



Report of the Chief Planning Officer

NORTH & EAST PLANS PANEL

Date: 1st February 2024

Subject: 22/08491/OT – Outline planning application for industrial development (Use Classes B2/B8) and ancillary office space (Use Class E(g)) with matters reserved except for access at Land at William Parkin Way, Leeds, LS15

APPLICANT

Scarborough Group Limited

DATE VALID

13 Jan 2023

TARGET DATE

Extension to be agreed

Electoral Wards Affected:

Temple Newsam
Garforth & Swillington
Adjacent to Cross Gates & Whinmoor

Yes Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

POSITION STATEMENT: Members are requested to note the contents of this report and presentation and to provide views in relation to the questions posed to aid the progression of the application prior to its formal determination.

INTRODUCTION:

1. This outline application is brought to the North and East Plans Panel as it involves a site that has been the subject of the Site Allocations Plan (SAP) legal challenge and which has only very recently been resolved following receipt of the Inspector’s decision letter and the Council’s formal ratification of this development plan at Full Council on 17th January 2024. In addition to the principle of the development from a land use perspective, Members views are sought on the general approach to layout, design and appearance and landscaping/biodiversity considerations.
2. At this stage, only the principle of bringing the site forward for employment purposes along with access has been formally applied for and all other matters are still ‘reserved’ for future consideration. Nonetheless during the past 12 months, the applicants, their agents together with officers have been working on a number of interrelated matters raised through the application and relate to the following:

- Highways (including parking, access and trip movements)
- Landscaping (relating to retention of existing trees and proposed tree planting)
- Ecology (including a number of surveys regarding Bats & Great Crested Newts as well as enhancing biodiversity on site)
- Drainage/attenuation features

PROPOSAL:

3. Outline permission is sought for an industrial development (B2 & B8 uses) and ancillary office space at land off William Parkin Way. At this stage, the matters for consideration are the principle of the development and access to the site with all other matters (appearance, scale, layout and landscaping) still 'reserved'.
4. Access would be taken from William Parkin Way, at the signalised junction with Barrington Way as this is one of the lowest parts of the site, relative to the road. This access road would then form the main spine road through the site with a number of spur roads leading to the units. From the access point on William Parkin Way, the road rises gradually over its length west towards the Motorway. The location of the units and associated infrastructure would ensure that the existing Public Right of Way (PROW) network remains in place.
5. The indicative masterplan shows 7 individual units with a further 4 units shown which could be sub-divided to provide several, smaller starter units. Due to the levels within the site, the scheme would be divided into 6 development plots, with plot 1 sitting on the highest plateau, adjacent to the Motorway and plot 6 being the lowest, next to William Parkin Way. The details of the plots would be as follows:
 - Plot 1 (containing units 1 & 2) – average site level of +98.50
 - Plot 2 (containing unit 3) - average site level of +96.80
 - Plot 3 (containing units 4 & 5) - average site level of +91.00
 - Plot 4 (containing unit 6) - average site level of +89.00
 - Plot 5 (containing unit 7) - average site level of +88.00
 - Plot 6 (containing units 8 – 11) –average site level of +87.00
6. The submitted information indicates that the building heights will be dictated depending on where they sit within the site. For example, buildings within plot 6, toward the front of the site, near the site entrance, will have the lowest building mass and have a scale more comparable to other adjacent building plots within the wider area. Building heights within the centre of the site would increase in height with the largest possible building heights to plots 1 and 3 which would sit adjacent to the Motorway, with an indication that the height for unit 1 (within plot 1) would be around 14.8m.
7. Whilst not a matter for detailed consideration at this stage, the application does provide some indicative details with regard to the design and appearance of the buildings. It is intended that there would be a theme running through the scheme with the entrance areas containing large amounts of glazing which could also extend to the office areas. Articulation could also be created by setting the doors at ground level into the façade. These areas could be used across the development with slight variation to provide some distinctiveness and variety. The warehouse space behind the entrance façade would be simpler in terms of design and appearance, representative of the function which this area serves.

8. Landscaping and public realm would be a key feature of the development with the intention to retain and enhance areas of special interest and quality. Connectivity around and through the site is also significant given the surrounding PROW network. Approximately 40% of the site is suggested to be retained and enhanced as landscaped areas. The submitted masterplan indicates a central route which would provide users extensive areas of landscaping providing a number of functions. The largest area of landscaping would be located to the south and west where the existing woodlands are located – these would be retained with paths around which would connect with the existing PROW network.
9. Existing boundary vegetation, including trees and hedgerows will be largely retained and also enhanced with new attenuation ponds proposed as well as a swale which will provide drainage solutions as well as enhance biodiversity.

