



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 2nd February 2017

Subject: Pre-application enquiry PREAPP/16/00661 Reserved matters detail for a residential development of 271 dwellings on the northern development plots at Thorpe Park, on land south of the railway line.

Applicant: Redrow Homes, Yorkshire

Electoral Wards Affected:

**Crossgates and Whinmoor &
Temple Newsam**

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: This report is brought to Plans Panel for information. The applicant and their representatives will present the broad principles and more detailed layout, scale, appearance and landscaping of their proposed scheme, and allow Members the opportunity to consider and comment on the proposals presented.

1.0 INTRODUCTION:

- 1.1 This pre-application enquiry is presented to City Plans Panel at this early stage as it is a significant scheme in terms of its relative size and Members have previously stated the housing component should be considered by City Panel due to its previous involvement with applications concerning Thorpe Park.
- 1.2 Although officers are still reviewing some of the more detailed technical and design issues and have already provided some initial feedback on these, officers would appreciate Members comments on the questions outlined in this report to provide further clarity/certainty on the main 'reserved matters' in advance of a formal planning application being submitted.

- 1.3 Ward Members have been advised of the proposal and it is hoped a formal briefing will take place in advance of the Panel meeting. Any feedback from such a meeting will be reported verbally as part of the officer introduction.

2.0 SITE AND SURROUNDINGS:

- 2.1 The pre-application enquiry 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 pre-application enquiry is for a residential development of 271 dwellings. Details have been supplied of the layout and a few sample of house types are included, therefore the precise housing mix, location of affordable units, and how the overall development will sit in relation to the technical space standards is unknown at this stage. At this stage Redrow are simply seeking Members views on the general design approach to be adopted and the basic layout proposed.

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. Members visited Derwenthorpe 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 (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 access, 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 for 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:
- **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).
- Low and Zero Emission electric car charging points (32).

5.0 RELEVANT PLANNING POLICIES

5.1 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).

5.2 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:

5.3 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

Leeds Unitary Development Plan (UDP) Review:

5.4 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 BD5 Design considerations for new build
Policy LD1 Landscape schemes

Natural Resources and Waste Local Plan:

5.5 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:

5.6 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:

5.7 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

6.0 ISSUES

Principle of development

6.1 Notwithstanding the office/employment allocation outline planning permission for up to 300 dwellings with access off a signalised junction from the Manston Lane Link Road has been approved as set out above. The pre-application proposals are for 271 units.

A masterplan, parameters plans and design code addendum have also been considered as part of the wider development, and the principle of development, maximum scale and broad layout are therefore all well established in principle.

- 6.2 All that remains to be considered therefore are the precise details of appearance, layout, scale and landscaping. At this stage a layout plan and sample house types have been received, but Members will receive a fuller presentation of the detail from Redrow outlining their proposals in these regards following which Members views on the following are sought:

Appearance

- 6.3 At outline application stage no housebuilder was involved but it was considered the site offered the opportunity for a contemporary design solution, albeit the approved Design Code Addendum still indicated the architectural style was not fixed. This and the site's relationship with water features led to the Panel visiting Derwenthorpe, York, to view an award winning contemporary waterside development, where the positives and negatives of the development were noted. Redrow have advanced a scheme with more traditionally designed house types, within a basic design framework that has worked well elsewhere in the city. The range of house types proposed is also noted to include a unit which has an inactive ground floor frontage albeit use of it is limited (12 units in total) and is only shown in certain locations. Members views on these issues would therefore be helpful.
- 6.4 **Do Members have any comments regarding the general design approach which advances more traditional house types or any specific concerns regarding their detailed design?**

Layout

- 6.5 The approved Masterplan documents and Design Code Addendum established 4 broad cells of development with a loop road served off a signalised junction from the Manston Lane Link Road. This also established the principle of three 'green fingers' extending north into the housing development from what is termed 'Central Park' to the south.
- 6.6 The currently submitted layout follows the basic parameters as set out in these approved documents, however, there is a reduction in the amount of active frontage facing Central Park in the central cell particularly. The easterly 'green finger' also appears weaker than perhaps originally anticipated with front garden areas being relied on more heavily.
- 6.7 The internal access road to the north which was originally shown to front the railway line has been moved south so that rear gardens now face the railway and houses face both sides of the road. No objection is raised to this change in principle although it will only be acceptable provided suitable sound insulation measures are incorporated to address noise associated with the train line. The approved layout provided for a landscape buffer between the built development and the railway corridor and the submitted layout still retains a buffer beyond the rear gardens.
- 6.8 **Do Members have any comments/concerns regarding the layout of the development as now advanced?**

Scale considerations

- 6.9 The scale parameters of the development are covered by the approved parameters plan with a maximum building height of 15 metres, which allowed for four storey buildings as local landmarks. The submitted house types detail two and three storey

buildings but nothing higher. Of course, massing and scale within these parameters throughout the site is still a matter for consideration and officers will seek to ensure building heights vary appropriately within the final layout.

