
Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 11th June 2015

Subject: Planning Application 13/02771/OT – Outline planning application for the erection of residential development, landscaping, open space and incorporating associated new access (layout, appearance, landscaping and scale reserved) on land off Great North Road, Micklefield, Leeds

APPLICANT

Wheatley Construction

DATE VALID

31st July 2013

TARGET DATE

30th October 2013

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:

DEFER and DELEGATE to the Chief Planning Officer for approval subject to an acceptable solution for moving the mile stone on Barnsdale Road and conditions to cover those matters outlined below (and any others which he might consider appropriate) and the completion of a S106 agreement to cover the following:

- Affordable Housing – 15% (with a 60% social rent and 40% submarket split)
- Public open space on site of the size and locations set out on the masterplan.
- Improvements to bus stop 24237 at a cost of £10,000.
- Travel Plan including a monitoring fee of £2,500 and £1,000 contribution for cycle/scooter storage at the primary school).
- Residential Metrocards (Bus and Rail) at a cost of £605.00 per dwelling.
- Employment and training initiatives (applies to the construction of the development).

In the circumstances where the S106 has not been completed within 3 months of the resolution to grant planning permission, the final determination of the application shall be delegated to the Chief Planning Officer.

Conditions:

1. Two year time limit for commencement and reserved matters submission deadlines.
2. Outline relates to Access only. All other matters Reserved.
3. Plans to be approved.
4. Samples of walling, roofing and surfacing material to be approved.
5. Details of means of enclosure.
6. Details of bin stores.
7. Landscape scheme.
8. Implementation of landscape scheme
9. Tree protection conditions.
10. Tree replacement conditions.
11. Biodiversity enhancement conditions.
12. No vegetation clearance 1st March – 31st August inclusive
13. Tree planting mitigation scheme in relation to highway scheme
14. Archaeological evaluation
15. Access roads and car parking to be complete prior to first use.
16. Surface water run-off restricted to greenfield rates.
17. Surface water drainage details.
18. Cycle provision.
19. Statement of construction practice, including interim drainage measures, means to prevent mud on road and dust suppression and routing close to bridges.
20. Detailed works for properties affected by road noise.
21. Contamination reports and remedial works.
22. Unexpected contamination.
23. Verification reports.
24. Condition relating to specified off-site highway works.
25. Improvements to the surfacing of existing rights of way, including A frames where necessary.
26. Electric vehicle charging points.
27. 20mph speed limit throughout the site.

1.0 INTRODUCTION:

- 1.1 This outline planning application is presented to Plans Panel due to the size and sensitivity of the proposals when considered in conjunction with the other components of the housing allocation, including the recently submitted full planning application for a housing development of a further 292 houses further south (15/01973/FU), given their overall significance to Micklefield. The application was previously presented to City Plans Panel on 21st November 2013 with a position statement report.
- 1.2 The application site is identified within the UDP Review as a Phase 3 allocated housing site under Policy H3-3A.32.

2.0 PROPOSAL:

- 2.1 This outline planning application proposes the erection of a residential development of approximately 70 dwellings, including landscaping, open space and incorporating the associated new access, with all matters reserved except for access.
- 2.2 The application is accompanied by an illustrative masterplan which shows a principal access being taken from Great North Road. This principal access has already been granted approval by virtue of planning permission 12/00845/OT and reserved matters consent 12/05140/RM, for 10 dwellings and landscaping (now completed).

- 2.3 The principal access would then lead to a spine road running through the site, parallel to Great North Road. The illustrative masterplan submitted with the application shows how the spine road could connect to the remaining parts of the allocation, to the north and south of the site, which in turn could link back into Great North Road. The recently submitted planning application, 15/01973/FU, also contains an illustrative masterplan showing the link road connection in the same position.
- 2.4 A number of planning obligations are required and so the development will be subject to a S106 agreement which is expected to provide for the following:
1. Affordable Housing – 15% (with a 60% social rent and 40% submarket split)
 2. Public open space on site of the size and locations set out on the masterplan.
 3. Improvements to bus stop 24237 at a cost of £10,000.
 4. Travel Plan including a monitoring fee of £2,500 and £1,000 contribution for cycle/scooter storage at the primary school).
 5. Residential Metrocards (Bus and Rail) at a cost of £605.00 per dwelling.
 6. Employment and training initiatives (applies to the construction of the development).

