

Leeds
CITY COUNCIL

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Report of the Chief Planning Officer

CITY CENTRE AND STRATEGIC PLANS PANEL

Date: 24th March 2016

Subject: APPLICATION NUMBER 15/04151/FU, Residential development of 270 houses with associated roads and infrastructure.

At: Land of Tyersal Lane, Tyersal, Leeds

APPLICANT

Gleasons Homes

DATE VALID

13.7.15

TARGET DATE

Electoral Wards Affected:

Pudsey

☐ 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 subject to the conditions specified (and any others which he might consider appropriate) and the completion of a legal agreement within 3 months from the date of resolution unless otherwise agreed in writing by the Chief Planning Officer, to include the following obligations;

- i. Planting and maintenance of landscaping buffers within the Green Belt**
- ii. Landscape buffers to be laid out after 10 dwellings**
- iii. Laying out and mechanism for the long-term management maintenance of both areas of on-site Public Space**
- iv. Access and maintenance of additional off-site green space (duty to submit future change of use application).**
- v. Viability re-test after 90th dwellings sales and any additional moneys over an agreed profit level given as a commuted sum towards Affordable Housing**
- vi. Viability re-test after 180th dwellings sales and any additional moneys over an agreed profit level given as a commuted sum towards Affordable Housing**
- vii. Employment and training initiatives (applies to the construction phase**
- viii. Travel Plan including a monitoring fee of £3,350**
- ix. Commuted sum of £250,000 to Bradford Council towards replacing railway bridge on Tyersal Lane or to fund the cost of signalisations at this junction.**

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

CONDITIONS

- 1. Commencement of development within one year.**
- 2. Plans to be approved.**
- 3. Samples of walling and roofing materials to be approved.**
- 4. Surfacing materials to be submitted.**
- 5. Construction Management Plan.**
- 6. Hours of construction restricted to 08:00- 18:00 Monday to Friday and 08.30-13:00 on Saturdays.**
- 7. Scheme detailing surface water drainage works to be submitted and approved.**
- 8. Submission of detailed Landscape scheme (hard and soft).**
- 9. Implementation of landscape scheme.**
- 10. Landscape management plan.**
- 11. No dwelling shall be occupied until that part of the site has been laid out, surfaced and drained.**
- 12. Off-site highway works to be completed before first occupation of first phase**
- 13. Phase II site investigation.**
- 14. Amended Remediation Statement.**
- 15. Remediation works to be carried out in accordance with the approved plans**
- 16. Duty to conduct an Archaeological geophysical survey and the excavation of a number of archaeological evaluation trenches to establish the sites archaeological potential**

INTRODUCTION:

- 1.1** This report is brought to City Centre and Strategic Panel due to the fact it is for a major residential development, over 200 units in site. Members may recall a previous application on this site which was presented to the Plans Panel in April 2015, where Members undertook a site visit. This was subsequently refused under delegated powers. This previous application is detailed in the Planning History section in paragraph 4.1.
- 1.2** The applicant has submitted a development appraisal which demonstrates that the scheme is not able to provide all of the normal sought planning gain contributions, based on the projected sale prices. Officers have instructed the District Valuer to independently assess the viability report, and they have agreed that the appraisal is reasonable. The findings are discussed at Confidential Appendix 1 of this report. This part of the report is classed as Exempt under Schedule 12A Local Government Act 1972 and Access to Information Procedure Rule 10.4 (3) which provides financial information concerning the business affairs of the applicant. It is considered that it is not in the public interest to disclose this information as it would be likely to prejudice the applicant's commercial position.

