



Report of the Chief Planning Officer

SOUTH AND WEST PLANS PANEL

Date: 17th September 2015

Subject: Application Number 15/02901/OT – Outline application for residential development of up to 66 dwellings – Horsforth Campus, Calverley Lane, Horsforth

APPLICANT

Leeds City College

DATE VALID

28 May 2015

TARGET DATE

27 August 2015

Electoral Wards Affected:

Horsforth

Yes Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

POSITION STATEMENT

This application is presented to the Panel for information and in order that members have the opportunity to comment on the proposals prior to the application being referred back to the Panel for a decision. Comments are invited from the Panel generally and with specific regard to the bullet point questions at the end of this report.

1.0 INTRODUCTION:

- 1.1 This report relates to a current proposal for housing development on part only of the Leeds City College Horsforth Campus site. The application will be referred back to this Panel for a decision but is before the meeting today for information and to seek the views of the Panel. Leeds City College is undertaking a rationalisation of its sites which would involve the closure and disposal of some sites including this one and re-investment of capital receipts in those remaining.
- 1.2 The Panel is advised that this application site and the wider Horsforth Campus site are proposed as a housing site in the LDF site allocations plan, a proposal which was approved by the Council's Executive Board on 15 July 2015.

2.0 PROPOSAL:

- 2.1 The application is in outline and proposes the demolition of the existing college buildings and a residential development. An indicative site layout plan shows a development of 66 houses and a mix of detached, semi-detached and terraced house types. Within the Design and Access statement is also shown a number of indicative street scenes showing two-storey dwellings with parking provided to the sides of properties such that car parking can be accommodated to the sides of the houses and a 3m gap between properties is maintained. In the written statement however it is indicated that the scheme could provide 'a range of storey heights including 2, 2.5 and 3 storeys.
- 2.2 It is important to note that it is not the whole of the campus site which is proposed for housing under this site, but a part only of the current campus site basically comprising the footprint of the existing college buildings.

3.0 SITE AND SURROUNDINGS:

- 3.1 The campus site lies to the South-West of Horsforth centre adjacent to the A6120 Ring Road which forms the western boundary of the site. The site is reached along Calverley Lane which joins the A65 close to the Ring Road/A65 roundabout. This serves a number of residential properties and Horsforth Cemetery which abuts the site to the east. To the south of the campus site is an area of woodland, Swaine Wood, the railway line and the river Aire.

The site itself comprises a mixture of college buildings, mainly two storey, of post-war construction, and areas of car parking interspersed with grassed areas and mature trees. These buildings include teaching buildings and greenhouses and polytunnels and quasi agricultural buildings used in connection with horticultural teaching at the college. To the northern part of the campus site is a grass playing pitch and to the southern area the land is open and treed and contains a pond. These areas are outside of the area of the current application site

4.0 RELEVANT PLANNING HISTORY:

- 4.1 None

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 The applicant has had regular meetings with the local planning authority and held a public consultation event on Wednesday 15 April 2015 at the Campus site. Letters and emails of invitation to the event were sent to Councilors and Local Interest Groups and site notices were displayed and a press advert placed in the Wharfedale and Aireborough Observer. The applicant advises that around 60 people attended and 21 consultation response forms were received. Of those respondents 4 agreed that the site was suitable for new housing, 12 did not and 5 were unsure

6.0 PUBLIC/LOCAL RESPONSE AND CONSULTATIONS:

6.1 The application was advertised by press and site notices as a Departure from the Development Plan. The following comments have been received –

Horsforth Ward Members Councillor Chris Townsley and Councillor Brian Cleasby have objected to the application on grounds that:

- the site should be retained in educational use considering the amount of new build dwellings approved in the area
- The access is unsuitable to serve residential use including commuter traffic and bin collections
- Further allocation of greenfield sites for residential use in the area will lead to a need for a new school
- What consideration has been given to traffic flow modelling for the reconfigured roundabout nearby?
- The Calverley Lane/A65 is already problematic and is unsuited to further traffic pressures

