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**Report of the Chief Planning Officer**

**SOUTH AND WEST PLANS PANEL**

**Date: 20<sup>th</sup> June 2013**

**Subject: Application 13/01100/RM – Demolition of existing buildings, laying out of access roads and erection 106 houses. University of Leeds, Bodington Hall. Otley Road, Adel LS16 5PT**

**APPLICANT**

David Wilson Homes Ltd

**DATE VALID**

25<sup>th</sup> March 2013

**TARGET DATE**

24<sup>th</sup> June 2013

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**Electoral Wards Affected:**

Weetwood & Adel and Wharfedale

☐ Yes

Ward Members consulted

**Specific Implications For:**

Equality and Diversity ☐

Community Cohesion ☐

Narrowing the Gap ☐

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**RECOMMENDATION:**

**GRANT PLANNING PERMISSION subject to the following condition**

1. Development to be carried out in accordance with the approved plans.
2. Notwithstanding the approved plan and prior to first occupation, all windows on each elevation shall have artificial stone heads and cills and all doors on each elevation shall have artificial stone heads.
3. In reaching a decision the case officer dealing with the application has worked with the applicant/agent in a positive way to produce an acceptable scheme in accordance with paragraphs 186 and 187 of the National Planning Policy framework.

In approving these reserved matters the City Council has taken into account all material planning considerations including those arising from the comments of any

statutory and other consultees, public representations about the application and Government guidance and policy as detailed in the National Planning Policy Framework and (as specified below) the content and policies within Supplementary Planning Guidance (SPG) and The Development Plan consisting of the Leeds Unitary Development Plan Review 2006 (UDPR), the Natural Resources and Waste Local Plan 2013 (NRWLP) and the emerging Publication Draft Core Strategy Nov 2012 (DCS).

GP5, N2, N4, N12, H4, H11, H12, H13, T2 and T24.  
Neighbourhoods for Living

On balance, the City Council considers the development would not give rise to any unacceptable consequences for the environment, community or other public interests of acknowledged importance.

## **1.0 INTRODUCTION**

- 1.1 This application is brought to South and West Plans Panel due to the local interest in the scheme and the scale of the proposed development. The site is located within the Weetwood Ward but is also adjacent to the Adel and Wharfedale ward. Accordingly, members of both wards have been consulted to keep them informed of the development proposals.
- 1.2 Members will recall that the application 12/02071/OT for outline consent for residential development, with an indicative master plan for 160 dwellings, was brought to Plans Panel on 13<sup>th</sup> June 2012. Members resolved to defer and delegate approval of planning permission subject to the completion of a Section 106 agreement securing affordable housing provision at 15 percent of the total number of dwellings, on site provision of greenspace and an off site contribution, off site highway works, education contribution and travel planning measures and monitoring fee and public transport infrastructure contribution. Planning permission was subsequently granted with a Section 106 agreement securing these contributions and all relevant conditions.
- 1.3 This application seeks permission for all reserved matters; access (within the site); appearance; landscaping; layout and scale. Members are advised that the consideration of this application is limited to these issues. The principle of developing the site and the vehicular access arrangements on Otley Road and Adel Lane were agreed through the outline application.

## **2.0 PROPOSAL:**

- 2.1 The proposed development comprises the laying out an access road and construction of 106 dwellings.
- 2.2 The highway layout provides vehicular access from Otley Road and Adel Lane. The internal arrangements involves a central loop road with a series of cul-de-sacs providing vehicular access to each dwelling.
- 2.3 The proposed dwellings are predominately large detached properties with 66 five bedroom and 24 four bedroom proposed. 16 two and three bedroom terrace properties are proposed and these form the affordable housing units for the development.

2.4 A range of 10 different house designs are proposed across the site all with a traditional design, form and use of architectural detailing. A mixture of brick and artificial stone is proposed, with three pockets of brick properties and two pockets of artificial stone located across the site. The houses are predominantly 2 storey in height.

