



Report of the Chief Planning Officer

PLANS PANEL EAST

Date: 16th June 2011

Subject: APPLICATION 11/01258/LA – OUTLINE APPLICATION FOR RESIDENTIAL DEVELOPMENT AT LAND AT CARTMELL DRIVE, HALTON MOOR, LEEDS

APPLICANT
Leeds City Council

DATE VALID
25th March 2011

TARGET DATE
24th June 2011

Electoral Wards Affected:

Temple Newsam

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

GRANT PERMISSION subject to the specified conditions.

1. Time limit on outline permission
2. Submission of reserved matters
3. Development in accordance to approved plans
4. Submission of details of external walling and roofing materials
5. Submission of details of boundary treatments
6. Submission of proposed finished floor levels within Reserved Matters
7. Area used by vehicles to be laid out
8. Provision of off-site highway works (incl. traffic management works; widening of footway; reinstatement/closure of redundant accesses)
9. Details of visibility splays to be submitted
10. Details of a scheme to provide a cycle route through site to the adjacent Wyke Beck valley corridor
11. Car parking areas to made available prior to first occupation
12. Details of facilities for bins and cycle storage
13. Number of dwellings not to exceed 49 dwellings
14. Details of the arrangements for the re-provision of on-site and off-site greenspace
15. Details of the arrangements for the provision of affordable housing

16. Details of the arrangement to provide bus services infrastructure upgrade
17. Submission of measures to maintain and enhance biodiversity in Reserved Matters
18. Submission of landscape details
19. Preservation of existing trees and other vegetation
20. Protection of existing trees and other vegetation
21. Implementation of landscaping scheme
22. Provision for replacement of trees
23. Development carried out in accordance with Flood Risk Assessment
24. Submission of details of surface water drainage (incl. feasibility study into use of infiltration drainage methods; surface water subject to balancing flows; on-site storage for additional run-off; porous surfacing to be used where practicable)
25. Minimum 5m easement width from sewers
26. Submission of contaminated land information
27. Submission of amended remediation statement
28. Submission of validation reports

Reasons for approval: The application is considered against policies N1, N8, N9, H4, R2, N24, N51, T2 and LD1 of the UDP Review and having regard to all other material considerations the application is recommended for approval.

1.0 INTRODUCTION:

- 1.1 This application is presented to Plans Panel (East) as it represents a departure from the development plan.
- 1.2 This application seeks the development of a cleared site at Cartmell Drive and has been submitted by Leeds City Council's Environment and Neighbourhoods Directorate in partnership with the Homes and Communities Agency (HCA).
- 1.3 This application follows the same model as the Public Land Initiative (PLI) pilot sites being developed across the country. This sites were considered successful in the delivery of new homes. As background, the Public Land Initiative (PLI) was launched by the HCA in 2009 as part of Building Britain's Future pledge. This was a pilot scheme to build 1,250 homes of varying tenures over a two year period on public land. The HCA are encouraging local authorities to adopt similar models in the development of local authority land.
- 1.4 The public land delivery model shares the risk and reward between the public sectors (HCA and LCC) and private developers in order to bring forward development of new housing. The HCA have provided the upfront costs (e.g. searches, site surveys) in order to obtain outline planning consents for residential development at the site.

2.0 PROPOSAL:

- 2.1 This application seeks outline planning consent for residential development. Details of the layout, access, scale, appearance and landscaping are to be reserved, subject to further consideration through a subsequent application.
- 2.2 The proposed residential development is indicated to comprise a mix of 2, 3 and 4 bed housing for private and affordable housing. The provision of affordable housing will be in line with the City Council's affordable housing policy.
- 2.3 Accompanying the application is a site capacity drawing indicating the level of housing that could be achieved on this site having regard to the site constraints. The submitted application documents advise that approximately 34 houses are

proposed which will be 2 storey in height and arranged in semi-detached or short terrace formations. The submitted plans indicate that vehicular access into the site is to be achieved off Cartmell Drive. The residential properties are shown to flank a central area of public open space that provides pedestrian and cycle links from Coronation Parade and the adjacent Wyke Beck valley.