2.0 PROPOSAL:

- 2.1 The proposal seeks full planning permission for 270 houses with associated roads and infrastructure.
- 2.2 It is proposed to access the site from Tyersal Lane with two separate accesses. The layout also includes two areas of on-site green space. The properties proposed are all 2 storeys in height, and consists of a combination of the following
- 60, two houses
 - 168, three bed houses
 - 42, four bed houses.
- 2.3 The proposal includes terraced, semi, and detached properties, some with integral and detached garages. The design of the properties has been categorised into two types 'urban' and 'rural'. The difference between these houses types is the fact the urban house type has a different coloured brick for the base, and quoins. The rural house type has a cross-bow window arrangement and a string course in contrasting brick.
- 2.4 Gleeson Homes specialises in the development of low-cost private market houses, often in areas where regeneration is required. In order to do this Gleeson have developed a range of standard house types which are used on all of their sites. This brings benefits in terms of the single set of plans and construction plans, as well as economies of scale in terms of obtaining items such as windows. The applicants state the standard house types have been carefully designed to provide small, low-cost units which are also efficient to run for their occupiers. Elements such as the size of window have been carefully considered so as to balance the window opening and resultant light against the thermal benefit of the walling combined with the ease of accommodating furniture within the rooms.
- 2.5 Gleeson's state their dwellings are priced so that they can be afforded by 90% of local people in full time employment. To establish sales prices, the Government's ASHE (annual Survey of Hours and Earnings) figures are used to determine the lowest wages within the Local Authority. A modest multiple is then applied to the bottom twenty percentile to calculate the level of mortgage which can be afforded by 90% of people living in the local area.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application site consists of large greenfield site, which is 9.1 hectares in size. The site lies on the very edge of the district of Leeds, adjacent to the Bradford district. The site has a frontage onto Tyersal Lane, which lies to the south, and is located within Bradford. Residential properties lie opposite the site, across Tyersal Lane, these comprise of Local Authority constructed semi-detached houses and more modern in-fill developments of 1980's purpose built flats, accommodated within 4 storey blocks. This adjacent locality is known as the Holme Wood estate.
- 3.2 To the east, west and north lies open green land. The land to the north and east lies within the Green Belt. The open land to the west is a disused railway, which separates the site from the properties located on Sutton Crescent. This land is also designated along with this site for Employment purposes. The site has an irregular shape.

- 3.2 The main settlement of Tyersal lies to the north of the site but is separated by Green Belt fields. The south-eastern boundary of the site is bound by a dry stone wall. Adjacent to this is an unmade track which serves several remote properties located in Green Belt beyond this site. The site is relatively flat.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 This application is the revised scheme of a previous application (Planning Application 14/06808/FU) which was for 272 dwellings, and was refused planning consent on 20th April 2015, on the following four grounds.

- Lack of Affordable Housing
- Lack of on-site Green Space
- Poor layout
- Lack of landscaping buffer to adjacent Green Belt land

This application was considered by Members of the City and Strategic Panel on 16th April 2015 as a Position Statement, and was refused under delegated powers following the resolution of this panel meeting. This refusal has been appealed, and an Informal Hearing is scheduled for 10th May to determine this appeal.

- 4.2 Planning Application 25/174/05/RE. Renewal of outline permission to erect industrial warehouse and business center. Approved 31.1.06. This consent has never been implemented.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 A pre-application enquiry was submitted during the 2014 by Gleeson regarding the residential development of this site. The Local Planning Authority confirmed they would be supportive of the scheme in principle, subject to a detailed design and offer of normal planning gain contributions.
- 5.2 Following the refusal of the previous application a discussion took place with Officer and applicants on ways to overcome the reasons for refusal in June 2015, prior to the submission of this revised planning application.
- 5.3 The application was also discussed with ward members at a meeting held on the 15th February at Pudsey Town Hall where the amendments to scheme, following the recent refusal, were discussed. In summary, members welcomed the changes and supported the application.

6 PUBLIC/LOCAL RESPONSE:

- 6.1 The application was publicised by site notices which were posted adjacent to the site on 14th August 2015. An advert was also placed in the local press on 20th August 2015. To date four individual letters of objection have been received from local residents, and a petition containing 141 signatures. The points raised in the objections received are highlighted below.
- The 'Council' only are permitting this to gain additional Council Tax
 - The site accommodates a lot of wildlife which will be lost.
 - Local services such as school and GP surgeries are full to capacity

- More traffic on local roads, which already suffer from queuing etc.
- Gleeson's consultation as arranged at the last minute
- Proposal could take years to complete, causing serious disruption to nearby residents
- Other nearby brownfield sites should be developed instead of this green field
- Why is no affordable housing being proposed
- The strip of land between this site and Sutton Crescent will aid crime and be used by criminals
- Building on Green Belt land should not be allowed
- Loss of privacy on nearby occupants
- Question demand of housing in this locality
- Increased threat to highway safety
- Perceived increase in crime
- Proposed signals will make traffic 'back-up'
- Complaints over neighbourhood consultation carried out by Gleesons
- There are no local neighbourhood shops

6.2 The petition raises the following objections

- Community Levy Infrastructure Payment will go to Leeds, when Bradford services will be used.
- Impact on highway safety and traffic flow
- Green Belt land should not be developed
- The proposal will create a 'non man's land' behind Sutton Crescent
- Lack of community consultation
- Additional demand on local service such as Education and Doctors
- Affordable Housing doesn't start at £90,000 in BD4.

6.3 All three Pudsey Ward Members were briefed on 15th February 2016 and they have verbally confirmed they are supportive of the current application.

7.0 CONSULTATION RESPONSES:

7.1 Design

No objections. The layout is an improvement when compared to the previous refused version.

7.2 Transport Policy

Travel Plan Monitoring fee is required, along with Residential MetroCards (Bus only)

7.3 Contaminated Land

Require further information, this can be conditioned.