2.5 An area of public open space is located within the centre of the site.

### **3.0 SITE AND SURROUNDINGS:**

3.1 The site is a recently closed purpose built halls of residence with accommodation for approximately 1000 students. There are several blocks on site of various heights but generally the blocks are 4-5 storeys high. The site is bordered by N6 protected playing pitches to the south and government office buildings to the north.

3.2 The site is covered by a group Tree Preservation Order. This includes the trees belts located to the west, north and east which form a buffer around the developable areas of the site and the individual trees located throughout the site.

3.3 The wider area is largely characterised by two storey residential properties though there are some commercial and non residential premises to the north of the site.

### **4.0 RELEVANT PLANNING HISTORY:**

4.1 11/05065/OT- Outline Application for residential development, including means of access and demolition of existing buildings. Refused March 2012: for lack of information being submitted to demonstrate Adel Lane could be used safely for access, concerns over the indicative masterplan not responding to local character, lack of information for sustainable design and construction and non-compliance with S106 requirements.

12/02071/OT: Outline Application for residential development including means of access and demolition of existing buildings – Approved subject to conditions and Section 106 agreement

### **5.0 HISTORY OF NEGOTIATIONS:**

5.1 Prior to the submission of the reserved matters application, discussion took place regarding the layout of the proposal. The applicant was advised that the scheme, with the reduced number of dwellings and resulting lower density development would likely be acceptable subject to the retention of the important protected trees on the site, appropriate design and use of materials for the dwellings and an acceptable highway and parking layout.

5.2 The applicant has undertaken a Community Involvement event. Feedback from the local residents attending the event primarily related to concerns with the use of the Adel Lane access, the mix of housing and the appearance of the new dwellings.

### **6.0 PUBLIC/LOCAL RESPONSE:**

6.1 17 letters of representation have been received to the publicity of this planning application to date. The following issues have been raised:

- Concerns over use of Adel Lane with the impact this will have on highway safety and congestion locally. Consideration should be given to closing off the access or making it one way.
- A no parking zone should be considered for Adel Lane.
- Traffic calming measures should be implemented on Adel Lane
- The new houses located on the site of the former changing rooms will be overly prominent.
- The proposal represents an overdevelopment of the site. Consideration should be given to a lower density housing scheme.
- The proposal will result in a significant increase in demand for local school places.
- The site is located away from local amenities.
- Affordable housing should be provided as an off site commuted sum to be used to bring surplus student houses into use as affordable family homes.

## **7.0 CONSULTATIONS RESPONSES:**

Contaminated Land: No objections subject to conditions

Highway Development Control: No objections

Environment Agency: No objections subject to conditions

Housing: No objections

Yorkshire Water: No objections

Affordable Housing Team: No objections

Environmental Protection: No objections subject to conditions

## **8.0 PLANNING POLICIES:**

As required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 this application has to be determined in accordance with the Leeds Unitary Development Plan (Review 2006) unless material considerations indicate otherwise.

### **Development Plan:**

The relevant Policies in the adopted Leeds Unitary Development Plan are listed below.

Policy SG4: Sustainable development principles

Policy GP7: Planning obligations

Policy GP5: Seeks to ensure that development proposals resolve detailed planning considerations, including amenity.

Policy N2: Greenspace

Policy N4: Greenspace

Policy N12: Urban design priorities

Policy N13: Design quality for new housing

Policy H4: Windfall housing sites

Policy H11: Affordable housing

Policy H12: Affordable housing

Policy H13: Affordable housing

Policy T2: Highways issues

Policy T24: Parking provision for new development

**Relevant supplementary guidance:**

Supplementary Planning Guidance provides a more detailed explanation of how strategic policies of the Unitary Development Plan can be practically implemented. The following SPGs are relevant and have been included in the Local Development Scheme, with the intention to retain these documents as 'guidance' for local planning purposes.

Street Design Guide SPD  
Neighbourhoods for Living SPG  
Adel Neighbourhood Design Statement

**DRAFT CORE STRATEGY**

The Publication Draft of the Core Strategy was issued for public consultation on 28th February 2012 and the consultation period closed on 12th April 2012.

The Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. On 26<sup>th</sup> April 2013 the Council submitted the Publication Draft Core Strategy to the Secretary of State for examination and an Inspector has been appointed. It is expected that the examination will commence in September 2013.

As the Council has submitted the Publication Draft Core Strategy for independent examination some weight can now be attached to the document and its contents recognising that the weight to be attached may be limited by outstanding representations which have been made which will be considered at the future examination.

**POLICY P10: DESIGN**

New development for buildings and spaces, and alterations to existing, should be based on a thorough contextual analysis to provide good design appropriate to its scale and function.

New development will be expected to deliver high quality innovative design that has evolved, where appropriate, through community consultation and which respects and

enhances the variety of existing landscapes, streets, spaces and buildings according to the particular local distinctiveness and wider setting of the place, contributing positively towards place making and quality of life and be accessible to all.

Proposals will be supported where they accord with the following key principles;

- (i) The size, scale and layout of the development is appropriate to its location and respects the character and quality of the external spaces and the wider locality,
- (ii) The development protects the visual, residential and general amenity of the area including useable space, privacy, noise, air quality and satisfactory penetration of daylight and sunlight,
- (iii) The development protects and enhance the district's historic assets in particular existing natural site features, historically and locally important buildings, skylines and views,
- (iv) Car parking, cycle, waste and recycling storage are integral to the development,
- (v) The development creates a safe and secure environment that reduce the opportunities for crime without compromising community cohesion.
- (vi) The development is accessible to all users.

#### NATIONAL PLANNING POLICY:

The National Planning Policy Framework was issued at the end of March 2012 and is now a material planning consideration. The NPPF provides up to date national policy guidance which is focused on helping achieve sustainable development. There is a presumption in favour of sustainable development. The basis for decision making remains that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The Planning System should have a role in " supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being" (NPPF paragraph 7).

#### **9.0 MAIN ISSUES:**

- 1) Design and Layout
- 2) Residential Amenity
- 3) Trees and Landscaping
- 4) Highway Safety and Parking
- 5) Other issues
- 6) Local Representations
- 7) Conclusions

#### **10.0 APPRAISAL:**

##### Design and Layout

- 10.1 Consideration has been given to the quality of the design and layout of the proposed development.

- 10.2 The layout of the development includes a central loop road with access through the site from Otley Road and Adel Lane with a series of cul-de-sacs providing access to dwellings from the main loop through road. The cul-de-sacs are of minimal length preventing a significant number of dwellings relying on a single cul-de-sac for access. Overall, it is considered the layout ensures an appropriate degree of permeability through the site.
- 10.3 The layout of the dwellings is designed to ensure that active elevations are proposed where dwellings front the highway. Where properties occupy corner plots dual elevations are used, preventing blank elevations being prominent within the street and ensuring natural surveillance is secured across the site. The front gardens of the properties will remain largely open. Where some enclosure is required in prominent locations this will be low level railing to front gardens and public open space and 1.8 metre wall and fencing where rear gardens are enclosed.
- 10.4 Ten different property types are proposed for the development with varying design, scale and form. A range of architectural detailing is used including front gables, dormer windows, headers and cills and varying roof pitches and roof heights. With regards to materials, a combination of brick and artificial stone is proposed, to be used in distinct pockets through the site. The result of this is a mixed and varied street with properties with well articulated elevations, creating visual interest throughout the site.
- 10.5 The overall density of the development is considered to be acceptable. It is noted that the density of development has been substantially reduced from the indicative layout plan of the approved Outline application plan. The indicative plan showed 160 dwelling which has been reduced to 106 dwellings. This enables a lower density development. The result of this is a generous degree of separation provided between the majority of dwellings across the development with particular emphasis on space between properties fronting the main through road of the development.
- 10.6 An area of public open space is located within the centre of the development with other small open areas are located around the retained trees throughout the site. The result of this is a spacious and relatively low density development which will afford future occupants an attractive living environment.
- 10.7 Consideration has been given to the impact the development will have on the established character of the surrounding area. The surrounding area is largely characterised by large detached residential properties set within generous plots. The proposed development reflects this established character. To the north, east and south of the site is a belt of mature and protected trees. This belt of trees provides generous screening of the site such that views of the development from surrounding streets will be limited. The dwellings replacing the changing room facilities to the south of the site will be clearly visible from the playing fields and ring road. However, these dwellings will be read against the tree belt and views will be from vantage points away from the site. These properties will therefore have only limited impact on the visual amenity of the site and surroundings.
- 10.8 It is considered the overall design and layout of the development represents a high quality scheme.

