



## Report of the Chief Planning Officer

### ***SOUTH AND WEST PLANS PANEL***

Date: 19<sup>th</sup> March 2015

**Subject: APPLICATION 14/05524/FU - RESIDENTIAL DEVELOPMENT COMPRISING 93 NEW BUILD UNITS AND CONVERSION OF EXISTING MILL TO CREATE 46 UNITS, 64 BED CARE HOME, NEW ACCESS FROM FOCUS WAY, PROVISION OF PUBLIC OPEN SPACE, REALIGNMENT OF EXISTING WATERCOURSE AND DEMOLITION OF REDUNDANT INDUSTRIAL BUILDINGS AT GREEN LANE DYEWORKS, GREEN LANE, YEADON, LEEDS LS19 7XP.**

#### **APPLICANT**

Yelcon Ltd and LNT

#### **DATE VALID**

26<sup>th</sup> September 2014

#### **TARGET DATE**

26<sup>th</sup> December 2014

#### **Electoral Wards Affected:**

Guiseley and Rawdon

Yes

Ward Members consulted  
(referred to in report)

#### **Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

#### **RECOMMENDATION:**

**DEFER AND DELEGATE approval subject to the signing of Section 106 agreement to include contributions of £25,000 for off-site highway works, of £69,311 for public transport improvements, of £2,695 for Travel Plan measures, of £44,244.75 for a residential Metrocard scheme, of £471,617.71 for education contribution; of ten affordable housing units, and subject to the following conditions.**

**In circumstances where the legal agreement has not been completed before April 2<sup>nd</sup> 2015, the final determination of the application shall be delegated to the Chief Planning Officer. The following pooled contributions will be CIL liable: public transport improvements and education. The 10 affordable housing units and the following non pooled contributions will remain subject to a Section 106 agreement: off-site highway works of £25,000, and £2,695 for Travel Plan measures, and £44,244.75 for a residential Metrocard scheme.**

1. Time limit condition
2. Plans to be approved;

3. Materials details and samples of all external walling, roofing and surfacing
4. Details and samples of stone detailing including cills and lintels
5. Details of rooflights
6. Details of doors and windows
7. Making good of existing stonework
8. Details of works to retained chimney and ongoing upkeep
9. Method statement for salvage of stone including demolition, sorting, storage and reuse
10. Method statement for relocation of water tower including recording, labelling, controlled demolition, storage and reconstruction
11. Method statement for stone cleaning
12. Details of boundary treatments to be approved and carried out.
13. Hard and soft landscape scheme to be approved in writing and implemented.
14. Landscape management plan
15. Protection of trees during construction
16. Preservation of retained trees/hedges/bushes
17. Provision for replacement trees/hedges/bushes
18. Proposed levels details
19. Drainage scheme to be approved and implemented.
20. Protection of biodiversity features
21. Enhancement of biodiversity features
22. Ecological design statement for watercourse
23. Confirmation of protected species licence
24. Area used by vehicles laid out, surfaced and drained;
25. Details of cycle parking;
26. Details of motorcycle parking;
27. Redundant access points closed and footway reinstated;
28. Implementation of travel plan measures;
29. Construction access, vehicle routing and parking plan;
30. Details of bin stores
31. Maximum gradient to driveways 8%
32. Provision /implementation of forward visibility splays
33. Retention of garages
34. Highway condition survey
35. Phase 2 site investigation
36. Amendment of remediation statement
37. Submission of verification reports
38. Biodiversity enhancement measures including bird and bat roosts;
39. Proposed levels details;
40. Specified operating hours (construction); no Sunday / Bank Holiday operations;
41. Submission of statement of construction practice;
42. Submission of sustainable construction statement;
43. Code for sustainable homes certification (level 3 minimum);
44. Submission of phasing plan including works to convert mill buildings, construction of dwellings, roads, footpaths, parking, landscaping and drainage;
45. Prior to commencement of development including any demolition there shall be submitted to and approved in writing a phasing plan for the demolition of the buildings to be demolished and for the weatherproofing and making temporarily sound the retained buildings and for the conversion and restoration of the retained buildings. There shall be no occupation of more than 75% of the new-build dwellings prior to the conversion and restoration of the retained buildings in accordance with the approved plans which by that stage shall be either occupied or available for purchase.

## **1. INTRODUCTION:**

- 1.1 This application is brought to Panel due to the scale and amount of development on the site and due to the high level of local interest in the proposals. Similar proposals were previously presented to the Panel as a Position Statement at the meeting of 18<sup>th</sup> July 2013.

