
Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 24th March 2016

Subject: Planning Application 15/01973/FU – Development of 291 residential dwellings with open space and associated infrastructure on land east of Great North Road, Micklefield.

APPLICANT

Barratt Homes and
Persimmon Homes

DATE VALID

18th June 2015

TARGET DATE

28th March 2016

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 approval to the Chief Planning Officer in order to finalise the conditions and S106 agreement to cover the following matters:

1. Affordable Housing – 15% (with a 60% social rent and 40% submarket split).
2. Public open space provisions on-site and off-site commuted sum.
3. Travel Plan including a monitoring fee of £3,455.
4. Cycle facilities at Micklefield Station - £8,000.
5. Sustainable travel fund at a cost of £605 per dwelling.
4. Employment and training initiatives (applies to the construction of the development).

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

Conditions

1. Time limit
2. Plans to be approved

3. Materials
4. Details of fences and walls to be provided.
5. Statement of construction practice.
6. Restriction on hours of construction to 0800-1800 hours on weekdays and 0800-1300 hours on Saturdays, with no operations on Sundays and Bank Holidays.
7. No occupation prior to agreed completion of off-site highway works.
8. Sustainability measures to be agreed.
9. Laying out of areas to be used by vehicles.
10. Retention of parking spaces.
11. Programme of archaeological recording.
12. Submission and implementation of landscaping details, including replacement tree planting.
13. Landscape management plan.
14. Protection of retained trees and hedges.
15. Preservation of retained trees and hedges.
16. Provision for replacement trees.
17. Submission of surfacing materials.
18. Removal of permitted development rights for extensions and roof alterations.
19. Removal of permitted development rights for additional windows in gable ends.
20. Details of levels to be agreed.
21. Development to be carried out in accordance with Flood Risk Assessment.
22. Surface water drainage works to be approved and implemented.
23. Surface water drainage scheme to be implemented in accordance with approved scheme.
24. Submission of Phase II investigation.
25. Amendments to remediation scheme.
26. Submission of verification reports.

Full wording of conditions including any amendments/additions to be delegated to the Chief Planning Officer

1.0 INTRODUCTION:

- 1.1 This full 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, given their overall significance to Micklefield. These include an outline planning application for a housing development of circa 70 houses to the north (13/02271/OT) and an outline application for a housing development of circa 60 dwellings to the north of that (15/05485/OT). Application 13/02271/OT was previously presented to City Plans Panel on 11th June 2015 where Members agreed to defer and delegate approval to the Chief Planning Officer. Application 15/05485/OT is also being presented for determination at this Plans Panel.
- 1.2 The application site is identified within the UDP Review as a Phase 3 allocated housing site under Policy H3-3A.32. The application is advertised as a departure (due to the close proximity of the Green Belt), as well as affecting a public right of way.
- 1.3 In the context of Micklefield, it is also worth noting that an outline planning application for circa 180 dwellings (15/05484/OT) has also been submitted for the housing allocation to the south of Old Micklefield, under UDP Review (2006) policy H3-3A.31. This application is also being presented for determination at this Plans Panel.

- 1.4 Members may recall that this application was previously presented with a position statement report to the City Plans Panel meeting of 13th August 2015. Section 3.0 of this report provides an update on the proposals since that time.

2.0 PROPOSAL:

- 2.1 This full planning application proposes the erection of a residential development of 291 residential dwellings with open space and associated infrastructure.
- 2.2 The application is accompanied by both an illustrative masterplan to show it accords with the wider development of the allocation, as well as a detailed layout and house types. Two accesses are to be taken from Great North Road for the northern and southern portions of the development. The northern portion of the development will contain an access connecting to the development to the north (subject to planning application 13/02271/OT). That development takes a principal access which has already been constructed by virtue of planning permission 12/00845/OT and reserved matters consent 12/05140/RM, for 10 dwellings and landscaping. That access will therefore also benefit the development proposed in this current application.
- 2.3 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:
- Affordable Housing – 15% (with a 60% social rent and 40% submarket split).
 - Public open space provisions on site and off-site commuted sum.
 - Travel Plan including a monitoring fee.
 - Cycle facilities at Micklefield Station - £8,000
 - Sustainable travel fund at a cost of £605.00 per dwelling.
 - Contribution to highway improvements along Great North Road.
 - Employment and training initiatives (applies to the construction of the development).