#### Residential Amenity

- 10.9 Consideration has been given to the residential amenity the development affords future occupants and any potential impact on the amenity of occupants of nearby properties.
- 10.10 The layout of the development ensures that each property is not significantly overlooked by surrounding properties, with private amenity space provided for each property. Moreover, the orientation of properties will ensure that properties are not unduly overshadowed or dominated. The large majority of properties have at least two thirds of the total floor area as usable private garden space. A limited number of properties have smaller gardens but they are still considered usable private amenity areas for future occupants. Overall the garden sizes and garden layout afforded to the proposed dwellings is considered acceptable.
- 10.11 The development is located away from neighbouring properties with the surrounding tree belt providing screening to the development. As such, no direct adverse impact is anticipated to the residential amenity of the occupants of nearby properties.
- 10.12 The proposed access arrangements are not envisaged to impact on the existing neighbouring dwellings to any significant extent. The comings and goings from the use of the existing Adel Lane access should not result in any serious impacts on the neighbouring residents. This issue was addressed during the Outline planning application and does not form part of the consideration of this Reserved Matters application. It is noted however that the internal access road is designed to be an unattractive route to discourage people from considering 'rat running' from the A660 through to Adel Lane. The internal road layout will be designed in accordance with the Street Design Guide SPD to help achieve this through a series of traffic calming features and a speed control bend and carriage way narrowing close to the access on to Adel Lane.
- 10.13 Overall, it is considered the proposed development will afford future occupants with a good level of amenity with no serious detrimental impact on the amenity of surrounding properties.

#### Trees and Landscaping

- 10.14 The site is covered by a Group Tree Preservation Order, therefore careful consideration has been given to the impact the development will have on retained trees and the appropriateness of removing a number of trees from the site.
- 10.15 With regards to the individual trees within the site, the originally submitted layout including the removal of a number of trees which have been identified as 'B' category trees. As these trees are considered to be very good specimens which contribute significantly to the landscape character and amenity of the site and would, if retained, be a positive asset to the development, this position was considered unacceptable. The layout of the development has therefore been amended to enable the retention of all individual 'B' category trees within the site. Where trees have been retained, a small area of open space has been included in the layout to provide an adequate buffer for the tree. These pockets of retained trees and associated open space contribute to the spacious, landscaped character of the development. The result is an improvement to the overall design and layout of the scheme.
- 10.16 1 'B' category tree is to be removed within the tree belt to the north of site and a number of 'C' category trees are to be removed both from within the site and within the surrounding tree belts. As part of the application process, the number of 'C' category trees to be removed has been substantially reduced. As a result of the reduction in tree removal, it is considered that the modest loss of these trees will not



result in significant harm to the landscape character of the site and is reasonable to allow the removal to facilitate the redevelopment of this site. A landscape scheme will be submitted through the condition discharge process, this will include a scheme for new tree planting to compensate for any tree loss.

- 10.17 An adequate degree of separation is provided between the development and the protected tree belt to the north of the site. This ensures that only minimal removal of trees is required in this area, preserving both the landscaped character and wildlife value of this area.
- 10.18 Careful consideration has been given to the impact the drainage scheme will have on the protected band of trees to the south of the site. It is proposed that the drainage from the site will run through this area of trees. The applicant has demonstrated the route proposed will have a limited impact on nearby trees and that a sensitive, unintrusive hand dig approach can be undertaken to ensure any damage and disturbance to the trees can be minimised. A condition was imposed on the outline permission requiring the full agreement of the drainage details. These details can be approved through this condition.