## **2. PROPOSAL:**

- 2.1 The proposal is to demolish the majority of the redundant industrial mill buildings, lay out an access road, create a public open space and to erect a residential development, comprising of 93 dwellings, as well as 46 converted units from refurbished parts of the mill complex, and the addition of a 64 bed care home.
- 2.2 The proposed dwellings are principally detached houses of three to five bedrooms and a range of smaller houses in short terraces and semis. The scheme also retains several mill buildings and structures, a short terrace of stone cottages to the west of the main retained mill building, and a pair of larger dwellings to the south-east of the site also fronting Green Lane which adjoins a small wooded area. The development is generally of two storeys with some houses having accommodation on the third level lit by dormer windows.
- 2.3 The proposal includes accesses to the site from both Green Lane and Focus Way retained stone houses which then becomes a loop road with cul-de-sac accesses branching from it.
- 2.4 To the east of the site the existing wooded area is retained as public open space. This leads to a corridor of open space running to the east and northern boundaries of the site, through which an open watercourse would be formed.

## **1. SITE AND SURROUNDINGS:**

- 3.1 The application site lies within the urban area of Yeadon, close to the junction of the A65 (New Road) and the A658 (Green Lane). Yeadon Town Centre lies to the north of the site. The site comprises a former employment site occupied by a range of buildings, the oldest parts of which were originally constructed as a mill in 1869, but later converted to use as a dyeworks in 1907 after a major fire. Associated with the mills are some ancillary buildings such as a short terrace of workers cottages and a pair of larger managers houses. The dyeworks operation ceased approximately five years ago, and the site is presently unused. Buildings occupy approximately the southern half of the site, while the northern part of the site is mostly occupied by two large ponds which were historically used in the dyeing process. The eastern part of the site has a slightly higher elevation than the west, and a watercourse therefore enters the form the east and leaves the site to the west. The immediate environs of the site are predominantly residential, with the relatively recent suburban developments of Cricketers Green and Henshaw Avenue to the east and north respectively. To the west there are mixed uses located off Focus Way, including employment units and a Council Highways depot. The southern extent of the site is formed by Green Lane, to the south side of which there are residential properties off Greenacre Park
- 3.2 The general character of the surrounding local area is dominated by relatively low density residential development of brick construction, however the site itself includes a number of stone industrial buildings of heritage value, which would be

retained. The site lies within a southern limb of the Yeadon Conservation Area. The adopted Yeadon Conservation Area Appraisal identifies the site as lying within a character area of nineteenth century mill complexes. This pattern of development provides a distinctive local character.

- 3.3 The site itself is of an approximately rectangular shape and comprises 4.24 hectares of land occupied by a number of buildings of different qualities. The most interesting and architecturally pleasing buildings are located generally within a central core of the mill complex and comprise traditional mill buildings which contribute positively to the character of the area. Other significant structures include a stone chimney and a brick chimney, a stone water tower and a stone archway entrance structure. A significant feature of the site is the two large ponds which cover much of the northern part of the site.

## **2. RELEVANT PLANNING HISTORY:**

- 2.1 In 2013 two applications were submitted, reference 13/2409/FU and 13/02408/CA, which sought consent for the demolition of the dyeworks buildings and the erection of 109 dwellings and 14 flats. These applications proposed the retention of only the mill façade facing Green Lane and one chimney. A position statement was considered in respect of these applications at the South and West Plans Panel meeting of 18<sup>th</sup> July 2013. Panel Members expressed general support for the re-use of the site for housing development, but expressed significant concern regarding the degree of demolition proposed. Members also considered the proposed design and layout of the dwellings to be unimaginative. The minutes of the meeting are as follows:

- regarding the principle of development, that a residential or even a mixed-use scheme on the site could be acceptable but concerns existed about the proposal before Panel
- concerning the acceptability and extent of demolition proposed, including the larger brick chimney, that whilst some demolition was accepted, currently too much demolition was proposed; that the larger brick chimney should be retained and the character of the area retained
- in respect of the design and layout, concerns were raised about the proposed use of artificial stone and there should be as much re-use of existing stone as possible; that a more imaginative development layout and was needed as were better house types
- concerning the mill ponds, that there was a need for some recognition of these and their historical importance in the layout
- regarding highways matters, that the proposed access point was not ideal but possibly the least hazardous; that the use of Focus Way as an additional/alternative access was not supported. In respect of pedestrian access, the applicant was asked to investigate further the possibility of an access on to Cricketer's Green
- the need for the site to be developed but that the scheme was not acceptable in its current form and that the applicant should be invited to withdraw the scheme and resubmit the proposals or that the refusal of the current scheme could be deferred and delegated to Officers, based upon the concerns raised by Members

Following discussions with officers these applications were withdrawn. Since that time officers have negotiated with the applicants in order to address these issues, culminating in the current application.