6.10 Are Members content with the scale of development currently shown?

Landscape considerations

6.11 From a landscape perspective the scheme would sit within a strong landscape structure comprising the railway buffer corridor to the north, Central Park to the South, existing TPO trees to the south west and Green Park to the west. Precise details for each phase and for Central Park and the SUDS ponds are required under conditions as set out above and little detail has been provided at this stage.

6.12 Significantly in this context officers note the redline site area for the pre-application submission currently excludes Central Park, whereas the outline permission included it. Members should note as is summarised above that conditions of the outline permission require details of Central Park and the SUDS pond and early cultivation/seeding. Redrow recognise there is a phasing and procedural matter to address here, in conjunction with Scarborough Developments, who will also be relying on Central Park for the delivery of the SUDS solution for the wider site. Overall, officers consider greenspace provision needs to keep pace with the delivery of new houses, and accordingly further clarification regarding this matter is required.

6.13 Do Members have any comments on the landscape infrastructure identified for the development or the basic principle that greenspace provision needs to keep pace with the housing proposals?

Other issues

The presentation may raise considerations not already outlined above.

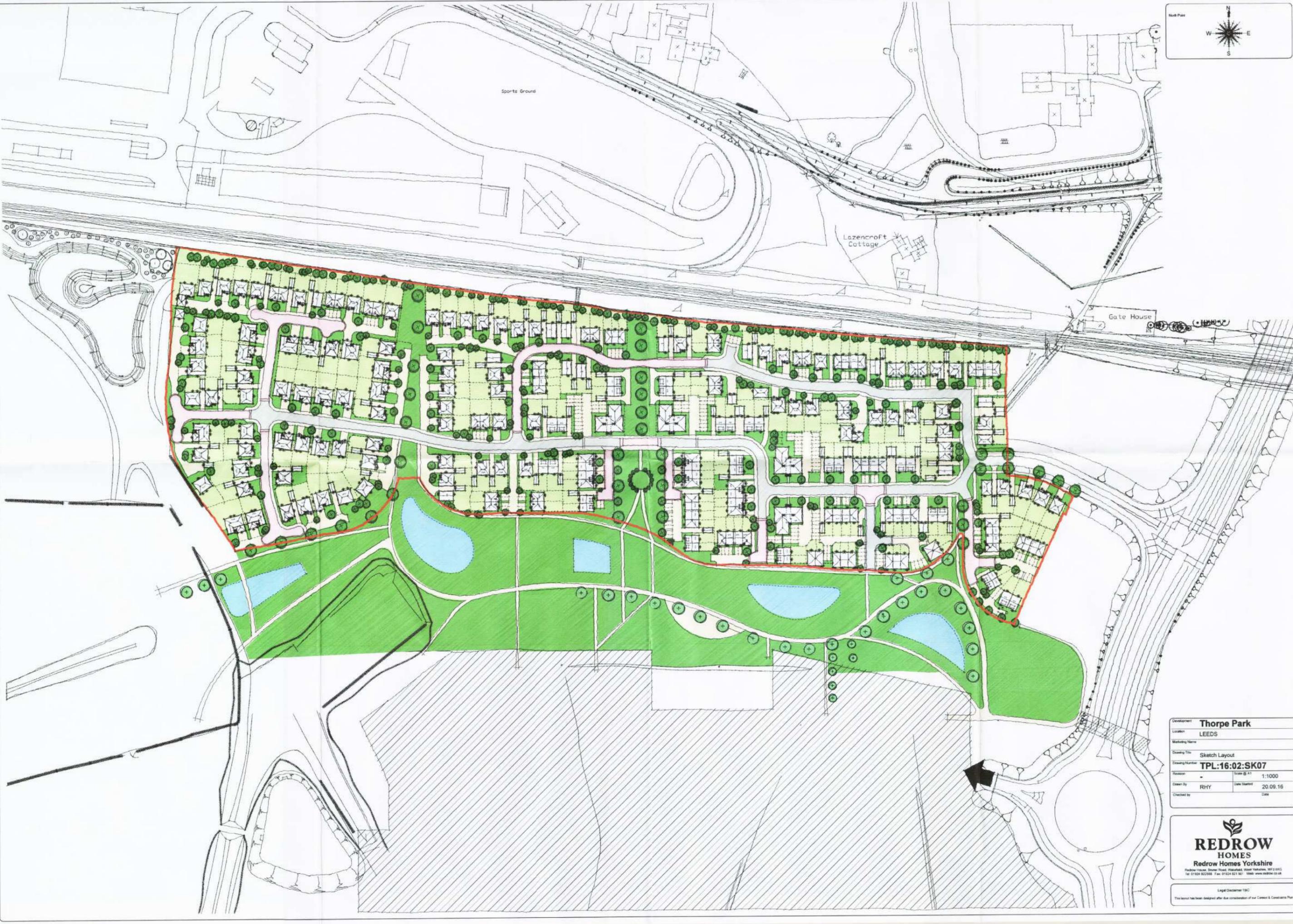
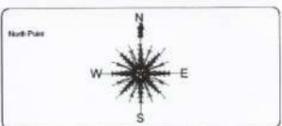
6.14 Are there any other issues Members would like to raise?