#### Highway Safety and Parking

- 10.19 The details of the vehicular access into the site from Otley Road and Adel Lane was agreed as part of the outline planning application. The internal highway layout and parking was reserved and forms part of the consideration of this application.
- 10.20 The highway layout of the development enables access to the entire site from Otley Road and Adel Lane allowing vehicles to travel through the site. However, the layout is designed such that there is no convenient direct route through the site and traffic calming measures are provided at the Adel Lane access road, this will ensure the development will not result in a convenient short cut between Otley Road and Adel Lane. Highway calming measures are provided at regular intervals through the site to ensure the 20 mph speed limit will be adhered to.
- 10.21 The cul-de-sacs are designed with adequate turning heads, ensuring vehicles can easily and safely manoeuvre in an around the development. Pedestrian access is provided with pavements enabling access across the site and shared surface areas used in the cul-de-sacs.
- 10.22 All driveways across the development are an acceptable size providing off street car parking for at least 2 cars. Where properties do not have off street parking, namely properties 96 to 101, two parking spaces in close and convenient proximity are provided. Overall, it is considered that adequate off street parking is provided throughout the development to ensure on street parking will not be an issue in future.
- 10.23 With regards to the main loop road, this has been designed to specifications which enables this to be used as a designated bus route. The developer is currently preparing additional information to show that this route can accommodate the bus. This information will be brought to Panel. This will allow buses to enter and leave the site from the Otley Road entrance. Metro have not confirmed whether a bus service will still enter the site or not but having a layout which provides for the bus adds to the development's sustainability credentials.
- 10.24 As part of the development the developer is required to undertake a range of off site highway improvements. These are:

- (i) Amendments to the right turn lane into the site from Otley Road,

- (ii) An informal pedestrian crossing point on Otley Road including linking footways, dropped kerbs and tactile paving
- (iii) A traffic calming scheme on Adel Lane between St Helens Lane and Long Causeway.

These measures are required to be implemented prior to the occupation of the first property.

#### Other issues

- 10.25 With regards to affordable housing provision, 16 units are provided. 8 of these are for social rent and 8 for submarket housing. 10 of the units are 3 bed dwellings and the remaining 6 units two bed dwellings. This range of tenure and property size are considered appropriate to meet the need for affordable housing in this locality. This complies with the requirement of the Interim Affordable Housing policy of providing 15% of the total number of units as affordable with a 50-50 split between submarket and social rented accommodation.
- 10.26 Issues relating to drainage, demolition and construction have been dealt with at the outline application stage. Conditions were imposed requiring details of drainage to be submitted together with a methodology for demolition and construction to be submitted to and approved by the Local Planning Authority. There is therefore no requirement for conditions to be imposed duplicating these requirements.

#### Letters of representation

- 10.27 It is noted that local residents have raised a number of concerns relating to the proposed development. The issues raised relating to the impact on local highway safety and congestion were fully considered and resolved as part of the outline application and are not relevant to the Reserved Matters application. As such, no weight can be given to these concerns in determining this application. It should however be noted, the developer is required to implement a number of highway improvements and calming together with a pedestrian crossing and footway as part of developing the site. These improvements are to be implemented prior to the occupation of the first dwelling.
- 10.28 Issues relating to development density, affordable housing, school provision and proximity to local amenities were also considered and resolved through the outline application and therefore are not material planning considerations in the determination of this application. The Section 106 agreement from the Outline application will ensure the development provides the required contributions towards education provision, greenspace, public transport infrastructure and affordable housing.

