



Leeds
CITY COUNCIL

Originator: Susie Watson

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Report of the Chief Planning Officer

PLANS PANEL WEST

Date: 15 July 2010

Subject: APPLICATION 10/02226/LA– OUTLINE APPLICATION FOR RESIDENTIAL DEVELOPMENT COMPRISING OF C2 (RESIDENTIAL INSTITUTIONS) ON LAND AT FARRAR LANE, ADEL.

APPLICANT
Leeds City Council

DATE VALID
14 May 2010

TARGET DATE
13 August 2010

Electoral Wards Affected:

Adel & Wharfedale

Y

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

GRANT PERMISSION subject to the following conditions.

1. Submission of Reserved Matters.
2. Time limit on outline permission (3 years).
3. Plans to be approved.
4. Samples of walling and roofing materials to be submitted.
5. Provision for contractors during construction.
6. Areas to be used by vehicles to be laid out.
7. The car park must be completed and available to vehicles prior to the first occupation of any dwelling on the site.

8. Prior to the development being brought in to use details of the alterations/improvements to the existing ramps to the rear of the Holt Park District Centre to make them DDA compliant.
9. Prior to the development being brought into use details of facilities to be provided for the parking of cycles which belong to members of the public and staff.
10. Submission of landscape details.
11. Landscape implementation.
12. The Reserved Matters for approval shall include an arboricultural survey of the existing trees on site. This shall indicate trees to be retained and trees to be removed.
13. Preservation existing trees/vegetation
14. Protection of trees/other vegetation
15. Provision for replacement of trees.
16. Details of fencing and walls to be provided.
17. Submission of Phase 1 Desk Study.
18. Amendment to remediation statement.
19. Submission of verification reports.
20. Measures to prevent mud, grit and dirt being carried onto the public highway from the development shall be submitted for the approval and shall be implemented at the commencement of work on site.
21. A scheme to prevent dust generated by construction vehicles in dry weather conditions shall be submitted for the approval and shall be implemented at the commencement of work on site.
22. Separate systems of drainage to be provided.
23. No development until details of works for dealing with foul and surface water discharges have been submitted for approval.
24. The site shall be drained by sustainable drainage methods with infiltration methods used in preference.
25. No piped discharges of surface water from the application site shall take place until the surface water drainage conditions approved under the foregoing conditions have been completed.
26. Unless otherwise agreed in writing by the local planning authority, no building or other obstruction (including trees) shall be located over or within 3.0 (three) metres either side of the centre line of the sewers, which cross the site.
27. Notwithstanding the plans hereby approved, full details of the servicing and access arrangements for the development shall be submitted to and approved in writing by

the Local Planning Authority no later than the submission of the first Reserved matters application. The servicing and access arrangements thereby approved shall be implemented prior to the first occupation of the development.

28. The first Reserved Matters submission shall include plans of and sections through the site showing details of the existing and proposed ground levels with a fixed datum point within and outside the development site and proposed finished floor levels shall be submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved details.
29. Prior to the commencement of development a scheme detailing the future of the existing sheltered housing complex (to include details of its demolition, the removal of waste, the remediation and restoration of land and the on going maintenance of the land) shall be submitted to and approved in writing by the Local Planning Authority. This land shall be reinstated as an open green space and shall be managed in accordance with a management plan that has been agreed in writing with the Local Planning Authority. The development shall be carried out in accordance with the details thereby approved.
30. No development shall commence until a scheme has been submitted to approved in writing to deliver public transport improvements.
31. All occupiers of the development, other than staff, shall be in need of care and satisfy a qualifying criteria in accordance with a scheme which shall be submitted to and agreed in writing by the Local Planning Authority.
32. Submission of updated travel plan to include arrangements for monitoring.

