
Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 12th May 2016

Subject: Planning Application 15/07300/FU for a residential development of 503 houses, conversion of former hospital administration block, demolition of Villa building, associated infrastructure including two new vehicle access points to A64, public open space and retention of Clock Tower on land at Seacroft Hospital, York Road, Leeds, LS14 6UH

APPLICANT

Keepmoat Homes Ltd and
Strata Homes Ltd

DATE VALID

7th December 2015

TARGET DATE

31st May 2016

Electoral Wards Affected:

**Killingbeck and Seacroft
Temple Newsam**

☐ 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 resolve any outstanding layout issues and 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 including off site commuted sum - £962,421.11.
3. Travel Plan including a monitoring fee - £4,515.
4. Improvements to facilities at Cross Gates rail station - £10,000.
5. Sustainable travel fund contribution (£481.25 per dwelling, plus £25,000 City car club contribution).
6. Movement of bus stop 10793 and inclusion of real time information - £20,000.
7. 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 resolution of outstanding layout and design issues, the final determination of the application shall be delegated to the Chief Planning Officer.

Conditions

1. Time limit – 2 years
2. Plans to be approved
3. Materials
4. Details of fences and walls to be provided.
5. Sustainability measures to be agreed.
6. Statement of construction practice.
7. Restriction on hours of construction and deliveries to 0800-1800 hours on weekdays and 0800-1300 hours on Saturdays, with no operations on Sundays and Bank Holidays.
8. No occupation prior to agreed completion of off-site highway works.
9. Laying out of areas to be used by vehicles.
10. Retention of parking spaces.
11. Programme of archaeological recording.
12. Repair and maintenance plan for the Grade II Listed clock tower
13. Submission and implementation of landscaping details.
14. Landscape management plan.
15. Protection of retained trees and hedges.
16. Preservation of retained trees and hedges.
17. Provision for replacement trees.
18. Submission of surfacing materials.
19. Removal of permitted development rights for extensions and roof alterations.
20. Removal of permitted development rights for additional windows in gable ends.
21. Details of levels to be agreed.
22. Development to be carried out in accordance with Flood Risk Assessment.
23. Fail safe use of crane and plant
24. Excavations / earthworks close to railway line
25. Security of railway boundary
26. Fencing requirements adjacent to railway
27. Method statement for works adjacent to railway
28. Use of vibro-impact machinery
29. All buildings to be sited at least 2m from railway boundary
30. Landscaping adjacent to the railway boundary
31. Lighting adjacent to the railway
32. Access to railway land to be maintained
33. Scheme for provision of electric vehicle charging points
34. Construction environmental management plan
35. Biodiversity enhancement and management plan
36. Lighting design strategy for Bats
37. Scheme for Bat roosting and bird nesting opportunities
38. Details of Natural England license to be submitted prior to works to retained buildings
39. Surface water drainage works to be approved and implemented.
40. Submission of Phase II investigation.
41. Amendments to remediation scheme.
42. 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 application is presented to Plans Panel due to the size and significance of the proposals. Members may recall that the applicants presented their proposals on a pre-application basis at the City Plans Panel meeting of 13th August 2015. A position statement on the application was also presented to the City Plans Panel meeting of

21st January 2016 and the application was more recently presented with a recommendation to defer and delegate approval at the City Plans Panel meeting of 24th March 2016.

2.0 UPDATE SINCE 24th MARCH CITY PLANS PANEL MEETING:

2.1 At the City Plans Panel meeting of 24th March, the application was presented with a recommendation to defer and delegate approval to the Chief Planning Officer. Members made a number of comments in response to the scheme and resolved not to agree the recommendation, but instead request that the application be returned to Panel at a later date. Members' comments focussed on the following matters:

1. That there was a lack of chimneys and that the design did not reflect previous Panel discussion, particularly the apartment block (block 01). Members also did not like the colour and massing of the beige street scenes in the visualisations and felt that further consideration should be given to the placement of doors on the houses and the possibility of adding bay windows;
2. Disappointment at the loss of the villa building by some;
3. The design of the apartment building (block 01) and in particular the pyramid roof to the corner tower and the use of render;
4. That a condition be inserted to include a repair and maintenance plan for the clock tower;
5. Members asked questions about housing for the elderly, the shortage of green space for amenity and also the possible drainage problems caused by the development.

2.2 The Panel noted that more work needed to be done to address the design concerns raised by Members, as set out above. On balance, Members felt it acceptable for the Villa building to be demolished and replaced. The Chief Planning Officer noted the views of Members and that further work would be done with the architects to ensure Members views were incorporated into the design of the development.

2.3 The resolution of the Panel was to defer the application for further design improvements to the house types and street scenes and apartment block 01, as set out above and for the application to come back to the Panel for final approval.

2.4 In the time since the Plans Panel discussion, officers have held design workshop sessions with the applicants, who have sought to address the comments raised by Panel in the following ways:

- The proposed house types have been revised to incorporate chimneys at key moments in street scenes. It is considered that this has improved the roofscape of the scheme.
- Apartment Block 01 has been revised such that the turret feature has been omitted and replaced with finally expressed gables, more in character with the rest of the building and the wider development.
- The render around the base of Block 01 has now been omitted and replaced by matching brickwork.
- Some of the house types have been revised and now have front elevations which incorporate front projecting features. These are considered to give greater depth to the front elevations, creating stronger street scenes, overcoming the concerns that Members raised about flat 'canyon-like' street scenes.

- The render to the front ground floors of the house types has been removed and replaced by matching brickwork, creating more coherent elevations and street scenes.
- Notwithstanding the previous creation of various character areas, further consideration has been given to the proposed urban morphology in order to inform the use of materials, giving greater weight to the materials used in the older hospital buildings. Consequently, the pallet of materials has been revised to propose much more red brick, more in tune with the historic hospital buildings and the wider area.

2.5 Whilst Members accepted the principle of demolishing the villa and replacing it with the proposed Manston Block and were satisfied with the design of the scheme, officers have worked with the architects to further enhance the design by making subtle changes to fenestration details and string courses. Further thought has also been given to the symmetry of the building and the degree of enclosure around the square containing the clock tower. In order to gain a symmetrical building, two further units have been added to the Manston block (taking the total development back up to 503 units). The building would have the same relationship to existing trees but would project slightly further to the south. The proposed houses on the south side of the square have also been set slightly further back, allowing views through and also allowing the slight enlargement of the Manston block. The materials of the houses on the south side of the square have also been reconsidered and at the time of writing, consideration is being given to greater use of stone and a complimentary ochre render to the new villa buildings. Overall, officers consider that these are positive design enhancements to the area around the clock tower square.

2.6 For information, a copy of the previous Plans Panel report is appended below at Appendix A.

APPENDIX A



Originator: Andrew Crates

Tel: 0113 222 4409

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 24th March 2016

Subject: Planning Application 15/07300/FU for a residential development of 501 houses, conversion of former hospital administration block, demolition of Villa building, associated infrastructure including two new vehicle access points to A64, public open space and retention of Clock Tower on land at Seacroft Hospital, York Road, Leeds, LS14 6UH

APPLICANT

Keepmoat Homes Ltd and
Strata Homes Ltd

DATE VALID

7th December 2015

TARGET DATE

1st April 2016

Electoral Wards Affected:

**Killingbeck and Seacroft
Temple Newsam**

☐ 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 resolve any outstanding layout issues and 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 including off site commuted sum.
3. Travel Plan including a monitoring fee.
4. City car club provisions and contribution (£51.03 per dwelling)
5. Improvements to facilities at Cross Gates rail station.
6. Sustainable travel fund contribution (£481.25 per dwelling)
7. Movement of bus stop 10793 and inclusion of real time information - £40,000.
8. 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 resolution of outstanding layout and design issues, the final determination of the application shall be delegated to the Chief Planning Officer.

Conditions

1. Time limit – 2 years
2. Plans to be approved
3. Materials
4. Details of fences and walls to be provided.
5. Sustainability measures to be agreed.
6. Statement of construction practice.
7. Restriction on hours of construction and deliveries to 0800-1800 hours on weekdays and 0800-1300 hours on Saturdays, with no operations on Sundays and Bank Holidays.
8. No occupation prior to agreed completion of off-site highway works.
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.
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. Fail safe use of crane and plant
23. Excavations / earthworks close to railway line
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33. Construction environmental management plan
34. Biodiversity enhancement and management plan
35. Lighting design strategy for Bats
36. Scheme for Bat roosting and bird nesting opportunities
37. Details of Natural England license to be submitted prior to works to retained buildings
38. Surface water drainage works to be approved and implemented.
39. Submission of Phase II investigation.
40. Amendments to remediation scheme.
41. 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 application is presented to Plans Panel due to the size and significance of the proposals. Members may recall that the applicants presented their proposals on a pre-application basis at the City Plans Panel meeting of 13th August 2015. A position statement on the application was also presented to the City Plans Panel meeting of 21st January 2016.
- 1.2 Under Policy H3-2A.4 of the Leeds Unitary Development Plan (UDP) Review 2006, 17.42 hectares of land is allocated for housing purposes at the rear of Seacroft Hospital. The proposal is on a Phase 2 allocated greenfield site, within the main urban area, as well including other brownfield land. The site is also affected by other policy constraints, including the western and southernmost part of the site being designated as Urban Green Corridor under Policy N8. York Road (A64), to the north of the site is recognised as being part of the strategic highway network under Policy T18. Policy T7 also plots the potential for new cycle routes through the Wyke Beck Valley, located to the west and south of the site.
- 1.3 Some Members may recall the Homes and Communities Agency (HCA) started preparing a planning application in order to facilitate the marketing of the site in 2011/12 as part of the Government's initiative to dispose of and develop surplus public land. A pre-application presentation was given to East Plans Panel on 12th July 2012 for a scheme of circa 600 houses. At that meeting, Members signalled a clear desire to see a comprehensive redevelopment of the site, including the then vacant hospital buildings.
- 1.4 Since that time, the HCA has been working closely with the Leeds Teaching Hospitals Trust (LTHT) and has subsequently purchased the additional surplus land from the hospital. Last year, the vacant hospital buildings were demolished, save for the clock tower (a Grade II Listed Building), the administration block and an 'Arts and Crafts' villa at the front of the site.
- 1.5 Following a competition, the HCA appointed its preferred bidder – Keepmoat and Strata, to prepare and submit a planning application to deliver a residential development on the site. It is this application which is now presented to City Plans Panel. It should be noted that the eastern end of the allocation is currently being safeguarded as a potential secondary school site and is therefore excluded from the development area of the residential proposals.

2.0 PROPOSAL:

- 2.1 The application proposes a residential development of 501 houses involving mainly new build houses, but also including the conversion of a former Hospital administration block to 10 flats, demolition of the Villa building, associated infrastructure including two new vehicle access points to the A64, public open space and retention of the Grade II Listed Clock Tower.
- 2.2 A number of planning obligations are required and so the development will be subject to a S106 agreement which will provide for the following:
 1. Affordable Housing – 15% (with a 60% social rent and 40% submarket split).
 2. Public open space provisions including off site commuted sum.
 3. Travel Plan including a monitoring fee.
 4. City car club provisions and contribution (£51.03 per dwelling)
 5. Improvements to facilities at Cross Gates rail station.
 6. Sustainable travel fund contribution (£481.25 per dwelling)

7. Movement of bus stop 10793 and inclusion of real time information - £20,000.
8. Provisions for additional Traffic Regulation Orders if required.
9. Employment and training initiatives (applies to the construction of the development).

