



**Report of the Chief Planning Officer**

**PLANS PANEL EAST**

**Date: 11<sup>th</sup> August 2011**

**Subject: Reserved Matters application 11/02315/RM – 132 houses and 19 flats at Manston Lane, Cross Gates, Leeds, LS15**

**APPLICANT**

Bellway Homes and Zurich  
Assurance Ltd

**DATE VALID**

14<sup>th</sup> June 2011

**TARGET DATE**

13<sup>th</sup> September 2011

**Electoral Wards Affected:**

**Cross Gates and 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 this progress report and to give views in relation to a number of issues set out in the report to aid progression of the application.**

**1.0 INTRODUCTION:**

1.1 The application is being presented to Plans Panel due to the size and sensitivity of the proposals. The previous outline planning application, 08/03440/OT, was also determined at Plans Panel and granted consent in March 2009. This application only seeks to discharge condition 1 of the outline consent, which requires approval of the 'Reserved Matters' before development is commenced. The Reserved Matters consider the issues of access, appearance, landscaping, layout and scale.

**2.0 PROPOSAL:**

2.1 The scheme is to comprise a residential development of 132 houses and 19 flats. The principal vehicular access is to be taken from Manston Lane, in the vicinity of an existing site entrance. A pedestrian / cycle access is also proposed to link the site to Austhorpe Lane in the south-west corner of the site.

**3.0 SITE AND SURROUNDINGS:**

- 3.1 This application site has an area of 4.93 hectares and occupies the most westerly part of the former Vickers tank manufacturing site which comprises 24.28 hectares in total. The land covered by the application site is vacant although the whole site benefits from a storage and distribution use granted permission in 2002.
- 3.2 The site itself includes extensive areas of hard-surfacing associated with the previous tank manufacturing use and all previous buildings have now been demolished. Vehicle access into the site is provided both from Manston Lane and Austhorpe Lane and most on-site vegetation is located towards the boundaries with the railway line and around the vehicle entrances. The site slopes down (by approximately 4m) across its width from Manston Lane to the main railway line to the south.
- 3.3 The application site is located within a part of Manston Lane which is generally characterised by industrial development/sites, although a small number of residential properties are located on the opposite side of the road. The mainline railway line is situated directly to the south (beyond which a new public park is to be created as part of the Thorpe Park development). A disused railway line is situated along the western boundary (with residential properties beyond). To the north, on the opposite side of Manston Lane is the bus manufacturing company, Optare, the former Draka UK cable manufacturing site (now vacant and cleared – also owned by Optare) and the ice cream factory, Richmonds. The remainder of the former tank factory extends to the east and includes a large scale industrial building and an associated outdoor tank test track. The storage and distribution use is operational but remains relatively low key in terms of its intensity of use, currently being used by Autoquake for the storage and distribution of cars.

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

- 08/03440/OT - Outline application for partial redevelopment of the former Vickers tank factory for residential development – Approved 16/3/09.
- 08/00298/OT - Outline application to layout access and erect residential development (Optare site) – Pending decision.
- 32/147/05/FU - Residential development involving 110 dwelling houses and 78 flats to former tank factory site – Refused 2/5/07.
- 32/374/01/FU - Change of use of former tank factory to B8 (storage and distribution) – Approved 26/7/02.

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

- 5.1 The previous outline application, 08/03440/OT, was submitted following negotiations about how to share highway capacity between both this site and the nearby Optare site, subject to outline planning application 08/00298/OT. The solution was to promote two distinct phases of development. The first phase comprises of 207 units in total across both sites. The second phase of development (allowing up to 407 units in total across both sites) would only be permitted on the opening a new road Manston Lane Link Road (MLLR) to link Manston Lane with the M1 motorway to the east. Accordingly, for the purposes of this reserved matters application, the development is comprised of two phases, phase 1 containing 122 units and for phase 2 a further 29 units.
- 5.2 Further to the granting of the outline planning permission, pre-application discussions have taken place between the applicant and officers regarding the proposed layout of development on the site.