1.0 INTRODUCTION:

- 1.1 This application is brought to the Plans Panel because it relates to a substantial and significant redevelopment proposal of significant community interest to the Adel area of the city in addition to the immediate area surrounding the site.
- 1.2 Lifetime Neighbourhoods for Leeds is a housing PFI project which subject to Government approval will result in the development and 25 year management of at least 675 new build homes for older people, comprising of both extra care and general needs units. This site is one of seven sites which are currently under consideration for a combination of both extra care and general needs housing across the City. A further 4 applications will be submitted in a second phase.
- 1.2 All properties will meet Lifetime Homes standards and Code for Sustainable Homes Level 4/BREEAM Very Good as a minimum. In July 2009 the Homes and Communities Agency (HCA) approved the Council's Expression of Interest for the project. An Outline Business Case is now being prepared which will be submitted to the HCA in the summer. This includes detailed costs and outputs for all sites which have been prioritised under this scheme. Outline planning approval must be obtained for these 11 sites prior to the PFI contract procurement process, which is programmed to commence in early 2011.
- 1.3 The Lifetime Neighbourhoods for Leeds project is the result of a partnership between Housing, Regeneration, Adult Social Care and Health. It will create or enhance services for older people across a number of neighbourhoods in Leeds to enable residents to lead more active and independent lives. The project seeks to strengthen existing neighbourhood regeneration strategies and focuses on the

provision of new and high quality, affordable homes with extra care options for older people. It also supports the City Council's vision that neighbourhoods in Leeds will be transformed into places that are mixed, cohesive and able to meet the aspirations of all residents. This includes ensuring the availability of a range of housing, health and support services to meet varying lifetime needs. By investing in the needs of older people, their valuable contribution to achieving mixed and sustainable communities will be enhanced leading to the improved inclusion and social well being of our local neighbourhoods.

2.0 PROPOSAL:

- 2.1 This application is seeking outline planning permission for residential development on an area of land measuring 1.47 hectares and comprising of part of the former Ralph Thoresby High School and the existing Farrar Lane sheltered housing complex. Consent is sought for the access to the site only, with appearance, landscaping, layout and scale all reserved for subsequent approval.
- 2.2 The proposed residential development is part of the Lifetime Neighbourhoods for Leeds project which aims to provide new housing over a 5 year period from 2013 to 2018, with the aim of creating and enhancing services for older people across Leeds, enabling residents to lead more active and independent lives.
- 2.3 The proposal seeks to demolish the existing two storey sheltered housing complex and replace it with new Extra Care accommodation for the over 55's. The number of units is yet to be finalised but it is expected to be in the region of 60 units and will comprise a 60:40 mix of 2-bed and 1-bed flats. It is intended that the proposed development will be built before the occupiers of the existing sheltered housing are decanted and the existing buildings demolished. On site amenity space and resident and visitor parking will be provided.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application site comprises of part of the former Ralph Thoresby High School and the existing Farrar Lane sheltered housing complex. It is accessed off Farrar Lane and abuts Holt Park District Centre to the north. Residential properties are located opposite the site to the south and to the east is the existing bus turn-around and District Centre car parking.
- 3.2 Planning permission has recently been granted for a new 'wellbeing' centre to the north west / west of the application site and to the west of that is the new Ralph Thoresby School, a two storey facility completed in 2007.
- 3.3 The site slopes downwards from north to south and also downwards from west to east across the southern part of the site. There are a number of trees within the site. These are protected by a tree preservation order.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 There is no relevant planning history relating to the existing sheltered housing complex. The erection of the new Ralph Thoresby School (26/380/04/OT and 26/748/04/RM) on land west of the application site has left the application site vacant. Planning permission has recently been granted (09/02578/OT and 10/01088/RM) for a Wellbeing Centre to replace the existing Holt Park Leisure Centre on the remainder of the old school site, immediately west / north west of the current application site.

5.0 HISTORY OF NEGOTIATIONS:

5.1 Extensive discussions have taken place involving pre- application work and design workshops with key stakeholders. Community consultation and feed back events have also been held to help inform the development process. Briefing sessions with Ward Members have also taken place.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 The aforementioned public consultation exercise extended over 3 months and started in March 2010. This has given all residents in the area the opportunity to comment and involved leaflets, drop-in sessions, residents meetings and display and notice boards in local libraries and community centres. A number of stakeholder groups have also been involved including LCC Adult Social Care, LCC Housing Services, Ward Members, Executive Members, tenants and residents, families and carers, community groups and local businesses.

6.2 The proposals were generally supported, especially by local residents who acknowledge the need for improved housing provision for older people in the area. However, concern was raised that the proposals would have an adverse impact on the level of traffic on access roads, primarily Farrar Lane. Comments have been formally received from 30 local residents.

