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**Report of the Chief Planning Officer**

**SOUTH & WEST PLANS PANEL**

**Date: October 2019**

**Subject: PREAPP/19/00468 – Pre application presentation for full planning permission for a 59 unit extra care housing facility including associated community facilities, parking, access, landscaping and infrastructure at Windlesford Green, Holmsley Lane, Woodlesford**

**Developer- Morgan Ashley Care Developments LLP**

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**Electoral Wards Affected:**

**Rothwell**

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

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**RECOMMENDATION: This report is brought to Plans Panel for information. The Developer will present the details of the emerging scheme to allow Members to consider and comment on the proposals at this stage.**

**1.0 INTRODUCTION:**

1.1 This presentation is intended to inform Members of the proposals to seek full planning permission for a 59 unit extra care housing development (with associated infrastructure) at Windlesford Green, Holmsley Lane, Woodlesford. The scheme is brought to South & West Plans Panel at an early stage to allow Panel to make comments to inform progression of the scheme.

**2.0 SITE AND SURROUNDINGS:**

2.1 The site is currently vacant but previously contained a single storey, Council run, building comprising of an adult training centre (known as Woodlesford Training Centre). This was demolished in approximately 2016.

2.2 The site is relatively flat and is bounded to the north and east by existing housing, to the south by Holmsley Lane and to the west by the Rothwell Fulfilling Lives Centre (also known as Aspire) which is a bespoke day centre providing a support for people with learning disabilities as well as Holmsley Green which provides apartments for people with learning difficulties and mental health issues. The site is roughly square in shape and is characterised by a wooded area to the north-east of the site and a number of trees along the road frontage with Holmsley Lane. Currently, access to the site is shared with the existing access serving the Aspire building with a spur right into the site.

### **3.0 PROPOSAL:**

3.1 The emerging proposed development seeks to create a 59 bed extra care facility which would be predominantly three storeys in height with single storey elements. It would have a roughly sideways 'T' shape. Bedroom accommodation would be set over three floors. At ground floor there would also be ancillary uses including a café and dining room, salon, lounge, laundry room and a buggy store.

3.2 Vehicular access would be taken from the existing access off Holmsley Lane with the main car park located to the rear of the site. There would be a newly formed one-way access road located to the south of the building to allow for visitors to be dropped off at the main entrance and for vehicles to exit back onto Holmsley Lane without needing to perform turning manoeuvres within the site. It is envisaged that refuse vehicles would not enter the site but would collect refuse from Holmsley Lane, as what currently happens now for the existing properties.

3.3 Externally the wooded area to the east would be largely retained (though some tree loss is proposed) and would be used as an external garden area. This garden would extend south and west leading to a central courtyard style amenity area. Further tree loss is proposed to the south along Holmsley Lane in order to facilitate the development and external areas

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

4.1 Consent was granted in 2015 (15/05340/DEM) for the demolition of the buildings on site. This was carried out in 2016.

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

5.1 The proposals have been the subject of informal discussions with the Local Planning Authority since January 2019 where initial concepts were discussed. Officers raised concerns with these initial plans due to potential impacts upon the surrounding residential properties and the significant level of tree loss proposed.

5.2 Over the subsequent months, the plans were revised taking on board these informal comments and have resulted in the pre-application submitted for members consideration.

### **6.0 CONSULTATION RESPONSES:**

6.1 **Highways** state there are no objections in principle to the proposal subject to submission of further information including a Transport Statement to address vehicle demands, parking and operational aspects of vehicle use within the site.

6.2 **Flood Risk Management** state that the developer is expected to follow the Surface Water Drainage Hierarchy when determining a suitable method for the surface water management.

6.3 **Contaminated Land** state a Phase 1 Desk Study Report in support of the application is required. Depending on the outcome of the Phase 1 Report, a Phase 2 (Site Investigation) Report and Remediation Statement may also be required.

## 7.0 **RELEVANT PLANNING POLICIES:**

7.1 Section 38 of the Planning and Compulsory Purchase Act 2004 requires that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise.

### Development Plan

7.2 The development plan for Leeds is made up of the adopted Core Strategy (as amended 2019), saved policies from the Leeds Unitary Development Plan (Review 2006) (UDP), Site Allocations Plan (2019) the Aire Valley Leeds Area Action Plan (2017) and the Natural Resources and Waste Development Plan Document (DPD), adopted January 2013 and any made Neighbourhood Plans.