7.4 Local Policy

No objection to the principle of residential development. Require £716,213.86 in commuted sum towards green space, as on site provision (outside the Green Belt) is below adopted standards.

7.5 Mains Drainage

No objections subject to conditions

7.6 Education

Have requested commuted sum of £1,286,230.19. This sum is now covered by a CIL contribution.

7.7 Rights of Way

Surface improvements to Tyersal Lane are sought.

7.8 Yorkshire Water

Recommend conditions.

7.9 Bradford Council

- Confirmed they have no objection to the principle of residential development.
- Are concerned that the proposal would leave a 40m wide area of vacant land to the south which would become ill-defined wasteland which could facilitate crime and anti-social and lead to a poorly functioning environment
- Seek a commuted sum of £250,000 towards removing the bridge on Tyersal Lane, additional off site works and future maintenance sum.
- Scheme should provide affordable housing, in-line with adopted Planning Policy
- Seek an unconfirmed 'fair' sum towards Education and Recreation, as it's highly likely a significant proportion of the residents will have their Education and Recreation needs met within Bradford, not Leeds.

7.10 Environment Agency

No comment to make

7.11 Archaeology Advisory Services

The application site is located on agricultural land in an area with some archaeological potential. Much of the surrounding landscape has been built upon since the mid 20th century leaving only pockets of the earlier medieval and later agricultural landscapes. Tyersal Lane is likely to be a medieval or earlier route. This activity may in turn mask evidence of earlier settlement and cultivation. This potential should be fully established by archaeological evaluation. This evaluation can be carried out after determining the application and therefore a condition is recommended.

7.12 Nature Conservation

No comments had been received at the time of writing report.

8 **PLANNING POLICIES:**

8.1 Planning law requires that applications for planning permission must be determined in accordance with the Development Plan, unless material considerations indicate otherwise.

8.2 The Development Plan for the area consists of the adopted Unitary Development Plan Review (2006), the Natural Resources and Waste DPD (2012) along with relevant supplementary planning guidance and documents. The Local Plan (Core Strategy and Site Allocations Plan) was adopted in November 2014.

8.3 **Development Plan:**

Core Strategy

SP1 Location of Development

SP6 Housing requirement and allocation of housing land

H1 Managed release of sites

H2	New housing development on non-allocated sites
H3	Density of residential development
H4	Housing mix
H5	Affordable housing
G4	New greenspace provision
EN5	Managing flood risk
T1	Transport management
T2	Accessibility requirements and new development
P10	Design
P12	Landscape
ID2	Planning obligations and developer contributions
N24	Transition between development and the Green Belt

Saved Policies of Leeds Unitary Development Plan Review (UDPR):

GP1	Land use and the proposals map
GP5	General planning considerations
N25	Landscape design and boundary treatment
T7A	Cycle parking guidelines

8.4 Relevant Supplementary Planning Guidance:

Building for Tomorrow Today – Sustainable Design and Construction (2011):
Sustainability criteria are set out including a requirement to meet BREEAM standards.
Natural Resources and Waste Development Plan Document
Neighbourhoods for Living – A Guide for Residential Design in Leeds
Leeds Interim Affordable Housing Policy 2011
Designing for Community Safety – A residential Design Guide
Street Design Guide – Supplementary Planning Document
Travel Plans – Supplementary Planning Document
Public Transport – Developer Contributions

8.5 **National planning policy**

NPPF

Para 49	Presumption of sustainable development
Para 56	Importance of Good Design
Para 61	Importance of connections between people and places
Para 63	Raising the standard of Design
Para 72	Duty to ensure availability of school places
Para 73	Access to high quality open space s
Para 80	Purposes of the Green Belt
Para 87	Development of Green Belt, only in special circumstances
Para 89	Appropriate types of development in the Green Belt

9 **MAIN ISSUES:**

- Principle of the development
- Layout / Design
- Affordable Housing/ CIL Contribution/ Viability Issues
- Green Space
- Landscaping

