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Report of the Chief Planning Officer

NORTH AND EAST PLANS PANEL

Date: 29th October 2015

Subject: 15/04422/LA - Horticultural glasshouse at Whinmoor Grange, York Road,

Leeds.

APPLICANTLeeds City Council

DATE VALID

TARGET DATE

22nd July 2015

21st October 2015

Electoral Wards Affected:	Specific Implications For:
Harewood Yes Ward Members consulted (referred to in report)	Equality and Diversity Community Cohesion Narrowing the Gap

RECOMMENDATION: DEFER AND DELEGATE to the Chief Planning Officer for approval, subject to the specified conditions and following referral and consideration of the application by the Secretary of State:

- 1. Time Limit;
- 2. Plans to be approved;
- 3. Details of composite cladding to be agreed;
- 4. Vehicles spaces to be laid out;
- Car park & servicing management plan;
- 6. Cycle and motorcycle facilities;
- 7. Specified off-site highway works implemented;
- 8. Provision for contractors during construction;
- 9. Travel Plan;
- 10. Boundary treatment to be agreed;
- 11. Levels to be agreed;
- 12. Landscaping details to be agreed;
- 13. Protection of trees/hedges/bushes;
- 14. Contamination information:
- 15. Details of new bat roosting and bird nesting features;
- 16. Surface water drainage;
- 17. Details of lighting scheme.

1.0 INTRODUCTION

- 1.1 This application proposes the erection of a new horticultural glasshouse as a replacement facility to the existing site at Red Hall.
- 1.2 The application is brought to Panel as the site is located within the Green Belt and due to its size and impact, constitutes a departure to the development plan. In addition, it is also a Leeds City Council application and is also brought to Panel in the interests of transparency.

2.0 PROPOSAL:

- 2.1 The proposals relate to the development of this site to facilitate the relocation of the existing Council's horticultural nursery facilities at Red Hall. This involves the erection of a large glasshouse for the growing and cultivation of plants and flowers to service the needs of local parks within a particular area of the city. The proposed glasshouse would have a footprint of approximately 140m x 145m and would rise to a height of approximately 7.0m. A new vehicular access is proposed from Thorner Lane which splits into a car parking area to the western side of the building and a service area located to the north. Outdoor storage areas are proposed on the northern, eastern and southern sections of the site. A sustainable urban drainage system is proposed along the western boundary and within the south western corner in the form of swales, a surface water irrigation reservoir and an attention basin.
- 2.2 Planting is also proposed around the edges of the site to help screen the development from public views. Inside the building there are ancillary office and a small sales and display area since it is envisaged that the site will be open to members of the public to buy products. However, this is envisaged to be limited in scale and ancillary to the main function of the development. The building itself will predominantly constructed from glazing, save for the northern elevation and a small section of the eastern elevation which will be constructed from composite cladding with an insulated roof.
- 2.3 The proposed glasshouse includes a sowing and germination room, potting line and storage and a rain water harvesting system. The proposed construction is a specialist built modular system that integrates all of the internal activities into a single building envelope. This will allow more efficient production systems in a smaller space than can be achieved at the current Red Hall nursery. Indeed, the current proposals will achieve the small level of production on a much smaller covered footprint of 4.3 acres, which is 2.2 acres less than the existing growing area at Red Hall which consists of 2 acres of glass in 15 separate glasshouses and 4.5 acres of covered polythene tunnels.
- 2.4 The proposed access road from Thorner Lane measures 230m in length before it reaches the main part of the site and is wide enough to facilitate two way passing. A total of 70 car parking space are provided, and 6 disabled spaces.
- 2.5 In terms of timescales, should planning permission be granted, it is envisaged that the specialist glasshouse construction would commence on site in February 2016, with completion anticipated in Autumn 2016.