SITE AND SURROUNDINGS

10. The application site is a roughly triangular parcel of land, measuring around 28ha, situated between William Parkin Way (to the west), the M1 Motorway (to the east) and the Leeds-Selby railway line (to the north), the motorway junction (to the south) and has an elevated position in relation to the surrounding area. William Parkin Way is the most southernly section of the East Leeds Orbital Road (ELOR).
11. The land is greenfield in nature with mature trees along the south/east edge, adjacent to the M1 as well as to the north along the railway embankment. A single tree is positioned centrally within the site. Toward the west of the site, adjacent to William Parkin Way, are two wooded areas which form the backdrop of the site when viewed from the road. Within the site are a number of PROW's and Bridleways which connect the land with the surrounding area, including connections to the north and east. Connections to the west and 'The Springs' is via a recently constructed green bridge spanning William Parkin Way.
12. The surrounding area consists of a mix of residential, commercial and leisure. Directly to the west is 'The Springs' retail park which contains a mix of uses including retail, eateries, cinema and other leisure facilities. Beyond this to the south is 'Thorpe Park' which is mainly office and other employment uses. To the north is a newly constructed housing estate known as 'The Point' and contains approximately 300 dwellings. To the north, beyond the railway line is the southern part of the East Leeds Extension (ELE) which is a large housing allocation for Circa 5000 dwellings. The section closest to the application site is generally known as the Southern Quadrant.
13. Junction 46 of the M1 Motorway is situated immediately to the south of the site which connects to William Parkin Way and the ELOR. This road network provides connections north through to Red Hall, Roundhay Park and the northern section of the Outer Ring Road.

RELEVANT PLANNING HISTORY:

14. No applications directly relevant on site however, off-site the following are of relevance:

East Leeds Orbital Road (ELOR)

14/01216/FU - Detailed application for the Manston Lane Link Road (North - South Route). Approved 14.07.2014

17/04351/LA - Construction of a dual carriageway orbital route incorporating new roundabouts, cycle and pedestrian bridges, underpass and overbridge; laying out of country park. Approved 11.12.2017

The Springs retail/leisure complex

12/03886/OT - Outline Planning Application for mixed use development comprising offices (business park) (B1A), (B) and (C), retail and bar/restaurant (A1, A2, A3, A4 and A5), hotel (C1), leisure facilities (D1, D2), multi-storey car park, together with internal roads, car parking, landscaping and drainage. Approved 20.03.2014

14/05483/FU - Variation of Condition 4 (floor space) of approval 12/03886/OT to read 'The development hereby permitted shall not exceed the total quantum of developments as listed below (all Gross External Area) B1 - 83,615sqm, A1 (food store) - 9,000sqm, A1 not within the food store - 9,000sqm, A2, A3, A4 and A5 - 4,200sqm, C1, D1 and D2 - 16,340sqm. Of which no more than 14,050sqm shall be in the C1 hotel use and 2,290sqm shall be in D2 gym use' Approved 02.04.2015

15/02217/OT - Variation of conditions 4, 23, 28, 29 and 30 of Outline Planning Permission 14/05483/FU (mixed use development at Thorpe Park, Leeds) to introduce greater flexibility to allow the 9,000 sq.m of gross retail floorspace within the approved foodstore unit to be reconfigured to provide up to 2,000 sq.m of gross convenience goods floorspace and 7,000 sq.m gross for non-food operators (including RESULTANT changes to the total permitted net sales floorspace). Approved 06.11.2015

15/06583/OT - Variation of conditions 3 (approved plans), 4 (total quantum of development/uses) and 49 (uses not permitted) of approval 15/02217/OT to allow a cinema use and submission of amended parameter plans. Approved 26.02.2016

16/02381/RM - Reserved matters application for retail/leisure plot/phase of the Thorpe Park development including the appearance, landscaping, layout and scale of development for the erection of a series of buildings providing 27,833sqm (299,602sqft) of retail and leisure floorspace (Use Classes A1, A2, A3, A4, A5 & D2) together with associated ancillary facilities, servicing, access, parking, landscaping & public realm, pursuant to outline planning permission 15/06583/OT. Approved 07.04/2017

Housing south of railway

14/05481/OT - Outline application for residential development (maximum 300 units) together with other uses and revised landscaping. Approved 02.04.2015

17/03974/RM - Reserved Matters Application for 296 dwellings with layout, scale, appearance, landscape and access. Approved 26.01.2018

East Leeds Extension (ELE) – Southern Quadrant

21/08379/OT - Outline Application for up to 925 dwellings including means of primary vehicle access and central Spine Road and associated infrastructure works and a 2.6ha Community Hub facility (provisionally comprising primary school, convenience store and health provision) all on land pertaining to the Southern Quadrant of the East Leeds Extension (part of housing allocation site HG1-288). Pending Decision

HISTORY OF NEGOTIATIONS:

15. Officers have worked with the applicants in order to address consultee comments relating to highways, ecology, landscaping and drainage. Discussions are ongoing with some of these matters.

CONSULTATION RESPONSES:

16. At the time of writing, negotiations were still underway with regard to outstanding matters relating to highways, ecology, landscaping, drainage and any updates to these will be reported orally at the Plans Panel as part of the officer presentation

17. Statutory Consultees

Northern Gas Networks – No objection subject to the existing High Pressure gas pipeline being protected during construction and not built on/over.

West Yorkshire Archaeology – No objection subject to condition relating to archaeological investigation

Yorkshire Water – No objection subject to conditions

HSE – No objection

HS2 – No objection

National Highways – No objection subject to conditions

Network Rail – No objections subject to conditions

Coal Authority – No objections subject to conditions

18. Non-Statutory Consultees:

Environmental Services (Air Quality) – No objection

LCC Landscape – Require further regarding impacts of development on existing trees as well as more information on proposed landscaping.

LCC Flood Risk Management – Further information required regarding calculations, discharge rates and adoption of any attenuation ponds.