2.3 Other obligations which would have been previously required are now included within the CIL rates and a CIL charge will apply to the new build housing on this site.

3.0 UPDATE SINCE 21ST JANUARY CITY PLANS PANEL MEETING:

3.1 At the City Plans Panel meeting of 21st January, Members made the following comments in response to the position statement report:

1. In relation to parking provision Members sought clarification that planning permission would be required should any residents wish to convert the garages into habitable rooms in the future;
2. Consideration was given to the clock tower including its possible community use and the likely costs of maintaining it;
3. The mix of housing was discussed. Members felt that more two bedroomed properties should be included within the development. Extra housing for the elderly was also considered essential. The Panel also questioned the standard that the homes would be built to and considered it important that they matched the "Leeds Standard";
4. In relation to the proposed 15% affordable housing, Members asked that it be considered that coal seams exist in the area and as such the costs relating to any necessary ground stability works could possibly affect the viability of the level of affordable housing being proposed;
5. Members felt that they would expect assurance from the developers that they had conducted all enquiries with respect to highways, public transport and air quality. Currently Members felt that they were not in a position to pass comment;
6. Members considered that the designs presented for the houses and the apartment buildings needed further improvements. The Head of Planning Services considered that the apartment block replacing the "arts and crafts" building did not look right proportionally in terms of the relationship between the window sizes and solid elevations and further work was needed to improve this design;
7. Members requested that consideration be given to keeping the "arts and crafts" villa building;
8. The Panel discussed the possibility of a school being built on the land to the east of the development. Members established the access arrangements for the school and the route buses would be likely to take should it be built; and
9. Members noted that it was likely to take up to five years to develop this site and that thought would need to be given to the traffic on the busy road running past the site and how this would affect local residents.

The Chief Planning Officer commented that the development of the site in relation to secondary school provision faced two uncertainties these being the East Leeds Extension and if the school was to be built who would pay for it.

The architect for the scheme addressed the Panel commenting that demolition of the "arts and crafts" building was an essential part of the development due to it responding negatively to the public realm area which looked over the clock tower.

Members responded to the specific questions asked as part of the position statement report as follows:

1. *What are Members thoughts on the approach to the layout and design of the proposals (including the potential character of the boulevard and the area around the Grade II Listed clock tower)?*

The design of the accommodation required further work. The separate blocks appeared disjointed and disparate when viewed in relation to each other and the illustrations did not demonstrate the possible quality of the accommodation;

2. *What are Members thoughts on the nature and location of greenspaces on site and how these link into the wider strategic green links across this part of the city?*

3. *Noting comments from Ward Members, what are Members views on the proposed off-site contribution to enhance existing greenspaces, rather than deliver all greenspace on site?*

The approach to greenspace provision was supported;

4. *What are Members views on the nature and type of housing provision on site?*

The housing needed to meet the quality and mix promoted by the Leeds Standard and the Council's adopted policy on housing mix. Homes for the elderly should also be considered;

5. *Are there any comments which Members wish to make in relation to highway matters at this stage?*

More information required on the potential highway impact including the conclusions of the Council's Highway Services and the potential cumulative impact of this and other development in the area on the highway network;

6. *Are there any comments which Members wish to make in relation to drainage matters at this stage?*

Potential drainage impact and flood risk mitigation needed to be addressed by the proposals, particularly for communities further downstream;

7. *Are there any other matters which Members wish to raise?*

More certainty is required in relation to the proposed school provision on the site and Children Services should attend Panel when the proposal is next brought to Members;

3.2 In the time since the Plans Panel discussion, the applicants have sought to address the comments raised by Members (both Panel and Ward) in the following ways:

- The elevational treatment of some of the house types has been simplified to remove previous areas of render and to regularise the window designs so there is an improved relationship between the Keepmoat and Strata house types.
- The number of 2 bed units on site has been increased to 151 units (30%) in order to comply with Core Strategy policy H4, in accordance with the discussion at Panel.
- The new apartment block adjacent to the northern boundary (block 01) has been re-designed, having an elevational finish which is much more in keeping with the character and materials of the retained buildings on site. The applicants note that the building now also includes 4 lifts, making it also suitable for older residents.

- The applicants have stated the scheme is to now provide 155 units built to Lifetime Homes standards, meeting the needs of older people in terms of level access / lifts and adequate dimensions to ensure accessibility. This equates to 31% of the units offering the ability to meet the changing requirements of occupants in terms of being able to adapt the accommodation to meet individual circumstances/mobility issues.
- Further consideration and explanation has been given to the rationale for replacing the existing 'Arts and Crafts' villa with the new Manston block. It is considered that the villa cannot successfully be retained due to its siting - being too close to the access road, having a rear façade to the site entrance and lacking the scale or presence to create a proper sense of enclosure to the proposed square in front of the clock tower. The applicants have suggested that in the absence of being able to replace the villa block, reusing it would be unviable and result in poorer urban design outcome. In this situation, the villa would in all likelihood be excluded from the development proposals and left vacant. As part of the debate regarding this issue, further discussion has taken place between the applicants, Ward Members and design and conservation officers, resulting in a more responsive design – including the loss of two further units and the provision of a single block, larger chimney features, alterations to the fenestration and windows so as to take greater design cues and detailing from the existing villa.
- The applicants have confirmed that a residential management company (Gateway Property Management) will be entirely responsible for the management of the Grade II Listed clock tower, alongside all of the public open space across the site. Gateway operate using a social enterprise model and use a management fee on each new dwelling to fund maintenance. Gateway will create a governance structure focussed around residents deciding the future of assets and open space on the site through a residents committee.
- Further plans of the linear park have been submitted showing the outline of the proposed underground storage tanks. It is confirmed that no trees will be planted over the tanks, which was a concern for Ward Members.

3.3 The above points were discussed in detail at a meeting with Ward Members, as set out at paragraph 6.7 of this report.

3.4 The other matter raised by Plans Panel Members and Ward Members is in relation to the potential for a new school. This matter is entirely outside the control of the applicants of this planning application and should not be used as a reason for delaying or withholding planning permission. However, following the concerns raised by Members, correspondence has been exchanged between the HCA and the Director of City Development, which agrees to meet a number of timescales in order to facilitate the potential progression of a secondary school adjacent to the site. As Members will recall from the position statement report, the submitted layout has been specifically designed to ensure a school can be properly accessed from the internal access road in the event it does come forward.

3.5 Children's Services have stated that they would still view a new secondary school on the Seacroft hospital site positively. The school would be a free school. The matter has been raised with the Education Funding Agency (EFA) and Children's Services have provided them with demographic data to support the need for a school. As no funding is provided to the Council for site acquisition and the EFA hold such funding, the matter remains with them. It is noted that all dialogue with them has been to promote the acquisition of the site for a school. It is understood that an academy sponsor may be interested in a school on the site, though Children's Services are not aware of any bid submitted in the latest wave of free schools which closed in early March 2016.

4.0 SITE AND SURROUNDINGS:

- 4.1 The housing allocation is essentially a wide 'U' shaped piece of land, to the rear (south) of the existing Seacroft Hospital complex. The site is undulating, but broadly falls to the south on a gradual slope, with the lowest point being in the south-west corner. The hospital complex sits in a relatively prominent position above the site. The site is currently mainly mown grass, although there are a number of mature trees, with particular groups in the north-west corner and around the site boundaries. Other single and small groups of trees exist in a scattered fashion in the central southern area of the site. It is evident that there are a number of well used paths across the site, particularly around the boundaries of the site and crossing two railway footbridges.
- 4.2 The site has a frontage to York Road (A64), to the north-west corner of the site. To the north of York Road is a retail / office park, residential development (including that on the former Killingbeck Hospital site) and a cemetery. The area immediately north/west of the site is occupied by the hospital complex and contains a relatively dense development of buildings of various ages, all predominantly two to three storeys in height. The area to the north-east and east of the site is predominantly residential in character, although Cross Gates Primary School and Cross Gates Community Centre are immediately adjacent to the site boundary. The residential properties comprise terraces and semi-detached dwellings of a variety of ages. Some properties in Poole Mount and Poole Square have rear garden areas backing onto the site. Two pedestrian access points exist, providing links to Maryfield Avenue and Poole Square. The southern boundary of the site is formed by the Leeds to York railway line, which is in a shallow cut at this point. There is pedestrian access available over the two railway footbridges in the south-eastern and south-western corners of the site, providing links to the Primrose Valley Park / Halton Deans green space which extends to the north of Halton. The south-eastern footbridge would only be accessible via the potential secondary school development. The area to the west of the site is predominantly residential in character, mainly comprising two-storey terraced properties. The houses on Watson Road and Rye Place have rear garden areas backing onto the site and a further two pedestrian accesses provide links to these streets.

5.0 RELEVANT PLANNING HISTORY:

- 5.1 PREAPP/15/00302 – Pre-application enquiry for a residential development of circa 550 residential dwellings.
- 5.2 PREAPP/12/00663 - Laying out of access and erection of circa 600 houses (relates to the housing allocation only).
- 5.3 34/385/98/OT – Outline application to erect a residential development. The application was withdrawn as it was considered to be premature at the time.

6.0 HISTORY OF NEGOTIATIONS:

- 6.1 The applicant undertook extensive pre-application discussion with officers prior to submission of the application. Since submission of the application, Officers have also arranged briefing sessions with Ward Members.
- 6.2 Previously, in 2012, the HCA undertook pre-application consultation on a proposal for 600 new residential units, which included part of this site and land to the east of the site, but did not include the brownfield former Seacroft Hospital site. Following the request from Plans Panel East Members to include the vacant part of the former Seacroft Hospital site, the HCA purchased this land from the LTHT and developed a larger comprehensive scheme.
- 6.3 In 2013, a larger and more comprehensive consultation was carried out on a scheme for 800 residential units, which included the full site being proposed for residential development in this planning application and the land to the east of the red line boundary.
- 6.4 Most recently, the applicant has carried out a number of consultation events and attended local meetings in 2015, as well as undertaking briefing meetings with Ward Members. Meetings have also been held with the hospital and the Blood Transfusion Service to ensure that they were comfortable with the proposals.
- 6.5 The pre-application proposals were presented to City Plans Panel in August 2015. In response to the specific issues raised in the report for Members' consideration at that time, the following comments were made:
- that in respect of the Arts and Crafts villa, to note there was a mix of views as to whether this should be retained and that together with details about the layout and design of the proposals, further details were required. Some support was noted in respect of the spine road as presented.
 - that in terms of the nature and location of greenspaces on the site and linkages into the wider strategic green links across this part of the city, Members required that sufficient greenspace was provided and that as many links be established as possible, with the view being expressed that a green corridor was a possible way forward. The importance of usable green space was stressed. In response to the suggestion by the applicant's representative that a possible contribution to the upkeep of Primrose Valley Park could be considered, the Chair was of the view that sufficient on-site green space was required.
 - in terms of the nature and type of housing provision on the site, it was felt that further details on this were required and that the possibility of including some accommodation for older people should be considered.
 - that much further detail was required of the proposed drainage strategy.
 - the need for the super cycle highway/junction to be incorporated. Members were advised this was proposed.
- 6.6 Since the application has been submitted, officers have offered briefing sessions to Killingbeck and Seacroft and Temple Newsam Ward Members. To date, a meeting has been held with Killingbeck and Seacroft Ward Members on 11th January 2016 where the following comments were noted:
- Concern is expressed about the traffic impact of the development and particularly the implications of two further sets of signalised junctions on York Road, which could exacerbate congestion. It is also noted that the submitted plan appears to show the re-opening of Somerville Green as part of the junction proposals for the eastern (Bridle Path) access to the site. The re-opening of this road is objected to

as it would give rise to rat-running through the residential areas to the north of York Road.