3.0 SITE AND SURROUNDINGS:

- 3.1 The development area relates to part of the Whinmoor Grange site which is owned by the Council. The overall wider side totals 104 acres and includes the new cemetery which has recently opened where access is taken from Thorner Lane. The site of the proposed horticultural nursery is located to the north east of the cemetery and to the rear of Chahal Grange Farm which fronts onto York Road. The site has previously been used for rough grazing, while there is a large detached storage building, a large hardstand area and storage shed towards the eastern side. This part of the site was previously the operational depot of the Landscape Construction Team of the Parks and Countryside Service. This operation was relocated to Red Hall in the late 1990's.
- 3.2 The site is located within the Green Belt and is open in terms of its characteristics. There is a slight fall in the land from north to south, which is why part of the site in the south western corner suffers from drainage issues. There are hedgerows which divide the fields within the site, some of which are more mature than others. There is also a line of mature Oak trees located along part of the southern boundary which lie just outside the site and protected by a recent Tree Preservation Order. There is also a line of Leyland Cypress trees that help screen the existing depot from the north. A line of Poplar trees run in a line from south to north along a field boundary towards the centre of the site.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 Planning permission has previously been granted in 2002 for a new cemetery to the south west of the site, with vehicular access taken from Thorner Lane (Ref. 31/191/99/FU). This has now been implemented and is now used for burials on a regular basis.
- 4.2 It is also worth noting that development proposals for the East Leeds Extension, including the Grymes Dyke development are well advanced. Proposals also involve the development of the East Leeds Orbital Road (ELOR) which will ultimately lead to the closure of the junction of Thorner Lane with York Road (A64). Therefore, the Whinmoor horticultural nursery will need to take into account this eventuality in terms of the access requirements.
- 4.3 Prior Approval has also been sought and granted for the demolition of the former depot building on site (Ref. 15/04040/DEM).

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 The proposals have been the subject of extensive pre-application consultation and discussions. Indeed the Whinmoor Grange Masterplan set outs the Council's aspirations for this site within an Informal Planning Statement. This Statement was the subject of public consultation and was published by the Council in January 2011. In addition, the Council's Executive Board in September 2013 resolved that the use of the land at Whinmoor Grange to develop a replacement horticultural nursey be approved.
- The applicant has also carried out pre-application consultation with Ward Members and the Parish Councils within Thorner and Barwick with Scholes. The public have also been consulted, including a display which was in situ at the Red Hall Nursery prior to the submission of the planning application.
- 5.3 Pre-application advice was also sought from officers within Planning Services prior to

the submission of the application. Discussions revolved mainly around the access and parking requirements as well as matters relating to trees and landscaping.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 The application has been advertised as a major development which is a departure from the adopted development plan by site notices posted on 14th August 2015. The application was also advertised in the Yorkshire Evening Post published on 20th August 2015. To date, no letters of representation from individuals have been received.
- 6.2 **Barwick in Elmet and Scholes Parish Council**: Whilst the proposed development is in the Green Belt and includes a small retail outlet it is insignificant to the whole development and no objections are raised. It is also noted that the access to Thorner Lane from the A64 will be closed as part of the ELOR development and assume that this is acceptable to Parks and Countryside. The Parish Council also question whether the number of car parking spaces is adequate.
- 6.3 **Ward Members**: Harewood Ward Members were briefed and no comments were raised.

7.0 CONSULTATIONS RESPONSES:

Statutory

7.1 **Highways**: The Transport Assessment includes an analysis of the likely traffic impact on the external highway network based upon surveys of the existing horticultural site located at Red Hall Lane. The assessment has taken account of the Northern Quadrant strategic housing site (East Leeds Extension) which is stated to have a planned construction commencement year of 2017 and the Grimes Dyke residential development (already under construction). On balance, it is considered that the proposals would not have a material impact on the operation of the highway. The proposed access from Thorner Lane is considered to be acceptable, while the proposals would include adequate provisions for pedestrians. It is also considered that 70 car parking spaces would be adequate to cater for the needs of the development. Overall, no objections are raised subject to the imposition of a number of conditions.

Non-Statutory

- 7.2 **The Coal Authority**: No observations.
- 7.3 The Health and Safety Executive: No objections.
- 7.4 **Contaminated Land**: No objections raised subject to the imposition of conditions.
- 7.5 **Nature Conservation Officer**: Comments were initially provided regarding the existing redundant depot building within the site which had scope for bat roosting and barn owls. The necessary survey work has been carried out and no evidence of bats or barn owls were found. No objections are therefore raised. It is recommended that condition is imposed requiring the provision of bat boxes and bird nesting features within the new development.

- 7.6 **Landscape Officer**: Advice has been provided with regard to the impact upon trees, and in particular the impact on the off-site TPO'd Oak trees along the southern boundary. A more detailed plan was provided to show the root protection areas. Furthermore, additional planting is proposed along the eastern boundary. On this basis, no objections are raised.
- 7.7 **Flood Risk Management**: No objections raised subject to a condition requiring the submission of a scheme detailing the surface water drainage works.

