voted against this matter and Councillor Wadsworth required it be recorded that he abstained from voting on this matter

e) Application 08/04220/LI (Listed Building application for alterations of Rose Court to form 12 flats) - That the application would have been agreed subject to the specified conditions contained within the submitted report

Under the provisions of Council Procedure Rule 16:5 Councillors Matthews and Chastney required it to be recorded that they voted against this matter and Councillor Wadsworth required it be recorded that he abstained from voting on this matter

The Panel adjourned for a short time at this point. Councillor Taggart resumed the Chair on recommencement of the meeting

80 Application 10/03249/FU - Variation of Condition 4 of approval 09/04363/FU relating to Opening Hours for a Place of Worship at Lyric House, 113-115 Tong Road, LS12

Further to minute 68 of the Panel meeting held 4th November 2010 when Members resolved not to accept the officer recommendation to approve the application, the Chief Planning Officer submitted a report setting out a

proposed reason to refuse the application, based on the Panel's previous concerns

RESOLVED – That the application be refused for the following reason:
The Local Planning Authority considers that the increase in opening hours in relation to the use as a place of worship is unacceptable due to the detrimental impact on the residential amenity for nearby residential properties, by reason of noise and disturbance from the use of the premises and associated comings and goings and associated vehicle movements (particularly during late evening hours). The proposal is therefore considered contrary to policies GP5 of the Unitary Development Plan Review (2006) and guidance contained in Planning Policy Statement 1 – Delivering Sustainable Development (2005).

Under the provisions of Council Procedure Rule 16:5 Councillor Wadsworth required it to be recorded that he abstained from voting on this matter

Under the provisions of Council Procedure Rule 16.5 Councillor Chastney required it to be recorded that he voted against this matter

81 Application 10/04625/FU - Recladding of front elevation with natural stone at 3 Meadow Garth, Bramhope, LS16

The Chief Planning Officer submitted a report on an application seeking to re-clad a residential property. It was noted the applicant was a Member of Council therefore the application required determination by Panel.

RESOLVED – That the application be granted subject to the specified conditions

82 Application 09/04512/FU - Use of land as a secure Off-Site Car Park, Sentinel Car Park, Warren House Lane, Yeadon LS19

Further to minute 40 of the Panel meeting held 9th September 2010 when Members resolved not to accept the officer recommendation to refuse the application but to defer determination of the application, the Chief Planning Officer submitted a report setting out proposed reasons to refuse the application. The Panel had previously been sympathetic to a temporary permission but had not supported a permanent permission

It was reported that the applicants had now submitted an appeal against the non-determination of the application and the reasons for refusal suggested in the report would form the Council's case at the subsequent appeal. Members were asked to form a view of the decision they would have taken had they been in a position to do so.

Officers highlighted the following issues

- The applicants had applied for two Certificates of Lawful Use for airport car parking, one of which included some of the land within the application site. It was reported that there was substantial evidence of car park use during the last 10 years to support the issuing of a Certificate relating to the eastern part of the site, but that further clarification was required regarding the sites within Coney Park Industrial Estate site. These two applications would involve approximately 700 spaces

- LBIA had formally consulted LCC on proposals to create 600 on-site car parking spaces within the Bentley Compound inside the LBIA boundary. This proposal was permitted development and the present intention was that it would be operational by March 2011 to accommodate peak traffic

It was noted the applicants had sent a representation directly to Panel Members and that LBIA had submitted a response to that. The Chair read out the contents of a further letter sent on the day of the meeting by the applicants offering a public transport contribution.

The Panel commented on enforcement matters and the involvement of LBIA in the application process however Members remained of the view that they could not support a permanent permission for car park use on this site.

RESOLVED – That had the Panel been able to determine the application then they would have refused permission for the following reasons which will form the basis of the Councils case at the appeal against non determination:

1. It is considered that the proposed development would undermine the Council objectives of providing sustainable surface access for the benefit of all airport users and the wider community by providing parking outside the remit of a plan-led approach for future parking requirements at Leeds Bradford Airport. It is therefore contrary to Policies SA2, T24A, T30 and T30A of the Leeds Unitary Development Plan (Review 2006) and to the aims of the Leeds Bradford International Airport Adopted Airport Surface Access Strategy (2006) and Masterplan (2005 - 2016) and Government Guidance in PPS1 and PPG13.

2. The proposed development as submitted would result in the loss of part of a key employment site, as designated in Policy E8 of the Leeds Unitary Development Plan (Review 2006), to a non-employment use that would under-utilise an important site in a strategic location. The applicant has failed to show that there are sufficient alternative sites available of equivalent or better quality in the locality. Therefore it is considered that the loss of the proposal site would cause harm to the Council's interest in maintaining opportunities for local employment uses in the locality of west and north-west Leeds, contrary to Policy E7 and E8 of the Leeds Unitary Development Plan (Review 2006) and guidance contained in Planning Policy Statement 4: Planning for Sustainable Economic Growth (2009).

Under the provisions of Council Procedure Rule 16:5 Councillor Wadsworth required it to be recorded that he abstained from voting on this matter

Under the provisions of Council Procedure Rule 16:5 Councillor Matthews required it to be recorded that he voted against the recommendation

- 83 Application 10/03424/LA - Demolition of existing school and erect replacement single storey school with soft play areas, car parking and landscaping at St Peters & St Pauls School, New Road, Yeadon LS19**
The Panel considered an application to demolish the existing school buildings and erect a replacement single storey school. Plans and photographs of the site were displayed at the meeting .

Officers outlined the build process and confirmed the protected playing pitches would not be affected. Furthermore, revisions to the boundary treatment and bin storage area had been made following receipt of comments from local residents. Members noted the LCC ecology and highways officers were satisfied with the proposals. The Panel noted the comment of the local ward Member regarding concerns over management of construction traffic at peak school times and the impact this could have on the A65

RESOLVED – That the application be granted subject to the specified conditions in the submitted report and subject to consultation with local ward Councillors on the detail of the on-site and off-site traffic management scheme

- 84 Application 10/03806/FU - Change of use of vacant retail unit (Class A1) to Restaurant (Class A3) to facilitate an extension to the adjoining Italian Restaurant at 111 Otley Road LS6**

Further to minute 53 of the Panel meeting held 7th October 2010 when Members resolved not to accept the officer recommendation to refuse the application, the Chief Planning Officer submitted a report setting out further consideration of the travel plan, car parking and landscaping issues highlighted by the Panel for discussion.

The report set out the proposed reasons to refuse the application – as presented in October – along with proposed conditions to attach to any permission should the Panel be so minded.

Officers highlighted the highways and car parking situation at the site and the comments of the Council's own Highways Officer. Members welcomed the revisions made to the scheme, including dedicated staff car parking, cycle store provision and landscaping. It was however noted that some of the landscaping was proposed on highways land and could not be implemented, therefore conditions 7 & 8 would need to be deleted from the proposed conditions should the Panel be minded to grant the application.

Members considered the recommendation to refuse the application as set out in the report, but were not minded to support this and following a vote Panel indicated they were minded to approve the application

RESOLVED –

- a) Not to accept the officer recommendation to refuse the application
- b) That the application be approved in principle and final approval be deferred and delegated to the Chief Planning Officer subject to the conditions specified in the submitted report (with the exception of conditions 7 & 8 which are not applicable) plus an additional condition to ensure cycle parking provision is in place prior to operation of the premises and subject to the signing of a legal agreement under Section

106 of the Planning Act to cover travel planning including the payment of a travel plan monitoring fee of £2500

Councillor Hardy withdrew from the meeting at this point, stating that as he had previously received treatment at Cookridge Hospital, he did not feel he was able to take an objective view of any redevelopment proposals

85 Application 10/04346/FU - Laying out of access road and erection of 19 houses at the former Cookridge Hospital Site, Silk Mill Way, Cookridge LS16

The Panel considered the report of the Chief Planning Officer setting out proposals for the residential redevelopment of the former Cookridge Hospital site. Panel had previously approved redevelopment proposals for the site and these were displayed for reference at the meeting. It was noted that the site was now in the ownership of a new developer who sought to amend the layout and residential design of Phase 1 of the proposals. Site plans, architects drawings and proposed elevations of the revised scheme were displayed at the meeting. The Panel also viewed indicative drawings of the overall scheme.

Officers stated the site layout and estate access road would remain broadly the same as those previously approved and went on to highlight the proposals for Phase I of the scheme including

- 19 two storey houses as opposed to 2/3 storey previously
- Integral garages deleted from the scheme
- Good housing mix of detached; semi-detached and terraced styles
- Natural slate roofs
- inclusion of dormers restricted through condition

Officers detailed that the Section 106 Agreement in place for the wider development set out contributions for various matters and reported that as Phase 1 would only trigger Affordable Housing and greenspace contributions, an agreement had been reached with the developer that those contributions would still be paid should the site be sold after completion of Phase 1.

The Panel welcomed the revisions to the scheme and the assurance that contributions were secure. Officers indicated that the applications for the remainder of the site were expected to be submitted in early 2011 at which point a position statement would be presented to the Panel

RESOLVED – That the application be approved in principle and final approval be deferred and delegated to the Chief Planning Officer subject to the specified conditions contained within the report (and any others deemed necessary by the Chief Planning Officer) and subject to the completion of a Section 106 Agreement to cover contributions of £23,507.10 towards greenspace and 7 Affordable Housing units. All contributions to be index linked. In addition, the Section 106 Agreement needs to provide a mechanism for linking this phase of the redevelopment to the delivery of the wider site

Councillor Hardy resumed his seat in the meeting

86 Position Statement on Application 09/04287/RM at Garnetts Paper Mills, Mill Lane, Otley LS21 and Application 10/03695/FU at Gallows Hill, Pool Road, Otley LS21

The Panel received a presentation and supporting report setting out the current position with regards to proposals to redevelop the former Garnetts Paper Mill and associated site at Gallows Hill, Otley. Panel had previously approved proposals for redevelopment of the site in 2007, however since then ownership of the land had changed and Members comments were sought on the revised scheme. The comments of local ward Councillor Campbell were reported verbally at the meeting

Officers briefly outlined the scheme

- Residential housing to the east of the site to be constructed with slate roofs and stone walling, although these could be either natural or art stone. Some homes will front onto the riverside, as will the apartment block
- Commercial aspect retained to the west to include restaurant and office use although the hotel/doctors surgery/crèche facilities now deleted from the scheme
- Retirement apartments located to the southern area of the site
- The eastern access route will be built up over the floodplain to take into account the likelihood of 1:100 year flood and the south eastern area to be retained as flood plain
- The western access point at Mill Lane will provide access to the public car park to the west and provide a bus route.
- Route through the site to be controlled with a bus gate to enable the route to form part of the Otley shuttle bus loop. The gate will prevent general public vehicular access.
- Discussions were still ongoing over the provision of a pedestrian footbridge over the floodplain in the west of the site which could provide dry access/egress in the event of a flood

Members discussed the following issues with officers:

Reduction in the mix of uses. Members did note however the developed site would retain some element of destination and public spaces and have scope for further development in the future. The development of the riverside walkway was regarded as an attractive asset

Sustainable access to the site. Members voiced concern over the impact of flooding on the developed site and accessibility for visitors/residents. Officers responded that even if Mill Road was raised; the western area could still be susceptible to flooding. The Panel noted the comment by the Mill owner who stated their records showed the site had not flooded to the point of impassibility in the previous 100 years.

Pedestrian footbridge. Members commented that the area could become an island site particularly for pedestrians in the event of a major flood but recognised that more detail on the flood risk and necessary engineering works to establish a bridge would be required before they could comment further

Standard of design and quality of materials. Members were keen to ensure the proposals maintained the high quality originally proposed which had

promised an exemplar estate. Members sought a consistent palette of materials for the substantial apartment block.

Section 106 Agreement. Members agreed that detail of the applicants' response to the matters already raised would be required prior to full consideration of proposals for a Section 106 agreement

RESOLVED - To note the contents of the report and the comments of the Panel

87 Date and Time of Next Meeting

RESOLVED – To note the date and time of the next meeting as Thursday 6th January 2011 at 1.30 pm

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Originator: Theo Matthew
Tel: 0113 247 8000

Report of the Chief Planning Officer

PLANS PANEL WEST

Date: 14th December 2010

Subject: APPLICATION 10/03747/FU – Part two storey and part single storey side extension at 5 Caythorpe Road, West Park, Leeds, LS16 5AQ

APPLICANT	DATE VALID	TARGET DATE
M Simpson	13th August 2010	6 th January

Electoral Wards Affected: Weetwood <input type="checkbox"/> (Y) (Vard Members consulted Referred to in report)	Specific Implications For: Equality and Diversity <input type="checkbox"/> Community Cohesion <input type="checkbox"/> Narrowing the Gap <input type="checkbox"/>
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RECOMMENDATION:

REFUSE planning permission, for the following reason:

Reason for refusal:

The Local Planning Authority considers that the proposed extension by reason of its scale and form would produce a discordant feature which is unsympathetic to the character of the host dwelling, street scene and wider surrounding area. In addition the harm would be exacerbated by the loss of the open area of garden which provides a welcome visual relief in the street scene and by the substantial screening of the Oak tree which are attractive features in the landscape and as such contrary to policies GP5, BD6, N12 and N13 of the Leeds Unitary Development Plan (Review) 2006 and advice contained within 'Neighbourhoods for Living' and the 'Far Headingley, Weetwood and West Park Neighbourhood Design Statement'.

1.0 INTRODUCTION

The application is brought before Plans Panel due to the high level of community involvement including representation from an elected ward member (Councillor Sue Bentley) and a request that because of the history of the site the application should be considered by panel.

2.0 PROPOSAL

The application is for a part two storey and part single storey side extension. The extension would substantially alter and enlarge the existing attached garage and porch in forming a double garage, garden room, Jacuzzi and toilet to the ground floor with a bedroom, bathroom and gym above. The extension measures 8.3m wide by 11.7m long with eaves and ridge heights to its pitch roof of 3m and 6m respectively. The extension is to be built with red brickwork and white painted sand and cement render walling and red concrete tiles to the roof to match the existing dwelling.

3.0 SITE AND SURROUNDINGS:

The site is in the West Park area to the northwest of Leeds city centre, located on the south side of Caythorpe Road.

The neighbourhood is predominantly residential and of attractive character set within tree lined verges running the full length of the street frontage. The street scene contains differing dwelling types with varying designs and styles including detached and semi-detached units. Whilst the character of the area is in part defined by the varied appearances of the dwellings, a consistent theme within the setting is the spatial distances to side boundaries which generally range from 3m to 5m. These visual gaps within the street scene form a regular and attractive pattern of development, augmented by landscaping and mature front gardens.

Housing is predominantly two storey with a number of bungalows interspersed within the grain of the area. A mixture of period styles are evident in the surrounding area reflecting the lengthy period over which the area has been developed.

The existing buildings to the north of Caythorpe Road are two storey semi-detached and a mixture of detached and semi-detached to the south. The houses appear to have been built circa 1930's and materials are red facing brickwork, natural stone and painted sand and cement render under clay or concrete tiles. Both hipped and gabled roofs are evident with gables forming both side and front elevations. Off-street car parking is accommodated in driveways, integral garages and detached garages.

The extension is proposed to be within the side garden of 5 Caythorpe Road which is a detached bungalow constructed in rendered masonry under clay and concrete roof tiles. The plot also accommodates a flat roof single garage which is link-attached to the side of the bungalow via a flat roof porch.

The plot has two notable trees within its curtilage, a white cherry located halfway along the south east boundary which has a small crown and an oak located halfway along the southwest boundary. The site in general is fairly flat.

4.0 RELEVANT PLANNING HISTORY:

08/06703/FU - Gable extension to front of roof - Approved - 2009

**09/02260/FU - Application for a four bedroom house with integral garage -
Refused 03.08.2009**

**09/03499 - Application for a four bedroom house with integral garage to garden
- Refused - 05.10.2009**

Appeals were submitted challenging the decisions on the two aforementioned applications. Both appeals were considered together and were dismissed on the 23rd of June 2010 – The Inspector accepted the Councils stance on both reasons for refusal for both applications. He stated that the proposals would have a cramped appearance, materially harmful to the spacious character and appearance of the area. He also stated that the harm would be exacerbated by the loss of the open area of garden to the side of the dwelling which provides a welcome visual relief in the streetscene and by the substantial screening of the Oak tree and White Cherry which are attractive features in the landscape.

5.0 HISTORY OF NEGOTIATIONS:

14.10.2010 - E-mail from Lisa Hart, Principal Planning Officer Householder West to David Cook, the applicants agent - concerns regards the divorced relationship of the extension to the main house in that it does not read as an extension but as a smaller version of the host dwelling and would effectively attempt to achieve a new dwelling within the side garden area that the applicants had twice previously had refused and dismissed at appeal. The proposal also fails to be sufficiently subservient to the main dwelling, therefore opinion is that a more conventionally attached extension with hipped roof would be appropriate whilst the issue of the hallway losing light with the existing roof windows being covered by such a design is not significant as they can be easily reinstated whilst the suggested design is a more integrated approach to providing additional accommodation to the dwelling in a more modest and appropriate scale and form.

6.0 PUBLIC/LOCAL RESPONSE:

The application was advertised in by Neighbour Notification Letters dated 29 April 2010. 11 letters of representations were received stating objections to the proposal including one from Cllr Sue Bentley. The following issues are raised:

1. Scale/Overdevelopment
2. Poor design/Out of character
3. Size of garage
4. Incidental use
5. Similarity to refused application for a house - limited connectivity between host and extension.
6. Impact on oak tree.

7.0 CONSULTATION RESPONSES:

Highways: No objections.

Drainage: No objection subject to conditions.

Landscape Officer: Objection in relation to the extension being too big with regard to loss of garden aspect, harm to local distinctiveness and character. Recommend withdrawal and re-submission of revised drawings with reference to Far Headingley, Weetwood and West Park Neighbourhood Design Statement.

8.0 PLANNING POLICIES:

Planning Policy Statement 1 - Delivering Sustainable Development (PPS1) sets out the Government's overarching planning policies on the delivery of sustainable development through the planning system.

SPG: Neighbourhoods for Living: A guide for residential design in Leeds (2003)

Far Headingley, Weetwood and West Park Neighbourhood Design Statement: States that: '...an essential part of the character of the neighbourhood as a whole is the relationship to major green spaces... and the part played by the soft landscape structure that overlies the built form'. The statement goes further to state that :- '...the trees within the front and rear gardens are all important assets in the neighbourhood...'

Policy GP5 of the Leeds Unitary Development Plan (Review) 2006 - seeks to ensure that development proposals resolve detailed planning considerations, including amenity.

Policy BD6 of the Leeds Unitary Development Plan (Review) 2006 - All alterations and extensions should respect the scale, form, detailing and materials of the original building

9.0 MAIN ISSUES

- Design & Character - Impact on street scene - principle of development
- Representations
- Area of Housing Mix
- Highway Matters
- Trees

10.0 APPRAISAL

10.1 Design and Character - impact on street scene - principle of development

The application site lies within the urban area of West Park and is unallocated with no specific land use allocation. It is therefore considered that land or buildings within the Unitary Development Plan area which are not identified by any specific policy or proposal should retain their existing uses or conform to the predominant use of the immediate area. Residential proposals which affect such areas will be treated on merit and subject to the requirements of housing policies set out in the Leeds UDP (Review) 2006.

As two previous applications to erect an additional dwelling in the side garden of a similar footprint and scale have been refused, the starting point in assessing this application is to therefore, to consider whether the previous concerns and reasons for refusal are satisfactorily addressed.

The two aforementioned schemes highlighted in the relevant planning history were refused on the following grounds:

- 1)The proposed dwelling would by reason of its size, siting and lack of space about the dwelling result in an incongruous and unsympathetic addition to the street scene

that would be detrimental to the visual amenity of the area and harmful to the spacious and attractive character of the locality. As such the proposal is considered contrary to Policies GP5, BD5, N13 and N12 of the Leeds Unitary Development Plan (Review) 2006, the guidance within Neighbourhoods for Living Supplementary Planning Guidance and the guidance within the Far Headingley, Weetwood and West Park Neighbourhoods Design Statement.

2)The proposed dwelling would not afford future occupiers with a satisfactory level of outdoor useable private amenity space due to the proposed rear garden area being dominated by the Oak Tree and its canopy. This view is further exacerbated when considering the siting of the tree in relation to the orientation of the sun which is likely to cast the shadows across the proposed garden area to the detriment of the living condition of future occupiers. As such the proposal is considered contrary to Policies GP5 and BD5 of the Leeds Unitary Development Plan (Review) 2006 and the Neighbourhoods for Living Supplementary Planning Guidance.

The difference between the two previously refused applications and the proposed extension can be detailed as follows:

- No part of the extension projects beyond the front of the dwelling
- the maximum height of the extension is set-down from the ridge of the original dwelling as opposed to being some 1m higher
- the footprint of the extension is less than those of the refused dwellings
- the proximity of the extension from the adjacent side boundary is 2.4m more than from the refused detached dwelling
- the retained garden space about the extended dwelling would be greater than with the refused detached dwelling added to the plot and as such more of the attractive green break to the frontage would be retained
- the distance between the Oak Tree and rear elevation of the extension is approximately 14m which is an increase of 0.5m upon the refused dwelling
- the proposed extension would add 1 new bedroom to the property whereas the refused dwelling sought to add 4 more bedrooms
- the new access as was proposed for the dwelling is not proposed for the extension
- the extension would appear less cramped within the plot than the refused dwelling

Despite the aforementioned changes the proposal presents a significantly long frontage to the street and is still considered not to fully address reason 1 of the previous planning decision as its scale and form would produce a discordant feature which is unsympathetic to the character of the host dwelling, street scene and wider surrounding area.

The character of Caythorpe Road comprises of detached and semi-detached houses and bungalows of varying periods of construction. It is considered that the character of the area would be adversely affected by proposal. The proposed extension fails to be of a sympathetic scale and simple form in order to respect the character of the dwelling. The resulting prominence of the extension and significant reduction of the visual gap in public views from the street scene would result in the visual amenity of the locality being severely eroded.

It is considered that the proposal would therefore, be detrimental to the character and appearance of the original dwelling, street scene and wider surrounding area. The harm would be exacerbated by the loss of the open area of garden to the side of the

dwelling which provides a welcome visual relief in the streetscene and by the substantial screening of the Oak tree and White Cherry which are attractive features in the landscape. This is considered to be consistent with the Inspectors conclusion on both of the previous appealed applications for detached dwellings referred to previously.

With regard to reason 2, this was concerned with level of useable private amenity space and the garden area being dominated by the Oak tree and its canopy.

Following the refusal of the previous applications, the Oak tree to the rear of the site has now been protected with a Tree Preservation Order. This tree is shown to be retained on the submitted plans. The relationship between the tree and the proposed extension although close is considered satisfactory. Although part of the garden area would be dominated by the tree and the canopy of the tree would occupy a large amount of the garden space it is considered that the tree makes a positive contribution to the street scene. As the application is now for an extension to a single dwelling the occupiers will have access to the rest of the garden. This area is considered to provide adequate levels of amenity space for one dwelling.

10.2 Representations

11 letters of representations were received stating objection to the proposal including one from Cllr Sue Bentley. The following issues are raised:

1. Scale/Overdevelopment
2. Poor design/Out of character
3. Size of garage
4. Incidental use
5. Similarity to refused application for a house - limited connectivity between host and extension.
6. Impact on oak tree

In response:

Except for point 5 of the above, the remaining issues have been addressed within the above appraisal.

With respect to point 5, the proposal is assessed upon its merits as a house extension. Whilst there are similarities between this proposal and those which were previously submitted, refused and appealed for a separate dwelling, this proposal is measured purely against its validity as a domestic house extension. The Local Planning Authority does however acknowledge local concern regarding the incidental use of the extension and the limited connectivity between it and the original house.

10.3 Area of Housing Mix

The proposed extension is not considered contrary to policy H15 of the Leeds UDP(Review) 2006. Although a substantially sized extension, the accommodation created would be unlikely to be employed as student accommodation, given the expansive level of internal accommodation created, the extended house is more likely to be employed as a family dwelling.

10.4 Highway Matters

The Council's Highway Engineer in considering the previous schemes raised no objection to the principle of development and this scheme is not materially different to the refused scheme in this regard.