3.0 UPDATE SINCE CITY PLANS PANEL MEETING:

- 3.1 When the position statement report was presented to Members at the 13th August 2015 City Plans Panel, Members provided feedback in relation to a number of questions posed in the report. Members' comments were as follows:
- that on the approach to the layout of the development and design of the house types there were concerns about the lack of detailed design information in the presentation; that there was the need for the design of the dwellings to be appropriate to the village setting and that the use of magnesium limestone should be considered
 - on the issue of housing mix, proposed density and size of proposed dwellings, concerns were expressed about the house sizes of some of the dwellings and the size of some of the garden plots. The work undertaken on internal space standards by the Head of Planning Services was welcomed and it was noted that Panel had on previous schemes made strong comments about the size of units which had been presented to them for approval
 - on the approach to greenspace and landscape issues, the Panel was not satisfied with the current offer; that insufficient green space was being provided and that the level provided must be policy compliant
 - on other issues raised by Members, the provision of water butts; concerns about the separation of the communal road; parking levels and the need for each house

to have its own parking provision were noted as were design issues relating to the steep pitch of the roof of some dwellings and the importance of measures to facilitate the integration of the new community with the established community at Garden Village

The Panel's Lead Officer referred to the positive comments made on site by several Members in respect of the 10 house development close to the subject site. It was felt that this success related to the detailing of these houses, with it being suggested this be used as a guide in terms of integrating the housing. Members agreed to this approach.

- 3.2 In the period of time since the position statement was presented to Panel, officers have been negotiating with the applicants in order to revise the scheme in order to make it acceptable in planning terms. The scheme has reduced from 292 to 291 units. The applicants continue to utilise their standard house types rather than pursue bespoke designs, though further consideration has been given to the use of materials to produce a development which is more sympathetic to the character of Micklefield.
- 3.3 The housing mix has been reviewed and the number of 2 bed properties has been increased. Members will recall that there was some discussion around DCLG's Technical Standards. The applicants have reviewed their use of house types and as a consequence, 20% now comply and 80% are close to complying. Both of these issues are covered more fully later in the report. The relationship between properties has been improved and the majority of houses now benefit from rear garden areas that comply with the standards set out in Neighbourhoods for Living. The applicants have reviewed the scheme against the emerging technical space standards, which has seen some improvement, as set out in the policy section below.
- 3.4 The scheme is still deficient in greenspace and the applicant is keen to provide a commuted sum in lieu of the on-site deficiency in order to avoid viability concerns. Officers have liaised with Ward Members on this point and whilst there is not an in principle objection to this approach, they are keen to see the provision of play facilities in the north of the village which is currently lacking in this regard.
- 3.5 The development layout has been amended to ensure better relationships between properties and also with the proposed streets and public areas.

4.0 SITE AND SURROUNDINGS:

- 4.1 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 green wedge in a small valley of land running east – west across Great North Road.
- 4.2 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).

5.0 RELEVANT PLANNING HISTORY:

- 5.1 15/05485/OT - Outline application for residential development (access only) (circa 60 dwellings) (to the north of the application site for 13/02271/OT, but within the same housing allocation) – pending consideration.
- 5.2 15/05484/OT – Outline application for residential development (access only) on land off Church Lane, Micklefield (circa 180 dwellings) (relates to the south of Old Micklefield housing allocation - H3-3A.31) – pending consideration.
- 5.3 13/02271/OT - Development of circa 70 houses (to the north of the application site, but within the same housing allocation) – approval delegated to the Chief Planning Officer.
- 5.4 PREAPP/13/00924 – Residential development of 270 dwellings (relates to the site of this current application)
- 5.5 12/05140/RM - 10 houses with landscaping (to the north of the site, but within the same housing allocation) – Approved.
- 5.6 12/00845/OT - Outline application for residential development (to the north of the site, but within the same housing allocation) – Approved.

6.0 HISTORY OF NEGOTIATIONS:

- 6.1 The applicant undertook pre-application discussion with officers prior to submission of the application. 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.
- 6.2 Previously, the applicants carried out a consultation event in November 2013. In August 2014, consultation packs containing a covering letter, brochure, comment card and freepost reply envelope were posted to 335 homes and businesses close to the site.