- Other Issues

10 APPRAISAL:

Principle of the development

- 10.1 The site is a vacant Greenfield site, which is allocated for employment purposes through the Leeds UDP, which is carried forward until the Site Allocation is adopted through the Core Strategy. The NPPF acknowledges that development proposals should accord with the development plan, but also has regard for flexibility to rapid change and demand.
- 10.2 The Employment Land Review concluded that this site be categorised as 'LDF to Determine' to assess whether the site had the potential to deliver employment within a new plan period as the site had been left undeveloped despite being allocated for employment purposes since 1996. This assessment undertaken as part of the 'Issues and Options' stage of the Site Allocations Plan proposes the site to be a 'red' employment site and a 'green' housing site. On this basis the site is not considered to be a deliverable employment site necessary to meet the employments needs throughout the plan period and is now included within the Councils five year housing supply.
- 10.3 Spatial Policy 1 of the Adopted Core Strategy relates to the location of development and confirms the overall objective to concentrate the majority of new development within and adjacent to urban areas, taking advantage of existing services, high levels of accessibility, priorities for urban regeneration and an appropriate balance between brownfield and Greenfield land. It advises that the distribution and scale of development will be in accordance with the following principles:
- i). The largest amount of development will be located in the Main Urban Area and Major Settlements. Smaller Settlements will contribute to development needs with the scale of growth having regard to the settlement's size, function and sustainability.
 - ii). In applying (i) above, the priority for identifying land for development will be as follows: (a) – Previously developed land and buildings within the Main Urban Area/relevant settlement; (b) – Other suitable infill sites within the Main Urban Area/relevant settlement; and (c) – Key locations identified as sustainable extensions to the Main Urban Area/relevant settlement.
 - (iii) For development to respect and enhance the local character and identity of places and neighbourhoods.
- 10.4 The application site is considered to be an extension to the main urban area of Bradford, which lies directly adjacent to the east of the site, across Tyersal Lane, and therefore it is considered to fulfil the general objectives of policy SP1. The site would create a new suburban residential neighbourhood which retains the character of the general form of development which lies on the opposite side of Tyersal Lane, which contains a mixture of housing types and ages.
- 10.5 Spatial Policy 6 of the Core Strategy relates to the City's Housing Requirement and the allocation of housing land. It confirms that the provision of 70,000 (net) new dwellings will be accommodated between 2012 and 2028 with a target that at least 3,660 per year should be delivered from 2012/13 to the end of 2016/17. Guided by the Settlement Hierarchy, Spatial Policy 6 confirms that the Council will identify 66,000 dwellings (gross) to achieve the distribution in tables H2 and H3 in Spatial

Policy 7 using the following considerations, Sustainable locations, Preference for brownfield and regeneration sites, the least impact on Green Belt purposes, Opportunities to reinforce or enhance the distinctiveness of existing neighbourhoods and quality of life of local communities through the design and standard of new homes, The need for realistic lead-in-times and build-out-rates for housing construction, The least negative and most positive impacts on green infrastructure, green corridors, green space and nature conservation, and Generally avoiding or mitigating areas of flood risk.

- 10.6 In response to these considerations, it is considered that the proposal is located in a sustainable location, as an extension to a main urban area, which is already served by local amenities and public transport. Spatial Policy 6 does express a preference for brownfield and regeneration sites and it is accepted that this site is Greenfield and it is not a regeneration site. However, it is accepted that through neither application of Policy SP1 above, and neither Spatial Policy 6 nor the NPPF preclude the development of Greenfield sites. Moreover, the site is not within the Green Belt land such that there is no impact in this respect. With regard to design (iv), this is assessed fully in the report below but the scheme is now considered to reinforce the character of the adjacent neighbourhood. In terms of construction (v) the applicant has advised that should the site secure planning permission, they would look to start on site 6 weeks after pre-commencement conditions were discharged, which is anticipated to be in late Summer 2016 (assuming approval at this Panel) with build out rates of circa 50 dwellings per year. The impacts with regard to nature conservation (vi) and flood risk (vii) have been fully considered and are addressed in the report is paras 10.23 and 10.25, but none of these issues are considered to preclude development commencing in accordance with Spatial Policy 6.
- 10.7 Spatial Policy 7 considers the distribution of housing across the City and identifies that 5% should be accommodated by extensions to the Main Urban Area. This application, if granted, would result in a housing development which would contribute to overall housing delivery across the City. It is also considered the proposal complies within general objectives policies H1 and H2 which are concerned with new housing developments. This is due to the fact the proposal protects Green Belt land, delivers a sizable number of units. The proposal also delivers a mix of housing (2- 4 bed accommodation) which meets the objectives of policy H4 (which is concerned with Housing Mix) and the scheme delivers a density of 29.67 dwellings per hectare. Policy H3 states in Urban Areas a density of 40 dwellings per hectare should be sought. However if a higher density was sought, it would erode the areas of on-site green space (which is discussed later in para 10.14) and reduce the size of the gardens areas, to a level which is likely to be under the minimum standards contained in the SPG 'Neighbourhoods for Living'.
- 10.8 It is accepted the site does not fully meet with minimum accessibility standards for housing developments (as detailed in Appendix 2 of Policy T2 of the adopted Core Strategy) as half of the site is on the fringe of acceptable walking distances to secondary schools, and none of the site is within acceptable walking distance of a Town Centre, Primary Health Care facilities, acceptable walking distance of access to rail facilities. However this is only one consideration, and on the balance of other planning considerations described above, such as preserving Green Belt land and other benefits of the scheme, the site is identified for a housing allocation. The principle of developing this site (which is allocated for employment purposes) for residential purposes is therefore considered to be acceptable, subject to an assessment against all other normal development control considerations.