10.5 Trees

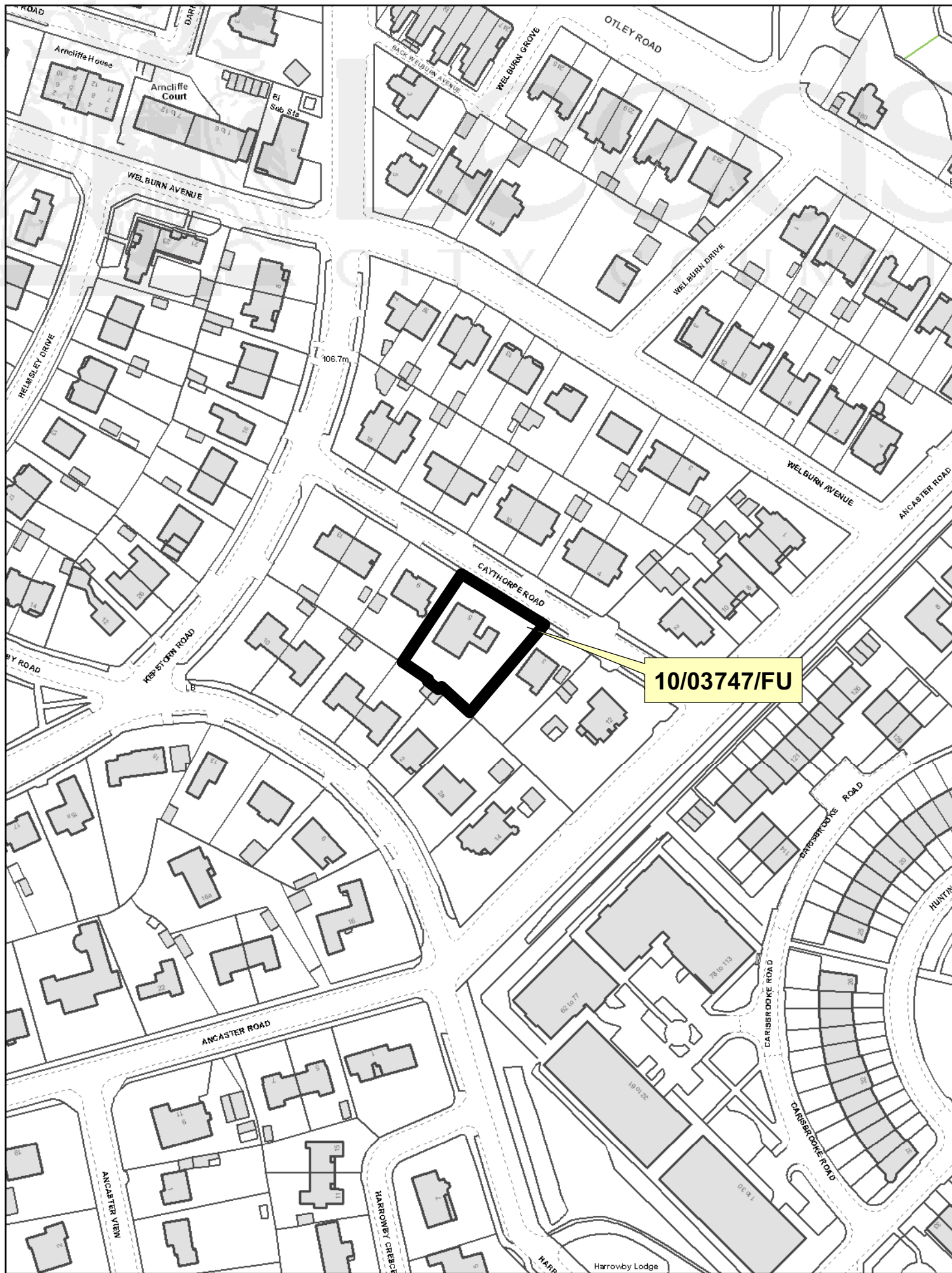
The landscape team have been consulted and whilst no objection in regard to the health and protection of the protected oak to the rear of the site has been raised, the Landscape Team remain concerned on the potential loss of shrubs and small trees to the southern boundary. The soft landscaping and trees are positive aspects of the street scene, as outlined within the Far Headingley and Weetwood Neighbourhood Design Statement. The impact and loss of view of the Oak tree may be successfully addressed through revision of the application however, the form and massing of the proposed extension under consideration is not considered to have been reduced in scale enough to remove concern that the masking of this tree would have in terms of its detriment to visual amenity of the area. It is considered therefore, that the proposed extension would harmfully erode this positive element of the street scene.

11.0 CONCLUSION

- 11.1 For the reasons outlined in the above report and taking into account all other material considerations it is recommended that planning permission should be refused, for the reasons outlined above.

Background Papers.

Application file and site history.



WEST PLANS PANEL



Originator: Terry Moran
Tel: 0113 3952110

Report of the Chief Planning Officer

PLANS PANEL WEST

Date: 6th January 2011

Subject: APPLICATION 10/04972/FU – Retrospective application for change of use of shop (use class A1) to letting office (use class A2) at Victoria House, 1 Stott Road, Headingley, Leeds. LS6 1GH

APPLICANT

Studentprops.com - W
Warner

DATE VALID

3rd November, 2010

TARGET DATE

12th January, 2011

Electoral Wards Affected:

Headingley

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION

GRANT PERMISSION subject to the following conditions:

1. The development hereby permitted shall be carried out in accordance with the approved plans listed in the Plans schedule.
2. The hours of use of the premises shall be restricted to:
09:00 – 17:00 Monday to Friday
10:00 – 17:00 Saturdays
With no opening at any other time
3. Details of cycle parking to be approved, implemented within 3 months and retained.
4. A plan showing details of two off-street parking spaces shall be submitted to and approved in writing by the Local Planning Authority. The approved spaces shall be provided within 3 months and maintained for the lifetime of the development.
5. All surfaces used by vehicles shall be hard surfaced and drained. The use of loose material is not acceptable.

1.0 INTRODUCTION:

- 1.1 Application reference 10/04972/FU is brought before Members at the request of Ward Councillor James Monaghan, who is concerned that the proposal may result in an unacceptable increase in the number of Letting Agencies in the locality.

2.0 PROPOSAL:

- 2.1 Change of use of shop (A1) to letting agents office (A2). No external changes are proposed.

3.0 SITE AND SURROUNDINGS:

- 3.1 The site comprises a large retail unit with a pitched roof, which is fully rendered. The unit is now in use as an A2 Letting Agency. The property is in good condition, having been fully refurbished and re-roofed in recent years. The building is detached, being located between close-knit terraces of Edwardian terrace houses. There is a small retail unit directly opposite. The surrounding area is predominantly residential in character.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 26/339/96/FU – Change of use and new pitched roof of garages to retail unit (A1). Approved, 08/10/1996.
- 4.2 The above application was commenced, through the addition of a new pitched roof. The City Council's Legal Officer has confirmed that, given that the external works were commenced within the statutory time period, that the use of the property for A1 retail has therefore been implemented. The use of the site is therefore Class A1.

5.0 STATUTORY CONSULTATIONS:

- 5.1 None, due to the minor nature of the proposal.

6.0 NON STATUTORY CONSULTATIONS:

- 6.1 Application publicised by Site Notice, 10/12/2010.
- 6.2 Highways DC – consulted 19/11/2010 – Details of cycle parking and off-street parking are required, and also a site plan to show the location of the bin store. This will form the subject of separate conditions.

7.0 PUBLIC/LOCAL RESPONSE:

- 7.1 Letters of objection received from Ward Councillor James Monaghan (Headingley). The grounds of objection are that the provision of an A2 office unit would have a cumulative and negative impact on the locality, stating that there are already too many Letting Agencies in the locality.
- 7.2 Letter of objection from the Leeds HMO Lobby. The grounds of objection are that the provision of an A2 office unit would have a cumulative and negative impact on the locality, stating that there are already too many Letting Agencies in the locality and that the use will result in increased cars in the locality and add to car parking problems in the area.

8.0 PLANNING POLICIES:

8.1 National

PPS-1 – Planning Policy Statement 1: Delivering Sustainable Development sets out the Government's overarching planning policies on the delivery of sustainable development through the planning system.

PPS-4 – Planning Policy Statement 4 - Planning for Sustainable Economic Growth sets out the Government's comprehensive policy framework for planning for sustainable economic development in urban and rural areas

8.2 Local

The development plan for the whole of the Leeds District is the Leeds Unitary Development Plan (UDP) Review (2006) and Regional and Spatial Strategy. Relevant policies in the Local Development Framework must also be taken into account. Planning proposals must be made in accordance with the development plan unless material considerations indicate otherwise.

8.3 Relevant UDP Policies:

UDP: General Policies: Policy GP5 refers to detailed planning considerations and any loss of amenity.

UDP: Highway Safety: Policy T2 seeks to ensure that development is made with no detriment to highway safety and also to ensure that adequate provision for cycle parking is provided.

9.0 MAIN ISSUES

- Loss of retail unit
- Introduction of Financial and Professional Services
- The wider locality
- Parking provision
- Representations
- Summary and recommendation

10.0 APPRAISAL

10.1 The applicant has indicated that there has been no interest in recent years in taking up this unit for retail purposes. The unit is not in a defined centre, but the site is only a short walk to Hyde Park Corner to the North-West and the City Centre to the East. In addition there are other local shops providing a range of amenities to nearby residents a short walk away on Victoria Road. As such, the loss of this unit from retail to Financial and Professional services is not considered to offer any undue harm or detriment to the local community and is therefore, considered acceptable in principle.

10.2 Notwithstanding however, that the use of the premises appears unviable as a retail unit, the question then arises as to what viable alternatives exist for the premises. A previous scheme in 1996 sought to change this property into a Hot Food Takeaway but was refused due to the impact that such a use would have on residential amenity. The provision of Financial Services however, is considered far less harmful in amenity terms as the use operates only during standard office hours and is such as to offer no significant disturbance to local residents. It is considered therefore, that the proposed use is acceptable, resulting in no undue impact on

neighbouring properties. A condition restricting the hours of use of the premises is however considered expedient in the interests of residential amenity.

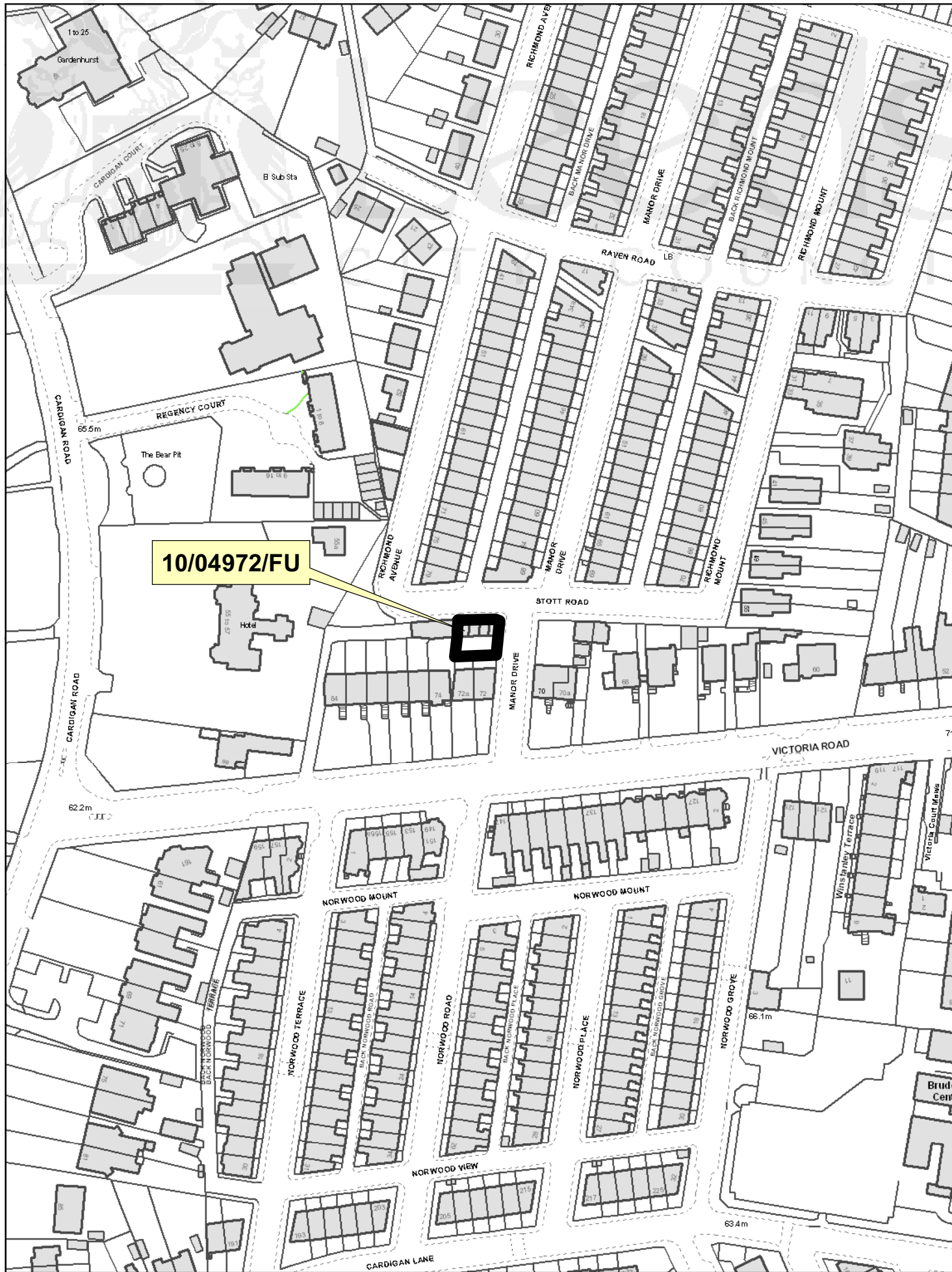
- 10.3 It is acknowledged that a large number of Letting Agencies exist in the Hyde Park/Woodhouse area. Planning Policies however, do not exist to curtail a particular form of business use in the wider setting, being instead aimed at ensuring a fair mix of uses within a clearly defined location such a parade of shops. It is not therefore, possible to sustain an argument that too many of a particular type of business exist in the wider setting, as this is a matter which in this location is predominantly controlled by market forces. The change of use of this isolated retail unit is considered acceptable due to there being a range of services and amenities close by, with the nearest retail shop only metres away and a small parade of other commercial premises and shops at the bottom of the hill at the junction with Victoria Road.
- 10.4 The Highways Officer has commented that the proposal is acceptable in Highways terms, as the location is well-served by public transport with the business use being such as to attract mainly pedestrians or users of public transport. A condition is required for the provision of lockable cycle storage, in line with sustainable transport aims.
- 10.5 Two letters of objection, including one from Councillor James Monaghan, have been received. These refer to the cumulative impact that the introduction of such a use will have in an area already over-served by Letting Agencies. This application has been considered in relation to local circumstances. In this instance, the site has been in use as a Letting Agency for almost two years, as confirmed by Business Rates, which indicates that this unit may no longer be commercially viable as a shop unit. It is therefore, considered that the needs of the local community will not be adversely affected by the loss of this vacant unit. The points of representation do not therefore have sufficient material weight as to recommend refusal of the application by the Local Planning Authority in this case, as the aims of Policy GP5 will be adhered to.

11.0 CONCLUSION

- 11.1 On balance, the continued use of this property to a Letting Agency is considered acceptable as it will see the continued occupation of the site in a locality where it would otherwise remain vacant, with no undue impact on the immediate locality. Bringing a vacant unit back into viable use is in fact seen as a positive step, which will not only enhance the streetscene but also improve the overall vitality of the area, as the unit is otherwise likely to fall further into disrepair. Given therefore, the isolated position of this unit in what is predominantly a residential location and given also that other shops exist only a short distance away, the proposal is therefore considered positive and beneficial. Members are therefore recommended to approve the scheme, subject to the conditions specified.

Background Papers:

Application file 10/04972/FU:



10/04972/FU

WEST PLANS PANEL

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Originator: Nigel Wren

Tel: 0113 3950324

Report of the Chief Planning Officer

PLANS PANEL WEST

Date: 6th January 2011

Subject: POSITION STATEMENT

LITTLE LONDON REGENERATION PROGRAMME - EIGHT APPLICATIONS COMPRISING OF TWO RESERVED MATTER APPLICATIONS FOR RESIDENTIAL DEVELOPMENT (113 UNITS) AT CARLTON GATE AND A MIXED USE SCHEME FOR SEVEN RETAIL UNITS, ONE COMMUNITY CENTRE AND RESIDENTIAL DEVELOPMENT (12 UNITS) AT OATLAND LANE. SIX FULL PLANNING APPLICATIONS INVOLVING THE REFURBISHMENT OF DWELLING HOUSES AND FLATS, NEW BOUNDARY WALLS, ALLEY GATES AND LANDSCAPING RELATING TO VARIOUS NEIGHBOURHOOD AREAS.

APPLICANT

Keepmoat Limited

DATE VALID

29th November 2010

TARGET DATE

17th February, 28th February & 17th February 2011 respectively.

Electoral Wards Affected:
Hyde Park & Woodhouse

Y

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

1. Carlton Gate - 10/05212/RM
2. Oatland Lane - 10/05213/RM
(Community Hub)
3. Carltons 1 10/05208/FU
4. Carltons 2 10/05209/FU
5. Lovell Park 10/05210/FU
6. Servias 10/05221/FU
7. Oatlands 1 10/05228/FU
8. Oatlands 2 10/05226/FU

RECOMMENDATION

These applications are brought to Plans Panel as a position statement to update Members on the progress of the applications and also in order for Members to provide their views on the following matters:

- 1. Design, layout, scale and impact upon the amenity of the proposed new development.**
- 2. The proposed treatment of the refurbishment dwellings and flats as well and environmental improvements including landscaping.**

1.0 INTRODUCTION:

- 1.1 This position statement is brought to Plans Panel to update Members on these reserved matters and full planning applications.

Members will be familiar with the Little London PFI regeneration project. This is a long standing objective of the Council to help transform this area. The aims of the project are to:-

- Deal with the regeneration of the area in a holistic manner.
- To develop sustainable communities to enable neighbourhood regeneration
- Encourage community, private and public interests to work together to deliver community regeneration to improve the diversity and quality of housing stock.
- To deliver a mix of attractive and affordable housing for family purposes (new build 125 in total and the refurbishment of 982 properties as well as other minor operations.
- To replace an existing commercial centre with an improved local centre providing retailing and community services including a new community centre and housing office.
- To improve the overall accessibility, legibility and connectivity of the area.
- To undertake a wide range of environmental improvements to ensure that greenspace is enhanced and is accessible, attractive to use and is located in the right place to ensure maximum community benefit is achieved.

- 1.2 The Little London area has been identified as a priority for regeneration. In order to tackle issues of poor economic investment, social and environmental deprivation, Leeds City Council has secured significant Public Finance Initiative (PFI) credits from central government to enable the procurement of a private sector partner to deliver comprehensive regeneration of the entire area through a PFI Housing scheme. It represents a major opportunity to make a significant investment in the sustainable improvement of one of Leeds' most deprived areas by addressing its housing stock, environment and infrastructure.

- 1.3 As part of the £160m social housing PFI project for Little London, Beeston Hill and Holbeck outline planning permission was granted on a number of developments sites

for residential development as well as a commercial centre. Specifically in regard to Little London, 4 schemes were approved following consideration at West Plans Panel meeting of the 4th September 2008. These are documented later in this report but due to the re-scoping of the project only the two sites at Carlton Gate and Oatland Lane (community hub) are now progressing.

- 1.4 Panel Members are aware that there has been some delay to the original procurement programme. The initial programme included the development of private and social housing across these sites as part of a mixed tenure approach to regeneration and to support the longer term sustainability of the PFI investment. During this period and the subsequent downturn in the economy, it is well documented that the housing market has suffered considerably and that the availability of private investment has reduced significantly. In response to this, the project has been redrawn and scaled down to take account of this market change. The scheme will now be public sector led and developed in phases.
- 1.5 The Council worked with two bidders in Competitive Dialogue under the PFI procurement between March 2009 – September 2010. The process was multi-faceted, organised through a number of work streams – Legal, Financial, Technical, Design.
- 1.6 Substantial consultation has been undertaken both by the Council and the two bidders over the dialogue period, to ensure local views can be captured and represented within the final project proposals. Ward members have received regular briefings from officers and have engaged in design workshops with the bidders. Dedicated reference groups have been formed for each of the Little London project areas – these Community Advisory Groups (CAG) have undertaken capacity building work with the Council and played a strong role in translating local concerns into the bidders' design process. They have also undertaken their own assessments of the bidders' proposals which have informed the procurement process. More general public consultation was undertaken by the bidders during the summer of 2009, the results of which were largely positive and have been recorded and responded to in final proposals.
- 1.7 A series of design workshops have taken place led by the Council's Design Champion and with input from Planning Officers to ensure the Council's planning and design policies and guidance are appropriately incorporated into the proposals. A Design Panel review, led by the Civic Architect, was undertaken in July 2009 and the Bidders presented their developing design solutions emerging from this process to Plans Panel in September 2009. Comments from this were recorded and addressed by the bidders in further design workshops with the Council through to the completion of their design proposals.
- 1.8 The process has now reached an advanced stage with final tenders received. The confirmation of the selected preferred bidder is subject to approval by government. However a pre-application submission was presented to Panel Members on the 4th November 2010 to outline latest iterations. In general terms this was positively received. This report updates Members on the latest position and provides details of advanced design solutions.
- 1.9 The whole PFI boundary is best described as eight sites, as already mentioned, two of these will contain new development and already have the benefit of outline planning consent and respective reserved matter applications are now submitted. These are also accompanied by six full applications to cover refurbishment works, environmental and minor operations in each of the neighbourhood areas which

together form the boundary of the PFI area and include the Carltons, Lovell Parks, Oatlands and Servia neighbourhoods. The works will also be supplemented by off site highway works including the introduction of two crossings along Lovell Park Road, speed restraint measures as well as traffic regulation orders.

- 1.10 As the applications are all inter connected and form part of a wider programme they are to be presented and appraised under one report. To assist Members in relating these proposed works to the site areas in question, a neighbourhood plan has been attached to this report (**Appendix A**).

2.0 SITE AND SURROUNDINGS:

2.1 General

- 2.2 The Little London area is located immediately north of Leeds City Centre. It is a housing estate comprising of approximately 2,327 households. Leeds City Council own approximately 88% of all existing dwellings. The majority of the housing stock was built between 1945 and 1979. The properties are a mixture of multi-storey housing blocks, low rise flats, maisonettes and houses. The design and layout of the area is generally poor design with limited accessibility for pedestrians and car users. Poor natural surveillance is also a feature. Whilst greenspace provision is relatively good this is often poorly laid out and under utilised.

2.3 Carlton Gate.

- 2.4 Site lies adjacent to the Clay Pit Lane on the edge of the city centre which forms the southern boundary. To the west lies Carlton Barracks and to the east Lovell Park Road. To the north lies the Carltons, a residential neighbourhood. The surrounding landscape is dominated by tower blocks interspersed with domestic scale housing, landscaping, open space and buffer planting adjacent to Clay Pit Lane. The site is an irregular shape and slopes from west to east. The site comprises of brownfield and greenfield land. This site was previously occupied by two Tower blocks and a number of maisonettes totaling 158 dwellings which have now been demolished and cleared in preparation for redevelopment.

- 2.5 The site contains one definitive Public Right of Way(32) which runs from Clay Pit Lane to Lovell Park Road and will require a diversion.

- 2.6 A scheme of 113 dwellings comprising of 68 apartments and 45 family houses are proposed on this site made up of :- 68 x 2 bedroom apartments, 10 x 2 bedroom houses, 20 x 3 bedroom houses and 15 x 4 bedroom houses.

2.7 Community Hub, Oatland Lane

- 2.8 The site is designated as the neighbourhood centre within the heart of the regeneration area close to local schools. The site area is rectangular in shape, to the north is lies retail units and a community centre, to the south lies the local housing office. These developments flank a central piece of open space which also provides a play area for small children. The site is therefore a key link to local retail and commercial facilities as well as an adjacent primary school and nursery. The existing development consists of a single storey units, which are bland and dated. A striking feature of this area is a dramatic change in levels which slopes away from Lovell Park Road to the east and severely impedes the usability and permeability of this space.

2.9 A scheme which involves the redevelopment of this area comprising of 7 retail units, a community centre, housing office and 12 x 3 bedroom apartments are proposed.

2.10 Neighbourhood Areas (6 areas)

Within the PFI boundary, six neighbourhood areas which are characterised below have been identified as areas where refurbishment works to dwellings are proposed as well as environmental works to complement the new development proposed and to provide a holistic approach to the long term regeneration of this area. These are identified as the following areas:- Servias, Carltons 1 & 2, Oatlands 1 & 2 and Lovell Parks.

3.0 RELEVANT PLANNING HISTORY:

3.1 Outline planning permission was granted for residential development on both the Carlton Gate site and the Community Hub (as well as a new district commercial centre) at the Plans Panel West meeting held on the 4th September 2008.

3.2 These are:

08/02852/LA- Outline planning for 7 retail units, 1 housing office, 1 community centre and residential development – Oatland Road.

08/02857/LA – Outline planning for residential development – Carlton Gate.

These were issued on the 19th September 2008.

3.3 Further planning applications were submitted and recently approved by Plans Panel West on the 9th September 2010 for extensions of time relating to the above sites and several applications (Section 73's) to vary or remove planning conditions relating to affordable housing, greenspace requirements, education provision, public transport provision and land contamination. The S73 applications were in response to the re-scoping of the project.

4.0 HISTORY OF NEGOTIATIONS:

4.1 Members of Plans Panel West first considered the Little London regeneration programme as part of a Planning Framework documented presented at Panel on the 14th June 2007. At this stage it was noted that the Council were currently procuring a major Housing PFI project as well as exploring development opportunities as part of the comprehensive regeneration of the Little London area.

4.2 The Little London Development Framework (LLDF) provides a planning framework to set out broad regeneration principles for the area. The framework also provides a master plan context for a more detailed development guide for both short and medium term development.

4.3 Details of the original outlines and subsequent related applications are listed above. In addition presentations were also made to Members of Plans Panel West on the 11th September 2009 and the 4th November 2010.

5.0 PUBLIC/LOCAL RESPONSE:

5.1 The applications have been advertised by way of site notices posted on the 10th December 2010.

6.0 CONSULTATIONS RESPONSES:

6.1 To date no representations have been received in connection with these applications.

7.0 PLANNING POLICIES:

7.1 Regional Spatial Strategy

YH1 Location of development.

YH8 Provision of green infrastructure.

LCR1 Leeds city region policy encouraging growth in the regeneration priority areas.

