



Report of the Chief Planning Officer

NORTH AND EAST PLANS PANEL

Date: 31ST October 2013

Subject: PREAPP/13/00521 - Pre-application presentation for the laying out of access and erection of 191 dwellings and commercial/industrial uses at the Millennium Village site, Allerton Bywater.

Electoral Wards Affected:

Kippax and Methley

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

For Members to note the content of the report and developer presentation and to comment on the proposals.

1.0 INTRODUCTION:

1.1 This pre-application proposal is brought to North and East Plans Panel to inform and seek Members comments on an impending application for development of the final phases of the Millennium Village (MV) site in Allerton Bywater.

2.0 SITE AND SURROUNDINGS:

2.1 The application site boundary covers the vacant areas of the MV site which have yet to be redeveloped. The wider MV site covers the former colliery site and is bounded by Park Lane to the north, Barnsdale Road to the east, Station Road to the south and Vicars Terrace to the west.

2.2 The site readily splits into three main areas. Two areas form long, relatively narrow strips of land between the former railway line and the recently constructed Flockton Road and Haigh Moor Way. The third area lies to the north of the existing central play space and square (Silkstone Square) and to the west of the allotment gardens.

2.3 Land to the south has been developed for new housing as part of the MV and older housing can also be found to the northeast of the site, namely the Park Avenue estate. A section of land between Park Avenue and the application site exists and is the subject of a separate pre-application enquiry. This land is currently occupied by a timber merchant but the pre-application proposes its redevelopment for housing.

3.0 PLANNING HISTORY:

3.1 The original outline application for the MV was submitted in 2000 (under 33/311/00/OT) and set out proposals for the entire redevelopment of the former colliery site. The outline permission was granted in August 2002 and permitted up to 520 residential properties, various commercial and community developments with associated infrastructure and green spaces. The outline permission was also extended in October 2005 (33/240/05/OT).

3.2 Subsequent reserved matters applications for various components of the site have been submitted and built out and comprise of the following:

33/14/04/RM - Network Space for 17 small scale industrial units (B1/B2/B8) – Granted July 2004

33/522/04/RM - Miller Homes for 176 houses / 21 apartments - Granted February 2005

33/63/05/RM - Wheatley Construction for 3 two storey office units – Granted May 2005 (only 1 office building constructed to date)

33/375/05/FU - Primary School converted to a Children's Nursery - Granted April 2004

33/378/05/RM - Fleming 23 houses – Granted November 2005

33/555/05/RM - Barratt for 151 houses - Granted March 2006

4.0 POLICY OVERVIEW:

4.1 Under the Leeds UDP Review (2006) the respective uses are allocated for housing (H3-1A: 42) and employment (E4:12) uses.

Leeds UDPR Relevant Policies:

4.2 GP5: General planning considerations.

GP7: Use of planning obligations.

GP11: Sustainable development.

N2/N4: Greenspace provision/contributions.

N10: Protection of existing public rights of way.

N12/N13: Urban design principles.

N23/N25: Landscape design and boundary treatment.

N24: Development proposals abutting the Green Belt or other open land.

N29: Archaeology.

N38 (a-b): Prevention of flooding and Flood Risk Assessments.

N39a: Sustainable drainage.

BD5: Design considerations for new build.

T2 (b, c, d): Accessibility issues.

T5: Consideration of pedestrian and cyclists needs.

T7/T7A: Cycle routes and parking.
T18: Strategic highway network.
T24: Parking guidelines.
H2: Monitoring of annual completions for dwellings.
H4: Housing development on unallocated sites.
H11/H12/H13: Affordable housing.
LD1: Landscape schemes.

Supplementary Planning Guidance / Documents:

- 4.3 Neighbourhoods for Living – A Guide for Residential Design in Leeds
Street Design Guide

National Planning Guidance:

- 4.4 National Planning Policy Framework:
Promotion of sustainable (economic, social and environmental) development.
Encourage the effective use of previously developed land.
Secure high quality design.
Promote the delivery of housing to meet local needs (5 year supply and affordable housing).

5.0 PROPOSAL:

- 5.1 The site measures 4.53 hectares and the scheme divides into 3 main components. The first two relate to the development of the linier plots adjacent to Flockton Road and Haigh Moor Way respectively and comprise of residential development only. The applicant has adopted the home zone principle in relation to the proposed layout reflecting those already incorporated elsewhere within the MV site. The third component relates to the area of land around and beyond Silkstone Square including the part of the MV, historically known as the northern commercial zone. This component contains a mixture of residential (including a large block of flats) and a number of commercial and light industrial type uses. End users are not identified at this stage albeit provision for a single retail unit of circa 325sqm (3500 sqft) is specified as a fixed requirement. Keepmoat is the applicant for both components and have been working with the HCA in preparing the scheme.
- 5.2 More specifically the 191 dwellings comprise of 2, 3 and 4 bedroom properties including terraced; semi-detached; detached; ateliers; and an elderly persons flat block. 28 units are identified as affordable housing representing 14.7% of the total build. The density equates to approximately 43 units per hectare. The parking provided totals 392 spaces and comprise – 325 allocated spaces and 67 unallocated spaces.
- 5.3 The commercial elements are in two phases and comprise in Phase 1 – 3 retail units and 9 industrial units; and in Phase 2 – 2 stand-alone commercial units; resulting in a combined total of 2508sqm (27,000 sqft).
- 5.4 A modern, contemporary design is proposed for the residential properties albeit the dominant material would be red brick (with the exception of the flats block which is shown to be mostly rendered). The commercial/industrial buildings are designed to have a relatively low profile in terms of overall scale and massing and would be almost agricultural in terms of appearance due to the use of timber cladding, blockwork and metal roofs.