### **3. HISTORY OF NEGOTIATIONS:**

5.1 The applicant has undertaken a pre-application process including liaison with Guiseley and Rawdon Ward Members including:

- Meetings with Council officers and Ward Members at Council offices and on the site.
- A public consultation event held at Greenacre Community Hall near the site on Saturday 27<sup>th</sup> April 2013 between 10am and 1pm. An invitation leaflet to this was delivered to approximately 350 premises in the vicinity on 23<sup>rd</sup> April 2013. This event was also reported in the Yorkshire Evening Post on 24<sup>th</sup> April 2013. Ward Members were invited to this event.
- Plans of the proposals were also featured on the architect's website.
- The applicant estimates that around 120 people attended the consultation event at which 51 response sheets were handed in.
- A meeting was held on 10 May 2013 with Stuart Andrew MP attended by representatives of the developers and the Aireborough Neighbourhood Forum
- The applicant reports that 59% of respondents agreed that the site was suitable for housing. Those who did not considered the most acceptable uses to be recreation uses such as a park, wildlife area or green space.

### **4. PUBLIC/LOCAL RESPONSE:**

6.1 The application has been advertised by means of site notices dated the 3<sup>rd</sup> October 2014, and a notice published in the Wharfe Valley Times dated 23<sup>rd</sup> October 2014. Copies of all plans and supporting information have also been made available at Guiseley Library. To date eight representations have been received. The main points of objection can be summarised as follows:

- Loss of important historic buildings
- Loss of mill ponds and associated wildlife – Great Crested Newts and Grey Herons
- Traffic congestion and road safety
- Pressure on local facilities – GP's, dentists, schools and public transport.
- The site should be retained for employment purposes.
- Poor design and layout of the new development

6.2 Leeds Civic Trust - objects strongly to the application in particular the demolition of the brick chimney. The Civic Trust notes clear planning guidance that in the Yeadon Conservation Area 'there should be a presumption in favour of the retention of positive buildings in all but exceptional circumstances'. The LCT also considers that some of the buildings should be retained for employment use, and that the design of the new buildings is unimaginative.

6.3 Aireborough Civic Society – ACS supports the restoration of the heritage buildings on the site and new good quality development; however objections are raised to:

- the brick chimney is an important landmark feature and should be retained;
- Insertion of three new dwellings and road access between the former mill owners house and the office buildings will detrimentally affect the setting of the house;
- The addition of 139 housing units will generate further traffic onto the A65;
- Lack of detail in the scheme in particular the new build;

## 5. CONSULTATIONS RESPONSES:

7.1 An outline of the main points raised are provided below:

### 7.2 **Statutory:**

#### ENVIRONMENT AGENCY:

No objections subject to conditions being appended to any subsequent planning consent relating to improvement of the existing surface water disposal system.

#### YORKSHIRE WATER:

The Flood Risk Assessment (prepared by ARP Associates- Report 1129/01R1 dated August 2014) is satisfactory from Yorkshire Water's viewpoint. The report confirms; a watercourse exists near for surface water disposal - connection subject to Environment Agency / Local Land Drainage Authority / Internal Drainage Board requirements. The report also indicates the public sewers will be diverted to meet required building stand-off distances or abandonment closure and removal. If planning permission is to be granted conditions should be attached in order to protect the local aquatic environment and YW infrastructure.

The local public sewer network does not have capacity to accept any additional discharge of surface water from the proposal site. Sustainable Systems (SUDS), for example the use of soakaways and/or permeable hard standing, may be a suitable solution for surface water disposal;

An off-site foul and an off-site surface water sewer may be required.

#### HIGHWAYS:

The site is located in an area which has existing on-street parking issues resulting from nearby commercial developments. Part of the site is currently used as car parking by some of the commercial units and as a result of the redevelopment of the site there would be an increase in on-street parking.

It is therefore considered that a contribution of £25,000 must be made towards the cost of implementing any additional Traffic Regulation Orders that may be necessary on the surrounding highway network resulting from the displacement of existing parking which takes place on the development site.

In addition, in order to prevent overspill parking from the adjacent commercial estate taking place within the development site the proposed highway layout will be subject to a Resident's Only Parking Permit Scheme. The cost of implementing the scheme (which will be covered by a Traffic Regulation Order) must be fully met by the developer.

The applicant has used trip rates generated by TRICS based on similar sites and the proposed development has then been assessed against the trip generations from the previous use. This shows that the impact of the development on the adjacent highway network would not be significant.

The applicants have also carried out a sensitivity test using higher 85<sup>th</sup>ile rates which also showed that the impact of the development would not be significant. The applicants acknowledge that the junction of Green Lane/A65/Apperley Lane is already over capacity and that the development will marginally add to that. However, it is considered that this is not sufficient to justify an highway objection to the proposals.