LCR2 Leeds city region policy.

H1 Provision and distribution of housing.

H2 Managing and stepping up the supply and delivery of housing.

H5 Housing mix.

7.2 Unitary Development Plan Review 2006 Policies

SA1 Securing the highest environmental quality.

SP3: New development should be concentrated within or adjoining the main urban areas and should be well served by public transport.

GP5: General planning considerations.

GP7: Planning obligations including education provision.

BD5: Consideration to be given to amenity in design of new buildings.

H4: Residential development on non-allocated sites.

H11: An appropriate proportion of affordable houses to be provided.

LD1: Criteria for landscape design.

N1: Public open space provision.

N2 and N4: Provision of green space in relation to new residential developments.

R2: Area based regeneration initiatives.

T2: Seeks to ensure that developments will not create or materially add to problems of safety, environment or efficiency on the highway network.

T24: Requires parking provision to reflect detailed guidelines.

7.3 Supplementary Planning Guidance/Documents

Little London Planning Framework.

Affordable Housing – SPG3.

Greenspace relating to new housing developments — SPG4.

Contributions for School improvements – SPG 11.

Neighbourhoods for Living – SPG13 (2003).

Public Transport Improvements and Developer Contributions – SPD August 2008.

Street Design Guide – SPD adopted.

7.4 National Planning Policy Guidance

PPS1 Delivering Sustainable Development.

PPS3 Housing.

PPS4 Planning for Sustainable Economic Growth.

PPG13 Transport.

PPG17 Planning for Open Space, Sport and Recreation.

8.0 MAIN ISSUES

1. Principle of development.
2. Design, layout, scale and appearance of development sites.
3. Neighbourhood refurbishment works and public realm improvements.
4. Impact upon residential amenity.
5. Highways and sustainability issues.
6. Landscaping and general environmental improvements.
7. Conclusion.

9.0 APPRAISAL

9.1 Principle of development

9.2 Section 38(6) of the Planning & Compulsory Purchase Act 2004, indicates that in considering planning applications the determination must be made in accordance with the development plan unless material considerations indicate otherwise.

9.3 The principle of residential and a mixed use commercial development was established when the outline planning consents were granted for the two development sites. The proposals in relation to these particular sites are considered to be compliant with PPS3 Housing in relation to the preference for using previously developed land first and PPS4 in planning for sustainable economic growth. The sites are considered to be in a sustainable location, on the edge of the City Centre.

9.4 In terms of the full applications across the six neighbourhood areas where refurbishments and environmental works are proposed, these sites lie within the urban area of Little London and are unallocated with no specific land use allocation. It is therefore considered that land or buildings within the Unitary Development Plan (Reviewed) area which are not identified by any specific policy or proposal should retain their existing uses or conform to the predominant use of the immediate area. As such it is considered that the principle of these works is acceptable and are integral to the overall regeneration strategy of this area.

10.1 Design, layout, scale and appearance of development sites

10.2 Carlton Gate

10.3 This is a key site where residential units are proposed essentially reusing brownfield land which previously housed tower blocks and maisonettes. The development on this site proposes the following mix of accommodation :- 68 x 2 bedroom apartments, 10 x 2 bedroom houses, 20 x 3 bedroom houses and 15 x 4 bedroom houses. The layout also shows provision for a further phase of housing.

10.4 The PFI proposal recognises this site as a key gateway feature linking Little London to the City Centre. The proposal aims to develop a mix of apartments and family housing designed around a high quality streetscape and spaces. The road pattern and housing layout responds, in part, to the symmetry of existing development insofar it abuts existing features to the north and west and of the site. The remaining development area contrasts with this approach and creates a new street pattern articulated by a central green space and referred to as 'The Crescent'. This central area is abutted by urban blocks which follows the alignment of this space to create a curved design solution. The development facing on to the crescent provides a strong urban edge to help create an active frontage facing on to the street and the public open space beyond.

- 10.5 The scale of the development across the site varies from 2 to 5 storeys. Taller buildings are proposed to the north east and south west of the site and seek to assist in accentuating two key gateway areas and which articulate a diagonal link across the site as well as highlighting the central area as a key visual feature. In turn this also helps respond to the scale and context of the city centre which provides the backdrop. The northern element of the development is more domestic in proportion and reflective of the grain of development in this area.
- 10.6 The buildings are expressed in a number of ways. The apartment blocks have features including over sailing roofs, corner features and balconies. Façade proportions also seek to introduce a balance between solid to void with windows positioned to retain legibility and to maximise aspect opportunities. The materials palette is simple with rich colours of brick, render and colour variations of trespa paneling proposed.
- 10.7 In terms of the dwelling houses these help create an interesting mix of development and are formed by both 2 and 3 storey units and are of a terraced and semi detached form. The roofing arrangement also seeks to introduce pitched and mono pitch solutions. The materials palette is again simple and brick, render and trespa coloured cladding are proposed. Concrete roof tiles are also shown.
- 10.8 In terms of permeability, a key pedestrian and cycling link is also proposed which runs diagonally across the site and acts as a green corridor linking into surrounding neighbourhoods and providing a logical and natural connection to the 'community hub'.
- 10.9 Where car parking is proposed, this is articulated in a number of ways.
- Firstly where it is proposed on street this is shown in demarcated bays at the back of footways.
 - Secondly, where parking is shown off street this is presented as communal parking areas and where possible overlooked by development.
 - A third measure is to provide in-curtilage parking.
- 10.10 Car parking has been allocated at 1 space per dwelling and designed in a manner to break up its visual impact by tree planting and landscaping to prevent its over dominance in the streetscene
- 10.11 The remaining part of the site to the east and south of the site are to be retained for possible future development. The immediate intention with this area is to create an informal green space.
- 10.12 Community Hub
- 10.13 This part of the scheme is seen as a key location where structural routes converge and provide access to the adjacent school, nursery, shops and services. The aim of the scheme is to help create an important landmark feature. To achieve this it is proposed that the scheme aims to rejuvenate this local neighbourhood centre to provide a diverse range of facilities for the local community and to create a quality piece of townscape.
- 10.14 The proposal is articulated as a development which consists of retail units, residential apartments, a new community centre and a refurbished amenity park and play area. There are three built elements to this scheme which together frame the existing park and provide a frontage on to Lovell Park Road and Oatland Green.

- The first is the community hub.
- The second is a detached apartment block on the hub site which fronts Oatland Green.
- The third is the community centre which sits on opposite flank of the proposed hub and is separated by an existing central piece of open space.

10.15 The road layout to the sides and rear of the hub is presented as a one way system to provide access to the hub, school, nursery and proposed apartments. The layout of the hub is articulated as a courtyard arrangement with a communal parking and service area provided to the rear of these buildings.

10.16 In terms of scale the retail units, which front Oatland Lane and Meanwood Street these are shown at a single storey. The concept of a floating roof is also introduced along the façade which overlooks the public of space. The residential block which contains 12 flats is shown at a 3 storey scale. The layout of the blocks are also framed in manner which accentuates the entrance of the school which has been redefined to form a drop off and meeting place and forms a natural extension to the neighbourhood route. Vehicular access to the school has also been modified and incorporated into this new entrance feature.

10.17 The community centre is presented as a two storey development and overlooks the public open space to the north. The design of the building is presented in a contemporary manner incorporating two monopitch roofs which back onto each other and are to be greened over to create a 'butterfly effect'. These are connected with a flat roof arrangement. The building also introduces glazing and kalwalling (which is a translucent material) as well as timber detailing. The use of these materials helps create visual interest as well as relief. The proposals also include the enhancement of the existing play park with the intention of refurbishing and extending this area to accommodate a play area designed to cater for 3 -8 year olds.

11.0 Neighbourhood refurbishment works and public realm improvements

11.1 Servias and Carltons 1 Refurbishment Proposals

11.2 Both the Servias and Carltons 1 contain similar forms of housing. A key characteristic of these areas is that they overlook the Meanwood Valley and although of a low scale, given their location on a hillside, they occupy a prominent position. Another key feature, and in common with both areas, is the fact that both these sites contain a high number of properties where the right to buy has been exercised.

11.3 The works are relatively minor in nature and limited essentially to material changes to the external appearance of the units. Essentially this is predicated by the need to introduce thermal rendered panels to improve insulation values. The proposed colours of such, although of a limited palette, are largely neutral. Other works involve re-roofing extensions and removal of bedsits. Where bedsits are removed, the adjacent properties would be made good to ensure that it reads as an end property within the courtyard. New doors and windows are also to be provided along with a bin and storage area.

11.4 Servias Public Realm Proposals

11.5 In common with Little London generally, the area suffers from an excessive and incoherent amount of access and egress points, and a confusing maze of ginnels, footpaths and left over spaces. The key objectives of the proposals are to repair the

urban grain adjacent to Cambridge Road, giving the areas of under used green spaces a clearer role, and the creation of a more distinctive landscape setting.

The refurbished public realm includes a number of key components:

- Cambridge Road greenspace;
- Habitat area;
- Servia Hill boulevard;
- Communal courtyards;
- Parking courts;
- Connecting street and paths.

11.6 It is proposed that the Cambridge Road greenspace would be reconfigured to form the northernmost section of the green route. The proposals consist of a wide new footpath / cycleway that provide a section of the green route and also the access infrastructure for any proposed development in the future. The route would be flanked by seating and planting including trees along its length. The existing wide landscape verge along Servia Hill Boulevard would be refurbished with strong avenues of trees and drifts of planting, as would the boundary with Cambridge Road. Communal courtyards would be refurbished with a perimeter path that serves each dwelling and frames a central green space, in conjunction with footpath closures. Each courtyard would be given a distinctive character through the tree and planting species used. Car parking areas would be re-organised to create parking courtyards utilising shared surfaces to create a 'home zone' character, although car parking numbers would be retained largely as existing.

11.7 Other works including alley gating and garden alignments are proposed to limit pedestrian movement. Access to courtyards has been restricted by reducing entrance points. Shared surface materials will also be introduced to assist in channeling and to create a hierarchy of movement. These proposals would concentrate pedestrian movement along fewer but more prominent routes so that the area is more 'legible'.

11.8 In summary 5 courtyards will be improved in the manner described. To complement the rationalisation of parking courts and the demolition of garaging, together with resurfacing and appropriate landscaping, will also assist in improving usability and improved community safety.

11.9 Carltons 1 Public Realm Proposals

11.10 As with the Servias, this is a neighbourhood which also suffers from over permeability. The key aim of the proposals is to create a more legible and distinctive landscape through the creation of a clear hierarchy of spaces and to provide areas of under utilised green space with a role.

The refurbished public realm includes the following components:

- Leicester Place amenity greenspace;
- Habitat area;
- Servia Hill boulevard;
- Communal courtyards;
- Parking courts;
- Connecting streets and footpaths.

- 11.11 The Leicester Place green space is to be improved would and complemented with additional landscape treatment consisting of an avenue of trees lining the road frontage. The existing car parking terrace would be removed and reconfigured to form the combined access and parking infrastructure for any future development. The existing steep bank would be terraced.
- 11.12 Servia Hill Boulevard would be refurbished with avenues of trees and strong planting to reinforce this key route. Additionally large drifts of structure planting would be located along the building line to create a buffer zone between the public street and private dwellings. Courtyards would be refurbished with distinctive planting and there would be some footpath closures to create more semi public spaces for local residents. Again it is proposed that all routes are remodeled to rationalise movement and to create better private / public definition. It is proposed that this is to be achieved by a series of alley gating measures and improvements to boundary treatments.
- 11.13 The reconfigured communal courtyard adjacent to the substation would accommodate a new central recycling facility for the community, and replaces the existing facility. Parking courtyards will be improved with shared surfaces, while overall parking numbers would be retained. Adjacent to each of the parking courts would be located a communal bin store area for dwellings without individual stores.
- 11.14 There are two main footpath /cycle ways proposed through the area, running north east to south west from Leicester Place to Servia Hill, and north to south from Carlton Hill to Servia Hill. These routes are linked with parking courts, communal courtyards and the existing play area. A new footpath linking with Leicester Place provides improved access for the community to the existing play area.
- 11.15 Traffic calming measures such as build outs into the carriageway would create streets that are more pedestrian focused. Footpaths and cycle ways would have planted landscape verges to provide a buffer between these corridors and the neighbouring residential properties.
- 11.16 Carltons 2 Refurbishment Works
- 11.17 This site is located adjacent to Carlton Gate site and to the north of the Rifleman public house. A distinguishing feature in this area is the existence of 3 tower blocks which are adjoined by medium rise housing. The aim of the proposals is to reclaim the space around the tower blocks and apartments to create private community spaces that residents can have ownership of.
- 11.18 Again, the works proposed to the buildings, in planning terms are restricted to changes to the external appearance of the maisonettes and the three tower blocks.
- 11.19 In respect of the tower blocks, the proposed changes include alterations to the external appearance of the building to include contrasting render and new windows. The aim of the works is to give the buildings an arched appearance, by adding a lighter coloured render surround to the outer rows and above the uppermost windows. The existing glazing to stairwells and landings on the main elevation would be re clad with curtain walling. The ground floor would be re clad in brickwork. The main entrance would be enhanced by a large glazed steel framed canopy.
- 11.20 The surrounding maisonette blocks are to also be uplifted in a similar style by introducing new rendered facades, windows and doors as well as new external canopies.

11.21 Carltons 2 Public Realm Proposals

- 11.22 To accompany the refurbishment of these tower blocks and maisonette units significant environmental works are also proposed.
- 11.23 The space to the base of the tower blocks would be redefined as semi private through the use of boundary treatments, rationalisation of parking and a refurbished public realm. Carlton Rise would be reconfigured to provide additional parking areas to accommodate parking from the tower blocks. The tower block community gardens would be split into two halves – a semi-private parking court and allotments area, and secure private gardens. A communal recycling store would be sited at the 'gateway' between the public street and the semi-private courtyard areas. This entrance would be the only access point into the communal areas. The secure private gardens would be accessed from the communal areas via key operated gates.
- 11.24 The existing verge along Oatland Lane would be refurbished with avenues of trees, and large drifts of planting to create a buffer zone between the public street and the private dwellings. The five apartment blocks would also have the surrounding spaces redefined to create a series of secure communal courtyards. The perimeter of each courtyard would be formalised with new boundary treatments. The community park would be refurbished to create a more formal park setting.
- 11.25 In addition to the above, parking courts are to be improved by means of access improvements, resurfacing and landscaping works. Similarly within the wider area, where medium rise housing exists, open space areas are to be improved to maximize legibility and permeability by channeling movement and by providing robust and defensible boundary treatment to create semi private gardens. These gardens are to be augmented by appropriate landscaping.
- 11.26 Parking courts serving these housing areas are to be enhanced by restricting access and combined with environmental enhancements.

11.27 Oatlands 1 Refurbishment Proposals

- 11.28 The Oatlands area consists entirely of low rise residential units which are characterised by a half brick and half tile arrangements. Another feature is that this neighbourhood also contains a high proportion of owner occupied units. The key focus of any such works is to harmonise the development insofar as it can be suitably integrated into the existing area.
- 11.29 Works in this area are limited and involve changes which are relatively minor in nature. To respond to this it is proposed that the properties will receive a render effect finish first floor frontage to replace tile hung panels in order to accommodate insulation panels. Elsewhere new external canopies are provided as well as new windows and boundary treatment works.

11.30 Oatlands 1 Public Realm Proposals

- 11.31 A key theme of all the neighborhoods within Little London is their over permeability and the confusing maze of ginnels, footpaths and left over spaces. The key aim for the refurbishment of the Oatlands 1 area is to create a more legible and distinctive landscape setting.
- 11.32 Again and in common with other neighbourhood areas, it is proposed that this will be addressed with a range of complementary interventions:

- First is the development of a through route to link this particular estate with other neighbourhoods in a coordinated manner to create better legibility and by means of a common material. This would create a key pedestrian /cycle spine through the community that existing paths and spaces would link in to.
- Second it is proposed that garden boundaries are realigned to introduce, where practical, a courtyard feel and the formation of defensible space. A number of footways would be closed through alley gating to concentrate pedestrian movement and provide secure rear gardens.

11.33 The existing verge along Meanwood Road would be upgraded to create a more distinctive landscape edge; courtyards would be refurbished in conjunction with footpath closures and parking courtyards created with shared surfaces.

11.34 Parking courts are to be improved by carrying out engineering operations to improve levels and overall accessibility. A shared material is to be introduced and works are to be completed by suitable landscaping. In addition existing verges in the area will also be landscaped and boundary treatment replaced with robust materials.

11.35 Oatlands 2 Refurbishment Works

11.36 This is the area located close to the edge of the city centre and to the east of Lovell Park Road with Clay Pit Lane to the south. The area contains 3 distinctive tower blocks. These are the subject of refurbishment works which comprises of changes to the external appearance of these towers, new windows, canopies and entrance feature. In respect of the materials rendered panels are suggested with contrasting colours used on principal elevations to introduce visual relief as well vertical stimulation. Again the intention is that the building takes on an arched appearance, with the outer and uppermost rows of panels in a light coloured render surround. Glazed curtain walling to stairwells etc would be reclad with insulated panels, and the ground floor would be reclad in facing brickwork.

11.37 The low rise properties in the area are to be subject to the same refurbishment measures described in Oatlands 1, including replacement of tile hung panels with insulated render.

11.38 Oatlands 2 Public Realm Proposals

11.39 The key objective is to create a more distinctive and legible landscape setting through a clear hierarchy of spaces, and to provide the large areas of underused green space with a role.

The refurbished public realm includes the following components:

- Oatlands Towers;
- Adventure play area;
- Habitat area;
- Lovell Park Road boulevard;
- Community courtyards;
- Parking courts;
- Streets and footpaths.

- 11.40 The space around the tower blocks would be extensively remodeled to create usable spaces for urban agriculture and semi private communal areas for residents. All communal courtyards would have space set aside for small allotments.
- 11.41 Delineation between these areas and public streets would be created through vehicular and pedestrian gateways, changes in surface treatments and boundary treatments. Each tower block would have a communal recycling area for residents located centrally within the communal areas.
- 11.42 Car parking areas would be relocated and reconfigured to create high quality parking courts. It is also proposed that the existing green space is to be also improved. The existing verge along Lovell Park Road would be refurbished with a strong avenue of trees and planting, and the existing landscape buffer along Clay Pit Lane would be augmented with new planting to improve ecological value.
- 11.43 Again, intensive and excessive over permeability is once again addressed by aiming to restructure and co-ordinate movement in this area. The common theme of introducing a neighbourhood link is also relevant here. The interventions proposed include the realignment of garden boundaries to improve and channel movement. A key theme is the formation of a courtyard arrangement with through routes designed to connect neighbourhoods and to provide a link to the community hub. This is to be delineated by means of an appropriate surface material.
- 11.44 Community courtyards would be refurbished to form a series of linked spaces to define the main pedestrian route through the area.
- 11.45 A number of footways would be closed through alley gating in order to concentrate pedestrian movement along more prominent routes as well as to provide secure rear gardens for adjacent properties.
- 11.46 Parking courts associated with the low rise housing are to be also revamped generally repeating the measures such as shared surfaces which have been used elsewhere when dealing with such areas.
- 11.47 Traffic calming such as build outs would be provided and wherever possible avenues of trees are proposed to frame the street and soften the street scene. Raised speed tables and changes in surface material would further calm the street, while vehicular gateways at the entrance to the neighbourhood would delineate the transition from the public street to the semi public community areas.
- 11.48 Environmental Improvements will also be carried out at key gateway locations by means of repaving, shrub and landscaping measures as well as the introduction of seating. Elsewhere grassed areas and embankments, verges and incidental space will also be planted. Existing tree cover will be retained in these areas and importantly this includes the corner of Oatland Drive and Oatland Gardens.

11.49 Lovell Park Refurbishment Proposals

- 11.50 The key aim for the refurbishment of this area is to create a more legible and distinctive landscape setting, rationalise existing levels and regenerate the landscape buffer to the eastern edge.
- 11.51 The character of the house types in this area is dictated by a low rise arrangement of a strong red brick palette. Proposed elevational changes in this area is limited and is essentially restricted to new front canopies and entrance doors. New windows will

also be fitted. Measures to improve boundary treatment arrangements to help be secure rear gardens are also proposed. Bin stores and external stores are also to be provided.

11.52 Lovell Park Public Realm Proposals

The refurbished public realm includes the following components:

- Lovell Park Court communal area;
- Communal courtyards;
- Parking courts;
- streets and footpaths.

11.53 The Lovell Park Court communal area would be improved to provide a semi private amenity area for residents through tree and shrub planting and a formalisation of the footpaths. The area would also include small allotments, and the area alongside North Street would be converted to use as a habitat area.

11.54 Communal courtyards would be refurbished and formalised with new boundary treatments. Each courtyard would be given a distinctive character through the planting species used. Parking courtyards would reorganised as elsewhere using shared surfaces, but retaining overall parking numbers.

11.55 Proposals seek to co-ordinate movement by developing and expanding the theme of a neighbourhood route. This is to be achieved by directing pedestrian movements to the heart of the centre and to avoid straying into the residential areas. The use of a suitable and consistent material to amplify this delineation is also advocated. The parking court at the end of Lovell Park Hill is to be made into a more pedestrian friendly area by facilitating level changes and appropriate landscaping measures.

11.56 It is proposed that the areas surrounding sheltered housing areas will be the subject of boundary treatment measures to create defensible space and ownership of such. Elsewhere landscaping and shrub planting is to be introduced.

11.57 A number of footways would be closed through alley gating in order to concentrate pedestrian movement along more prominent routes as well as to provide securer rear gardens for adjacent properties.

12.0 Impact upon residential amenity.

12.1 A full assessment of this issue is to be presented to Members at the time the applications are put forward for determination.

13.0 Highway and sustainability issues.

13.1 A full assessment of this issue is to be presented to Members at the time the applications are put forward for determination.

14.0 Landscaping and general environmental improvements.

14.1 A full assessment of this issue is to be presented to Members at the time the applications are put forward for determination

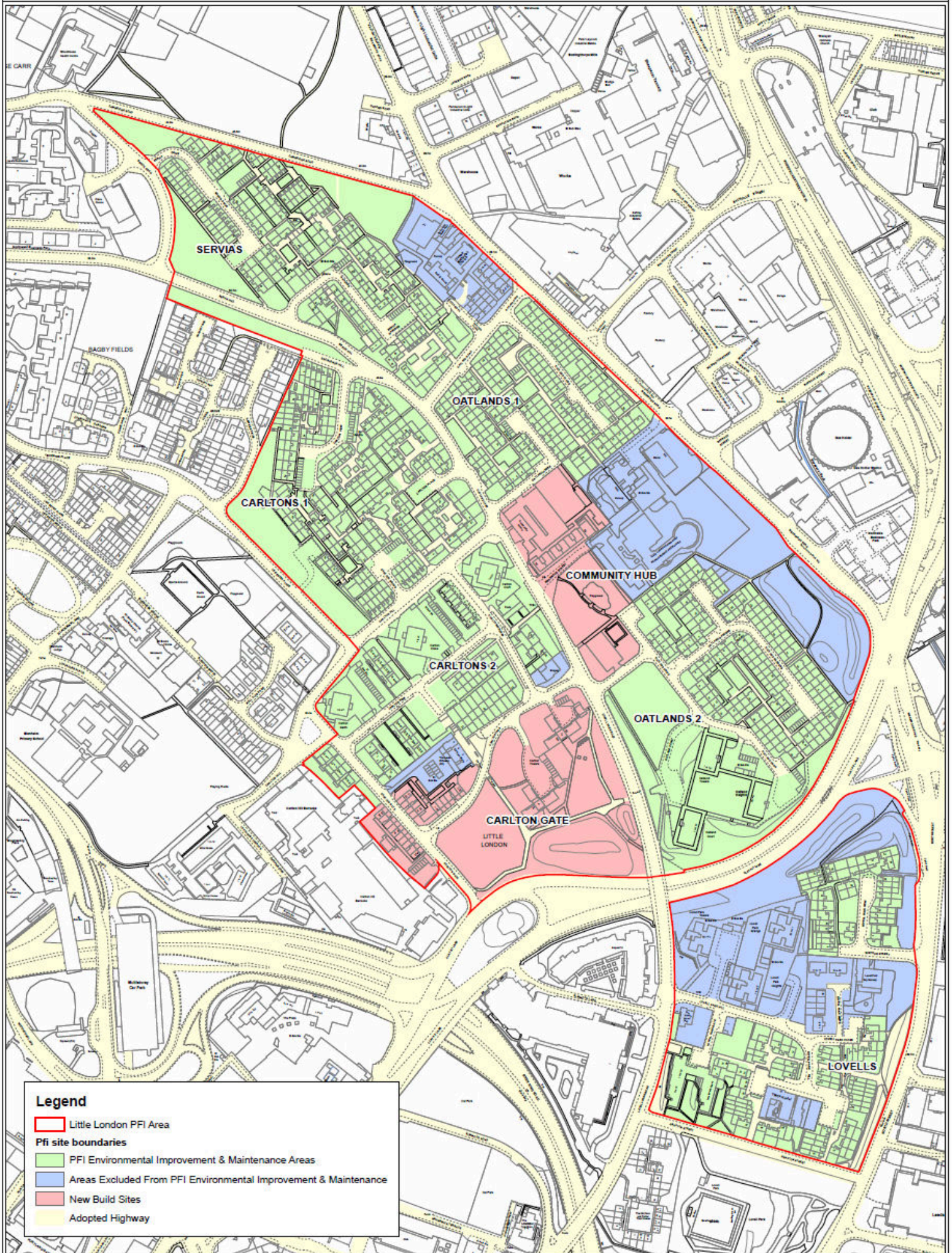
15.0 CONCLUSION

- 15.1 The Little London area is recognised in development plan terms as a regeneration area and has the benefit of an adopted development framework. The extant outline planning consents have established the principle of development for both residential development and a new district centre. In addition to this there will also be major improvements to the entire housing stock in the area and significant environmental improvements to the roads, existing and new footpaths and new and existing open spaces. The project as a whole will also deliver much improved and increased numbers of affordable housing with the two development sites geared towards the delivery of family accommodation.
- 15.2 The scheme has been worked up through a competitive dialogue process and has now reached an advanced stage. In this context, overall it is considered the urban designs and architectural solutions put forward are generally acceptable with some minor modifications. Member views are now sought on the issues raised in this report.