8.0 PLANNING POLICIES:

8.1 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, saved policies within the Leeds Unitary Development Plan (Review 2006) and the Natural Resources and Waste Development Plan Document (2013), together with relevant SPGs and SPDs.

Local Planning Policy

- 8.2 The Core Strategy is the development plan for the whole of the Leeds district. The following core strategy policies are relevant:
 - Seeks to concentrate the majority of new development within the main urban areas and ensure that development is appropriate to its context.
 - SP10 Relates to a review of the Green Belt.
 - <u>P10</u> Seeks to ensure that new development is well designed and respect its context.
 - P12 Seeks to ensure that Leeds' landscape character is retained.
 - <u>T2</u> Seeks to ensure that new development does not harm highway safety.
 - G8 Seeks to ensure that important species and habitats are preserved.
 - G9 Relates to biodiversity improvements.
 - EN2 Relates to sustainable design and construction.
 - EN5 Seeks to avoid development in flood risk areas.

The following saved UDP policies are also relevant:

- <u>GP5:</u> Seeks to ensure that development proposals resolve detailed planning considerations, including amenity.
- N33: Development in the Green Belt.
- N24: Development proposals next to Green Belt or open countryside.
- N25: Development and site boundaries.
- T24: Parking guidelines.
- BD5: Seeks to ensure new development protects amenity.
- LD1: Seeks to ensure the quality of good landscaping.

Supplementary Planning Guidance / Documents
Greening the Built Edge
Street Design Guide
Travel Plans
Draft Parking Policy SPD
Whinmoor Grange Masterplan – Informal Planning Statement

National Planning Policy

- 8.3 The National Planning Policy Framework (2012) sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system. The National Planning Policy Framework must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.
- 8.4 The introduction of the NPPF has not changed the legal requirement that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The policy guidance in Annex 1 to the NPPF is that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The closer the policies in the plan to the policies in the Framework, the greater the weight that may be given. It is considered that the local planning policies mentioned above are consistent with the wider aims of the NPPF.
- 8.5 Paragraph 89 of the NPPF notes that a local planning authority should regard the construction of new buildings as inappropriate in the Green Belt. Exceptions to this include buildings for agriculture and forestry, the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building, the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces and limited infilling or the partial redevelopment of previously developed sites. The NPPF also states that local planning authorities should ensure that substantial weight is given to any harm to the Green Belt.
- 8.6 Section 7 (design) of the NPPF is relevant to the consideration of this application.

9.0 MAIN ISSUES

- 1) Principle of Development
- 2) Design, Layout & Landscaping
- 3) Highways
- 4) Drainage
- 5) Other Matters

10.0 APPRAISAL

Principle of Development

10.1 The site is located within the Green Belt and therefore attention should be drawn to the policies which are relevant in this case. The guidance within the NPPF sets of the main objectives of Green Belt policy, which are:

- to check the unrestricted sprawl of large built-up areas;
- to prevent neighbouring towns merging into one another;
- to assist in safeguarding the countryside from encroachment;
- to preserve the setting and special character of historic towns; and
- to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
- 10.2 The guidance also states that a local planning authority should regard the construction of new buildings as inappropriate development in the Green Belt. Exceptions to this are buildings for agriculture and forestry; appropriate facilities for outdoor spot, outdoor recreation and cemeteries; limited extensions to buildings; replacement buildings, limited infilling in villages and the partial or complete redevelopment of previously developed sites (Brownfield).
- 10.3 The definition of agriculture as given in Section 336(1) of the Town and Country Planning Act 1990, includes horticulture and nursery grounds. Therefore, it is considered that the development of a horticultural nursery can be deemed not be inappropriate development. If it were deemed to be inappropriate development, then very special circumstances would need to be demonstrated for setting aside Green Belt policy. In addition, part of the site is Brownfield and the proposed glasshouse would be located in a similar location to the existing depot building and hard standing area.
- 10.4 Whilst the proposals are deemed not to be inappropriate development, it is still necessary to consider whether the proposals preserve or harm the openness of the Green Belt. Clearly, a building of the scale proposed is going to have some impact upon the character and openness of the Green Belt. Indeed, a building with a footprint of some 140m x 145m and rising to a height of 7.0m and constructed almost entirely of glass will inevitably have some impact. As such, due to the effect on openness it is necessary to assess other factors that weigh in the balance.
- 10.5 The applicant has put forward a supporting statement which sets out the background to the proposals and why there are other factors which need to be taken into account in the decision making process. The statement sets out the importance of the current role of the Red Hall nursery site and notes that this forms part of the East Leeds Extension, a 215 hectare strategic growth point and the largest single area of allocated housing land in the Leeds City Region. This area will play a major role in delivering the housing required to meet the Core Strategy requirements of 66,000 new homes by 2028. The Red Hall site acts as a catalyst to the provision of infrastructure that will support the development of the wider East Leeds Extension area. Given that the site at Whinmoor Grange is close to the Red Hall site, makes the proposal on Leeds City Council owned land the preferred location for the replacement horticultural nursery.
- 10.6 The applicants statement also notes that given the proximity of Whinmoor Grange to the existing facility, this will allow for business continuity in the transfer from one site to another. This is Leeds City Council's major landholding in this area and other land is not readily available to accommodate this scale of development. The site at Whinmoor will also provide a much more energy efficient and more sustainable building than the existing facility, resulting in a reduction in the land required to deliver the same level of production output. Furthermore, the new facility will provide a much more sustainable approach to on site drainage through the installation of a rain water harvesting system supported by a sustainable urban drainage system.