3.0 SITE AND SURROUNDINGS:

- 3.1 The site is a greenfield site, allocated in the UDP Review for housing, under Policy H3-3A.32. The main settlement of Micklefield is located to the west of the site and the A1(M) is located further away to the east, beyond which is open countryside within the Green Belt. The site is divided into two parcels by a farm access road that enters the site from Great North Road, providing access to the recently constructed 10 dwellings. The access then follows the north-eastern boundary of the fields adjacent to the A1(M) before joining a further farm access some way beyond the southern boundary of the site. The access routes are definitive public rights of way and link into an informal pedestrian path that runs along a landscaped bund adjacent to the A1(M).
- 3.2 The site is essentially grazing land and contains a small number of mature trees and some vegetation around the boundaries of the site, mainly located adjacent to the watercourse crossing the site, Sheep Dike. The site falls in a north-easterly direction towards Sheep Dike, as well as in a south-easterly direction, hence the flow of the watercourse. Beyond the site boundary, to the north-east of Sheep Dike, is a further narrow area of grassland, before reaching the landscaped bund and tree belt adjacent to the A1(M).

4.0 UPDATE SINCE CITY PLANS PANEL MEETING OF 21ST NOVEMBER 2013:

- 4.1 At the City Plans Panel meeting of 13th November 2013, the Chief Planning Officer informed Members that the parcels of land to the north and south of the site were in the ownership of two other land owning interests and that there could be some benefit to meeting with all the three parties to discuss issues which would be common to all three sites, particularly highways issues. Members resolved to note the report and the comments made and to welcome the suggestion of further discussions with neighbouring landowners about issues common to all three sites.
- 4.2 In the time since the Plans Panel, officers have convened joint meetings with all of the parties with an interest in the housing allocation (noting that one party is an objector to the current application). Two of the parties (the applicant for this proposal and also the

applicants for planning application 15/01973) have endeavoured to work together to promote a highway solution for improvements to the junction of Church Lane and Barnsdale Road (A646). This detailed work has been shared with all parties, though it is noted that the party that has objected continues to express concern about the proposed solution and has issued a further objection. Highway officers have considered the proposed solution and, subject to addressing some technical matters, are satisfied that this allows the quantum of development proposed in this application to come forward.

5.0 RELEVANT PLANNING HISTORY:

- 5.1 15/01973/FU - Development of 292 Residential Dwellings with open space and associated infrastructure on land to the south of the application site – pending consideration.
- 5.2 PREAPP/13/00924 – Residential development of 270 dwellings on land to the south of the application site.
- 5.3 12/05140/RM - 10 houses with landscaping on land to the west of the site – Approved.
- 5.4 12/00845/OT - Outline application for residential development on land to the west of the site – Approved.

6.0 HISTORY OF NEGOTIATIONS:

- 6.1 The applicant undertook pre-application discussion with officers prior to submission of the application. The applicant also contacted approximately 125 properties within the vicinity of the site to provide information on the proposals and inviting feedback. Since submission of the application, Officers have also had briefing sessions with Ward Members, which have highlighted the importance of considering how the applications fit in with the whole of the allocation, ensuring an equitable approach to planning obligations and any infrastructure requirements.

7.0 PUBLIC/LOCAL RESPONSE:

- 7.1 4 site notices have been displayed, posted 2nd August 2013. The application has also been advertised in a local newspaper, published 29th August 2013.
- 7.2 One letter of representation has been received from Micklefied Parish Council, stating objection to the application on the following grounds:
 - The application forms part of the larger 'Manor Farm' housing allocation and this site should not be considered in isolation.
 - Development of the allocation should be subject to an agreed planning framework and no such framework exists and it is not considered appropriate for a developer to prepare such a document.
 - The development of the wider allocation is also subject to the expansion of school facilities. The application is premature in that of itself, the quantum of development may not require any significant investment. However, it is unknown what the requirement would be for the overall allocation.
 - The proposed dwellings would be served by one point of access from Great North Road, in advance of the wider allocation making other accesses available, to the

north and south. In the absence of the other parts of the allocation being brought forward, all vehicular trips would be concentrated through this one junction.

- Notwithstanding the development currently under construction, this proposal extends the built form of the village into the surrounding countryside. It is considered that the development is more akin to the housing to the south and north of The Crescent in New Micklefield. It is therefore considered that the new development should be constructed in natural stone with slate or clay pantile roofs.
- It is considered that there is already a more than typical percentage of Affordable Housing in Micklefield and rather than further housing association housing, it is felt that more homes at an affordable purchase price would be more beneficial.
- Concern is expressed that the proposed housing and the housing allocations may be some distance away from the rail station if it is moved to create a new East Leeds Parkway Station 1.25 miles away.
- It is noted that bus services through Micklefield are limited, running once an hour to Leeds, Garforth, Cross Gates and Selby and then only up to 1930 hours, with an additional two hourly service to Garforth, Wakefield and Castleford up to 1830 hours (Mon to Sat) and a much more basic hourly shuttle service to and from Garforth and Cross Gates during the day on Sunday.
- It is noted that the north-western portion of the site contains some earthworks, including some fish ponds (partially filled in), which belonged to the original mediaeval hall, as well as other possible remains. It is considered that a full archaeological evaluation is required. Whilst an investigation might take place after the grant of outline permission, it must be done before any reserved matters are submitted as it could affect the layout.
- The surgery described as being in Micklefield is actually a satellite, open on weekday mornings and two weekday evenings, with the main surgery being located in South Milford, North Yorkshire. There is already difficulty in residents accessing the full range of NHS facilities.
- There are significant issues regarding the existing foul and surface water drainage systems and adequate provision must be made for the new dwellings.
- The air quality assessment will need to be considered by the Council's officers to determine what measures may be needed.
- S106 or CIL contributions need to be carefully considered, though it is noted that these could be hindered by the prematurity of the application.