Background Papers:

Application and history files, see 2008 and 2010 application references at start of report.
Certificate of Ownership – certificate A & B signed for all sites.

Little London and Beeston Hill & Holbeck PFI Project



Legend

- Little London PFI Area
- Pfi site boundaries**
- PFI Environmental Improvement & Maintenance Areas
- Areas Excluded From PFI Environmental Improvement & Maintenance
- New Build Sites
- Adopted Highway

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Originator:	Peter Jorysz
Tel:	0113 247 7998

Report of the Chief Planning Officer

PLANS PANEL WEST

Date: 6th January 2011

Subject: PROGRESS REPORT; CLARIANT SITE, CALVERLEY LANE, HORSFORTH – REDEVELOPMENT FOR UP TO 400 DWELLINGS, WITH ANCILLARY SHOP, RETENTION OF SPORTS GROUND WITH SPORTS PAVILION/COMMUNITY CENTRE, ALLOTMENTS, OPEN SPACE AND OFF-SITE HIGHWAY WORKS.

APPLICANT	DATE VALID	TARGET DATE
Harrow Estates	13/9/10	31/3/2011

<p>Electoral Wards Affected: Horsforth and Calverley and Farsley</p> <p><input type="checkbox"/> Yes Ward Members consulted (referred to in report)</p>
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<p>Specific Implications For:</p> <p>Equality and Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input type="checkbox"/></p>
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RECOMMENDATION: Members are requested to note the progress report below and are invited to comment on the main issues.

1.0 INTRODUCTION:

- 1.1 The purpose of this report is to inform Panel of Harrow Estates and Horsforth Riverside LLP's proposals for the Clariant and Riverside Mills sites, contained within two concurrent outline planning applications.
- 1.2 The two sites are adjoining, but in different ownerships. The two outline applications are separate, but the proposals are linked and presented in such a way that development would be integrated.
- 1.3 The schemes collectively comprise a primarily residential proposal, with up to 550 dwellings over the two sites, along with supporting ancillary uses, services and open space.

1.4 A pre-application presentation was made to Panel on 18th February 2010 and this Progress report follows the formal submission of the two outline applications in September this year. Revised Planning Performance Agreements for both sites commit to submitting a progress report to Panel on 6th January 2011 and final determination during March 2011.

2.0 PROPOSAL:

2.1 The Clariant proposal takes the form of an outline application, with access only determined at outline stage. The description of development comprises residential development (up to 400 dwellings), with associated public open space, parking, landscaping, ancillary retail unit, allotments and retention of sports ground with pavilion and off-site highway works.

2.2 Current means of access to the site comprises a primary access off Calverley Lane and secondary access off Low Hall Road. The applicant has recently revised the application and is now proposing:

- retention of the Calverley Lane South junction with the Ring Road as existing with pedestrian improvements,
- a one way system on Calverley Lane North with a new footway following adoption,
- improvements to both Horsforth and Rodley roundabouts,
- extension of the footway on the Ring Road between Calverley Lane South and Rodley roundabout,
- controlled pedestrian crossing on A65 at Horsforth roundabout and uncontrolled crossing on the Ring Road in the vicinity of the junction with Calverley Lane South.

Access onto the primary road network is discussed in section 10 of this report.

2.3 The application is accompanied by a Concept Masterplan. The applicant has agreed that it is reasonable and acceptable to impose a condition on any planning permission requiring that future reserved matters would be in accordance with that Concept Masterplan.

2.4 The Concept Masterplan seeks to ensure that development will comprise:

- 2 and 3 storey family housing with the highest development in the centre of the site with lower development on the edges,
- densities varying from minimum 25-35 dwellings per hectare (dph) and maximum 36-45 dwellings per hectare (dph),
- primary access retained off Calverley Lane (with access through to the Riverside Mills site) and secondary access off Low Lane,
- retention of sports field/pavilion, provision of areas of open space within the Clariant site (and adjoining the riverside).

2.5 An Illustrative layout has also been provided to give an impression of how the Masterplan may be interpreted at reserved matters stage and what a final layout may look like.

- 2.6 The Clariant illustrative layout shows a development with primary access of Calverley Lane and secondary access off Low Hall Road. A number of areas of open space are contained within the site and adjoining the river with structural landscaping on a number of boundaries. An access through to the Riverside Mill site is shown. On the east side of Calverley Lane the sports centre is shown retained in joint sport and community use, with an area of allotments provided.
- 2.7 A draft S106 agreement has also been submitted with the application. This proposes the following elements:
- 25% affordable housing.
 - A number of formal/informal play areas.
 - Off-site highways works listed in para 2.2.
 - A new bus service from the site to Horsforth Train Station (linking to the A65 Quality Bus Initiative) via Calverley Lane North and local schools. This would operate every 30 minutes between 7am and 10pm, seven days a week (bar Christmas Day).
 - Provision of free Metrocards to 60% of households to encourage sustainable travel.
 - Contribution to primary education provision in the locality of £2,972 per dwelling.
 - Retention of the sports and recreation centre and pavilion for community use.
 - Sufficient public open space on site to satisfy UDP requirements including children's play areas.
 - Provision of allotments on site.
 - Provision of ancillary retail unit on site comprising 100-150 sq m.
 - Contribution of £50,000 towards footpath/cycle path link improvements to the south east of the site.

2.8 The applicant's covering letter states that:

"The submitted draft S106 provides for planning obligations in line with discussions and the requirements of national and local policy. It has been raised through consultation events with members that they may wish to see wider highway improvements in the vicinity of the site. In this context Harrow Estates would be willing to discuss an appropriate re-distribution of the planning obligation package."

3.0 SITE AND SURROUNDINGS:

3.1 The Clariant site comprises a former chemical production/treatment works (c 12.5 ha) located on the west side of Calverley Lane, Horsforth. It was purchased in the 1940's by Sandoz with production commencing in the 1950's. It contains a large number (18) post-war industrial buildings on site. Half of these are 2-3 storeys, with the remaining mostly 4 storeys with a large main office building comprising 4-5 storeys. It is considered that the site comprises a B2 (General Industrial) site, with ancillary B1 (office) and B8 (storage and distribution) elements. On the east side of Calverley Lane lies a Sports and Recreation Ground comprising 2.8ha, including a single storey sports pavilion.

- 3.2 The Clariant site has been slowly rundown since 2006; by 2009 only 50% of the buildings were utilised and the site closed completely in 2010 when Clariant rationalised their UK operations. Harrow subsequently purchased the site in 2010.
- 3.3 Both Clariant and Riverside Mills sites are currently accessed from the Ring Road (A6110) at Calverley Lane South and Calverley Lane North (between the Horsforth and Rodley roundabouts). A 7.5 ton weight restriction applies on Calverley Lane North.
- 3.4 The site is surrounded by areas of green belt (comprising open fields and mature vegetation), the River Aire, Leeds & Liverpool Canal and a railway line.

4.0 RELEVANT PLANNING HISTORY:

4.1 Relevant planning history comprises the following.

a) Outline planning application for demolition and residential development of the adjoining Riverside Mills site (27/181/02/OT). This was withdrawn on the basis that officers were to recommend refusal. The officer considered that residential development was to be resisted given the location, nature of the area, surrounding uses and access arrangements. It was considered that the site failed to meet government guidance and UDP policy in terms of suitable locations for new residential development.

b) Outline planning application for a mixed residential/office development (c 140 dwellings and 4,645 sq m offices) on the Riverside Mills site in 2006 (27/211/05/OT). This was subsequently considered at Public Inquiry and the appeal dismissed by the Inspector in January 2007 on the grounds that:

- a) the site was not well served by public transport and was not in a demonstrably sustainable location,
- b) various highway improvements including a signalised junction at Calverley Lane South/ring road were considered prejudicial to highway safety.

5.0 HISTORY OF NEGOTIATIONS:

5.1 Subsequent to the closure of the Clariant site the local planning authority were approached by Harrow Estates in August 2009 and Horsforth Riverside LLP regarding Riverside Mills in December 2009. Pre-application discussions focussed around potential uses, highways impacts and sustainability issues. A number of technical meetings were held with officers and also with Horsforth and Calverley ward members. A pre-application presentation was made to Panel on 18th February 2010. Members requested officers to assess issues further in particular sustainability of the site and impact on the Ring Road.

5.3 Subsequent to the pre-application presentation officers have been in ongoing discussions with the applicant's team to address issues of:

- sustainability as impacted by the proposed bus service,
- sustainability as impacted by pedestrian connectivity,
- sustainability as impacted by facilities on site,
- sustainability as impacted by building standards,
- sustainability as impacted by education provision,

- impact on the Ring Road and potential improvements to Horsforth and Rodley Roundabouts,
- alternative approaches to the junction of Calverley Lane South and the Ring Road,
- alternative approaches to the use of Calverley Lane North and the junction with the Ring Road,
- progression of an agreed Concept Masterplan,
- progression of S106 Heads of Terms.

5.4 A number of significant elements have progressed since submission of the application and the Panel pre-application presentation, particularly in relation to assessing highways impacts, although some significant areas remain to be agreed, in particular in relation to the sustainability package. These issues are covered in the Appraisal section.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 Public exhibitions were initially held at pre-application stage at Calverley Library (30th November 2009), Horsforth Library (2nd December 2009), Calverley Lane Sports Pavilion (24th February 2010), Horsforth St Margaret's Lower Hall (25th February 2010) and Calverley CoE School (25th February 2010).

6.2 Subsequent to submission public meetings were held in Horsforth (St Margaret's Lower Hall) on 22nd October 2010 and in Calverley (Calverley CoE School) on 29th November 2010.

6.3 The application was advertised by site notice dated 24th September 2010. A total of 96 representations have been received (20th December 2010); although not all addresses are identified, the majority are from Horsforth residents and only two from Calverley residents.

6.4 One representation of support has been received commenting that to avoid dereliction/vandalism the site should be developed asap; residential development is the most appropriate use for this site, density, amenity space and landscape is commendable in keeping with semi-rural character of the surroundings. Ring Road coped with Clariant workforce and surrounding vehicles and should not be unduly affected by the development. Local school building programme should follow additional housing.

6.5 Three partial support/objection letters have been received on the grounds that:

- Development welcomed but numbers excessive.
- Providing housing for 550 laudable and ensure site does not fall further into disrepair but needs to plan for and factor in infrastructure.
- In favour of proposals subject to residents of Calverley Lane North having access through bus gate, money for educational requirements ring-fenced and monies be earmarked for larger scale works to the ring road.
- Negative impact on ring road otherwise good to see a brownfield site rather than greenfield site being developed.

6.6 85 Objectors have written 92 letters and e-mails of objection (as at 20th Dec) regarding the Clariant application on the following grounds:

- Highway network (in particular A6120 and A65) inadequate, knock on effects on Broadway and other roads.
- Negative impact on physical condition of highway network.

- Unacceptable without a traffic management scheme for the A6120/A65 roundabout.
- Ring Road gridlocked at peak times with queues up to Owlcotes.
- Ring Road needs to be dual carriageway.
- Traffic lights needed at Calverley Lane South but will cause more queues.
- Not just main roads affected but secondary roads e.g. to Newlathes School.
- Recent accidents on A6120 cause horrendous traffic problems, proposals will result in increased accidents.
- Current traffic levels below pre-recession peak.
- Impact on Horsforth roundabout would be chaotic.
- Serious work would need to be done to Calverley roundabout.
- Traffic flows Carr Road to Greengates and Rodley at roundabout will inflate problems.
- Proposal will result in little improvement to road infrastructure.
- Tax payers shouldn't have to consider changes to roads without net benefits.
- Proposal will result in increased accidents.
- Left out only lane will result in congestion at Horsforth roundabout.
- Impact of the Kirkstall Forge development on top.
- Nil detriment argument is nonsense.
- Need a park and ride facility.
- Parking difficult on Town Street, Horsforth.
- Uncontrolled pedestrian crossings would interrupt traffic flows, obstruct traffic and be unsafe. Footbridges or underpasses required for Ring Road.
- No pedestrian footpaths exist.
- Calverley Lane North too narrow for buses. Small buses cannot provide sufficient capacity.
- Closing Calverley Lane North will result in residents having to travel full length of ring road resulting in inconvenience and congestion.
- Needs to be another access off the estate e.g. Knott Lane.
- Public Transport disjointed and feeder bus does not provide full transport access.
- Impact on overstretched local services generally in particular schools, healthcare, doctors, dentists, midwifery, police, libraries and supermarkets.
- Transport additions not sufficient or sustainable, will become a dormitory annex.
- Concern re long-term viability of bus service.
- Horsforth supermarket parking at capacity at many times of day.
- Possible 3900 pupil places and three schools required, unlikely given government cuts.
- Current infrequent ring road bus service and no rail link.
- Development will not allow those from outside the town to get places at local schools.
- Loss of employment land will impair economic recovery.
- Horsforth needs science and small scale industrial/manufacturing units.
- Plans show little greenspace.
- Impact of additional traffic on existing businesses.
- Train Station at site would reduce impact.
- Not convenient for local shops, people will be obliged to use the car.
- Walking to Horsforth/Rodley not realistic.
- Site has opportunities to offer an almost traffic free cycle route to Leeds centre.
- One retail unit on site will not be enough.
- No housing need given unsold properties.
- Where's the demand, given that first time buyers experiencing difficulty?
- Horsforth does not need 2/3 bed properties, lack of 4/5 bed properties.
- Possible impact on bats, deer, conservation area.
- As people move in, wildlife will move out.
- Area unsafe as adjacent to council tip.
- Loss of tranquil area with noise and disturbance from construction and after build.

- Proposals would cause noise, disturbance, odour, pollution.
- Proposals would spoil landscape and character of area.
- Development does not create a sense of place contrary to PPS1 and PPG13, but is generic; should be bespoke recognising opportunities.
- Want to preserve, not destroy Horsforth.
- Overpopulation of Menston, Guiseley and Horsforth.
- Impact on green belt in the locality.
- Site should go back to nature and be developed for walks, wild flowers meadows, play areas, picnic areas and allotments.
- Calverley Lane North bus gate would make life difficult for vehicles accessing the Pick Your Own business and dangerous for pedestrians, potential conflict between agricultural traffic and the bus. Could seriously impact the business.
- A65 roundabout bus stop relocation will be inconvenient.
- Negative impact on Ring Road otherwise good to see a brownfield site rather than greenfield site being developed.
- Even if stone, not possible to fit/out of place with area.
- Development needs to satisfy water demand and may require larger diameter mains.
- Site may be prone to flooding.
- Contamination mitigation required.
- Size of allotments paltry, plenty of POS in locality.
- Application does not seem to differ in any positive way from the previous refusal.

6.7 Objections have also been received from Horsforth ward members Christopher Townsley, Brian Cleasby and Andrew Barker on the grounds that:

- the proposal is not sustainable due to isolation from services in Horsforth,
- the site should be retained as employment land,
- detrimental impact of traffic on the Ring Road, roundabouts, and on-street parking in Horsforth,
- adding to oversubscribed education problems.

6.8 Two letters have been sent from Calverley ward members, Andrew Carter and Joseph Marjoram (the second objecting) on the basis:

- too many dwellings,
- want to ensure family dwellings only,
- situation on the ring road must be improved not just status quo,
- situation where people in village would be further away from Calverley schools than the new estate unacceptable,
- Rodley roundabout needs traffic lighted pedestrian safety measures,
- must preserve green corridor along river front, recreation ground should be preserved and Council owned picnic site should be enhanced,
- proposals remain unsustainable.

6.9 Objections have also been received from the local MP Stuart Andrew on the grounds that:

- site already isolated and difficult to make sustainable,
- will make situation worse for local services, already issues with primary schools,
- feeder bus may be rarely used,
- additional traffic on ring road. Modest proposal will do little to cope with additional traffic. Existing terrible situation will be made worse,
- not appropriate to compare residential and commercial traffic,
- previous application rejected at appeal as not sustainable,
- loss of employment land.

6.10 Objections have also been received from Horsforth Town Council on the grounds that:

- site inappropriate and unsustainable,
- removal of employment land detrimental to economic growth,
- will exacerbate problems on the Ring Road,
- safety issues for pedestrians with uncontrolled crossings,
- Calverley Lane North unsuitable for buses,
- possible loss of TPO trees and impact on wildlife/protected species,
- cumulative impact on infrastructure e.g. leisure, open spaces, schools, parking, public transport and roads.

6.11 Horsforth Civic Society also object on the basis that Horsforth hugely pressured by housebuilding resulting in problems with A65 and Horsforth roundabouts. Cumulative impact on local infrastructure such as schools, health care, parking, retail facilities. People will drive. Loss of business site and reduction in local jobs.

6.12 Leeds Civic Trust also object on the basis that:

- the location is unsustainable,
- thin end of the wedge for other "fill-in" areas,
- public transport will be difficult to achieve, situation could be eased with a railway station on site,
- if approved developer should fund improvements to whole stretch between the two roundabouts,
- loss of employment land.

7.0 CONSULTATIONS RESPONSES:

STATUTORY CONSULTEES

HSE: Objection on basis of risk of harm to people at the proposed development.

BRITISH WATERWAYS: No objection, subject to a S106 including upgrade and maintenance of the Leeds and Liverpool canal tow path.

YORKSHIRE WATER: Proposed layout unacceptable due to line of existing sewers. However if planning permission granted conditions recommended.

ENVIRONMENT AGENCY: No objection subject to conditions.

NETWORK RAIL: No objection, advice pertinent to reserved matters and construction.

SPORT ENGLAND: No objection, subject to the S106 including a Community Use Agreement and Maintenance and Management Plan.

NATURAL ENGLAND: No objection subject to habitat enhancement, SUDS and use of green wall/roof technology and sustainable building techniques.

WEST YORKSHIRE ARCHAEOLOGY SERVICE: No objection.

NON-STATUTORY CONSULTEES

POLICY: No objection as follows:

Land-use- Residential considered to be the preferred land-use given location of site distant from motorway network, that prospect of comprehensive employment development is remote and that office use would be contrary to PPS4.

Housing Land Supply - Housing would assist the Council in prioritising the regeneration of brownfield sites and resisting greenfield/green belt release. The site will contribute to meeting the Council's interim housing target of 11,300 units by 2016.

Sustainability - The joint development of the Clariant/Riverside Mills site provides the critical mass to potentially address sustainability issues.

Landscape - The clearance of the buildings and replacement with domestic properties will improve views across the valley and enhance the riverside setting.

Employment Land Supply- There is a short term 5 year surplus, and 15-23 years supply. There is sufficient employment land in the current UDP period, but likely to be a medium/long term deficit in the LDF period.

HIGHWAYS: Concerns raised as follows:

Pre-application discussion - Issues relating to the fallback position, off-site highway works, proposed bus service and relocated bus stops were not agreed at pre-app stage.

Accessibility - Site is isolated and opportunities for accessing by means other than the private car are limited. A package of accessibility measures is proposed and supported. However:

“whether they move the site from an inaccessible one to an accessible one is a matter of judgement.”

A 15 minute only service suggests the site will always suffer from over-reliance on the private car.

Travel Plan – Support Travelwise comments, Travel Plan not acceptable as submitted, further work required.

Calverley Lane South - Highways consider that use of the existing access is acceptable in principle, but subject to the receipt of revised modelling assessment including impact on queuing on Calverley Lane South.

Horsforth/Rodley roundabouts- Proposals supported.

Calverley Lane North- Proposal acceptable in principle, subject to consideration of detail and the successful completion of the adoption process.

Transport Assessment – Based on VISSIM model which has not been provided to the Council. Areas of TA not agreed in particular conclusions on “nil detriment,” accessibility of bus services, details of bus service to schools, location of bus stops, elements of the Road Safety Audit.

Conclusion – The application cannot be supported as originally submitted however, discussions are ongoing to resolve outstanding matters.

TRAVELWISE: Objection. The original submitted draft Travel Plan not acceptable. A full Travel Plan is required with additional information and included with the S106 agreement. Clarification of certain matters required. Further details of measures/actions required. Baseline info to be agreed. Further to additional information from the developer Travelwise have confirmed that outstanding information is still required.

TRANSPORT PLANNING:

Transport Strategy – Concerns regarding the detail of Rodley roundabout crossing and new footway as proposed, lack of right turn for cyclists at Calverley Lane South, need to improve position for cyclists on Horsforth roundabout, revisions to off-site highway works drawings, provision of a cycle-path from the site to the towpath and improvements to the towpath itself. Discussions ongoing.

NGT Planning Coordinator – No objection, subject to provision of a satisfactory bus service to/from the site. 10 year funding period significant but 30 minute service not compliant with SPD policy which suggests 15 min service. Public Transport package should also consider works to Rodley and Horsforth roundabouts as these cause significant delays to buses. S106's need to be linked to ensure bus service running from first occupation. Concludes that the proposals do not go far enough in terms of service provision and mitigation measures.

METRO: Objection. The principle, of a bus service is agreed. However the developers proposed bus service does not meet SPD criteria. No termination points/highway works have been discussed or agreed. Long-term viability of bus service uncertain. Bus route up Calverley Lane North supported. Ring Road bus stops will need relocating. Robust Travel Plan essential.

EDUCATION: No objection subject to S106 contributions. Primary schools in the locality oversubscribed and secondary schools likely to be oversubscribed between

2015/2021 (depending on means of assessment). Accordingly a full commuted sum will be required to provide additional primary and secondary places.

AFFORDABLE HOUSING: No objection subject to S106 that contains 30% provision, split 50/50 social rent and submarket (pro-rata and pepper potted across the site).

AFFORDABLE HOUSING POLICY: No objection subject to S106 that contains 30% provision, split 50/50 social rent and submarket (pro-rata and pepper-potted across the site).

DESIGN: Illustrative plan loosely follows pre-application discussion although elements of the Masterplan drawing do not represent what was previously agreed, in particular in relation to amount of 3 storey development and higher density towards Calverley Lane. Overall schemes are progressing with promising concepts-suitable solutions likely to emerge.

CONSERVATION: No objection, comments made to be addressed at reserved matters stage.

LANDSCAPE: No objection subject to condition and a S106 to contain a Landscape Management Document and details of a riverside footpath. Scheme largely follows pre-application submissions and proposal will have significantly less landscape impact than the existing works. Recommends further clarity in the Landscape Masterplan via a workshop.

NATURE CONSERVATION: Bat Report acceptable but more information required. More informal space should be included along with biodiversity enhancements.

PUBLIC RIGHTS OF WAY: No objection.

CONTAMINATION: No objection, subject to conditions.

ENVIRONMENTAL HEALTH: No objection subject to conditions.

MAINS DRAINAGE: No objection subject to conditions.

STREETSCENE SERVICES: No objection.

8.0 PLANNING POLICIES:

Leeds UDP Review (2006)

- 8.1 The site comprises land outside the main urban area but inset within the green belt in the adopted Leeds UDP Review (2006). No specific allocations or designations affect the site (with the exception of the recreation ground which is a protected playing pitch under Policy N6). Relevant policies comprise:
- 8.2 GP7: Where development not otherwise acceptable and a condition not effective, a S106 will be necessary.
GP11: Development must meet sustainable design principles.
GP12: Major applications must include a Sustainability Assessment.
N2/4: Residential development will be required to provide on or off-site greenspace.
N24: Where development abuts the green belt assimilation into the landscape must be achieved.

N29: Sites of archaeological importance will be preserved and appropriate investigation required.

N32: Land shown on Proposals Map as Green Belt.

N38B: Flood Risk Assessment in certain circumstances.

N51: Development, including landscaping should enhance existing wildlife habitats.

H3: Housing Land Release (inc. Phase 2 to 2010-2012).

H4: states: “Residential development on sites not identified for that purpose in the UDP but which lie within the main and smaller urban areas as defined on the proposals map, or are otherwise in a demonstrably sustainable location, will be permitted provided the proposed development is acceptable in sequential terms, is clearly within the capacity of existing and proposed infrastructure, and complies with all other relevant policies of the UDP.”

H11: Council will negotiate for appropriate affordable housing.

T2: New development should be capable of being served adequately by:

- existing or programmed highways or improvements to the highway network,
- public transport,
- cycling,
- convenient walking distance to local facilities.

T2B/C: All planning applications of significant traffic generation must be accompanied by a Transport Assessment and Travel Plan.

T2D: where public transport accessibility is unacceptable the local planning authority will expect developer contributions to either link to public transport, provide additional capacity on the network, improve public transport entry points or support service improvements.

T5: Satisfactory safe and secure access for cyclists and pedestrians.

T9: Effective public transport service encouraged and supported.

E7: Non-employment use will not be permitted unless:

- site is not reserved for employment use,
- sufficient alternative sites district wide/in locality,
- no resultant environmental, amenity or traffic problems.

S6: Support given to convenience good retailing in areas where residential have poor access to facilities.