7.0 PUBLIC/LOCAL RESPONSE:

- 7.1 11 site notices have been displayed, posted 22nd May 2015. The application has also been advertised in a local newspaper, published 28th May 2015. The application is advertised as a departure (due to the close proximity of the Green Belt), as well as affecting a public right of way.
- 7.2 One letter of representation has been received from Micklefield Parish Council, stating objection to the application on the following grounds:
 - The planning framework has not been subject to input of agreement from the local community or the Parish Council.
 - Uncertainty over the ability to expand Micklefield Primary School.
 - Inadequate off-street car parking provision.
 - Lack of detail regarding building materials and thus no certainty as to how many dwellings will be constructed in natural Magnesian Limestone.

- Two areas in one portion of the net development site act as natural water run off points when there are flash floods.
- Loss of a one-off opportunity to widen Accommodation Road which runs around the rear of Garden Village.
- The need for an additional housing type (bungalows).
- Unacceptable plot boundaries with the Sheep Dike for plots 251-269.
- Doubt as to the effectiveness of the off-site highway alterations to the junction of Church Lane and the A656 (Roman) Ridge Road.
- Deficiencies in certain aspects of the housing design concept and layout.
- Concern that Micklefield Station may move in the future and that the public transport availability is not as favourable as the applicant suggests.
- Comment is also made that the Parish Council is not convinced that the proposed accesses are acceptable and wishes these to be thoroughly assessed by highways.
- It is also noted that matters around foul sewage, surface water, and air quality need careful consideration.
- The positive aspects of the application are also noted – the density of development is in keeping with the village, 15% provision of Affordable Housing is acceptable, there is no direct vehicular access from Garden Village, the retention of trees and planting of hedgerows and the retention of the existing alignments of the public rights of way.

7.3 A second representation from Micklefield Parish Council also raised concerns about an overland flood route, leading from Great North Road into the site and asked that this be explored with the Flood Risk Management Team and applicants.

7.4 31 letters of objection have been received from local residents stating concern that:

- Question whether there is sufficient sewage capacity.
- Question whether Sheep Dike can handle all of the additional surface water run-off.
- Concern about the level of traffic that may be generated by the development.
- Concern about existing speeding on Great North Road.
- It is noted that there are ongoing problems with the landfill site at the southern end of the village.
- Concern about the poor accesses into and out of the village and their safety record.
- Concern that the primary school will be unable to cope with the additional demand.
- The doctors' surgery is only a satellite and can only just cope at the current time.
- Private access are also required in case of emergencies and it is questioned whether the emergency services have been consulted.
- It is noted that Micklefield station may move in the future.
- The number of houses in Micklefield will double if all of the housing allocations are developed.
- The proposals should be shown on an up to date ordnance survey base plan.
- Concern that proposals may block existing rear access routes to garages at Garden Village.
- Brownfield sites should be developed ahead of greenfield sites.
- The proposals are backland development and should be refused.
- The proposed housing will result in an intrusion of privacy.
- Concern as to whether the existing drainage infrastructure can cope. It is also considered that the proposals may make existing drainage issues worse.
- Concern about impact on wildlife.

- 7.5 3 letters of support have been submitted, stating support for the principle of development, subject to ensuring that existing accesses are maintained for existing properties.

8.0 CONSULTATION RESPONSES:

8.1 Statutory:

Highways: - It has long been noted that off-site highway works are required to improve the Church Lane / A656 junction and information has been submitted to demonstrate that an 'in highway' solution is feasible. Subsequently, it is also considered that the applicants should contribute to the solution for improving the kink in Church Lane. Highway officers also provided detailed comments in respect of the internal layout which, whilst acceptable in principle, required some amendments and clarification to ensure that the layout is acceptable.

Highways England: - No objection.

Network Rail: - No objection. It is suggested that the development makes a contribution to enhancing cycling facilities at Micklefield Station at a cost of £8,000. It is also noted that any drainage solutions must take run off away from the railway.

Natural England: - Does not wish to comment in detail on this application.

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 is required.

West Yorkshire Combined Authority (WYCA): - Due to the size of the site, it is inevitable that parts of the site will be more accessible than others. It is noted that the relatively low frequency of bus services is offset by the rail connectivity. It is unlikely that a bus service at the service level set out in the Core Strategy could be sustained. Advice is provided in relation to the Travel Plan and also amendments to the layout to maximise access to bus stops and also the rail station. Residential MetroCards (bus and rail zone 1-3) should be provided to future residents at a cost of £605.00 per dwelling. The request from Network Rail for cycle facilities is noted and supported.

