



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 12th October 2017

Subject: Position Statement: 17/03974/RM Reserved Matters application for 292 dwellings including layout, scale, appearance, landscape and access. Northern development pots on land south of railway line at Thorpe Park, Leeds, LS15 8ZB

| APPLICANT | DATE VALID | TARGET DATE |
|----------------------------------|-------------------|--|
| Redrow Homes (Yorkshire) Limited | 19/06/17 | 18/09/17 (Agreed extension of time until 18/10/17) |

Electoral Wards Affected:

Temple Newsam

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

Members are requested to note this report on the proposal and give views in relation to the questions posed in the conclusion to aid the progression of the application.

1.0 INTRODUCTION:

- 1.1 This position statement is presented to the Panel because the proposal is a significant one in terms of its relative size, at 292 dwellings, and when the Panel initially granted outline planning permission it requested that the reserved matters detail be brought back to the Panel for its determination.

- 1.2 On 2nd February this year the development was the subject of a pre-application presentation by Redrow ref: PREAPP/16/00661. Members made a number of detailed comments about the scheme and Redrow have sought to respond to them positively. In view of these considerations it is considered expedient to report the current position and seek Members' views on the response and broad design principles now proposed.

2.0 SITE AND SURROUNDINGS:

- 2.1 The application relates to the northern half of the employment allocation at Thorpe Park that totalled approximately 65 hectares. The site is located to the south of the Leeds-York railway line and Manston Lane, west of the M1 (junction 46), north of the A63 Selby Road and the existing Thorpe Park buildings. Austhorpe Lane is to the west. The site covers Zone B of the Thorpe Park masterplan but excludes what it termed 'Central Park', which is an important landscaping and open space feature running east to west across the site and which contains the SUDS attenuation/balancing ponds.

3.0 PROPOSAL

- 3.1 The application seeks approval of the detailed reserved matters relating to layout, scale, appearance, landscaping and detailed access arrangements for dwellings [the main access from a signalised junction from the north south Manston Lane Link road is approved].

4.0 PLANNING HISTORY

- 4.1 Outline planning application reference 14/05481/OT for up to 300 dwellings was the subject of a position statement at the 20th November 2014 meeting of City Plans Panel at which Members resolved to visit Derwenthorpe, York, images of which had been displayed at the meeting. Member visited Derwenthorpe, York in late December, to view it as an example of a contemporary, waterside residential development.
- 4.2 The outline application was subsequently considered at the 22nd January 2015 meeting, where it was resolved to grant planning permission subject to conditions and a S106 legal agreement. Planning permission was subsequently granted on 2nd April 2015, following the decision of the Secretary of State not to call in the application (referred as it was a departure from the employment allocation) and following completion of the requisite legal agreement. A consequential variation to the quanta of uses for a reduction in the amount of B1 office uses was also approved under application reference 14/05483/FU.
- 4.3 Under the extant outline planning permission for the residential element all matters were reserved, save for the main access point which as approved incorporates a single access point off a signalised junction from the Manston Lane Link Road. An approved masterplan for the wider Thorpe Park development establishes the broad layout of the residential development and includes the provision of greenspace in the form of Central Park, which is also to contain SUDS drainage ponds that serve all of Thorpe Park. The masterplan envisaged three 'green fingers' which would project northwards from Central Park into the residential development and active frontages facing central park.

4.4 The S106 agreement under the outline permission covers the following areas and is provided for information:

- **Affordable Housing:** 15% provision (of which 60% to be sub market/intermediate affordable units and 40% social rented affordable units, the type and mix to be agreed).
- **Education:** An interim education contribution of £357,286.50 prior to first occupation, a further £357,286.50 prior to occupation of 75 units, a further £357,286.50 prior to occupation of 150 units (total £1,071,859.50), and a further final payment prior to occupation of 225 dwellings (in accordance with an education contribution formula depending on the number of family units ultimately provided on the site).
- **Greenspace:** A new area of public open space within Central Park and public access to it, to include the continuation of a 4 metre wide tarmacked and illuminated footpath (prior to first occupation of any Dwelling), and a residential contribution of towards Green Park of £106,080 (upon commencement of the residential development).
- **Transport:** Residential Public Transport Contribution of £300,000 (prior to first occupation of more than 49 dwellings); a thirty minute frequency bus service; a Residential Bus Infrastructure contribution of £10,500 (prior to first occupation of any dwelling); a Car Club Contribution of £15,000; a Metrocard Contribution of £4,350, and; a Travel Plan and Travel Plan monitoring fee *

**Total contributions in relation to transport are capped at £2million for Thorpe Park as a whole.*

- **Employment:** Requirement to work with Employment Leeds from the start of the tendering process, throughout the period when the residential development is under construction, and to use reasonable endeavours to develop a scheme to promote employment opportunities for Local People.
- **Expansion Land:** Requirement not to permit first occupation of any dwelling until the owner has entered into a Section 38 Agreement and has dedicated the expansion land required for ELOR as highway pursuant to the agreement.