Layout/ Design

- 10.9 The layout has been subject to much negotiation between Officers and the agent. The scheme has been amended to address the previous reasons for refusal which related to layout. This reasons for refusal related to the expanse of hard surfacing, remote parking areas, and the internal highways within the development being dominated by 1.8m high fencing. The layout of the scheme is considered to be relatively generous in terms of the spacing between properties, rear garden sizes, and the density of the development. Properties face over two areas of open green space which is considered to be a positive element of the scheme. Most properties have side driveways, which provide a good degree of visual relief throughout the scheme and good sized rear gardens. The rear gardens are generally sited opposite and adjacent to each other, which minimises the need for 1.8m rear garden enclosures adjacent to the highway. It is considered the amendments to the layout, over-come the previous design reason for refusal.
- 10.10 The properties have been orientated to face put over the adjacent Green Belt and green field land, which avoid having hard edges to the development, and long runs of fencing and hard edges, several hundred meters in length facing out form the development. It is considered the amendments help integrate the development with the existing environment. The proposal includes a full landscaping scheme which shows planting throughout the site and the site boundaries. The proposed layout also includes a new active frontage onto Tyersal Lane. This will too, help integrate the development with the existing housing which is located opposite. It is considered that the scheme accord with the general design principles of the adopted SPG' Neighbourhoods for Living- A Guide for Residential Design', with regard to minimum spacing standards and general design principles.
- 10.11 The actual elevation details of the properties are relatively plain and simple, and typical of mass suburban housing of this calibre and the market it is targeting. All of the proposed dwellings are standard 'Gleeson' house types which exist on other Gleesons developments. All are two storeys and constructed in brick, with two types of property design. Some properties have a string course which is detailed in a contrasting brick colour, and canopies to the front entrance door. Although unremarkable, there is no concern on the actual design of the properties, and the elevation treatments of the properties did not form part of the previous design reason for refusal. The development would provide an attractive setting for the future occupiers, and is considered to comply with policy P10 of the adopted Core Strategy.
- 10.12 The dwellings vary in size. The table below highlights the differences between the smallest properties on this scheme, when compared to the Department for Communities and Local Government - Technical housing standards – nationally described space standard. 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.

Number of bedrooms	Proposed units size (Sq m)	DCLG Minimum Standard (Sq m)
2	60.4 – 62.37	70
3	70.56 - 75	84
4	97.36 – 108.89	97

- 10.13 Given the status of adopted these spacing stands locally in Leeds, the viability issues concerning this development (which is considered in greater detail in the next section of this report) the low cost housing product which Gleasons provide, and fact the some properties do meet the spacing standards, it is not considered that the proposal could be resisted due to size of accommodation proposed. As shown above the 4 bed units do exceed the minimum spacing guidelines and therefore not all properties fall below the minimum spacing standards guidelines.

Affordable Housing/ CIL Contribution/ Viability Issues

- 10.14 The application has been supported by a Viability Appraisal, which includes making a full CIL contribution of £1,022,717. The District Valuer has concluded that making this CIL contribution provides no scope to deliver Affordable Housing. The detailed information regarding Financial Viability is covered in the separate confidential papers contained in Appendix 1. The applicant's state low profit margins is due to the demographics of the locality, and ultimately the location of the site, which means the sale prices of the completed dwellings would be relatively low.
- 10.15 During the consideration of the previous application, Officers were concerned that the projected sale prices quoted in the submitted viability appraisal were low, which did not allow for planning gain contributions in respect of affordable housing and a commuted towards Green Space (to make up the short-fall on site). To address this concern, the applicants are offering addition clauses in the S106 which include viability retesting after the sale of the 90th and 180th properties. This clause would make provision for commuted sums towards affordable housing, should the properties sell for higher prices than those forecasted in the financial viability appraisal.
- 10.16 Any resultant overage would then result in a financial claw back by the council to fund off site affordable housing provision in the locality. Given the demographics of the locality and the adjacent Local Authority housing stock in the Holme Wood estate which lies within the Bradford district, Members may consider it may be beneficial for the development to offer nil on-site affordable housing provision to create a greater mix of housing tenures within this part of the BD4 post code, by increasing the percentage of owner occupied housing stock (in an locality where this tenure is low) and spend this commuted sum on improving existing Affordable Housing stock. It is considered the proposed viability re-test clauses within the S106 overcomes the previous reason for refusal which relates to the lack of affordable housing provision and on site green space provision. It is also considered that due to the viability issues, the condition requiring development to commence, should be restricted to one year, instead of the standard 3 year time limit, to ensure this development is delivered in a timely manner and within the current financial climate.