6.3 The application has been advertised by site notices posted on 2 June 2010 and by a newspaper advert published in the Leeds Weekly News on 10 June 2010. The application has been advertised as a major development which is a departure due to the development involving part of a former playing pitch. To date (1 July) no representation have been received from the public.

7.0 CONSULTATIONS RESPONSES:

7.1 Sport England comment that although the site does not have a playing field as defined in the Playing Field Direction, Sport England are a statutory consultee by virtue of the N6 designation. The school was demolished with all playing field and sports facilities replaced on the adjacent Ralph Thoresby School site. Given all replacement playing field has been provided and is in use, Sport England is satisfied that the proposal meets one of the exceptions (E4) of Sport England's playing field policy. As such no objections are raised.

7.2 The Council's Highway Engineer states that the scheme raises no specific road safety concerns and make the following comments.

- The vehicular access to the site would be in a similar position to the existing access but would be designed to adoptable standards as identified in the Council's Street Design Guide. However, an adopted footpath from the turning head to the adjacent Public Open Space beyond must also be provided. This should be 3m wide and have barriers to prevent access by motorcycles. The applicant's red line site boundary plan will have to be amended to include the access improvements and must also include the area of existing roadway from which the access is taken which is not adopted highway. The applicant's will be required to make this area of roadway up to adoptable standards along with the footway which links the development site to the bus terminus which must also be within the redline.

- Given there would be a maximum of 8 staff on site at any one time and that the future residents would be adults over 55 years of age with varying care needs and that the site is well located in respect of access to Public Transport and local facilities the level of car parking proposed, i.e. 31 spaces, is considered to be sufficient.

7.3 Colleagues working on the New Generation Transport (NGT) scheme have stated that the proposed development will generate a large number of trips, a proportion of which will have to be accommodated on the public transport network. The scheme has been assessed in accordance with the City Councils adopted Supplementary Planning Document (SPD) “Public Transport Improvements and Developer Contributions”. The development falls within a C2 (Residential Institution) use and the threshold for public transport contributions is 30 units. It is clear that the proposed use will have a significant travel impact. Under the terms of the SPD guidance a financial contribution proportionate to the travel impact of the scheme will be required towards the cost of providing the strategic transport enhancements which are needed to accommodate additional trips on the network.

In this case a contribution in the order of £11,617 should be sought based on 60 C2 units. In calculating the required sum a deduction of 10% has been incorporated to take account the previous trip generation on the site and out of peak hour trips.

7.4 Metro state that several bus services run next to the development serving various locations including Leeds, Headingley, Horsforth and Cookridge. Future residents would benefit if one of Metro’s new ‘live’ bus information displays were to be erected at bus stop numbers 10754 and 10755 at a cost of approximately £10,000 each (including 10 years maintenance) to the developer. The displays are connected to the West Yorkshire ‘real time’ system and give accurate times of when the next bus is due, even if it is delayed.

7.5 Colleagues in Public Rights of Way advise that the site is located within an area of Leeds currently excluded from the coverage of the Definitive Map. However, this does not preclude unrecorded public rights of way from being present within this area. This office has no objection to the proposal as a nearby footpath is shown in the Design and Access Statement as being open and available between the shops and housing estate.

7.6 Yorkshire Water state that if planning permission is to be granted conditions relating to separate systems of drainage, no development until drainage details agreed, no discharge of surface water until drainage works completed and no building within 3m of the sewers which cross the site should be included.

They also advise that:

- There are public surface water and public foul sewers recorded to cross the red line site boundary. The presence of the pipes may affect the layout of the site and as such may be a material consideration in the determination of the application.
- The local public sewer network does not have capacity to accept any additional discharge of surface water from the proposal site.
- The use of Sustainable Systems (SUDS) should be encouraged.
- Discharges to the public sewer must be on a like for like basis and take into account climate change i.e. have a reduction of a minimum of 30%.
- The developer will have to demonstrate positive drainage to the public sewer.