The Parish Council also note the following positive aspects:

- The housing density of just over 28 dwellings per hectare is in accordance with the general housing density in the vicinity and will maintain the character of the locality.
- The desire to retain all the existing trees on site is welcomed.
- The retention of the green link along the public right of way and the retention of adjacent hedgerows is positive.

The Parish Council have also subsequently submitted a further comment, noting the potential impact of the highway works on Barnsdale Road and, in particular, the Grade II Listed mile stone within the verge.

7.3 1 letter of objection has been received from a local resident stating concern that:

- The UDP Review housing policies make provision for the phased release of housing sites and as a greenfield site at the edge of the village must be very low down in the sequence.

7.4 2 letters of objection has been received on behalf of Great North Developments, who have land interests forming part of the larger allocation (H3-3A.32), as well as an

interest in the housing allocation to the west of Micklefield (H3-3A.31 – land south of Micklefield). They also have land interests around Church Lane and the A656. Great North Developments made the following comments in their initial letter:

- They are supportive of the principle of bringing land forward for housing, but object to the piecemeal approach. A comprehensive approach is required in the interests of the proper and robust planning of the area. It is suggested that the application should be withdrawn with a view to an application for the whole of the allocation being prepared.
- Objection is raised on highway grounds as the existing junction of Church Lane / A656 is considered to be deficient, raising road safety concerns as a result of sub-standard visibility, lack of junction capacity, poor alignment and the high volume and speed of traffic on the A656.
- Highway improvements should allow for the comprehensive development of the area, to ensure that future development is not compromised and that the most appropriate and optimum road layout is provided.
- A scheme for a new roundabout is suggested some 60m north of the existing junction, in order to resolve the above issues. The land necessary is either adopted highway or within the control of Great North Developments, who are a willing party with a common interest in bringing forward the allocation in a comprehensive manner.

Great Northern Developments then made the following comments in their second letter (following the submission of further highway information):

- They reiterate their support for the principle of bringing land forward for housing, but object to the proposed off-site highway works.
- Concern is expressed that the visibility splays at the junction are insufficient and unsafe given the nature and speed of the road.
- Driver frustration, due to queuing and delay and a sub-standard junction layout is a further road safety concern.
- Concern is also expressed that the horizontal alignment of Church Lane, on its approach to the A656, is currently substandard and that the current proposals do not include any mitigation to improve the alignment in this location.
- Given the identified road safety issues, it is felt that an independent Road safety Audit should be undertaken before any decision is made.
- It is considered that the highway improvements should be adequate to allow for the comprehensive development of the wider Micklefield area and there are willing land owners who are able to facilitate a layout which addresses the points above.

8.0 CONSULTATION RESPONSES:

8.1 Statutory:

Highways: - Additional information was initially requested in order to fully assess the proposals. Traffic count data was missing from the Transport Assessment, but has since been supplied. It has long been noted that off-site highway works are required to improve the Church Lane / A656 junction and a further technical note has been submitted to demonstrate that an 'in highway' solution is feasible. Highway officers agree with this solution, but at the time of writing, have asked for some points of detail to be clarified and addressed.

Environment Agency: - No objections, subject to a condition that the development is carried out in accordance with the measures contained in the Flood Risk Assessment.

8.2 Non-statutory:

TravelWise Team: - Advice is provided on improving the Travel Plan. A monitoring fee of £2,500 is required and it is recommended that £1,000 is sought to provide for cycle / scooter storage at the local primary school.

Transport Development Services: - A Public Transport Improvement contribution was requested totalling £85,835. However, this matter would now be covered by CIL and can no longer be paid for through a S106.

West Yorkshire Combined Authority (WYCA): - Residential MetroCards (bus and train) should be provided to future residents at a cost of £605.00 per dwelling.

Public Rights of Way: - A definitive public right of way (No. 11) runs through the site.

Children's Services: - Consideration has been given to the feasibility of extending Micklefield Primary School. However, this matter would now be covered by CIL as off-site education contributions can no longer be paid for through a S106.