- 10.17 As the application is making the full CIL contribution of £1,022,717 this is considered to be a major benefit of the scheme and will enable significant investment to be made within the Leeds administrative area.

Greenspace

- 10.18 The proposed layout includes two areas of on-site Green Space which are 3,625 sq m and 4,278 sq m in size, resulting in a total of 7,903 sq m. Following the advice of Policy G4 of the adopted Core Strategy which states on-site provision should equate to 80 sq m per unit, the scheme should deliver 21,600 sq m of green space. The proposal equates to provision at 36.6% of this policy requirement. The applicants have stated delivering a larger area of on-site green space would render the scheme unviable, as a number of properties would need to be lost from the scheme, and the level of profit would be further reduced.
- 10.19 The applicants have offered an area of land to the north-east of the site, which lies outside the red-line boundary of the application site (which is their ownership) as additional green space. This land lies in the Green Belt. Ward Members considered this would be an additional benefit of the scheme. As this land lies within the Green Belt, in order to comply with Green Belt policies and to preserve its openness, this land would need to be left undeveloped and not formally laid out. The provision of this additional land for public use and recreational activities would be secured through the S106 agreement, and a future planning application for the change of use of this land would need to be submitted, as a requirement of this S106 clause. In order to secure additional open space provision and in recognition of the scheme's viability, ward members at the meeting held on the 15th February welcomed this as an additional community benefit.

Landscaping

- 10.20 The site lies adjacent to the Green Belt to the north-eastern and south-eastern boundary. These boundaries are approximately 230m and 260m in length. This application includes landscaping buffers (10m wide) along these boundaries to provide a degree of assimilation to the adjacent Green Belt land. Both of these buffers lie on Green Belt land outside red-line boundary of the application site. The buffer on the south-eastern boundary lies on 3rd party land which is outside the ownership of the applicant.
- 10.21 The applicant is proposing to secure these landscaping buffers through a S106 agreement. Legal Officers are happy with the proposed clauses and consider this will ensure the landscape buffer which is located on third party land will be secured and delivered. Policy N24 which is concerned with landscaping buffers to the Green Belt, allows for this buffer to be located on Green Belt land. It is considered that the proposal complies with policy N24 and would provide a good degree to assimilation between the proposed built environment and adjacent Green Belt.
- 10.22 The exact types of plants/ trees, their sizes, and density of planting will be conditioned on approval as the submitted landscaping scheme doesn't contain this level of detail. At the writing of this report, a full detailed landscaping scheme was being devised by the applicant, and if this detail is received and deemed to be acceptable, it would avoid the need to condition a full landscaping scheme. The applicants are proposing a clause in the S106 which states the landscaping buffers will be laid out, after the sale of the tenth property. This will ensure the landscaping buffers are planted at an early stage to allow them to become established and grow, for the benefit of the future occupiers of the development, and to ensure the development is assimilated with the adjacent Green Belt land from the outset.

