



Report of the Chief Planning Officer

South and West Plans Panel

Date: 01st April 2021

Subject: 20/08203/FU – Erection of 116 Dwellings and a 60 Bedroom Extra Care Facility with communal areas, salon and roof garden together with associated highways and Public Open Space Area - Land Off Middleton Park Avenue And Throstle Road Middleton, LS10

Applicant: Leeds City Council

Electoral Wards Affected:

Middleton Park

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: SUBJECT TO NOFITICTION TO THE SECRETARY OF STATE DEFER AND DELEGATE to the Chief Planning Officer for approval subject to the specified conditions identified below (and any others which he might consider appropriate)

Conditions:

1. Time Limit
2. Development to be carried out in accordance with the approved plans
3. Materials to be agreed (walling, roofing, surfacing, boundary treatments)
4. Landscape submission and implementation
5. Landscape management plan
6. Biodiversity monitoring programme
7. Biodiversity management plan
8. Bat and Bird roosting provision
9. Highway condition survey
10. Provision for contractors
11. Maximum gradients
12. Details of parking

- 13. Visibility Splays
- 14. Vehicle spaces to be laid out and drained
- 15. Specified off-site highways works
- 16. EV charging points
- 17. Cycle/Motorcycle Facilities
- 18. Construction Activities and Hours
- 19. Suppression of dust
- 20. Mud prevention on highway
- 21. Adoptable Highway Requirements including Street Lighting
- 22. Development in accordance with Travel Plan
- 23. Development in accordance with Drainage Assessment
- 24. Temporary Drainage Measures
- 25. Submission of Verification Reports
- 26. Contamination Remediation
- 27. Amended Remediation Strategy
- 28. Development implemented in line with Noise Assessment
- 29. Development to accord with EN1 and EN2

INTRODUCTION:

- 1 The application relates to the development of two allocated sites (Ref: HG1-368 and Ref: HG1-161) and an area of designated Green Space within Middleton seeking to create 116 Dwellings and a 60 Bedroom Extra Care Facility as part of an identified affordable housing scheme to be delivered through the council's Housing Growth Programme that is targeted to deliver approximately 300 units per year, on an ongoing basis from 2019 onwards. The scheme includes the provision for a new energy center and substation along with highways works to facilitate new access into the site, car parking and internal roads serving new housing.
- 2 The scheme delivers 100% affordable housing provision over two allocated sites along with the retention of an area of existing greenspace through a reconfiguration of the main Throstle Recreation Ground.
- 3 The application is brought before Members for determination as strictly the scheme is a departure from the adopted Site Allocations Plan due to a new layout and public greenspace arrangement which is to be created, differing from that outlined within the adopted plan.

SITE AND SURROUNDINGS:

- 4 The main development site comprises of a flat triangular plot of land, circa 6.3 acres in area within the Middleton Ward, bounded by Throstle Lane to the south and Middleton Park Avenue to the west surrounded by existing properties running to Throstle Lane to the north. The bulk of the development is to take place to the Throstle Recreation Ground site which is currently an open expanse of grassland and is utilised in part as playing fields with the remainder as an open green space maintained by the Council.. Currently the site features a small area of hardstanding accessed from Throstle Road with two paths intersecting the space and allowing access to Throstle Lane at the rear of the site. A single football pitch is formally marked out with an additional informal path route established diagonally running from Throstle Road to Middleton Park Avenue.

- 5 In addition to the larger development site the scheme includes the re-development of a smaller site to the west, formerly Middleton Skills Centre, which is bounded by Middleton Park Avenue to the east and Sissons Road to the south. This smaller parcel of land is currently vacant and lies in close proximity to Middleton Childrens Centre to the north. Both sites lie within an established residential area of predominately semi-detached and terrace properties of a similar design and character.
- 6 Throstle Recreation Ground features 2.27 hectares of designated Green Space with LCC granted a 999-year lease over this area by the WADES Charity, whom own the site. An agreement is in place between the authority and the charity which seeks to maintain public access to the area, in part, during development to allow its continued use and thereafter. In addition a strip of land, immediately adjacent to the east of Middleton Park Avenue, outside the redline boundary, is in the ownership of West Yorkshire Combined Authority (WYCA) and has been earmarked for possible future transport infrastructure projects.

PROPOSAL

- 7 The development proposes 116 Dwellings and a 60 Bedroom Extra Care Facility set between the two identified sites, allocated within the adopted Site Allocations plan (Ref: HG1-368 and Ref: HG1-161) together with a reprovision of greenspace.
- 8 The bulk of the development will be implemented within the Throstle Recreation Ground area including a 60 bed Extra Care Facility and 93 general needs properties. A further 23 units are to be erected to the former Middleton Skills Centre site to the west of the main site.
- 9 The proposals include the following mix and type of properties,
- 10 Extra Care Apartments (Total 60 units)
47 x 1 bed, 2 person units
13 x 2 bed, 3 person units
- General Needs Dwellings (Total 116 units)
60 x 2 bed units
38 x 3 bed units
2 x 4 bed units
16 x 1 bed bungalows
- 11 The new Extra Care Facility creates residential apartments and services including a community hub, café, hair/ beauty salon and flexible community events area. The scheme seeks to provide both secure and flexible accommodation for a wide variety of people with a differing spectrum of needs. The facility is set over three storeys with the main entrance addressing the site frontage to Middleton Park Avenue to the west allowing direct access from the footpath and highway.
- 12 A new courtyard garden and landscaped area is to be created to the rear of the block. This area includes outdoor shelters and seating to promote social contact for residents and visitors along with a formal lawn area, ornamental tree planting, water feature and walking circuit for exercise. A number of allotment planters are to be provided for residents with associated buffer planting to provide defensible space to ground floor windows.