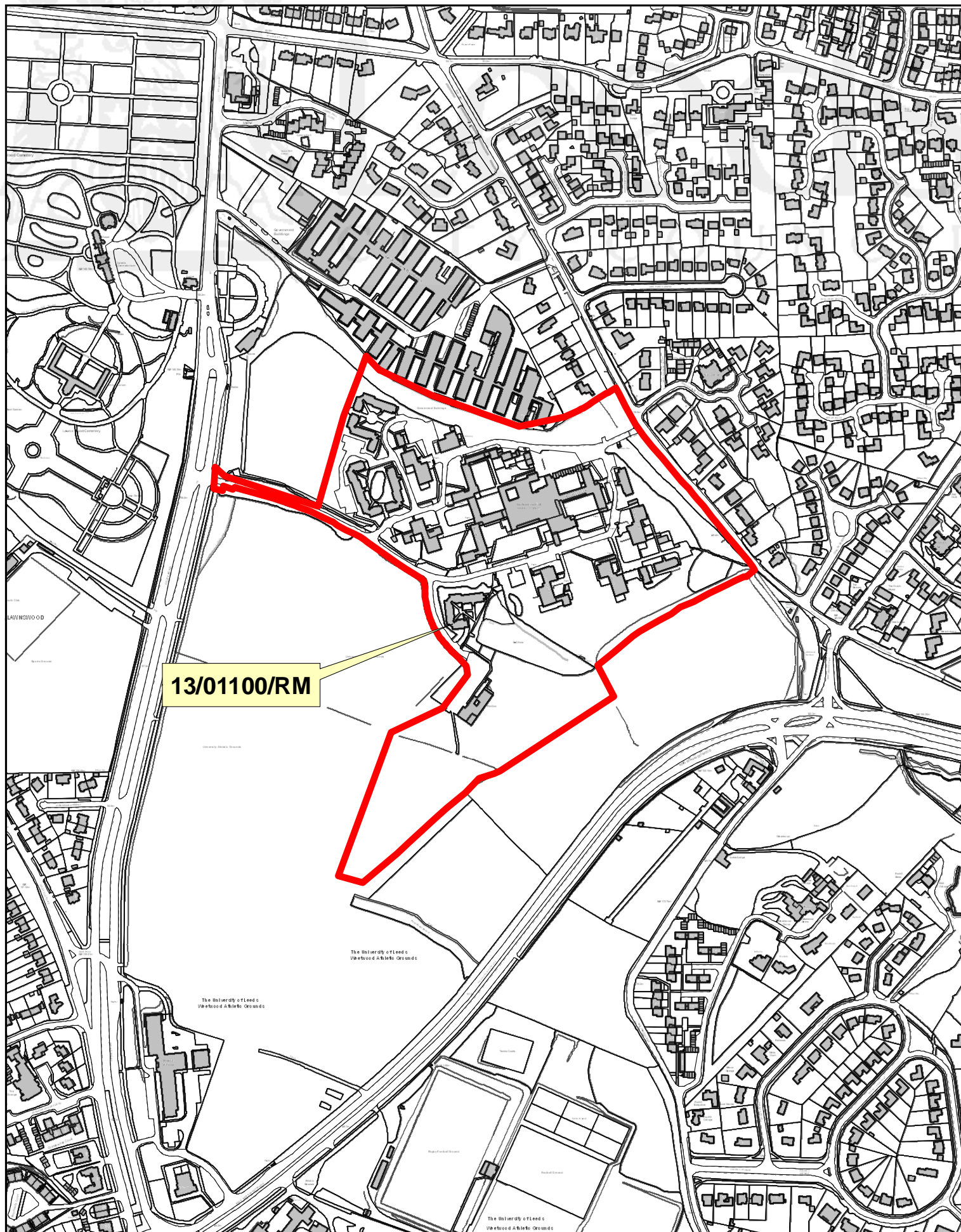
#### Conclusions

- 10.29 In conclusion, it is considered that the proposed development represents a well designed redevelopment of this vacant 'brownfield' site providing future occupants with an attractive living environment and a high level of amenity. The development will not result in any significant adverse impact on the amenity of the occupants of nearby properties and appropriate highway improvements and traffic calming measures to be provided by planning conditions will mitigate any impact on the local highway network. In light of this, it is considered that the development complies with all relevant planning policy and guidance. It is therefore recommended that planning permission is granted.

**Background Papers:**

Application and history files.

Certificate of Ownership.



# SOUTH AND WEST PLANS PANEL