#### **6.0 PUBLIC/LOCAL RESPONSE:**

- 6.1 7 site notices have been displayed, posted 24<sup>th</sup> June 2011.
- 6.2 One letter of representation has been received from Cllr Suzi Armitage, objecting to the proposals on the grounds that:
- The development will have a negative impact on local residents in terms of additional noise and volume of traffic generated both during construction and after its completion.
  - The number of properties appears to have increased to 151 from the 122 approved in application 08/03440/OT.
  - Local residents were informed that no housing development would take place on this site before the Manston Lane Link Road was built. A traffic census was carried out which revealed that there are issues of access to the site.
- 6.3 One letter of representation has been received from Barwick in Elmet and Scholes Parish Council, stating support for the application as it will provide much needed housing for Leeds, as identified in the Strategic Housing Market Assessment (SHMA).
- 6.4 One letter of representation has been received from Cross Gates Watch Residents Association, commenting as follows:
- No development should take place until the Manston Lane Link Road (MLLR) is built or at least commenced construction. Reference is made to the fact that such an assurance was given by the landowner at a public meeting in February 2010.
  - Any development must fulfil the full spectrum of housing required in Cross Gates, to ensure that people are able to climb the housing ladder locally.
  - It is felt that the public consultation was limited and only asked irrelevant questions. Concern is expressed about the increase in the number of flats apparently due to positive comments made by local residents at the consultation.
  - Concern is expressed that the development will not be of the quality desired in the local area and will attract buy-to-let investors, letting to those with little civic interest in the local area.
  - If the site is developed in the absence of MLLR, it could be regarded as a poor 'cul-de-sac' development, reinforcing the image of a buy-to-let estate.
  - Concern is expressed about the drainage proposals and the location of the attenuation basin. Local residents have noted that the local area suffers from drainage problems.
  - Concern is expressed as to whether the Austhorpe Lane access, to the south-west, is for pedestrian / cycle access or emergency access or both. It is noted that there are limited sightlines.
  - Concern is expressed about the ability for Cross Gates to deal with emergencies more generally, given the volumes of traffic already in the local area, especially at peak times. It is also noted that a high pressure gas main exists under Austhorpe Road. This again supports the need for MLLR.
  - It is felt that the site history relating to armaments and explosives gives rise to some concerns. Assurances are needed that conditions in relation to site remediation will be imposed.
  - Questions are asked as to whether the railway crossing necessary to enable MLLR is still being negotiated or whether it has been dropped.
  - Overall, it is felt that the site offers excellent development potential, but this is subject to MLLR.
- 6.5 Twenty letters of objection have been received from local residents, stating concern that:
- Residents were promised publicly that no housing development would take place before the MLLR is built.

- The MLLR is needed as an emergency access facility anyway.
- The proposals do not properly consider highway impact and will result in traffic problems.
- Residential amenity will be harmed by the increase in volume and noise of traffic.
- The proposals take no account of the views expressed in any of the public consultation exercises.
- The development will not cater for local need and is of poor quality. The nature of the development will jeopardise the chances of successfully developing the whole site later.
- There are drainage problems on site and these are not addressed adequately in the application. Substantial drainage improvements are required.
- There are no assurances in the application about industrial site pollution and contamination.
- It is unclear whether the Austhorpe Lane access, to the south-west, is for pedestrian / cycle access or emergency access or both. It is noted that there are limited sightlines.
- The Council would be better served attracting more industry to the city, rather than allowing unnecessary housing
- The number of dwellings appears to have increased from 122 to 151.
- All of the conditions applied on the outline consent should be applied to any Reserved Matters approval.

6.6 One letter of support has been received from a local resident, stating that the proposals will make good use of sites which have been left in a desolate state for far too long.

## 7.0 CONSULTATIONS RESPONSES:

### 7.1 Statutory:

Environment Agency: - The EA provided a consultation response on the previous outline application where a Flood Risk Assessment was submitted and assessed. All drainage related conditions attached are to be discharged at a later date.

Health and Safety Executive: - The HSE does not advise, on safety grounds, against the granting of planning permission.

Yorkshire Water: - The site layout plan is acceptable and maintains the requested stand off distances to a sewer. No further comments are made as they require the submission of details previously required by condition on the outline approval.

Coal Authority: - No objections - the application is purely for reserved matters, following the grant of outline planning permission, to which the necessary conditions have already been applied.

### 7.2 Non-statutory:

Design : - Detailed discussions have taken place at pre-application stage and during the current application. The layout is permeable and is the best that can be achieved given the constraints created by the presence of the railway lines. Negotiations are continuing on the detailed design of housetypes.

Police Architectural Liaison Officer: - Advice is provided in relation to the layout of properties, the creation of robust boundary treatments and the management of landscaping to retain passive surveillance.

Highways: - As a reserved matters application, the conditions and obligations relating to the outline permission also apply. Detailed advice is provided in terms of amendments required to the layout (i.e. size and widths of roads and footways, closure of redundant accesses, layout of parking areas) in order to make it acceptable in highway terms. It is noted that the primary access from Manston Lane is acceptable and compatible with the approved access for the Optare site.