6.0 NEGOTIATIONS:

- 6.1 A number of meetings have taken place with the agent and officers have commented on various layout options. Whilst some improvements have been made, officers still consider further changes are required before the application could be supported. As the applicant is committed to a relatively tight timescale in terms of submitting a formal planning application, the need for Member feedback early on in the process is considered important and accordingly the scheme is brought before Members whilst these discussions are on-going.
- 6.2 Prior to this presentation, the applicant has met with Ward Members and a local consultation exercise has also been undertaken.
- 6.2 The pre-application discussions that have taken place so far have concentrated on the following areas:
- Design Principles
 - Parking provision and home zones principles
 - Relationship to the adjacent timber merchant site and access issues
 - Urban design issues
 - Section106 Contributions
 - Justification for the 'town centre' uses proposed
- 6.3 In isolation a development of this scale would trigger a number of thresholds relating to Section 106 contributions (e.g. affordable housing, education, etc) and further discussions regarding these requirements are still taking place. These discussions will also recognise that some Section 106 contributions have already been secured in full but in connection with the original outline application which permitted a quantum of development which has yet to be achieved. For example, the outline application permitted 520 residential units and some contributions have been made in full but only 371 units have been approved across the site to date. As such, it is anticipated that some contributions may be provided on a pro rata basis.

7.0 CONCLUSION

- 7.1 Members are asked to note the contents of the report and the developer presentation, and are invited to provide feedback on the issues outlined below:

The design approach to development at the MV has been steered and assessed primarily against the requirements set out in the Allerton Bywater Design Code, a document which the Council helped prepare. This document set out a series of design requirements and principles that each phase of development should follow to ensure a degree of consistency between different phases.

1. Do Members agree the development should be designed in accordance with the general principles as set out in the Allerton Bywater Design Code and supplemented by the guidance contained within Neighbourhoods for Living?

Officers are supportive of many aspects of the general design approach taken but are less convinced about some areas which move away from what the Design Code

originally envisaged (e.g. the site opposite Heigh Moor Way and the blending in of local facilities into Silkstone Square). A number of residential amenity issues are also yet to be satisfactorily resolved.

2. What are Members views on the layout as currently proposed, including the basic design approach taken for the different components and for the space around Silkstone Square?

The Design Code envisaged a move away from more traditional house and building types and this has largely been achieved across the site to date. The current proposals follow this approach but with a more simple palette of materials than has been used on some components.

3. Are Members content with the general design advanced for the various house types and commercial buildings?

The neighbouring timber merchant site does not form part of the MV site and is in separate ownership. An area of Network Rail land also lies between part of these adjacent sites. Notwithstanding these issues, officers consider it is appropriate to treat the adjacent site as if it were part of the MV development and due to its own access difficulties need to ensure the current development recognises this.

4. How do Members view the relationship between the site and the neighbouring development in terms of connectivity, access and design approach?

The requirement to provide homezones is contained within the Design Code and is proposed for the residential components of this scheme. In recognition of some problems identified with earlier phases, it is proposed to provide additional parking directly off the main access roads albeit this does raise some adoption issues which are yet to be resolved.

5. Do Members have any comments regarding the use of homezones and the proposal to provide additional off-street parking accessed directly off Flockton Road and Haigh More Way?

The quantum of retail development proposed is greater than originally envisaged and the degree of separation between the MV 'heart' is also more acute.

6. Do Members have any concerns/comments regarding the general mix, scale and proposed siting of the retail, commercial and industrial uses?



Rev	Date	Description	Drawn	Chkd
B	25.06.13	Revision of masterplan layout to plots 59-63	SK	RP
A	24.05.13	New masterplan layout issue	SK	RP

Drawing Status
Bid Submission
 Client

JOHN THOMPSON & PARTNERS
 23-25 Great Sutton Street
 London, EC1V 0DN
 T: +44 (0)20 7017 1780
 F: +44 (0)20 7017 1781
 W: www.jtp.co.uk