Affordable Housing: - The site falls within Affordable Housing Market Zone 2 where there is a requirement for 15% Affordable Housing, split 60% social rent and 40% submarket.

West Yorkshire Archaeology Service (WYAS): - It is recommended that a decision is deferred until an archaeological evaluation is carried out. A condition is otherwise recommended to secure this work if the Council is minded to approve the application.

Yorkshire Water: - No objections, subject to conditions not to build over existing sewers and to control foul and surface water drainage.

Flood Risk Management Team: - The proposals are acceptable in principle and conditions are recommended to secure the surface water drainage scheme and the implementation of flood mitigation measures.

Environmental Protection Team: - No objections, conditions are recommended to deal with construction hours and a Statement of Construction Practice.

Air Quality Management Team: - No objections – the proposals are not likely to have a significant air quality impact. However, it is recommended that electric vehicle charging points are included in the development.

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

9.0 PLANNING POLICIES:

- 9.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan for Leeds currently comprises the Core Strategy (2014), saved policies within the Leeds Unitary Development Plan (Review 2006) and the Natural Resources and Waste Development Plan Document (2013). The Site Allocations Plan is emerging and is due to be deposited for Publication at the end of the Summer 2015.

Adopted Core Strategy:

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

Spatial policy 1	Location of development
Spatial policy 6	Housing requirement and allocation of housing land
Spatial policy 7	Distribution of housing land and allocations
Spatial policy 10	Green Belt
Spatial policy 11	Transport infrastructure investment priorities
Policy H1	Managed release of sites
Policy H3	Density of residential development
Policy H4	Housing mix
Policy H5	Affordable housing
Policy H8	Housing for independent living
Policy P9	Community facilities and other services
Policy P10	Design
Policy P12	Landscape
Policy T1	Transport Management
Policy T2	Accessibility requirements and new development
Policy G4	New Greenspace provision
Policy G8	Protection of species and habitats
Policy G9	Biodiversity improvements
Policy EN2	Sustainable design and construction
Policy EN5	Managing flood risk
Policy ID2	Planning obligations and developer contributions

Leeds Unitary Development Plan (UDP) Review:

- 9.3 The application site is identified within the UDP as a phase 3 housing site.

Under Policy H3-3A.32, 15.54 ha. of land is allocated for housing and local facilities between Old Micklefield/New Micklefield and the realigned A1, subject to:

- (i) Provision of extensive off-site foul drainage works and improvements to Sherburn-in-Elmet sewage treatment works, following the realignment of the A1 east of Micklefield;
- (ii) Provision of satisfactory access;
- (iii) An agreed planning framework which will determine the location of housing, greenspace, landscaping, local facilities and access points;
- (iv) Provision of an extension to the adjacent primary school, in accordance with policy A2(5) and a contribution towards the provision of additional secondary school facilities;
- (v) Provision of a green wedge between Old Micklefield and New Micklefield;
- (vi) The completion of the A1 realignment;
- (vii) Noise attenuation measures necessary to achieve satisfactory standards of residential amenity.

- (viii) Submission of a satisfactory flood risk assessment incorporating an appropriate drainage strategy.

The supporting text in the UDP Review goes on to say that ‘the development of this and the site South of Old Micklefield will result in the need for additional facilities at Micklefield Primary School [Policy A2(5) – *since deleted*] and for extensions at the existing secondary school. Developers of these sites will be expected to contribute towards these at a level proportionally related to the development opportunities available at each site.’

The text goes on to say that ‘Old and New Micklefield are separated by open countryside which provides a valuable visual feature and permits long distance views over the countryside. This open aspect should be retained in the form of a green wedge between Old and New Micklefield.’ This aspect is of particular importance to the recently submitted planning application, 15/01973/FU.

Other policies of relevance are:

Policy GP5	General planning considerations
Policy N5	Improving acquisition of greenspace
Policies N23/N25	Landscape design and boundary treatment
Policy N24	Development proposals abutting the Green Belt
Policy N29	Archaeology
Policy BD5	Design considerations for new build
Policy T7A	Cycle parking guidelines
Policy T24	Parking guidelines
Policy H3	Delivery of housing on allocated sites
Policy R2	Area based initiatives

Supplementary Planning Guidance / Documents:

- 9.4 SPG10 Sustainable Development Design Guide (adopted).
SPG13 Neighbourhoods for Living (adopted).
SPG22 Sustainable Urban Drainage (adopted).
SPD Street Design Guide (adopted).
SPD Designing for Community Safety (adopted).
SPD Travel Plans (draft).
SPD Sustainable Design and Construction (adopted).

National Planning Guidance:

- 9.5 National Planning Policy Framework: Paragraph 49 requires that housing applications be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up to date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites.

