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**Report of the Chief Planning Officer**

**CITY PLANS PANEL**

**Date: 21<sup>st</sup> November 2013**

**Subject: Pre-application Enquiry PREAPP/13/00924 – Outline planning application for the erection of residential development (approximately 270 dwellings), open space and associated infrastructure on land off Great North Road, Micklefield, Leeds**

**APPLICANT**

Barratt Homes

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**Electoral Wards Affected:**

**Kippax and Methley**

Yes Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

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**RECOMMENDATION:**

**For Members to note the content of the report and developer presentation and to comment on the proposals.**

**1.0 INTRODUCTION:**

- 1.1 This pre-application enquiry is presented to Plans Panel due to the size and sensitivity of the proposals when considered in conjunction with the other components of the housing allocation, including application 13/02771/OT which proposes approximately 70 dwellings on the adjacent site to the north.
- 1.2 The application site is identified within the UDP as a Phase 3 allocated housing site under Policy H3-3A.32.

**2.0 PROPOSAL:**

- 2.1 This proposal involves the erection of a residential development of approximately 270 dwellings, including open space and associated infrastructure.
- 2.2 The pre-application enquiry is accompanied by an illustrative masterplan which shows two access points being taken from Great North Road, as well as a link to the north, to the proposed development included in application 13/02771/OT.

- 2.3 The overall scheme is comprised of two parts, separated by a strategic greenspace wedge. The northern parcel of development contains a spine road linking the proposed development to the north (application 13/02771/OT), through to the Great North Road. The development within the site is illustrated as comprising a number of perimeter blocks with development backing onto the existing dwellings on Great North Road.
- 2.4 The southern parcel of land is of a wider form and comprises a spine loop, which provides access to another series of perimeter blocks. The development takes a principal access from Great North Road, but also provides for a potential access through to the southernmost end of Garden Village. Again, the proposed development would back onto the existing dwellings within Garden Village, though they are separated by an existing rear access road.

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

- 3.1 The site is a greenfield site, allocated in the UDP Review for housing, under Policy H3-3A.32. The main settlement of Micklefield is located to the west and south of the site and the A1(M) is located further away to the east, beyond which is open countryside within the Green Belt.
- 3.2 The site is largely arable farm land with some small grassed open areas and contains a small number of mature trees and some vegetation, including hedgerows around the boundaries of the site, including to Great North Road.

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

- 4.1 13/02771/OT – Outline planning application for the erection of residential development (approximately 70 dwellings), landscaping, open space and incorporating new access – under consideration.
- 4.2 12/05140/RM - 10 houses with landscaping on land to the north of the site – Approved.
- 4.3 12/00845/OT - Outline application for residential development on land to the north of the site – Approved.

### **5.0 PLANNING POLICIES:**

- 5.1 The development plan comprises the adopted Leeds Unitary Development Plan (Review 2006) (UDP) along with relevant supplementary planning guidance and documents. The Local Development Framework will eventually replace the UDP but at the moment this is still undergoing production with the Core Strategy still being at the draft stage.

#### **5.2 Leeds Unitary Development Plan (UDP) Review:**

The application site is identified within the UDP as a phase 3 housing site.

Under Policy H3-3A.32, 15.54 ha. of land is allocated for housing and local facilities between Old Micklefield/New Micklefield and the realigned A1, subject to:

- (i) Provision of extensive off-site foul drainage works and improvements to Sherburn-in-Elmet sewage treatment works, following the realignment of the A1 east of Micklefield;
- (ii) Provision of satisfactory access;

- (iii) An agreed planning framework which will determine the location of housing, greenspace, landscaping, local facilities and access points;
- (iv) Provision of an extension to the adjacent primary school, in accordance with policy a2(5) and a contribution towards the provision of additional secondary school facilities;
- (v) Provision of a green wedge between Old Micklefield and New Micklefield;
- (vi) The completion of the A1 realignment;
- (vii) Noise attenuation measures necessary to achieve satisfactory standards of residential amenity.
- (viii) Submission of a satisfactory flood risk assessment incorporating an appropriate drainage strategy.

The supporting text in the UDP Review goes on to say that ‘the development of this and the site South of Old Micklefield will result in the need for additional facilities at Micklefield Primary School [Policy A2(5) – *since deleted*] and for extensions at the existing secondary school. Developers of these sites will be expected to contribute towards these at a level proportionally related to the development opportunities available at each site.’