- 2.4 The indicative layout shows a centrally positioned public green space with pedestrian routes crossing the site to maximise links to the adjacent Wyke Beck valley. The public open space will not contain any built development and is proposed to be enhanced (tree planting and pedestrian/cycle access).
- 2.5 A Tree Survey accompanies the application and identifies 216 trees on site, of which, the trees located along the western boundary (G25-T102) are considered to be prominent landscape features which should be integrated into a future scheme's design. The survey also identifies that it would be beneficial to retain a smaller tree group to the western boundary (T1-T10). The remaining trees within the site interior would be removed to maximise the development area but should be replaced as part of a detailed landscape scheme.
- 2.6 The submitted Bat Inspection report concludes that the existing site has no potential for bat roosting. The report comments that given the proximity of the site to the Wyke Beck valley enhancements, such as bat boxes, be included within the redevelopment plans. Furthermore, the report identifies that the wider site has the potential to support breeding birds therefore it is recommended that the clearance of vegetation clearance avoids the nesting season.
- 2.7 The Drainage Impact Assessment (DIA) is preliminary and details contained are indicative to be confirmed once the detailed design of proposal is worked up. The report comments that the site is not at risk fluvial (river) sources of flooding but is at risk of flooding from sewer surcharge. As such, attenuation is necessary to enable the design of the new drainage to be compliant with LCC standards.
- 2.8 The submitted Phase 1 report anticipates no significant contamination at the site however further site investigation work is recommended.
- 2.9 The submitted Noise Assessment advises that there is relatively little traffic close to the site to the extent that noise measurements were not felt necessary.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application site is 1.43ha in area and located within the residential area of Halton Moor. The site lies 3 miles to the east of Leeds city centre. The site is situated alongside Cartmell Drive, adjacent to its junction with Coronation Parade.
- 3.2 The application site formerly contained two high rise residential tower blocks with garage courts. The tower blocks have been demolished and the site cleared although two electricity substations and the former access points to the tower blocks remain evident. The application site slopes up from east (Wyke Beck valley) to west (Cartmell Drive).
- 3.3 To the north-western portion of the site is a well defined tree belt with two small clusters of trees located centrally within the site positioned near the Cartmell Drive frontage. The application site is bordered mainly by two storey housing to the north and east, a high rise tower block to the south. The properties in this locality are predominantly constructed of brick (red/buff) with tiled roofs (grey/red). To the west

lies a large expanse of open greenspace (Wyke Beck valley) and footpaths run through the application connecting Cartmell Drive and the Wyke Beck.

- 3.4 There are a number of bus services running adjacent to the site serving Leeds, Bradford, Pudsey and Harehills.

4.0 RELEVANT PLANNING HISTORY:

21/55/00 Determination to demolish 2 blocks of flats- Approved (04/05/00)

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 Prior to the submission of this application discussions took place with the applicant to establish the level of information required to accompany this outline planning application.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 5 site notice displays posted dated 15th April 2011 advertising a major development as a departure and a affecting a right of way.

The application was publicised in the Leeds Weekly News dated 28th April 2011.

- 6.2 No letters of representation received.

- 6.3 Accompanying the application is a Statement of Community Involvement which outlines the consultations carried out prior to the submission of this outline application. The Temple Newsam ward members were briefed on the submitted proposals on 1st February 2011. No objections were received.

7.0 CONSULTATIONS RESPONSES:

Statutory:

- 7.1 Coal Authority comments dated 15th April 2011. Suggested condition to require further site investigation works are undertaken prior to the commencement of development.

- 7.2 Environment Agency comments dated 19th May 2011. No objection subject to the measures detailed in the flood risk assessment are carried out.

Non-statutory:

- 7.3 Public Rights of Way comments dated 5th April 2011. No objection subject to the claimed footpath which crosses the site will be incorporated into the development.

- 7.4 Neighbourhoods & Housing comments dated 21st April 2011. No adverse comments.

- 7.5 Flood Risk Management comments dated 27th April 2011. Suggested conditions to cover a study into the feasibility of infiltration drainage methods; surface water to be subject to balancing flows to achieve Greenfield rates; details of on-site storage provided for additional run-off from storm events; porous surfacing to be used where practicable for all hard standing areas; 3m easement from sewers; details of surface water discharges to be submitted; no piped discharge of surface water until drainage works completed.