- Concern is also expressed about the combined traffic and highway impacts of the development plus a secondary school or the development plus a further quantum of housing if the school does not happen. Ward Members have requested a meeting with the relevant highway officers to discuss the highway impacts in more detail at the appropriate time.
- Re-assurance is sought that the highway arrangements are in accordance with the latest version of the Cycle City Connect route.
- Concern is expressed about the air quality impact of further development in this location and particularly from the traffic congestion created by installing two further sets of signalised junctions on York Road.
- Consideration should be given to the wider water catchment area (noting that vacant brownfield sites acting as soakaways further north are now coming forward for development). It is important that the development fully deals with its surface water runoff and flood risk impact in order to prevent any exacerbation in flood risk to the Wyke Beck and properties in the Dunhills.
- It is queried whether the drainage proposals (including underground storage tanks) are acceptable to Network Rail. Assurances are sought that no new measures or flood risk will undermine the ability to upgrade the Leeds to York railway line.
- There is a strong desire to retain the existing Arts and Crafts Villa. However, Ward Members would like to understand why the Conservation Officer felt the earlier iterations of the replacement buildings were unacceptable and why the latest revised proposals are acceptable if that is the case.
- The overall layout and houstypes are considered to be generally acceptable. However, concern is expressed about the new build apartments in the north-east corner of the site (Block 01) in terms of the quality of the external elevations and the visual appearance of the building when viewed from the existing bungalows to the north (on Maryfield Avenue and Maryfield Gardens).
- Consideration needs to be given to the relationship between the service road to the Regional Blood Transfusion Centre and the existing bungalows to the north (on Maryfield Avenue and Maryfield Gardens).
- The spaces between dwellings are welcomed, but care needs to be taken to ensure the spaces are wide enough to accommodate cars so that they can access garages, avoiding potential neighbour disputes. Conditions could be used to control fencing and hedges in these areas.
- Ward Members would like to consider the Housing Needs Assessment. The housing mix appears generally acceptable, though there should ideally be fewer 4 bed properties.
- Query whether the City Council would want to purchase the secondary school site to develop Council housing, perhaps including sheltered housing.
- The approach to greenspaces is broadly acceptable, noting the proposal for some on-site provision to be delivered off-site through a financial contribution. Any contribution should be spent in the Wyke Beck Valley, to the north of York Road, rather than in Primrose Valley Park, to the south of the railway. This would accord with the desire to see greenspace enhancements set out in the emerging Seacroft Neighbourhood Plan. Any off-site tree planting should take place in the Wyke Beck Valley, between Easterly Road and York Road.

6.7 The applicants, together with officers, met Ward Members (Cllr Selby and Cllr Hyde) on 29th February 2016 in order to update them on the changes to the scheme that have occurred since the 21st January Plans Panel meeting. The meeting focussed on the following key issues:

- It was noted that correspondence had been exchanged between the HCA and the Director of City Development, which agrees to meet a number of timescales in order to facilitate the potential progression of a secondary school adjacent to the site.
- The applicants presented a revised housing mix, where 30% of the units are 2 bed – in accordance with the request from City Plans Panel. Ward Members welcomed this move as an overall improvement to the mix.
- The applicants noted that in response to the Air Quality Assessment and the consultation response from the Environmental Studies team, it was proposed to fit electric vehicle (EV) charging points to houses wherever practical, as well as incorporate the cycle route and other facilities in order to mitigate the harm. Ward Members requested a copy of the report, which officers subsequently sent. Ward Members noted that electric vehicles are a growth area and so the inclusion of EV charging points is welcomed.
- It was noted that 155 of the proposed units were to be designed to Lifetime Homes standards and the revised apartment block (block 01) now incorporates a lift in order to make them more accessible for older people. Ward Members welcomed the changes and advised the applicant to make contact with Affordable Housing providers who have provided housing in the local area for older people.
- The applicants presented the updated elevations of the house types. Ward Members agreed that these were an improvement on those seen previously and were acceptable.
- The applicants presented the revised design for apartment block 01, which is now more traditional in form and appearance, being more characteristic of the other development on the site. Ward Members considered that this was a significant improvement on the previous scheme which was considered unacceptable.
- Lastly, the applicants set out the rationale as to why retaining the 'Arts and Crafts' villa is problematic in urban design terms, creating a poor entrance to the development and failing to provide enclosure to the public space in front of the clock tower. Revised plans of the Manston block were tabled, showing alterations to the fenestration and heightened chimneys. Further to this, it was noted that following further dialogue with officers, it was proposed to reduce the Manston blocks by two units and fuse the two buildings together to form one terrace. Ward Members understood the rationale and approach and suggested that the applicants look to try and incorporate any features that can be retained from the villa. Members requested to see further revisions, which officers have sent to them.

6.8 Further to the above revisions and updates, Ward Members have requested that the applicants undertake a further public consultation exercise with local residents. This has been organised for 17th March 2016 and the outcome of this will be reported to Panel Members verbally as part of the officer presentation.

7.0 PUBLIC/LOCAL RESPONSE:

7.1 6 site notices have been displayed, posted 23rd December 2015. The application has also been advertised in a local newspaper, published 18th December 2015.

7.2 8 letters of representation have been received to date, raising the following concerns:

- Negative impact on the residents already living on the Maryfield and Sutton Estates.
- Significant increase in the number of motorists using York Road.

- Query whether further sets of traffic lights will be required, as there are already 16 sets of lights between Seacroft Hospital and the Woodpecker junction.
- The potential for vehicular access to be taken from the development through to Maryfield Avenue, resulting in access / egress difficulties, rat-running and a loss of residential amenity.
- The potential for construction access to be taken into the site from Maryfield Avenue, for either the residential development and/or the potential school development.
- Loss of a public green area.
- Loss of vegetated land and replacing it with housing, increasing flood risk, including flood risk to the railway.
- Concern that the site became allocated for housing through a series of high level administrative errors and transfers in ownership and that it should have been retained as parkland. It is urged that permission is refused and the land is retained as a park.
- Other brownfield sites in east Leeds should be developed first before this site.
- Concern about the impact on wildlife.

7.3 One of the letters of representation is from the NHS Blood and Transplant Service, who have stated objection unless specific conditions are attached to the permission. The letter emphasises the importance of having unimpeded access at all times and it is suggested that a construction management plan is agreed in consultation with the service. It is also requested that conditions are imposed for noise insulation to the properties closest to the site in order to guard against potential complaints from future residents. It is also suggested that acoustic fencing is installed along the boundaries of the site, rather than close boarded fencing. The new road layout will require changes to the layout of the centre which should be paid for by the developer.

8.0 CONSULTATION RESPONSES:

8.1 Statutory:

Highways: - The proposals are acceptable in principle, subject to minor amendments. In terms of accessibility, the site is considered to be sustainable, providing good access for pedestrians and cyclists to A64 York Road, a high frequency public transport corridor. The proposed access arrangements are considered acceptable and appropriate to serve development of the scale proposed. Parking and servicing arrangements accord with recommended guidance and are considered acceptable. The internal layout is acceptable in principle, although some minor amendments are required to make the layout suitable for adoption. Analysis identifies a number of links and junctions, which operate close to or slightly over theoretical maximum capacity. However, UTMC are satisfied that by optimising signal timings traffic generated by the proposed development can be managed and that the proposals will have no significant impact on the operation of the A64 Corridor.

Coal Authority: - The Coal Authority concurs with the recommendations of the Coal Mining Risk Assessment (November 2015, prepared by Sirius Geotechnical and Environmental Ltd); that coal mining legacy poses a risk to the proposed development and that ground gas monitoring and remedial works to treat the areas of shallow coal mine workings to ensure the safety and stability of the proposed development should be undertaken prior to commencement of the development. A condition should therefore require prior to the commencement of development:

- The submission of a report of findings arising from the ground gas monitoring;

- The submission of a scheme of remedial works for approval; and
- Implementation of those remedial works.

The Coal Authority therefore has no objection to the proposed development subject to the imposition of a condition or conditions to secure the above.

Network Rail: - No objections in principle. Given the scale of development and proximity via links to Cross Gates Rail Station, a contribution is sought towards enhancing station facilities – cycle storage, passenger waiting facilities, security, information systems and ticket buying facilities. Conditions are required to address drainage infrastructure, fails safe use of crane and plant, excavations / earthworks, boundary security, fencing, lighting and method statements. Advice is also provided in relation to acceptable trees and shrubs.

8.2 **Non-statutory:**

Flood Risk Management Team: - The site is located within Flood Zone 1 and is not shown as being at significant risk from surface water or ground water flooding. FRM are therefore satisfied that the risk of flooding to the proposed development can be adequately mitigated. FRM are now satisfied that the surface water drainage scheme is acceptable and will significantly reduce flood risk within the catchment, particularly downstream at the Dunhills. Given this level of betterment, it is not considered that a further contribution for other off-site works should be required. Water butts should also be provided at properties wherever practical.

Contaminated Land: - No objections, remediation conditions are recommended to ensure the site is suitable for use.

Transport Policy (Air Quality): - A package of mitigation measures commensurate with the impact of the development will need to be agreed with the Council. As the development is predicted to increase NO₂ levels at a number of receptors in the Haselwood Close AQMA, and could result in new receptors being designated as AQMAs, the Air Quality team is also interested in the possibility of monies being used to contribute towards the additional ongoing air quality monitoring cost that will be incurred by the authority. In line with current planning policy it is also requested that provision of electric vehicle charging points is made on all properties with a dedicated parking space on the development.

Public Rights of Way: - the proposed diversion / alternative routes for the claimed footpaths across the site to the footpath through the open space to the south and the new roads is considered acceptable. Although there are two claimed footpaths, one would be diverted to the path through the open space and the other extinguished and the road would provide an alternative route. A link should be provided outside of the site from the south east corner the public space to the existing footpath No. 74 at the bridge over the railway to ensure a through route. This can be included in the diversion but ideally the adjoining landowner would need to agree to this. They would benefit from this as the Order would remove one of the paths from their land completely and leave the other on a very similar/ same line. With regard to Definitive Footpath No. 73, the legally recorded line is directly abutting the fence in a straight line, whereas the proposed plan shows it further away from the fence and slightly less straight. This is probably a better line but it would also need diverting. This can be done at the same time as the other paths are diverted/ extinguished.

Conservation Team: - The proposed Manston Block replaces an Arts and Crafts Villa which is probably contemporary with the retained administrative building and contributes positively to the setting of the listed water tower building. It is a non-

designated heritage asset in its own right and in accordance with the NPPF its loss needs to be weighed in the planning balance. The Manston Block is a well-mannered replacement which responds positively to its setting, providing a fitting 'frame' to the listed water tower with the retained administrative building and the proposed dual aspect corner building. It will preserve the special interest of the listed building and is of sufficient quality to set aside the presumption to retain non-designated heritage asset such as the Arts and Crafts villa. Notwithstanding this, it is considered that the chimneys should be taller, probably twice as tall (addressed in the revised plans). In addition to the usual conditions covering materials, etc. details of the eaves and window reveals (depth of window set back) need to be reserved.