7.3 Relevant Policies from the Core Strategy are:

Spatial policy 1 Location of development  
Policy H1 Managed release of sites  
Policy H3 Density of residential development  
Policy H9 House Standards  
Policy H10 Accessibility  
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 G9: Biodiversity improvements  
Policy EN1: Carbon Dioxide reductions  
Policy EN2 Sustainable design and construction  
Policy EN5 Managing flood risk  
Policy EN8 Electric Vehicle Charging

7.4 Relevant Saved Policies from the UDP are:

GP5: General planning considerations.  
N23/ N25: Landscape design and boundary treatment.  
BD5: Design considerations for new build.  
T7A: Cycle parking.  
LD1: Landscape schemes.

7.5 Relevant DPD Policies are:

GENERAL POLICY1 – Presumption in favour of sustainable development.  
AIR1 – Major development proposals to incorporate low emission measures.  
WATER1 – Water efficiency, including incorporation of sustainable drainage  
WATER7 – No increase in surface water run-off, incorporate SUDs.  
LAND1 – Land contamination to be dealt with.

LAND2 – Development should conserve trees and introduce new tree planting.

## 7.6 Site Allocations Plan

The SAP was adopted in July 2019 so carries full weight in any decision making. The site is allocated within the SAP under reference HG2-176 with an allocation for 26 units. The site requirements contained within the SAP state: *An Ecological Assessment of the site is required and where appropriate, mitigation measures will need to be provided, including provision of a biodiversity buffer (not private garden space) adjacent to the eastern boundary.*

There are policies within the SAP which are also relevant to this application which are

Policy HDG2 – housing allocations

## 7.7 Supplementary Planning Guidance and Documents

The following SPGs and SPDs are relevant:

SPG13 – Neighbourhoods for Living: A Guide for Residential Design in Leeds  
Street Design Guide SPD  
Parking SPD  
Travel Plans SPD  
Sustainable Construction SPD

## 7.8 National Planning Policy

The revised National Planning Policy Framework (NPPF), published in 2019, and the National Planning Practice Guidance (NPPG), published March 2014, replaces previous Planning Policy Guidance/Statements in setting out the Government's planning policies for England and how these are expected to be applied. One of the key principles at the heart of the Framework is a presumption in favour of Sustainable Development.

Relevant paragraphs are highlighted below.

Paragraph 12	Presumption in favour of sustainable development
Paragraph 34	Developer contributions
Paragraph 91	Planning decisions should aim to achieve healthy, inclusive and safe places
Paragraph 108	Sustainable modes of Transport
Paragraph 110	Priority first to pedestrian and cycle movements
Paragraph 111	Requirement for Transport Assessment
Paragraph 117	Effective use of land
Paragraph 118	Recognition undeveloped land can perform functions
Paragraph 122	Achieving appropriate densities
Paragraph 127	Need for Good design which is sympathetic to local Character and history
Paragraph 130	Planning permission should be refused for poor design
Paragraph 170	Planning decisions should contribute to and enhance the natural and local environment

## 8.0 **KEY ISSUES**

8.1 Principle of the proposed uses

8.2 The scheme is proposed to create a 59 unit extra care housing development with associated infrastructure at land off Holmsley Lane, Woodlesford. The site is on land which is allocated for housing within the SAP (hg2-176) which was adopted at Full Council on 10<sup>th</sup> July 2019 therefore officers consider that the principle of a residential development on this land is acceptable.

8.3 The scheme would consist of an extra care facility which would likely fall within Use Class C3(b) however, there are elements of the building which would mean it was more akin to a C2 use. This is mainly due to the differing levels of care on offer within the building, catering for a wide range of needs. Officers therefore consider that the scheme would broadly offer a residential development in line with site allocation. Whilst the SAP allocation gives an indicative minimum capacity figure of 26 units, this does not take into account any development 'at scale' which would provide a higher capacity than that given within the allocation therefore, officers consider that a 59 unit development is considered acceptable in this instance.

8.4 Whilst the application is considered to be closely aligned to a C3 use, there are a number of differences which mean that it would operate and function differently to a traditional housing development. Because of this, officers consider that policies relating to housing mix and density are not considered to be relevant in the overall assessment of an extra care scheme.

8.5 **Do Members consider the use proposed to be acceptable on this site?**

8.6 The proposed scale, massing and design

8.7 The proposal is for a mainly 3 storey building (with smaller elements close to the site boundaries). The building would have a footprint of 65m in length and 64m in width. The maximum height of the building would be 12m.