LCC Highways – Additional information required regarding parking numbers and junction modelling

Influencing Travel Behaviour – No objection subject to a Travel Plan monitoring fee and conditions

LCC Contaminated Land – No objection subject to conditions

LCC Environmental Health – No objection subject to conditions

LCC Climate & Sustainability – No objection in principle but require further details on any subsequent Reserved Matters application regarding reduction on carbon emissions and low energy measures

LCC Nature Team – No objection to the outline proposals subject to conditions to secure BNG and other ecology measures

PUBLIC/LOCAL RESPONSE:

Ward Member Comments (Garfoth & Swillington):

19. Determining planning applications should not undermine the Local Plan, the position in Leeds is that the Local Plan is not out-of-date and the report of the Inspector regarding the allocation of this site has yet to be confirmed. The site in question is designated as 'Green Belt' and no Very Special Circumstances exist to approve this application, therefore it should be refused.

Comments in Objection:

20. A total of 6 letters of objection have been received to the application (which includes 3 from Cross Gates Watch Residents Association). A summary of the comments are as follows:
- The site is located within the Green Belt & no Very Special Circumstances exist to approve the application.
 - The application is premature as the Inspector is yet to conclude their findings on the allocation of the site
 - Impact of extra traffic will create excessive noise and pollution for neighbouring houses
 - Loss of amenity for nearby residential properties including health, landscape & biodiversity.
 - Poor air quality associated with the intended uses
 - Noise from the uses will impact on people's health and general wellbeing
 - Possibility of odour nuisance
 - Question how many jobs will be created from the development given improvements to technology
 - Impact on wildlife by building on Greenfield site
 - The cancellation of the northern leg of HS2 will release safeguarded land meaning there is no need for Green Belt land to be used to fill any shortfall

PLANNING POLICIES:

LOCAL PLANNING POLICY AND GUIDANCE

The Development Plan

21. As required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 this application has to be determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan currently comprises the adopted Local Development Framework Core Strategy (2019), those policies saved from the Leeds Unitary Development Plan (Review 2006), the Site Allocations Plan (2019), the Natural Resources and Waste Development Plan Document (2013 and 2015) and the [insert Neighbourhood Plan if applicable]
22. The following policies from the Core Strategy are considered to be of most relevance to this development proposal:

SP1: Delivery of spatial development strategy.

- SP8: A competitive local economy will be supported through... facilitating existing strengths in financial and business services and manufacturing; ...supporting development in existing locations/ sites for general industry.
- SP9: Provision for offices, industry and warehouse employment land and premises.
- EC1: General employment land will be identified, in the first instance, to meet the identified need for land to accommodate research and development, industry, warehousing and waste uses over the plan period.
- EC3: Safeguarding existing employment land and industrial areas.
- P10: New development for buildings and spaces, and alterations to existing, should ... provide good design that is appropriate to its location, scale and function.
- P12: Retention of exiting landscape features
- T2: New development should be located in accessible locations that are adequately served by existing or programmed highways, by public transport and with safe and secure access for pedestrians, cyclists and people with impaired mobility.
- G1: Enhancing/extending green infrastructure
- G8: Protection of important species and habitats
- G9: Biodiversity Improvements
- EN1: Carbon Dioxide reductions for major developments
- EN2: Sustainable design and construction
- EN4: District Heating
- EN5: Seeks to manage and mitigate flood risk
- EN8: EVCP

23. The following saved policies from the Unitary Development Plan Review are considered to be of most relevance to this development proposal:

- GP5: Seeks to ensure that development proposals resolve detailed planning considerations, including amenity.
- BD5: Requires new buildings to give consideration to both their amenity and that of their surroundings.
- LD1: Seeks for landscape schemes to complement and where possible enhance the quality of the existing environment.
- N23: Incidental space around built development should provide a visually attractive setting.

24. The Site Allocations Plan (SAP) adopted in July 2019 (with the main modifications (MM) adopted January 2024) - This allocates land for housing and employment and designates green space and retail centres within the Metropolitan District of Leeds (except for the AVLAAP area). The following Site Requirements are relevant:

The site will have a direct impact upon MLLR and M1 Jn 46 and mitigating measures will be required. This may take the form of a contribution towards to the cost of future works on MLLR, in line with the proposals for East Leeds Orbital Road, together with a contribution to works at Jn 46 in line with the requirements of Highways England.

25. The following policies from the Natural Resources and Waste Local DPD are considered to be of most relevance to this development proposal:

- MINERALS3: Mineral safeguarding areas- surface coal.
- AIR1: Major developments required to incorporate low emission measures to mitigate impacts on air quality.

<u>WATER1:</u>	Water efficiency
<u>WATER2:</u>	Protection of water quality
<u>WATER 7:</u>	All developments are required to ensure no increase in the rate of surface water run-off to the existing formal drainage system and development expected to incorporate sustainable drainage techniques.
<u>LAND1:</u>	Supports principle of development on previously developed land and requires submission of information regarding the status of the site in term of contamination.
<u>LAND2:</u>	Development and trees

Relevant Local Supplementary Planning Guidance/Documents

26. The most relevant local supplementary planning guidance (SPG), supplementary planning documents (SPD) are outlined below:

Transport (Adopted 2023)
 Sustainable Urban Drainage (2004)
 Sustainable Design and Construction (2011)

NATIONAL PLANNING POLICY AND GUIDANCE

National Planning Policy Framework

27. The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system. The NPPF must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.
28. Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise (section 38(6) Planning and Compulsory Purchase Act 2004). The National Planning Policy Framework is an important material consideration in planning decisions.
29. The following sections of the NPPF are most relevant for the purposes of determining this application:
- | | |
|-------------|--|
| Chapter 2: | Achieving sustainable development |
| Chapter 6: | Building a strong, competitive economy |
| Chapter 8: | Promoting healthy and safe communities |
| Chapter 9: | Promoting sustainable transport |
| Chapter 11: | Making effective use of land |
| Chapter 12: | Achieving well-designed and beautiful places |
| Chapter 15: | Conserving and enhancing the natural environment |

National Planning Practice Guidance

30. The Planning Practice Guidance (PPG) provides commentary on the application of policies within the NPPF. The PPG also provides guidance in relation to the imposition of planning conditions. It sets out that conditions should only be imposed where they are necessary; relevant to planning and to the development to be permitted; enforceable; precise and reasonable in all other respects.