- 7.6 Highways comments dated 4th May 2011. No objections in principle. Request that the proposed highway layout and car parking provisions conform to the Street Design Guide requirements. At detailed stage consider widening footway along

Cartmell Drive to 2m where necessary; consult LCC Cycling Officer given the site's proximity to Leeds Core Cycle Network; requirement to reinstate redundant bellmouth on Cartmell Drive; potential need to adjust position of the traffic calming features along Cartmell Drive.

- 7.7 Transport Policy comments dated 15th April 2011. Wyke Beck Way cycle route uses paths to the south of the site to link to Coronation Parade. This route needs to remain open and inviting as it forms one of the Leeds Core Cycle Network routes. Request to be consulted when details emerge.
- 7.8 Yorkshire Water comments dated 27th April 2011. Suggested conditions covering 5m easement to sewer; separate systems of drainage; details of foul and surface water drainage; no piped discharge of surface water until drainage works completed.
- 7.9 Contaminated Land comments dated 3rd May 2011. Suggested conditions.
- 7.10 Nature Conservation comments dated 20th May 2011. No objections but it is important that development makes a positive contribution to biodiversity of the Wyke Beck valley. The submitted bat survey confirms no evidence of bat roosts. Suggested condition.
- 7.11 Landscape comments dated 24th May 2011. Concept of boulevard an important urban design feature; public open space should be informal; open space to link with cycle route; buffer proposed roadway from footpath; retention of road verge; tree protection plan plus details of drains/services required.
- 7.12 Metro comments dated 3rd June 2011. Request to provide bus shelter, real-time information and raised kerbing at bus stop location 120606 (opposite site) as well as introduce Residential MetroCard scheme.

8.0 PLANNING POLICIES:

- 8.1 The Development Plan for the area consists of the Regional Spatial Strategy and the adopted Unitary Development Plan Review (UDPR), along with relevant supplementary planning guidance and documents. The Local Development Framework will eventually replace the UDPR but at the moment this is still undergoing production with the Core Strategy still being at the draft stage.
- 8.2 The development plan indicates that the land which previously accommodated the high rise tower blocks is not allocated whereas the remaining land is protected as Greenspace and Urban Green Corridor. The site falls within the East Leeds regeneration area and is included within an area designated for area based regeneration initiatives. As such, the following policies are considered to be of relevance:

GP5 seeks to ensure that development proposals resolve detailed planning considerations, including amenity.

GP7 community benefits and planning agreements.

BD5 requires new buildings to give consideration to both their amenity and that of their surroundings.

R2 identifies areas where regeneration initiatives will be undertaken.

N1 development on protected greenspace not permitted.

N4 relates to the provision of green space in new residential developments.

N8 seeks to ensure existing green corridor functions are retained, enhanced or replaced and or where there is potential to create new greenspace links, this is made.

N9 states that all development should respect and where possible enhance the intrinsic value of land fulfilling a corridor function in terms of access, recreation, nature conservation and visual amenity.

N10 states that development will not be permitted which adversely affects of public right of way unless an alternative is provided that maintains the convenience, safety and visual amenity offered by the original route.

N12 states that development proposals should consider and respect spaces between buildings; the best buildings of the past; good design; character and scale; encouragement of walking and cycling; adaptability for future uses; the needs of the elderly and people with disabilities and restricted mobility; visual interest; and crime prevention.

N13 requires all new buildings to be of high quality and have regard to character and appearance of surroundings.

N23 incidental space around built development should provide a visually attractive setting.

N24 states that where development proposals that abut open land assimilation into the landscape must be achieved.

N51 Design of new development should enhance existing wildlife habitats.

H4 relates to residential development on sites not identified for that purpose.

H9 seeks to ensure a balanced provision of housing types.

H11-H13 require the provision of affordable housing.

T2 developments need to be adequately served by existing or proposed highways, capable of being served by public transport and have provision for safe and secure cycle use and parking.

T5 safe and secure access for pedestrians and cyclists should be provided to new development.

T6 satisfactory access to new development for disabled people and people with mobility problems should be provided.

T7A secure cycle parking is required in new developments, to reflect standards in UDP Appendix 9.

T24 parking provision to reflect the guidelines set out in UDP Appendix 9.

LD1 development proposals should protect existing vegetation, allow sufficient space around buildings to retain existing trees in healthy condition and allow new trees to grow to maturity.