Environmental Protection: - No objections, conditions are recommended to deal with construction practice, delivery hours and advice provided in relation to the control of noise and dust and details of the considerate constructors scheme.

TravelWise: - Advice is provided in relation to the Travel Plan, which should be appended to the S106 agreement. Advice is provided in relation to establishing a car club, the provision of cycling facilities, the setting up of a sustainable travel fund, electric vehicle charging points and personalised travel plan information for future residents.

West Yorkshire Archaeology Service: - The geophysical survey shows that the southern and western parts of the site have remained largely undeveloped with good evidence of medieval and early post medieval ridge and furrow ploughing present. This agricultural regime may in turn mask earlier activity and remains of an earlier period cannot be wholly ruled out on the grounds of the present evidence. A further archaeological evaluation is required and a condition suggested if approval is granted.

West Yorkshire Combined Authority: - It appears that the western entrance will require the removal of stop 10793. An alternative location needs to be provided within the design for the junction. A new shelter and real time information display will have to be provided at a cost of £20,000 at this stop. It is recommended that the scheme contributes towards a sustainable travel fund, which can include a number of travel planning initiatives. The contribution appropriate for this development based on all residents receiving a Bus Only Residential MetroCard would be £481.25 per dwelling (for 501 dwellings).

Leeds Civic Trust: - The committee do not agree with the approach taken by the applicant and consider that the villa ought to be retained and perhaps utilised to enhance community space for the development. The Manston block would block views of the tower from the entrance, whereas the retained villa would provide a more open setting. The applicant has since met with the Civic Trust to discuss the rationale, though the Civic Trust has reiterated its position.

9.0 RELEVANT 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 was subject to public consultation in Autumn 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 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 matters
Policy P11	Historic/conservation considerations
Policy P12	Landscape
Policy T1	Transport Management
Policy T2	Accessibility requirements and new development
Policy G3	Greenspace standards
Policy G4	New Greenspace provision
Policy G6	Protection and redevelopment of existing greenspace
Policy G8	Protection of species and habitats
Policy G9	Biodiversity improvements
Policy EN1	Seeks 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 A large part of the site is allocated for housing purposes under policy H3-2A.04 of the UDP, which states that:

‘...17.42 ha of land is allocated for housing at the rear of Seacroft Hospital subject to:

- i. Provision of acceptable off-site highway works following the construction of the M1 motorway;**
- ii. Laying out as part of the development of a linear park as part of an urban green corridor running north/south through the site to link Halton Deans to Wyke Beck Valley Park.’**

Other policies of relevance are:

Policy GP5	General planning considerations
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Policy N5	Improving acquisition of greenspace
Policy N8	Green Corridors
Policies N23/N25	Landscape design and boundary treatment
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 (draft).
 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. The NPPF also considers issues relating to design, highway safety, amenity considerations, flood risk, pollution and contamination.

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. However, 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 501, one, two, three and four bedroom dwellings ranging from 2 to 8 potential bedspaces. Having analysed the house types and their sizes,

74% of the houses either comply with the standard or are within 15sqm of the technical standard. It is worth noting that all of the Affordable Housing house types would all either comply or be within a 15sqm tolerance of the technical standards. Where houses are more than 15sqm below the technical standard, they are not significantly below. The applicants also note that many the proposed dwellings also meet with Housing Quality Indicators or Lifetime Homes standards.

10.0 MAIN ISSUES

- Principle of development
- Planning policy issues
- Urban design issues
- Residential amenity
- Landscape issues
- Housing issues
- Highway issues
- Drainage issues
- Planning obligations

11.0 APPRAISAL

Principle of development

- 11.1 The majority of the site is identified in the UDP Review (2006) as a Phase 2 site suitable for residential development. The remainder of the site comprises brownfield land that has now been cleared of the redundant hospital buildings. Accordingly, the principle of development is considered to be acceptable and in accordance with the Development Plan allocation.

Planning Policy issues

- 11.2 The proposal accords with the housing allocation set out under saved UDP Policy H3-2A.4 in that it would provide 501 new housing units.

- 11.3 The western and southern portions of the site are also washed over by Urban Green Corridor, under Policy N8 of the UDP, which states that:

'The strategic network of urban green corridors links the main urban area with the countryside. These corridors provide or have the potential to provide for informal recreation and also contribute to visual amenity and nature conservation. Within these corridors, development proposals should ensure that:

- i. Any existing corridor function of the land is retained, enhanced or replaced; and**
- ii. Where there is potential to create a link between existing greenspaces, provision is made for one or more corridor function.'**

- 11.4 In considering the implications of Policy N8, it will be important to consider how any proposals for development address the existing landscape, trees, ecology and biodiversity, as well as the existing pedestrian desire lines across the site and how these tie into the wider network of paths and greenspaces in the locality. In particular,

the Wyke Beck Way provides links from the north-east to the south of the city, within which this site has the ability to provide a potentially crucial link. These matters are explored in more detail in the remainder of this report.

Urban Design issues

- 11.5 The proposals have been subject to a significant amount of pre-application discussion, with a view to this full planning application being prepared. The discussions have centred on developing a masterplan for the site and an acceptable layout. It is important to consider how the overall masterplan for the site works, taking into account good design practice, the topography of the site, views into and out of the site, retention of trees, provision of greenspaces, provision of and enhancement of routes across the site and the urban green corridor functions. The masterplan has evolved over time as a result of community consultation and feedback from officers. Essentially, the scheme generally provides for a series of connected loops of streets with development arranged in a series of perimeter blocks (blocks formed by houses fronting streets with secure interlocking rear garden areas).
- 11.6 Design workshops were held with officers as part of the pre-application discussions. Officer advice has been that the scheme must provide at least two main accesses, provide for a connected layout, linking into to the existing urban fabric and open spaces – utilising existing established links. The layout should also reflect the topography of the site and make optimum use of existing views to tree groups, as well as to the hospital clock tower, which is a Grade II Listed Building. It is also considered that the scheme needs to provide adequate space to provide for the 'green links' and footway/cycleway connections across the site in order to address the Urban Green Corridor functions. With regard to the new vehicular accesses, these need to create interesting spaces in their own right, as well as fulfilling their function. The primary access should therefore have regard to the mature trees and its soft landscape setting.

Strategic layout

- 11.7 The proposed site layout takes two accesses from York Road. One is at a point roughly midway between the existing operational hospital site and the residential properties fronting York Road. The other access will be taken across the junction of where Bridle Path meets York Road currently. Both accesses are to be signalled and have been designed to accommodate the Cycle City Connect route which is currently under construction.
- 11.8 The two access points will be connected by a spine road running through the development. The spine road, described as a 'The Boulevard' is capable of accommodating buses in the future if required. Bus penetration would be required if the eastern part of the allocation were developed for a secondary school. During the pre-application discussions, the boulevard was re-aligned in order to optimise frontage access to the potential school, taking into account the wider place making objectives and the desire to retain as many of the best quality trees as possible.
- 11.9 Below the strategic highway network, the development of the street layout is loosely comprised of a deformed grid. Houses are then arranged around a series of perimeter blocks, such that they front over streets and greenspaces. Greenspaces are provided for along the southern and western sides of the site, as well as around the western entrance, around the Clock Tower and also around areas of retained mature trees, to the eastern side of the site. It is worth noting that the overall site is sandwiched between the Wyke Beck Valley, north of York Road, and Primrose Valley Park, south of the railway line.

Scale, storey heights and density

- 11.10 A variety of building heights, dwelling types and densities have been employed across the development in order to try and enhance the sense of place and enclosure. For example, buildings vary in height along the eastern gateway, including the clock tower at over 10 storeys, with 2, 2½ and 3 storey units along this key frontage. In general, the three storey development is limited to areas along the boulevard with lower forms of development in the side streets and along the western and southern edges of the site.
- 11.11 A palette of 'way-finding' features is proposed to reinforce the hierarchy of streets and spaces within the layout. This can be established through the use of building heights and forms, as well as the use of materials. Building arrangement, typology and prominent way-markers are intended to assist in establishing identity and creating key moments in order to ease navigation through the development.
- 11.12 The clock tower is the principal point of orientation both from outside and inside the site – marking the entrance and one of the proposals 'gathering' points. From there the boulevard begins – winding its way through the rest of the development. Views back to the tower have been maintained from several positions within the site.
- 11.13 The overall site area is 18.68 Ha with 10.58 Ha of developable area. This provides a site unit density of 47 dwellings per hectare. This is in accordance with Core Strategy policy H3 which seeks that housing density in this part of the city should meet or exceed 40 dwellings per hectare. There is a mix of apartments, terraced, semi-detached and detached homes, including 15% provision of affordable homes.
- 11.14 The applicant states that the accommodation mix is a direct response to the demands for local housing as detailed in the Housing Needs Assessment which accompanies the application – this is discussed in more detail later in this report.
- 11.15 The applicant has also stated that the proposed house types have been designed in accordance with current Building Regulations, Building for Life and the Council's current and emerging standards. The overall design aims to achieve a Built for Life Award under Building for Life 12 assessment and Secured by Design. The Affordable housing provision also complies with Lifetime Homes, Housing Quality Indicators (HQI) and Design Quality Standards.

Reuse of existing buildings

- 11.16 An important component of the proposals for the site is the manner in which the distinctive retained historical buildings integrate with the new development. The Clock Tower, the Administration Block and Arts and Crafts Villa are three somewhat disparate building forms which will find themselves in new surroundings in a prominent gateway position. The tower will continue to act as a local way-marker and the Administration Block will be renovated to provide for residential accommodation comprising 10 one, two, three and four bed apartments.
- 11.17 The applicants' position is that the Arts and Crafts Villa now finds itself at odds with its location, unable to fulfill the role in the new layout as a Gateway building, lacking the scale and stature required. It is also noted that this building faces into the site, with its rear facing the new site entrance. The applicants therefore propose to replace this building with a new bespoke Gateway building, which seeks to address the entrance to the site, whilst respecting the Clock Tower and Administration Block.

- 11.18 The developer team has therefore looked at a higher quality replacement for this building, with the Manston block – 14 single and dual aspect dwellings. A similar form of development (albeit completed in a different architectural style) has previously been used on the Otter Island development (planning permission 13/05566/FU for 113 dwellings - Wellington Road, Leeds, LS12 2UA).
- 11.19 It is noted that Plans Panel Members and Ward Members have previously expressed concern about the loss of the Arts and Crafts Villa. However, the applicant's position is set out in the update at paragraph 3.2 and it is understood that they do not consider reuse of the villa to be a viable proposition and that its retention would result in poor urban design outcomes. Given the above circumstances and in light of the feedback from Members, officers have worked further with the applicant who has produced additional amendments for this part of the site. The two blocks previously proposed have been fused together to form one terrace and two units have been removed, resulting in the 14 units now proposed. The proposed elevations, including fenestration and use of materials have been revised, together with heightened chimneys. In the most recent consultation with Ward Members, it was requested that consideration be given to retaining some features from the villa and incorporating these into the Manston block, together with taking more design cues from the villa. Unfortunately, there is very little of the villa that is capable of being reused. However, the applicant has made endeavours to incorporate string courses and balcony features that are reminiscent of the villa. The revised designs are considered to be acceptable to design and conservation officers and at the time of writing, the latest drawings are with Ward Members for comment.
- 11.20 The Conservation Officer noted that the proposed Manston Block replaces an Arts and Crafts Villa which is probably contemporary with the retained administrative building and contributes positively to the setting of the Listed clock tower building. The villa is a non-designated heritage asset in its own right and in accordance with the NPPF, its loss needs to be weighed in the planning balance. The Manston Block is considered a well-mannered replacement which responds positively to its setting, providing a fitting 'frame' to the Listed clock tower with the retained administrative building and the proposed dual aspect corner building. The Conservation Officer considers that it will preserve the special interest of the Listed Building and is of sufficient quality to set aside the presumption to retain a non-designated heritage asset such as the Arts and Crafts Villa. It is noted that Leeds Civic Trust object to the loss of the villa and consider that it could be used for community space. It is considered that whilst retaining the villa would be positive as a first preference, this option has been considered and discounted for the reasons already stated. The rationale for replacing the villa building is understood and in the circumstances where the high quality nature of the proposed replacement building is now being advanced, officers consider this approach to be acceptable in planning terms.