Highways

- 10.23 The highway network serving the site lies within the Bradford district. The proposal includes off-site highway works to mitigate the impact of the development. Tyersal Lane is proposed to also serve a future planned Urban Extension within Holme Wood, within the Bradford District. This highway is wide, with the adopted corridor width being around 18.2m, comprising of a 9m carriageway & footway, 4.4m grass verge on the southern side and a 4.8m verge across the site frontage to the northern side. Bradford Council's Highway Officers have stated it is their view that the adopted highway land would be sufficient to facilitate implementation of any measures that might be required in the future by Bradford's urban extension proposals in Holme Wood, and this development.
- 10.24 At the redundant bridge on Tyersal Lane, the carriageway is proposed to be reduced in width to 4.6m and a footway is proposed to link to the new footway across the site frontage and to the existing footway to the west of the bridge. Traffic signal control is proposed to be introduced to formalise the one-way working over the bridge. Although there is a longer term aspiration to replace this bridge to facilitate the Holme Wood Urban Extension Plan, it is uncertain if and when this would occur and the improvements to this bridge are required to facilitate this development alone.
- 10.25 It is expected that other developments in the Holme Wood Urban Extension Plan would contribute towards replacing this bridge. Bradford Council have requested a commuted sum of £250,000 from Gleasons towards this work, in addition to the cost of funding traffic signals at this railway bridge, in the short-term, to mitigate this development. It is considered unreasonable to request Gleeson's to fund signals at this location, and also make a commuted sum of £250,000 for a longer term solution to facilitate the Holme Wood Urban Extension Plan. In view of this it is proposed that the S106 clause is worded to either pay a commuted sum of £250,00 towards the removal of the railway bridge or fund traffic signals in this location.
- 10.26 Other than this issue, Bradford Councils Highway Officers are satisfied with the other proposed off-site works which include a new footway across the site frontage on Tyersal Lane, and two pedestrian refuges on Tyersal Lane close to the site access points to slow traffic. Bradford Council have stated that TRO's will be required to prevent parking near the main site access junctions. The speed limit on Tyersal Lane is 40mph at the eastern end of the site and 30mph at the western end. The applicant is proposing to extend the 30mph speed limit across whole of site frontage. A TRO will also be required for this. These will be secured through a planning condition to carry out these off-site highway works.
- 10.27 A TRO would also be required to prevent parking on the approaches to the signal stop lines. The applicant also proposes to signalise the Tyersal Lane/Dick Lane/Broad Lane/Cutler Heights Lane priority controlled junction. Bradford Council have confirmed they consider that this signalisation work would be a major improvement at this location as it would benefit existing users as well as traffic generated by the development. All of these off-site highway works will be secured through a S278 agreement.
- 10.28 There is a long term aspiration through the Draft Site Allocations Plan, Infrastructure Delivery Plan, to carry out improvements at Dawsons Corner, which is a major roundabout junction, located at the interchange of the A647, Ring Road (Stanningley By-pass) and the B6157 Bradford Road. In addition, through the duty to co-operate process with Neighbouring Authorities, Bradford MDC have indicated that the cumulative impact of developments should also be applied to the Thornbury Gyratory junction.

- 10.29 Highways Officers have requested a sum of £5000 per unit in recognition of the transport work that has been carried out in support of the Draft Site Allocation Plan towards improvements at Dawsons Corner and Thornbury Gyratory, which would be pooled with other monies from other developments to cumulatively fund highway improvements. The extent of the improvements required at Dawson's Corner and Thornbury Gyratory have not been determined and no schemes have been finalised. Given the current draft status of the SAP and that there are no final schemes and costings, coupled with the distance from the site, the fact the scheme is already determined as unviable to deliver normal gain contributions such as Affordable Housing, it is not considered that the Local Planning Authority could insist on a financial contribution towards these highway works.
- 10.30 The internal layout of the scheme has been amended several times, following comments from the Leeds Council own Highway Officers, to increase visibility throughout the site, and improve highway and pedestrian safety. Two points of access into the site from Tyersal Lane are proposed. Highways Officers now raise no objection to the proposed internal layout and the level of parking proposed throughout the site. All properties have driveways which offer 1 or 2 spaces, with the larger properties having 2 parking spaces. It is considered that the proposal complies with policy T2 of the adopted Core Strategy.

Economic Impact

- 10.31 The proposal will have an substantial economic impact during the constructions period which could take 5-6 years, through job creation and investment. The application have agreed to enter in an agreement for local employment and training initiatives, which will be secured through a S106, in conjunction with the Council's Employment and Skills Initiative. The scheme, has stated in para will also deliver a full CIL contribution of £1,022,717.