- 10.7 It is considered that the above benefits are positive factors that should be weighed against the harm to the openness of the Green Belt in reaching a balanced view over the acceptability of this development in this location. These are matters that officers have afforded significant weight and are considered in their totality to outweigh the harm to openness.
- 10.8 From a local planning policy perspective, the site was the subject of an Informal Planning Statement which was approved by the Council's Executive Board in 2011. This also involved an eight week period of public consultation. The planning statement sets out the development principles for the redevelopment of the wider site and has been prepared to explore opportunities to relocate facilities from Red Hall. Some weight must also be given to this document in reaching a decision over the acceptance of the replacement horticultural glasshouse on this particular site.
- 10.9 Whilst noting the acceptance of the principle of the horticultural glasshouse in this Green Belt location, it is necessary to assess the retail element of the proposal in what is clearly an out-of-centre location. The floorspace of the whole building equates to some 18,861 square metres. Of this, 560 square metres is proposed to be used as a small retail area for surplus plants, as well as an office, mess room and sanitary rooms. It is envisaged that members of the public will be able to buy such surplus products and this will mainly take place at weekends and at a time when limited staff will be working within and travelling to and from the building and using the car park. This is the same situation which currently takes place from the Red Hall site. Given the limited retail floorspace involved when compared the overall gross floor area of the glasshouse, this is considered to be ancillary to the primary function of the building and therefore is considered to be acceptable in principle in this out-of-centre location.

Design, Layout & Landscaping

- 10.10 The National Planning Policy Framework states that "good design is indivisible from good planning" and authorities are encouraged to refuse "development of poor design", and that which "fails to take the opportunities available for the improving the character and quality of an area and the way it functions, should not be accepted". Core Strategy Policy P10 and saved UDP policy GP5 seek to ensure that development is of high quality. Policy P12 seeks to ensure that the character, quality and biodiversity of Leeds' townscapes and landscapes are conserved and enhanced to protect their distinctiveness.
- 10.11 The design principles associated with the Whinmoor Grange Masterplan are set out at section 3.15 of the Informal Planning Statement. Key principles include the need for any building to be sensitive to it's surrounding land uses; improve the setting of the site; improve and enhance existing tree, shrub and other landscape elements; and that new buildings and hardstandings are ancillary and of a scale which is appropriate to the main function of the land.
- 10.12 The building would be a relatively large structure within the open countryside and therefore it is imperative that views of the structure are minimised and mitigated. This can be done by ensuring that existing mature trees are safeguarded and that new landscaping is introduced in the right locations to facilitate additional screening. To this end, the line of existing mature Oak trees that run just outside the side along the southern boundary offer amenity value and would help screen the proposed glasshouse from some views from York Road. Indeed, there is now added protection in that they are not protected by Tree Preservation Order. Additional planting is also proposed within the site and particularly along the eastern boundary. This planting,

- once matured, will help screen the glasshouse from views along York Road. Views of the glasshouse from Thorner Lane would be less prominent as the building would be set some 320m away from the road, and with planting in between.
- 10.13 The overall structure is large, with a footprint of 140m x 145m and constructed almost entirely from glazing, save for the northern elevation and a small section of the eastern elevation. However, it would rise to a height of only 7m, and therefore given the existing and proposed planting in place, it would not be unduly prominent from longer distance views. internal or external lighting of the glasshouse structure is also an important consideration. It is not envisaged that the building would be fully illuminated during hours of darkness in order to minimise the intrusion of light pollution into this rural location. A condition is therefore imposed required details of lighting, including timing, to be submitted for approval.
- 10.14 The proposed parking area is also proposed to be landscaped with planting towards the end of aisles and between rows indicated on the submitted plan. This will help break up the extent of hardsurfacing in this rural location. Therefore, in conclusion, the design, scale and landscaping of the proposal is considered to be acceptable.