- 13 The Extra Care Facility features its own dedicated parking area with 30 spaces provided for visitors and staff along with a number of accessible bays, ambulance set down points and electrical vehicle charging provision with the area landscaped and planted in line with the proposed landscaping scheme. In addition new cycle/motorcycle storage and parking will be created to the northern side of the block accessed via the carpark. A new energy centre and substation are to be constructed to the eastern side of the carpark serving the facility.
- 14 A new kitchen area is located to the north of the block along with staff facilities and a meeting room. A large plant room, internal refuse store, mobility scooter charging room and resident's entrance area sit to the rear, served by the proposed car park and highway. The ground floor includes a number of apartments and a communal lounge area for use by residents along with internal lifts providing access to the first and second floor units. The block features a large roof terrace area to the front which provides outdoor covered seating and zonal planting creating amenity space for use by the residents and visiting relatives with the possibility for use in community events and functions.
- 15 The Extra Care facility is to be erected in brickwork with the use textured panels, zinc effect cladding to the second floor and perforated screens to the proposed glazed balcony areas, creating a contemporary and modern appearance. The proposals draw on an autumnal colour pallet with the use of modern grey windows set back from the facades with additional feature brickwork above and below openings to create further detailing.
- 16 The scheme includes a total of 116 new dwellings including 2,3 and 4 bedroom provision throughout the sites. The proposed dwellings are to be set over two storeys constructed of a red brick with contrasting grey brick relief panels around and between window openings to blend with the larger Extra Care Facility and wider brick context of the surrounding properties. The dwellings feature a contemporary appearance with large windows, Juliet balconies, front canopy detailing and grey roof tiles to the pitched roof forms. These general needs properties are to accord with M4(2) accessibility standards and have been developed to include flexible adaptable internal arrangements including provision for lifts and hoists if specialised adaptations are needed for occupants. In addition to the standard properties a total of 16 fully wheelchair accessible M4(3), 1 bedroom, bungalows are to be delivered adjacent to the Extra Care Facility. Exact materials and finishes would be controlled by way of a condition.
- 17 Vehicular access to the larger Throstle Recreation Ground site is to be provided via three new entrances. A new access is to be taken to the North West from Middleton Park Avenue along with two to the southern boundary from Thostle Road. The internal highway has been amended, at the request of ward members, to retain these three access points whilst preventing all the routes being linked, instead providing a number of turning heads and thus potential for rat running through the development. Access to the smaller development is to be taken via Sissons Road from Throstle Close. Parking provision for both the general needs dwellings and accessible bungalows is to be provided through the creation of new driveways set between properties to intersperse parking and provide adequate off street provision.
- 18 New Green Space is to be provided centrally within the development of the main Throstle Recreation Ground with a new public park and sports pitch provided to retain provision for sports along with new open multi use areas. New seating areas

are to be created around the central sports pitch with a number of natural play zones including boulders, balancing logs and stepping stones. A new dry attenuation basin and bog garden are to be provided within the Green Space incorporating sustainable drainage measures along with an area of wild flower planting and additional tree planting to the perimeters for bio-diversity, additional habitat creation and wildlife preservation. The southern portion of the proposed Green Space includes drainage swales to assist in draining the proposed sports pitch which are to include further tree planting. New formal pathways are to be created intersecting the central greenspace area to allow access and connectivity for both residents of the properties and the general public.

HISTORY OF NEGOTIATIONS AND PLANNING HISTORY

- 19 Both application sites have been identified within the adopted Site Allocations Plan as Throstle Recreation Ground (ref: HG1-368) with a capacity 140 units and the smaller site, Throstle Mount adjacent to Sissons Road (ref: HG2-161), with a capacity of 15 units. The larger Throstle Recreation Ground site is in effect split in half between the identified SAP allocation and the remainder as designated Greenspace, with the smaller development earmarked wholly for re-development.
- 20 The sites have been brought forward for development by Leeds City Council via the continuing Housing Growth Programme. The sites have been identified as deliverable with initial internal discussions commencing around the viability of the proposals in January 2020 between Planning, Housing Growth and Parks & Countryside colleagues.
- 21 Middleton Ward Members were informed of the proposals with officers providing a number of briefings. Initially members raised objections to the design, character and appearance of the proposed Extra Care Facility, General Needs properties and proposed highway arrangement within the site highlighting to issues of anti-social behaviour and “rat running” during busy periods within the area. Subsequent amendments were made to the design, layout and appearance with an additional member briefing taking place on 24.07.2020. Given the amended proposals Middleton Ward members are supportive of the proposals.