Land Drainage: - It is noted that no Flood Risk Assessment has been submitted. Advice is provided in relation to the requirements and comments made during the outline application stage. (It is noted that a discharge of condition application has since been submitted to discharge drainage conditions).

Parks and Countryside: - No objections in principle with the suggested areas of open space. It is felt that the areas are not substantial enough to be vested with Parks and Countryside and would therefore have to be privately managed.

Environmental Health: - Advice was provided on the outline application that sound insulation measures were required and it is noted that this was dealt with by condition.

## **8.0 PLANNING POLICIES:**

8.1 The development plan includes the Regional Spatial Strategy to 2026 (RSS) and the adopted Leeds Unitary Development Plan (Review 2006) (UDP) along with relevant supplementary planning guidance and documents. The Local Development Framework will eventually replace the UDP but at the moment this is still undergoing production with the Core Strategy still being at the draft stage. The RSS was issued in May 2008 and includes a broad development strategy for the region, setting out regional priorities in terms of location and scale of development including housing. The site is not designated for any particular purpose in the UDPR. Land abutting to the south and east is designated Green Belt.

### 8.2 Regional Spatial Strategy (RSS) (adopted May 2008):

S1: achievement of sustainable development

P1: development to be located in urban areas and adoption of a sequential approach to meeting development needs, starting with the reuse of suitable previously developed land and buildings within urban areas.

H1: annual average additions to housing stock and previously developed target.

H2: Sequential approach to allocation of land.

H3: managed release of housing land.

H4: affordable housing.

H5: making the best use of existing stock.

ENV5: 10% renewable energy requirement.

YH1: Spatial pattern of development and core approach.

YH2: Sustainable development.

YH4: focus development on regional cities.

YH5: Focus development on principal towns.

YH7: location of development.

LCR1: Leeds city region sub area policy.

LCR2: regionally significant investment priorities, Leeds city region.

### 8.3 Leeds Unitary Development Plan (UDP) Review:

GP2: Seeks to utilise vacant and under-used sites.

GP3: New developments should fit in with their surroundings.

GP5: General planning considerations.

N2/N4: Greenspace provision/contributions.

N10: Protection of existing public rights of way.  
N12/N13: Urban design principles.  
N23/N25: Landscape design and boundary treatment.  
BD5: Design considerations for new build.  
T1: Investment in transport improvements.  
T2 (b, c, d): Accessibility issues.  
T5: Consideration of pedestrian and cyclists needs.  
T7/T7A: Cycle routes and parking.  
T24: Parking guidelines.  
H4: Sequential approach to un-identified sites proposed for residential.  
H11/H12/H13: Affordable housing.  
H21: Provision relating to the development of housing developments.  
E7: Employment land.

8.4 National Planning Guidance:  
PPS1 – Delivering Sustainable Development  
PPS3 – Housing

## 9.0 MAIN ISSUES

Highways  
Design and Visual impact  
Impact on residential amenity  
Drainage  
Other matters

### Highways

9.1 The principle of development, including the highway impact for this quantum of development, was accepted on the outline planning permission. The site layout does provide for a phasing of development, comprising 122 units on phase 1 and a further 29 units on phase 2, totalling 151 units overall. Accordingly, phase 1 of the site may be developed for housing in the short term, prior to the construction of the MLLR, as allowed by the outline consent. However, the construction of phase 2 may only commence following commencement of the MLLR. In light of the above, the number of units proposed to be developed is in accordance with what has previously been agreed.

9.2 It is worth noting that the outline planning application required certain off-site highway works to be carried out. These measures consist of the following: -

- Minor modifications to the Cross Gates roundabout signals, which would consist of a queue detection loop and corresponding controller modification. This would allow an automatic adjustment to signal timings when queues extend back onto the circulatory carriageway and block traffic.
- Implementation of bus priority on Austhorpe Road by the installation of local priority hardware and controller modification. This facility would allow a bus to be detected on Austhorpe Road. The traffic signals would then give priority to the bus by adjusting the signal operation.
- CCTV to enable monitoring of queues on Austhorpe Road and the A6120 Ring Road. This would allow a UTMC control operator to make slight changes to signal green time to mitigate the effect of short term fluctuations in traffic queues.
- Traffic signal control on Austhorpe Lane over the substandard railway bridge. Austhorpe Lane narrows over the railway bridge and will only allow single file

traffic. The bridge parapets severely restrict forward visibility for vehicles travelling in either direction. These issues are a significant safety hazard and additional trips at this location would not be acceptable without signal control to remove the obvious conflict.