Councillor Dawn Collins has commented to the effect that the height of new buildings should not represent an increase over the scale and height of the existing buildings on the site

There have been 14 letters of objection from local residents and Horsforth Civic Society on grounds of

- Access and congestion issues including pressure of traffic on Calverley Lane, backing-up of traffic on Victoria Mount, rat-running through the Victorias and risk to children living in the area and attending Newlaithes primary school.
- Overcrowding of local schools and pressure on medical and dental services
- The site should be reserved for school use
- Harmful impact on the landscape and on the ecology of the area

Environment Agency: The application falls outside the scope of applications the EA wishes to be consulted on

Mains Drainage: Further investigation as to the feasibility of infiltration drainage are needed as otherwise a second surface water pumping station may be required to drain the lower areas of the site. Conditions to address this and other drainage matters are recommended.

Yorkshire Water: No objections subject to conditions

Coal authority: The site is likely to be affected by past coal workings. Conditions to secure mitigation of this are recommended. The applicants should consider wherever possible removing remnant shallow coal.

Highways: Further information is required concerning trip generation.

Sport England: No objection subject to a condition to safeguard the playing field and sports facilities at the detailed application stage.

Education – Has commented to the effect that schools in the Horsforth Area surrounding this development are already under pressure to provide enough places to meet current demand for places and that CIL funding would be sought to increase local schools capacity

7.0 PLANNING POLICIES:

7.1 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 currently comprises the adopted Local Development Framework Core Strategy (2014), those policies saved from the Leeds Unitary Development Plan (Review 2006) (UDP) and the Natural Resources and Waste Local Plan.

7.2 The Local Development Framework Core Strategy was adopted by the Council on 12th November 2014. The following policies contained within the Core Strategy are considered to be of relevance to this development proposal:

7.3 The following Core Strategy policies are relevant:

Policy P9 – Community facilities and other services

Policy P10 – Design

Policy P11 – Conservation

Policy P12 - Landscape

Policy T2 – Accessibility requirements and new development

Policy H2 – New housing development on non-allocated sites

Policy H4 – Housing mix

Policy H5 – Affordable housing

Policy H8 -Developments of 50 or more dwellings are expected to make a contribution to supporting needs for Independent Living. Smaller developments may contribute through e.g. provision of bungalows or level access flats

Policy G4 – New greenspace provision

7.4 The following saved UDPR policies are relevant:

Policy GP5 – General planning considerations

Policy GB7 – Major developed sites in the Green Belt

Policy BD6 – Alterations and extensions

Policy N19 – Conservation Areas and development

Policy N14 – Listed Building preservation

7.5 Supplementary Planning Guidance

- SPG3: Affordable Housing;
- SPG4: Greenspace Relating to New Housing Development;
- SPG11:Section 106 Contributions for School Provision;
- SPG13: Neighbourhoods for Living;
- SPD Public transport improvements and developer contributions;
- Street design guide SPD, and
- Travel plans SPD (Draft).
- Horsforth Design Statement 2010

7.6 Government Guidance

The National Planning Policy Framework was issued at the end of March 2012 and is a material planning consideration. The NPPF sets out 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.

- 7.5 Paragraphs 69 and 74 deal with matters relating to health and wellbeing and existing recreation facilities. Paragraph 74 states that: Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:
- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
 - the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
 - the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.

Paragraph 89 advises that limited infilling or the redevelopment of brownfield land in the Green Belt may be appropriate where it would not have a greater impact on the openness of the Green Belt.