PUBLIC/LOCAL RESPONSE:

- 22 Additional pre-planning public consultation consisting of letter drop to circa 1,400 properties surrounding the site.
- 23 The development has been formally advertised by Site Notices posted around the site and within the Yorkshire Evening Post.
- 24 Additional neighbouring resident letter drop, circa 150 properties to the site perimeter, outlining planning application submission and outlining how to make representation.
- 25 As a result of the above consultation process a total of 7 objections have been received raising the following concerns,
- Highway safety concerns regarding access, additional congestion
 - Concerns regarding pressure on local services
 - Anti-social behaviour within the proposed Green Space and park areas
 - Concerns regarding tree planting and overshadowing of existing garden areas/damage to boundary walls

- 26 General comments have been received from Leeds Civic Trust outlining,
- The scale, massing and visual impact of the development must respond to the local context including the Extra Care Facility. Residents of the facility must feel part of the community.
 - The proposed general needs housing helps to create an identity for the scheme
 - The provision of flat space for ball play is accepted.

27 **CONSULTATION RESPONSES:**

Statutory

Coal Authority – No objections

Sport England – Objection given the loss of, or prejudice the use of, all/part of a playing field

Non-statutory

Design Team – No objections

Highways – No objections subject to amendments and conditions

Travelwise – No objections subject to conditions relating to cycle parking, motorcycle parking and electrical vehicle charging provision.

Environmental Studies (Noise) – No objections to submitted methodology subject to the attachment of conditions relating to submitted noise assessment.

West Yorkshire Police - recommendations to adhere to secured by design standards

Nature Team – No objections subject to conditions for bat/bird roosting and ecological monitoring reports.

Flood Risk Management – No objections subject to conditions requiring drainage details, sustainable drainage and temporary drainage measures during construction.

Yorkshire Water – no objections subject to implementation of drainage scheme.

Policy – No objections

Contamination – No objections subject to pre-commencement conditions regarding site investigation works and remediation measures.

Environmental Health – No objections subject to conditions relating to construction hours, dust/noise control, environmental practice and sound insulation.

Landscape – No objections subject to conditions for hard and soft landscaping details.

PLANNING POLICIES:

- 28 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 this application Leeds comprises the Core Strategy (as amended 2019), Site Allocations Plan (adopted 2019), saved policies within the Leeds Unitary Development Plan (Review 2006) and the Natural Resources and Waste Development Plan Document (2013), and any made Neighbourhood Development Plans (No Neighbourhood Development Plans are applicable here).

- 29 It should be noted, that Leeds City Council has made a declaration of a Climate Emergency and, that the overall aim of the Local Planning Authority's Development Plan seeks to support this statement of intent. The Core Strategy and Unitary Development Plan seek to ensure that all development is sustainable and that wherever

possible, a development minimises its impact upon global warming and its carbon emissions.

Local Planning Policy

30 The following Core Strategy policies are relevant to the proposal:

General Policy – Sustainable Development and the NPPF
Spatial Policy 1 – Location of Development
Spatial Policy 6 – The Housing Requirement and Allocation of Housing Land
Spatial Policy 7 – Distribution of Housing Land and Allocations
Spatial Policy 11 – Transport Infrastructure Investment Priorities
Spatial Policy 13 – Strategic Green Infrastructure
Policy H1 – Managed Release of Sites
Policy H3 – Density of Residential Development
Policy H4 – Housing Mix
Policy H5 – Affordable Housing
Policy H9 – Minimum Space Standards
Policy H10 – Accessible Housing Standards
Policy P10 – Design and context
Policy P12 – Landscape
Policy T1 – Transport Management
Policy T2 – Accessibility and New Development
Policy G1 – Enhancing and Extending Green Infrastructure
Policy G2 – Creation of Tree Cover
Policy G3 – Standards for Open Space, Sport and Recreation
Policy G4 – New Greenspace Provision
Policy G6 – Protection of Green Space
Policy G8 – Protection of Important Species and Habitats
Policy G9 – Biodiversity Improvements
Policy EN1 – Climate Change (Carbon dioxide reduction in developments of 10 houses or more, or 1000m² of floor-space)
Policy EN2 – Sustainable Design and Construction (Achievement of Code Level 4 or BREEAM Excellent (in 2013) for developments of 10 houses or more or 1000m² of floor-space)
Policy EN5 – Managing Flood Risk
Policy EN8 – Electric Vehicle Charging Infrastructure
Policy ID1 – Implementation and Delivery Mechanisms
Policy ID2 – Planning Obligations and Developer Contributions

The following saved UDPR policies are also relevant:

31 GP1 - Land use and the Proposals Map
GP5 - Development control considerations including impact on amenity
BD5 - New buildings
LD1 - Landscape design
LD2 - New and altered roads
N1 - Protection of Urban Green Space
N11 – Open Land in Built Up Areas
N23 - Incidental Open Space
N24 - Development and Incidental Open Space

N25 - Site boundaries
N29 - Sites of Archaeological Importance
LD1 - Development and landscape schemes

The following NRWLP policies are also relevant:

- 32
- | | |
|------------|--|
| Air 1 | Major development proposals to incorporate low emission measures |
| Minerals 3 | Development proposals and surface coal |
| Water 1 | Water efficiency, including incorporation of sustainable drainage |
| Water 4 | Effect of proposed development on flood risk |
| Water 6 | Flood risk assessment |
| Water 7 | Surface water run-off and incorporation of SUDs |
| Land 1 | Contaminated Land |
| Land 2 | Development and Trees including the need to conserve trees and introduce new tree planting |

The SAP was adopted in July 2019. Following a statutory challenge, Policy HG2, so far as it relates to sites which immediately before the adoption of the SAP were within the green belt, has been remitted to the Secretary of State and is to be treated as not adopted. All other policies within the SAP remain adopted and should be afforded full weight. This site was not a site within the green belt immediately before the SAP's adoption and is not therefore subject to the remittal. The SAP policy HG1 is therefore to be afforded full weight in consideration of and decision-making on this application.