10.0 MAIN ISSUES

1. Principle of development
2. Highway and access issues
3. Urban design and sustainability
4. Affordable Housing
5. Landscape design and visual impact

6. Drainage and flood risk
7. Impact on residential amenity
8. Planning obligations

11.0 APPRAISAL

- 11.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the Development Plan unless material considerations indicate otherwise. Other material considerations include the National Planning Policy Framework, the requirement for a five year supply of housing and matters relating to sustainability, highways, urban design, visual impact, housing issues, flood risk, residential amenity and Section 106 matters.

Principle of development

- 11.2 The site is a Phase 3 housing allocation in the UDPR and so the principle of bringing the site forward for residential development at this point in time is acceptable. UDPR Policy H3-3A.32 does not preclude applications for separate parcels of the allocation being submitted, approved and implemented in their own right. However, this is subject to any proposals having due regard to the deliverability of the remainder of the allocation. It is important that proposals demonstrate not merely that development does not prejudice delivery, but that it positively contributes to the ultimate solution.
- 11.3 In light of the above, it is considered that the principle of development in this instance is acceptable.

Highway and access issues

Off-site highway issues

- 11.4 The site is proposed to take a principal access from Great North Road, which has already been constructed as part of the scheme to build 10 houses. Highways officers consider that the nature and design of that junction is sufficient to provide for the additional development proposed in this application. However, traffic exiting Micklefield is likely to do so from a limited number of junctions, particularly the junction of Church Lane and the A656 Barnsdale Road. Given the proportion of traffic assigned to the Church Lane/A656 junction and the sensitivity of the network in this location i.e. a high speed road with known recorded fatalities, highway officers considered that this junction should be upgraded to provide a ghost island right turn facility on the A656 and associated carriageway widening and to secure the appropriate visibility splays for the speed of traffic on Church Lane.
- 11.5 As discussed above, the applicant, together with the applicants for planning application 15/01973/FU have endeavoured to work together to promote a highway solution for improvements to the junction of Church Lane and Barnsdale Road (A646). Given the nature of the existing adopted highway boundaries, this has resulted in the need for a very detailed scheme to be drawn up which has taken some time.
- 11.6 Highway officers have noted the importance of a comprehensive approach being required to deal with the traffic impacts of the whole of the Phase 3 housing allocations in Micklefield (H3-3A-31 and H3-3A-32). The initial transport assessment, which although submitted in support of the current proposal for 70 dwellings, takes into account predicted traffic flows associated with future additional dwellings that could be provided on the remainder of the allocation (H3-3A-32), total estimated yield circa 400 dwellings. The assessment raised concerns that in the future assessment year of 2018, based on 400 dwellings, the Church Lane/A656 junction would be

operating above the recommended threshold of 0.85 RFC. This excludes traffic generated by allocation H3-3A-31, which it is estimated could yield a further 150 dwellings. Given the proportion of traffic assigned to the Church Lane/A656 junction it was requested that the junction should be upgraded to provide a right turn lane, associated carriageway widening and improved junction visibility.

- 11.7 The revised assessment, which includes provision of a right turn lane at the Church Lane/A656 junction, is based on 550 dwellings (allocations H3-3A-31 and H3-3A-32), and indicates that in the future assessment year of 2020 the junction operates within recommended parameters with no significant queuing. The proposed improvements have been subject to design review and offer meaningful safety improvements over the existing junction arrangement. The Highway Authority is satisfied that the proposed improvement works can be accommodated within the highway boundary and that there is sufficient scope to address any minor issues identified through the detailed design process. Whilst acceptable, a small number of anomalies have been identified which, at the time of writing, are yet to be addressed.
- 11.8 Assuming these issues are satisfactorily resolved, the proposed junction improvements are considered sufficient at this point in time to accommodate predicted traffic flows at the Church Lane/A656 junction. However, with regard to bringing forward the South of Old Micklefield site (H3-3A-31), the UDPR site proposals identify the need for improvements to Church Lane, which remains an area for concern. Whilst the proposed junction improvements are sufficient to accommodate predicted traffic flows from both sites (H3-3A-31 and H3-3A-32), highway officers reserve the right to require the need for alignment improvements to Church Lane immediately east of the A656 should an application for H3-3A-31 be submitted. Whilst, the junction improvements are considered acceptable in highway terms, it is noted that the works have a significant impact on trees, discussed later in the report.
- 11.9 It is noted that a Grade II Listed mile stone is located in the verge of Barnsale Road, some way to the south of the junction with Barnsdale Road. The precise location and how this relates to the proposed highway works is currently being investigated by the applicant. Following discussion with the Conservation Officer, moving the milestone back from the highway edge, if necessary, is likely to be an acceptable solution, though it would require a separate Listed Building Consent.
- 11.10 In summary, the proposed works are considered sufficient to enable development of allocation H3-3A-32. This includes the other live application relating to this allocation, application 15/01973/FU. The need for further enhancements associated with allocation H3-3A-31 will be reviewed at the relevant time.

