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**Report of the Chief Planning Officer**

**CITY PLANS PANEL**

**Date: 17<sup>th</sup> December 2015**

**Subject: Pre-application enquiry PREAPP/15/00745 for a residential led mixed use development on land at M1 Junction 45 to Junction 44 on slip.**

**Applicant: Templegate Developments Ltd (joint venture between Evans and Keyland)**

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**Electoral Wards Affected:**

**Garforth and Swillington**

Yes

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

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**RECOMMENDATION: This report is brought to Plans Panel for information only. The applicant and their representatives will present the proposed scheme and allow Members to consider and comment on the proposals.**

**1.0 INTRODUCTION:**

1.1 This pre-application enquiry is presented to City Plans Panel at this early stage as it is a significant scheme in terms of its size, economic impact and contribution to housing delivery.

1.2 It is worth noting that a separate pre-application enquiry, PREAPP/15/0045, also proposes a motorway service area (MSA) on land off M1 junction 45, though this is not in a position to be presented to City Plans Panel at this stage. Nevertheless, officers note that it would be advantageous to be able to consider both schemes in a comprehensive manner to ensure the best planning outcomes.

**2.0 SITE AND SURROUNDINGS:**

2.1 The identified site is located to the southern side of the junction 45 of the M1 motorway and comprises open fields bordered by hedges and vegetation. To the immediate north-west runs Knowsthorpe Lane (access currently blocked) with the

motorway carriageway beyond. The land levels fall gradually to the south/ south-west and a footpath, tree belt and lake (Skelton Lake) border the southern boundary. Power lines run roughly east-west across the site and it is understood that the identified land has been subject to ground workings.

### **3.0 PROPOSAL**

3.1 The pre-application enquiry for the residential led development is also to include local facilities – food store, local centre and education provision. The education element is under consideration by education colleagues. The total units on the application site (with a primary school only), are believed to be circa 1,100 units on 28.56ha at an average density of 38.5dph. It is expected that a further 700 units can be achieved on the Green Belt land at a later date, subject to the outcome of the Site Allocations Plan. Where a through School is included, the units would drop to nearer 1,000 on the non-greenbelt land. The current proposals show a primary school on site, with potential land take for a through school on the indicative plans, but recognising the latter could be used for residential if the Council chose to locate it elsewhere and seek a commuted sum / CIL.

### **4.0 PLANNING HISTORY**

4.1 The MSA site was subject to a planning application in 2000 (LPA Ref: 32/162/00/OT) for a motorway service station (incl. amenity block and travel lodge) and was refused in 2005. This application was called in for determination by the Secretary of State and was considered alongside four other sites. Uncertainty on the then delivery of the East Leeds Link Road, the opening date of the proposed MSA and the fact that this site was least compliant with the government's spacing policy weighed against the proposal.

4.2 There are two extant planning permissions that relate to land to the east of the MSA site which are reliant on and detail means of access off the junction 45 roundabout. (Ref: 32/368/01/OT Outline application to lay out business park (UCO Class B1), Hotel (Class C1) and supporting users within UCO classes A1, A2, A3, A4, A5, D1 and D2: Approved (25/04/06) and Ref: 14/00247/EXT Extension of time of planning permission 32/369/01/FU (carrying out of engineering operations and laying out of access roads and landscaping): Approved (24/04/14). These permissions have not been implemented.

### **5.0 RELEVANT PLANNING POLICIES**

5.1 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).

5.2 The site is largely allocated for employment uses within the City Council's Unitary Development Plan (Review 2006) as site E4.45 Skelton Business Park, Pontefract Lane. This policy is saved by the Core Strategy (adopted 2014) and this document includes relevant policies which seek to safeguard employment. In addition, the site lies within the boundary of the emerging Aire Valley Leeds Area Action Plan (AVLAAP) within which the site is identified for housing. The land to the south of the

employment allocation is currently in the Green Belt, but is subject to review through the Site Allocations Plan process.

Adopted Core Strategy:

- 5.3 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 2 Hierarchy of centres and spatial approach to retailing  
Spatial policy 4 Regeneration priority programme areas (incl. Aire Valley)  
Spatial policy 5 Aire Valley Leeds urban eco-settlement  
Spatial policy 8 Economic development priorities  
Spatial policy 11 Transport infrastructure investment priorities  
Spatial policy 13 Strategic green infrastructure  
Policy H3 Density of residential development  
Policy H4 Housing mix  
Policy H5 Affordable housing  
Policy EC1 General employment land  
Policy EC3 Safeguarding existing employment land and industrial areas  
Policy P1 Town and local centre designations  
Policy P8 Sequential and impact assessments for main town centre uses  
Policy P10 Design  
Policy P12 Landscape  
Policy T1 Transport management  
Policy T2 Accessibility requirements and new development  
Policy G1 Enhancing and extending green infrastructure  
Policy G4 New greenspace provision  
Policy G8 Protection of important species and habitats  
Policy G9 Biodiversity Improvements  
Policy EN1 Sustainability targets  
Policy EN2 Sustainable design and construction  
Policy EN5 Managing flood risk  
Policy ID2 Planning obligations and developer contributions