LT6: Leisure potential of waterways corridor will be recognised.

LT6B: LCC will seek to secure footpath access to the River Aire and canal system.

ARC 6: Archaeology preservation by record by condition or S106.

GB24: Allotment gardens will normally be permitted in the green belt.

8.3 On the 6 July 2010, the Secretary of State for Communities announced the revocation of all Regional Strategies which would leave the Leeds Unitary Development Plan Review (2006) as the sole, statutory Development Plan. Although the High Court has recently ruled that the Secretary of State’s decision to revoke the Regional Spatial Strategies was unlawful, this is being challenged. The coalition government has also confirmed that it will be introducing the Localism Bill to Parliament, which will remove Regional Strategies through the parliamentary process. In this context, pending determination of the current challenge, Panel will need to consider whether the existence of the challenge and the basis of it affects the significance and weight given to the Secretary of State’s statements and Chief Planners letter.

PPS1 “Delivering Sustainable Development” 2005

8.4 Para 3 states that sustainable development is a core principle underlying the planning system. Para 18/19 states that planning should seek to “improve” and “enhance” the local environment. Para 27 states that planning authorities should

improve access to jobs, health, education, shops, leisure and community facilities and open space by foot, cycle or car to reduce reliance on car. Para 27 also states that planning authorities should promote the more efficient use of land through higher density development and bring vacant and underused land back into beneficial use.

PPG2 “Green Belts” 1995

- 8.5 Contains green belt policy which seeks to ensure, amongst other things, that visual amenities of the green belt are not compromised by development inside or outside the green belt.

PPS3 “Housing” 2010

- 8.6 Para 40 states the key objective of making the best use of previously developed land. Para 57 states that the supply of housing land should be managed so that a 5 year supply of deliverable sites is maintained. Para 69 states that local planning authorities should have regard to:

- achieving high quality housing,
- good mix of housing,
- suitability of site given environmental sustainability,
- using land effectively and efficiently ensuring development in line with planning for housing objectives.

PPG13 “Transport” 2006

- 8.7 Para 4 states key objectives as promoting more sustainable transport choices, promoting accessibility to jobs, shopping, leisure and other service by public transport and reducing need to travel by car. Para 74 states local planning authorities should identify routes for bus improvements and potential for improved transport interchange, and negotiate improvements in public transport provision. Para 76 and 79 state the importance of promoting walking and cycling as a prime means of access. Para 91 states that the acceptability of a Travel Plan will depend on the extent to which it materially affects the acceptability of development.

PPG17 “Planning for Open Space, Sport and Recreation” 2006

- 8.8 Para 18 states that local authorities should seek opportunities for improving the value of existing facilities and encourage better accessibility.

Adopted SPD “Public Transport Improvements and Developer Contributions” 2008

- 8.9 Para 4.3.15 states that the minimum level of accessibility to public transport should be 400m to a bus stop, offering a 15 minute (or better) service to a major public transport interchange, normally Leeds city centre, between 7am and 6pm, with a 30 min service up to 11pm and at weekends. Para 4.3.16. confirms that in locations where public transport accessibility is not acceptable, the developer is expected to establish and fund the measures required to make the site accessible.

Adopted SPG3 “Affordable Housing Policy Guidance Note Annex” 2007

- 8.10 In updating the original SPG from 2003 this required affordable housing of 25% in the outer suburbs.

Adopted Interim Housing Policy 2008

- 8.11 Introduced in 2008 this now requires 30% in the outer suburbs in accordance with the latest Strategic Housing Needs Assessment 2007.

Adopted SPG4 “Greenspace relating to new housing development” 1998

- 8.12 Para 1.6.6. states that for outline schemes of over 50 dwellings provision of greenspace in accordance with UDP policy N2 will normally be required on-site.

Draft SPD “Travel Plans” 2007

- 8.13 Para 4.23 confirms that any applications comprising more than 50 dwellings will require a Travel Plan. Table 2 lists essential components of any Travel Plan . Table 6 lists the process for speculative outline applications.

9.0 MAIN ISSUES

1. Principle of Residential development
 - a) Housing Need
 - b) Loss of Employment Land
2. Sustainability
3. Environmental Impact
4. Highways
5. Public Transport and Travel Plan Issues
6. Affordable Housing
7. Education
8. Walking/Cycling
9. Draft S106
10. Green Belt
11. Design and Landscaping (Masterplan)

10.0 APPRAISAL

1. PRINCIPLE OF RESIDENTIAL DEVELOPMENT

- 10.1 The land lies outside the main urban area, but inset within the green belt (with the exception of the sport and recreation ground which is to be retained). The principle of residential development can be considered under adopted Leeds UDP (2006) policy H4. This states that development on unidentified sites within the urban areas, or in demonstrably sustainable locations, will be permitted for residential development provided that development is acceptable in sequential terms and is within the capacity of infrastructure.
- 10.2 This site lies outside the main urban area and hence the first key issue in terms of UDP Policy H4 is whether it lies in a demonstrably sustainable location, or could be made to be a demonstrably sustainable location. The previous Inspector’s decision on an appeal at Riverside Mills concluded that the Riverside Mills site was not well served or capable of being well served by public transport and was not in a demonstrably sustainable location. However there has been material changes of circumstance since that decision in that the Clariant site is now redundant and vacated. The Clariant site is closer to the primary road network and closer to Horsforth town centre for pedestrians and cyclists via Calverley Lane North. Whilst the location remains poor in sustainability terms, the two sites together result in a critical mass of development that may enable a package of sustainability measures that address the previous Inspector’s concerns.
- 10.3 The second key issue is whether development is acceptable sequentially and is within the capacity of infrastructure. Sequentially the site is brownfield and consequently a priority for beneficial re-use, to limit greenfield and greenbelt land release. The applicants have offered various off-site highway works and education

contributions to address infrastructure impacts and officers are engaged in ongoing assessment of whether these sufficiently mitigate impacts.

- 10.4 Planning policy officers have concluded that as a brownfield site, beneficial re-use should be encouraged. Given certain limitations of employment re-use, in particular distance from motorway network and likely lack of a cohesive and well planned scheme for business use, they have concluded that:

“the site is best suited to a residential led development...”

- 10.5 Planning Officers conclude that there would be advantages to a well-planned residential led scheme and that residential development may acceptable in principle, subject to the applicant satisfying officers that the site can be made sustainable through the package of measures offered (and discussed further in this report). Ongoing discussion and negotiation are required before a final view can be taken.

a) Housing Need

- 10.6 PPS3 requires local planning authorities to have a 5 year housing land supply of deliverable sites at any time. Following the coalition government’s revocation of RSS the Council has an Interim Housing Requirement of 11,300 units by March 2016, of which 12,466 have been identified (inc. 2,500 are windfall). Development of this site would contribute to this requirement and reduce pressure on greenfield and green belt sites.
- 10.7 The High Court’s decision that the coalition government’s revocation of RSS is illegal leaves RSS as part of the development plan, but with ministerial statements that seek to reduce their weight given the continued intention to revoke them. As such it is concluded that RSS has less weight than previously.
- 10.8 The Coalition government has also announced a “New Homes Bonus” as part of October’s White Paper, which includes £1 billion in bonus payments to encourage local authorities to provide new housing. This is intended to work by paying Council’s sum equivalent to the national average for the council tax band on each additional property (ring fenced) for 6 years. A consultation paper requests comments by Christmas and it is considered that the scheme is unlikely to be in operation by the time this application is determined. Although aimed at encouraging local authorities to release more housing land, it is not considered that it has any weight in planning terms and decisions should be made on planning grounds.

b) Loss of Employment Land

The application submission contains a report that assesses Employment Land Supply and the impact of the loss of this site in the context of policy E7 of the adopted Leeds UDP (2006).

- 10.9 That report has been assessed by Planning policy officers who conclude that there is a short term 5 year surplus (within the life of the UDP) and overall a 15-23 years supply. However there is likely to be a medium/long term deficit in the LDF period.
- 10.10 In the context that there is a surplus in the current development plan period and that it is up to the forthcoming Site Allocations DPD to identify sufficient employment sites for the longer-term; it is officers conclusion that the loss of employment land is not objected to in this case.

2. SUSTAINABILITY

- 10.11 The Inspector in the previous Riverside Mills appeal concluded at (para 17) that:

“...the site is not well served or capable of being well served by public transport and is not in a demonstrably sustainable location.”

- 10.12 The applicants have offered a package of measures designed at increasing the sustainability credentials of the site and overcoming the Inspector’s concerns on the adjoining site. These areas are outlined in para 2.7 of this report. The application also includes a sustainability statement that refers to the sustainability package and concludes:

“Given the location of the site in respect of the main urban area of Leeds sustainability measures for the Clariant scheme have focused on the improvements to public transport accessibility, school provision, affordable housing need, community facilities and improved pedestrian/cycle linkages...The scheme will seek to achieve a 10% renewable/low carbon generating energy production and, Code for Sustainable Homes Level 3... The location of the site also provides opportunities for walking, cycling and using public transport as means of traveling to the shops and services on offer in the local area. The scheme also provides the opportunity for employment opportunities for local people to be sited within easy walking distance. In conclusion, the proposed development represents an exciting high quality scheme which will effectively promote the principles of sustainable development in terms of community, economic development and the natural environment.”

- 10.13 The benefits offered are acknowledged. However, the package and offer has not yet been finalised or agreed. The Sustainability team’s response notes that the development fulfils many of the requirements of sustainable development (social, economic and environmental) and recognises that much of the sustainability package offered represents good practice. However it is noted by extending sustainable transport options further and improving performance of buildings the sustainability of the site could be improved further. This requires further discussion with the applicant. Officers are therefore not yet in position to confirm whether a final package is sufficient to make the site sufficiently sustainable for development to be supported. Discussions are ongoing regarding:

- adequacy of the 30 minute bus service (compared to SPD policy of 15 minutes),
- the off-site highway works and impact on the proposed bus service and usability for cyclists/walkers
- adequacy of Code for Sustainable Homes 3 compared to 4,
- commuted sum for secondary education provision,
- adequacy of 25% affordable housing in the context of the Interim Housing Policy which suggests 30%,
- adequacy of the £50,000 footpath/cycle path link improvements
- how the offered 10% renewable/low carbon generating energy can be achieved.
- adequacy of the sports pavilion in community use.

A final view will be reported to Panel in March 2011.

3. ENVIRONMENTAL IMPACT

- 10.14 An Environmental Impact Assessment was submitted with the application and covers the following main areas:

-Ground Conditions and Remediation

-Ecology

-Landscape and Visual Effects

-Archaeology and Cultural Heritage

-Water resources

-Noise

-Traffic and Transport

- 10.15 As well as consideration by planning officers this document has been forwarded to statutory and non statutory consultees to consider the relevant sections .
- 10.16 Having considered the EIA and responses from statutory and non-statutory consultees it is considered that environmental effects are generally acceptable and in some ways beneficial e.g. remediation of both sites. Further information is required at reserved matters stage and conditions imposed. At this stage further information is required regarding impact on bats and impact of noise on properties in the south-east corner of the site. These are being discussed with the applicant.

4. HIGHWAYS

- 10.17 It has been clear from the start of pre-application discussions that a fundamental question in assessing any redevelopment proposal for this site is the potential impact on the surrounding highway network, in particular the ring road and Horsforth/Rodley roundabouts.
- 10.18 The ring road and associated roundabouts were built in the 1960's at a time of different highway design standards and different traffic levels. This part of the ring road currently experiences high traffic volumes and congestion problems in both morning and evening peaks. The City Council has long term plans to undertake major improvement to this section of ring road, the preferred option being dualling between the Horsforth and Rodley roundabout with associated improvements to those roundabouts. Improvements of this scale would be dependant on significant government funding, which in the current climate is unlikely to be forthcoming for some time. The City Council is currently developing a scheme to signalise Horsforth Roundabout, which would be compatible with the improvements currently proposed by this development. This scheme will improve both the safety and operation of the junction and could be implemented in the medium term with funding from Section 106 monies for other schemes such as Kirkstall Forge, Woodside Quarry and Local Transport Plan 3.
- 10.19 Most of the objections from residents, ward members and the local MP state the main objection being the impact this development would have on the Ring Road. The applicant has provided a Transport Assessment that assesses this impact including VISSIM modelling. The Transport Assessment argues that based on the lawful fallback position that their development will have "nil detriment" on the Ring Road.
- 10.20 It is established planning practice in assessing potential traffic generation to take a fallback position into account. In this case that fall back position is the lawful use of the site for General Industrial use (B2), with ancillary Storage and Distribution

(B8) and offices (B1). The existing buildings could be lawfully used on this basis. Given that Clariant had wound down operation over a number of years resumption of the lawful use would result in a significant increase in traffic generation than currently experienced. The highway authority must assess the difference between the fall-back position and the proposed development to assess impact.

- 10.21 Lengthy discussions have agreed the hypothetical fallback position in terms of the extent of floorspace that could be re-used and the primary use (B2 General Industrial); although the range of trip rates have not been agreed. It is also established planning practice that any fallback position must be realistic and the extent of floorspace likely to be let is not agreed. As a consequence, the applicant's "nil detriment" argument is not accepted and the development results in the need to undertake works to both Horsforth and Rodley roundabouts as well as Calverley Lane North.

(CALVERLEY LANE SOUTH)

- 10.22 As part of the pre-application process, lengthy discussions were held regarding alternative approaches to the junction of Calverley Lane (south) and the ring road. Further to the Inspector's rejection of the signalised junction at the Riverside Mills appeal, other approaches to signalling the junction were considered; but rejected by Highways on the impact they would have on disruption to traffic flows and queuing on the Ring Road.
- 10.23 The application was submitted with a scheme that showed a dedicated left in/left out arrangement. This has also been rejected by Highways primarily on the basis of inadequate lane widths on the ring road and consequent highway safety risk. These lanes could be widened to highways satisfaction, but would require third party land and probable strengthening works to the railway bridge.
- 10.24 The applicant has now submitted revised drawings which retain the current arrangement for Calverley Lane South, with the addition of an uncontrolled pedestrian crossing. This is currently the subject of reconsultation. In the context that a fallback position exists, Highways consider that use of the existing access is acceptable in principle, but subject to the receipt of revised modelling assessment of impact on queuing on Calverley Lane South.

(CALVERLEY LANE NORTH)

- 10.25 As part of the pre-application process lengthy discussions were held regarding alternative approaches to the use of Calverley Lane (north) and the junction with the ring road.
- 10.26 The application was submitted with a proposal to make Calverley Lane North limited access for residents, service vehicles and the new bus only, controlled by a bus gate at the junction with the Ring Road. This would be acceptable to Highways if an improvement scheme to Calverley Lane South was practicable. In the absence of a practicable scheme for Calverley Lane South the application has now been amended to retain Calverley Lane North as open to all traffic (limited to 7.5t), but one way. This will require a footway on one side which would also require the road to be adopted. This is currently the subject of reconsultation. Highways have confirmed that this would be acceptable in principle, subject to consideration of the detail, and the successful completion of the adoption process. If a recommendation of approval was forthcoming this would require a grampian condition to ensure that the works were completed prior to occupation of the first unit.

HORSFORTH AND RODLEY ROUNDABOUTS

- 10.27 The application includes a proposal to improve both Horsforth and Rodley roundabouts consisting widened lanes and realigned footways for Rodley Roundabout (plus an uncontrolled pedestrian crossing) as well as an extended merge lane on the Ring Road southbound from the Horsforth roundabout, extended islands and new pelican crossing. The extent of improvements do not go as far as the longer term plans for these roundabouts; however the applicant only has responsibility to mitigate the impact of their development, rather than resolve all the historic problems of the ring road. The proposals offered do represent an incremental improvement that would be compatible with the longer term improvements and as such are supported by Highways.

5. PUBLIC TRANSPORT AND TRAVEL PLAN ISSUES

- 10.28 The applicant is proposing funding extending the existing 31/32 bus service to operate on Calverley Lane North linking the site to the A65 Quality Bus initiative and Horsforth Train Station. The route is also intended to take in West End Primary, and any other schools subsequently expanded. The bus service would comprise a small bus (e.g. Optare midi) every 30 minutes from 7am to 10 pm, seven days a week.
- 10.29 Highways, Public Transport and Travelwise officers acknowledge that this is a benefit that will aid accessibility to the site, however all have concerns about the adequacy of the bus service. The adopted Public Transport SPD states that the minimum level of accessibility to public transport should be a 15 minute (or better) service (not 30 minute) up to 11pm (not 10pm). The developer has argued that a 15 minute service would require 2 buses that would be under-utilised and that such a service would not be viable. Further discussion is required on this issue.
- 10.30 Travelwise have also confirmed that further clarification is required on certain parts of the Travel Plan and a number of elements are required in particular an implementation programme for the Action Plan, clarification of type of metro-card provided, setting Travel Plan targets and confirming an interim Travel Plan coordinator.
- 10.31 It is considered that as an outline application, an Interim Travel Pan would be acceptable, to be approved as part of any planning permission (but with a condition requiring an update once a lead housebuilder is on board). However it is does not appear that the Travel Plan contains sufficient information to be acceptable and further discussions are required.

6. AFFORDABLE HOUSING

- 10.32 The application offers 25% affordable housing, however the Council's Interim Housing Policy requires 30%. As such the application does not contain sufficient affordable housing and objections have been received from both affordable housing officers and policy officers on this basis. Further discussion is required.

7. EDUCATION

- 10.33 Pre-application discussions involved an assessment of potential primary and secondary education need arising from the development. As regards primary education it was agreed that West End Primary was the preferred option and if expansion of existing schools could not provide sufficient capacity, then a new

primary school would need to be considered, ideally in a location more central to the heart of Horsforth, and a commuted sum would be required. As regards secondary education the developer was also made aware of potential secondary need and that a commuted sum would be required.

- 10.34 As part of the formal application consultation process Education Leeds have requested a primary education contribution from Clariant of £1,188,929 and secondary of £716,597. The request is the same as that discussed at pre-application stage. The developer is willing to pay the primary contribution and has offered funding toward education provision in the draft S106 agreement on a pro rata basis. However, they have queries regarding the secondary contribution which is not yet agreed.
- 10.35 Concerns have also been raised by ward members and residents at the ability of local education services to cope with additional demand from this development. Many local schools are at or near capacity, although this is an existing issue not related to this development. If a recommendation of approval was forthcoming for this application, the developer can only be required to fund sufficient education capacity to cater for their development, rather than resolve wider educational issues. The same applies to other developments in the locality e.g. Woodside Quarry and Kirkstall Forge.
- 10.36 Concerns have also been raised by ward members regarding the possibility of children from this development gaining precedence over existing children for places at local schools. It is considered that whilst this is a genuine issue of educational policy and placement, it is not a planning issue.
- 10.37 It is therefore concluded that if the developer is willing to pay the secondary contribution requested then along with the primary contribution, sufficient funds will have been made available to provide for education demands resulting from this development.

8. WALKING/CYCLING

- 10.38 The application proposes to aid sustainability credentials by encouraging walking and cycling trips. This comprises funding a footway on Calverley Lane North (via a Section 278 agreement) and an offer of £50,000 towards improvement to the footpaths near the south east corner of the site connecting Calverley Lane and the canal towpath in the vicinity of Calverley Bridge and the Railway Public House (via a Section 106 agreement).
- 10.39 A report has been provided by Parks and Countryside officers assessing a range of potential footpath improvements in the area considered to be reasonably related to the development. The current offer of £50,000 relates to only one of the suggested improvements, which Parks and Countryside estimated as a cost of £74,000. It is planning officer's views that improvements to the footpath along the southern boundaries of both Riverside Mills and Clariant sites would also be necessary as a minimum improvement. As such the £50,000 is considered inadequate to reasonably contribute to footpath/cycle improvements and further discussion is required to see if the applicant is willing to improve their offer, or agree a specification to be included in the Section 106.

9. DRAFT SECTION 106 AGREEMENT

- 10.40 The S106 offer currently comprises those elements listed in section 2 of this report. As discussed elsewhere in this report elements of the S106 are at this stage considered inadequate and further discussion (including links to the Riverside Mills Section 106) are is required before progressing further.

10. GREEN BELT

- 10.41 The site is surrounded by green belt, remainder of the industrial estate and Riverside Mills site to the east. It is considered that detailed plans at reserved matters stage, with adequate boundary buffer planting, could ensure that visual amenities of the green belt are not compromised.
- 10.42 The Sports and Recreation ground (which lie in the green belt) are proposed to be retained in their current use, with extended use for the community. This will maintain the openness of the green belt. Details need to be agreed as part of the Section 106 agreement.

11. DESIGN AND LANDSCAPING (MASTERPLAN)

- 10.43 The Clariant site is immediately adjoining the Riverside Mills site and it was made clear at pre-application stage that in pursuing development, the local planning authority would require sufficient comfort that the two sites could be integrated in urban design terms. Although Layout, Scale, Landscaping and Appearance are all reserved matters, it was agreed that a joint Concept Masterplan document could control the design parameters for the sites and be approved as part of any permission. This would ensure that the form of development at reserved matters stage would be compliant with policy and result in a positive development.
- 10.44 The submitted Concept Masterplan document for Clariant confirms developable areas, storey heights, densities and design parameters. It confirms that sensitive areas of open space such as the existing sports pavilion/recreation ground will be retained and the river front respected. It confirms that existing boundary vegetation will be retained and respected. It confirms that the housing will be a mix of 2 and 3 storey houses. Whilst being generally in accordance with discussion at pre-application stage there are a couple of areas that remain to be resolved. These relate to the extent of potential 3 storey development and extent of open space on the southern boundary which in its current form, would be unacceptable. It is officer opinion that the level of two and three storey development agreed at pre-application stage would be sensitive to the green belt/valley context, and would represent a significant visual improvement over the current non-conforming and incongruous commercial buildings; the Framework should be amended accordingly. The landscape officer has commented that:

“ the development overall will have significantly less landscape impact than the existing works...the transition from a largely grassed landscape setting around the industrial buildings into finer grained gardens and peripheral planting which will over time develop a significantly greener character...”

These comments are accepted and it is considered that in design/landscape terms, the Concept Masterplan, subject to the revisions above, offers an opportunity for a far more sensitive and attractive development form in this location than currently exists.

- 10.45 The illustrative layouts are generally acceptable to design and landscape officers. The Clariant illustrative layout represents a form of development with a strong

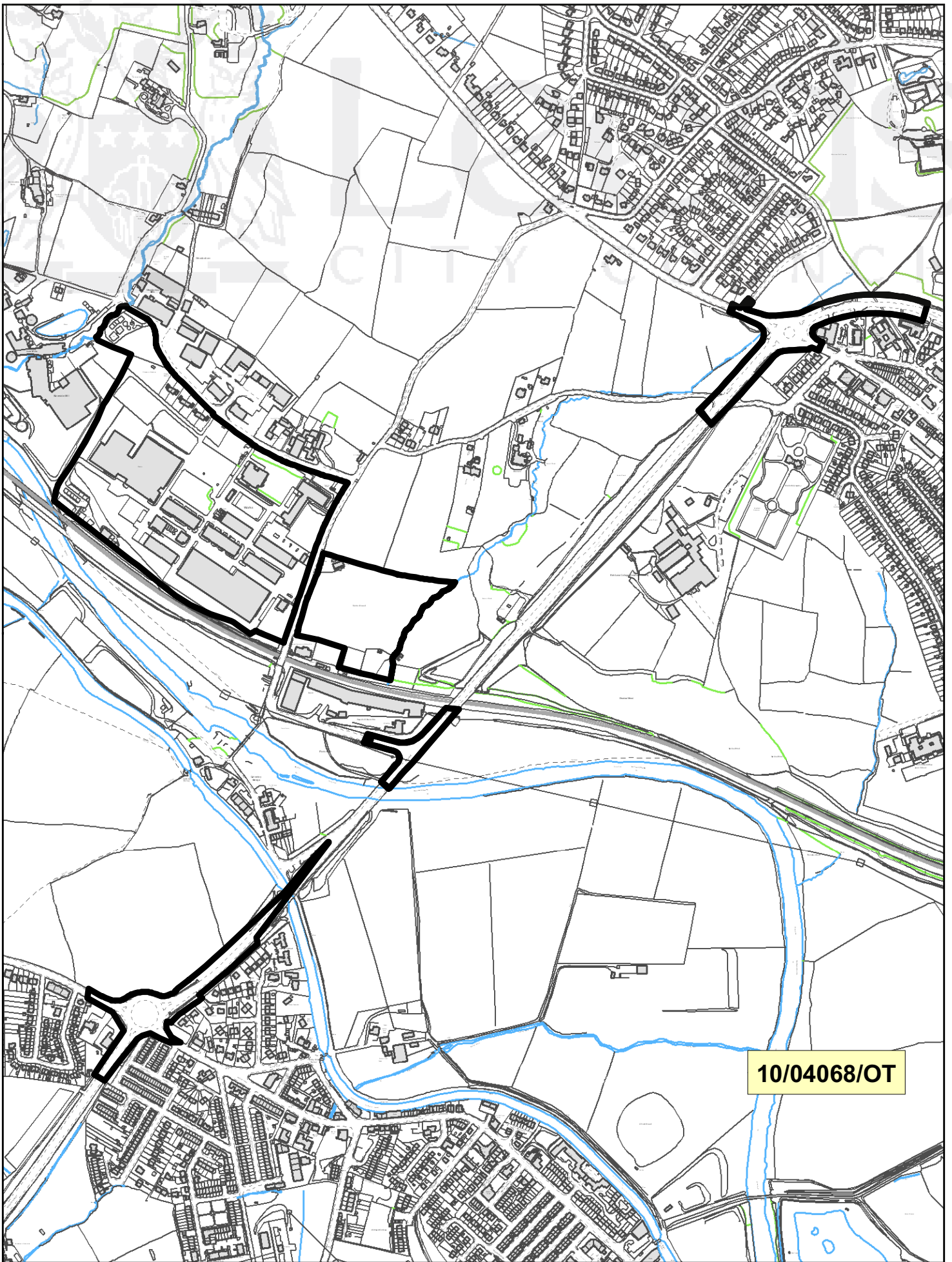
centre, a number of appropriate areas of open space, retention and enhancement of boundary planting and a main access that links from Calverley Lane through to the Riverside Mills site.