4.5 Conditions of the outline planning permission cover:

- A maximum of 300 dwellings (4).
- Adherence to the submitted masterplan (5).
- Landscaping implementation programme, management and maintenance arrangements for each phase (6) & (7).
- Removal of permitted change of use rights for the complimentary uses to the east of the residential development [which are outside the redline area of this pre-application enquiry] (8).
- External materials and excrescences to be agreed (9) & (10)
- External surfacing materials to be agreed (11)
- No occupation of any unit until the N/S and E/W sections of the Manston Lane Link Road have been practically completed and opened to traffic (12).
- Precise access, junction and crossing details/maximum gradient (13) & (14).
- Surfacing of highways prior to occupation (15).

- Details of rights of way, cycle routes and bridge detail, including implementation timetable, prior to occupation (16) & (17).
- Travel Plans prior to occupation of a phase (18).
- Measures to suppress dust and mud on haul and circulation routes (19) & (20).
- Contractor parking provision and management (21).
- Parking provision including for city car club [2 spaces] and cycle/motorcycle storage (22) & (23).
- Quarterly updates on delivery of Manston Lane Link Road (24).
- Sustainability Statement/BREEAM assessment, including low and zero carbon measures to generate 10% on-site energy and a target of 20% above Building Regulations (25).
- Surface and foul water drainage, SUDS pond detail and early cultivation/seeding of Central Park prior to commencement (26), (27) & (30).
- Adherence to 'Secured by Design' principles (28).
- Demonstration prior extraction of coal has been considered (29).
- Site levels (31).

5.0 HISTORY OF NEGOTIATIONS

- 5.1 Discussions and meetings have taken place between the applicant and officers following consideration of the pre-application scheme and also during the consideration of this current submission. A number of detailed considerations are currently being responded to.

6.0 PUBLIC/LOCAL RESPONSE

- 6.1 The application was publicised by way of a site notices placed around the site and on neighbouring residential streets in the wider area, and in the Yorkshire Evening Post on 21st July 2017. In response one letter of objection has been received from Leeds Civic Trust. Points raised therein can be summarised as follows:

- We do not object on design grounds but have a number of comments:
 - I) The division of the site into groups of “modern” style houses and retro “garden village” style houses seems arbitrary.
 - II) The flats seem bulky and boxy in contrast with the houses.
 - III) The energy plan suggests that the means of meeting Condition 35 of the outline will be solar photo-voltaic panels on south facing roofs however none are shown on the drawings; these should be integrated into the roofs using photo-voltaic tiles rather than added on as panels.
- Any development located next to a transport hub should be at higher densities than further away to reduce travel distance for more people, and the proximity of the proposed station suggests that the developer should be striving for a higher standard of sustainability in this respect.
- The Design and Access Statement makes no mention of the proposed railway station and park and ride which will immediately adjoin the site. This is an important element in the Leeds Transport Strategy, without which the development of this site is unsustainable as there is no guarantee the bus services as part of the S106 agreement will be available in perpetuity.

- Consideration of the location of the proposed station would radically alter the proposed layout.

6.2 Ward Members have been advised of the application and more recently offered a briefing prior to panel. Any comments received will be reported at the meeting as part of the officer presentation.

7.0 CONSULTATION RESPONSES:

7.1 Statutory:

Health and Safety Executive: Do not advise against the grant of permission.

Coal Authority: Objection; concern in relation to coal mining legacy.

Network Rail: No objection.

7.2 Non Statutory:

Yorkshire Water: No objections.

Contaminated Land: No objections.

Highways: Changes to the proposed internal road layout will be required before the proposal would be regarded as fully acceptable in highway terms.

Landscape: Recommends revision to layout in relation to the green fingers and requests further technical information on soils and planting.

Nature Team: Recommend revised boundary treatment along west boundary and an appropriate meadow mix/maintenance regime for specified area to allow for better connectivity for amphibians from central park to the banks of the railway. The open water flow from central park northwards should not be culverted in accordance with Saved UDP policy N39.

Environment and Housing: No objection subject to further information on noise mitigation from the Railway.