The text goes on to say that ‘Old and New Micklefield are separated by open countryside which provides a valuable visual feature and permits long distance views over the countryside. This open aspect should be retained in the form of a green wedge between Old and New Micklefield.’ This aspect is of particular importance to this pre-application scheme.

Other policies of relevance are:

- GP5: General planning considerations.
- GP7: Use of planning obligations.
- GP11: Sustainable development.
- N2/N4: Greenspace provision/contributions.
- N5: Provision of new greenspace.
- N10: Protection of existing public rights of way.
- N12/N13: Urban design principles.
- N23/N25: Landscape design and boundary treatment.
- N24: Development proposals abutting the Green Belt.
- N29: Archaeology.
- N38 (a and b): Prevention of flooding and Flood Risk Assessments.
- N39a: Sustainable drainage.
- BD5: Design considerations for new build.
- T1: Investment in transport improvements.
- T2 (b, c, d): Accessibility issues.
- T5: Consideration of pedestrian and cyclists needs.
- T7/T7A: Cycle routes and parking.
- T24: Parking guidelines.
- H1: Provision for completion of the annual average housing requirement identified in the RSS.
- H2: Monitoring of annual completions for dwellings.
- H3: Delivery of housing on allocated sites.

H11/H12/H13: Affordable housing.

R2: Area based initiatives.

5.3 Supplementary Planning Guidance / Documents:

SPG4 Greenspace relating to new housing development (adopted).

Interim Affordable Housing Policy.

SPG10 Sustainable Development Design Guide (adopted).

SPG11 Section 106 Contributions for School Provision (adopted).

SPG13 Neighbourhoods for Living (adopted).

SPG22 Sustainable Urban Drainage (adopted).

SPD Street Design Guide (adopted).

SPD Public Transport Improvements and Developer Contributions (adopted).

SPD Designing for Community Safety (adopted).

SPD Travel Plans (draft).

SPD Sustainable Design and Construction (adopted).

5.4 National Planning Guidance:

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.

5.5 Emerging Policy

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 14th November 2012 Full Council resolved to approve the Publication Draft Core Strategy and the sustainability report for the purpose of submission to the Secretary of State for independent examination pursuant to Section 20 of the Planning and Compulsory Purchase Act 2004. Full Council also resolved on 14th November 2012 that a further period for representation be provided on pre-submission changes and any further representations received be submitted to the Secretary of State at the time the Publication Draft Core Strategy is submitted for independent examination.

5.6 As the Council have resolved to move the Publication Draft Core Strategy to the next stage of 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.

## 6.0 PROPOSAL

### Principle of development

6.1 The Council fought a number of appeals in 2009-11 against proposals to develop on phase 2 and 3 allocated housing sites. However, the Council lost these appeals and subsequently concluded that it should release all its phase 2 and 3 housing allocations to boost the 5 year housing supply. Such an outcome is consistent with the housing supply objectives of the development plan and guidance in the new National Planning Policy Framework (NPPF).

6.2 UDPR Policy H3-3A.32 does not preclude applications for separate parcels of the allocation being submitted, approved and implemented in their own right. However, this is subject to any proposals having due regard to the deliverability of the remainder

of the allocation. It is important that proposals demonstrate not merely that development does not prejudice delivery, but that it positively contributes to the ultimate solution.

- 6.3 In light of the above, it is considered that the principle of development in this instance is acceptable.

#### Highway and access issues

- 6.4 The site is proposed to take two access points from Great North Road, as well as having a link to the development to the north and a link through to Garden Village in the south. However, traffic exiting Micklefield more generally is likely to do so from a limited number of junctions, particularly the junction of Church Lane and the A656 Ridge Road. As with application 13/02771/OT, given the proportion of traffic assigned to the Church Lane/A656 junction and the sensitivity of the network in this location i.e. a high speed road with known recorded fatalities, highway officers initial consideration is that this junction should be upgraded to provide a ghost island right turn facility on the A656 and associated carriageway widening and to secure the appropriate visibility splays for the speed of traffic on Church Lane. The developer is of the opinion that a solution can be found using only land within the adopted highway and that no third party land is unnecessary. At the time of writing, officers are still awaiting drawings from the developer to demonstrate a satisfactory solution. As with application 13/02771/OT, there are also questions about how the improvement works are paid for and when they need to be implemented, given that there must be an equitable approach for all of the developers with an interest in the allocation.