6.15 Members are asked to note the contents of this report and the presentation, and are invited to provide feedback on the issues outlined below:

1. **Do Members have any comments regarding the general design approach which advances more traditional house types or any specific concerns regarding their detailed design?**
2. **Do Members have any comments/concerns regarding the layout of the development as now advanced?**
3. **Are Members content with the scale of development currently shown?**
4. **Do Members have any comments on the landscape infrastructure identified for the development or the basic principle that greenspace provision needs to keep pace with the housing proposals?**
5. **Are there any other issues Members would like to raise?**

Background Papers:

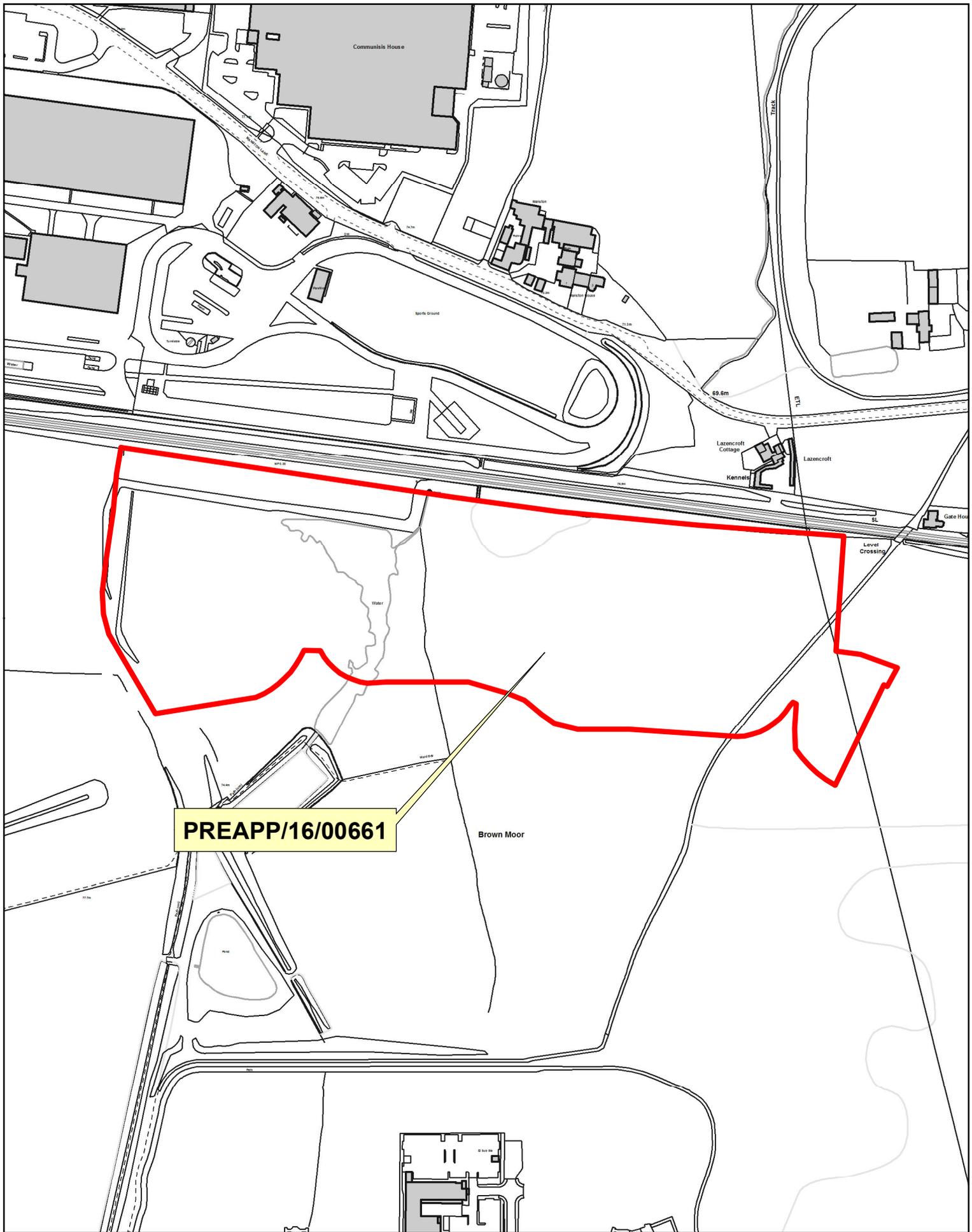
Case files: 14/05481/OT
PREAPP/16/00661



Development	Thorpe Park		
Location	LEEDS		
Marketing Name			
Drawing Title	Sketch Layout		
Drawing Number	TPL:16:02:SK07		
Reason	Scale @ A1	1:1000	
Drawn By	RHY	Date Issued	20.09.16
Checked by			


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