CLIMATE EMERGENCY:

31. The Council declared a climate emergency on the 27th March 2019 in response to the UN's report on Climate Change.
32. The Planning and compulsory Purchase Act 2004 as amended by the Planning Act 2008, alongside the Climate Change Act 2008, sets out that climate mitigation and adaptation are central principles of plan-making. The NPPF makes clear that the planning system should help to shape places in ways that contribute to radical reductions in greenhouse gas emissions in line with the objectives of the Climate Change Act 2008.
33. As part of the Council's Best City Ambition, the Council seeks to deliver a low-carbon and affordable transport network, as well as protecting nature and enhancing habitats for wildlife. The Council's Development Plan includes a number of planning policies which seek to meet this aim, as does the NPPF. These are material planning considerations in determining planning applications.

PUBLIC SECTOR EQUALITY DUTY:

34. The Equality Act 2010 requires local authorities to comply with the Public Sector Equality Duty. Taking into account all known factors and considerations, the requirement to consider, and have due regard to, the needs of diverse groups to eliminate discrimination, advance equality of opportunity and access, and foster good relations between different groups in the community has been fully taken into account in the consideration of the planning application to date and at the time of making the recommendation in this report.
35. In this instance it is considered that the proposals do not raise any specific implications in these respects and therefore it is not considered that a full Equality, Diversity, Cohesion and Integration Impact Assessment (EDCI) is required.

KEY ISSUES:

36. Members are asked to comment on the proposals and to consider the following matters.

Land Use & Access considerations

Land Use

37. As noted, the application seeks outline permission for industrial development (B2/B8 uses) together with ancillary office space. Matters for consideration as part of this outline application are the principle of the development and access into the site
38. The site was originally allocated for mixed-use development (employment and housing) within the adopted SAP in 2019. However, the site, as well as 38 other housing allocations were subject to a High Court Legal challenge relating to sites that were, immediately before the adoption of the SAP, within the Green Belt. This challenge was successful and resulted in all 39 sites reverting back to Green Belt.
39. Due to a predicted shortfall in general employment land over the plan period it was still considered site should be removed from the Green Belt but the site allocation be changed to general employment only (EG2-37 Barrowby Lane) as part of the submission of proposed changes to the SAP Remittal (SAPR).

40. Following a lengthy Public Enquiry which included two hearings in public (September 2021 & May 2022) as well as three rounds of consultation, the site has recently (January 2024) been allocated for employment through the adoption process of the remitted part of the SAP in relation to the Main Modifications with the Inspector concluding that:

“Given the sterilising impact of the Safeguarding Directions (relating to HS2 and other rail projects) on employment land supply the exceptional circumstances required by paragraph 83 of the 2012 Framework does apply to EG2-37. The site would be suitable for general employment use, and the release of the site EG2-37 from the Green Belt would provide 21.2 ha of general employment land making a significant contribution to the supply and reducing the shortfall. Therefore, the site’s allocation as EG2-37 for wholly general employment land is justified, and it would be consistent with the NPPF as whole.”

41. With specific regard to safeguarded land for HS2, the inspector has addressed this. Based on the inspector’s interpretation of the reports, studies and announcements from the Government she is satisfied that the Safeguarding Directions sterilising the affected general employment sites are still in place and the land may still be needed for other rail projects and this would not be known until Summer 2024 at the earliest. Whilst the Safeguarding Direction remains in place there will continue to be a shortfall of general employment land. She also notes in her report that *“If all the sites covered by the safeguarded direction were able to be counted towards the general employment land supply before 2028 as well as including site EG2-37 (I.E. this application site), there would be a positive supply position of 26.2 hectares.”* She clarifies that a modest oversupply would represent a positive approach and be in line with the Core Strategy.
42. The allocation and therefore the whole of the SAP was recently approved at Full Council on 18th January 2024 and is therefore material in the assessment of the application in that the proposed employment use is now in conformity with the adopted development plan.
43. On the basis the site contributes towards the Council’s minimum requirement of 493 hectares of general employment land for the period of 2021-2028 and this planning application is in accordance with the site’s newly allocated employment use officers are supportive of the principle of bringing this site forward in the terms applied for.