7.7 The Council's Drainage Engineer states that if planning permission is to be granted conditions relating to no development until drainage details agreed, no discharge of surface water until drainage works completed, submission of a feasibility study into the use of infiltration drainage, restriction of surface water flows from the development, details of on-site storage for additional run-off from storm events to be agreed, no trees or structures within 3m of the public sewer, porous surfacing to be used where practicable and submission of a Flood Risk Assessment, should be included.

They also state that the final drainage proposal must be supported with appropriate calculations and confirmation of the present drainage arrangement in order to determine and justify the final detail proposals for surface water disposal from the site. Attention is drawn to the extract from the Drainage Impact Assessment (DIA) which reiterates the council's requirements that surface water discharges from Brownfield sites should be reduced.

7.8 The Environment Agency states that the proposed development will only be acceptable if the measure(s) detailed in the Flood Risk Assessment are implemented and secured by way of a planning condition on any planning permission. They also state that surface water run-off should be controlled as near to its source as possible through a sustainable drainage approach to surface water management.

7.9 The Council's Contaminated Land Officer has no objections to planning permission being granted as long as conditions relating to the submission and approval of a Phase I Desk Study, notification of unexpected contamination during development, submission and approval of a verification report upon completion of remediation works are required.

7.10 The West Yorkshire Police Architectural Liaison Officer supports the development and advises that the proposal should be designed to ensure a safe and secure environment and reduce the opportunities for crime. It would benefit from achieving the Secured by Design award and a number of design principles relating to design out crime are recommended.

8.0 PLANNING POLICIES:

8.1 Unitary Development Plan (Review 2006)

The south west corner of the site is designated as protected playing pitch (N6) and urban green corridor (N8). The site is also situated adjacent to Holt Park District Centre (S2).

GP2 – supports the development of vacant and under-used sites.

GP5 - seeks to ensure that development proposals resolve detailed planning considerations, including amenity.

BD5 – requires new buildings to give consideration to both their amenity and that of their surroundings.

N2 – supports the establishment of a hierarchy of green spaces.

N4 – relates to the provision of green space in new residential developments.

N6 – restricts development on playing pitches.

N8 – requires development in urban green corridors to ensure the function of the land is retained, enhanced or replaced.

N10 - development will not be permitted which adversely affects a public right of way.

N12- states that development proposals should consider and respect spaces between buildings; the best buildings of the past; good design; character and scale; encouragement of walking and cycling; adaptability for future uses; the needs of the elderly and people with disabilities and restricted mobility; visual interest; and crime prevention.

N13 - requires all new buildings to be of high quality and have regard to character and appearance of surroundings.

N23 – incidental space around built development should provide a visually attractive setting.

H4 – relates to residential development on sites not identified for that purpose.

H9 – seeks to ensure a balanced provision of housing types.

H10 – requires proposals to consider the suitability of a site to accommodate development specifically for the elderly and disabled.

T2 – developments need to be adequately served by existing or proposed highways, capable of being served by public transport and have provision for safe and secure cycle use and parking.

T5 - safe and secure access for pedestrians and cyclists should be provided to new development.

T6 - satisfactory access to new development for disabled people and people with mobility problems should be provided.

T7A - secure cycle parking is required in new developments, to reflect standards in UDP Appendix 9.

T24 - parking provision to reflect the guidelines set out in UDP Appendix 9.

LD1 - development proposals should protect existing vegetation, allow sufficient space around buildings to retain existing trees in healthy condition and allow new trees to grow to maturity.

8.2 Supplementary Planning Documents

Neighbourhoods for Living.

Designing for Community Safety.

Travel Plans

Public Transport Improvements and Developer Contributions

8.3 National Planning Policy

Planning Policy Statement 1 Delivering Sustainable Development (PPS1) sets out the Government's overarching planning policies on the delivery of sustainable development through the planning system and aims to improve urban design.

Planning Policy Statement 3 Housing sets out the Government's policy on housing and aims to ensure that everyone has the opportunity of living in a decent home.