Character areas

- 11.21 Within the masterplan the applicants have identified and designed four character areas, each intended to have a distinctive and contrasting form. The character areas, while presenting visual variation, have been designed to offer a range of housing choices married with the broader masterplan strategies relating to density, scale and form.
- 11.22 The character areas range from the 'Tower Square and Gateway Entrance' at the north eastern entrance to the site, through 'The Boulevard', linking to the western entrance. The 'Back Lanes and Courtyards' are streets off of 'The Boulevard', wrapping around the operational hospital site and the Regional Blood Transfusion

Centre. 'The Countryside Edge' then refers to the southern and western fringes of the site, where it abuts greenspaces, the railway and existing housing.

Character Area - Tower square and gateway entrance

11.23 The area at the northern entrance to the site, including the existing historic buildings of the Clock Tower and Administration block, has been the subject of continuous design evaluation and evolution throughout the pre-application stage. The design studies carried out by the applicant argue that the Arts and Crafts Villa building is no longer appropriate to the new setting - that of a prominent building at the gateway to the new development, addressing the access from York Road whilst forming a set piece with the Clock Tower and Administration Block.

11.24 Various iterations of a gateway block have been explored and discussed with officers. The proposed buildings have evolved from this process into a design solution that is considered to meet with all the desired criteria, namely:

- a building with the stature to address the site entrance
- addressing the public open space in front of the Clock Tower, without detracting from the Clock Tower itself
- positive overlooking of all surrounding areas
- architectural materials and detailing that is informed by the existing historic buildings (details and samples can be secured by condition)
- a quality building which sits harmoniously with the Clock Tower and Administration Block, along with the proposed new dwellings.

11.25 The Manston block has been designed to replace the existing Arts and Crafts Villa building and is considered, in principle, to fulfil all the necessary functions of the Gateway. The Manston block presents strong elevations to all four sides, addressing the site entrance and creating the enclosure required by the community space to the west, whilst remaining subordinate to the landmark building of the Clock Tower. The Clock Tower Square envisages the area around the Clock Tower as a gathering place, the landmark providing an easily identifiable location to meet. The applicant's suggest a coffee kiosk could provide an informal cafe area in front of the Clock Tower with a landscaped area beyond providing a space for sitting. Officers have explored how this might work with the applicants and it is noted that whilst there are no formal proposals, provisions can be put in place via a management company for future residents to take control over how the clock tower and the space around it is used.

Character Area - The Boulevard

11.26 The wide spine road or 'Boulevard' connecting the north and west entrances is intended to present a distinctive, quality frontage to the development. The building heights vary from two to three storeys, creating a strong, dense form in the northern part of the site which reduces in massing as the road nears the western entrance.

11.27 A strong line of frontage along the spine road, with small front gardens behind the footway creates passive surveillance, while street trees afford a leafy outlook. A cycleway and footpath will form one side of the boulevard, connecting into the new cycle superhighway on York Road at it passes the eastern and western entrances of the site. This provides a safe route for children and adults through to the centre of the site, encouraging the use of cycles instead of cars. This will prove to be particularly important if a secondary school is delivered on the land to the east of the site.

11.28 Occasionally, the boulevard aligns with the Clock Tower offering a snapshot and wayfinding reference. Along the spine road, there are a variety of open spaces where

existing mature trees are being retained and will be incorporated in overlooked open spaces. 'The Crescent' is another feature on the spine road. The crescent encloses a green roundabout where existing mature trees are being retained.

- 11.29 Parking to properties along the spine road is provided behind the principal frontage in discrete parking courts – intended to minimise car clutter while maximising continuity of frontage. The architecture here is envisaged as being ordered and classically proportioned with elevations drawing from a restrained palette of materials. The applicants have suggested a palette of buff brick, white render with inscribed coursing and grey roof tiles, will create a harmonious blend between the Strata Homes and Keepmoat house types and establishes a distinct identity for the new development.

Character Area - Back Lanes and Courtyards

- 11.30 Branching off from the Boulevard, these secondary streets form the Back Lanes and Courtyards. Spaces are intended to flow from one to another, providing alternative routes between neighbourhoods – visually linked by buildings angled to invite the visitor onward. The scale is more domestic than that of the Boulevard, with areas of shared surface and reduced road widths to persuade drivers to reduce their speed.
- 11.31 Standard adoptable road and footway finishes along the primary route will change to a herringbone pavior in certain areas of the secondary streets and lanes, indicating that vehicles take secondary priority on a pedestrian and cycle route.
- 11.32 Within the Back Lanes and Courtyards, routes are terminated with active elevations and features, with a variety of building heights and rooflines designed to create visual interest. Dual fronted homes have been used to address corners, avoiding blank gables to key views. The applicants have suggested red brickwork and grey roof tiles to visually complement the existing hospital buildings and nearby dwellings.

Character Area - The Countryside Edge

- 11.33 Along the southern and south-western boundaries, where the site provides views out over Primrose Valley Park and beyond, the applicants have created the 'Countryside Edge', which is intended to be a more rural setting, overlooking the Linear Park and the Urban Green Corridor. At the western end of the Linear Park, there is the pedestrian railway crossing which links into Primrose Valley Park. The western edge incorporates the Urban Green Corridor, connecting into the existing network of greenspaces north of York Road, through to Primrose Valley Park.
- 11.34 The palette of the Countryside Edge is intended to have a more rural feel, using buff brick, reconstituted stone and render, creating another distinct area, increasing site legibility whilst addressing the landscape and beyond.
- 11.35 Building frontages and their orientation, have been considered in the design to maximise views to the south, and provide active frontage to key areas, as well as to provide visual links to the existing water tower where possible. Many of the existing trees are retained and given prominence within open space.

Open space

- 11.36 The surrounding area encapsulates a variety of open spaces from the expansive, designed landscapes along the southern edge with high amenity value and open views south, wrapping around into smaller, more secluded pockets along both eastern and western edges. Internally, small individual pockets of space exist beneath mature trees and alongside existing buildings. Into this framework is the opportunity to integrate a range of open spaces accommodation a range of uses and

appealing to a range of users. The Urban Green Corridor along the western edge links into the existing network through to Primrose Valley Park.

Townscape and urban grain

- 11.37 It is noted that a significant number of properties benefit from generous spaces between them (approximately 6m), particularly along the boulevard, where car parking has been accommodated to the sides of houses. This removes cars from the street frontage and also provides streetscenes with a more spacious feel. Officers welcome this alternative approach, which is different to that often utilised on new housing layouts. It is noted that in these circumstances, the houses are closer to the street than they would otherwise usually be, having shorter front gardens (the shallowest are approximately 2m deep). Nevertheless, it is considered that appropriate use of boundary treatments such as walls and railings would help to provide sufficient defensible space, whilst allowing strong passive surveillance over streets and public spaces. In many ways, this form of development is reminiscent of that from the late C19th / early C20th. Plans Panel Members previously queried the consequences of houses extending to the side or converting garages in the future. As with new housing developments generally, officers would seek to impose conditions restricting permitted development rights such that these works would require planning permission and whereby the Local Planning Authority can exercise planning control.
- 11.38 The close proximity to the street also has implications for the species of trees that may be planted in highway verges, which is also referred to later on in this report. Trees which grow very large would not be appropriate as they will block light and potentially create conflict. Therefore, careful choice of small and medium sized trees could help overcome this.
- 11.39 In addition to the comments made by Plans Panel Members previously, design officers have also scrutinised the individual house types and provided advice to the applicants. Revised elevations of the house types will be presented to Members. Following the latest revisions, it is noted that Ward Members consider the house types to be an improvement on those seen previously. It is also noted that concerns were previously expressed about the design of the new build apartment block (Block 01). The applicants have completely revised the elevations of this building, which are now much more in keeping with the design of other buildings on the site and also relate much better to the character of the retained buildings. Ward Members consider these revisions to be a significant improvement on the the previous scheme.

Environmental sustainability

- 11.40 The applicants have considered the orientation of the site in forming their proposals in order to maximise the sustainability credentials of the scheme. The applicant has stated that there are a number of practical and deliverable principles that will deliver energy efficient and sustainable construction:
1. buildings orientated to take advantage of passive solar heating
 2. high levels of thermal performance
 3. low U-values for building components
 4. high airtightness levels to avoid loss of energy
 5. facilities for recycling within homes, and potentially for composting within private gardens
 6. Resources are used efficiently, waste is minimised and materials are recycled
 7. Pollution is limited to levels which do not cause damage to the existing natural ecosystems
 8. Health is protected by the creation of safe, clean and pleasant environments
 9. Where possible, local needs are met locally

10. Everyone has access to the skills, knowledge and information which they need to be able to play a full part in society
11. Local people have the opportunity to work in a vibrant and diverse economy and the value of unpaid work is recognised
12. Everyone in the local community is empowered to participate in decision making; and everyone is able to live without fear of crime, or persecution on account of their race, gender, sexuality or beliefs

11.41 The applicants note that each home will have the following features to promote sustainable lifestyles and a reduced carbon footprint:

- Dedicated space for recycling waste
- High efficiency gas boilers

11.42 When approaching the layout of the site, care has been taken to assess the orientation of the buildings to maximise the potential of solar gain. Large windows with deep reveals are intended to allow the maximum benefit of solar gain, but limit the effect in the summer months. In addition, the applicants intend the following sustainability measures to be used:

- sanitary ware which will reduce water consumption
- strategy to attenuate surface water during storms
- materials specified which will be durable and low maintenance, and which minimise embodied energy
- increased biodiversity
- a clear maintenance plan and strategy to ensure longevity

Residential Amenity

11.43 The layout of the development pulls the proposed houses away from the existing properties in Watson Road and Watson Place and achieves a distance of between 29m and 38m between dwellings. At the northern end of the site, the new development is separated from existing properties by the proposed access road to the Regional Blood Transfusion Centre. Distances of approximately 28m are achieved between houses. The proposed 3 storey apartment block is located between 21m and 54m from the houses on Maryfield Avenue and Maryfield Gardens. On balance, the overall distances appear to be generally appropriate for the circumstances.

11.44 Within the development, each property appears to have reasonably sized and usable rear garden areas and appropriate distances of around 21m are achieved between the rear facing elevations of dwellings. Officers have considered whether the level of amenity space around Block 01 is sufficient for the level of development. Following negotiations with the applicants on the revised design, the proposals now incorporate apartments with balconies to the upper floors. At ground floor level, rather than providing shared spaces, these apartments are to benefit from their own garden areas. Although this approach is somewhat unusual, it has the benefit of helping to reduce ongoing management costs (as occupiers are responsible for their own balcony or gardens) and responds positively to the comments made by Ward Members than some residents, even if living in flats may prefer to have access to their own amenity space. In the light of these factors, on balance this approach is considered to be acceptable and will create more usable amenity spaces and potentially more attractive flats in terms of occupation by older persons. The internal

re-design to incorporate a lift also makes the upper floor flats more accessible for those who are content to have outdoor provision in the form of a private balcony.