8.0 RELEVANT PLANNING POLICIES

8.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan for Leeds currently comprises the Core Strategy (2014), saved policies within the Leeds Unitary Development Plan Review (2006) and the Natural Resources and Waste Development Plan Document (2013), and any made Neighbourhood Development Plan.

8.2 Thorpe Park is formally allocated by saved UDP (Review) 2006 policy E4:6 as employment land and is afforded further policy support within the Core Strategy under policies SP9 and EC2. Combined, these policies seek to ensure Leeds retains an adequate supply of employment land (including office accommodation) up to the year 2028.

Adopted Core Strategy:

- 8.3 The Core Strategy is the development plan for the whole of the Leeds district. The Core Strategy (CS) was Adopted in November 2014. The following CS policies are most relevant:

Spatial policy 1 Location of development
Spatial policy 9 Provision for offices/employment land
Spatial policy 13 Strategic green infrastructure
Policy H3 Density of residential development
Policy H4 Housing mix
Policy H5 Affordable housing
Policy P10 Design
Policy P12 Landscape
Policy T1 Transport management
Policy T2 Accessibility requirements and new development
Policy G1 Enhancing and extending green infrastructure
Policy G4 New greenspace provision
Policy G8 Protection of important species and habitats
Policy G9 Biodiversity Improvements
Policy EC2 Office Development
Policy EN1 Sustainability targets
Policy EN2 Sustainable design and construction
Policy EN5 Managing flood risk

Saved Leeds Unitary Development Plan (UDP) (Review) Policies:

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

Policy GP5 Requirement of development proposals
Policy N23/ N25 Landscape design and site boundaries
Policy N24 Development proposals next to green belt/ corridors
Policy N32 Green Belt
Policy N39B Watercourses and new development
Policy BD5 Design considerations for new build
Policy LD1 Landscape schemes

Natural Resources and Waste Local Plan:

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

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

Supplementary Planning Guidance / Documents:

- 8.6 SPG10 Sustainable Development Design Guide (adopted).
SPG13 Neighbourhoods for Living (adopted).
SPG22 Sustainable Urban Drainage (adopted).
SPD Street Design Guide (adopted).
SPD Designing for Community Safety (adopted).

SPD Sustainable Design and Construction (adopted).

National Planning Guidance:

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

Achieving sustainable development

Building a strong, competitive economy

Section 4 Promoting sustainable transport

Section 6 Delivering a wide choice of quality homes

Section 8 Promoting healthy communities

Section 7 Requiring good design

Section 11 Conserving and enhancing the natural environment

Section 12 Conserving and enhancing the historic environment

Decision taking

Annex 1: Implementation

9.0 THE MAIN ISSUES

- 9.1 The main issues that fall to be considered are:

- Principle of the development
- Detailed technical issues including highways and parking layout
- Appearance, layout and landscaping
- Representations
- Other considerations

10.0 APPRAISAL

Principle of the Development:

- 10.1 Outline permission has been granted and the primary access is as approved from a signalised junction westwards off the Manston Lane Link Road (north – south section). The broad layout follows the masterplan approved at outline and at pre-application stage, and Members have already resolved that they are broadly content with the amount and scale of development. The comfort offered by the detail required under the conditions of the outline permission, summarised above, still applies, and the principle is therefore well established. What falls to be considered is the appearance, layout and landscaping of the scheme, together with any housing need and other policy requirements.

Detailed Technical Issues including Highways and parking layout:

- 10.2 In these regards there are a number of outstanding technical issues in relation to detailed highways layout on a plot by plot basis, such as road/footway width and position, access positions, radii curves and parking issues. There is also a question over the arrangement of accesses from the spine road immediately off the MLLR, where it passes the approved mixed uses on the masterplan adjacent to the east of the site. This is perhaps unsurprising on a development of this type, and in the context

of the wider mixed use development. There are also some detailed planning policy issues to resolve, however subject to the receipt of amend plans/information these matters should be resolved relatively easily. Discussions with Redrow are ongoing and positive in all of these areas and an update will be provided at the meeting.