Supplementary Planning Documents

Neighbourhoods for Living

Designing for Community Safety

Greenspace relating to new housing development

Affordable housing policy guidance

Street Design Guide

National Planning Policy

Planning Policy Statement 1: Delivering Sustainable Development

Planning Policy Statement 3: Housing

Planning Policy Statement 9: Biodiversity and Geological Conservation

Planning Policy Guidance 12: Transport

9.0 MAIN ISSUES

1. Principle of development

2. Impact on visual amenity
3. Impact on residential amenity
4. Highways implications
5. Flood Risk Management
6. Other Matters

10.0 APPRAISAL

Principle of development:

- 10.1 National and local planning guidance advises a presumption in favour of the re-use of previously developed land for residential proposals within urban areas before greenfield sites are released in order to deliver housing in locations offering a good range of community facilities and with good access to jobs, key services and infrastructure.
- 10.2 Part of the application site used to accommodate two tower blocks and this portion of the site is considered 'brownfield' in status. As such, the general principle for the residential re-development of this part of the site accords with national and local plan policy although its overall acceptability is subject to other material considerations being satisfactorily resolved.
- 10.3 As referred to in para 8.2, the application site also includes an area of designated greenspace and urban green corridor which would also be classified as Greenfield status. The greenspace designation encroaches the western edge of the application site with protrusions into the central and southern end of the application site. The greenspace boundary positions were tightly drawn to the footprint of the two former tower blocks which also covered the immediate communal amenity space that surrounded the blocks. The two tower blocks have been demolished together with their associated garage courts leaving a portion of cleared land. The greenspace boundary position now appears arbitrary, having lost its meaning following the demolition of the tower blocks.
- 10.4 Whilst it is acknowledged that the development proposal would result in encroachment within greenspace land, through a combination of retention and reconfiguration, as illustrated in the indicative layout, the loss of the allocated greenspace land would be minimised. The re-provision of an area of greenspace on-site will provide an opportunity to create an attractive and more usable greenspace area to complement and enhance existing linkages at the site through to the adjacent Wyke Beck valley. Furthermore, the replacement of an equivalent area of lost greenspace off-site, in the form of a greenspace contribution, will offer the potential to invest funds into improving the infrastructure along the Wyke Beck valley corridor.
- 10.5 It is considered that by confining the development proposal to the footprints of the two former tower blocks would no longer be sensible as the boundaries are irregular and constrained and development of each of those individual parts of the site would not make the most efficient use of the land. It is considered that there is potential to facilitate a more comprehensive site development by allowing some loss of greenspace land to form a more logical development boundary, rounding off the western edge of this residential estate, without unduly compromising the strategic aims of protecting and enhancing the Wyke Beck valley corridor.
- 10.6 The application site was identified for housing and greenspace potential in the EASEL AAP (the site formed part of site H24). However, this regeneration process

was slowed by the recession and has now been withdrawn. Nevertheless, an aspiration of EASEL was that it should deliver sustainable mixed communities with aims to broaden the range of housing available. This area falls within the top 10% deprived nationally in the Index of Multiple Deprivation. The development of mixed communities is a strategic housing policy objective in PPS3 and central to the approach to regeneration in East Leeds. The drive towards mixed communities is to create neighbourhoods which are more sustainable by ensuring a broader social mix of occupants; whose income supports local services and bolsters the housing market; improves the image and reputation of poorer areas to encourage further investment.

10.7 The proposed development is considered to contribute to these aspirations and would support the strategic objectives of creating sustainable mixed communities in East Leeds by developing private and affordable housing to the regeneration benefit of this area. Overall, it is considered that these benefits allied to the reconfiguration of greenspace at the site would, on balance, outweigh the loss of allocated greenspace.

10.8 Whilst this application has been advertised as a departure to the development plan, the scale, nature and indicative details of the proposal are not considered to represent a significant departure that would require referral to the SoS.

Impact on visual amenity:

10.9 This application is in outline form therefore matters relating to the layout, access, scale, appearance and the landscaping of the site are to be considered under a subsequent reserved matters application. Nevertheless, the submitted indicative layout plan outlines the basic principles of the development and informs later design stages.