- 11.45 Ward Members have commented on the relationship between the access road to the Regional Blood Transfusion Centre and the rear garden areas of properties on Maryfield Avenue and Maryfield Gardens given that this road will be regular and constant use. Officers have explored alternative access arrangements with the applicants in order to achieve enhanced amenity space and landscaping, though the Blood and Transplant Service are keen to retain the access road as proposed, for the reasons highlighted in their letter of representation. On balance, it is considered that the amenity of existing residents can be safeguarded through the use of conditions to secure appropriate boundary treatments and landscaping and the movements associated with the Blood and Transplant Service are not in any event expected to alter from the current situation.

Landscape issues

- 11.46 As already mentioned, there are key groups of trees on site, particularly in the northwest corner, around the boundaries and in small clusters around the central southern part of the site. Unfortunately, given the limited scope for access, some trees will need to be lost from the north-west corner of the site in order to facilitate the principal access. However, the proposed layout indicates that a reasonable amount of the trees in this area would remain. With regard to the secondary access through the hospital site, it is apparent that this is likely to affect some trees around the junction of York Road and Bridle Path. Elsewhere on site, it is highly desirable that as many trees as possible are retained, not least because they provide immediate landscape structure to some of the proposed greenspaces.
- 11.47 In terms of public spaces, the layout seeks to provide areas of greenspace around the north-west corner of the site (in the area with the greatest tree cover), a series of smaller overlooked parkland areas between blocks of housing and a linear park along the southern boundary to the railway. Given that the lowest part of the site is along the southern boundary, this is also where a number of underground storage tanks are proposed to assist in dealing with surface water drainage. Core Strategy policy G4 deals with the requirements for greenspace and states that 80sqm of greenspace per dwelling will be sought on developments where they are in excess of 720m from a community park and for those which are located in areas deficient in greenspace. In this instance, 80sqm per dwelling would equate to 3.9 Ha, whereas 2.7 Ha is proposed. The applicant is willing to provide a financial contribution in lieu of this shortfall and, at the time of writing, negotiations are ongoing to establish what the final contribution will be. Ward Members have noted this and have commented that they would like to see such money spent in the Wyke Beck Valley, to the north of York Road. This approach was agreed by Members at the Plans Panel meeting of 21st January 2016.
- 11.48 A key question is to what extent the proposed layout addresses the Urban Green Corridor policy – to what degree are the nature and extent of greenspaces able to provide for the corridor functions with regard to informal recreation, visual amenity, nature conservation and providing links. Additionally, it is also important to consider how these spaces and links tie into the wider area – the Wyke Beck Valley to the north of York Road and Primrose Valley Park / Halton Deans and beyond, to the south, noting the established desire lines across the site and existing footbridge links over the railway line.

- 11.49 The site currently comprises various areas of open space, each with their own character, ranging from designed landscapes to small intimate areas, but which all benefit from existing mature tree planting. The proposed layout retains a total of over 200 mature trees or groups of trees, lending the development an immediate element of maturity which will be complemented with significant additional new tree planting.

Character Area - Countryside Edge

- 11.50 The Urban Green Corridor along the site's western boundary is already flanked by mature groups of native trees, which provide separation between the proposed cycle-route and the existing residential gardens along Watson Road. This existing planting is being reinforced and supplemented with additional extra-heavy standard tree planting. New planting is also proposed between the cycle route and the frontage of the new dwellings. This will increase the screening between the private and public realm, but also highlights the route of the cyclepath and provides waymarking.
- 11.51 Between the cyclepath and the existing dwellings along Watson Road, species-rich grassland will be sown to provide a flowering meadow, whilst between the cyclepath and the new development general amenity grass will be provided underneath the proposed trees to give a formal and manicured setting to the housing area.
- 11.52 Along the southern boundary, a linear park is to be created which already benefits from significant mature tree planting. Underneath these retained trees, it is proposed to introduce native flowering bulbs which will provide an additional habitat type without the need to disturb the ground significantly and thereby protect the trees' root protection zones. Beyond the retained trees, the existing grassland will be retained, to minimise disturbance, but scarified to expose some soil into which further species-rich grass will be sown to augment the flowering species already present in the area. Towards the proposed housing, amenity grassland will be provided, either through management of the grassland already there or, where necessary, re-sowing with a general amenity mix.
- 11.53 Significant tree planting is proposed using large native species such as Oak, Lime, Sweet Chestnut with low numbers of Black Poplar and Ash. Hazel copse also introduced at chosen locations will provide some sub-canopy habitat. This will be managed on a rotational basis to ensure it does not develop into woodland-type areas.
- 11.54 Areas of species rich grass and the areas of bulb planting will be managed in a way which promotes species-diversity by being cut annually to allow the species to flower and seed.
- 11.55 Residential properties facing onto the Countryside Edge will be planted with a palette of informal plants with biodiversity benefits. Native hedge species such as Hazel and Hawthorn will provide structure while shrub planting using large, informal species such as Amelanchier and Dogwood (*Cornus sanguinea*) will be underplanted with a mixture of low shrub and herbaceous planting. Groundcover Holly (*Ilex crenata*) and Groundcover Dogwood (*Cornus Canadensis*) and varieties of Geranium (*Geranium Wargrave Pink* or *Geranium Maculatum*) will complement the informal, native-style planting.

Character Area – The Boulevard

- 11.56 The landscape proposals for the Boulevard reflect the route's importance as the primary artery for the development. The extra-heavy standard tree planting, located in the street's verge is intended to provide a vertical rhythm and sense of scale appropriate for the area.

- 11.57 *Acer campestre* “Streetwise” (a form of Field Maple), *Acer platanoides* “Columnare” (a form of Norway Maple), *Fagus sylvatica* “Dawyck” (a form of Beech) and *Tilia Greenspire* (a form of Lime) are proposed to provide long-lived formality through their compact canopies. The species’ fastigate form will work well with the adjacent highways and footpaths, ensuring no interference through excessive overhanging. The low water demand of the species takes into account changing climatic conditions and also ensures compliance with the foundation designs of the adjacent housing.
- 11.58 Private gardens are separated from the pavement by evergreen hedge planting. This formal approach responds to the importance of the area and complements the regular tree planting. Species such as *Ligustrum ovalifolium* (Oval Leafed Privet) will prove robust enough to establish successfully, which is an important consideration with such a key feature. It also lends itself to easy maintenance ensuring a uniform appearance along the route and being widely available in large sizes, an element of instant impact will be provided.

Character Area - Back Lanes

- 11.59 The Back Lanes will provide a softening and decrease in formality compared to the Boulevard. Planting will become less formal and tree species will focus on small, flowering species such as Cherry and *Malus* providing a more open canopy in contrast to the fastigate, upright forms found along the Boulevard. Mixed shrub planting, herbaceous planting and ornamental grasses planted in drifts will provide informal defensible enclosure and softening to the built form. Increased amounts of deciduous planting and floral species will provide seasonal interest and contrast with the evergreen dominated Boulevard.
- 11.60 In summary, it is considered that whilst the scheme does necessarily result in tree loss, the layout does allow for the retention of many of the most important trees on site, incorporated within appropriate open spaces. New tree planting is to be incorporated throughout the development. The open space on site, whilst deficient in terms of Core Strategy policy, is well located and related to the development. An off-site contribution is agreed in lieu of the deficiency, which is considered appropriate given the juxtaposition of the site to nearby greenspaces and wider green links in this part of the city. Overall, the proposals are considered to be acceptable in landscape and open space terms.

Housing issues

- 11.61 The site is significant in terms of its size and context within east Leeds and has the potential to offer a range of housing, including Affordable Housing. With regard to Affordable Housing, the Council’s policy is to secure 15% Affordable Housing in this part of the city.

Housing Needs Assessment

- 11.62 Core Strategy policy H4 requires that for developments over 250 units, the application should be accompanied by a Housing Needs Assessment. The submitted assessment notes that ‘the site is located in a ring of neighbourhoods on the outskirts of Leeds City Centre, having a mix of tenures, and of households on low, middle and high incomes; and different ages and types. In the Cross Gates, Manston, Halton, Whitkirk, Austhorpe and Colton areas, there, is a buoyant market with stable residence and increasing numbers of aspirational residents. In the Seacroft, Killingbeck and Swarcliffe areas, despite a predominance of rented housing, there are already pockets of home ownership, and households who have aspirations to

become homeowners, or move to buy bigger homes.' The findings of the Housing Needs Assessment are set out below.

- 11.63 The assessment notes that new housing in the area could offer a 'route of aspiration' for households living across the area, offer options for starter households and assist older households seeking to downsize to more manageable homes. Despite the city wide issues with the affordability of housing, it is considered that many local residents and potential new residents would be able to take up opportunities to buy new housing in the area. Just over 15,000 households have incomes that would be sufficient to afford the housing options available, while almost 6,700 households have incomes that are 50% higher than the average (over £40,000).
- 11.64 The proportion of families living in the area is higher than average indicating a need for family sized housing. The assessment considers that many existing residents and potential incoming residents will want, or need, 4 bed housing, but currently a restricted supply has pushed up prices, and restricted access. Additional larger housing as part of new developments would help relieve the pressure on such stock and help meet local, and incoming, demand and need.
- 11.65 The assessment notes that there is likely to be a future need for housing for young people, and 'starter households' in the area given the higher than average number of children aged under 16, and this will feed into, over time, an additional need for family housing. Smaller more manageable housing would help meet the needs of the old or aging households with larger housing than they need and who may be seeking to, or needing to, 'downsize' to smaller homes, while releasing equity from their home. This would also release family sized housing to meet local needs.
- 11.66 Additional affordable housing as part of new developments would be welcome, as market and Affordable Rents in the area are largely unaffordable to households on low or very low incomes, without benefit support, while the stock of social housing in the area, albeit substantial, has limited vacancies and low turnover, and will not provide the capacity to meet current and likely future need.
- 11.67 There is therefore potential to increase provision of housing through new building for market sale, low cost home ownership and affordable rented housing, to offer housing options to current and future residents. The assessment concludes that a mix of mid-range priced properties and properties priced to meet the aspirations of higher-earning households is needed in the area, including:
- Housing for sale aimed at incoming households; local households on higher incomes seeking a bigger or newer property, or on moderate incomes seeking to move from their first property; and potential first time buyers with the means to quickly accumulate the deposit required; and housing that provides for future generations;
 - Smaller housing options for sale or rent, aimed at older tenants in family sized homes.
 - Low rent housing aimed at very low earners unable to afford home ownership, market rents or Affordable Rents, and rented housing between social rent and market rents aimed at average earners seeking to accumulate the deposit needed for home purchase; young people or couples in their first jobs not wanting to buy, households moving closer to existing employment or incoming households moving to new local employment.