The TA also shows that the site is reasonably well located in terms of access to bus services and local facilities and as part of the proposals a number of pedestrian cycle access points are proposed to aid connectivity to the wider area. The site is therefore considered to be a reasonably sustainable site. Overall it is concluded that the proposals would not have a material impact on the highway network.

The proposed layout and the proposed level of residential parking within the development site is acceptable.

It is considered that the impact of the development would not be detrimental to highway safety subject the introduction of an on-site, residents only parking permit scheme and a contribution towards the cost of any additional Traffic Regulation Orders that may be necessary on the adjacent highway network.

### **7.3 Non-statutory:**

#### **METRO:**

The developer will need to enter into an arrangement with Metro in relation to the Residential MetroCard Scheme; the total liability shall be £44,244.75.

#### **NGT / PUBLIC TRANSPORT TEAM:**

The proposed use will have a significant travel impact.

Under the terms of the SPD guidance, a financial contribution proportionate to the travel impact of the scheme will be required towards the cost of providing the strategic transport enhancements (detailed in the SPD) which are needed to accommodate additional trips on the network.

The formula within the adopted SPD gives a required public transport contribution of £69,311.

#### **CONTAMINATED LAND:**

No objection to planning permission being granted, as long as conditions and directions are applied.

Development shall not commence until a Phase II Site Investigation Report has been submitted and approved in writing.

#### **TRANSPORT POLICY (TRAVEL WISE):**

In accordance with the SPD on Travel Plans the Travel Plan should be included in the Section 106 Agreement along with the following:

- a) Leeds City Council Travel Plan Review fee of £2695.
- b) provision of Residential MetroCard scheme, bus only.

## **6. PLANNING POLICIES:**

- 8.1 As required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 this application has to be determined in accordance with the Development Plan unless material considerations indicate otherwise. The development plan for Leeds is made up of the adopted Core Strategy (2014), saved policies from the Leeds Unitary Development Plan (Review 2006) (UDP) and the Natural Resources and Waste Development Plan Document (DPD), adopted January 2013.
- 8.2 The site is unallocated in the Development Plan, although the site is within the Yeadon Conservation Area..

### **8.3 Core Strategy policies:**

- SP1 – Location of development in main urban areas on previously developed land.
- EC3 – safeguarding existing employment land
- P10 – High quality design
- P11 – Conservation
- P12 – Good landscaping
- T2 – Accessibility
- H2 – Housing proposals on unallocated sites
- H3 – Minimum housing densities
- H4 – Housing mix
- H5 – Affordable housing mix
- G4 – New greenspace provision
- G8 – Biodiversity improvements
- EN1 – Carbon dioxide reduction in developments of 10 houses or more, or 1000 m<sup>2</sup> of floorspace
- EN2 – Achievement of Code Level 4, or BREEAM Excellent (in 2013) for developments of 10 houses or more or 1000 m<sup>2</sup> of floorspace.
- EN5 – Managing flood risk
- EN7 – Protection of mineral resources (coal, sand, gravel)
- ID2 – Planning obligations and developer contributions

### **8.4 Saved UDPR policies:**

- GP5: General planning considerations;
- BD2: Design of buildings should complement skylines and vistas;
- BD5: Consideration to be given to amenity in design of new buildings;
- LD1: Criteria for landscape design;
- N18A + B conservation areas and demolition
- N19 conservation areas and new buildings

N20 conservation areas and retention of features

N23: Incidental open space around new built development;

N25: Seek to ensure the design of boundary treatments is positive;

T24: Requires parking provision to reflect detailed guidelines

T7A – cycle parking

T7B – motorcycle parking

## **8.5 Supplementary Planning Documents:**

Street Design Guide

Public Transport Infrastructure Contributions

Neighbourhoods for Living

Yeadon Conservation Area Appraisal and Management Plan

Affordable Housing: Leeds Interim Affordable Housing Policy 2011

Green Space

Public Transport Improvements and Developer Contributions

Section 106 Contributions for School Provision

Building for Tomorrow Today: Sustainable Design and Construction.

## **7. MAIN ISSUES:**

9.1 The following main issues have been identified:

- Principle of housing development;
- Loss of employment land;
- Treatment of existing buildings and walls;
- The design, appearance, siting, scale and massing of the new dwellings;
- Highway access and layout;
- Landscaping and public open space; and
- Affordable housing.

## **8. NATIONAL PLANNING POLICY:**

10.1 The National Planning Policy Framework was issued at the end of March 2012 and is now a material planning consideration. The NPPF provides up to date national policy guidance which is focused on helping achieve sustainable development. There is a presumption in favour of sustainable development. The basis for decision making remains that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The Planning System should have a role in "

supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being" (NPPF paragraph 7).