8.0 MAIN ISSUES:

Residential development of the site
LDF Site Allocations Plan background
Loss of educational use of the site
Affordable housing and housing mix
Access and highway safety
Travel Planning
Sport England Comments
Indicative design and layout
Greenspace /Landscaping
The S106 package

9.0 APPRAISAL:

- Residential development of the site
- 9.1 The site is one of only two sites in the Leeds district to be identified as a 'Major Developed Site in the Green Belt' – the other being the former High Royds hospital site at Menston. Under policy GB7 of the UDPR, alternative uses and some infill development may be acceptable subject to the development having no greater impact on the purposes of the Green Belt than existing development and that it would contribute to the objectives of the Green Belt. Amongst other considerations, the height of new development should not exceed that of the existing buildings and there should be no major increase in the developed proportion of the site. This policy is consistent with more recent policy guidance in the NPPF

Images and drawings will be shown at the Panel meeting which show the extent of existing buildings coverage and an indicative layout of 66 dwellings. The applicant's figures indicate that the existing buildings have a combined footprint of 6800m² and that the proposed buildings have a footprint of 5280m². The extent of hard surfacing and overall volume of buildings would be reduced.

LDF Site Allocations Plan background

9.2 The wider campus site is proposed for housing in the LDF Site Allocations Plan –

Site reference HG2-43
Site Capacity 206 units
Site Area 7.85 HA
Phase 2

Nearby this site at Broadway and Calverley Lane is a smaller proposed housing site

Site Reference HG2-42
Site capacity 18 Units
Site Area 0.57HA
Phase 2

On the opposite side of the Ring Road is a substantial site proposed for residential and school use:

Site Reference HG2-41
Site Capacity 777 units
Site Area 36.3 HA
Phase 1

Part of the site should be retained for a school. This should contain a through school with 2 form entry primary and 4 form entry secondary

These allocations are proposals only at this stage and have yet to go through the formal consultation and Inquiry stages and can be afforded limited weight.

Loss of educational use of the site

9.3 Policy P9 of the adopted Core Strategy states that where proposals for development would result in the loss of an existing facility or service (including education facilities), satisfactory alternative provision should be made elsewhere within the community if a sufficient level of need is identified. The College has been invited to provide a fuller explanation of their strategic plans and proposals and advice on the proposed relocation of the courses currently being run from this and has responded as follows:

Leeds City College has been pursuing an estates strategy of improvement and consolidation over a number of phases since it was formed from the merger of three colleges in April 2009. The merger was based on a promise from the Learning and Skills Council (LSC) of £250m to create a single site college in Leeds. The promise of this capital meant that the LSC did not provide maintenance capital for the three colleges in the period preceding merger. Unfortunately, the capital funding did not materialise because of the LSC's well-publicised miscalculation of its capital funding and the College has grappled with managing too many, poorly maintained buildings since that date, with limited capital availability and little revenue for even routine maintenance. This has resulted in the systematic disposal of poorer quality buildings, the proceeds from which are then reinvested in the sites that are being preserved. The final vision for the College estate is that we have three campuses – in Keighley, at the Printworks on the Hunslet Road and on a remodeled Park Lane site. The disposal of the Horsforth site (a decision facilitated by the condition of the building and the likely disposal proceeds) will partly fund the completion of the Printworks and partly contribute to remodeling the Park Lane site. Governors are

charged with obtaining best value from asset disposals, for reinvestment in College assets.

Students studying at Horsforth attend from across the Leeds City Region and beyond and are by no means local to Horsforth. They are predominantly adult students and study a range of courses including Land Based, Public Services, Trade Union Studies, Teacher Education Access and Higher Education. The land based provision is transferring to Askham Bryan College, a specialist land based college, from August 2015. This will provide better facilities for land based students in Leeds, as Askham Bryan are planning a local centre within Leeds but then offering progression opportunities to their campus in York, a strategy that has worked well for them in other parts of the North of England. The other provision will relocate to other parts of the College, principally to the Park Lane and College House sites. As we have been compelled by government funding cuts to reduce our adult provision, it is felt that this can be accommodated and that the College estate will then be closer to its ideal size, rather than being significantly over what is required.