- 11.68 Core Strategy policy H4 aims to ensure that the new housing delivered in Leeds is of a range of types and sizes to meet the mix of households expected over the Plan Period, taking account of Strategic Housing Market Assessment (SHMA) preferences and difference in demand in different parts of the City, and changing demand. With this aim in mind, the policy is worded to offer flexibility, having regard to the location, size of site and local character. 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	4 units	1%	0%	50%	10%
2 bed	151 units	30%	30%	80%	50%
3 bed	150 units	30%	20%	70%	30%
4+ bed	198 units	39%	0%	50%	10%
Total	501 units	100%			

- 11.69 The above table shows a broad range of house types across the development. Following the comments made by Members at the 21st January Plans Panel, the number of 2 bed units has been increased to 30% of the total, in accordance with the policy H4 stated minimum and as requested by Panel. On balance, these figures appear to broadly align with the conclusions of the Housing Needs Assessment submitted with the application. It is noted that Ward Members welcome the revised mix and increase in 2 bed dwellings. Overall, the housing mix is considered to be acceptable.

Housing for older people

- 11.70 At the City Plans Panel meeting of 21st January, Members signalled a keenness to ensure that some provision of housing for older people be incorporated into the scheme. The applicants, Keepmoat and Strata, do not build accommodation specifically for older people, but are keen to stress that they build houses which are built to standards ensuring maximum accessibility for people of all ages. In particular, the applicants have stated that the scheme now provides for 155 units built to Lifetime Homes standards, meeting the needs of older people in terms of level access, the incorporation of a lift into apartment Block 01 and adequate dimensions to ensure accessibility. Overall, the units built to Lifetime Homes standards equate to 31% of the total.
- 11.71 Further to the latest consultation with Ward Members, the applicants were receptive to working with Affordable Housing providers who work with older people seeking accommodation. It is noted that all of the apartments in Block 01, incorporating 4 lifts, are to be designated as Affordable units. Overall, while there is no specific sheltered housing provision for older people, it is considered that the proposed approach is reasonable and will help to provide housing opportunities for older people.

DCLG Technical Housing Standards 2015

- 11.72 In the position statement report to 21st January Plans Panel, an assessment of the scheme as it was at that time was carried out and included in the relevant planning policies section of the report. Plans Panel Members were keen to see how the scheme fared against the technical standards and the 'Leeds standard'. The same exercise has been undertaken for the latest revised scheme and is set out at paragraph 9.7 of this report. It should be noted that adoption of the technical standard is being progressed via the local plan process and so can only be afforded limited

weight at this point in time. The assessment shows that approximately three quarters of the proposed units are close to being compliant with the standard.

Highway issues

- 11.73 Highway matters have formed a significant part of the pre-application discussions and the sections of the report below seek to highlight the key issues.
- 11.74 The proposed development will take a principal access from York Road, at the north-west corner of the site. Given the geometry of York Road and the otherwise land locked nature of the site, there is limited scope for any alternative principal access. A secondary access is also proposed through the former hospital site, to the north east. It is considered that both of the new accesses must be designed with quality of place in mind, as well as the functional requirements. Other non-vehicular accesses also exist around the boundary of the site, providing links to Watson Road and Rye Place to the west. Links to Maryfield Avenue and Poole Square to the east could be secured as part of any secondary school development. There is also pedestrian access available over the two railway footbridges in the south-eastern and south-western corners of the site.
- 11.76 During the negotiations, highway officers have been keen to secure as much spine road frontage as possible for the potential secondary school, to ensure that it can be adequately serviced in the future. This is in recognition of the problems associated with schools which are accessed from cul-de-sacs in other parts of the city. Accordingly, the applicants have considered options for re-aligning the spine road in order to achieve this. One option gave slightly more frontage than the other and had a straighter alignment, but resulted in the loss of a number of good quality trees. In terms of striking an appropriate planning balance, officers have advised the applicant to proceed with their alternative option which is a more curved road, but which retains the trees and offers better placemaking benefits, though it is not the optimum highway solution it is still nonetheless acceptable.

Accessibility

- 11.77 The Closest bus stops to the site are located on A64 York Road, which is a high frequency public transport corridor. These stops are served by up to 10 services providing a combined service frequency of around 24 buses per hour. The majority of the site is within the recommended 400m walking distance of bus stops on York Road. Some dwellings in the south-east part of the site will have a slightly longer walking distance of up to 600m. Given the frequency of service it is considered that residents would likely be prepared to walk the slightly longer distance to a bus stop. The spine road through the site has been designed as a Type 1 Connector Street capable of accommodating a bus route. Whilst there are currently no plans to route buses through the site, a route could be introduced should passenger demand make this viable option. It is also noted that Network Rail are keen to secure a contribution for improvements to passenger facilities at Crossgates rail station, given its relatively close proximity to the site. It is understood that these works may include new cycle racks and other accessibility enhancements. At the time of writing, negotiations are ongoing to ascertain the scope of works and potential cost.
- 11.78 The proposed new junctions will incorporate toucan crossings to assist pedestrians and cyclists cross the A64 York Road. The junctions will incorporate the recently constructed cycle superhighway providing cycle crossing facilities across the new access roads. The layout provides pedestrian access to Public Footpath No. 73, which crosses the site from north to south along the western site boundary, with

pedestrian links to Watson Road to the west and Primrose Valley Park to the south via the footbridge over the railway line at the south west corner of the site.

- 11.79 The main access road incorporates a 3m wide shared footway/cycleway through the site, connecting to the cycle superhighway via the proposed new eastern and western accesses. The shared footway/cycleway runs adjacent to and would provide direct access to the potential future school site. Local services, primary and secondary education and health care are available within recommended accessibility standards.

Vehicular access

- 11.80 It is proposed to access the site from the A64 York Road via two new all movements traffic signal controlled junctions, positioned to the western and eastern extents of the A64 York Road site frontage.
- 11.81 The western access is located approximately 80m to the south-west of the existing A64 York Road/Oak Tree Lane junction. The junction incorporates signal-controlled pedestrian crossing facilities across the A64 York Road and the new access road. The existing eastbound bus lane, which is shortened to accommodate the new access, will be re-provided on the eastbound approach to the proposed new junction. The junction incorporates the recently constructed cycle super highway.
- 11.82 The eastern access connects in to Bridle Path and replaces the existing A64 York Road/Bridle Path junction. The junction incorporates signal controlled pedestrian crossing facilities across the A64 York Road and Bridle Path, as well as the recently constructed cycle superhighway. The proposed access arrangements are considered acceptable and appropriate to serve development of the scale proposed.
- 11.83 Bridle Path provides access to the Blood and Transplant Service Centre, it is essential that access is maintained at all times. A condition is proposed requiring the submission of a Construction Management Plan, including measures to ensure access to the Blood and Transplant Service Centre is maintained at all times.

Internal layout

- 11.84 The internal layout incorporates a circulating spine road connecting between the western and eastern accesses. The spine road has been designed as a Type 1 Connector Street with a 6.75m wide carriageway, with a 2m wide footway and 3m verge to one side and 3m wide shared pedestrian/cycle route to the other site. The road has been designed to accommodate a bus route and would provide direct access to land to the south east of the site, identified as a potential future school site. A network of lower order streets are served from the spine road, set out in the form of linked streets and cul-de-sacs. The layout incorporates service vehicle turning provision. The Section 38 Team have confirmed that subject to minor amendments, the layout is suitable for adoption. Some very small changes to the highway layout are also required around 'The Crescent' in order to make it acceptable, hence the reference in the recommendation. City Car Club have indicated a willingness to establish a car club vehicle at the site and the layout should incorporate a dedicated on street parking space for a City Car Club vehicle.

Parking provision

- 11.85 The Boulevard will link the northern and western vehicular access points on York Road leading to the secondary roads of the Back Lanes and Courtyards and the Countryside Edge. Vehicle speed on these secondary roads is intended to be

restricted by tight radius bends and build-outs, narrowing the road at regular intervals and providing the opportunity for street trees and visual interest to the streetscene.

11.86 Parking solutions have been integrated into the streetscene to reduce visual dominance whilst providing the required allocation. A range of parking solutions have been considered in the design of the layout for the site, with the following parking types proposed:

- On plot private driveways to the sides of properties
- Frontage on plot parking, restricted to avoid dominating the streetscape. Boundary treatments help to screen the parking in these locations
- Gated parking spaces in rear gardens
- Attached and detached garages to the side of dwellings
- Detached garages to the rear of dwellings
- Integral garaging with parking space to the front
- Garage spaces with flats above
- Off plot rear court private garages
- Off plot front parking courtyards
- On street visitor parking

11.87 The car parking strategy is intended to ensure good access to entrance doors from allocated parking spaces, and thus avoid inappropriate casual parking, which would be detrimental to the safety and amenity of others. Highway officers have confirmed that the proposed parking provision accords with the recommended guidance and is considered acceptable.

Traffic assessment

11.88 Assessment of trip generation, distribution and traffic growth has been undertaken using industry standard methodology and software. In order to assess the impact of the proposals on the A64 York Road corridor TRANSYT signalised modelling software has been used to develop a TRANSYT model of the A64 York Road corridor between – A64 York Road/Harehills Lane/Osmondthorpe Lane signalised junction and Cross Gates Road/A6120 Ring Road roundabout junction. The model was developed using controller specifications and signal timings provided by LCC Urban Traffic Management and Control (UTMC).

11.89 Detailed review and testing of the TRANSYT model has been undertaken by UTMC who have confirmed that the modelled queues are broadly consistent with those observed and concur with junction reviews previously undertaken by UTMC in 2012/2013. For the purposes of this assessment the TRANSYT model is considered to be valid and to reflect the existing operation of the A64 corridor.

11.90 For the purposes of assessment, it has been considered that development would start on site in 2016/17 and be completed by 2022. The following assessment scenarios have been considered:

- 2017; Background traffic and development traffic for up to 80 dwellings accessed from existing Bridle Path junction, prior to construction of new signalised junction
- 2022; Full Build Out, background traffic growth and development traffic associated with 500 dwellings, access from proposed new signalised junctions

In addition to the above, the following 'Sensitivity Test' assessment scenarios have also been undertaken:

- 2018 Sensitivity Test 1; background traffic growth and school traffic, plus development traffic associated with 120 dwellings assumed to be built out by 2018.
- 2022 Sensitivity Test 2; background traffic growth and school traffic plus development traffic associated with 500 dwellings (full build-out)
- 2025 Sensitivity Test 3; background traffic growth and development traffic associated with 720 dwellings, represents full build out (500 dwellings) plus future residential development of potential school site (estimated 120 dwellings) should the school site not come forward.

11.91 Whilst analysis of the TRANSYT model identifies a number of links and junctions, which operate close to or slightly over theoretical maximum capacity, UTMC are satisfied that by optimising signal timings traffic generated by the proposed development scenarios can be managed and that the proposals will have no significant impact on the operation of the A64 Corridor.

Off-site highway works

11.92 The proposals include the construction of two new traffic signal controlled junctions on to the A64 York Road, including the provision of pedestrian crossing facilities, cycling provision and repositioning of bus lanes. Detailed design, procurement and implementation of the accesses and associated highway works will be undertaken by the Highway Authority under the terms of a Section 278 Agreement.

Road safety

11.93 Review of accident records identifies no specific areas of concern, with no apparent common causation factors attributed to defective road conditions or other physical characteristics associated with highway layout or design. It is considered that the proposed development will not materially exacerbate the existing situation. The access proposals include additional pedestrian and cyclist crossing facilities which may also improve pedestrian safety.