Leeds Unitary Development Plan (UDP) Review:

- 5.4 The relevant UDP Review (2006) policies are listed below for reference:

Policy GP5 Requirement of development proposals  
Policy N23/ N25 Landscape design and site boundaries  
Policy N24 Development proposals next to green belt/ corridors  
Policy N32 Green Belt  
Policy BD5 Design considerations for new build  
Policy T7A Cycle parking guidelines  
Policy T7B Motorcycle parking guidelines  
Policy T24 Car parking guidelines  
Policy E4 Employment allocations  
Policy LD1 Landscape schemes

Natural Resources and Waste Local Plan:

- 5.5 The relevant Natural Resources and Waste Local Plan (adopted) policies are listed below for reference:

AIR 1 Management of air quality through development  
WATER 1 Water efficiency

WATER 2	Protection of water quality
WATER 6	Flood Risk assessments
WATER 7	Seeks to ensure no increase in the rate of surface water run-off and the incorporation of sustainable drainage techniques.
LAND 1	Requires submission of information regarding the ground conditions
LAND 2:	Relates to development and trees and requires replacement planting where a loss is proposed.

Supplementary Planning Guidance / Documents:

- 5.6 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:

- 5.7 The National Planning Policy Framework (NPPF) identifies a number of core planning principles which include for planning to be genuinely plan-led with plans kept up-to-date and to provide a practical framework within which planning decisions can be made; proactively drive and support sustainable economic development and seek to secure high quality design. 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.

## 6.0 ISSUES

Principle of development

- 6.1 The pre-application proposals involve the erection of a significant number of houses, together with local facilities on land known as Skelton Gate lying to the south of junction 45 on the M1 motorway. As advised above, the site is allocated for employment uses within the Unitary Development Plan (Review 2006) and identified as Skelton Business Park, Pontefract Lane (policy E4:45). This policy was saved by the Core Strategy (adopted in 2014). The Core Strategy states that for the loss of land allocated for employment the criteria within policy EC3 must be satisfied. The use of land within the Green Belt is subject to the outcome of the Site Allocations Plan process. The site falls within the boundary of the Aire Valley Leeds Area Action Plan (AVLAAP) where the site is proposed as a housing allocation.

- 6.2 **Do Members have any comments on the principle of development?**

Housing issues

- 6.3 The site is significant in terms of its size and context and has the potential to offer a range of housing, including Affordable Housing. The level of detail at this point in time is limited due to the need to consider strategic issues and site parameters. The applicant will be required to undertake a Housing Needs Assessment and to plan for a scheme to reflect its findings. With regard to Affordable Housing, the Council's policy is to secure 15% Affordable Housing in this part of the city.

- 6.4 **Do Members have any comments on housing issues?**

### Design considerations

6.5 The size of the residential scheme has the potential to create a significant new community and so it is important that a high priority is given to good quality place making. Whilst no detail is available at the current time, the indicative proposals show areas of high, medium and low density housing around the site. The highest densities are indicated adjacent to the spine road and local facilities with densities dropping at locations further away. Logically, the proposed local centre and education facilities are proposed to be in the higher density parts of the site, closer to the principal access to the site.

6.6 **Do Members have any comments on design considerations?**

### Landscape considerations

6.7 From a landscape perspective this scheme should sit within a strong landscape structure which links into the wider existing landscape and such new proposals in the Aire Valley AAP Green Infrastructure network are to be complementary to this scheme. Consequently, every effort should be made to make use of existing established early mature planting belts, rather than removing and mitigating with new planting in some form. Any planting design should reflect the current rural edge of settlement location, with locally-native species mixes predominating throughout. Any more ornamental planting proposals should be well-contained within the built development area.

6.8 The southern edge of the development extends relatively closely to Skelton Lake. It is important that the development does not become over-connected such that the lake environment becomes an extension of this development either visually or physically. In crude terms the expectation should be to 'compartmentalise' different areas within the overall landscape planting structure. Pedestrian and bridleway routes need to reflect the rural edge location and their location within landscape corridors.

6.9 **Do Members have any comments on landscape considerations?**

### Highway issues

6.10 Development proposals of this magnitude have the potential to have a significant highway impact. At present the principal point of access for both this residential scheme and also the MSA is via the motorway junction. Further thought is required about the potential use of secondary accesses along Pontefract Lane and Knowsthorpe Lane.

6.11 The site is in a relatively isolated location, being away from other residential areas and therefore not having the benefit of nearby bus services. Accordingly, thought needs to be given to public transport accessibility – either services entering the development or a shuttle bus linking to the new Park and Ride site at Temple Green (currently under construction).