<u>Highways</u>

- 10.15 Highway Impact: The Transport Assessment includes an assessment of the likely traffic impact on the external highway network based upon surveys of the existing horticultural site located at Red Hall Lane. The assessment has taken account of the Northern Quadrant strategic housing site (East Leeds Extension) which is stated to have a planned construction commencement year of 2017 and the Grimes Dyke residential development (already under construction). On balance, taking account of the following points, it is considered that the proposals would not have a material impact on the operation of the highway:
 - The assessment indicates that the highest impact of traffic generated by the scheme would be only 3.2% (at the Thorner Lane/York Road junction in the 2016 AM peak period).
 - The impact during the PM peak period across the network would be almost nonexistent (maximum of 0.5% at Skeltons Lane/Thorner Lane).
 - The assessment is based upon a full complement of staff being relocated, whereas only 60% of the existing staff will actually be based at Thorner Lane (thus the actual impact will be even lower than reported in the TA).
 - It is expected that the Thorner Lane/York Road junction will be closed by 2021 in connection with the construction of the East Leeds Orbital Road (ELOR).
- 10.16 Vehicular Access: The vehicle access to the site is proposed from Thorner Lane and would comprise of approximate 10m+ radii leading to a carriageway width of 7.4m for around 90m into the site (thereafter reducing to a width of 5.5m width with intermittent 7.4m wide sections to provide passing places for larger vehicles). The highway verge in the vicinity of the site is wide and Thorner Lane has a straight alignment, therefore adequate sightlines (2.4m/4.5m x 215m) would be available for drivers exiting the site. The TA indicates that the proposed use would generate trips by a range of vehicles including 16.48m long articulated vehicles. Vehicle tracking plans have been provided at Appendix A4-1 to demonstrate that the access would be capable of accommodating the swept path manoeuvres associated with such vehicles. It should be noted that off-site highway works would be required to implement the proposed junction with Thorner Lane. The delivery of these works would be administered via an appropriate agreement between the applicant and the Highways Engineering Services

- section. Any gates should be set back 20m from the channel line with Thorner Lane and only open inwards into the site.
- 10.17 Pedestrian Provisions: It is considered that the proposals would include adequate provisions for pedestrians. There is a footway on Thorner lane outside the site that provides a segregated route for people on foot to Skeltons Lane and York Road. The application proposals would include footways around both sides of the junction bellmouth and then a single footway of 1.8m would be provided on the southern side of the access road that would extend all the way to the horticultural building.
- 10.18 Parking: The TA indicates that the 70 FTE staff would be based at the site of which 42 would leave between 07:30/08:00 to undertake work across the city (returning between 15:00 – 15:30 Mon – Thurs and lunchtime on Fridays). The development would contain a small retail/café area and it is anticipated that the majority of visitors to these facilities would be on a weekend (when the weekday workforce would not be in attendance). The car parking requirement is estimated to be in the order of 37 spaces using the Draft Parking Policy SPD, however it is considered that this would increase to 49 spaces using the current UDP parking guidelines. The development includes a total of 70 car parking spaces for staff/visitors. On the basis of the current UDP guideline estimate of 49 spaces (and taking account that the majority of staff would be working away from the site during the day and customer/visitor facilities being primarily used at weekends) it is considered that the proposed number of spaces would be adequate to cater for the needs of the development. As regards motorcycle/cycle parking provisions, the proposals would include 4 motorcycle spaces, 14 staff cycle spaces (secure & covered) and 2 cycle spaces for visitors. Furthermore, the proposals are to include shower facilities and lockers for use by staff who cycle to work.
- 10.19 In summary, it is considered that the scheme would not result in a material impact on the operation of the highway network and would include a satisfactory access with Thorner Lane and also adequate levels of car, motorcycle, cycle parking facilities and servicing provisions. Accordingly, there are no highway objections to the proposals.