9.0 **MAIN ISSUES:**

1. Principle and suitability of site.
2. Design and landscape.
3. Access, traffic and car parking.

10.0 **APPRAISAL:**

Principle and suitability of site

- 10.1 A large proportion of the application site was last used as a school and is therefore considered to be Brownfield land. The remaining area also contains an existing

sheltered housing development (containing approximately 33 units) which is dated and in need of investment. The scheme involves the demolition of this existing facility and the redevelopment of a modern purpose development to deliver extra care, which will be integrated and linked to the adjoining S2 District Centre. The development is therefore well placed to connect and link into existing and proposed facilities and to provide a more logical pattern for access and movement. The site is very sustainable given this connection to the District Centre and public transport connections. In this context, the proposed redevelopment of the site for the purpose proposed is considered to be acceptable in principle.

- 10.2 Given the sites former use as a school site, part of the site is designated as N6 playing pitch and N8 urban green corridor.
- 10.3 Planning consent was granted for the new Ralph Thoresby School in 2004 and this effectively re-provided the provision of playing pitches as part of that proposal. It is clear that the N6 playing pitch designation is therefore an historic arrangement given that this area is now derelict and no longer functional.
- 10.4 This area of land does contain some trees and other greenery but it also contains areas of hard standing from the previous school use. As such, and having looked at the wider issues in the area, it is considered appropriate in this instance to allow development on a small area of this land. As previously discussed, a new school and associated facilities have been provided west of the application site resulting in this site being declared surplus to operational requirements. It must also be borne in mind that the proposals will help provide satisfactory and much needed accommodation for the elderly and will help contribute to the regeneration of Holt Park District Centre. Furthermore, a condition (number 29) is recommended to ensure that satisfactory green space is retained in the locality by reinstating the site of the existing sheltered housing complex as open green space.
- 10.5 Sport England have been consulted regarding this issue and given the context, have raised no issues to the principle of development.

Design and landscape.

- 10.6 The application is in outline only with no details of the proposed building(s) being provided. The application site is located in a prominent and important position in relation to the surrounding community. It is intended that the building will have a general height 3 storeys but that it will remain domestic in scale. It is suggested that this will be achieved through breaks along the frontage length, most likely at points of change in levels, or by setting back.
- 10.7 Although the exact layout has yet to be determined an indicative layout plan has been submitted. This has evolved over a period of time from weekly workshops and meetings with technical experts. This indicative layout shows the proposed building located on the northern part of the site. An internal courtyard area is indicated within the centre of the building and a car park would be provided in the south western corner.
- 10.8 Not only will a high quality building be required but also quality landscaping proposals will be needed to help assimilate the development into its surroundings, especially in views from Farrar Lane. This will contribute towards the attractiveness of the building and the public realm. Provision will also need to be made to assess the quality and health of the existing trees, which are protected by a TPO and

ensure that, wherever possible, existing good, healthy trees are retained as part of the detailed design scheme.

- 10.9 The existing sheltered housing will be demolished once the new building is completed and existing occupiers have been decanted into the new development. It is considered highly important that the site of the existing building is not left in an untidy or derelict state. As such, a condition requiring the submission of a scheme for the treatment of this land is recommended.

Access, traffic and car parking.

- 10.10 The vehicle access to the site will be taken via the existing bus turn around off Farrar Lane. The site is well-served by public transport, with bus termini adjacent to the existing Asda store and off Farrar Lane. It is likely that car parking will be located in the south west corner of the site.

- 10.11 As well as been located in an area well served by public transport, the development is for affordable housing for those over 55. Car ownership is therefore expected to be low and the car parking demand is envisaged to be below Unitary Development Plan guidelines. 33 parking spaces are currently indicated but this will be re-assessed when the detailed proposals are finalised. It is intended that as well as providing designated disabled parking bays the majority of spaces will be wider than standard bays to make it easier for the less mobile to access vehicles. A dedicated ambulance space will be provided.

- 10.12 In section 5 of the Transport Statement the applicants outline accessibility improvements including the introduction of dropped kerbs and tactile paving at various locations around the site and improvements to the ramps in the pedestrian concourse to the rear of the Holt Park District Centre. Pedestrian accessibility via this rear area is particularly poor especially for those who are less able bodied and as part of the proposals it is essential that the ramps are compliant with the requirements of the Disability Discrimination Act (DDA) at the developer's expense. A condition relating to this is recommended.