Housing mix, affordable housing and Independent Living

- 9.4 Core Strategy Policy H4 – Housing Mix – aims to ensure that new housing delivered in Leeds is of a range of types and sizes to meet the mix of households expected over the Plan Period. The applicant advises that it is ‘expected’ that the proposed development will include 2, 3, and 4 bed units. This is a matter which can be dealt with through a planning condition requiring a range of house types and sizes.
- 9.5 The site is within Affordable Housing Zone 1 and as the proposal is for over 10 dwellings and therefore policy H5 of the Core Strategy normally expects that 35% affordable housing is provided. As the scheme is based on an indicative development of 66 units the council would expect 23 Affordable Housing units (35% of 66 units) 40% of which should be disposed of to households on lower quartile earnings & 60% to households on lower decile earnings. The Council’s Housing Growth team recommends the following mix

13x 2 bedroom houses
8x 3 bedroom houses
2x 4 bedroom houses

The units should be sold to a Registered Provider on the council approved list at benchmark prices.

The Housing Growth Team advises that there is demand in the area from families with a disabled family member hence it would be beneficial once a selected developer has been chosen for the site, to work closely with a Registered Provider & the council at an early stage of the process to develop 1 or 2 of the units to meet the needs of these families which could include bungalows. There is also an opportunity to develop a selection of older person accommodation units.

Policy H8 of the Core Strategy states that:

Developments of 50 or more dwellings are expected to make a contribution to supporting needs for independent Living. Very large scale development will have

potential to provide sheltered schemes, as part of a wide housing mix. Smaller developments may contribute in other ways, including provision of bungalows or level access flats. Sheltered and other housing schemes aimed at elderly or disabled people should be located within easy walking distance of town or local centres or have good access to a range of local community facilities. LDF Allocations Documents should seek to identify land which would be particularly appropriate for sheltered or other housing aimed at elderly or disabled people.

The applicant recognizes that the application will need to satisfy this policy and that an appropriate condition would be attached to any grant of planning permission.

Access and highway safety

- 9.6 Although the Highway Authority has requested further information regarding trip generation at residential peak hours, the position of the Highway Authority is likely to be that the use of the site for residential purposes will not exacerbate existing highway problems beyond those which occur as a result of the current college use.

Travel Planning

- 9.6 The Travelwise team has advised that the scheme should include provision for a Travel Plan and a fee and for Residential Metrocards

The West Yorkshire Combined Authority (Metro) comments that the Clariant Development funds a shuttle service that operates between the Clariant Works site and Horsforth Station. There is an opportunity for this development to provide funding towards provision of a stop for this site and for an extension of its current funded period.

Sport England Comments

- 9.7 Although it is excluded from the area of the current application, the campus site includes a grass playing pitch and Sport England's comments require a condition to secure the continuing use of the playing field and sports facilities. Sports England has advised that it will oppose the granting of planning permission which would lead to the loss of all or part of a playing pitch unless one of 5 exceptions applies. The applicant has been asked to provide details of the ongoing maintenance and usage of the sports pitch and details of what other sports provision including changing facilities exist in the current college buildings, and has responded as follows:

The proposal would meet Sport England's test E3 for loss of a playing pitch:

E3 - The Development only affects land incapable of forming part of a playing pitch and would lead to no loss of ability to use/size of playing pitch; or

In that the proposal is an outline application for the redevelopment of the existing developed portion of the site and as such only affects land incapable of forming part of a playing pitch. Importantly in this context the area subject to the outline application excludes the current playing pitch from the red line site boundary and therefore, the current proposal in itself cannot lead to the loss of the ability to use the playing pitch. We acknowledge however, that the future use of the playing pitch will need to be considered in due course given the Colleges programme of rationalisation across the City and the fact that Horsforth Campus will close and the College will fully vacate the site in 2016. We have set the context to this below.