- Weight restriction on Whitkirk Lane and Austhorpe Lane to prevent HGV movements (other than for access/loading) through residential areas.
- Weight restriction on streets north of Austhorpe Road to prevent HGV movements (other than for access/loading) through residential area.
- A contribution towards bus stop facilities in the area.

9.3 A Section 278 Agreement will also be required for the widening and footway works to Manston Lane and the forward visibility splay to Manston Lane.

9.4 Overall, following consultation with Highways Officers, it is considered that the detailed proposals are generally acceptable, although a number of revisions are required to ensure that streets and footways are of the correct specification and that garages and driveways of sufficient size. A condition has been suggested that requires approval of suitable visibility splays to be agreed at the junction with Manston Lane.

9.5 In conclusion, the scheme raises no fundamental road safety concerns, subject to the various detailed design issues being resolved.

#### **Design and Visual impact**

9.6 The proposals have been subject to detailed discussions that have taken place at pre-application stage, as well as during the current application. It is considered that the layout is permeable and can be easily negotiated by pedestrians, cyclists and vehicle drivers. It is noted that the site is heavily constrained by the presence of the existing and former rail lines, to the west and north. The potential for future links to a residential development on the remainder of the Vickers site is welcomed as this will ensure good connectivity in the longer term. Overall, the general layout is considered to be an appropriate response to the nature of the site and its constraints.

9.7 Detailed discussion has also taken place with the applicant about the range of housetypes proposed. The application has been submitted with a range of contemporary house designs.

9.8 **Question: Are Members content with the design approach proposed, including the layout of the scheme and detailed design of buildings?**

#### **Impact on residential amenity**

9.9 The site is relatively self-contained, with two boundaries formed by the existing and former rail lines and a third boundary with the remainder of the Vickers site. The application site has a small amount of frontage to Manston Lane and Austhorpe Lane. Accordingly, the proposed houses are sited some distance away from the nearest residential properties and so it is considered that the proposals in themselves will not give rise to any problems of overlooking, overshadowing or over-dominance. It is noted that many existing residents are concerned by the highway impact of the proposals, although this was accepted at outline stage and appropriate conditions and off site highway works have been secured to mitigate against any impact.

- 9.10 Within the site, the proposed layout benefits from a rational siting of properties, always fronting onto the street and with secure private garden areas provided to the rear. Detailed comments have been provided to the applicant to ensure that gable ends of properties, wherever possible, do not form the garden boundaries of other properties as there is a potential conflict, i.e. if footballs are kicked against walls etc. It is also noted that Block A, in the northern corner of the site, contains a large and dominant gable end facing plot 11. In order to avoid the problems described above and to ensure an acceptable outlook for future occupiers, officers have recommended that this part of the scheme be revised.
- 9.11 It is also noted that the outline planning consent includes a condition requiring a sound insulation scheme to be submitted and approved. The scheme will need to detail measures to protect the amenity of the future occupants of the development from noise emitted from the nearby industrial premises and adjacent railway line. Overall, it is therefore considered that the proposed development will offer a good level of amenity to future occupants.

### **Drainage**

- 9.12 A Flood Risk Assessment was submitted with the outline planning application and was considered by the relevant drainage bodies. Appropriate conditions were then attached to the outline consent. It is noted that local residents have concerns about drainage issues in the vicinity of the site. However, the applicant has submitted a condition discharge application with the full details of the drainage solutions proposed for the site. These are currently being considered by the various drainage bodies. The proposed layout is based on the applicant's assertion that the attenuation basin at the western corner of the site is of sufficient size and is acceptable in terms of adequately dealing with surface water drainage.

## **10.0 CONCLUSION**

- 10.1 Members are asked to note the contents of this report and provide comments on the proposals. In particular, Members views are sought in relation to the layout of the development and the design of the houses and flats proposed.

## **11.0 Background Papers:**

- 11.1 Application and history files.

## **12.0 Certificate of ownership:**

- 12.1 Unsigned as reserved matters application form. Threadneedle is still the landowner.



Note:  
Contractors must verify all dimensions on site before commencing any work or shop drawings. This drawing is not to be scaled. Used figured dimensions only. If in doubt, please call QAD.