#### 6.5 **Do Members have any views on the off-site highway works?**

- 6.6 Officers have been in discussions with Metro regarding public transport enhancements as part of the wider allocation. It would not be an acceptable approach to develop these sites in a piecemeal way to circumvent any accessibility enhancements that would ordinarily be required for the wider allocation. The response from Metro to date is that an enhancement of existing bus services would be appropriate. Specifically, Arriva currently provide some low frequency services, the main service being the 402 providing an hourly service to Leeds via Garforth. These services are already heavily subsidised by Metro. It is suggested that consideration should be given to looking at increasing the frequency of the service between Micklefield and Garforth, as this is the main local centre. Metro suggest a new hourly service to run between the 402 should also be looked at. This would result in a service from Micklefield to Garforth at a combined 30 minute headway. This would also be useful in providing better connections to Garforth station which has more services than Micklefield currently has. In terms of cost, Metro estimate the service would require 1 bus per annum at a cost of circa £150k for 5 to 10 years. Notwithstanding the above, discussions are ongoing with regard to what appropriate public transport enhancements are required, commensurate with the level of development and timing for delivery.

#### 6.7 **What are Members views on the public transport 'ask' for the allocation?**

#### Urban design

- 6.8 Limited information is currently available, other than the proposed layout described above. The two development parcels are considered to follow a logical form and have back gardens backing onto each other and properties having a front aspect over streets and also over the proposed greenspaces. Of particular importance is the greenspace separating the two parcels of development land. The greenspace forms a valley separating Old and New Micklefield and includes a watercourse running east to

west across the site. The space will however include pedestrian routes linking the two parcels of development, as well as providing further routes to Great North Road. The greenspace will also ensure the retention of the mature trees and vegetation to the Great North Road frontage. Officers note from the discussions with Ward Members that there is a desire to ensure that any development suitably integrates with Garden Village. Whilst there is an existing rear access road around the northern end of Garden Village, which is shown to be retained, the proposed layout does contain opportunities to provide links through to the rear access road, as well as to the cul-de-sac at the southern end of Garden Village.

**6.9 Do Members have any comments on the layout of the proposals on the illustrative masterplan?**

Affordable Housing

6.10 The revised Affordable Housing Policy was adopted by Executive Board on 18<sup>th</sup> May 2011, to be implemented with effect from 1st June 2011. The relevant minute states that the policy would therefore apply to all relevant decisions made on or after 1st June 2011.

6.11 The policy will apply until it is replaced by the formal Local Development Framework policies within the Core Strategy and Affordable Housing Supplementary Planning Document (SPD), unless there is clear evidence of a change in market circumstances to warrant any further change in the meantime. Planning permissions granted on the basis of the interim policy will normally be time limited to 2 years for implementation to ensure that permissions are implemented reasonably swiftly, and to reflect the fact that the affordable housing policy will be reviewed through the Core Strategy and Affordable Housing SPD.

6.12 In relation to this application site the Interim Policy applies a requirement of 15% affordable housing. There is a requirement for a 50/50 mix of social rent and submarket. Whilst the pre-application enquiry is for an outline scheme, if approved, the reserved matters application will need to provide a layout showing the location of Affordable Housing units, which should be representative of the housing found elsewhere on the site.

Drainage and flood risk

6.13 The application site largely falls within Flood Zone 1 (at lowest risk of flooding), although the areas immediately adjacent to Sheep Dike and the watercourse running east to west, across the centre of the site, do fall with Flood Zones 2 and 3. Accordingly, the illustrative masterplan has been drawn up such that all of the housing development only takes place within the Zone 1 land.