Appearance, Layout and Landscaping:

10.3 The main purpose of this position statement is to seek Members views regarding Redrows response to the various design concerns that were highlighted at the pre-application presentation stage. As already described above, there are still some outstanding issues that officers are working to resolve but fundamentally some feedback regarding matters of design and layout is requested as the initial approach, particularly regarding house types was not well received. To assist Members with this request, a summary of the comments made during the pre-application presentation is provided below. The minutes of the 2nd February meeting of the Panel record the following discussion points:

- Members made reference to the outline Design Code Addendum for the site, earlier Member consultation on the proposals, and the expectation for a contemporary design of house types.
- The design of the proposed house types was not inspiring.
- This was a unique location, and traditional house types was unacceptable in this context, and “incredibly disappointing”, members wish to see a contemporary, highly sustainable design to complement the design features of the wider Thorpe Park development.
- Members queried if there were any ongoing discussions about transport links.
- The easternmost green finger was weak and needed to be enhanced to connect into the site and the adjacent park in line with the approved masterplan.
- There were concerns about the small size and northern orientation of the gardens to the railway line.

10.4 In responding to the issue of transport links officers clarified that there was a £300,000 contribution under the legal agreement relating to the outline permission and the wider Thorpe Park permission, and that this enabled a 30 minute frequency bus service to be established. The minutes go on to record the following conclusions and feedback of Members, with an update following after each:

- Members expressed the view that the house types be of a modern/contemporary design to complement the design features of the wider Thorpe Park development.

[The applicant's design response and a series of questions are set out below]

- Subject to addressing the aural amenity concerns affecting the gardens adjacent to the railway line to the north, there were no adverse comments/concerns in respect of this aspect of the layout of the development.

[Redrow confirm details of this will flow under condition discharge applications]

- The development should have active frontages at ground floor and the development should follow the approved masterplan facing central park in this regard.

[Flats over garages are being removed from the scheme]

- Members were “relaxed” at the scale (height) and amount of development (number of dwellings) however, highway capacity was an important consideration and would be a determining factor for any amount in excess of the 300 figure approved as conditioned at outline stage.

[The scale and amount of development are within the approved parameters]

- It was noted that little additional detail was provided of landscaping and that green infrastructure and greenspace provision required improved “green finger” connectivity between the different phases and also to Central Park, in respect of the easternmost ‘green finger’

[This concern has been reiterated by officers, the layout plan is being amended, and this will be reported at the meeting]

10.5 In responding positively to these comments Redrow have sought to introduce a more contemporary design of dwelling facing central park and the main Thorpe Park developments. Two broad character areas are now proposed. That which faces central park and running up the ‘green fingers’ which project into the development now makes use of a more contemporary design, using brick, light render and timber cladding with grey windows, similar to the style of dwellings which members saw at Derwenthorpe. Design colleagues comment that they are more contemporary in appearance and are considered to be based on simplicity, having a balanced order in terms of window to wall ratios and window proportions, making use of a simple palette of materials in a disciplined manner. Some of the palette of materials continues into the second character area bringing overall cohesion and consistency to the development as a whole.

10.6 In responding to Members’ concerns Redrow have also agreed to remove the flats over garage units (6 No.) to ensure a continuous active frontage with the park. Whilst officers had expressed some concerns about the easternmost ‘green finger’ as initially shown, Redrow have now revised this detail in view of the concern of Members expressed earlier, and it is now in more in line with the approved masterplan.

Representations:

10.7 The Civic Society has no objection to the design per se though they comment that the division into two character areas is arbitrary. They also comment that the flats seem bulky and boxy in contrast with the house and that any solar panels should be within the planes of the roofs, and not bolted on later. In response and following the advice of design consultees Redrow are removing the parapets from the flats to reduce their massing, and are addressing other more detailed design concerns. In relation to the solar panel comments Redrow have been advised of the need to demonstrate the incorporation of solar panels into roof planes. With regard to the objection to the relationship with the proposed station and the sustainability of the density of the development, there is a limit to the number of dwellings that can be accommodated from a single access from the MLLR (300), and the outline permission with approved masterplan and parameters pre-date any planned station.

Other Considerations:

10.8 The applicant is responding to the housing mix and housing type policy concerns and the comment of the Coal Authority, and the revised housing mix will be reported to the meeting. In relation to nature conservation the Great Crested Newts have already been relocated from the site to receptor ponds to the west under licence from Natural England. The boundary treatment detail to the west is being revised to ensure no unauthorised access to the ponds is made by future residents, in order to protect them. The approved water features in central park require a biodiversity enhancement plan by condition and existing conditions cover the requirements for a Great Crested Newt Licence.

11.0 CONCLUSION AND QUESTIONS

11.1 Permission in principle has been granted with a single access off the MLLR and Members are content with the scale and amount of development. Whilst there are a number of detailed policy considerations in relation to housing mix and type, and technical aspects to consider on a plot by plot basis, Redrow are currently responding positively to requests to address these points. At this stage therefore officers would be grateful if, having received the Panel presentation and any update the Panel could provide its views in response to the following questions:

Question 1: Are members content with approach of having two character areas and the more contemporary design now proposed?