Relevant Local Supplementary Planning Guidance/Documents

- 33 The most relevant local supplementary planning guidance (SPG) and supplementary planning documents (SPD) are outlined below:

Middleton Master Plan (2009)
Sustainable Urban Drainage SPG (2004)
Public Transport Improvements and Developer Contributions SPD (August 2008)
Street Design Guide SPD (August 2009)
Travel Plans SPD (February 2015)
Parking SPD (January 2016)
Accessible Leeds SPD (November 2016)
Affordable Housing SPG (Interim Policy)

National Planning Policy

- 34 The National Planning Policy Framework (2019) (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. The NPPF must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in planning decisions. One of the key principles at the heart of the NPPF is a presumption in favour of sustainable development.
- 35 Paragraph 7 of the NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. Paragraph 8 goes on to note that achieving sustainable development means that the planning system has three overarching objectives - economic, social and environmental objectives – which are interdependent and need to be pursued in mutually supportive ways.

- 36 Paragraph 10 sets out that at the heart of the NPPF is a presumption in favour of sustainable development. Paragraph 11 states that decision taking this means approving development proposals that accord with an up-to-date development plan without delay. Paragraph 12 states that the presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision making.
- 37 Paragraph 48 sets out that in decision taking local planning authorities may give weight to relevant policies in emerging plans according to the stage of its preparation, the extent to which there are unresolved objections and the degree of consistency with the NPPF.
- 38 Paragraph 56 sets out that planning obligations must only be sought where they are necessary, directly related to the development, and fairly and reasonably related in scale and kind to the development. Paragraph 57 sets out that where up-to-date policies have set out the contributions expected from development, planning applications that comply with them should be assumed to be viable.
- 39 Section 5 of the NPPF is entitled 'Delivering a sufficient supply of homes'. Paragraph 73 sets out that local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing.
- 40 Section 8 of the NPPF is entitled 'Promoting healthy and safe communities' and sets out at paragraph 91 that planning decisions should aim to achieve healthy, inclusive and safe places including encouraging layouts that would encourage walking and cycling. Paragraph 92 requires planning decisions to take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community. Paragraph 96 sets out that access to a network of high quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities. Paragraph 98 sets out that planning decisions should protect and enhance public rights of way and access.
- 41 Section 9 of the NPPF is entitled 'Promoting sustainable transport' and sets out at paragraph 102 that transport issues should be considered from the earliest stage of development proposals including opportunities to promote walking, cycling and public transport. Paragraph 102 also sets out that the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account and that patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.
- 42 Paragraph 108 states that appropriate opportunities to promote sustainable transport modes should be taken up; safe and suitable access provided for all users; and any significant impacts on the highway mitigated.
- 43 Paragraph 109 states the development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. Within this context, paragraph 110 sets out, amongst other things, that development should give priority to pedestrian and cycle movements both within the scheme and with neighbouring areas, minimize the scope for conflicts between pedestrians, cyclists and vehicles and be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

- 44 Paragraph 111 states that all developments that will generate significant amounts of movement should be required to provide a travel plan.
- 45 Section 11 of the NPPF is entitled 'Making effective use of land' and at paragraph 117 sets out that planning decisions should promote an effective use of land in meeting the need for homes and other uses, whilst safeguarding and improving the environment and ensuring safe and healthy living conditions.
- 46 Section 12 of the NPPF is entitled 'Achieving well-designed places' and at paragraph 124 states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Paragraph 124 goes on to state that good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.
- 47 Paragraph 127, amongst other things, states that planning decisions should ensure development is visually attractive as a result of good architecture, layout and appropriate and effective landscaping. Paragraph 129 sets out that in assessing planning applications, local planning authorities should have regard to the outcome of design discussions, including with the local community.
- 48 Paragraph 130 states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents.
- 49 Section 14 of the NPPF is entitled 'Meeting the challenge of climate change, flooding and coastal change and at paragraph 148 sets out that the planning system should support the transition to a low carbon future in a changing climate.
- 50 Section 15 of the NPPF is entitled 'Conserving and enhancing the natural environment'. Paragraph 170 states that planning decisions should contribute to and enhance the natural and local environment including through minimising impacts and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.
- 51 Section 16 of the NPPF is entitled 'Conserving and enhancing the historic environment'. Paragraph 184 states that heritage assets are an irreplaceable resource and should be conserved in a manner appropriate their significance, so that they can be enjoyed for the contribution to the quality of life of existing and future generations. Paragraph 193 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation.

National Planning Practice Guidance

- 52 The National Planning Practice Guidance (NPPG) offers guidance in addition to the NPPF.