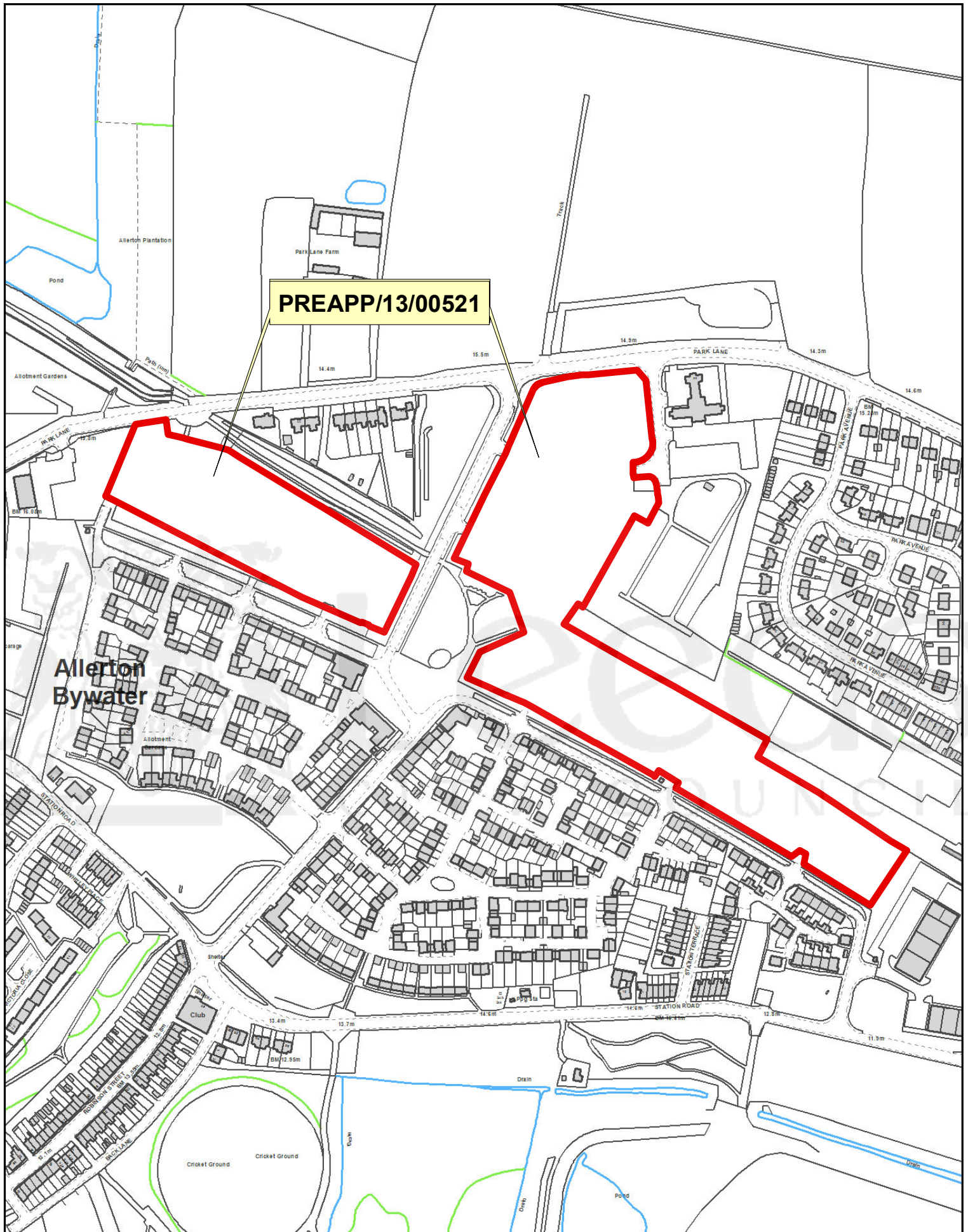
Project
Allerton Bywater

Drawing Title
Illustrative Masterplan

Scale @ A1	750	Job Ref.	00680
Drawing No.	00680_SK_11	Revision	B

MASTERPLAN KEY

- 1 3 storey terraced frontage around Silkstone Square
- 2 Principal 5 storey waymarker apartment building within Silkstone Square
- 3 Silkstone Square expanded to create rectilinear urban form
- 4 Community pocket parks integrated within the Boulevard, with varying functions - play, orchards, seating.
- 5 2 and 3 storey terraced frontage overlooking the Boulevard
- 6 Landscaped Boulevard frontage - pedestrian access to homes, with new visitor parking
- 7 Waymarker buildings - tier 1, Boulevard/Silkstone Square
- 8 Waymaker buildings - tier 2, Boulevard
- 9 Waymarker buildings - tier 3, Homezones
- 10 Homezone Type 1 streets - principal access streets, staggered building lines, carriageway tree planting, atelier units, predominantly terraced homes, higher density, on street parking.
- 11 Homezone Type 2 streets - staggered building lines, low level planting, predominantly semi detached homes, discreet parking solutions, lower density, green 'fingers'.
- 12 Incidental squares and courtyards
- 13 Commercial area with retail space adjacent to Park Lane
- 14 Potential future access to redeveloped Builders' Yard.
- 15 Proposed connections to existing Sustrans cycle network
- 16 Footpath connection to Park Lane, part of proposed 'Safe Route To School'
- 17 High quality landscaped edge with green 'fingers' extending into site
- 18 Preformed vehicular access bellmouth removed
- 19 New vehicular access formed from Haigh Moor Road
- 20 Landscape buffer between residential and commercial areas



NORTH AND EAST PLANS PANEL

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

SCALE : 1/3500