- 10.46 In conclusion it is considered that the Concept Masterplan could ensure that detail submitted at reserved matters stage would be appropriate for this sensitive green belt, valley location. The Concept Masterplan is largely acceptable, although revisions are required to enhance riverside open space and reduce the extent of potential three storey housing areas.

11.0 CONCLUSION

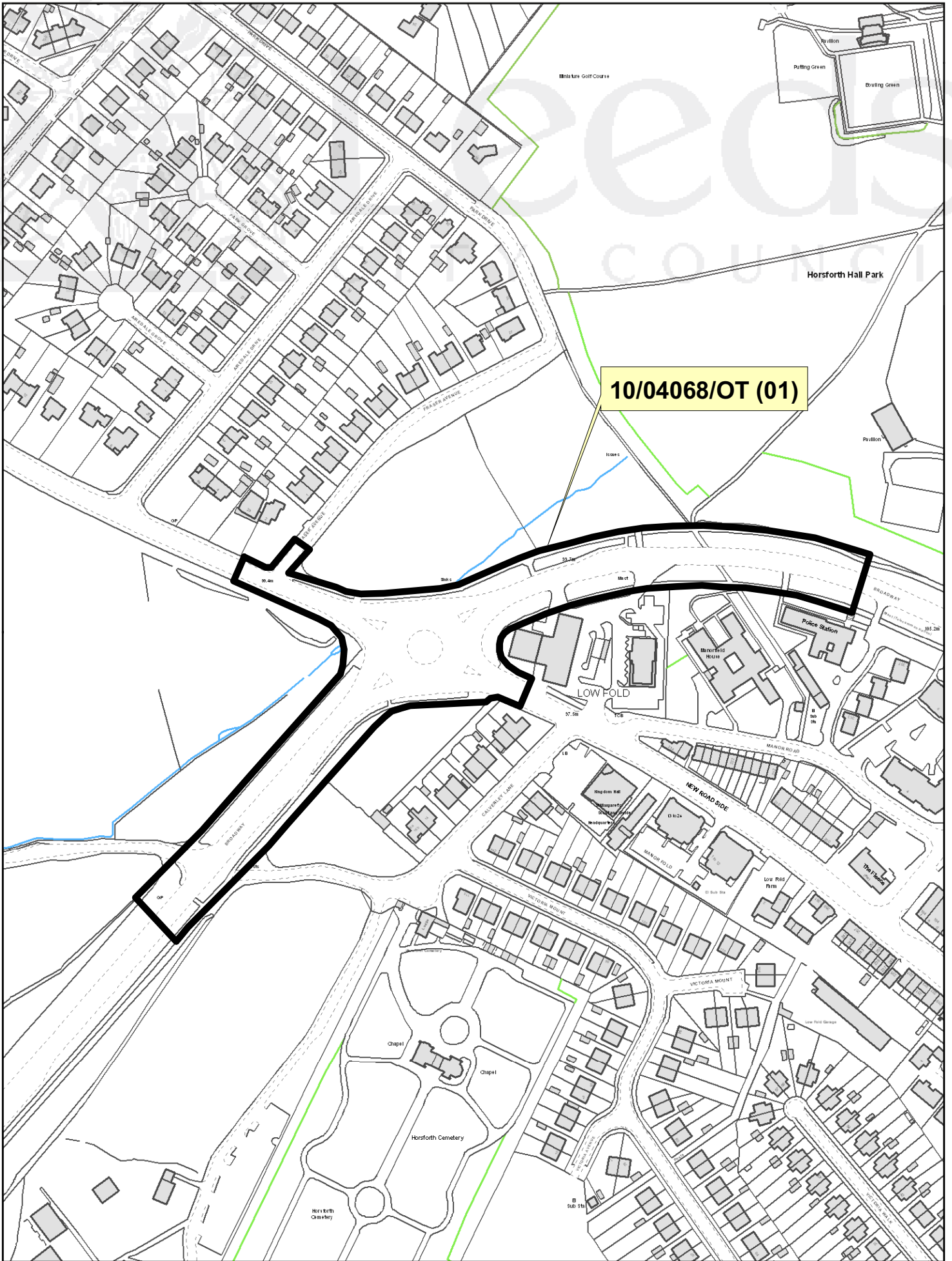
- 11.1 The site is a significant brownfield site that is inset within (and therefore not subject to) green belt policies. The delivery of residential development on major brownfield sites, in sustainable locations, remains a key planning objective in both the adopted Leeds UDP (22006) and RSS (2008).
- 11.2 The site is vacant and is unlikely to be attractive to other employment occupiers in it's current state. Policy officers have confirmed that the site would not be well suited for new employment development. A well planned and integrated residential-led development offers the opportunity to bring beneficial use back to this site with a scheme that has the potential for being better integrated into this sensitive green belt, valley landscape.
- 11.3 Although the principle of highways access as currently proposed is supported by highways, this is subject to further assessment of details. In addition officers are still assessing whether the sustainability package has maximised the sustainability credentials of this site sufficient to overcome the concerns identified by the previous Inspector.
- 11.4 Views are requested from members and it is intended to report back to Panel in March 2011 for final determination.

Background Papers: Inspector's decision re planning application 27/211/05/OT

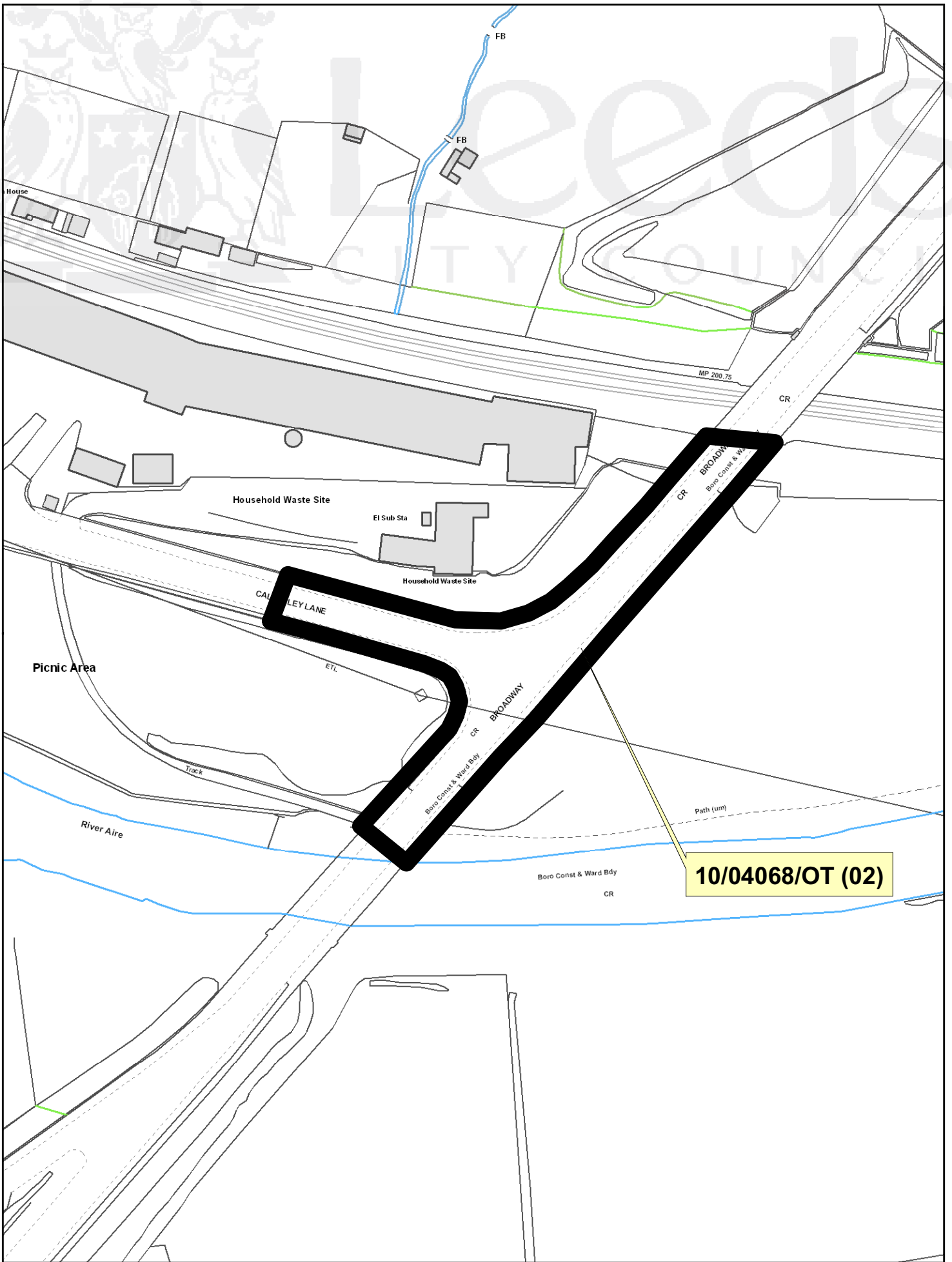


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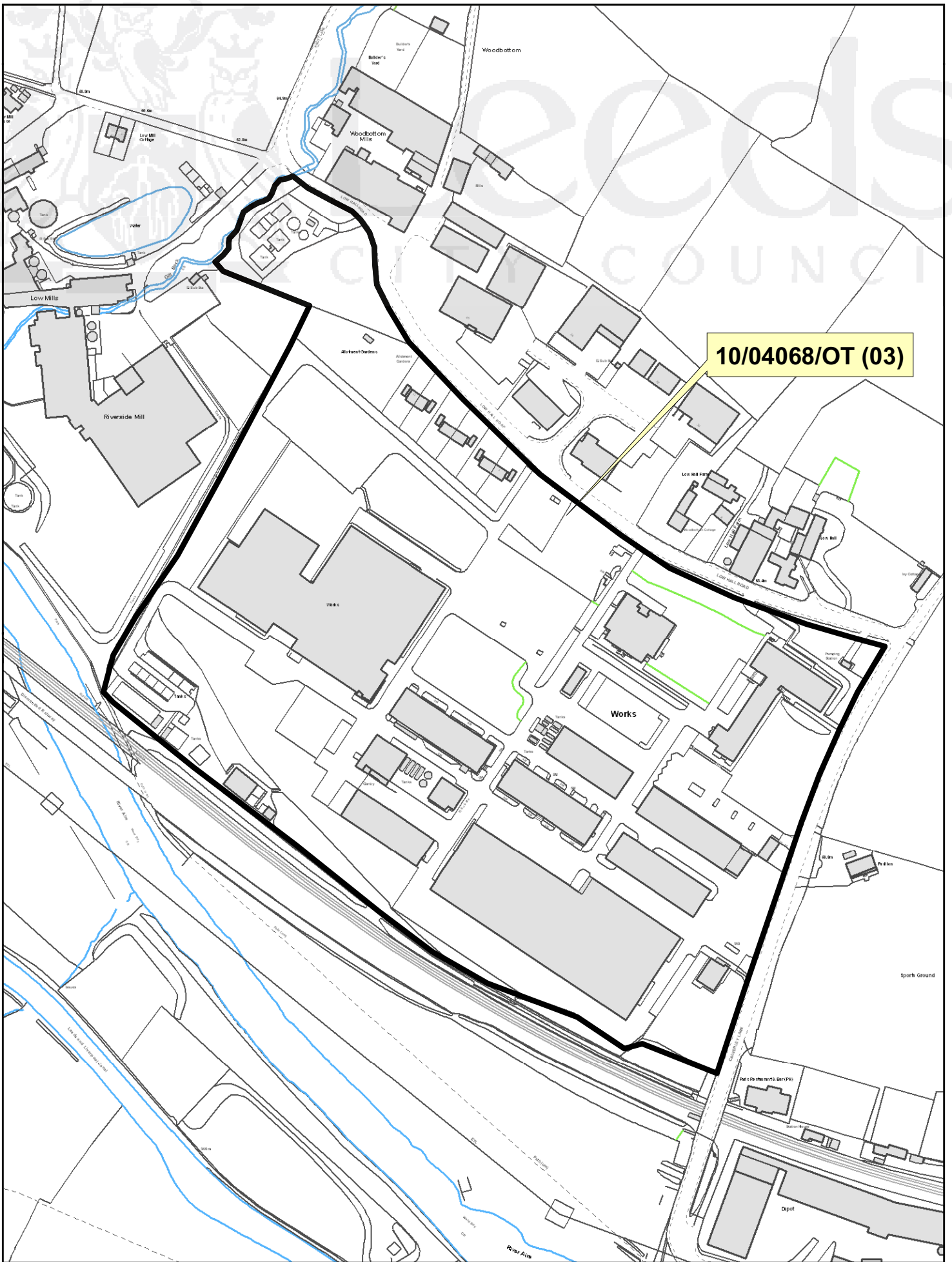


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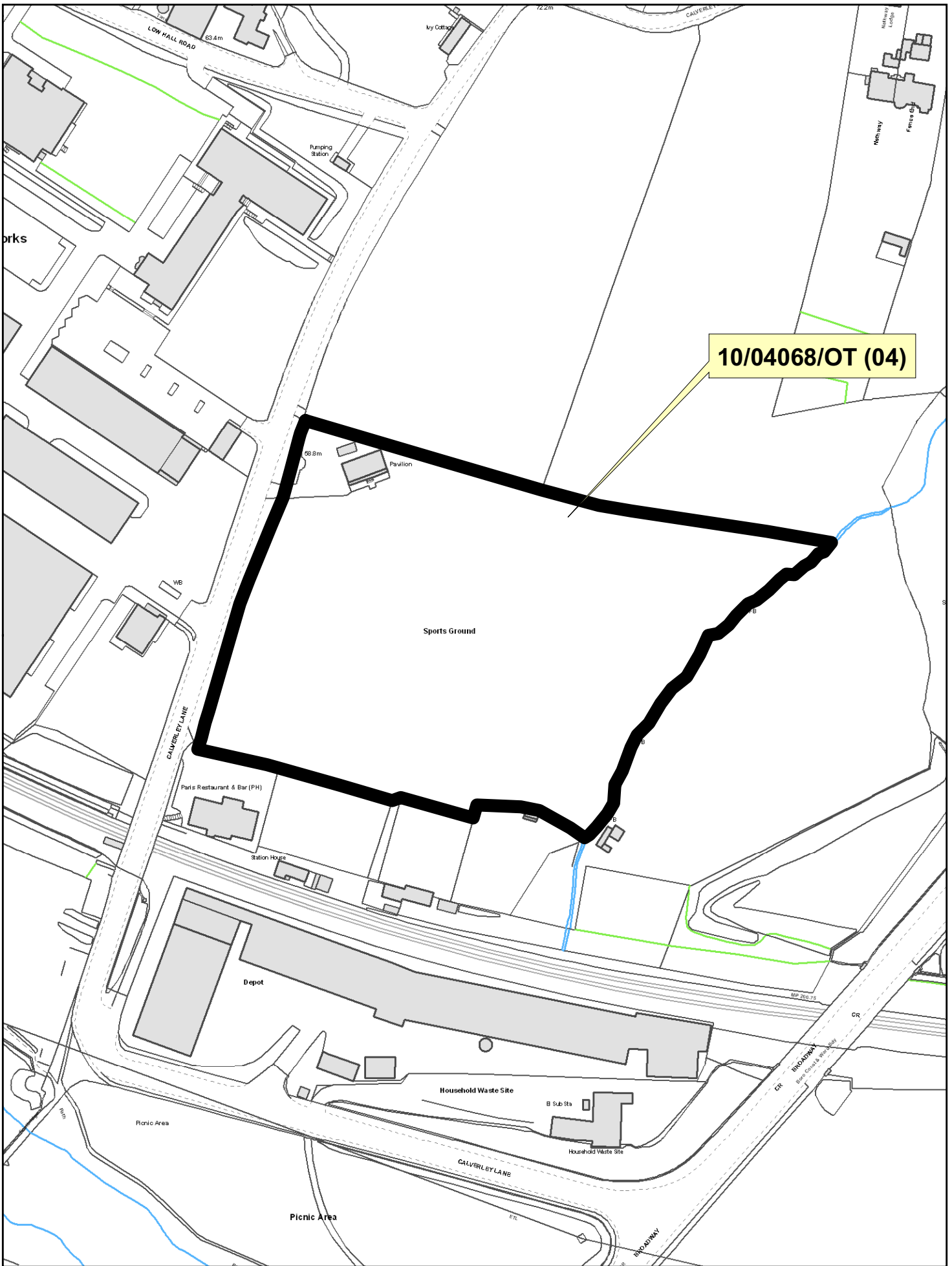


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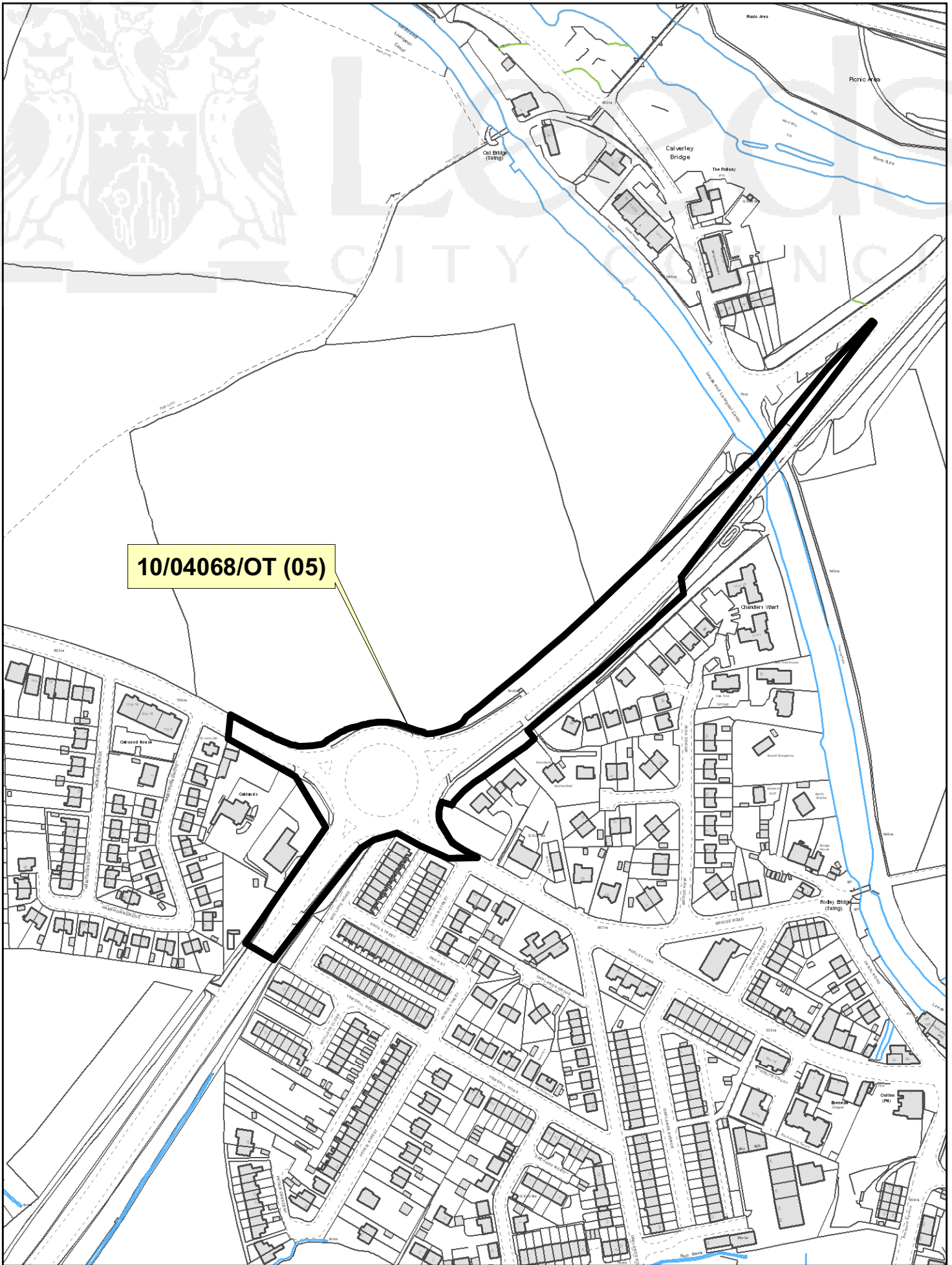
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WEST PLANS PANEL





WEST PLANS PANEL





Originator: Peter Jorysz

Tel: 0113 247 7998

Report of the Chief Planning Officer

PLANS PANEL WEST

Date: 6th January 2010

Subject: PROGRESS REPORT; RIVERSIDE MILLS, HORSFORTH – REDEVELOPMENT FOR UP TO 150 DWELLINGS, OPEN SPACE AND OFF-SITE HIGHWAY WORKS.

APPLICANT	DATE VALID	TARGET DATE
Horsforth Riverside LLP	20/9/10	31/3/2011

Electoral Wards Affected:

Horsforth and
Calverley and Farsley

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: Members are requested to note the progress report below and are invited to comment on the main issues.

1.0 INTRODUCTION:

- 1.1 The purpose of this report is to inform Panel of Harrow Estates and Horsforth Riverside LLP's proposals for the Clariant and Riverside Mills sites, contained within two concurrent outline planning applications.
- 1.2 The two sites are adjoining, but in different ownerships. The two outline applications are separate, but the proposals are linked and presented in such a way that development would be integrated.
- 1.3 The schemes collectively comprise a primarily residential proposal, with up to 550 dwellings over the two sites, along with supporting ancillary uses, services and open space.
- 1.4 A pre-application presentation was made to Panel on 18th February 2010 and this Progress report follows the formal submission of the two outline applications in September this year. Revised Planning Performance Agreements for both sites

commit to submitting a progress report to Panel on 6th January 2011 and final determination during March 2011.

2.0 PROPOSAL:

2.1 The Riverside Mills proposal takes the form of an outline application, with access only determined at outline stage. The description of development comprises residential development up to 150 dwellings.

2.2 Means of access comprises a primary access through the Clariant site and secondary access off Low Hall Road. The applicant has recently revised the application is now proposing:

- retention of the Calverley Lane South junction with the Ring Road as existing,
- a one way system on Calverley Lane North with a new footway following adoption ,
- improvements to both Horsforth and Rodley roundabouts.
- extension of the footway on the Ring Road between Calverley Lane South and Rodley roundabout,
- controlled pedestrian crossing at Horsforth roundabout and uncontrolled crossing on the Ring Road in the vicinity of the junction with Calverley Lane South.

Access onto the primary road network is discussed in section 10 of this report.

2.3 To ensure that the two developments are properly integrated the application is accompanied by a Concept Masterplan. The applicant has agreed that it is reasonable and acceptable to impose a condition on any planning permission requiring that future reserved matters would be in accordance with that Concept Masterplan.

2.4 The Concept Masterplan seeks to ensure that development will comprise:

- 2 and 3 storey family housing with the highest development in the centre of the site with lower development on the edges,
- densities varying from minimum 25-35 dwellings per hectare (dph) and maximum 36-45 dwellings per hectare (dph),
- primary access retained off Calverley Lane with access through to the Riverside Mills site and secondary access of Low Lane,
- provision of a central nodal area around the retained stone buildings as well as Riverside walk/woodland area.

2.5 An illustrative layout has also been provided to give an impression of how the Masterplan may be interpreted at reserved matters stage and what a final layout may look like. This shows primary access through the Clariant site, with secondary access off Low Hall Road. Existing woodland planting on site boundaries is show as retained, along with the Mill pond and existing stone buildings around a new central square.

2.6 A draft S106 agreement has also been submitted with the application. This proposes the following elements:

- 25% affordable housing
- Education contribution to primary education
- Retention of stone buildings on site
- Provision of riverside footpath
- Cross reference to Clariant agreement e.g. off-site highway works

2.7 The applicant's covering letter states that:

"The applicant would welcome further discussion with LCC officers to ensure that the potential obligations to be contained within the completed S106 agreement are effective in helping to meet the Council's priorities for improved highways infrastructure within this part of Leeds while being related to the overall development."

3.0 SITE AND SURROUNDINGS:

3.1 Riverside Mills is a former dye treatment works (c 7.7 ha), located off Low Hall Road, Horsforth. It has a smaller number of buildings of varying ages from 18th, 19th and 20th centuries. The site contains a total of 7 buildings, three of which are linked. The buildings are 1-2 storeys, with the exception of a large brick chimney. It is considered that the site comprises a B2 (General Industrial) site, with ancillary B1 (offices) and B8 (Storage and Distribution) elements.

3.2 Both Clariant and Riverside Mills sites are currently accessed from the Ring Road (A6110) at Calverley Lane South and Calverley Lane North (between the Horsforth and Rodley roundabouts). A seven ton weight restriction applies on Calverley Lane North.