8.8 At its closest point, the building would be 18.1m away from the dwellings to the north on Fenton Close, though this distance is to the single storey element of the proposal. There would be a distance of 26.3m to the 3 storey part of the building. There would be a minimum distance of 24m from the proposed building to the existing dwellings to the east on Pymont Grove.

8.9 The distances referred to above exceed the requirements set out within Neighbourhoods for Living and are therefore considered to be acceptable in principle. Officers do recognise however that as the site sits to the south and west of these existing residential properties any potential impact is likely to be felt by these dwellings however, the scheme has been designed to have a little impact as possible upon these residents by introducing single storey elements on the parts closest to the boundary and utilising existing landscape features where possible. The upper floor accommodation would have balconies so as to provide some private outside space for the residents. Whilst the full design details are still emerging, consideration will be given to any screening requirements for these balconies to protect existing and future occupants.

8.10 Officers consider that the scale and massing of the building is acceptable in this location and has been designed so as to have as little impact as possible upon the existing residents. Where habitable windows would face onto existing properties, there would be sufficient distance to ensure that there would be no overlooking

between the buildings. Furthermore, the existing vegetation/landscaping would act as a buffer between the development and the dwellings to the east.

- 8.11 Externally, the building would have the main 'T' shape as a hipped roof structure with projecting gable features to the southern elevation facing onto Holmsley Lane. This is to pay respect to the dwellings on the opposite side of Holmsley Lane whilst still ensuring that the proposal retains its own identity. To assist to reduce the mass of the main building, smaller single storey elements would be an integral feature of the development which would tie together the development whilst still ensuring that the scale and massing of the development is appropriate for its location. It is anticipated that the main entrance to the building will be visible from the road frontage to ensure that the development can integrate well with the local community.
- 8.12 **Do Members support the scale, massing and the emerging design of the building?**
- 8.13 Transportation and Accessibility
- 8.14 The proposal is shown with two points of access. The main entrance is to be shared with the neighbouring site without alteration which is of sufficient width and would lead to a drop off point at the front and a small area of parking. A second, one-way egress is to be provided to Holmsley Lane to serve the drop off point some 20m east of the main access, this is considered acceptable and far enough away from the existing access to cause any conflict. This access should be provided with kerb radii of a minimum size of 4m and a swept path analysis undertaken for the largest vehicle likely to be using it most of the time. A visibility splay of 2.4m x 43m in both directions would be required.
- 8.15 The internal layout shows a car parking court, small turning point a buggy store, waste bin store at the rear and a drop off area with parking to the front. Details are required to be shown of the bicycle store and any emergency vehicle parking such as ambulances. Additionally, it is necessary to ensure that there is adequate clearance to and from the proposed bin store to enable collection and return of bins as well as for vehicles to enter and turn in a forward gear. Similarly for other servicing, delivering and collection vehicles. To confirm manoeuvrability, a swept path analysis should be undertaken at the rear car park access and turning point and at the bend of the drop off zone.
- 8.16 The current Leeds CC Parking SPD is silent on the provision for Extra Care units and a customised approach is acceptable, as has been indicated within this pre-application. However, this will need to be based on evidence from similar facilities of the provider or comparable uses. The calculation should account for staff both permanent and visiting, disabled, other visitors, emergency and medical requirements (ambulances etc.), bicycle and electric vehicle charging points. By way of further reference, the forthcoming Transport SPD does provide ratios for care facilities with an expectation of one car parking space per three residents with 5% allocated for disabled use. Further requirements are necessary for bicycle parking at a ratio of one to 20 residents and ECVP's at one to 10 car parking bays. The current car parking amount would be in-keeping with the expected allocation in the Transport SPD showing 30 car parking spaces with five at the drop off point and the remainder at the rear. Each area would have two spaces for disabled use. This amount and layout will require verification on submission of an application together with other required allocations, such as for bicycles.