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 use of infiltration drainage methods should be thoroughly investigated. It is also noted that the use of SUDs would be beneficial from a landscape and ecology perspective. Otherwise, the principles are acceptable subject to conditions.

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 G3	Greenspace requirements
Policy G4	New Greenspace provision
Policy G8	Protection of species and habitats
Policy G9	Biodiversity improvements
Policy EN1	Carbon dioxide reductions
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:

- 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;
- Provision of satisfactory access;
- An agreed planning framework which will determine the location of housing, greenspace, landscaping, local facilities and access points;
- 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;
- Provision of a green wedge between Old Micklefield and New Micklefield;
- The completion of the A1 realignment;
- Noise attenuation measures necessary to achieve satisfactory standards of residential amenity.
- 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 this application.

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 H3	Delivery of housing on allocated sites
Policy R2	Area based initiatives
Policy LD1	Landscape schemes

Natural Resources and Waste DPD:

9.4 Policies of relevance are:

Air 1	The management of air quality through development
Water 1	Water efficiency

Water 4	Development in flood risk areas
Water 6	Flood risk assessments
Water 7	Surface water run-off
Land 1	Contaminated land
Land 2	Development and trees

Supplementary Planning Guidance / Documents:

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

National Planning Guidance:

- 9.6 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.

DCLG - Technical Housing Standards 2015:

- 9.7 The above document sets internal space standards within new dwellings and is suitable for application across all tenures. The housing standards are a material consideration in dealing with planning applications. The government's Planning Practice Guidance advises that where a local planning authority wishes to require an internal space standard it should only do so by reference in the local plan to the nationally described space standard. With this in mind the city council is currently looking at incorporating the national space standard into the existing Leeds Standard via the local plan process, but as this is only at an early stage moving towards adoption, only limited weight can be attached to it at this stage.
- 9.8 The proposal consists of 291, one, two, three and four bedroom dwellings ranging from 2 to 8 potential bedspaces. Having analysed the house types and their sizes, 20% would comply with the standard and 80% of the houses either comply with the standard or are within 15spm of the technical standard.

10.0 MAIN ISSUES

1. Principle of development
2. Highway and access issues
3. Urban design and sustainability
4. Housing issues
5. Landscape design and visual impact
6. Drainage and flood risk
7. Impact on residential amenity
8. Education
9. 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, subject to detailed layout and access arrangements, 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 The applicant, together with the applicants for planning application 13/02771/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, takes into account predicted traffic flows associated with future additional dwellings that could be provided on the remainder of the allocation (H3-3A-32), a total estimated yield of 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 (ratio flow to capacity). This excluded traffic generated by allocation H3-3A-31, which was 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, was based on 550 dwellings (allocations H3-3A-31 and H3-3A-32), and indicated that in the future assessment year of 2020 the junction would operate 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.
- 11.8 Members may recall that highway officers considered the proposed junction improvements to be sufficient at that point in time to accommodate predicted traffic flows at the Church Lane/A656 junction. However, with regard to bringing forward the South of Old Micklegate site (H3-3A-31), the UDPR site proposals identify the need for improvements to Church Lane, which remained 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 reserved 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.
- 11.9 Since the position statement report, application 15/05484/OT has been submitted on housing allocation H3-3A-31, as referred to in the introduction. The improvements sought to Church Lane essentially involved smoothing out a tight kink in the road, which was likely to require third party land. In re-considering this issue, it is considered that the kink does in fact offer something of a traffic calming feature, but would benefit from some widening, lining and other works to make it acceptable in order to deal with the overall amount of development proposed. It is now considered that all of these works could be accommodated within the highway boundary, negating the need for any third party land. Given the changed circumstances with regard to the submission of other applications, it is now considered appropriate for the developers of all of the allocations to share the costs of all of the off-site highway works between them. The applicants have stated that they are 'willing to work with the Council in respect of the Church Lane re-alignment works, subject to these works being located wholly within adopted highways land (and categorically not located within third party land) and subject to the receipt of further details of the proposed works, including costs.'
- 11.10 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. It is noted that a Grade II Listed mile stone is located in the verge of Barnsley Road, some way to the south of the junction with Church Lane. The precise location and how this relates to the proposed highway works has been investigated and it is confirmed that the mile stone would be unaffected by the works.
- 11.11 In summary, the proposed highway works are considered sufficient to enable development of allocation H3-3A-32.