3.2 The site is surrounded by areas of green belt and designated Special Landscape Area (comprising open fields and mature vegetation), the River Aire, Leeds & Liverpool Canal and a railway line to the west, south and north. The Cragg Wood Conservation Area lies in close proximity. The Clariant site is adjoining to the east.

4.0 RELEVANT PLANNING HISTORY:

4.1 Relevant planning history comprises the following.

a) Outline planning application for demolition and residential development of the Riverside Mills site (27/181/02/OT). This was withdrawn on the basis that officers were to recommend refusal. The officer considered that residential development was to be resisted given the location, nature of the area, surrounding uses and access arrangements. It was considered that the site failed to meet government guidance and UDP policy in terms of suitable locations for new residential development.

b) Outline planning application for a mixed residential/office development (c 140 dwellings and 4,645 sq m offices) on the Riverside Mills site in 2006 (27/211/05/OT). This was subsequently considered at Public Inquiry and the appeal dismissed by the Inspector in January 2007 on the grounds that:

- a) the site was not well served by public transport and was not in a demonstrably sustainable location,

- b) various highway improvements including a signalised junction at Calverley Lane South/ring road were considered prejudicial to highway safety.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 Following the dismissal of the appeal at Riverside Mills, pre-application discussions were held during 2007-2008 with Horsforth Riverside LLP regarding the potential of the site for a Continuing Care Community. Concerns were initially raised regarding sustainability issues and whether such a scheme would adequately resolve the Inspector's concerns.
- 5.2 Subsequent to the closure of the Clariant site the local planning authority were approached by Harrow Estates regarding the Clariant site in August 2009 and Horsforth Riverside LLP regarding Riverside Mills in December 2009. Pre-application discussions focussed around potential uses, highways impacts and sustainability issues. A number of technical meetings were held with officers and also with Horsforth and Calverley ward members. A pre-application presentation was made to Panel on 18th February 2010. Members requested officers to assess issues further in particular sustainability of the site and impact on the Ring Road.
- 5.3 Subsequent to the pre-application presentation officers have been in ongoing discussions with the applicants team to address issues of:
- sustainability as impacted by the proposed bus service,
 - sustainability as impacted by pedestrian connectivity,
 - sustainability as impacted by facilities on site,
 - sustainability as impacted by building standards,
 - sustainability as impacted by education provision,
 - impact on the Ring Road and potential improvements to Horsforth and Rodley Roundabouts,
 - alternative approaches to the junction of Calverley Lane South and the Ring Road,
 - alternative approaches to the use of Calverley Lane North and the junction with the Ring Road,
 - progression of an agreed Concept Masterplan,
 - progression of S106 Heads of Terms.
- 5.4 A number of significant elements have progressed since submission of the application particularly in relation to assessing highway impacts and the Panel pre-application presentation, although some significant areas remain to be agreed, in particular in relation to the sustainability package. These issues are covered in the Appraisal section.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 Public exhibitions were initially held at pre-application stage at Calverley Library (30th November 2009), Horsforth Library (2nd December 2009), Calverley Lane Sports Pavilion (24th February 2010), Horsforth St Margaret's Lower Hall (25th February 2010) and Calverley CoE School (25th February 2010).
- 6.2 Subsequent to submission public meetings were held in Horsforth (St Margaret's Lower Hall) on 22nd October 2010 and in Calverley (Calverley CoE School) on 29th November 2010.

- 6.3 The application was advertised by site notice dated 1st October 2010. A total of 72 objections have been received from 71 objectors (20th December 2010); although not all addresses are identified, the majority are from Horsforth residents and only one from Calverley residents.
- 6.4 One representation of support has been received commenting that to avoid dereliction/vandalism the site should be developed asap; residential development is the most appropriate use for this site, density, amenity space and landscape is commendable in keeping with semi-rural character of the surroundings. Ring Road coped with Clariant workforce and surrounding vehicles and should not be unduly affected by the development. Local school building programme should follow additional housing.
- 6.5 One partial support/objection letter has been received in favour of proposals, subject to residents of Calverley Lane North having access through bus gate, money for educational requirements ring-fenced and monies be earmarked for larger scale works to the Ring Road.
- 6.6 Objections have been made on the following grounds:
- Highway network (in particular A6120 and A65) inadequate, knock on effects on other roads.
 - Negative impact on physical condition of highway network.
 - Unacceptable without a traffic management scheme for the A6120/A65 roundabout.
 - Ring Road gridlocked at peak times with queues up to Owlcotes.
 - Ring Road needs to be dual carriageway.
 - Traffic lights needed at Calverley Lane South but will cause more queues.
 - Not just main roads affected but secondary roads e.g. to Newlathes School.
 - Impact on Horsforth roundabout would be chaotic.
 - Serious work would need to be done to Calverley roundabout.
 - Proposal will result in little improvement to road infrastructure.
 - Left out only lane will result in congestion at Horsforth roundabout.
 - Impact of the Kirkstall Forge development on top.
 - Nil detriment argument is nonsense.
 - Need a park and ride facility.
 - Parking difficult on Town Street, Horsforth.
 - impact of extra traffic on existing businesses.
 - Uncontrolled pedestrian crossings would interrupt traffic flows, obstruct traffic and be unsafe. Footbridges or underpasses required for Ring Road.
 - No pedestrian footpaths exist.
 - Calverley Lane North too narrow for buses.
 - Closing Calverley Lane North will result in residents having to travel full length of ring road resulting in inconvenience and congestion.
 - Impact on overstretched local services generally in particular schools, healthcare, doctors, dentists, midwifery, police, libraries and supermarkets.
 - Transport additions not sufficient or sustainable, will become a dormitory annex.
 - Concern re long-term viability of bus service.
 - Horsforth supermarket parking at capacity at many times of day.
 - Possible 3900 pupil places and three schools required, unlikely given government cuts.
 - Current infrequent ring road bus service and no rail link.
 - Development will allow those from outside the town to get places at local schools.
 - Prefer site as present, an industrial area, with factories, offices, industrial units.
 - Train Station at site would reduce impact.
 - Not convenient for local shops, people will be obliged to use the car.

- Walking to Horsforth/Rodley not realistic.
- One retail unit on site will not be enough.
- No housing need given unsold properties.
- Number of houses excessive
- Where's the demand, given that first time buyers experiencing difficulty?
- Horsforth does not need 2/3 bed properties, lack of 4/5 bed properties.
- Possible impact on bats, conservation area.
- Area unsafe as adjacent to council tip.
- Loss of tranquil area with noise and disturbance from construction and after build.
- Proposals would cause noise, disturbance, odour, pollution.
- Proposals would spoil landscape and character of area.
- Want to preserve, not destroy Horsforth.
- Overpopulation of Menston, Guiseley and Horsforth.
- Impact on green belt in the locality.
- Site should go back to nature and be developed for walks, wild flowers meadows, play areas, picnic areas and allotments.
- Calverley Lane North bus gate would make life difficult for vehicles accessing the Pick Your Own business and dangerous for pedestrians, potential conflict between agricultural traffic and the bus. Could seriously impact the business.
- Even if stone, not possible to fit/out of place with area.
- Development needs to satisfy water demand and may require larger diameter mains.
- Site may be prone to flooding.
- Contamination mitigation required.
- Size of allotments paltry, plenty of POS in locality.
- Current application does not seem to differ in any positive way from previous refusal.

6.7 An objections has also been received from Horsforth ward member Christopher Townsley and Brian Cleasby on highways, educational and unsustainability grounds.

6.8 Two letters have been sent from Calverley ward members Andrew Carter and Joseph Marjoram (the second objecting) on the basis:

- too many dwellings,
- want to ensure family dwellings only,
- situation on the Ring Road must be improved not just status quo,
- situation where people in village would be further away from Calverley schools than the new estate unacceptable,
- Rodley roundabout needs traffic lighted pedestrian safety measures,
- must preserve green corridor along river front, recreation ground should be preserved and Council owned picnic site should be enhanced,
- proposals remain unsustainable.

6.9 Objections have also been received from the local MP Stuart Andrew on the grounds that:

- site already isolated and difficult to make sustainable,

-despite retail store, local services especially schools distant from the site requiring additional car journeys or walks on hazardous routes,

-impact on highways likely to be significant, congestion on the ring road and Horsforth roundabout, with u-turns at Horsforth roundabout,

-loss of employment land.

6.10 Objections have also been received from Horsforth Town Council on the grounds that:

-site inappropriate and unsustainable,

-removal of employment land detrimental to economic growth,

-will exacerbate problems in the Ring Road,

-safety issues for pedestrians with uncontrolled crossings,

-Calverley Lane North unsuitable for buses,

-possible loss of TPO trees and impact on wildlife/protected species,

-cumulative impact on infrastructure e.g. leisure, open spaces, schools, parking, public transport and roads,

6.11 Horsforth Civic Society also object on the basis that Horsforth hugely pressured by housebuilding resulting in problems with A65 and Horsforth roundabouts. Cumulative impact on local infrastructure such as schools, health care, parking, retail facilities. People will drive. Loss of business site and reduction in local jobs.

6.12 Leeds Civic Trust also object on the basis that:

-the location is unsustainable,

-public transport will be difficult to achieve, situation could be eased with a railway station on site,

-if approved developer should fund improvements to whole stretch between the two roundabouts,

-loss of employment land.

7.0 CONSULTATIONS RESPONSES:

STATUTORY CONSULTEES

HSE: Objection on basis of risk of harm to people at the proposed development.

BRITISH WATERWAYS: No objection , subject to a S106 including upgrade and maintenance of the Leeds and Liverpool canal tow path.

YORKSHIRE WATER: No objection, subject to conditions.

ENVIRONMENT AGENCY: No objection subject to conditions.

NETWORK RAIL: No objection, advice pertinent to reserved matters and construction.

NATURAL ENGLAND: No objection subject to habitat enhancement, SUDS and use of green wall/roof technology and sustainable building techniques. Welcome retention of mill pond. Buildings should be resurveyed for bat activity.

WEST YORKSHIRE ARCHAEOLOGY SERVICE: Objection. Chimney to be retained and archaeological recording prior to demolition of other buildings to be subject of condition.

NON-STATUTORY CONSULTEES

POLICY: No objection as follows:

Land-use- Residential considered to be the preferred land-use given location of site distant from motorway network, that prospect of comprehensive employment development is remote and that office use would be contrary to PPS4.

Housing Land Supply - Housing would assist the Council in prioritising the regeneration of brownfield sites and resisting greenfield/green belt release. The site will contribute to meeting the Council's interim housing target of 11,300 units by 2016.

Sustainability - The joint development of the Clariant/Riverside Mills site provides the critical mass to potentially address sustainability issues.

Landscape - The clearance of the buildings and replacement with domestic properties will improve views across the valley and enhance the riverside setting.

Employment Land Supply- There is a short term 5 year surplus, and 15-23 years supply. There is sufficient employment land in the current UDP period, but likely to be a medium/long term deficit in the LDF period.

HIGHWAYS: Concerns raised as follows:

Accessibility - Site is isolated and opportunities for accessing by means other than the private car are limited. A package of accessibility measures is proposed and supported. However:

“whether they move the site from an inaccessible one to an accessible one is a matter of judgement.”

Amended layout at bottom of Low Hall Road does not provide a satisfactory access layout.

A 15 minute only service suggests the site will always suffer from over-reliance on the private car.

Travel Plan – Support Travelwise comments, Travel Plan not acceptable as submitted, further work required.

Calverley Lane South - Highways consider that use of the existing access is acceptable in principle, but subject to the receipt of revised modelling assessment including impact on queuing on Calverley Lane South.

Horsforth/Rodley roundabouts- Proposals supported.

Calverley Lane North- Proposal acceptable in principle, subject to consideration of detail and the successful completion of the adoption process.

Transport Assessment – Based on VISSIM model which has not been provided to the Council. Areas of TA not agreed in particular conclusions on “nil detriment,” accessibility of bus services, details of bus service to schools, location of bus stops, elements of the Road Safety Audit.

Site Access- the secondary access to the site off Low Lane is inadequate.

Conclusion - The application cannot be supported as originally submitted however, discussions are ongoing to resolve outstanding matters.

TRAVELWISE: Objection. The original submitted draft Travel Plan not acceptable. A full Travel Plan is required with additional information and included with the S106 agreement. Clarification of certain matters required. Further details of measures/actions required. Baseline info to be agreed. Further to additional information from the developer Travelwise have confirmed that outstanding information is still required.

TRANSPORT PLANNING:

Transport Strategy – Need for towpath to be upgraded itself.

NGT Planning Coordinator – No objection, subject to provision of a satisfactory bus service to/from the site. 10 year funding period significant but 30 min service not compliant with SPD policy which suggests 15 min service. Public Transport package should also consider works to Rodley and Horsforth roundabouts as these cause significant delays to buses. S106's need to be linked to ensure bus service running from first occupation. Concludes that the proposals do not go far enough in terms of service provision and mitigation measures.

METRO: Objection. The principle, of a bus service is agreed. However the developers proposed bus service does not meet SPD criteria. No termination points/highway works have been discussed or agreed. Long-term viability of bus service uncertain. Bus route up Calverley Lane North supported. Ring Road bus stops will need relocating. Robust Travel Plan essential.

EDUCATION: No objection subject to S106 contributions. Primary schools in the locality oversubscribed and secondary schools likely to be oversubscribed between 2015/2021 (depending on means of assessment). Accordingly a full commuted sum will be required to provide additional primary and secondary places.

AFFORDABLE HOUSING: No comment received.

AFFORDABLE HOUSING POLICY: No objection subject to S106 that contains 30% provision, split 50/50 social rent and submarket (pro-rata and pepper-potted across the site).

DESIGN: Retention of mill pond and stone buildings will form a positive feature to the proposals. Plan is on lines previously discussed, comment that central node is somewhat large, riverside area may require planting of more trees, dead ends should be reduced. Three storey housing with garages at ground floor would be unacceptable. Overall schemes are progressing with promising concepts- suitable solutions likely to emerge.

CONSERVATION: Objection. Support the retention of the two buildings shown, but also request retention of the other stone building and chimney.

LANDSCAPE: No objection subject to condition and a S106 to contain a Landscape Management Document and details of a riverside footpath. Scheme largely follows pre-application submissions and proposal will have significantly less landscape impact than the existing works. Recommends further clarity in the Landscape Masterplan via a workshop.

NATURE CONSERVATION: Objection. Updated Bat Report required. More informal space should be included along with biodiversity enhancements.

PUBLIC RIGHTS OF WAY: No objection.

CONTAMINATION: No objection, subject to conditions.

ENVIRONMENTAL HEALTH: No objection, subject to conditions.

MAINS DRAINAGE: No objection, subject to conditions.

STREETSCENE SERVICES: No objection.

8.0 PLANNING POLICIES:

Leeds UDP Review (2006)

- 8.1 The site comprises land outside the main urban area but inset within the green belt in the adopted Leeds UDP Review (2006). No specific allocations or designations affect the site. Relevant policies comprise:
- 8.2 GP7: Where development not otherwise acceptable and a condition not effective, a S106 will be necessary.
GP11: Development must meet sustainable design principles.
GP12: Major applications must include a Sustainability Assessment.
N2/4: Residential development will be required to provide on or off-site greenspace.
N24: Where development abuts the green belt assimilation into the landscape must be achieved.
N29: Sites of archaeological importance will be preserved and appropriate investigation required.
N32: Land shown on Proposals Map as Green Belt.
N38B: Flood Risk Assessment in certain circumstances.
N51: Development, including landscaping should enhance existing wildlife habitats.
H3: Housing Land Release (inc. Phase 2 to 2010-2012).
H4: states: "Residential development on sites not identified for that purpose in the UDP but which lie within the main and smaller urban areas as defined on the proposals map, or are otherwise in a demonstrably sustainable location, will be permitted provided the proposed development is acceptable in sequential terms, is clearly within the

capacity of existing and proposed infrastructure, and complies with all other relevant policies of the UDP.”

H11: Council will negotiate for appropriate affordable housing.

T2: New development should be capable of being served adequately by:

- existing or programmed highways or improvements to the highway network,
- public transport,
- cycling,
- convenient walking distance to local facilities.

T2B/C: All planning applications of significant traffic generation must be accompanied by a Transport Assessment and Travel Plan.

T2D: where public transport accessibility is unacceptable the local planning authority will expect developer contributions to either link to public transport, provide additional capacity on the network, improve public transport entry points or support service improvements.

T5: Satisfactory safe and secure access for cyclists and pedestrians.

T9: Effective public transport service encouraged and supported.

E7: Non-employment use will not be permitted unless:

- site is not reserved for employment use,
- sufficient alternative sites district wide/in locality,
- no resultant environmental, amenity or traffic problems.

S6: Support given to convenience good retailing in areas where residential have poor access to facilities.

LT6: Leisure potential of waterways corridor will be recognised.

LT6B: LCC will seek to secure footpath access to the River Aire and canal system.

ARC 6: Archaeology preservation by record by condition or S106.

GB24: Allotment gardens will normally be permitted in the green belt.

- 8.3 On the 6 July 2010, the Secretary of State for Communities announced the revocation of all Regional Strategies which would leave the Leeds Unitary Development Plan Review (2006) as the sole, statutory Development Plan. Although the High Court has recently ruled that the Secretary of State’s decision to revoke the Regional Spatial Strategies was unlawful, this is being challenged. The coalition government has also confirmed that it will be introducing the Localism Bill to Parliament, which will remove Regional Strategies through the parliamentary process. In this context pending determination of the challenge, Panel will need to consider whether the existence of the challenge and the basis of it affects the significance and weight given to the Secretary of State’s statements and Chief Planners letter.

PPS1 “Delivering Sustainable Development” 2005

- 8.4 Para 3 states that sustainable development is a core principle underlying the planning system. Para 18/19 states that planning should seek to “improve” and “enhance” the local environment. Para 27 states that planning authorities should improve access to jobs, health, education, shops, leisure and community facilities and open space by foot, cycle or car to reduce reliance on car. Para 27 also states that planning authorities should promote the more efficient use of land through higher density development and bring vacant and underused land back into beneficial use.

PPG2 “Green Belts” 1995

- 8.5 Contains green belt policy which seeks to ensure, amongst other things, that visual amenities of the green belt are not compromised by development inside or outside the green belt.

PPS3 “Housing” 2010

8.6 Para 40 states the key objective of making the best use of previously developed land. Para 57 states that the supply of housing land should be managed so that a 5 year supply of deliverable sites is maintained. Para 69 states that local planning authorities should have regard to:

- achieving high quality housing,
- good mix of housing,
- suitability of site given environmental sustainability,
- using land effectively and efficiently ensuring development in line with planning for housing objectives.

PPG13 “Transport” 2006

8.7 Para 4 states key objectives as promoting more sustainable transport choices, promoting accessibility to jobs, shopping, leisure and other service by public transport and reducing need to travel by car. Para 74 states local planning authorities should identify routes for bus improvements and potential for improved transport interchange, and negotiate improvements in public transport provision. Para 76 and 79 state the importance of promoting walking and cycling as a prime means of access. Para 91 states that the acceptability of a Travel Plan will depend on the extent to which it materially affects the acceptability of development.

PPG17 “Planning for Open Space, Sport and Recreation” 2006

8.8 Para 18 states that local authorities should seek opportunities for improving the value of existing facilities and encourage better accessibility.

Adopted SPD “Public Transport Improvements and Developer Contributions” 2008

8.9 Para 4.3.15 states that the minimum level of accessibility to public transport should be 400m to a bus stop, offering a 15 minute (or better) service to a major public transport interchange, normally Leeds city centre, between 7am and 6pm, with a 30 min service up to 11pm and at weekends. Para 4.3.16. confirms that in locations where public transport accessibility is not acceptable, the developer is expected to establish and fund the measures required to make the site accessible.

Adopted SPG3 “Affordable Housing Policy Guidance Note Annex” 2007

8.10 In updating the original SPG from 2003 this required affordable housing of 25% in the outer suburbs.

Adopted Interim Housing Policy 2008

8.11 Introduced in 2008 this now requires 30% in the outer suburbs in accordance with the latest Strategic Housing Needs Assessment 2007.

Adopted SPG4 “Greenspace relating to new housing development” 1998

8.12 Para 1.6.6. states that for outline schemes of over 50 dwellings provision of greenspace in accordance with UDP policy N2 will normally be required on-site.

Draft SPD “Travel Plans” 2007

8.13 Para 4.23 confirms that any applications comprising more than 50 dwellings will require a Travel Plan. Table 2 lists essential components of any Travel Plan . Table 6 lists the process for speculative outline applications.

9.0 MAIN ISSUES

1. Principle of Residential development
 - a) Housing Need
 - b) Loss of Employment Land
2. Sustainability
3. Environmental Impact
4. Highways
5. Public Transport and Travel Plan Issues
6. Affordable Housing
7. Education
8. Walking/Cycling
9. Draft S106
10. Green Belt
11. Conservation/Archaeology
12. Design and Landscaping (Masterplan)

10.0 APPRAISAL

1. PRINCIPLE OF RESIDENTIAL DEVELOPMENT

- 10.1 The land lies outside the main urban area, but inset within the green belt. The principle of residential development can be considered under adopted Leeds UDP (2006) policy H4. This states that development on unidentified sites within the urban areas, or in demonstrably sustainable locations, will be permitted for residential development provided that development is acceptable in sequential terms and is within the capacity of infrastructure.
- 10.2 This site lies outside the main urban area and hence the first key issue in terms of UDP Policy H4 is whether it lies in a demonstrably sustainable location, or could be made to be a demonstrably sustainable location. The previous Inspector's decision concluded that the Riverside Mills site was not well served, or capable of being well served, by public transport and was not in a demonstrably sustainable location. However there has been a material changes of circumstance since that decision in that the Clariant site is now redundant and vacated. The Clariant site is closer to the primary road network and closer to Horsforth town centre for pedestrians and cyclists via Calverley Lane North. Whilst the location remains poor in sustainability terms, the two sites together result in a critical mass of development that may enable a package of sustainability measures that address the previous Inspector's concerns.
- 10.3 The second key issue is whether development is acceptable sequentially and is within the capacity of infrastructure. Sequentially the site is brownfield and consequently a priority for beneficial re-use, to limit greenfield and greenbelt land release. The applicants have offered various off-site highway works and education contributions to address infrastructure impacts and officers are engaged in ongoing assessment of whether these sufficiently mitigate impacts.
- 10.4 Planning policy officers have concluded that as a brownfield site, beneficial re-use should be encouraged. Given certain limitations of employment re-use, in particular distance from motorway network and likely lack of a cohesive and well planned scheme for business use, they have concluded that:

“the site is best suited to a residential led development...”

- 10.5 Planning Officers conclude that there would be advantages to a well-planned residential led scheme and that residential development may acceptable in principle, subject to the applicant satisfying officers that the site can be made sustainable through the package of measures offered (and discussed further in this report). Ongoing discussion and negotiation are required before a final view can be taken.

a) Housing Need

- 10.6 PPS3 requires local planning authorities to have a 5 year housing land supply of deliverable sites at any time. Following the coalition government's revocation of RSS the Council has an Interim Housing Requirement of 11,300 units by March 2016, of which 12,466 have been identified (inc. 2,500 are windfall). Development of this site would contribute to this requirement and reduce pressure on greenfield and green belt sites.
- 10.7 The High Court's decision that the coalition government's revocation of RSS is illegal leaves RSS as part of the development plan, but with ministerial statements that seek to reduce their weight given the continued intention to revoke them. As such it is concluded that RSS has less weight than previously.
- 10.8 The Coalition government has also announced a "New Homes Bonus" as part of October's White Paper, which includes £1 billion in bonus payments to encourage local authorities to provide new housing. This is intended to work by paying Council's a sum equivalent to the national average for the council tax band on each additional property (ring fenced) for 6 years. A consultation paper requests comments by Christmas to which the Council has formally responded. It is considered that the scheme is unlikely to be in operation by the time this application is determined. Although aimed at encouraging local authorities to release more housing land, it is not considered that it has any weight in planning terms and planning decisions should be made on planning grounds.

b) Loss of Employment Land

- 10.9 The application submission contains a report that assesses Employment Land Supply and the impact of the loss of this site in the context of policy E7 of the adopted Leeds UDP (2006).
- 10.10 That report has been assessed by Planning policy officers who conclude that there is a short term 5 year surplus (within the life of the UDP) and overall a 15-23 years supply. However there is likely to be a medium/long term deficit in the LDF period.
- 10.11 In the context that there is a surplus in the current development plan period and that it is up to the forthcoming Site Allocations DPD to identify sufficient employment sites for the longer-term; it is officers conclusion that the loss of employment land is not objected to in this case.

2. SUSTAINABILITY

- 10.12 The Inspector in the previous Riverside Mills appeal concluded at (para 17) that:

"...the site is not well served or capable of being well served by public transport and is not in a demonstrably sustainable location."

- 10.13 The applicants have offered a package of measures designed at increasing the sustainability credentials of the site and overcoming the Inspector's concerns on the adjoining site. These areas are outlined in para 2.7 of this report. The application also includes a sustainability statement that refers to the sustainability package and concludes:
- 10.14 "This sustainability statement has demonstrated that the proposed development of the Riverside Mill site will achieve high levels of sustainability. The site is well placed to deliver a number of sustainability enhancements to the wider area through the contributions that can be made towards public transport access, and other local measures to encourage sustainable travel. The proposed development will also deliver a significant number of on-site benefits such as retention of landscaping, improved biodiversity, and the integration of a sensitively designed development with local landscape character."
- 10.15 The benefits offered are acknowledged. However, the package and offer has not yet been finalised or agreed. The Sustainability team's response notes that the development fulfils many of the requirements of sustainable development (social, economic and environmental) and recognises that much of the sustainability package offered represents good practice. However it is noted by extending sustainable transport options further and improving performance of buildings the sustainability of the site could be improved further. This requires further discussion with the applicant. Officers are therefore not yet in position to confirm whether a final package is sufficient to make the site sufficiently sustainable for development to be supported. Discussions are ongoing regarding:
- adequacy of the 30 minute bus service (compared to SPD policy of 15 minutes),
 - the off-site highway works and impact on the proposed bus service and usability for cyclists/walkers,
 - adequacy of Code for Sustainable Homes 3 compared to 4,
 - commuted sum for secondary education provision,
 - adequacy of 25% affordable housing in the context of the Interim Housing Policy which suggests 30%,
 - adequacy of improvements to footpaths internal to the site only.