Planning obligations

6.14 A scheme of 270 dwellings will attract a S106 package, comprising the following components:

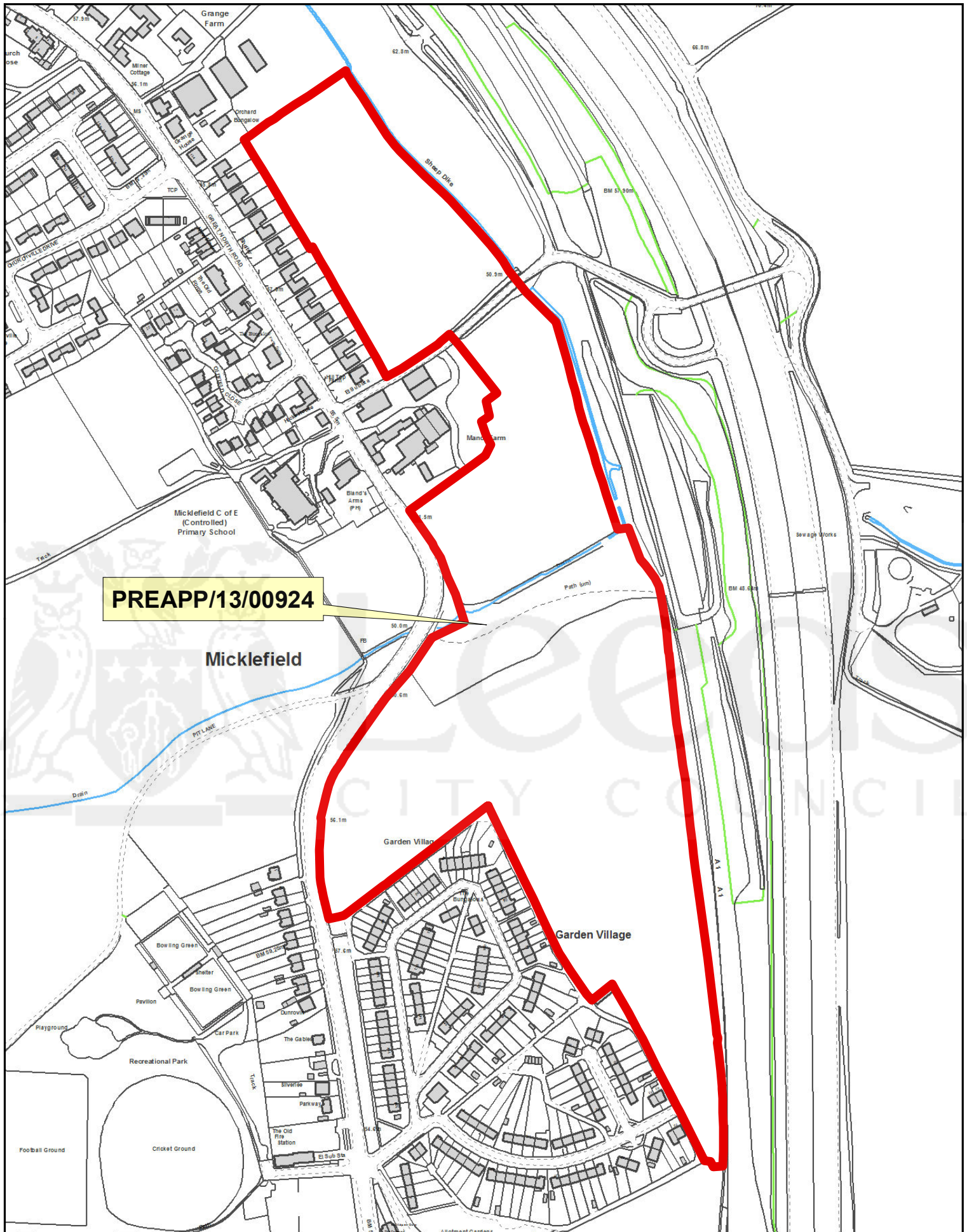
1. Affordable Housing.
2. Education contributions (reflecting the requirements of Policy H3-3A.32).
3. Local training and employment initiatives (applies to the construction of the development).
4. Greenspace contributions, as may be required.
5. Public Transport Improvement Contribution.
6. Travel Plan.
7. Residential Metrocards for future residents, in addition to other public transport enhancements, as may be advised by Metro.

## **7.0 CONCLUSION**

7.1 Members are asked to note the contents of the report and the presentation and are invited to provide feedback on the questions and issues outlined above, summarised below:

- 1. Do Members have any views on the off-site highway works?**
- 2. What are Members views on the public transport 'ask' for the allocation?**
- 3. Do Members have any comments on the layout of the proposals on the illustrative masterplan?**
- 4. Are there any other comments that Members wish to make?**





# CITY PLANS PANEL