On site highway issues

- 11.12 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 site to the north. 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. While the layout is acceptable in principle, there are some detailed amendments which have been made which, at the time of writing, are still being considered by highway officers.

Accessibility

- 11.13 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.
- 11.14 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.
- 11.15 Officers have historically been in discussions with Metro (now the WYCA) regarding public transport enhancements as part of both this 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 any enhancements could be provided for via CIL. Notwithstanding this, WYCA have requested that the applicant provide a sustainable travel fund which can be used on travel planning measures related to the development.
- 11.16 It is noted that some letters of representation refer to the possible movement of Micklefield Station, further to the west and therefore further away from the proposed development. WYCA are continuing to review the options for the east Leeds rail corridor generally. There is therefore no specific commitment to pursue proposals for a new station at Micklefield at this point in time.

Urban design and sustainability

- 11.17 The allocation masterplan indicates two accesses from Great North Road and a spine road running north to south through the site through each portion of the development. The connection to the development proposed to the north is in the correct location, though the internal layout differs somewhat in terms of street patterns, though this is not considered to be problematic. The layout indicates that all of the proposed dwellings would front onto the proposed streets, which is considered positive.
- 11.18 The submitted Design and Access Statement notes that the proposal is for 292 dwellings, equating to 34 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 strategic form of development is considered to be generally

acceptable and two-storeys is considered to be most appropriate along the rural edge of the development and where there is an interface with existing houses.

- 11.19 A number of properties have a southerly orientation in order to make the most of solar gain and good daylighting. The submitted Design and Access Statement also states it is proposed to employ photovoltaic panels to assist in achieving a 10% reduction in energy demand and a 20% reduction in carbon emissions. These measures have the potential to minimise housing energy use and carbon dioxide emissions, regardless of specific house type design.
- 11.20 The sustainability appraisal also notes that the broader economic, social and environmental measures of sustainability have been considered by assessing the scheme against the 'Building for Life' criteria. The proposed development has the potential to support growth within the area by providing 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.
- 11.21 In relation to detailed design, officers have engaged in negotiations with the applicant in order to make the layout acceptable and to improve the quality of the proposed house designs. In terms of issues, the common themes were the lack of sufficient spaces between some dwellings and long runs of frontage car parking, particularly on some affordable housing plots. Some frontage parking can be acceptable where it is broken down into smaller areas within a landscape setting and with some defensible space in front of the dwellings. It is considered that the revised layout is now generally acceptable.
- 11.22 A number of dwellings had inadequate garden areas in terms of depth, where the requirement is 10.5m. Whilst a degree of pragmatism can be taken where there are difficulties with topography or site features, the aim should be for compliance with policy. The revised layout is now considered to provide every house with a reasonable garden area, even where some may fall short of 10.5m.
- 11.23 The applicant team comprises two house builders – Persimmon Homes and Barratt Homes. The layout plan indicates that Barratt Homes will be developing the area to the north of the proposed central greenspace, as well as 26 plots in the southernmost tip of the development. Persimmon will be developing the area to the south of the central greenspace – north and east of Garden Village.
- 11.24 It is noted that the Parish Council have provided detailed comments on the use and ratio of materials which they feel should be used in the development. At the time of writing, the applicants are working on their approach to the use of materials and this will be presented to Panel Members.

Housing issues

- 11.25 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.
- 11.26 Core Strategy policy H3 refers to the density of development. For a smaller settlement, such as Mickelfield, 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 34 dwellings per hectare (based on developable area only) is considered to accord with policy.

- 11.27 Core Strategy policy H4 refers to housing mix and sets targets for particular dwelling sizes. The policy is intended to set targets for the city as a whole and acknowledges that developments will need to respond to different site circumstances. Officers have assessed the mix of proposed house types against Core Strategy policy H4, which shows the following:

No. of beds	No. of units	% of total	Policy H4 min	Policy H4 max	Policy H4 target
1 bed	8 units	3%	0%	50%	10%
2 bed	68 units	23%	30%	80%	50%
3 bed	122 units	42%	20%	70%	30%
4+ bed	93 units	32%	0%	50%	10%
Total	291 units	100%			