## **9. APPRAISAL:**

- 11.1 The proposed development comprises a total of 139 new residential units (46 conversion units and 93 new dwellings). The houses would be a mix of 2,3,4 and 5 bed properties, while there would also be a mixture of apartment types and layouts of 1,2 and 3 bedrooms. A care home of 64 beds would be located to the south western part of the site. The proposals would include the retention of the existing stone chimney and relocation of the water tower. The proposal would also see the creation of a new area of open space / green corridor, totaling approximately 25% of the site area. Car parking solutions would include use of secure parking courts for the converted buildings, parking spaces for the smaller dwellings, as well as driveways and garages for the larger plots.
- 11.2 The residential area of the site is 4.13 hectares, giving a proposed density of 34 dwellings per hectare. The majority of the dwellings would be two storey in height, but with a small number of 3 storey units located as a transition between the large mill buildings and the more traditional two storey houses.

### **Principle of housing development:**

- 11.3 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 plan unless material considerations indicate otherwise.
- 11.4 The application site lies within the urban area of Yeadon and has no specific land use proposal in the saved UDP Review (2006) or Core Strategy Policies Map. The development would enable a brownfield housing site to be brought forward which is well related to the existing built up area of Yeadon and Rawdon.
- 11.5 The site was also considered at the Executive Board meeting of 11<sup>th</sup> February 2015, where approval in principle was given to inclusion of the site in the Site Allocations Plan (site reference 1308) as a green site, i.e. "Sites which have greatest potential to be allocated for housing". Therefore a residential use on the site has been given a degree of support in principle by the City Council although this is a consultation document only at this stage.

### **Loss of employment land:**

- 11.6 Officers are of the view that loss of employment land would not form grounds for refusal of the application since an employment land analysis indicates that the loss of this site to employment usage would not result in a shortage of employment land within a peak time 15 minute travel contour of the site for a period well beyond the 15 year plan period.
- 11.7 Against this background the principle of residential development is considered to be acceptable subject to compliance with all other development control issues.

### **Treatment of existing buildings and structures:**

- 11.8 The proposed use of the site is now predominantly as family housing, as well as apartments and a care home.

Yeadon Conservation Area was originally designated in 1973 with a boundary drawn fairly tightly around the historic centre. Following a review in 2011 the area was significantly extended to include Nunroyd Park, Yeadon Tarn and a range of 18<sup>th</sup> century onwards mill buildings and dwellings. The revised boundaries confirmed in January 2012 now take in the Green Lane site which is the subject of this application.

- 11.9 A Conservation Area Appraisal and Management Plan was approved on 16 January 2012. The appraisal identifies the application site as being within Character Area 3: Mill Town. This area is dominated by a group of surviving mill complexes and associated industrial housing.
- 11.10 The Appraisal recommends that development should 'Retain the industrial character of this area through the conservation of the positive industrial buildings relating to the textile mills and dyeworks'
- 11.11 The proposal seeks to retain and convert a number of the existing mill buildings. The 'flagship' building would be the main building to the site frontage, identified as Building A, which would retain its imposing façade to Green Lane. The existing workers cottages facing this road would also be retained, and two terraces of three cottages would be added to match in design and scale. While the large brick chimney would be lost, the stone chimney to the side of Building A would be retained.
- 11.12 The applicant's Heritage Statement suggests that the site is a comparatively late example of a textile and dyeing works and that its heritage interest in the national context is low, and does not merit protection through the statutory listing process. The buildings are also said to retain 'moderate value within a local context although given the comparative lateness of much of the construction .....the architectural interest of the building group as a whole is considered to be low'. The report also cites the poor condition of some of the buildings including building 12, now partially collapsed, as a relevant factor. The report acknowledges that the two chimney stacks do make a positive contribution as landmark structures and admits that the removal of the larger brick chimney will cause harm but considers the harm to be 'less than substantial'.
- 11.13 The Council's Conservation Officer has refined the statement in the CA Appraisal regarding the positive buildings on this site in the form of a detailed plan which identifies positive buildings which should be retained. The current proposals retain these, including mill buildings labelled A – E on the submitted plans, the terrace of three workers cottages, pair of larger semi-detached properties, and the water tower. The latter structure would be relocated from its present location to the rear of building C to the centre of the parking area between buildings B and E.
- 11.14 The proposals would also retain the historic mill wall along the western boundary of the site, although it would be reduced in height. The railway archway and surrounding walling would be retained in full. Additionally the existing wall and railings fronting Green Lane would be retained, although some opening would be added to allow access to new dwellings 47-52, and the wall would need to be re-

aligned past mill building A in order to provide highway visibility. Also the existing main gates would be retained and re-hung.