Access:

44. With respect to means of access into the site, this is to be provided via the existing ‘T’ junction on William Parkin Way and Barrington Way that currently provided access into the Redrow housing development. When this junction was first considered, the possibility of bringing forward the application site at some point in the future was anticipated and so its position and characteristics were specifically designed so it could be altered to a four-way junction with ease. The introduction of a fourth arm to this signalised junction is therefore considered to be acceptable and would allow for appropriate control of traffic flows in and out of the application site. As such, no highway objection is raised with regard to the intended means of access into the site.
44. **Question 1: Given the allocation of the site for employment purposes and that only the means of access is being considered at this stage, are members happy for the decision to be delegated to officers subject to those outstanding matters of a technical/specialist nature being resolved so appropriate restrictions/conditions can be imposed?**

General approach to layout, scale and appearance

45. Policies within the Leeds Development Plan and the advice contained within the NPPF seek to promote new development that responds to local character, reflects the identity of local surroundings, and reinforce local distinctiveness. Moreover, the NPPF states that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. It is fundamental that the new development should generate good design and respond to the local character.
46. Policy P10 states inter alia that all new development for buildings and spaces should be based on a thorough contextual analysis and provide good design that is appropriate to its location, scale and function. Other policies feed into this general requirement including those which seek to ensure existing landscape features are retained wherever possible.
47. Officers recognise that matters relating to detailed layout, scale and appearance are all 'reserved' for future consideration however, the submitted details do provide an indication of the design approach likely to be taken. This is because the site constraints are such that it is likely any reserved matters application will closely follow the basic layout currently shown. In particular, the site levels and associated highway restrictions that limit the gradients for all new roads means there are limited layout options. Accordingly officers consider this a good opportunity to give some consideration to these matters now.
48. The indicative layout shows a main spine road running through the site from what is a fixed point of access off William Parkin Way. As already highlighted, this is because the existing 'T' junction was specifically designed and positioned so that it could be altered to a four-way junction and serve the application site. From the point of access, the spine road includes several spurs that would provide access into each of the units. Currently 6 development plots would be created to form platforms. These platforms would follow the land levels with plot 1 being the highest and containing the larger buildings (units 1 & 2). This general approach has been developed as it works best with the existing land levels and limits the need for significant excavation works.
49. Due to the location of the site and its own topography, it is prominent from the M1 Motorway and also the surrounding area which is largely much lower. This does therefore mean there is an inevitability that views of the development will be available. The large format nature of the buildings themselves will also add to this and again this is a consequence of the site's employment allocation. For these reasons the visual impact of the development is an important consideration although should also be recognised that it is relatively common for employment buildings to be positioned adjacent to the strategic highway network due to the obvious accessibility benefits this brings. It is not therefore expected the development will or indeed can be 'hidden', rather that it needs to be appropriately designed and views filtered through the use of existing and new landscaping.
50. With the above considerations in mind, the indicative block plan identifies two units along the motorway boundary. In order to help integrate these units a buffer in the region of circa 30m is shown. Some of this buffer is provided by the existing motorway embankment which itself already includes some trees but new on-site tree planting is also anticipated. This provision of key landscape buffers is considered by officers to strike a good balance between ensuring the site delivers an appropriate quantum of employment development that it was specifically released from the Green Belt for whilst at the same time helping to mitigate the visual impact that comes with this.

51. Elsewhere, a similar approach is taken, particularly with regards to views from ELOR and the north as a combination of buffer planting, strategic gaps between buildings to help break up the overall massing and the provision of smaller units along the site boundary with the railway line all combine to help soften the visual impact and integrate the buildings into a new landscape.
52. Matters regarding lighting and signage to the building/s would be addressed through separate planning applications however, it is recognised that these will be important elements to assess as these will also have the potential to impact upon the surrounding area as well as impacting on local ecology if not carefully controlled.
53. With regard to the buildings themselves, no specific details have been provided however, the supporting documents do indicate that there could be the opportunity to provide continuity throughout the buildings including the use of large format glazing for office areas. Whilst there would be variation across the buildings, having a key design element running through the development is considered to be appropriate and will help to generate good design. As such, officers consider that the indicative details provided at this stage are well founded and can be taken forward into the reserved matters stages.

Question 2: Do Members have any comments to make regarding the indicative layout of the buildings?

Question 3: Are Members comfortable with the intended design approach?

Landscaping/biodiversity

54. Policy P12 notes that *“the character, quality and biodiversity of Leeds’ townscapes and landscapes, including their historical and cultural significance, will be preserved and enhanced to protect their distinctiveness through stewardship and the planning process.”*
55. Policy G8 states that development will not be permitted which would seriously harm sites of local importance for biodiversity. LCS Policy G9 requires development to make improvements to biodiversity and wildlife habitats through protection and enhancement.
56. As with appearance and layout matters, landscaping is also ‘reserved’ for future consideration however, the submitted plans do provide an overall strategy. The masterplan has been developed to maximise the existing sites properties, to retain and enhance areas of special interest and landscape quality and to preserve existing vegetation. The existing woodland located to the south-west of the site (adjacent to William Parkin Way) is to be retained with footpaths proposed to run either side of the woodland (one of which is a Bridleway) and connect to a series of new and existing footpath/cycle path routes which would run around and through the development.
57. Additional information has been provided with regard to protected species in the form of an Ecological Impact Assessment (EclA). This has shown that the development would not have any adverse impacts on roosting bats nor upon any commuting or foraging bats with mitigation measures for construction work able to be secured through condition.
58. The EclA also states the vegetation on-site offers suitable bird nesting habitat and describes measures to avoid harming birds and their active nests if this habitat is

removed. Measures to avoid harming breeding birds can also be secured through condition. The report also considers that whilst the site does offer suitable foraging habitat for badgers, no evidence was found on site. It does however, describe measures to avoid impacting on badgers during the construction phase which is considered sensible and can be secured by conditions. The same is true for hedgehogs, with protection measures to be secured via condition. No Great Crested Newt DNA was found within the SUDS pond, and the EcIA considered that they are absent from the development site.