Question 2: Are members content with the active frontages with central park?

Question 3: Are members content with the overall masterplan in relation to the green infrastructure, and specifically the easternmost green finger?

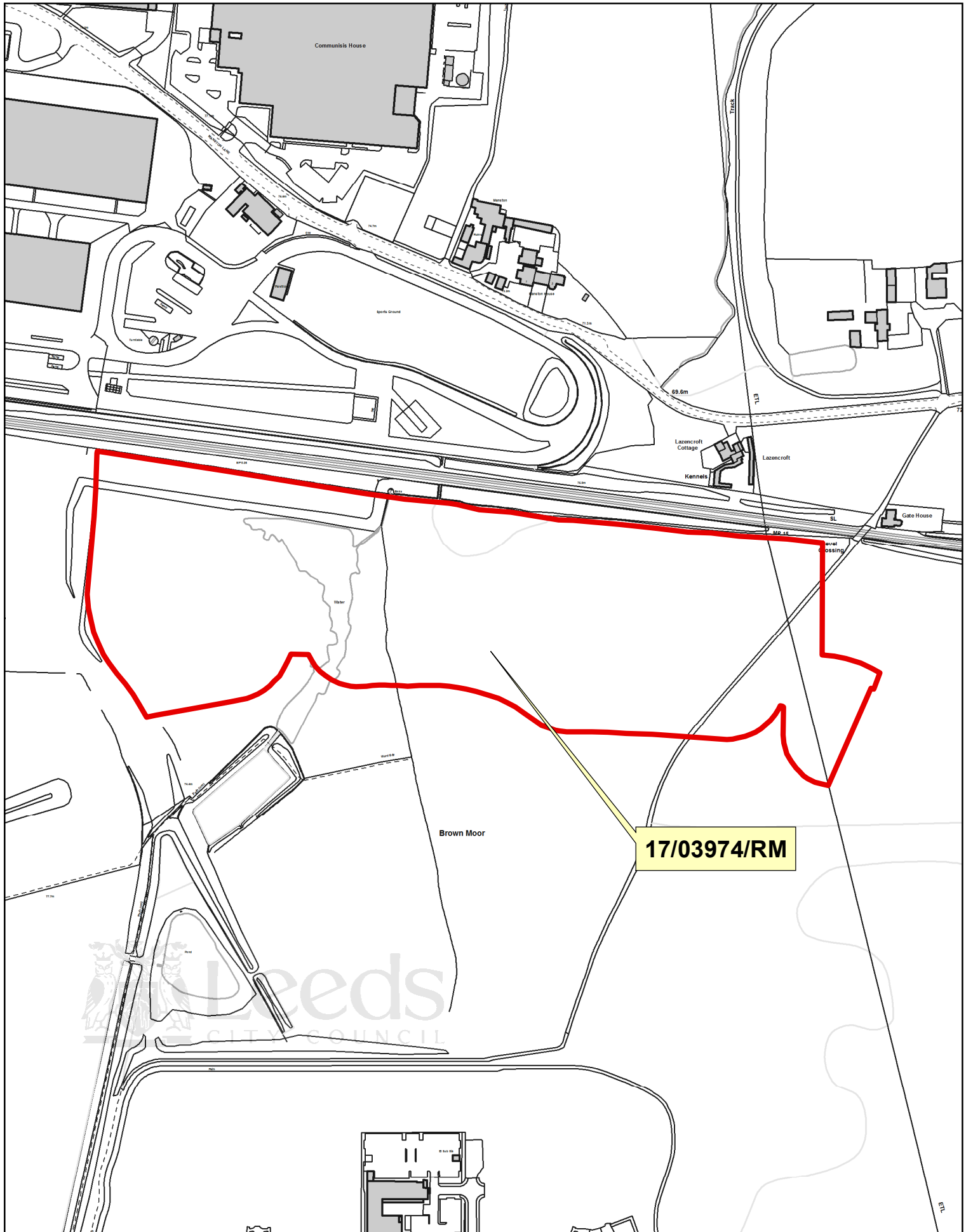
Question 4: Are there any other issues Members would like to raise?

Background Papers:

Case files: 14/05481/OT
PREAPP/16/00661
17/03974/RM

- Typology A Contemporary
- Typology B Traditional
- Affordable Housing Plots





CITY PLANS PANEL

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