- 11.28 When the application was submitted, the mix is comprised 18% x 2 bed properties, 49% x 3 bed properties and 33% x 4 bed properties. There were no one bed, 5 bed or larger properties. From the matrix above, it can be seen that the applicants have introduced 8 one bed units (3%), the number of 2 bed units has increased to 23%, the number of 3 bed units has decreased to 42% and the rest are 4 bedroom. Again, there are no 5 bed or larger properties.
- 11.29 The applicant's position is that they have sought to provide a mix of housing from 1 bed through to 4 bed in size. With specific regard to the local area and market, they have sought to provide a larger proportion of 3 bedroom homes. They argue that this will allow people to both upsize or downsize to meet their housing needs. The applicants also note that, together with 2 bedroom properties, two thirds of the scheme is available for first time buyers, including the affordable housing provision. Overall, the applicants consider that they provide a mix of homes that cover the needs from first time buyers through to family housing, whilst ensuring that the scheme is viable in respect of CIL, affordable housing, the off-site highways works and other S106 matters.
- 11.30 Assessment of the scheme against the DCLG Technical Standards is set out in the policy section of this report. The proposal consists of 291, one, two, three and four bedroom dwellings ranging from 2 to 8 potential bedspaces. Having analysed the house types and their sizes, 20% would comply with the standard and 80% of the houses either comply with the standard or are within 15spm of the technical standard.
- 11.31 The affordable housing requirement in this part of the city is 15%, as set out in the Core Strategy. The proposed layout indicates 21 x 2 bed properties and 23 x 3 bed properties are to be used for affordable housing. The units would be split – 60% social rent and 40% sub market. The proposed development is therefore in accordance with policy in this regard and the delivery of affordable housing would be secured through the S106 agreement.

Landscape design and visual impact

- 11.32 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. The retention of these features wherever possible, as demonstrated on the current layout, is welcomed.

- 11.33 The proposal provides for a permanent buffer between the proposed dwellings and Sheep Dike. The buffer has a dual function of providing visual screening and habitat. This area is important in providing a biodiversity enhancement, particularly for Great Crested Newts and Water Voles. The land beyond Sheep Dike, between the site and the A1(M) is designated as Green Belt and would remain as open land. The applicant has revised their layout to resolve the detailed relationship between the proposed houses, their respective private garden areas and the habitat buffer.
- 11.34 One tree proposed to be removed in the southern parcel of the development was initially identified as having Bat roost potential. Accordingly, a further Bat survey was undertaken and submitted, which concluded that no Bat roosts were found in the surveyed tree and the risk of roosting at other times is assessed as low. Accordingly, no further survey of the tree is considered necessary before the tree is removed.
- 11.35 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. 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.
- 11.36 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. For a development of 291 houses, as per the current layout, Core Strategy policy G4 would require 2.33ha of greenspace. The revised layout continues to be deficient in terms of the quantum of greenspace and the applicant has stated that they would wish to provide a commuted sum in-lieu of the on-site provision. At the time of writing, officers are working with Parks and Countryside to establish how such a sum could be best used. Following discussion with Ward Members, it is noted that the lack of children's play facilities in the north of Micklefield may justify some provision in an appropriate location. A significant greenspace wedge in the centre of the development is proposed as part of this application. This is considered to be a reasonable focus for an area of significant greenspace and also a children's play area serving this part of the village. The initial layout of the greenspace indicates play areas for a range of ages, as well as informal areas for general recreation.

Drainage and flood risk

- 11.37 The application site largely falls within Flood Zone 1 (at lowest risk of flooding), although the areas immediately adjacent to Sheep Dike do fall with Flood Zones 2 and 3. Accordingly, the layout 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 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.

- 11.38 It is noted that Micklefield Parish Council raised further concerns regarding overland flooding from the west. This has been investigated by the drainage consultants and the Council's Flood Risk Management Team and it is agreed that the proposed flood routing plan is acceptable. This matter can now be dealt with through the submission of cross section details.