PLANNING SERVICES  
14 JUN 2011  
APPROPRIATE COMMENTARY

Rev/Note	Revised/Checked
Status	PLANNING
Project	VICKERS TANK FACTORY, LEEDS BELLWAY
Drawing Title	SITE PLAN
Drawing No.	PL02
Scale	1:500
Job No.	11-004
Reviewed by	IB
Drawn by	AD
Date	04/11
Revision	C

QAD ARCHITECTS  
 Drawing No: 11-004  
 Project: VICKERS TANK FACTORY, LEEDS BELLWAY  
 Drawing Title: SITE PLAN  
 Scale: 1:500  
 Date: 04/11  
 Revision: C  
 Email: info@qad.co.uk  
 Web: www.qad.co.uk  
 T: 0113 331 4700  
 F: 0113 331 4701

Retained Trees and Shrubbery

Attenuation

Public Open Space

Public Open Space

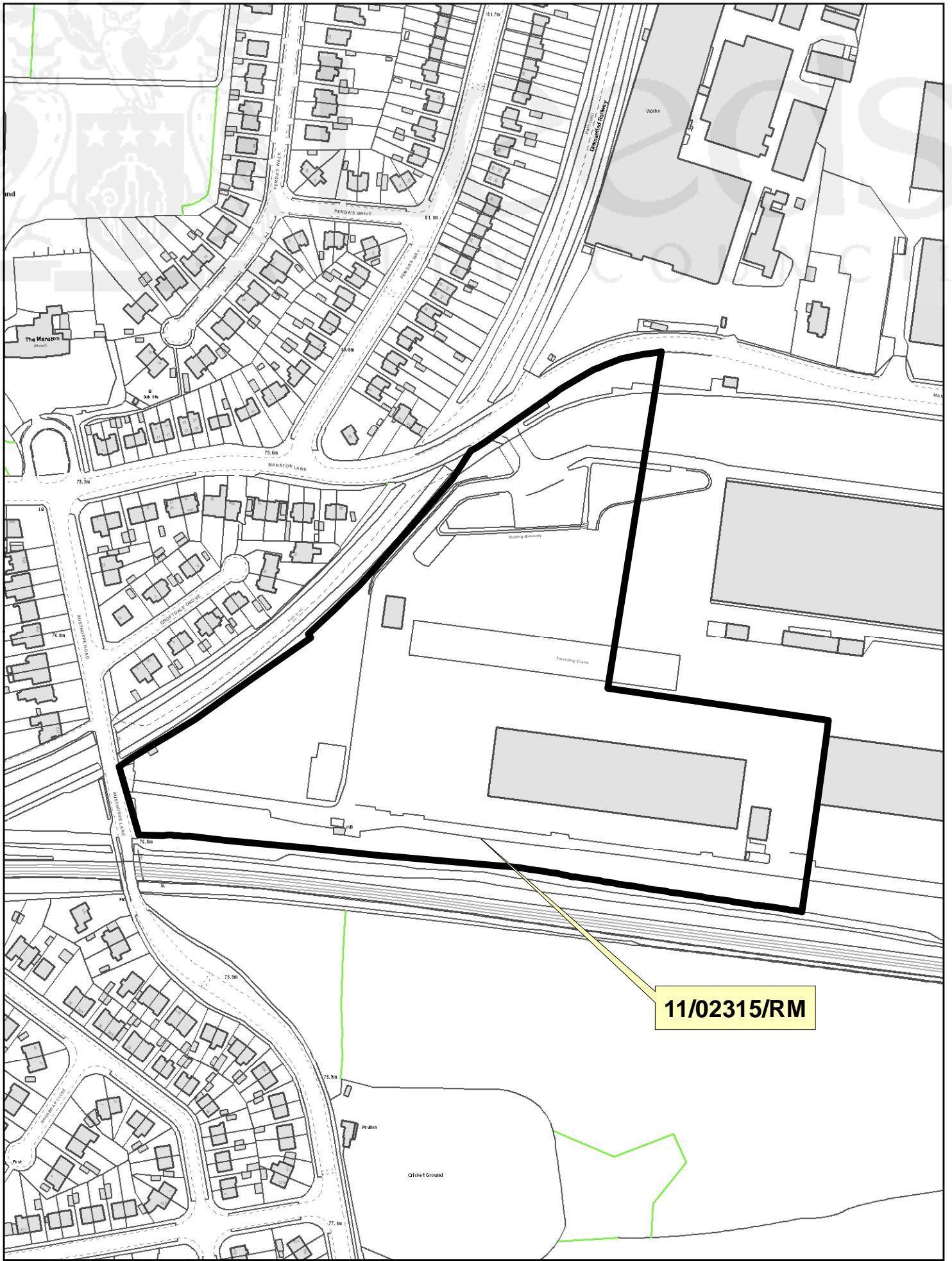
Retained Trees and Shrubbery

MANSTON LANE

CROFTDALE GROVE

MANSTON LANE

11/02315



# EAST PLANS PANEL