Pitch Background

The College football team has historically used the playing pitch, with others in the City, as part of its partnership with Farsley AFC. Over the three years of partnership

with Farsley AFC the College has run three U19 teams and one over 19s team. Home games have been held at a combination of the Horsforth Campus site and at Farsley AFC and whilst the playing pitch can still currently be used, once the College fully vacate the site in 2016 there will be no College site presence or management and the playing pitch facility will no longer be available for the College to use. As you are aware the current College courses which run from Horsforth Campus will be relocated to other campus sites, which the College will set out in detail in a separate statement. Equally, as we understand the position, the College football team will continue to play under the banner of Farsley AFC but only use Farsley AFC facilities for home games in the future.

Longer Term Strategy

The longer term future of the Horsforth Campus playing pitch will be considered as part of the wider site disposal strategy. As you are aware this outline application follows earlier submissions made by WYG on behalf of the applicant in relation to the emerging Site Allocations Development Plan Document (DPD). In this context the full extent of the Horsforth Campus site (7.8ha) has been promoted as a larger housing allocation/development than currently proposed in this outline application and has recently been confirmed as a proposed allocation for the forthcoming Site Allocations consultation later this year (Site reference HG2-43 (5009)). We consider the Site Allocations will be the appropriate stage to address the potential loss of ability to use the playing pitch, having regard for the existing and emerging policy framework.

Sport England has further responded to this response to the effect that whilst it is acknowledged that the application site does not include the playing pitch itself:

- The ancillary facilities such as changing rooms are within the application site buildings and would be lost.
- No details of the replacement of the sports facilities at the consolidated sites in Keighley or Hunslet have been provided
- In order to satisfy Sport England and NPPF para.74 there needs to be a robust assessment of current and future supply of Sports Pitches. Sport England is working with the Council on producing a Playing Pitch Strategy but the final report is not expected to be published until summer 2016
- There is no evidence to demonstrate that the Farsley pitches have sufficient capacity to support the 4 jointly run college teams.

To resolve this matter in the context of this application officers will be likely to recommend - when the application is brought to the Panel for determination – a condition along the lines recommended by Sport England.

Indicative design and layout/ Greenspace /landscaping and ecology

9.8

The application is in outline only with all matters other than the means of access to the site being reserved for subsequent approval. An indicative layout showing a development of 66 houses has however been submitted as part of the Design and Access statement. This will be shown at the meeting as part of the presentation. The applicant's Design and Access Statement indicates that the development would provide a range of units from 2 to 5 bedrooms in terraced, semi-detached and detached forms and storey heights of 2, 2.5 and 3. The scale of the development and its impact on the openness of the Green Belt relative to the existing buildings would be a key consideration of any detailed scheme.

The applicant indicates that the scheme would satisfy Core Strategy policy G4's requirement for 80m² of on site Greenspace and indicative masterplans show a layout incorporating an interconnected network of green spaces and potential retention of the existing pond to the southern end of the site. There is significant tree cover within the site and any detailed scheme would need to be designed with careful regard to tree retention and ecological mitigation.

Community Infrastructure Levy/ S106 matters

9.9 The Panel is advised that this development would not be liable to pay the Community Infrastructure Levy as the houses would replace existing buildings in active use of a greater floor space than the residential floor space proposed. A S106 agreement may be required to cover the following matters:

- Affordable housing
- Future management of the retained sports pitch and open green areas
- Metrocards and travel plan monitoring fee
- Off-site highway works