On site highway issues

- 11.11 The application seeks outline permission, with access the only matter for consideration at this stage. The internal layout, servicing and waste collection arrangements will be addressed in detail at a future reserved matters stage. Notwithstanding this, the internal layout will be required to meet Street Design Guide parameters and shall be designed to an appropriate standard for the overall level of development proposed, taking into account future additional development of the remainder of the allocation (H3-3A.32). The internal access roads will need to extend to the site boundaries, enabling continuation of the access in to the adjoining sites to the north and south. The development shall be built with a 20mph speed limit, with the cost of road markings, signage and appropriate Speed Limit Orders being fully funded by the developer.

Accessibility

- 11.12 From an accessibility perspective, the site does not fully meet the Core Strategy Accessibility Standards. However, the land is allocated for housing under UDP Policy H3-3A.32 and Micklefield Train Station may provide alternatives to commuters other than the use of the private car. Bus stops in either direction are located within 100m of the site access (also within 400m of the centre of the site) but the services at these stops are infrequent – one an hour with an increase to two an hour in the AM and PM peaks. However, the site is also located within a short walk, approximately 950m, from Micklefield Train Station which provides three services per hour to Leeds City Centre with a journey time of approximately 20 minutes.
- 11.13 The site is located within the recommended distance to local primary school provision but exceeds the distance for secondary school provision. There are limited local services available within Micklefield - the site would be located within approximately 600m of the nearest convenience store and GP surgery. The convenience store also provides a small range of other local services such as a cash machine, post box and dry cleaning service.
- 11.14 Officers have historically been in discussions with Metro (now the WYCA) regarding public transport enhancements as part of both this smaller application and the wider housing allocation. Arriva currently provide some low frequency services, the main service being the 402 providing an hourly service to Leeds via Garforth. However, in this instance, it is considered that such enhancements could be provided for via CIL.

Urban design and sustainability

- 11.15 Whilst an outline planning application with all matters reserved except for access, the application is accompanied by an illustrative masterplan. The masterplan indicates the principal access from Great North Road and a spine road running north to south through the site, providing access to the other parts of the allocation. Three short cul-de-sacs are indicated on the northern side of the spine road. The layout indicates that all of the proposed dwellings would front onto the proposed streets, which is considered positive.
- 11.16 The submitted Design and Access Statement notes that the outline proposal is for approximately 70 dwellings, equating to 35 dwellings per hectare (based on developable area only). The proposed houses are to be 2-3 storeys in height and will include a mixture of terraced, semi-detached and detached dwellings, comprising 2-5 bedroom properties. In design terms, the form of development is considered to be generally acceptable, although two-storeys is considered to be most appropriate, particularly along the rural edge of the development.
- 11.17 This application is supported by a Sustainability Statement and as it is an outline application without detailed house type and layout information it is difficult to quantify sustainability in relation to the use of natural resources. However, through the design process of creating a layout, consideration has been given to providing a significant number of houses with a south-westerly orientation in order to make the most of solar gain and good daylighting. These measures have the potential to minimise housing energy use and carbon dioxide emissions, regardless of specific house type design.
- 11.18 The Sustainability Statement notes that the broader economic, social and environmental measures of sustainability were considered at site appraisal stage. The proposed development has the potential to support growth within the area by providing high quality housing with accessible local services. The site is ideally located for access to a full range of sustainable transport options, from local services within easy walking and cycling distance to 'bike and rail' options for employment,

leisure and retail opportunities beyond the immediate local area. A Travel Plan has been submitted in order to highlight and promote sustainable travel choices to future residents and reduce reliance on the car.

- 11.19 Overall, the proposals are considered to be acceptable in urban design and sustainability terms.

Housing issues

- 11.20 The Core Strategy includes a number of policies which seek to ensure the efficient use of land for housing purposes, that the mix is appropriate to housing need and that provision is made for affordable housing.

- 11.21 Core Strategy policy H3 refers to the density of development. For a smaller settlement, such as Micklefield, the stated minimum density is 30 dwellings per hectare, subject to matters relating to townscape, character, design and highway capacity. In this instance, the application site is located in a housing allocation, sandwiched between the edge of the settlement and the A1(M). Given the character of the village and nature of the site, a density of 35 dwellings per hectare (based on developable area only) is considered to accord with policy.

- 11.22 Core Strategy policy H4 refers to housing mix and sets targets for particular dwelling sizes. Given the outline nature of the application, the housing mix is not precisely known at this stage, but can be addressed at reserved matters stage.

- 11.23 The affordable housing requirement in this part of the city is 15%, as set out in the Core Strategy. The proposed development is in accordance with policy and the delivery of affordable housing would be secured through the S106 agreement.