59. With regard to Biodiversity Net Gain (BNG), the submitted information based on the indicative plans show an uplift of 1.24 habitat biodiversity units or a BNG of 1.34% with an uplift of 4.17 hedgerow biodiversity units or a BNG of 57.77%. While the submitted Metric indicates the scheme will achieve a measurable net gain for biodiversity, it is only a marginal one for Habitat Units. Nevertheless, the final layout has yet to be agreed and it is expected that there would additional habitat improvements as the scheme progresses.
60. Considering the above, officers raise no objections in principle to the landscape and ecology proposals for the development.

Question 4: Do Members have any comments regarding the indicative landscaping strategy and approach to biodiversity?

Other key Material Planning Considerations

Highways considerations

61. Policy T2 of the Core Strategy states that new development should be located in accessible locations that are adequately served by existing or programmed highways, by public transport and with safe and secure access for pedestrians, cyclists and people with impaired mobility. Specific accessibility standards to be used across Leeds are set out in Appendix 3 of the plan and it is noted that the site would not currently meet those standards.
62. In the vicinity of the site, bus stops are provided at two locations on either side of Thorpe Park Approach approximately 330m from the entrance of the proposed site. The bus stops on Thorpe Park Approach provide a flag, a shelter with seating and timetable information. These bus stops are above the recommended walking distances for areas of the site.
63. Further information/measures/commitments are required to ensure the site meets the accessibility standards and that public transport will be a realistic choice for travel to/from the development This will likely be secured through the S106 agreement and could include contributions towards public transport. However, at this stage the final and/or total quantum of development that can be safely accommodated has yet to be agreed and this is one of the areas where further technical work is on-going.
64. The submitted General Arrangement drawing shows the proposed junction onto William Parkin Way. This includes Toucan crossings to mirror those on the Barrington Way arm of the proposed access junction. These also show a shared footway/cycleway extending from the site up to the proposed toucan crossing location which is considered acceptable. As part of the ELOR works, a separate cycle route was installed and it is considered that there needs to be links to this ELOR cycle route which will provide improved accessibility for future residents as part of the ELE.

65. With regard to parking, the development would be required to provide parking in accordance with the Transport SPD. Any future planning submission would be accessed with regard to the SPD requirements. This also includes the final details in terms of EVCP and cycle parking numbers.
66. Further supporting information is required before a final assessment on these matters can be reached but this relates more to establishing a maximum quantum of development that can be allowed and parking ratios for example. This information request includes additional modelling of the junction of the site entrance as well as other junctions within the area – including the Colton Retail Park junction in order to assess the proposed impact upon the surrounding highway network. Further discussions are also ongoing with regard to public transport within the area as well as potential planning contributions for highway improvements once the above is concluded. These issues can be adequately covered by conditions once discussions have concluded.
67. National Highways have also been consulted on the application due to the location of the development near to Junction 46 of the M1. No objections have been raised subject to a condition relating to Individual Travel Plans for each part/phase of the development. Again this can be controlled by condition.
68. Overall, whilst some matters remain outstanding regarding highways and parking, these are considered to be resolvable and are currently being worked through between officers, the applicant and their consultants.

Residential Amenity

69. In relation to the amenity of the local residents, the closest dwellings are located to the west within Barrington Way, a recently constructed housing development. These dwellings are set back considerably from the main highway and there would be a distance of around 150m from the development to these dwellings. Furthermore, the existing backdrop of these dwellings has the railway line directly to the north and Thorpe Park/The Springs to the south with William Parkin Way (duel carriageway) to the east). As such, officers do not consider that the proposed development will lead to any significant detrimental impact upon the occupiers of these dwellings. Intervening development plots which are yet to come forward also exist and will likely provide further protection from noise, including from ELOR albeit by how much is not known at this stage.
70. In terms of future developments, the Southern Quadrant of ELE would be located to the north-west of the site some 200m away and separated by the railway line, William Parkin Way and Manston Lane. As such, no detrimental impacts are foreseen to these future residents.
71. Notwithstanding the above, officers recognise that elements such as hours of deliveries and the potential for odours and/or lighting could also have some impact upon depending on future occupiers. As the application is in in outline form with no end user identified, officers cannot fully assess these elements at this stage. However, as is generally the case in applications such as these, any subsequent Reserved Matters application will provide more detail and can be fully assessed at this stage. Conditions will also likely feature in order to mitigate any potential issues highlighted. Conditions will also be attached regarding construction in order to mitigate harm to nearby residents from building works and any associated factors.

Climate Change and Energy

72. In March 2019 Leeds City Council declared a climate emergency and have committed to action to reduce carbon emissions, mitigate damage to the environment and help communities to adapt to the effects of climate change. The following climate change policies are designed to help new development contribute to LCC's carbon reduction targets.
73. Policy EN1 requires major development to reduce total carbon dioxide emissions and provide a minimum of 10% of the predicted energy needs from low carbon energy. Policy EN2 also requires non-residential development to meet the BREEAM standard of excellent where feasible.
74. In responding to the above, a sustainability statement has been provided which provides high level detail as to how the development would likely go about meeting these policies. This statement is considered to be acceptable at this stage with specific measures to be assessed as part of any future Reserved Matters application.
75. High level comments on topics covered by Leeds City Council adopted "Building for Tomorrow Today" – Sustainable Design and Construction Supplementary Planning Document (SPD) and the BREEAM Pre-Assessment are found to be acceptable at this stage. Any subsequent Reserved Matters application should also explore a higher BREEAM rating as it is considered to be achievable on the development. However, this would be fully assessed in a later submission. As such, officers raise no objection to the intended strategy for sustainability.