ISSUES

Site Allocation/Principle

- 54 Both sites contained within the proposals are identified in the Site Allocation Plan as identified housing sited Ref: HG1-368 and Ref: HG1-161 which should be afforded full weight. The proposals seek to develop these sites for a residential use.
- 55 The western half of the large Throstle Recreation Ground site is identified site HG1-368. This reflects its allocation in the UDP as site H3-3A.18. The SAP outlines that the development site has an indicative capacity of 140 units. The proposals deliver 93 dwellings with the Extra Care Facility providing a further 60 units, totalling 153 and thus exceeding density requirement. In addition the UDP identifies that part of this site could be used for special needs housing and requires that the design ensures a satisfactory relationship with the (former) Supertram route. Given the proposals are for a wholly affordable housing development along with an Extra Care Facility and fully accessible bungalows it is considered the requirements of the allocation identified are met. The scheme has also identified the parcel of land within the ownership of WYCA, and provided sufficient space to the site frontage along Middleton Park Avenue to allow for future adaptations to the transport network and thus is considered to create a satisfactory relationship.
- 56 The proposal before Members is a strictly a departure from the SAP given the eastern half of the Throstle Recreation Ground site (2.27ha) is designated as Green Space (Ref:G794) which is to be developed for housing? . In essence the site is split centrally between the housing allocation to the west and designated Green Space to the east. The proposals have identified both allocations and created a scheme which incorporates both areas within the development. The proposals seek to erect dwellings across both areas, thus merging the housing allocation and Green Space. However, the scheme is designed to create a new central enhanced area of Green Space of a similar size and scale to that of the existing Green Space designation (G794) with the proposed Extra Care Facility and dwellings to the sites perimeter. Therefore whilst the designated green space will be not remain as green space and almost equivalent area of green space will be relocated and reprovided to reflect the fact that the SAP designated green space in this area.
- 57 The smaller development site, Throstle Close (Ref: HG1-161) is also to be developed wholly as a residential use. The SAP outlines the site indicative capacity at 15 units with a total of 23 units proposed thus exceeding the indicative density requirements, delivering additional affordable units and thus contributing towards wider housing delivery.
- 58 At present the larger Throstle Recreation Ground features a dedicated playing pitch and thus Sport England have been consulted as part of the statutory process. Sport England have objected to the loss of the playing pitch along with the loss of the open playing field areas. However, as part of the design a new dedicated sports pitch is to be reprovided centrally within the development along with additional multi-purpose areas for play and exercise. Whilst it is recognised Sport England are a statutory consultee and object to the development, the wider benefits of a multi-use space which would provide provision for sports is seen as positive. In addition, the site allocation of the Throstle Recreation Ground area does not require specific enhancements or provision for sports use and thus the western portion of the site could be developed for housing with no requirement for a sports pitch to be provided.

Given the scheme retains a sports pitch and also provides significant enhancements to existing greenspace including informal play areas, seating, accessible paths and bio-diversity/habitat improvements it is considered these objections are addressed.

59 The scheme proposed is seen to deliver a number of key benefits. These benefits must be weighed against the harm that could be caused by not delivering the site wholly as outlined within the SAP. Having given this consideration officers would make the following points:

- The proposal introduces development that will help contribute to providing modern, energy efficient homes built to a good sustainability level enabling residents to reduce their level of expenditure on utilities. In addition the dwellings have been designed to meet the current local demand identified by the council's Housing Growth Programme.
- The proposal will also introduce new green areas, relocate the greenspace and provide landscaping that will help to provide accessible access to nature for the wider community and to enhance the biodiversity across the site whilst also retaining some provision for sport, seen as an appropriate balance.
- Regeneration will provide a much more visually attractive site that is in a very prominent central location of this community, providing a multi-use area with good connectivity for both residents of the site and the general public.

60 Officers consider that whilst the proposal does not fully reflect the SAP, in that it requires the area designated as Green Space to be relocated, it does in any event protect the quantum of the designated Green Space albeit in a slightly different location. On that basis (and coupled with the benefits the proposals bring (100% affordable housing discussed in detail below) officers are of the view that the small conflict with the SAP is far outweighed by the benefits the proposals brings.

Affordable Housing

61 Policy H5 requires the provision of a proportion of the homes on sites to be provided as affordable housing at 15 % for this area. As the proposals are being brought forward by the Council Housing Growth Programme the development seeks to provide 100% affordable housing provision and thus far exceed the requirements of Policy H5 of the Core Strategy. This is a significant benefit of the proposals.

Minimum Space Standards

62 Policy H9 requires all new dwellings to comply with the minimum internal space standards in accordance with the below table

| Number of bedrooms | Number of bed spaces (persons) | 1 storey dwellings | 2 storey dwellings | 3 storey dwellings | Built in storage |
|--------------------|--------------------------------|--------------------|--------------------|--------------------|------------------|
| 1b | 1p | 39 (37)* | | | 1.0 |
| | 2p | 50 | 58 | | 1.5 |
| 2b | 3p | 61 | 70 | | 2.0 |
| | 4p | 70 | 79 | | |
| 3b | 4p | 74 | 84 | 90 | 2.5 |
| | 5p | 86 | 93 | 99 | |
| | 6p | 95 | 102 | 108 | |
| 4b | 5p | 90 | 97 | 103 | 3.0 |
| | 6p | 99 | 106 | 112 | |
| | 7p | 108 | 115 | 121 | |
| | 8p | 117 | 124 | 130 | |
| 5b | 6p | 103 | 110 | 116 | 3.5 |
| | 7p | 112 | 119 | 125 | |
| | 8p | 121 | 128 | 134 | |
| 6b | 7p | 116 | 123 | 129 | 4.0 |
| | 8p | 125 | 132 | 138 | |

*Where a one person flat has a shower room rather than a bathroom, the floor area may be reduced from 39m² to 37m².