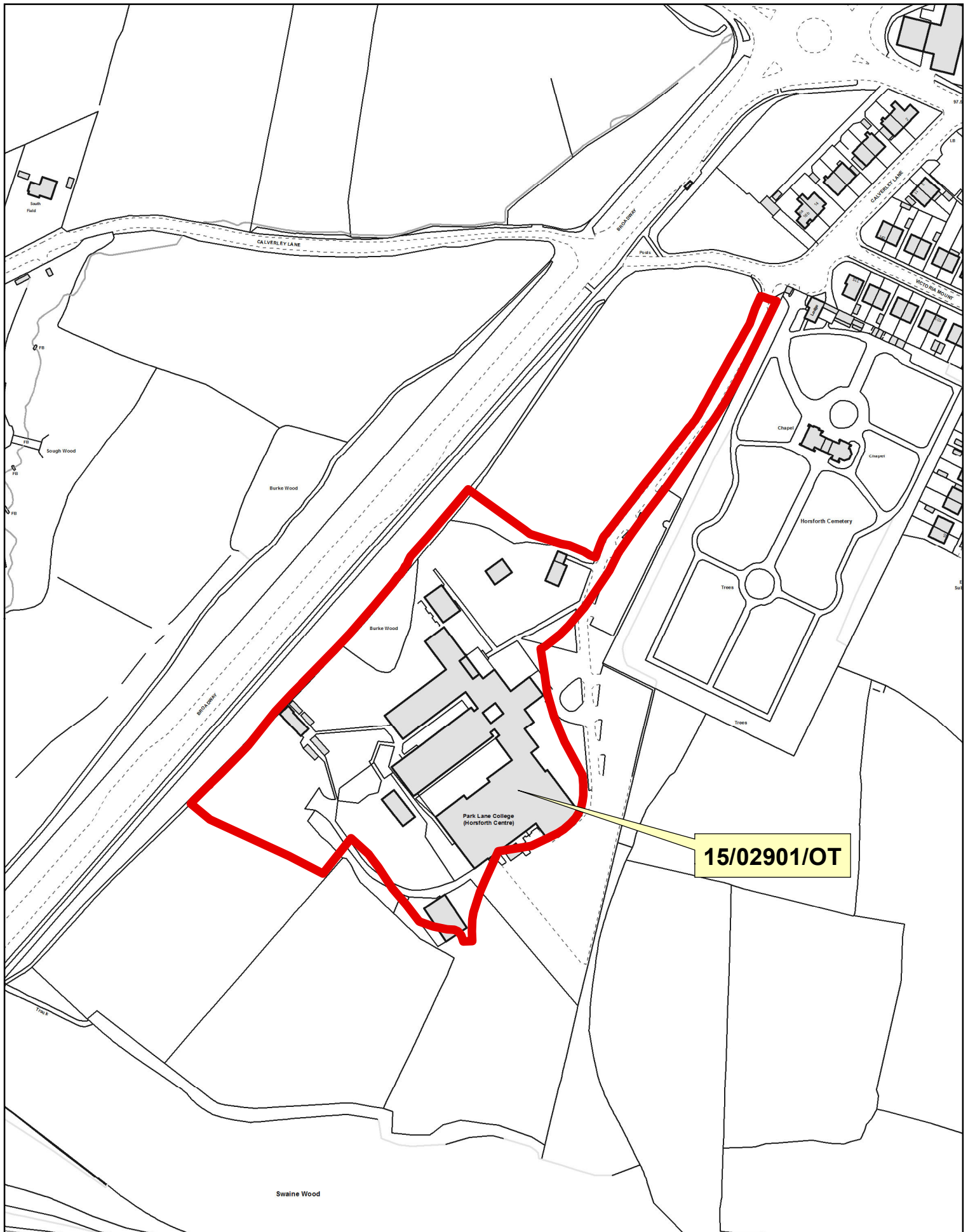
10.0 **CONCLUSION**

10.1 Comments from the Panel are invited, in general, and with specific regard to the following matters:

- **Does the Panel support the principal of residential development of the site?**
- **Does the Panel have any comments on scale, design and landscape matters?**
- **Does the Panel have any comments on Housing mix and the provision of affordable housing including housing for Independent Living?**
- **Is the Panel content with the proposed means of access to the site?**
- **Does the Panel have any comments on the medium and longer term management of the surrounding open areas and the sports pitch? In this context it cannot be assumed that the proposed allocation of the wider site for housing will go ahead as this proposed allocation is subject to consultation and Public Inquiry. Even then, the site is proposed as a 'Phase 2' site which would be brought forward only as required to maintain a 5 year supply of housing land.**

Background Papers:

Planning application file



15/02901/OT

SOUTH AND WEST PLANS PANEL

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SCALE : 1/2500