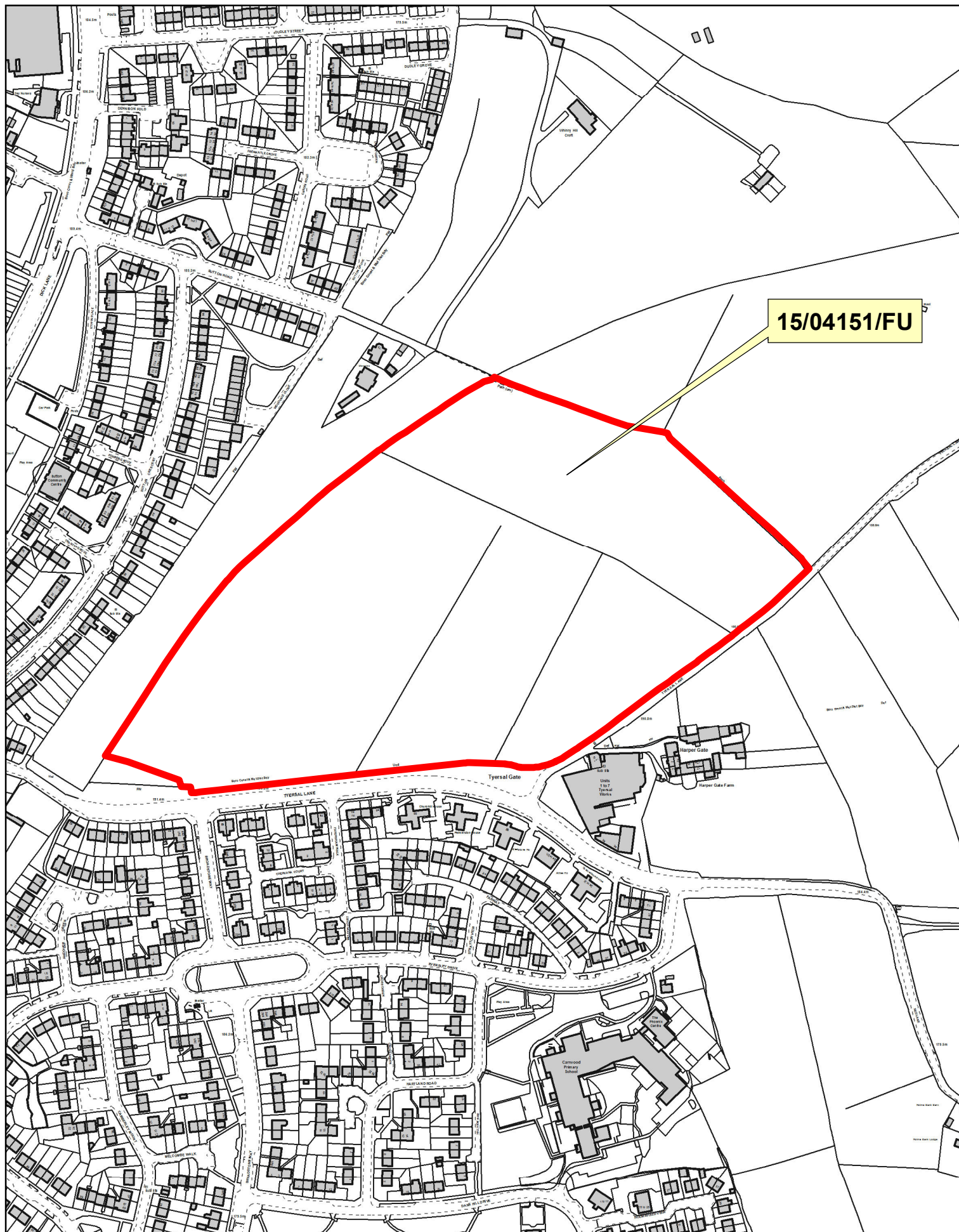
Other Issues

- 10.32 Mains Drainage and Contamination have raised no objections to the proposal subject to conditions. The application has been supported by a Flood Risk Assessment and colleagues in Mains Drainage have recommended conditions which relate to the use of surface water drainage and no piped discharge. Similarly Yorkshire Water have raised no objection subject to similar worded conditions.
- 10.33 The site is previously undeveloped land and it is not expected the land would be contaminated. However it lies adjacent to two former landfills site, located to the north-western and south-western boundaries. Further investigative testing is required, which will be secured through planning conditions.
- 10.34 Although a green field site, the land is largely devoid of any trees, shrubs or other vegetation and is largely grassed. The site is not considered to be of a high ecological value and although no formal comments have been received from the Nature Conservation Officer, no adverse comments are anticipated. Furthermore, it is considered due to the planting of the 10m wide landscape buffer along the north-eastern and south-eastern boundaries, that the proposal has the potential to actually improve the ecological value of the site and provide a new place for natural habitat.
- 10.35 West Yorkshire Archaeology Advisory Service has stated that the application site is located on agricultural land in an area with some archaeological potential. Much of the surrounding landscape has been built upon since the mid-20th century leaving only pockets of the earlier medieval and later agricultural landscapes and that Tyersal Lane is likely to be a medieval or earlier route. This activity may in turn

mask evidence of earlier settlement and cultivation, and therefore this potential should be fully established by archaeological evaluation. A condition is proposed to carry out this investigative works.

CONCLUSION:

- 11.1 The proposed development of 270 low cost dwellings together with associated construction jobs will help assist in the regeneration and investment in the local economy. The development will also generate a CIL payment in excess of £1 million and contribute towards the delivery of housing growth within a sustainable location.
- 11.2 By virtue of amendments to the draft S106, mechanisms have also been included to ensure that should the development over achieve the forecasted sale prices, that a claw back provision is in place to ensure that payments are made in lieu of on-site affordable housing. Additionally, the applicant has also offered to provide off site public open space, albeit this will require planning permission.
- 11.3 The proposed scheme includes meaningful landscaping buffers to the Green Belt boundaries and will provide an attractive environment to the future occupiers of the development. The scheme is considered to be generously spaced and laid out, and of an acceptable design. For all of these reasons and after taking into account all of the material issues documented above, on balance, it is recommended that the development is approved, subject to the completion of a S106 agreement and the planning conditions listed above.



CITY PLANS PANEL

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