63 The development as a whole provides both complainant apartments within the Extra Care facility along with the general needs properties and accessible bungalows providing gross internal floor areas and minimum bedroom sizes in accordance with Policy H9.

Housing Mix

64 The table below shows the Council’s preferred mix in the context of Policy H4, and the mix of general needs housing proposed by the application:

| <i>Type</i> | <i>H4 Preferred Max%</i> | <i>H4 Preferred Min %</i> | <i>Target %</i> | <i>Mix proposed in application (no. of units)</i> | <i>Mix proposed in application (%)</i> |
|---------------|--------------------------|---------------------------|-----------------|---|--|
| <i>Houses</i> | 90 | 50 | 75 | 116 | 100% |
| <i>Flats</i> | 50 | 10 | 25 | 0 | 0% |
| Size | Max% | Min% | Target% | | |
| 1 | 50 | 0 | 10 | 16 | 14% |
| 2 | 80 | 30 | 50 | 60 | 52% |
| 3 | 70 | 20 | 30 | 38 | 33% |
| 4+ | 50 | 0 | 10 | 2 | 2% |
| <i>TOTAL</i> | - | - | | 116 | 100 |

65 The development has been designed to accommodate and address the local need for housing and thus it is considered an appropriate mix of housing types is provided via the development addressing the requirements of Policy H4.

66 As can be seen, in terms of unit type the proposal is broadly in line with the targets of the policy. Although the number of 1-bed units is slightly higher than the target, and the number of 4-bed units is lower, this reflects the nature of the scheme and in particular the intention for a number of 1-bed wheelchair accessible bungalows which provide fully accessible units. No flats are proposed to be provided as part of the general needs housing, but it is noted that all of the 60 units within the extra care facility will be apartments.

Accessibility

67 Policy H8 sets out requirement for housing for independent living. In developments of 50 or more dwellings it is expected schemes make a contribution towards supporting needs for Independent Living. Given 16, 1-bedroom, fully wheelchair accessible bungalows are proposed as part of the scheme, along with the Extra Care Facility providing a further 60 specialised units with internal lifts, it is considered the proposals are far exceed Policy H8.

Greenspace

- 68 The proposals create a high density scheme and thus are required to provide 20% provision of Green Space in line with Policy G4. At present the larger Throstle Recreation Ground site comprises of a flat green open space, with the western portion allocated for development. The application proposes to re-arrange the space across the site, so that the space will be located centrally, surrounded by the proposed development as opposed to it remaining on the location designated as Greenspace in the SAP.
- 69 Policy G6 of the Core Strategy states that green space will be protected from development unless one of three criteria is met. Of relevance to this proposal, this includes where *“b) The green space / open space is replaced by an area of at least equal size, accessibility and quality in the same locality”*. The proposals meet this requirement and whilst it is recognised that there is a slight reduction in Greenspace compared to the area of land that is currently the recreation ground, part of this land was allocated for housing development by the UDP, and so the principle of its loss has already been accepted. The designated Greenspace currently measures an area of 22,700sqm with the proposals retaining 22,486sqm, representing a small net loss of approximately 214sqm. This loss is the direct consequence of internal highways works within the site necessary to create additional footpaths in-line with adoptable standards and thus it is considered this net loss of area is, acceptable, given the additional enhancements to be provided on the new green space.
- 70 There is an agreement in place with the owner of the land that access to the Greenspace will be maintained during construction. This will be realised by a phasing plan which will be the subject of a condition, allowing areas not under development to be accessible for continued recreation.
- 71 Policy G4 of the Core Strategy requires that residential developments of 10 or more dwellings provide new on-site greenspace (or make equivalent off-site provision), with the amount required being dependent on the housing mix proposed. In the case of this application, no additional on-site green space (over and above what is already designated) is proposed. However, it is noted that the scheme will deliver significant benefits in terms of quality and significant enhancements to the existing on-site Greenspace.
- 72 Policy G4 specifically refers to off-site financial contributions being acceptable in some instances. However, in this case, as the site includes a large area of designated green space which is proposed to be relocated and retained, it is considered the best outcome is achieved by making improvements to this on-site Green space, rather than to require an alternative green space provision off-site. The proposals directly deliver these on-site enhancements and thus it is considered that the locality will directly benefit as oppose to providing off-site green space (or equivalent financial contributions) and the aims of policy G4 are met.
- 73 The financial contribution associated with the laying out of additional greenspace for the proposed mix of 116 houses would equate to a contribution of £82,545. The development proposes Greenspace quality improvements of circa £600,000 and for these reasons it is considered Policy G4 is satisfied without the need for off-site contributions given the significant uplift achieved through the development.