6.12 **Do Members have any comments on highway issues?**

### Drainage issues

6.13 In terms of flood risk the majority of the site is located in Flood Zone 1 and is not shown to be at particular risk from surface water flooding. The lower parts of the site are within Flood Zones 2 and 3, however, these areas are shown as being landscaped on the indicative layout plans which will help ensure that no buildings are at flood risk

6.14 **Do Members have any comments on drainage issues?**

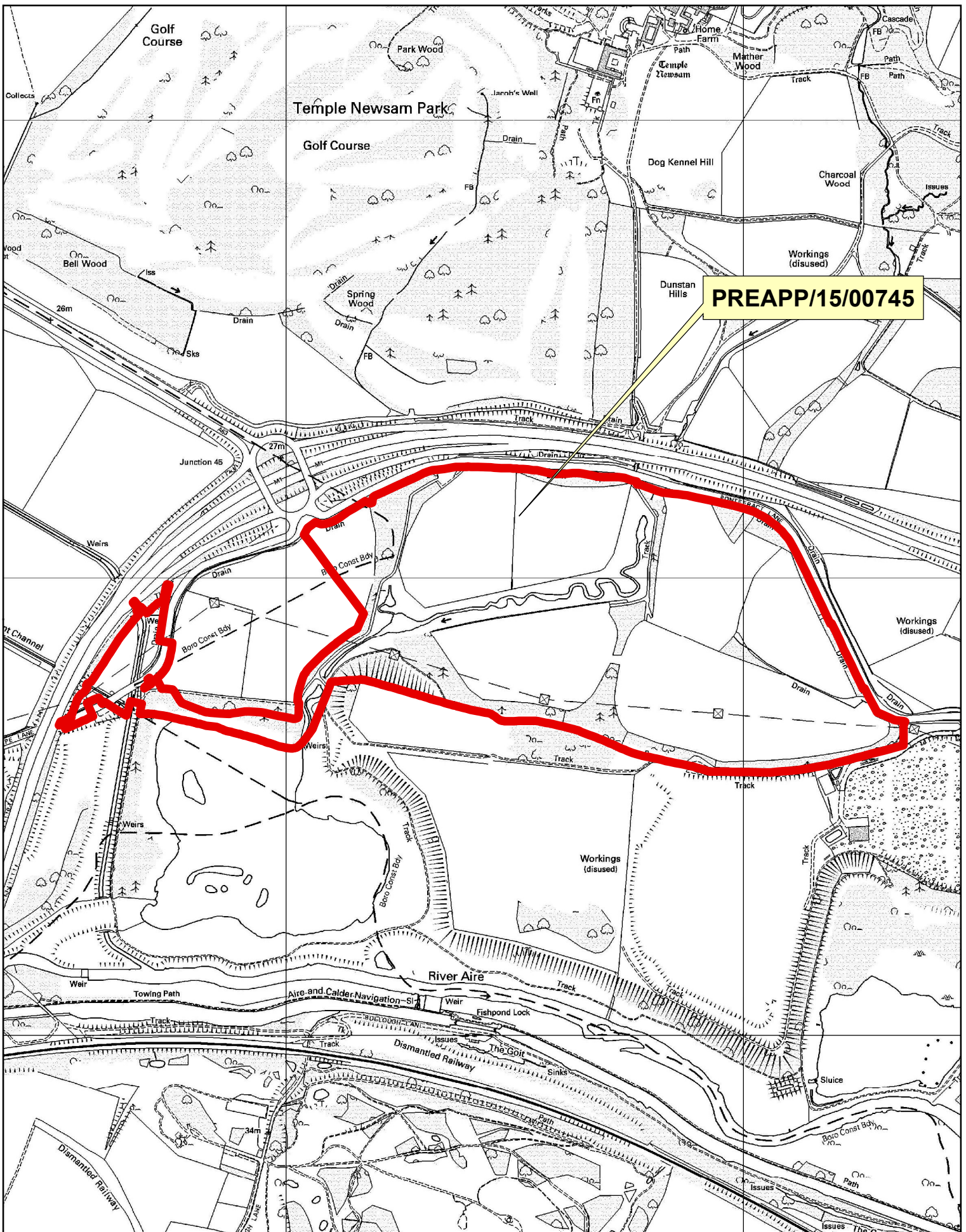
6.15 **Are there any other issues Members would like to raise?**

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

1. **Do Members have any comments on the principle of development?**
2. **Do Members have any comments on housing issues?**
3. **Do Members have any comments on design considerations?**
4. **Do Members have any comments on landscape considerations?**
5. **Do Members have any comments on highway issues?**
6. **Do Members have any comments on drainage issues?**
7. **Are there any other issues Members would like to raise?**

**Background Papers:**

None



# CITY PLANS PANEL

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