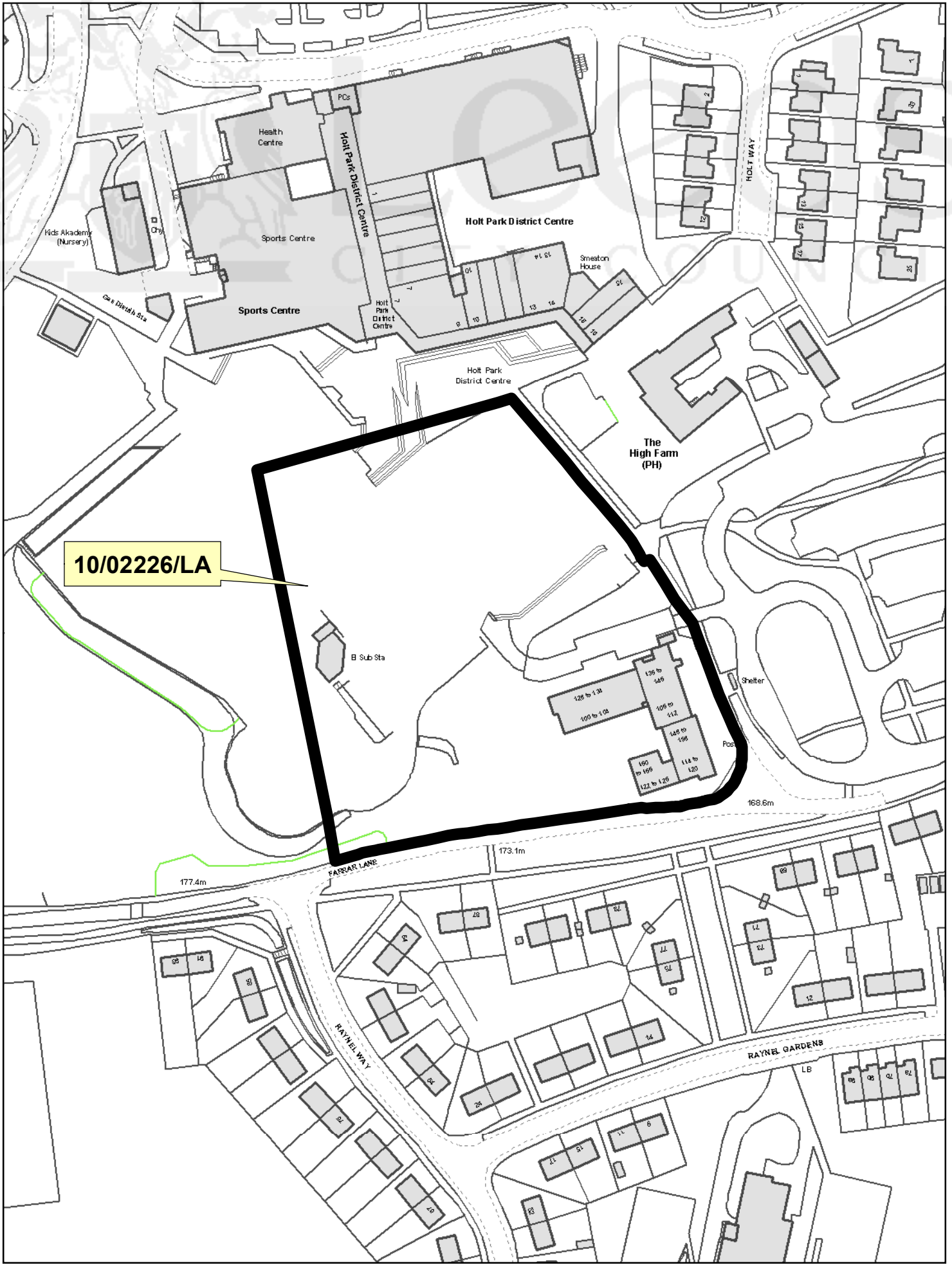
11.0 CONCLUSION:

- 11.1 The proposed scheme would help provide much needed housing in this area of north Leeds and would provide a safe and appropriate access to the site. Therefore, after careful consideration of all relevant planning matters, it is recommended that the application be approved.

Background Papers:

Application file 10/02226/LA.

Certificate of Ownership – signed as applicant.



10/02226/LA

WEST PLANS PANEL

 Scale 1/1500

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