- 8.17 Subject to resolution of these detailed matters it is considered that the proposal would be accessible and not lead to adverse road safety or amenity concerns, in accordance with the Saved UDPR Policy GP5, Core Strategy Policies T1 and T2, the Parking SPD, the Travel Plans SPD and the NPPF.
- 8.18 **Do Members have any comments on the proposed servicing provision, pick-up and drop-off arrangements, and parking at the site?**
- 8.19 Trees and Landscaping
- 8.20 The site contains a number of existing trees and hedges with the main concentration being located to the eastern part of the site. The tree cover within the site is predominantly made up of landscape planting around the previous buildings which is made up of shrub plantings and young self-seeded trees. Significant tree cover includes trees adjacent to the southern boundary on Holmsley Lane and a large dense group of trees within the north-eastern corner.
- 8.21 Existing trees are proposed to be retained where possible however, some tree loss will be required in order to facilitate the development. The plans have been designed so as to mitigate this loss as far as practicable however, a total of 12 individual trees and 2 groups would be removed. The groups would consist of cypress hedges and willow. Of the individual tree loss proposed, 2 are classed as a category U, 7 as category C and 3 as category B. The majority of the tree loss proposed would be to the eastern part of the site.
- 8.22 A landscaping scheme has not been carried out for the proposed development yet however, the applicants have provided a statement regarding replacement trees. It says:
- “From the indicative designs at this stage our Landscape Architect estimates that 25 replacement trees could be provided within the site. This would comprise of a range of species, some of which would be smaller garden scale species including fruit trees. The Leeds City Council Policy ratio of 3 to 1 replacement would result in a potential replacement total of 36 trees. This isn’t possible due to the site constraints but it is envisaged that the quality, siting and mix of the replacements will ultimately result in betterment. The ‘L’ shaped conifer hedge in the northeast corner of the site is to be removed, although it could potentially be retained and reduced in height.”*
- 8.23 As no detailed landscaping proposals have been provided as part of this pre-application, it is difficult to comment on and potential replacement landscaping scheme however, it is envisaged that the replacement trees would be to the south along the Holmsley Lane frontage and to the north-west part of the site. Officers consider that there would be sufficient landscaping retained to the eastern part of the site to ensure that the development would be adequately screened
- 8.24 Whilst further work is required with regard to the siting, mix and quality of any replacement landscaping, officers feel that the emerging details are acceptable in principle.
- 8.25 **Do members consider that the tree loss proposed is acceptable and do members support the emerging replacement landscaping proposals?**
- 8.26 Sustainability and Climate Change
- 8.27 Members will be aware that the Council has recently declared a Climate Change

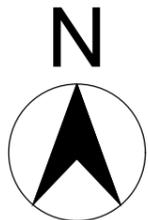
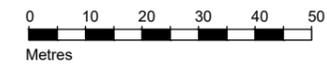
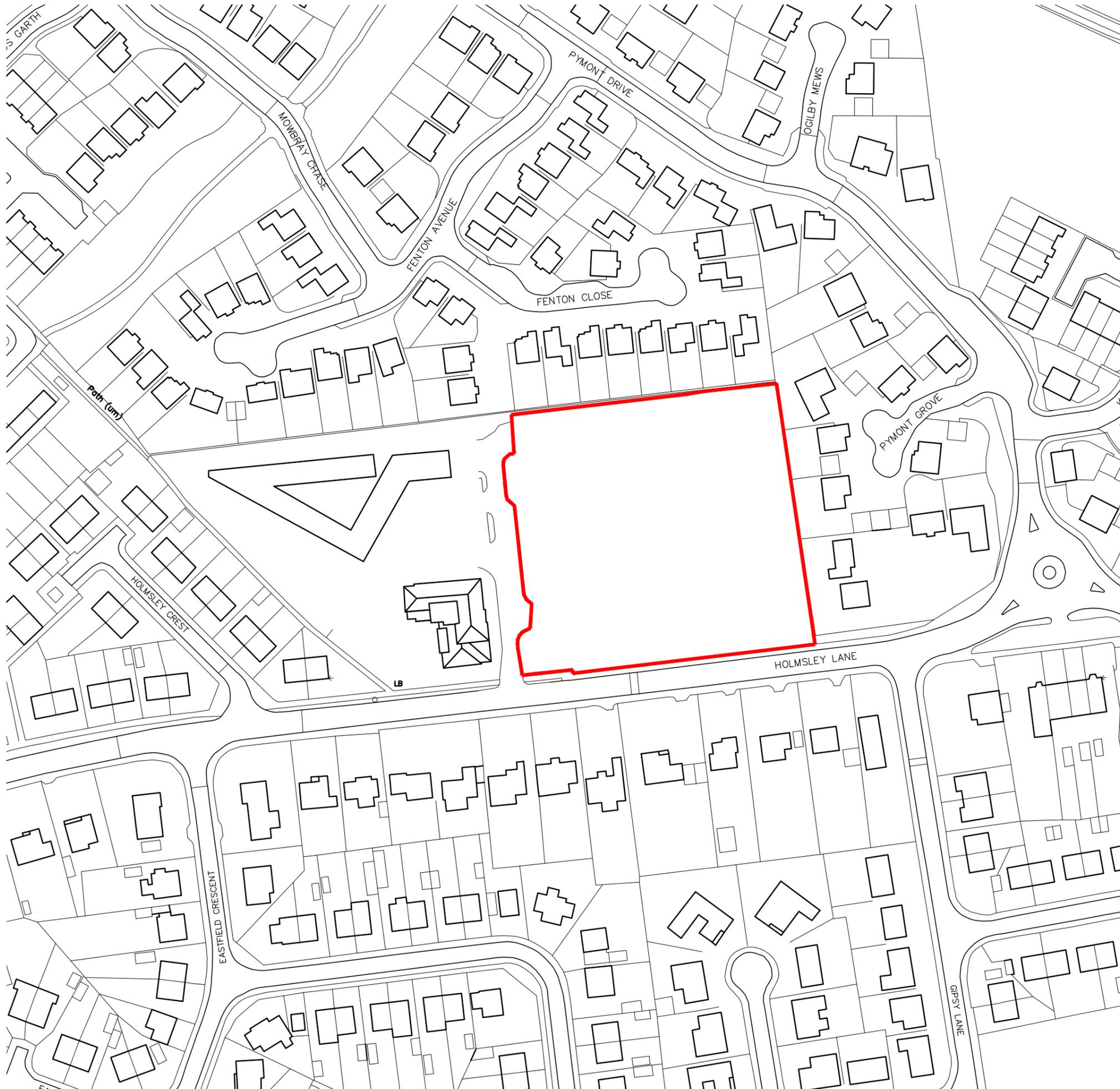
Emergency. Existing planning policies seek to address the issue of climate change by ensuring that development proposals incorporate measures to reduce the impact of non-renewable resources.