10.10 The indicative layout plan illustrates that the proposed residential development will comprise of approximately 34 two storey houses, be semi-detached or short terraced in character and have front and rear gardens that have potential to accommodate off-street car parking. The indicative layout shows a centrally positioned public green space with a tree lined boulevard and an enhancement to footpath routes site to enhance the pedestrian and cycle links to the Wyke Beck valley for the convenience and benefit of local residents. The proposed greenspace is to be enhanced through tree planting. As a broad concept, the scheme is considered acceptable and will bring this vacant site back into use.

Impact on residential amenity:

10.11 As stated above, the detailed elements of the proposal are to be dealt with through a subsequent reserved matters application. Nevertheless, this site formerly contained two residential tower blocks and therefore its replacement with a re-designed housing development is considered compatible in this residential area of Halton Moor. The indicative development is to comprise of two storey properties to accord with the heights of properties bordering the site. It is anticipated that the site can adequately accommodate a residential development which will not be adversely harmful to the amenities of the occupiers of surrounding properties or the future occupiers of the development.

Highways implications:

10.12 The application site lies within a residential area of Halton Moor and is considered accessible via a variety of modes of transport.

- 10.13 Whilst precise layout details of the scheme will be assessed at reserved matters stage the developer must have regard to the relevant Street Design Guide in terms of the site layout and car parking provisions. Planning conditions are to be imposed to ensure that adequate visibility is to be provided for the vehicular accesses into and within the residential development.
- 10.14 The proposed development will be required to undertake a variety of off-site highways works. Cartmell Drive contains traffic calming measures along the application site's frontage and these measures may need to be re-positioned in order to accommodate the access to the residential development. Ultimately, this will depend on the detailed layout of the scheme but a planning condition is to be imposed requiring the developer to address this matter as part of the detailed proposals. In addition, works will be required to reinstate the bellmouths of the redundant vehicular accesses of the two former tower blocks allied with the widening of the footway to 2m along the site's frontage to Cartmell Drive, where necessary.
- 10.15 The application site lies adjacent to one of the Leeds Core Cycle Network routes (Wyke Beck Way). To the southern portion of the site are routes connecting the cycle network with Coronation Parade and the residential estate beyond. It is required that any development proposal respects the presence of this route and takes opportunities to enhance the cycle and pedestrian linkage to the adjacent greenspace.
- 10.16 In general, the proposed development is considered to raise no specific road safety concerns and the detailed assessment of the proposal will take place at reserved matters stage including any requirements to improve cycle links in the area.

Flood Risk Management:

- 10.17 In regard to the drainage, the design and details of the development should be carried out in accordance with the submitted flood risk report. It is considered that appropriate planning conditions could be imposed to secure details of an analysis of sustainable drainage methods, details of surface water disposal methods, the use of porous surfacing and to ensure adequate easement from existing sewer locations.

Other Matters:

- 10.18 It is acknowledged that as landowner and applicant, the City Council is unable to enter into obligations with itself. As a consequence contributions triggered by the proposed development will have to be dealt with via planning conditions. The development proposal will be required to have regard to the LCC's greenspace requirements and current affordable housing policy. In addition, the proposed development is to facilitate improvements to upgrade existing bus service infrastructure.
- 10.19 In respect of land contamination matters, officers are content for the development to progress although further site investigations will be necessary in accordance with the submitted Phase 1 recommendations. This additional work could be adequately addressed through appropriate planning conditions.
- 10.20 In view of the area of greenspace and the presence of natural landscape features adjacent to the application site it is considered important that the proposed development takes opportunities to protect and make enhancements to wildlife habitats (bats and birds) and that there is a positive relationship between the development and the adjacent greenspace. Details of a landscaping scheme and

tree protection measures are to be secured by planning condition where the acceptability of such schemes would be assessed.