- 11.15 The conversion of mill buildings A – E has been considered in detail in consultation with the Council’s Conservation Officer. Overall it is considered that the conversion proposals would be sympathetic to the special character of these buildings, and would utilise many of the existing features.
- 11.16 The new build elements of the scheme would be constructed using reclaimed stone for the buildings facing Green Lane, that is plots 47-52 and 53-58, and reconstituted stone and render elsewhere. In respect of roof coverings artificial grey slates are proposed.
- 11.17 The development will have an indirect impact upon the setting of the Rawdon Little Moor Conservation area – the boundary of which lies nearby to the southwest of the site on the opposite side of Green lane, but this impact is not considered to be significant.

### **The design, appearance, siting, scale and massing of the new dwellings:**

- 11.18 The location and orientation of the new dwellings responds to those of the surrounding residential developments. Properties are mostly aligned parallel to one another or at right angles in a broadly rectilinear form. There is a strong east –west alignment of the properties, with the site principally being accessed from Green Lane, with a secondary access off Focus Way. Dwellings toward the edges of the site have been orientated such that they look out over the public open space, which both provides an attractive outlook and natural surveillance. Wherever possible rear boundaries interlock with those of opposing properties. The layout has thereby also avoided the creation of exposed rear boundaries. All properties have defensible spaces to their frontages and the scheme achieves a clear distinction between public and private spaces.
- 11.19 The appearance of the proposed dwellings are relatively simple and traditional in appearance. There are a range of twelve house types, however all are essentially variants of a traditional gabled property, mostly of artificial stone and render construction with stone detailing such as heads and cills, except for twelve properties facing Green Lane which would be reclaimed stone.
- 11.20 The residential layout proposes four character areas, starting from the converted mill buildings and mill yard development to the southern part of the site. Moving north, there is then an area of larger mass dwellings (type D) which are mostly formed in short terraces and pairs; these are then surrounded by family houses in a mix of semi-detached and detached form, and beyond these there would be lower density detached housing facing the public open space. The properties would be a mix of two and three storeys, with the taller properties mostly being located toward the centre of the site.

### **Highways layout and access:**

- 11.21 The proposed highway layout has been designed and discussed in detail in conjunction with Highways officers. The size and shape of the site lends itself to a relatively simple highway layout and hierarchy. The principal access to the site off Green Lane would be a 5.5m road with 2m footpaths to both sides. This forms the main road running through the site, and connects to the second access of Focus Way, as well as a number of short culs-de-sac. There is therefore a hierarchy

formed by a primary route which connects from one access to the other, supplemented by secondary roads leading off into more intimate culs-de-sac and private drives. The layout meets accessibility standards, and would utilise a range of surface materials, dropped kerbs and tactile paving.

- 11.22 All properties would have a suitable level of parking, which would be provided in a number of different formats. The converted buildings would have a central courtyard parking area, while most new dwellings would have parking within their curtilages in the form of a drive and garage to the side or a drive to the front leading to an integral garage. Most of the semi-detached and terraced dwellings have parking to the front, while the proposed terraces of cottages facing Green Lane would have dedicated parking within the mill yard adjacent.
- 11.23 The existing pedestrian route which runs north-south along the western boundary of the site would be retained and widened, and would connect with footways within the site. A new path would also be created along the southern periphery of the proposed public open space which would run through the northern and eastern part of the site. Paths would then connect with though to Cricketers Green to the east of the site boundary.
- 11.24 A Traffic Impact Assessment and Travel Plan accompany the application which considers the traffic and travel planning implications of the proposed redevelopment of the site. It is considered that the submitted details represent a robust assessment of the traffic generated by the existing site.
- 11.25 The analysis of the additional trips that would be generated by the development indicates that there would be an increase of 37 trips in both the AM and PM peak periods when assessed against 18% occupancy of the existing buildings on the site. This equates to an increase of approximately one trip every two minutes in peak periods. The impact of these additional trips would not be discernible on the highway network.
- 11.26 In highway engineering terms the submitted layout is acceptable. The proposal includes the realignment of the Green Lane frontage wall and railings and this would improve visibility and consequently highway safety.
- 11.27 The cost of providing a Residential Metrocard Scheme would be £44,244.75. This would be covered in a Section 106 agreement.
- 11.28 In accordance with the requirements of SPD Public Transport Improvements, a public transport contribution of £69,311 would be required. This would be covered in a Section 106 agreement.