74 Policy G6 requires only a like-for-like provision in terms of quality. The proposals seek to incorporate sustainable drainage measures and habitat creation for bio-diversity net gain, exceeding 10%, within the new areas of green space along with providing enhanced areas of planting and children's play. It is considered that the uplift in the quality of the green space is significant compared to the current flat open expanse of grass and thus the requirements of G6 are exceeded.

Highways

75 Both sites are identified within the Site Allocations Plan as Ref: HG1-368 and Ref: HG1-161 with a combined capacity of 155 units. The proposals seek to develop both sites in line with the allocation for residential properties totalling 176 units. Neither site allocation include specific site requirements for highway improvement works.

76 Bus stops are located on Middleton Park Avenue and Throstle Road which have been assessed in the Transport Assessment and provide a combined frequency of 1 bus every 15 minutes or less. Buses can be taken to both Leeds and Wakefield city centre.

77 Middleton Primary School and Elements Primary School are both within a 10 minute walk of the site. There are no secondary schools within walking distance of the site however Cockburn and Rodillian high schools are accessible via bus. Local services are located within a short walk of the site. Middleton Park Circus is approximately a 10 minute walk to the north of the site and contains multiple shops and takeaways including a post office and Sainsbury's local. Middleton Park Health Clinic is directly north of the site on Middleton Park Avenue also within walking distance.

78 Pedestrian routes connecting the site with Throstle Lane have been incorporated into the layout, supported by highways colleagues, providing coherent pedestrian routes into neighbouring streets and good connectivity with existing routes meeting the accessibility standards set out in the Core Strategy.

79 The application has progressed with various amendments to highways elements and parking. In total there are 30 parking spaces (4 EV bays & 6 disabled bays) for the Extra Care Facility which exceeds the expectations of the draft Transport SPD. Provision of EV bays and disabled bays are also in accordance with guidance with an ambulance bay provided within the carpark.

80 New dwellings within both development sites are to feature dedicated off road parking through the provision of driveways between the properties.

81 Two new points of access are to be created off Throstle Road and 1 off Middleton Park Avenue. The vehicular access off Sissions Road is to be increased in width to accommodate part of the new development with individual driveways are also fronting onto Throstle Road.

82 The internal layout of the site has been subject to amendments to address concerns raised by Middleton ward members to reduce the number of access points and thus the potential for rat running during busy periods and potential for anti-social behaviour. The developer will be required to enter into a Section 278 Agreement for new access works, widening and relocation of a bus stop.

83 The principle of residential development across both sites falls in line with the adopted SAP and it is considered, subject to the suggested conditions, the proposals do not create highway safety concerns and thus would be acceptable.

Design

84 The overall size and scale of the Extra Care building has been designed to integrate within the existing surrounding context. Designed as a 3 storey building in order to reduce the overall footprint and to facilitate the required number of general needs housing units and public open space the block is considered to sit comfortably within the site whilst respecting the surrounding context of predominately 2-3 storey buildings.

85 Following concerns raised at a ward member briefing in July 2020, when Members expressed concerns regarding the perceived blandness and stark appearance of the Extra Care block, the applicant has provided significant amendments in order to address its perceived dominance. The building now incorporates contrasting red and grey brick colours, tones and textures with areas of relief around windows and balconies, including additional glazing, creating shadow lines to break up massing along with fretted metal panels and cladding to the 3rd floor. In addition the third floor of the building retains a set back from the front elevation further reducing bulk and allowing the provision of a roof terrace.

86 The design incorporates a light and open plan feel to the main entrance with a generous foyer and a glazed curtain wall which links directly to a community hub area to the front of the building. The design allows flexibility within the open plan ground floor aimed at allowing use by both residents and the local community to access the proposed café/bistro and beauty salon. Sliding screens are to be installed internally which allow the multipurpose space to be increased for larger community events where required. In addition a feature canopy has been created to place an emphasis on the main entrance with an area of integral seating allowing users to sit within the landscaped spaces.

87 The design and layout of the site creates properties which face the internal highway with open frontages and garden areas allowing good natural surveillance and views over the central Greenspace. This is reflected within generous plot sizes which provide sufficient private amenity space for occupants of the dwellings and achieve sufficient distance to the rear boundaries to facilitate good levels of outlook and privacy. The property types and design meet with the minimum internal space standards and provide a generous layout for occupants.

88 The general needs properties feature a contemporary appearance with dual pitched roofs and Juliet balconies. They will include textured brick panels and a flat front canopy erected in grey and red brick to match the larger Extra Care facility and wider context of brick built semi-detached and terrace properties typical of the Middleton ward.

89 Parking is provided to the sides of the dwellings to avoid a parking dominated street scene meeting the aims of the Street Design Guide.

90 Design officers have been consulted on the proposals and support the overall design and appearance of the scheme within the context of the site. For these reasons the proposed design is considered acceptable, compliant with policy P10.

Climate Change and Sustainability

- 91 The applicant has submitted an Energy and Sustainability Statement as part of the application package which proposes to minimise energy demand and carbon emissions, given the high density. The applicant's sustainability credentials outline that heat recovery systems will be utilised including the district heating network providing up to 42% of the developments energy through the use of a low and zero carbon technology.
- 92 The proposal also incorporates electric vehicle charging points with measures to reduce water consumption meaning that the development complies with policy EN1 and EN2, and all sustainability measures will be secured by condition.