Land Contamination/Coal Authority

76. The application is accompanied by a Ground Engineering Desk Study and has been assessed by specialist officers. No objections are raised to the findings of this report which concludes that a site investigation is required for the proposed development site. Therefore, a Phase 2 Site Investigation report is required to be submitted. As such, conditions are to be attached to any approval requiring these investigations to be undertaken.
77. In addition, the site is within a high-risk area for historic coal mining. The submitted Coal Mining Risk Assessment confirms that the recorded mine entries within the site have been stabilised however, further site investigations are required to determine both the extent of necessary remedial works and ground conditions associated with the past surface mining operations. Therefore, subject to conditions, no objections are raised with regard to land contamination/historic coal mining.

Objections received

78. A total of 6 letters of objection have been received to the proposal. The majority of these relate to the allocation of the site and safeguarded land associated with HS2. Whilst it is acknowledged that when these submissions were made, they were valid points, that the land is allocated for general employment and as such, officers do not consider these comments are now material in the assessment of this proposal.
79. Other comments relating to residential amenity, landscaping, biodiversity and highways are all addressed within the report. The objections also comment on the number of jobs potentially created by the development. Given this is an Outline application with no end users confirmed, numbers of jobs are not known at this stage. Local employment and training opportunities will nevertheless be included within a S106 legal agreement in the event of planning permission being granted.

CONCLUSION

80. The proposal relates to Outline permission for general employment on a recently allocated employment site. Matters for consideration as part of the application relate to the principle of development and access to the site with all other matters 'reserved' for a future submission. Officers consider that the principle of the development is acceptable given the allocation of the site within the SAP for General Employment. Matters do remain outstanding with regard to highways, landscaping and ecology however, officers consider that these can be resolved and will be worked through with officers and the applicant.
81. Members are therefore asked to note the contents of the report and are invited to provide feedback, in particular, in response to the key questions asked in the report above.

Question 1: Given the allocation of the site for employment purposes and that only the means of access is being considered at this stage, are members happy for the decision to be delegated to officers subject to those outstanding matters of a technical/specialist nature being resolved so appropriate restrictions/conditions can be imposed?

Question 2: Do Members have any comments to make regarding the indicative layout of the buildings?

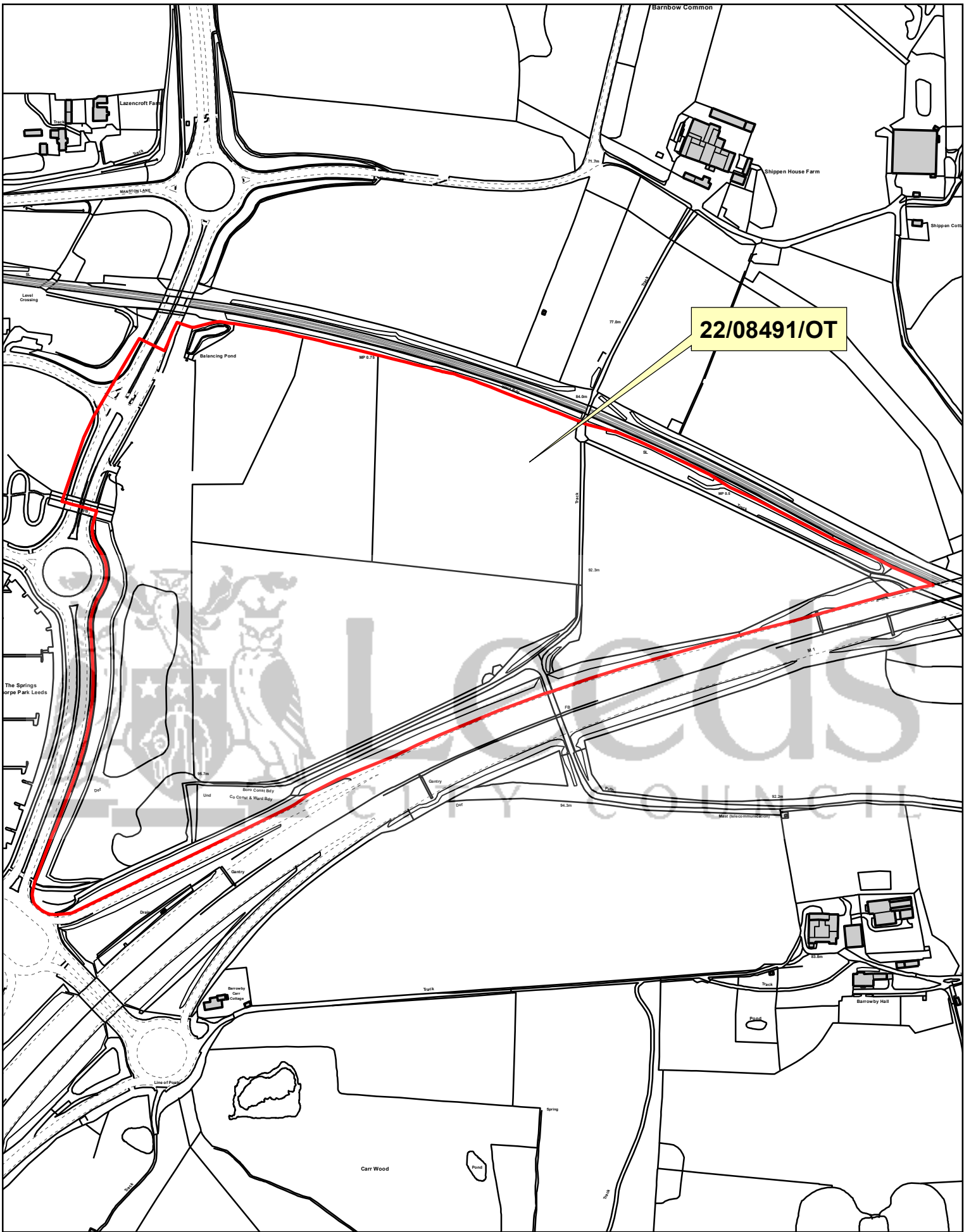
Question 3: Are Members comfortable with the intended design approach?