#### **Public open space and landscaping:**

- 11.29 The layout includes a unique green corridor which would run around the northern and eastern perimeter of the site. The function of this would be to provide habitat areas, protect existing trees and to allow the creation of a new watercourse through the site as a replacement to the existing mill ponds.
- 11.30 The CA Appraisal notes that 'The surviving mill ponds of Old Mill at Engine Fields and Green Lane Mill Dyeworks form an important survival of the town's industrial heritage and also serve as valued amenity and wildlife areas'.

- 11.31 Surveys submitted with the application have revealed that there may be a small non-breeding population of Great Crested Newts on the site. The Council's Nature Conservation officer does not object to the loss of the existing ponds as such however subject to measures being put in place for the protection/capture and translocation of individuals to another nearby site with suitable terrestrial habitat (and capacity to receive additional numbers). The application site is physically isolated from other Great Crested Newt populations and therefore a receptor pond is proposed to be created to the wooded area to the south east corner of the site.
- 11.32 The existing mill ponds do form a prominent visual feature from certain viewpoints, however there is no public access to these. The view of officers is that subject to the creation of a suitable alternative wetland within the site, and the formation of an open watercourse through the site as is proposed, that the loss of the ponds is acceptable. The filling in of the mill ponds to create the comparatively level building area proposed in this application will of course require the importation of substantial volumes of fill material.
- 11.33 The site presently includes substantial numbers of trees, which are protected by the Conservation Area status of the site and two group TPO's to the western and eastern peripheries of the site respectively. The majority of the trees on the site would be retained, however there would be tree losses to the western and eastern groups. The Council's Tree officer has been extensively involved in discussions regarding this aspect of the proposals. The majority of the trees proposed to be removed have been identified in the submitted tree report as being relatively poor specimens and overall the conclusions of this are accepted. The scheme proposes replacement planting of native species both within the development area and additional planting within the green corridor.
- 11.34 Hard landscaping is proposed which would provide a sense of continuity throughout the development as well as complement the existing buildings. Reclaimed cobbles would be re-used adjacent to the mill buildings while elsewhere surfacing materials such as block paving would be used to help distinguish the street hierarchy. Boundary treatments vary depending on location, and include reclaimed stone walling, post and rail fencing and 1.8m garden panel fencing.
- 11.35 In view of the amount of on site green space proposed then a financial contribution is not sought for off-site provision.

### **Affordable Housing:**

- 11.36 Under the Core Strategy Policy H5 the target for affordable housing provision is 35%, which would equate to a pro rata mix of 49 units. These should be provided in a ratio of 60% social rented and 40% intermediate sub-market provision. Applicants may choose to submit individual viability appraisals to verify that the affordable housing target cannot be met. In such cases, affordable housing provision may be reduced accordingly.
- 11.37 In this case, 10 affordable units are proposed, on the basis that the scheme would be unviable with a higher level of affordable housing. Clearly the development of the site includes significant costs related to the restoration of the heritage mill buildings and the reclamation of the mill ponds.
- 11.38 The applicant has, therefore, submitted a detailed financial appraisal in accordance with the Council's requirements, which has been assessed by the Registered Valuer of the Valuation Officer Agency. The VOA concludes that the appraisal

submitted is a reasonable representation of the current viability of developing the site with the proposed level of affordable housing.

- 11.39 It should be noted that any Section 106 agreement would need to be recession proofed in respect of all contributions in order to ensure that the scheme would be delivered as agreed within the appropriate timescale.
- 11.40 The report of the VOA and the applicants viability report are available to Members appended as pink papers to this report.

#### **Education contribution:**

- 11.41 Assessing the need for additional school places a housing development would generate is usually done by use of formulas to calculate the likely numbers of pupils generated by the proposal over and above the existing local school place capacity.
- 11.42 In this case, an average pupil generation rates would suggest a likely total of 25 primary pupils and 10 secondary pupils.
- 11.43 Council data shows that there is no surplus accommodation within the nearby primary and secondary schools. Therefore any additional requirement for school places generated by the proposal would require a contribution toward the cost of providing this accommodation.
- 11.44 The calculations indicate a requirement for contributions of £294,259.93 for primary schools, and £177,357.81 for secondary schools.

#### **Community Infrastructure Levy:**

- 11.45 The scheme shall be subject to a legal agreement in order to secure Section 106 contributions as identified above. However, in circumstances where the legal agreement has not been completed before April 2<sup>nd</sup> 2015, the contributions toward public transport improvements and education shall be CIL liable. The remaining obligations, namely the 10 affordable housing units, and contributions towards off-site highway works, Travel Plan measures, and a residential Metrocard scheme shall remain subject to a Section 106 agreement.
- 11.46 The site lies within Zone 1 of the CIL Residential Charging Zones.