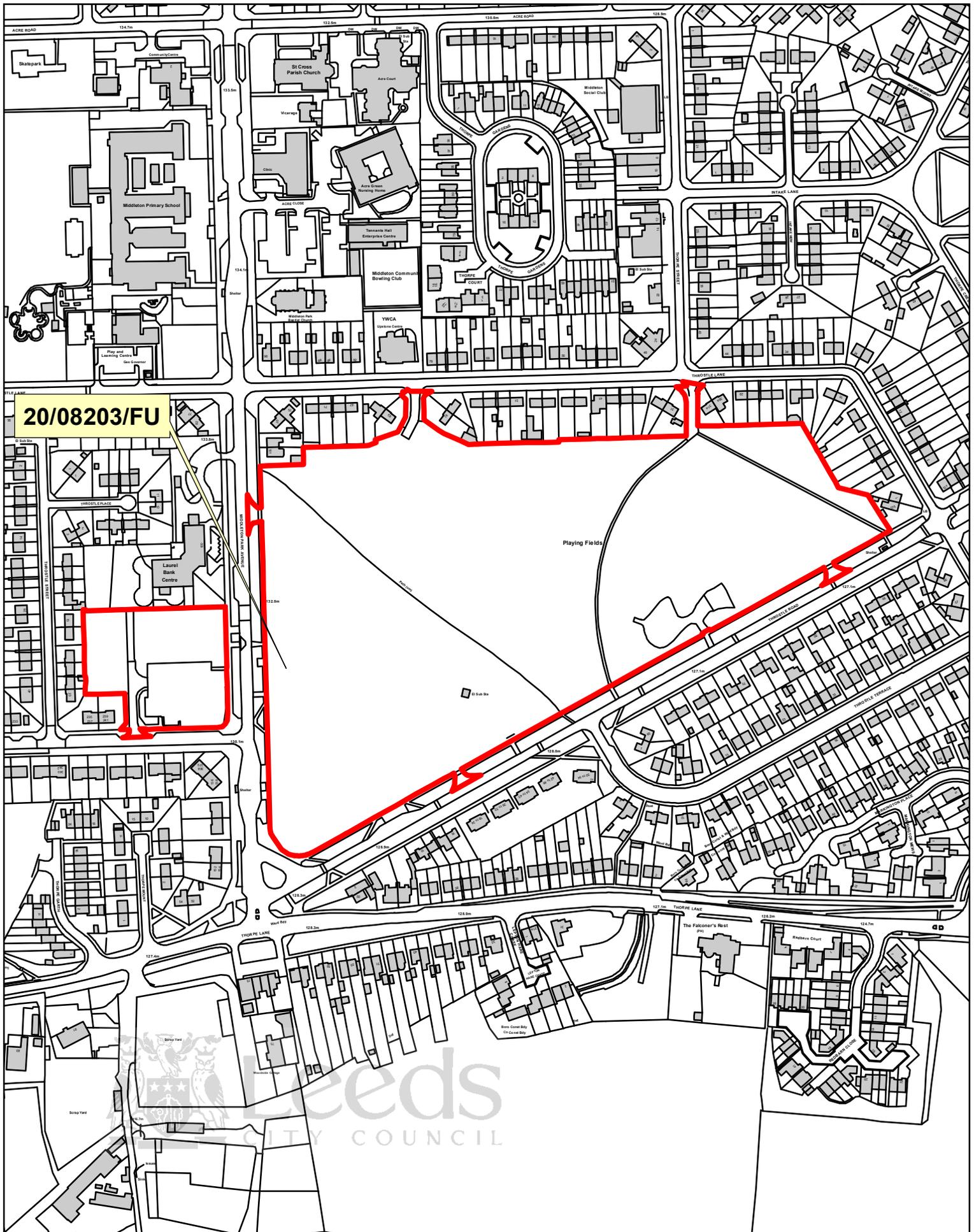
Conclusion

- 93 This scheme is considered to positively contribute towards the delivery of the Site Allocations Plan in line with the identified uses and deliver much needed affordable housing within an area of need whilst also providing a much needed care facility. Whilst the designated greenspace is being relocated it is considered the slight departure from the SAP is acceptable in the specific circumstances. It is acknowledged an objection has been received from Sport England however it is considered the replacement sports pitch and much enhanced multi-use green space address these concerns.
- 94 The development provides an acceptable layout with a positive design and internal landscaping arrangement, allowing public access throughout which is considered to deliver an acceptable standard of residential amenity, including adequate internal space, for future occupants.
- 95 The NPPF directs that where an application accords with the Development Plan it should be approved without delay. In this instance, a slight departure from the SAP has been identified through a reconfiguration of housing allocation and designated green space. However, in considering all of the above site allocation issues, Offices have concluded the benefits of providing a 100% affordable housing scheme and Extra Care facility contribute to the Council's ongoing housing supply also attracting weight. Furthermore the proposed retained on-site green space and enhancements deliver a significant improvement to an area of green space within the locality along with bio-diversity benefits and habitat creation. Given this it is considered the benefits of the proposal weigh against identified conflicts and as such the application is recommended for approval.

Background Papers:

Application files 20/08203/FU

Certificate of ownership: Certificate B signed by the agent



SOUTH AND WEST PLANS PANEL

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