Landscape design and visual impact

- 11.24 The application site relates to an area of land which currently has a rural appearance, but is sandwiched between the existing settlement of Micklefield and the A1(M). Whilst the site is largely grazing land, it does also include a small number of mature trees and some vegetation and hedgerows, particularly along the site access and Sheep Dike. The retention of these features, as demonstrated on the illustrative masterplan is welcomed.

- 11.25 The proposal provides for a permanent buffer with a minimum width of 10m between the proposed dwellings and Sheep Dike. The buffer has a dual function of providing visual screening and biodiversity enhancement. This area could be used to provide open water as part of a Sustainable Urban Drainage System (SUDS) scheme, in addition to Sheep Dike, which could provide a biodiversity enhancement, particularly for Great Crested Newts. The land beyond Sheep Dike, between the site and the A1(M) is designated as Green Belt and would remain as open land. In addition to the existing public right of way running through the site and out into the Green Belt, the applicant also proposes a footpath link to the north-east side of Sheep Dike, which would link to the northernmost cul-de-sac on the proposed layout. This approach is considered to enhance the leisure opportunities around the development and would be beneficial as a connection.

- 11.26 As discussed above, the proposed 'in highway' solution to the junction arrangement at Church Lane / Barnsdale Road results in a significant amount of tree loss (approximately 130 roadside trees). However, a highway solution to enable appropriate access will be required in any event in order to enable this allocated housing site to be developed. Officers have considered the impact of the proposed junction improvements, as well as that of the roundabout solution put forward in the

objection letter by one of the interested parties in the allocation. The effect of a roundabout and the necessary earthworks would have an equally significant, if not worse impact, than the proposed 'in highway' solution. Given that the proposed highway works are necessary to enable the allocation to be developed, it is considered that the degree of tree loss must be accepted. However, a condition is suggested to require a mitigation scheme which would involve new tree planting – either in highway verges (where acceptable) or within open areas in the control of the applicant.

11.27 In terms of greenspace requirements, if the whole allocation was developed as expected, with approximately 400 dwellings, it would create a requirement for 3.2 hectares of greenspace overall. It is also considered that the lack of children's play facilities in Micklefield may justify some provision in an appropriate location. Of itself, a development of 70 dwellings would create a requirement of 0.56ha of greenspace on site. The submitted scheme now falls short of what is required by Core Strategy policy. However, at the time of writing, the applicant is agreeable to extending the red line boundary to include land within their ownership along the north-eastern side of the site. The land falls within the Green Belt, but open space would not be an inappropriate use and would significantly enhance the amount of greenspace provided, likely to be well in excess of what is required by policy. This matter can be addressed through a revised plan and a formal re-consultation process.

11.28 It is noted that a significant greenspace wedge is proposed as part of application 15/01973/FU and this is considered the better focus for an area of significant greenspace and a children's play area.

Drainage and flood risk

11.29 The application site largely falls within Flood Zone 1 (at lowest risk of flooding), although the area immediately adjacent to Sheep Dike does fall with Flood Zone 3. Accordingly, the illustrative masterplan has been drawn up such that all of the housing development only takes place within the Zone 1 land. The Environment Agency has no objection to the proposals provided that the development is carried out in accordance with the Flood Risk Assessment and its recommended mitigation measures. These include limiting the surface water rate of runoff generated by the site to 7.8litres/sec so that it will not exceed the run-off from the undeveloped site and not increase the risk of flooding off-site. It is also stated that there must be no built development or ground raising within the Flood Zone 3 area of the site and that the finished floor levels of the dwellings must be no lower than 600mm above the adjacent bank level of Sheep Dike.

Impact on residential amenity

11.30 The proposed layout follows a logical form and generally ensures that back gardens back onto other back gardens. The illustrative masterplan indicates that the proposed dwellings will be located some 25m – 40m away from the rear elevations of existing properties on Great North Road. This is in accordance with and in many cases exceeds the 21m distance set out in Neighbourhoods for Living. It is therefore considered that there will be no detrimental impact in terms of overlooking, overshadowing or over-dominance. The relationships within the development site are also in accordance with Neighbourhoods for Living. It is noted that a number of the properties have gable ends facing Sheep Dike, in order to lessen the impact of noise from the A1(M). At detailed design stage, the applicant will need to consider how these gable ends might be treated in order to ensure that there is no detrimental noise impact, but that there is also a reasonable interface with the greenspace and that passive overlooking of this space can occur.

Planning obligations

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

1. Affordable Housing – 15% (with a 60% social rent and 40% submarket split)
2. Public open space on site of the size and locations set out on the masterplan.
3. Improvements to bus stop 24237 at a cost of £10,000.
4. Travel Plan including a monitoring fee of £2,500 and £1,000 contribution for cycle/scooter storage at the primary school).
5. Residential Metrocards (Bus and Rail) at a cost of £605.00 per dwelling.
6. Employment and training initiatives (applies to the construction of the development).