Question 4: Do Members have any comments regarding the indicative landscaping strategy and approach to biodiversity?

Question 5: Do Members have any additional comments?

BACKGROUND PAPERS:

Application file reference: 22/08491/OT



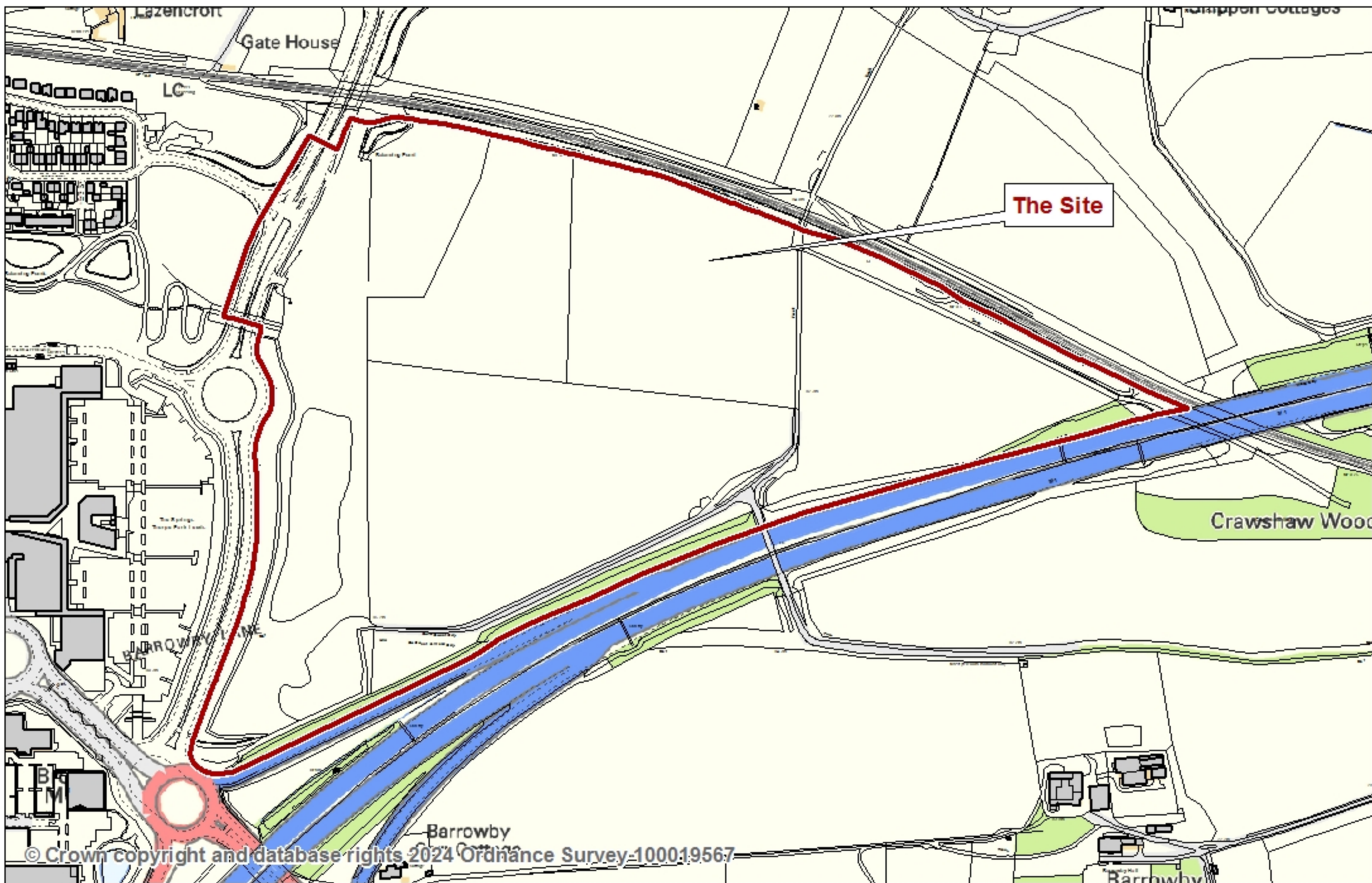
NORTH AND EAST PLANS PANEL

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SCALE : 1/5000





PLANS PANEL PRESENTATION

SCALE 1:4500