Drainage

- 10.20 The site is located within Flood Zone 1 and is not shown to be particularly susceptible to surface water flooding. Nevertheless, it is recommended that finished floor levels are raised up at least 150mm above adjacent ground levels to reduce the risk of surface water flooding. This should be taken into account in the detailed design as it may impact on the increased visibility of the building. The submitted drainage scheme is considered to be acceptable in principle. However, more details about the specific design will be required. A condition is recommended to this effect.
- 10.21 It is also noted that surface water attenuation swales are proposed along the western boundary adjacent to the existing hedge. It is important that when digging these, that excavation should not encroach into the root systems of this hedge, and therefore conditions are imposed to prevent damage.

Other Matters

10.22 Given that the proposed development is for Council business, with the growing and cultivation of plants, and by a publicly funded and not for profit organisation, then the development is not liable under the Council's Community Infrastructure Levy.

11.0 CONCLUSION

11.1 The proposals include the introduction of a relatively large horticultural building within the countryside which, due to its scale, will have an impact on the openness of the Green Belt. However, in this instance, positive factors and benefits been established for this glasshouse and it is considered that these serve to outweigh any harm to the open character of the Green Belt.. The existing mature tree and hedge planting together with additional compensatory planting will enable the building to assimilate into the countryside setting without causing undue harm. Furthermore, the proposed access and parking arrangements are considered to be appropriate. Taking into account the above conclusions and the absence of any objections, it is therefore recommended that planning permission is granted subject to the conditions above.

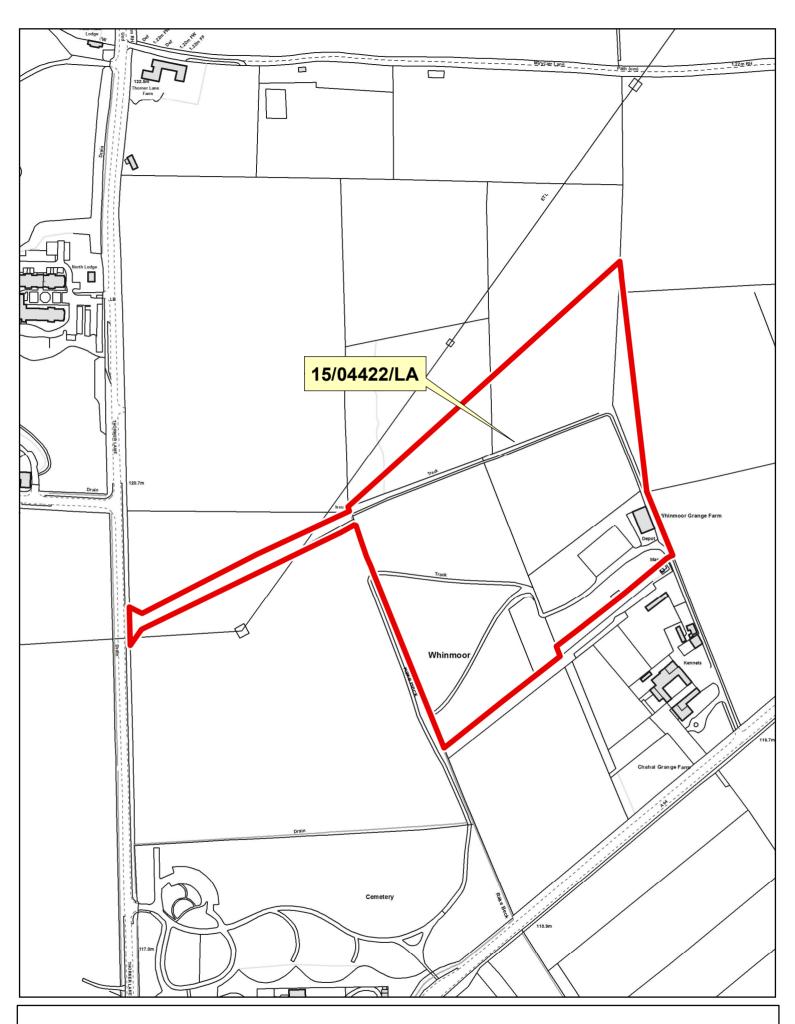
Background Papers:

Application files 15/04422/LA & 15/04040/DEM

Certificate of ownership: Certificate A signed by the agent (Leeds

City Council)

Whinmoor Grange Masterplan: Informal Planning Statement



NORTH AND EAST PLANS PANEL

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

SCALE: 1/3500