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

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

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

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

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

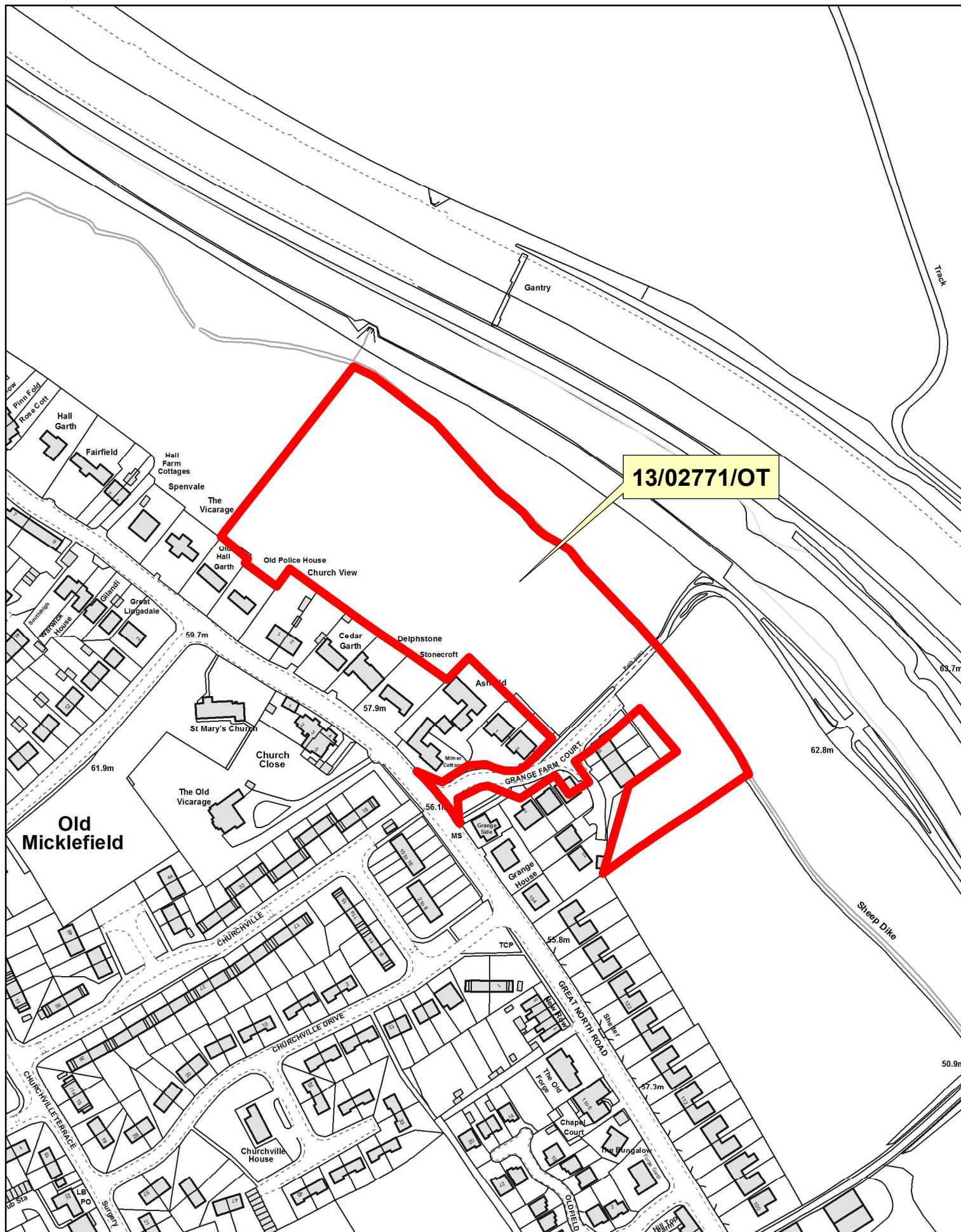
12.0 CONCLUSION

12.1 The proposals are considered to be acceptable in principle and can be developed with an appropriate highway solution. Additionally, the scheme is considered to be acceptable in terms of urban design, sustainability, landscaping, greenspace and the approach to drainage. Whilst the degree of tree loss along Barnsdale Road is unfortunate, it is necessary to enable the development of the allocation and opportunities exist to secure some mitigation. It is therefore recommended the Members defer and delegate approval of the application to the Chief Planning Officer in order to finalise the wording of the S106 agreement and conditions.

Background Papers:

Application and history files.

Certificate of Ownership – Signed as applicant



CITY PLANS PANEL

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SCALE : 1/2500