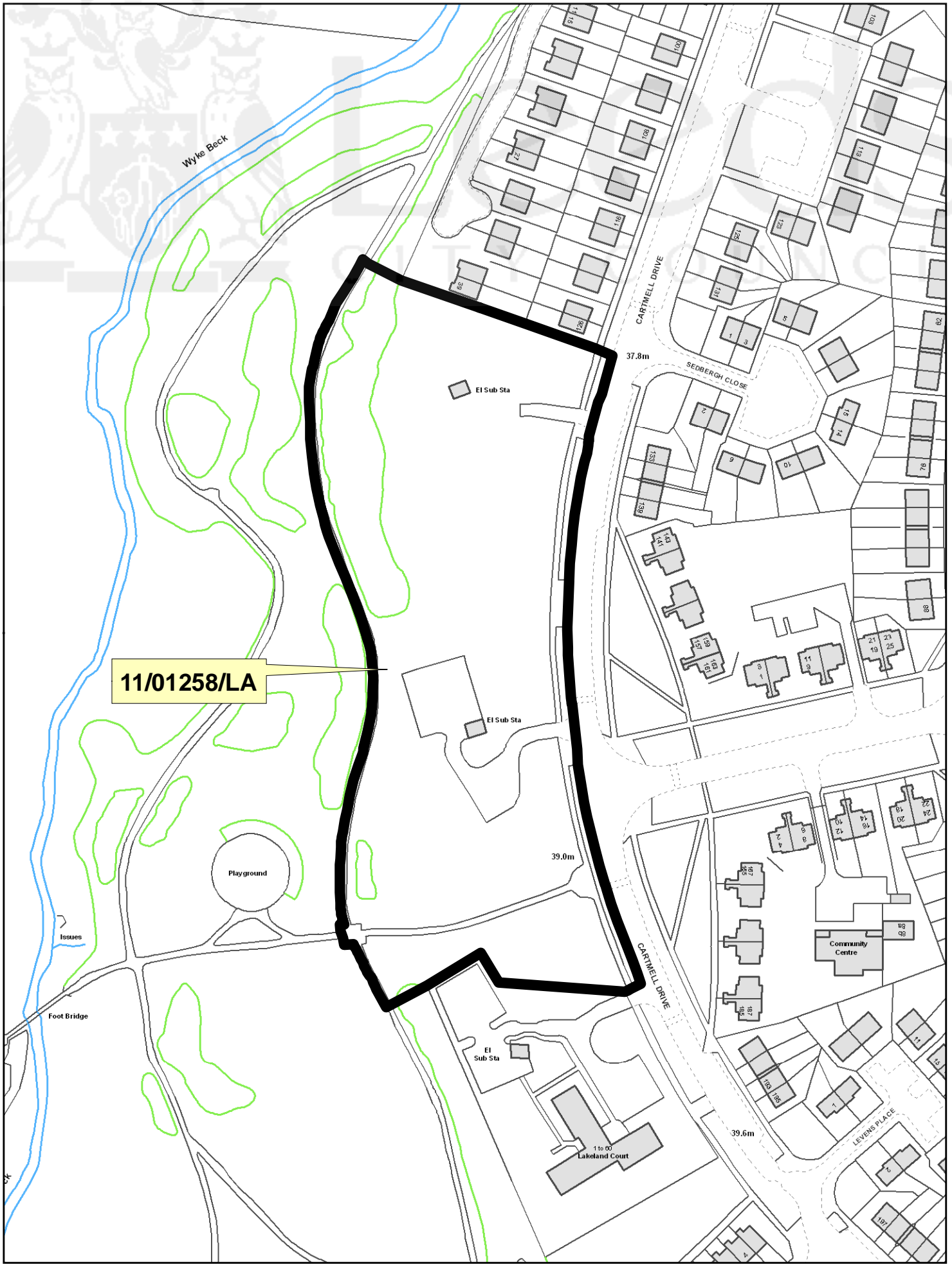
11.0 CONCLUSION

11.1 The proposed development will facilitate delivery of housing in an area that is ranked as one of the most deprived in the country. The re-establishment of residential development at the site is considered to be compatible with its surroundings. Whilst the proposed development will result in a loss to existing greenspace, through reconfiguration and replacement, the proposal would bring about enhancements to greenspace provision for the benefit of the Wyke Beck valley corridor and local resident users. Furthermore, the proposal will bring the vacant site back into use and offer the potential to create an attractive new residential development, which subject to assessment during a reserved matters application, will be of benefit to the locality.

Background Papers:

Application and history files.

Certificate of Ownership: Certificate B sent to YEDL (part of site leased to YEDL) dated 18th March 2011.



11/01258/LA

EAST PLANS PANEL