Air Quality

11.94 A package of air quality mitigation measures commensurate with the impact of the development is required. It is noted that air quality is one of the key concerns raised by Ward Members. As the development is predicted to increase NO₂ levels at a number of receptors in the Haselwood Close Air Quality Management Area (AQMA) and could result in new receptors being designated as AQMAs, the Air Quality team has also stated an interest in the possibility of monies being used to contribute towards the additional ongoing air quality monitoring cost that will be incurred by the Council. In line with current planning policy, it is also suggested that provision of electric vehicle (EV) charging points is made all properties with a dedicated parking space on the development. The applicants are proposing to fit EV charging points to properties wherever practical, as well as incorporate a cycle route through the site linking to the City Connect scheme on York Road and additional cycle facilities. It is considered that the response is reasonable and acceptable in order to mitigate the air quality impact. The measures can be secured through appropriately worded conditions.

Drainage issues

11.95 Through the public consultation exercises carried out historically, it is noted that concerns were raised from local residents in the Dunhills (located to the south-west of

Primrose Valley Park and accessed from Selby Road) about drainage. Residents in this part of the city have experienced flooding problems in the past, associated with Wyke Beck. The applicant has undertaken a consultation event for residents in the Dunhills, in liaison with the residents group.

- 11.96 The topography of the site falls in level generally to the southern boundary. The lowest point of the site is approximately half way along the southern boundary and is unsurprisingly in the vicinity of where the public surface water sewer traverses the railway line. The Sustainable Design and Construction SPD notes that surface water flows from the brownfield site should be reduced by 30% and a greenfield rate of run off rate of 5 litres per second is allowed. However, given the level of concern, the proposed approach for this development is to reduce the brownfield run off rate by 80% and to not include any allowance for the greenfield part of the site.
- 11.97 Intrusive ground investigation has been undertaken and the Geoenvironmental Report has been submitted as part of this planning application. The report demonstrates that the ground is not suitable for infiltration and consequently certain sustainable urban drainage systems (SuDS) methods, for example soakaways, are not suitable for this site. With respect to soft engineered SuDS like detention basins, both site topography and outfall locations are crucial factors in determining the position on the site. With this in mind, as described above, in this instance the viable location is adjacent to the railway line. The use of detention basins in this vicinity was the developers' initial preference.
- 11.98 It is noted that an operational railway line (Leeds to York) forms the southern boundary of the site and is in a cutting. The pre-application response from Network Rail noted concern with respect to any proposal to locate any type of SuDS basin within the vicinity of the railway line. In considering Network Rail's concerns, the topography and following dialogue with the Flood Risk Management Team it is considered that the sustainable surface water drainage methodology appropriate in this instance is the use of oversized sewers together with underground attenuation tanks. The discharge point is to be the 914 mm diameter public surface water sewer that crosses the site before it traverses the railway line. Network Rail have been consulted on the planning application and have stated no objection, subject to a range of conditions to ensure the safety of the operational railway.
- 11.99 Flood Risk Management colleagues have noted that the site is located within Flood Zone 1 and is not shown as being at significant risk from surface water or ground water flooding. They are therefore satisfied that the risk of flooding to the proposed development can be adequately mitigated. Following the submission of further information and clarifications, Flood Risk Management are satisfied that the surface water drainage scheme is acceptable and will significantly reduce flood risk within the catchment, particularly downstream at the Dunhills. Given this level of betterment, Flood Risk Management advise that a further contribution for other off-site works is not required. In addition to all of the sustainability measures proposed, it is also suggested that water butts are provided at the new properties wherever practical.

Other Matters

- 11.100 In addition to the issues discussed above, officers have also continued dialogue with Education colleagues. Given the quantum of development, this is likely to generate a significant demand for school places. It is noted that the development will generate a Community Infrastructure Levy (CIL) contribution and this could be used to fund education provision. The addition of a secondary school adjacent to the development will clearly be beneficial if this is pursued by the City Council. It is also noted that the

development is likely to create a significant amount of jobs in the construction phase and it would be expected that training and employment initiatives are included as an obligation in the S106 agreement, focussed on the east Leeds area.

Planning obligations

11.101 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:

1. Affordable Housing – 15% (with a 60% social rent and 40% submarket split).
2. Public open space provisions including off site commuted sum.
3. Travel Plan including a monitoring fee.
4. City car club provisions and contribution (£51.03 per dwelling)
5. Improvements to facilities at Cross Gates rail station.
6. Sustainable travel fund contribution (£481.25 per dwelling)
7. Movement of bus stop 10793 and inclusion of real time information - £20,000.
8. Provisions for additional Traffic Regulation Orders if required.
9. Employment and training initiatives (applies to the construction of the development).

11.102 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.

11.103 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.

11.104 For the quantum of development proposed, the scheme will attract a CIL contribution of £956,107.70.

12.0 CONCLUSION

12.1 The application proposes the redevelopment of a vacant brownfield site and an allocated housing site. Accordingly, the principle of residential development is welcomed and is acceptable.

12.2 The proposed layout has been subject to considerable pre-application discussion and is considered to provide an acceptable framework for development of the site. Detailed comments on the design of the proposed buildings have been provided by Plans Panel and Ward Members previously and it is considered that these views

have been successfully incorporated into the proposed houses and apartments. Whilst the retention of the villa building would be the first preference of all parties, it is accepted that its retention would not facilitate the best outcomes from an urban design perspective and that the revised proposals offer a high quality replacement. The proposals enable an appropriate high density development which provides acceptable levels of amenity to the proposed houses and apartments as well as safeguarding the amenity of existing properties surrounding the site.

- 12.3 Whilst there is a necessary amount of tree loss, particularly to enable access, the layout of the scheme seeks to retain the most important trees on site, as well as proposing new trees within the open spaces and 'boulevard'. The layout is deficient in greenspace, though the site is sandwiched between the Wyke Beck Valley and Primrose Valley Park. Following dialogue with Ward Members and feedback from Plans Panel, an off-site contribution in lieu of the on-site deficiency is considered acceptable.
- 12.4 The revised proposals offer an increase in the number of 2 bed properties, in accordance with Core Strategy policy and the feedback from Plans Panel Members. Although there is no specific housing provision for older people, a significant number of the properties are to be built to Lifetime Homes standards. The revised Block 01 incorporates 4 lifts and is to provide part of the Affordable Housing offer. The applicants have also expressed a willingness to engage with Affordable Housing providers who work with older people seeking housing. Overall, it is considered that the proposals offer an acceptable housing mix which is appropriate to the location and scale of the site.
- 12.5 The scheme provides two signalised junctions providing access to the site from York Road, as well as pedestrian access via retained rights of way adjacent to and around the site. Whilst the proposals will result in additional traffic being added to the network, this equates to a 5% increase at peak times and is considered to be modest in that context. It is acknowledged that the level of development will have some impact on air quality, though mitigation measures designed to encourage more sustainable modes of travel are proposed. Overall, the proposals are considered to be acceptable in highway terms.
- 12.6 Drainage has been a significant concern for residents and Members through the formulation of the application proposals. The proposals respond to the site constraints to ensure that there is no detrimental impact on the Leeds – York railway line and furthermore the detailed drainage proposals offer a significant reduction in the flood risk within the catchment, particularly downstream at the Dunhills.
- 12.7 A S106 agreement is currently being prepared which will secure a number of planning obligations including Affordable Housing, public open space, travel planning measures and employment and training initiatives. In addition, the proposals are liable for a CIL contribution.
- 12.8 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.

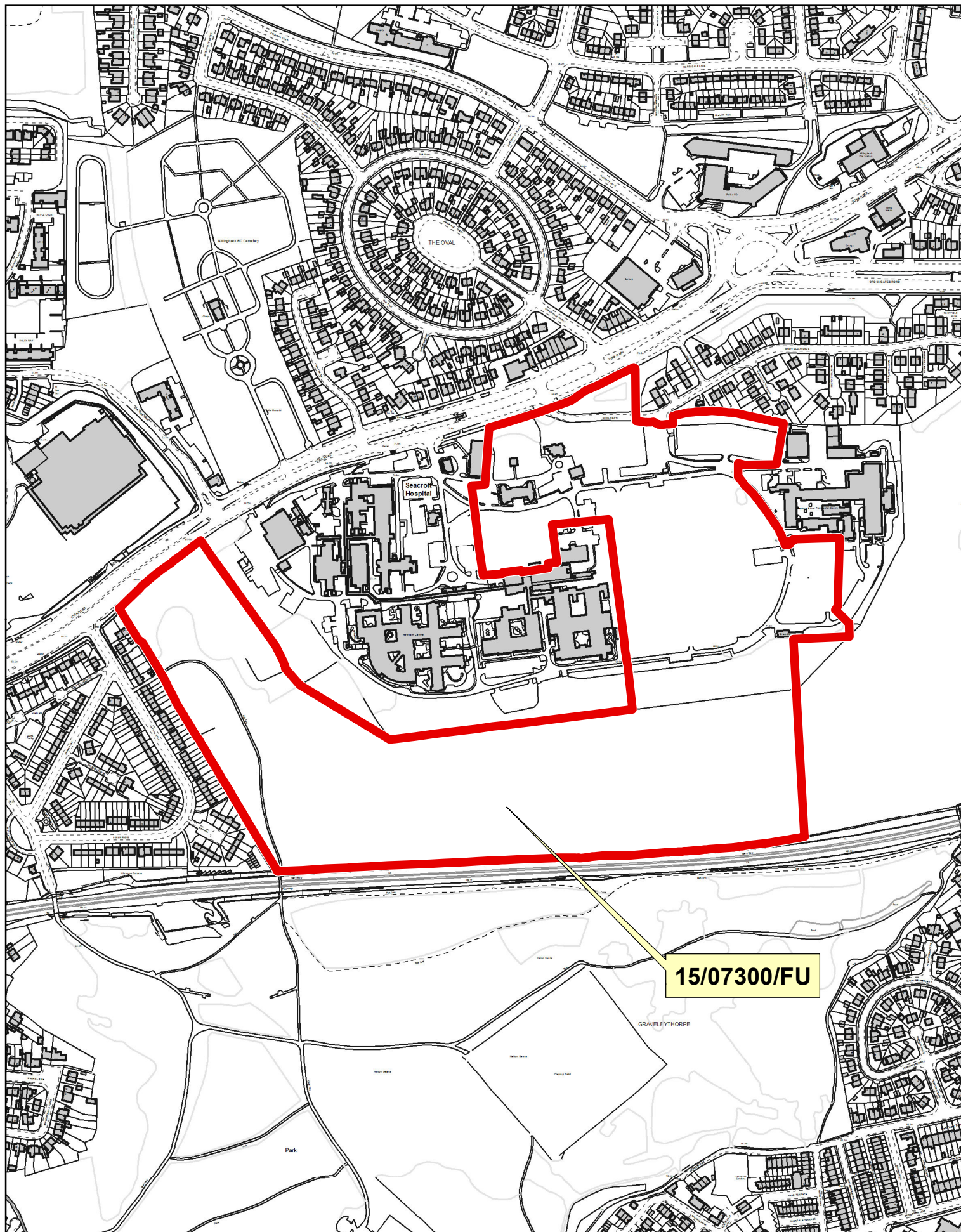
Background Papers:

Application and history files.

Certificate of Ownership – Notice served on:

- Naomi Beckett, Homes and Communities Agency, St Georges House, Gateshead, Tyne and Wear, NE11 0NA.

- Sean Flesher, Leeds City Council, Civic Hall, Calverley Street, Leeds, LS1 1UR



CITY PLANS PANEL

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