A final view will be reported to Panel in March 2011.

3. ENVIRONMENTAL IMPACT

- 10.16 An Environmental Impact Assessment was submitted with the application and covers the following main areas:
- Ground Conditions and Remediation
 - Highways and Transportation
 - Ecology
 - Landscape and Visual Amenity
 - Built Heritage
 - Water resources and Flood Risk
- 10.17 As well as consideration by planning officers this document has been forwarded to statutory and non statutory consultees to consider the relevant sections .

- 10.18 Having considered the EIA and responses from statutory and non-statutory consultees it is considered that environmental effects are generally acceptable and in some ways beneficial e.g. remediation of both sites. Further information is required at reserved matters stage and conditions imposed. At this stage, further information is required regarding impact on bats.

4. HIGHWAYS

- 10.19 It has been clear from the start of pre-application discussion that a fundamental question in assessing any redevelopment proposal for this site is the potential impact on the surrounding highway network, in particular the Ring Road and Horsforth/Rodley roundabouts.
- 10.20 The ring road and associated roundabouts were built in the 1960's at a time of different highway design standards and different traffic levels. This part of the ring road currently experiences high traffic volumes and congestion problems in both morning and evening peaks. The City Council has long term plans to undertake major improvement to this section of ring road, the preferred option being dualling between the Horsforth and Rodley roundabout with associated improvements to those roundabouts. Improvements of this scale would be dependant on significant government funding, which in the current climate is unlikely to be forthcoming for some time. The City Council is currently developing a scheme to signalise Horsforth Roundabout, which would be compatible with the improvements currently proposed by this development. This scheme will improve both the safety and operation of the junction and could be implemented in the medium term with funding from Section 106 monies for other schemes such as Kirkstall Forge, Woodside Quarry and Local Transport Plan 3.
- 10.21 Most of the objections from residents, ward members and the local MP state the main objection being the impact this development would have on the Ring Road. The applicant has provided a Transport Assessment that assesses this impact including VISSIM modelling. The Transport Assessment argues that based on the lawful fallback position that their development will have "nil detriment" on the Ring Road.
- 10.22 It is established planning practice in assessing potential traffic generation to take a fallback position into account. In this case that fallback position is the lawful use of the site for General Industrial use (B2), with ancillary Storage and Distribution (B8) and offices (B1). The existing buildings could be lawfully used on this basis. Given that Riverside Mills had wound down operations over a number of years resumption of the lawful use would result in a significant increase in traffic generation than currently experienced. The highway authority must assess the difference between the fallback position and the proposed development to assess impact.
- 10.23 Lengthy discussions have agreed the hypothetical fallback position in terms of the extent of floorspace that could be re-used and the primary use (B2 General Industrial), although the range of trip rates have not been agreed. It is also established planning practice that any fallback position must be realistic and the extent of floorspace likely to be let is not agreed as the applicant has taken the most optimistic, rather than realistic view. As a consequence, the applicant's "nil detriment" argument is not accepted and the development results in the need to undertake works to both Horsforth and Rodley roundabouts as well as Calverley Lane North.

(CALVERLEY LANE SOUTH)

- 10.24 As part of the pre-application process lengthy discussions were held regarding alternative approaches to the junction of Calverley Lane (south) and the ring road. Further to the Inspector's rejection of the signalised junction at the Riverside Mills appeal, other approaches to signalling the junction were considered; but rejected by Highways on the impact they would have on disruption to traffic flows and queuing on the Ring Road.
- 10.25 The application was submitted with a scheme that showed a dedicated left in/left out arrangement. This has also been rejected by Highways primarily on the basis of inadequate lane widths on the ring road and consequent highway safety risk. These lanes could be widened to highways satisfaction, but would require third party land and probable strengthening works to the railway bridge.
- 10.26 The applicant has now submitted revised drawings which retain the current arrangement for Calverley Lane South, with the addition of an uncontrolled pedestrian crossing. This is currently the subject of reconsultation. In the context that a fallback position exists, Highways consider that use of the existing access is acceptable in principle, but subject to the receipt of revised modelling assessment of impact on queuing on Calverley Lane South.

(CALVERLEY LANE NORTH)

- 10.27 As part of the pre-application lengthy discussions were held regarding alternative approaches to the use of Calverley Lane (north) and the junction with the ring road.
- 10.28 The application was submitted with a proposal to make Calverley Lane North limited access for residents, service vehicles and the new bus only, controlled by a bus gate at the junction with the Ring Road. This would be acceptable to Highways if an improvement scheme to Calverley Lane South was practicable. In the absence of a practicable scheme for Calverley Lane South the application has now been amended to retain Calverley Lane North as open to all traffic (limited to 7.5t), but one way. This will require a footway on one side which would also require the road to be adopted. This is currently the subject of reconsultation. Highways have confirmed that this would be acceptable in principle, subject to consideration of the detail, and the successful completion of the adoption process. If a recommendation of approval was forthcoming this would require a grampian condition to ensure that the works were completed prior to occupation of the first unit.

HORSFORTH AND RODLEY ROUNDABOUTS

- 10.29 The application includes a proposal to improve both Horsforth and Rodley roundabouts consisting widened lanes and realigned footways for Rodley Roundabout (plus an uncontrolled pedestrian crossing) as well as an extended merge lane on the Ring Road southbound from the Horsforth roundabout, extended islands and new pelican crossing. The extent of improvements do not go as far as the longer term plans for these roundabouts; however the applicant only has responsibility to mitigate the impact of their development, rather than resolve all the historic problems of the ring road. The proposals offered do represent an incremental improvement that would be compatible with the longer term improvements and as such are supported by Highways.

5. PUBLIC TRANSPORT AND TRAVEL PLAN ISSUES

- 10.30 The applicant is proposing funding extending the existing 31/32 bus service to operate on Calverley Lane North linking the site to the A65 Quality Bus initiative and Horsforth Train Station. The route is also intended to take in West End Primary, and any other schools subsequently expanded. The bus service would comprise a small bus (e.g. Optare midi) every 30 minutes from 7am to 10 pm, seven days a week.
- 10.31 Highways, Public Transport and Travelwise officers acknowledge that this is a benefit that will aid accessibility to the site, however all have concerns about the adequacy of the bus service. The adopted Public Transport SPD states that the minimum level of accessibility to public transport should be a 15 minute (or better) service (not 30 minute) up to 11pm (not 10pm). The developer has argued that a 15 minute service would require 2 buses that would be under-utilised and that such a service would not be viable. Further discussion is required on this issue.
- 10.32 Travelwise have also confirmed that further clarification is required on certain parts of the Travel Plan and a number of elements are required in particular an implementation programme for the Action Plan, clarification of type of metrocard provided, setting Travel Plan targets and confirming an interim Travel Plan coordinator.
- 10.33 It is considered that as an outline application, an Interim Travel Plan would be acceptable, to be approved as part of any planning permission (but with a condition requiring an update once a lead housebuilder is on board). However it does not yet appear that the Travel Plan contains sufficient information to be acceptable and further discussions are required.

6. AFFORDABLE HOUSING

- 10.34 The application offers 25% affordable housing, however the Council's Interim Housing Policy requires 30%. As such the application does not contain sufficient affordable housing and objections have been received from both affordable housing officers and policy officers on this basis. Further discussion is required.

7. EDUCATION

- 10.35 Pre-application discussions involved an assessment of potential primary and secondary education need arising from the development. As regards primary education it was agreed that West End Primary was the preferred option and if expansion of existing schools could not provide sufficient capacity, then a new primary school would need to be considered, ideally in a location more central to the heart of Horsforth, and a commuted sum would be required. As regards secondary education the developer was also made aware of potential secondary need and that a commuted sum would be required.
- 10.36 As part of the formal application consultation process Education Leeds have requested a primary education contribution from Riverside Mills of £445,848 and secondary of £268,724. The request is the same as that discussed at pre-application stage. The developer is willing to pay the primary contribution and has offered funding toward education provision in the draft S106 agreement on a pro rata basis. However they have queries regarding the secondary contribution which is not yet agreed.
- 10.37 Concerns have also been raised by ward members and residents at the ability of local education services to cope with additional demand from this development. Many local schools are at or near capacity, although this is an existing issue not

related to this development. If a recommendation of approval was forthcoming for this application, the developer can only be required to fund sufficient education capacity to cater for their development, rather than resolve wider educational issues. The same applies to other developments in the locality e.g. Woodside Quarry and Kirkstall Forge.

- 10.38 Concerns have also been raised by ward members regarding the possibility of children from this development gaining precedence over existing children for places at local schools. It is considered that whilst this is a genuine issue of educational policy and placement; it is not a planning issue.
- 10.39 It is therefore concluded that if the developer is willing to pay the secondary contribution requested then along with the primary contribution, sufficient funds will have been made available to provide for education demands resulting from this development.

8. WALKING/CYCLING

- 10.40 The application offers improvement to the footpaths along the river and the applicant has suggested that a specification be agreed via a Section 106 agreement.
- 10.41 A report has been provided by Parks and Countryside officers assessing a range of potential footpath improvements in the area considered to be reasonably related to the development and the riverside walk would contribute towards this. An assessment of whether this adequately contributes to walking/cycling is being undertaken in conjunction with the Clariant site.

9. DRAFT SECTION 106 AGREEMENT

- 10.42 The S106 offer currently comprises those elements listed in section 2 of this report. As discussed elsewhere in this report, elements of the S106 are at this stage considered inadequate. Further discussion regarding those elements and how these relate to the proposed Section 106 for the Clariant site, are required before progressing further.

10. GREEN BELT

- 10.43 The site is surrounded by green belt to the west, south and north. It is considered that detailed plans at reserved matters stage, with adequate boundary buffer planting, could ensure that visual amenities of the green belt are not compromised.

11. CONSERVATION/ARCHAEOLOGY

- 10.44 Both Conservation officers and WYAS have objected on the basis that the chimney, and other historic buildings should be retained on the site. The buildings are not considered to be of listable quality and the site does not lie in the Cragg Wood Conservation Area. They are of mixed age and quality and it is planning officer's view that the chimney, although being of some interest in terms of industrial archaeology is visually incongruous in this semi-rural location. As such it is concluded that the benefits of its loss in terms of landscape amenity outweigh any historic interest. Interest of other buildings on the site can be recorded by condition as suggested.

12. DESIGN AND LANDSCAPING (MASTERPLAN)

- 10.45 The Riverside Mills site is immediately adjoining the Clariant site and it was made clear at pre-application stage that in pursuing development, the local planning authority would require sufficient comfort that the two sites could be integrated in urban design terms. Although Layout, Scale, Landscaping and Appearance are all reserved matters, it was agreed that a joint Concept Masterplan document could control the design parameters for the sites and be approved as part of any permission. This would ensure that the form of development at reserved matters stage would be compliant with policy and result in a positive development.
- 10.46 The submitted Concept Masterplan document for Riverside Mills confirms developable areas, storey heights, densities and design parameters. It confirms that sensitive areas such as original stone buildings and the mill pond will be retained and the river front respected. It confirms that existing boundary vegetation will be retained and respected. It confirms that the housing will be a mix of 2 and 3 storey houses. Whilst being generally in accordance with discussion at pre-application stage there are a couple of areas that remain to be resolved in relation to the extent of woodland retained (in particular G7 trees); the applicant is willing to make these amendments. It is officer opinion that the level of two and three storey development proposed would be sensitive to the green belt/valley context, and would represent a visual improvement over the current non-conforming and incongruous commercial buildings. The landscape officer has commented that:

“ the development overall will have significantly less landscape impact than the existing works...the transition from a largely grassed landscape setting around the industrial buildings into finer grained gardens and peripheral planting which will over time develop a significantly greener character...”

These comments are accepted and it is considered that in design/landscape terms, the Concept Masterplan offers an opportunity for a far more sensitive and attractive development form in this location than currently exists.

- 10.47 The illustrative layouts are generally acceptable to design and landscape officers. The Riverside Mills illustrative layout represents a strong and positive statement of intent by retaining sensitive boundary vegetation and trees and retaining the existing mill pond and stone buildings. Retention of the pond and stone buildings has been offered as part of a section 106 agreement in recognition of their benefit to ecology, drainage, historical continuity and sustainability. These are positive planning benefits.
- 10.48 In conclusion it is considered that the Concept Masterplan could ensure that detail submitted at reserved matters stage would be appropriate for this sensitive green belt, valley location. The Concept Masterplan is largely acceptable, although revisions are required to reflect pre-application agreement on the extent of retained woodland.

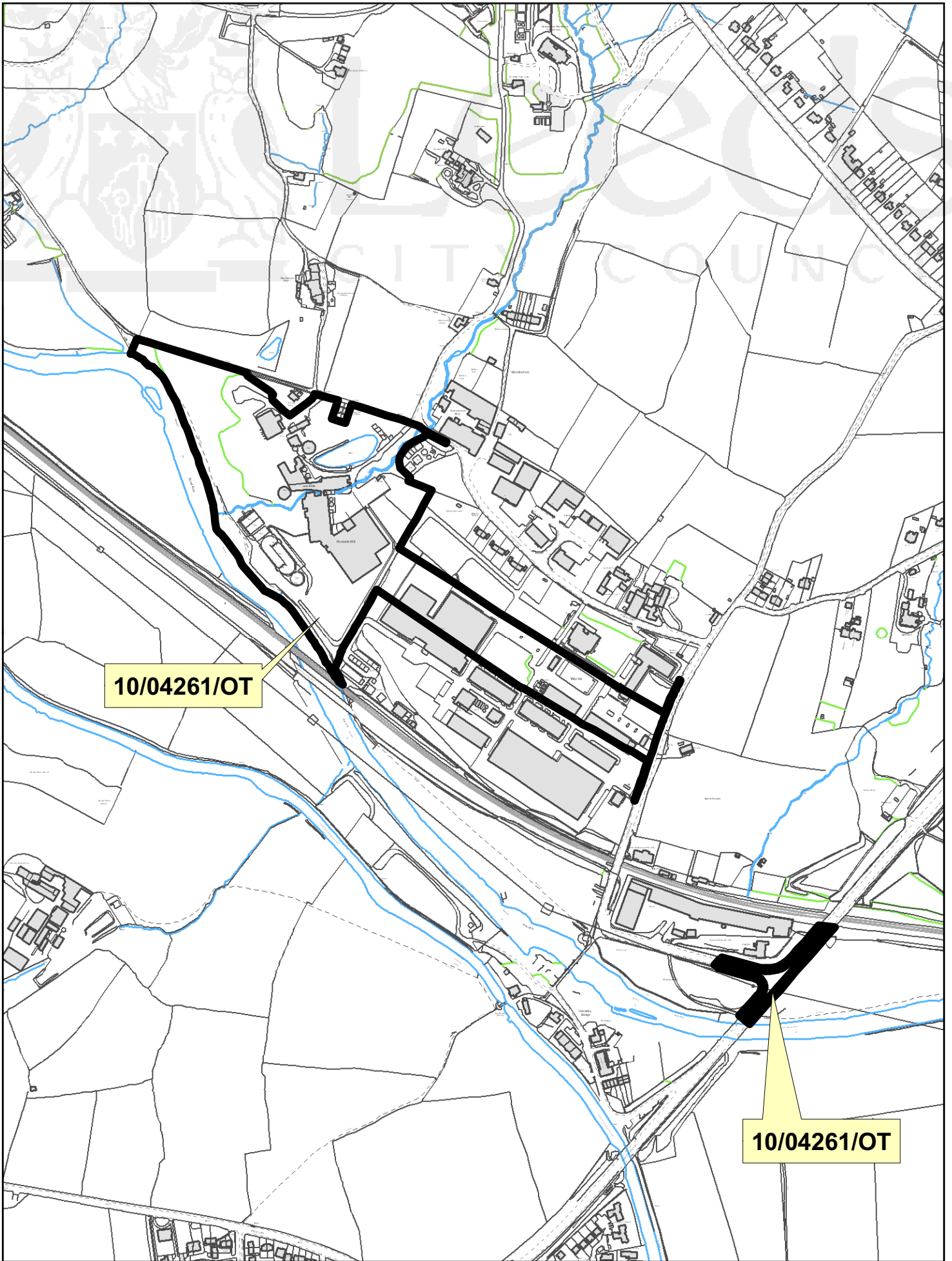
11.0 CONCLUSION

- 11.1 The site is a significant brownfield site that is inset within (and therefore not subject to) green belt policies. The delivery of residential development on major brownfield sites, in sustainable locations, remains a key planning objective in both the adopted Leeds UDP (22006) and RSS (2008).
- 11.2 The site is vacant and is unlikely to be attractive to other employment occupiers in it's current state. Policy officers have confirmed that the site would not be well suited for new employment development. A well planned and integrated residential-

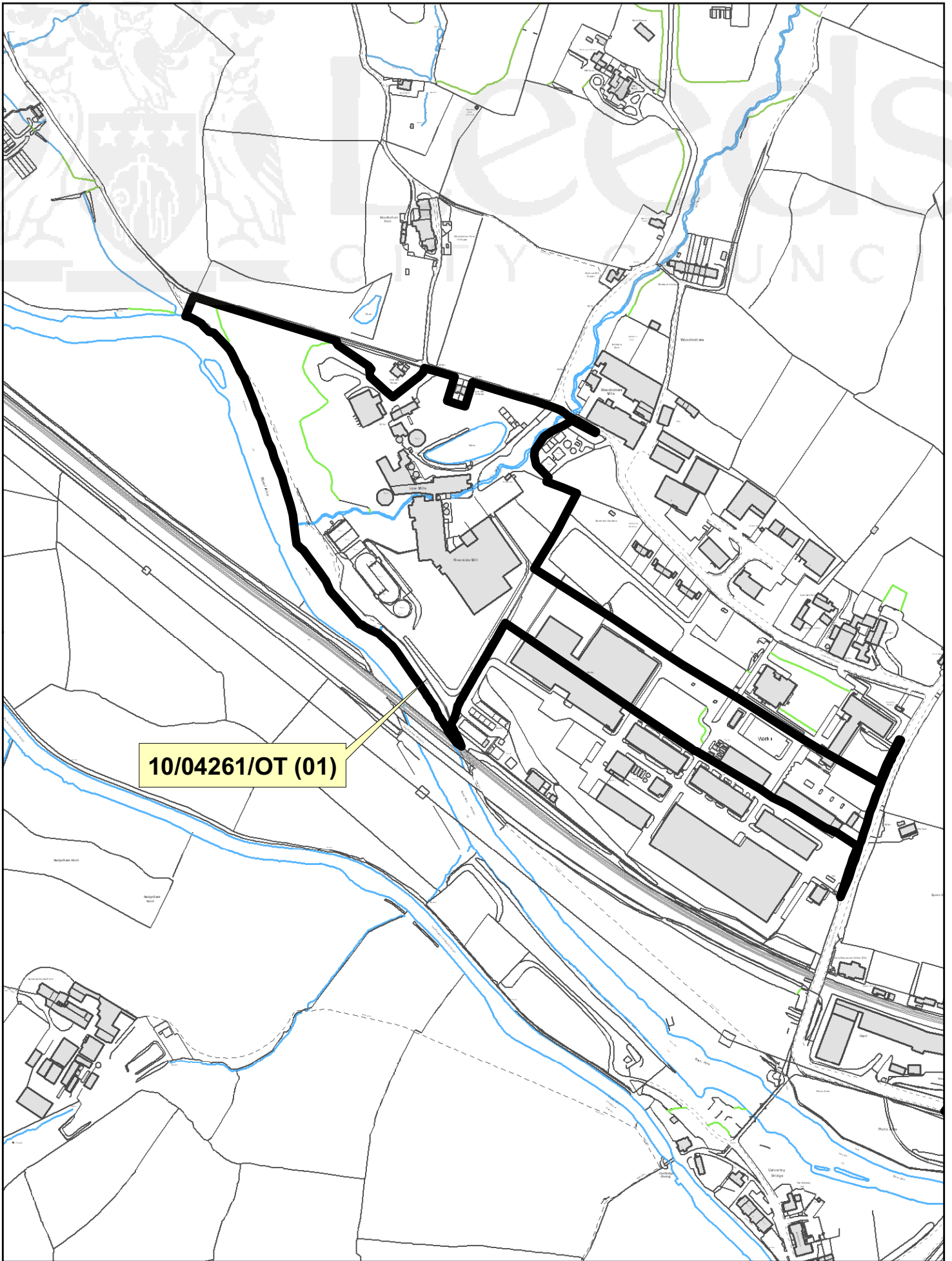
led development offers the opportunity to bring beneficial use back to this site with a scheme that has the potential for being better integrated into this sensitive green belt, valley landscape.

- 11.3 Although the principle of highways access as currently proposed is supported by highways, this is subject to further assessment of details. In addition officers are still assessing whether the sustainability package has maximised the sustainability credentials of this site sufficient to overcome the concerns identified by the previous Inspector.
- 11.4 Views are requested from members and it is intended to report back to Panel in March 2011 for final determination.

Background Papers: Inspector's decision re planning application 27/211/05/OT



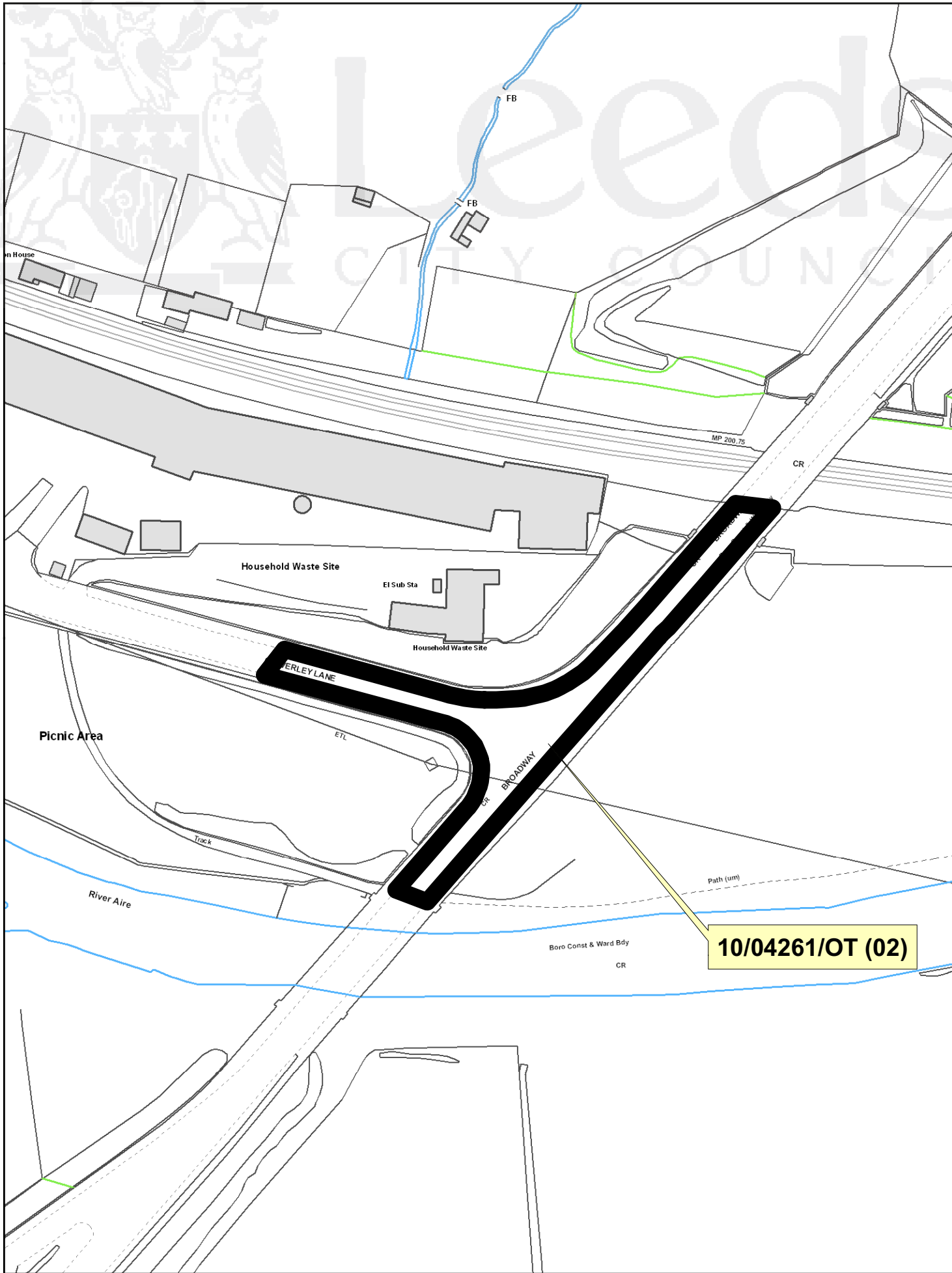
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