Impact on residential amenity

- 11.39 The proposed layout follows a logical form and generally ensures that back gardens back onto other back gardens. The layout indicates that the proposed dwellings will be located some 25m away from the rear elevations of existing properties on Great North Road and around Garden Village. There are a small number of instances where existing properties would have a rear outlook towards the gable sides of properties, located a minimum of approximately 14.5m away. This is in accordance with and exceeds the distances 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. It is noted that some letters of representation refer to a landscaped separation strip that was apparently shown on earlier drawings, backing onto Great North Road, as some residents were concerned about the future of an existing boundary wall. This wall has been shown to be retained in the revised layout. The relationships between the rear elevations within the development site are generally in accordance with Neighbourhoods for Living.
- 11.40 The properties are in close proximity to the A1(M), which is separated from the site by a landscaped bund. Depending on the proximity, properties have been designed to have rears, fronts or gables facing the A1(M) in order to secure a good level of amenity. The submitted noise report recommends that double glazing and standard trickle vents are sufficient to ensure 'good' resting and sleeping conditions can be ensured within the dwellings. The layout largely ensures that private garden areas are protected from noise to a reasonable degree and no further mitigation is required. However, there are currently four plots which, due to their orientation, would require 1.8m high acoustic fences to the eastern boundaries.

Education

- 11.41 It is noted that the UDP policy associated with the housing allocations requires the proposed development make provision for an extension to the adjacent primary school. Historically, this would have been achieved by securing an appropriate sum of money through agreement with Children's Services. However, under the CIL regime, the Local Planning Authority cannot secure additional funds for off-site education provision in addition to the CIL sum required from the development. Therefore, any extension to the Micklefield Primary School must be funded by CIL. At 11th June 2015 Plans Panel, Members expressed concern about the uncertainty of how and when the primary school may be expanded. Children's Services are aware of the current applications and capacity of the housing allocations and are currently working on a strategy to make appropriate provision. Initial assessments are focussed on the feasibility of creating some expansion within the existing school site, which could deal with demand in the short to medium term. Longer term, it is suggested that further land may be required to aid expansion, sufficient to deal with all of the homes planned in the existing housing allocations. It is also noted that the Protected Area of Search

(PAS) land south of Pit Lane is identified in the draft Site Allocations Plan as a preferred housing site, with a potential capacity of 98 dwellings.

Planning obligations

11.42 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:

- Affordable Housing – 15% (with a 60% social rent and 40% submarket split).
- Public open space provisions on site and off-site commuted sum.
- Travel Plan including a monitoring fee.
- Cycle facilities at Micklefield Station - £8,000
- Sustainable travel fund at a cost of £605.00 per dwelling.
- Contribution to highway improvements along Great North Road.
- Employment and training initiatives (applies to the construction of the development).

11.43 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.

11.44 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 application proposes a residential development on a phase 3 housing allocation in the Development Plan. The principle of development is therefore considered to be acceptable.

12.2 The submission of other planning applications, covering the remainder of the allocated sites in Micklefield, has helped to provide greater certainty to the delivery of the necessary off-site works. Plans Panel has agreed the works previously and the S106 will help to ensure delivery. The revised layout is now also considered to be acceptable in highway terms.