- 8.28 Although at an emerging stage the scheme will be expected to meet the requirement of Core Strategy Policy EN1 to reduce total predicted carbon dioxide emissions so as to achieve 20% less than the Building Regulations Part L Target Emission Rate and to provide a minimum of 10% of the predicted energy needs of the development from low carbon energy. In addition, the scheme will be expected to meet the requirements of Policy EN2, seeing to achieve sustainable design and construction at new developments, by meeting the Excellent rating set by BREEAM.
- 8.29 The expectation is that the design of the scheme will include a number of measures to aid reduction of CO2 emissions, improve resilience to climate change, minimise detrimental environmental impact and provides opportunities to improve the inclusivity of site. Full detail of all proposed sustainability measures will be required to be submitted as part of any subsequent full planning application

## **9.0 CONCLUSION**

- 9.1 The proposal would provide a much needed extra care development and community uses within a sustainable location. Officers consider that the scale and emerging appearance of the development are acceptable and the proposed landscaping details are, on balance, acceptable given the resultant development proposed. Members are asked to comment on the following points at this initial stage.
- 9.2 The key questions asked in the report above are as follows:
- 9.3 **Do Members consider the use proposed to be acceptable on this site? ?**
- 9.4 **Do Members support the scale, massing and the emerging design of the building?**
- 9.5 **Do Members have any comments on the proposed servicing provision, pick-up and drop-off arrangements, and parking at the site?**
- 9.6 **Do members consider that the tree loss proposed is acceptable and do members support the emerging replacement landscaping proposals?**

**Background Papers:** PREAPP/19/00468



Rev P1 : 2019.09.17 : MJH : First issue.

**Drawing suitable for: INFORMATION**

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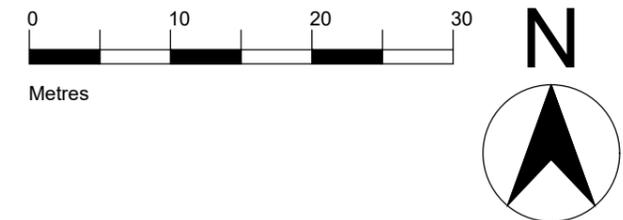
The Old Station  
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 TS9 7AB  
 01642 712 684

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Client	Morgan Ashley	Issued From	Stokesley
Project	3121 - Windlesford Green	Date	September 2019
Title	Location Plan	Scale	1:1250 @ A3
-	-	Drawn	MJH Auth CL
Drawing Number	AHWG - PHS - XX - XX - DR - A -9000	Suitability	Revision
Project ID - Orig - Vol - Level - Type - Role - Drg no.	-	S2	P1



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Title	Proposed Site Plan	Scale	1:500 @ A3
		Drawn	MJH Auth CL
Drawing Number	AHWG - PHS - XX - XX - DR - A -9002	Suitability	Revision
		S0	P1
<small>Project ID - Orig - Vol - Level - Type - Role - Drg no.</small>			