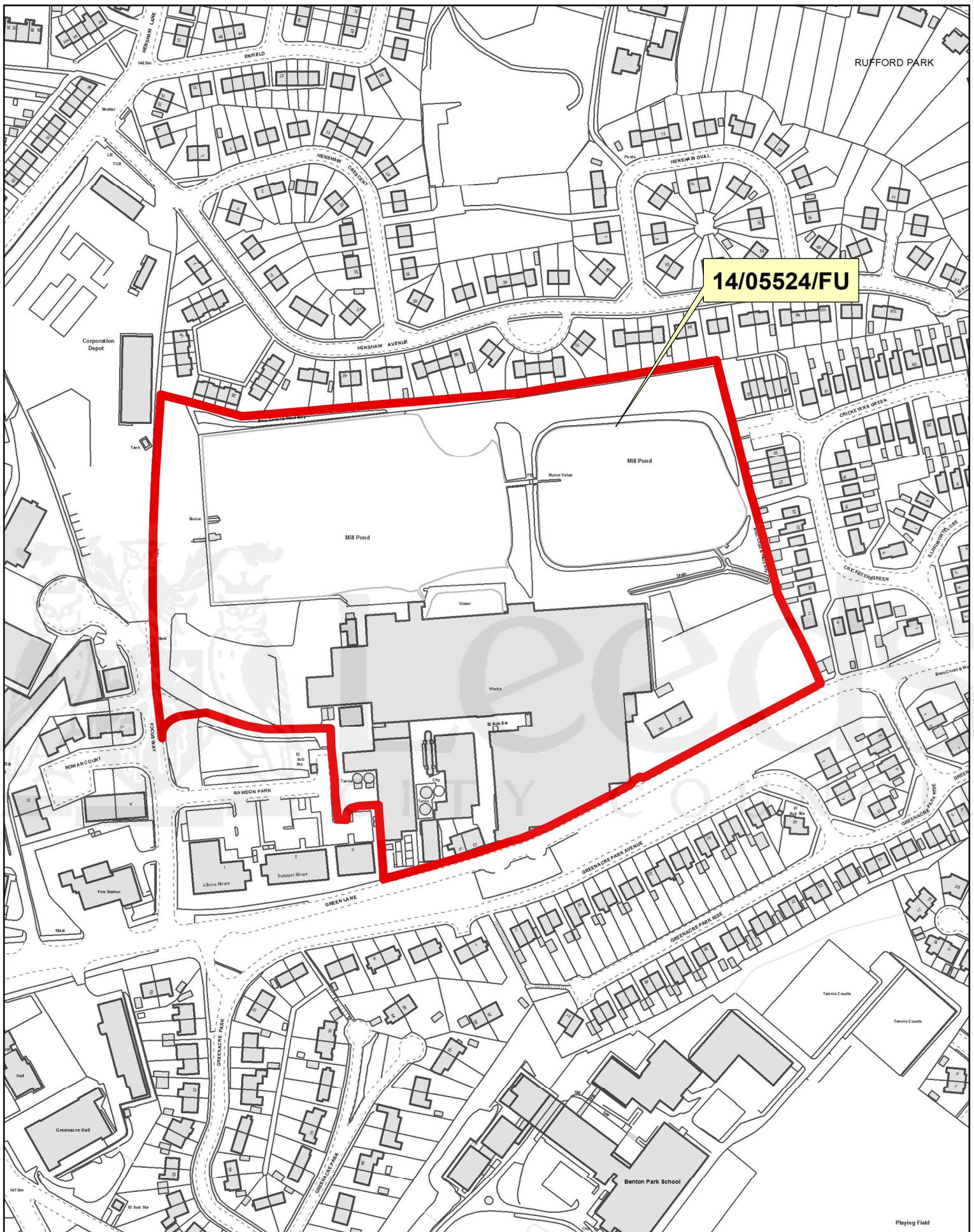
#### **CONCLUSION:**

- 12.1 After careful consideration of all relevant planning matters it is considered that the proposed development is acceptable and complies with the planning policies set out in the Leeds Core Strategy and saved policies of the Unitary Development Plan Review (2006), as well as supplementary planning guidance planning related to affordable housing, greenspace, green travel and public transport infrastructure.
- 12.2 The proposal would provide a positive reuse of brownfield land, while retaining the important historical buildings and structures on the site. It would provide a green corridor with a watercourse and adequately addresses nature conservation issues. In terms of general design, it is considered that the indicative layout responds adequately to the character of the area and provides an opportunity to create a high quality housing scheme in a sustainable location. The proposal is therefore recommended for approval.

**Background Papers:**

Application file.

Certificate of Ownership



# SOUTH AND WEST PLANS PANEL

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