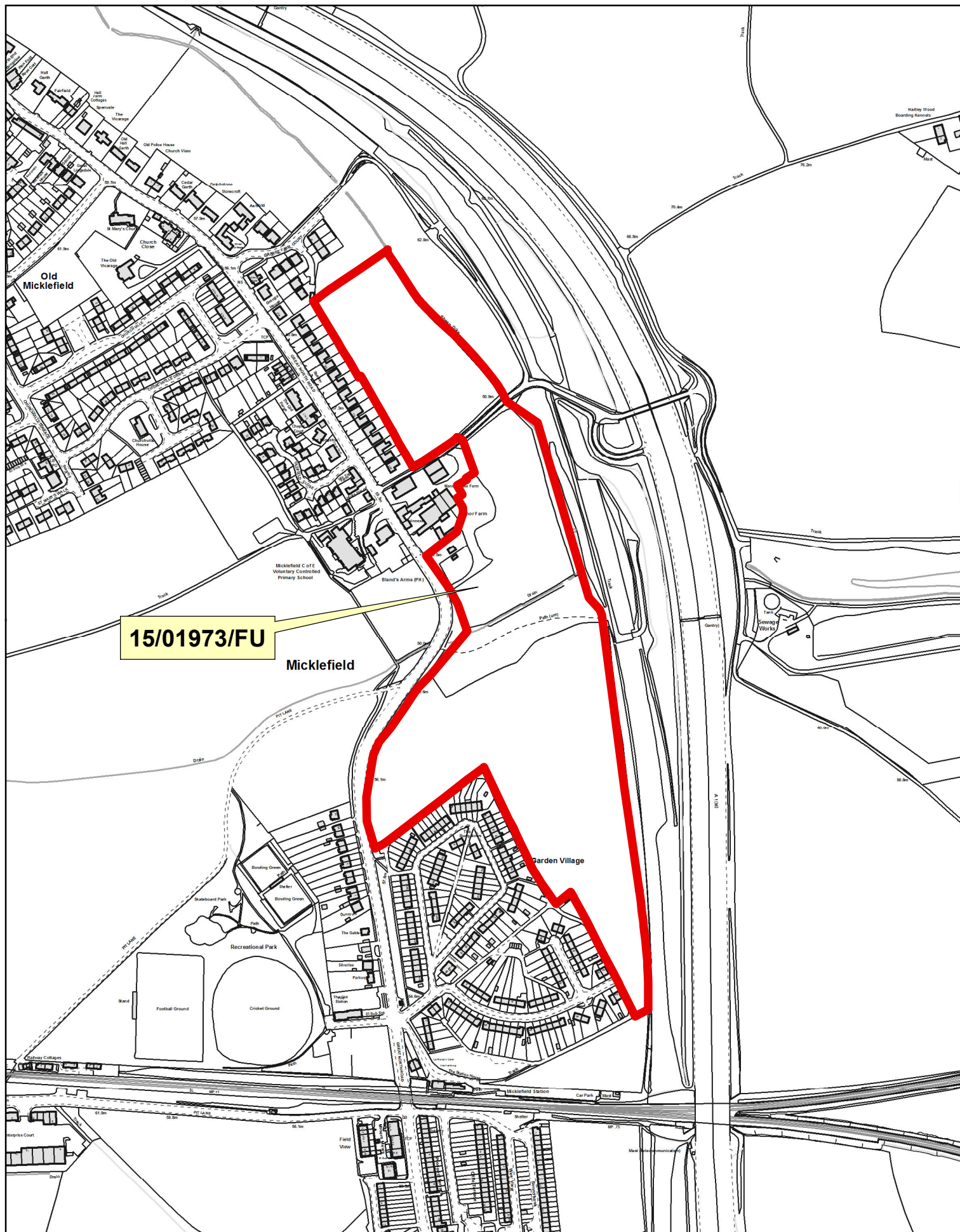
12.3 The revised layout forms a logical extension to the village and streets and houses interrelate in a positive manner. The proposed house types are considered acceptable, though it is noted that careful consideration must be given to the use of materials.

- 12.4 The proposals offer a reasonable range of house types in terms of mix, given the character and location of Micklefield as a settlement. The proposal is fully compliant in terms of the provision of Affordable Housing.
- 12.5 In accordance with the UDP requirements, the central part of the development incorporates a strategic greenspace, separating Old and New Micklefield. This offers an opportunity to create a positive space and incorporate an elements of children's play equipment. It is noted that the development is deficient in on-site greenspace and opportunities for a commuted sum to be spent off-site within the vicinity of the site are being explored.
- 12.6 The site is at low risk of flooding and the proposals contain measures to deal with surface water drainage and ensure that there is no increased risk of flooding. IT is noted the there is an overland flood route from the village which could affect the site, though officers are content that this matter has been addressed to ensure resilience of the proposed development.
- 12.7 The revised layout has sought to ensure that each property has a reasonable level of amenity in terms of private garden areas and parking provision etc. Additionally, the relationships between both existing and proposed properties is now considered to be acceptable.
- 12.8 Members have understandably queried the impact on education provision previously, particularly with respect to primary provision. Whilst the development itself will generate a CIL sum which could be used for education provision, Children's Services have been exploring the ability to expand Micklefield Primary School. This is considered to be sufficient to deal with all of the allocated housing sites, though consideration is also being given to longer term expansion onto neighbouring land.
- 12.9 A S106 agreement is currently being prepared which will secure a number of planning obligations including Affordable Housing, public open space provisions, travel planning measures, cycle facilities, a sustainable travel fund and employment and training initiatives. In addition, the proposals are liable for a CIL contribution.
- 12.10 Overall, the revised proposals are considered to be acceptable. It is therefore recommended that Members defer and delegate the approval of planning permission to the Chief Planning Officer in order to finalise the conditions and S106 agreement.

Background Papers:

Application and history files.

Certificate of Ownership – Signed as applicant



CITY PLANS PANEL

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