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South Park Mills

On behalf of

Acrivarn

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1.0 Introduction

Introduction

- 1.1 This Planning Policy Statement has been prepared on behalf of Acrivarn Homes to support an outline planning application for the comprehensive redevelopment of the site known as South Park Mills, Hare Lane, Pudsey.
- 1.2 The site sits in the Green Belt. The redevelopment of existing buildings together with proportionate extensions is considered to be appropriate development as set out in paragraph 89 of the NPPF.
- 1.3 This statement sets out the relevant planning policies at a national (NPPF) and local level which will direct the development of this site. An assessment is then undertaken in order to determine whether the Proposed Development is in accordance with the relevant planning policy.
- 1.4 The following Technical Reports are also submitted in support of the planning application:
 - Design & Access Statement (D&AS)
 - Ground Contamination Report
 - Flood Risk Assessment.

2.0 Site Description and the Proposed Development

Site Description

- 2.1 The application concerns a well hidden site at the southern end of Hare Lane. The site has been in industrial use since the 19th century. Buildings have been added to, altered and removed during the time in which the site has been in use.
- 2.2 At the present time there are several industrial buildings on site; these vary in height from single to split level three/four storey buildings and are constructed of a combination of brick, render and industrial sheeting.
- 2.3 To the north of the access is a detached two-storey building and parking area. The access adjoins a number of existing residential properties who are also located within the Green Belt.
- 2.4 Large areas of the site are also covered in vast hardstanding which is considered to be untidy, unattractive and detrimental to the openness and appearance of the Green Belt.
- 2.5 The site slopes to the south from the northern boundary towards Pudsey Beck and the Leeds Country Way, a definitive footpath, which runs along the length of the southern site boundary. A footpath linking Hare Lane with the Leeds Country Way runs through the site adjacent to the western boundary.
- 2.6 For a full assessment of the existing site the Design and Access Statement should be referred to.
- 2.7 Planning permission has recently been granted under 13/04986/FU for the construction of 14 dwellings. However, this permission is simply a renewal of an earlier permission.
- 2.8 Given the nature of the scheme approved there has been very little market interest in the site and as such a revised scheme, based on the new updated guidance contained within the NPPF means that the site can be seen to deliver more units and thus make a more viable scheme.

Proposed Development

- 2.9 The Proposed Development is an outline application with all matters of detail, save access reserved for future consideration. The indicative plans show that the site could accommodate 21 dwellings.
- 2.10 The layout submitted is therefore indicative but clearly demonstrates how the site could be developed and, specifically, how this scheme would enhance the site whilst not having a materially greater impact on the openness of the Green Belt, as required by paragraph 89 of the NPPF.

3.0 Planning Policy Review

National Planning Policy Framework

- 3.1 The National Planning Policy Framework (“NPPF”) was published in March 2012 and replaces the majority of previous national guidance. The introduction to the document confirms it should be a material consideration in the determination of planning applications.
- 3.1 The overarching theme of national planning guidance is that of sustainability. The National Planning Policy Framework sets out the government’s planning policies for England and how these are expected to be applied.
- 3.1 The National Planning Policy Framework must be taken in to account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.

Sustainable Development

- 3.2 The National Planning Policy Framework sets out that the purpose of the planning system is to contribute to the achievement of sustainable development.
- 3.3 The guidance advises that the policies in paragraphs 18-219 taken as a whole constitute the government’s view on what sustainable development in England means in practice for the planning system.
- 3.4 Paragraph 7 sets out three dimensions to sustainable development, these being economic, social and environmental and identifies that the planning system performs a number of roles: -
 - An economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
 - A social role – supporting strong, vibrant and healthy communities by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community’s needs and supports its health, social and cultural wellbeing; and
 - An environmental role – contributing to protecting and enhancing our natural, built and historic environment; and as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.”
- 3.5 Paragraph 8 of the NPPF then goes on to advise that to achieve sustainable development, economic, social and environmental gain should be sought jointly and simultaneously through the planning system.

- 3.6 At paragraph 14 the NPPF identifies that at the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan making and decision taking.
- 3.7 Paragraph 14 of the NPPF also goes on to advise that in terms of decision making (i.e. determining planning applications) a presumption in favour of sustainable development means: -
- Approving development proposals that accord with the Development Plan without delay; and
 - Where the Development Plan is absent, silent or relevant policies are out of date, granting permission unless:
 - Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this framework taken as a whole; or
 - Specific policies in this framework indicate development should be restricted.
- 3.8 The following sections of both this Planning Policy Analysis Statement and the supporting documentation submitted with the planning application demonstrate that the development is sustainable and in accordance with the Development Plan.
- 3.9 The emphasis for decision making is therefore for the Local Authority to approve the development proposals without delay in accordance with paragraph 14 of the NPPF.

Core Planning Principle

- 3.10 Section 17 of the NPPF identifies a set of core land use planning principles which underpin both plan making and decision taking. The principles are as follows: -
- Be genuinely plan led, empowering local people to shape their surroundings, with succinct local and neighbourhood plans setting out a positive vision for the future of the area. Plans should be kept up to date, and based on joint working and cooperation to address larger than local issues. They should provide a practical framework within which decisions on planning applications can be made with a high degree of predictability and efficiency;
 - Not simply be about scrutiny but instead be a creative exercise in finding ways to enhance and improve the places in which people live their lives;
 - Proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. Plans should take account of market signals,

such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities;

- Always seek to secure a high quality design and a good standard of amenity for all existing and future occupants of land and buildings;
- Take account of the different roles and character of the different areas, promoting the vitality of our main urban areas, protecting the Green Belts around them, recognising the intrinsic character and the beauty of the countryside and supporting thriving rural communities within it;
- Support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change, and encourage the reuse of existing resources, including conversion of existing buildings, and encourage the use of renewable resources (for example by the development of renewable energy);
- Promote mixed use developments, and encourage multiple benefits from the use of land in urban and rural areas, recognising that some open land can perform many functions;
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling and focus significant development in locations which are or can be made sustainable; and

3.11 In terms of assessing the development proposals against these core planning principles the following conclusions can be drawn.

- The development proposal will provide much needed new homes in a sustainable manner.
- The redevelopment of the site will enhance the character and appearance of this part of Leeds; and
- The area in which the application site sits is considered to be highly sustainable. Residents, visitors and those who work in the locality all benefit from the wide ranging amount of amenities that Leeds has to offer.

3.12 The proposal therefore accords with the core principles of the NPPF.

Delivering Sustainable Development

Building a Strong, Competitive Economy

3.13 Paragraph 18 of the NPPF advises that the government is committed to securing economic growth in order to create jobs and prosperity. Furthermore, paragraph 19 advises the government is committed to ensuring the planning system does everything it can to support economic growth.

3.14 The proposed development will result in the creation of direct and indirect employment which is much needed given the current difficult economic climate.

- 3.15 It clearly identifies that planning should operate to encourage and not act as an impediment to sustainable growth.
- 3.16 Therefore significant weight should be placed on the need to support economic growth through the planning system and therefore development that leads to job creation is a positive form of development.

Promoting Sustainable Development

- 3.17 In terms of promoting sustainable transport, paragraph 32 of the NPPF identifies that all developments that generate significant amounts of movement should be supported by a Transport Statement and that plans and decisions should take account of whether: -
- “The opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure; and
 - Safe and suitable access to the site can be achieved for all people.”
- 3.18 Paragraph 34 expands upon this and advises that plans and decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised.

Delivering a Wide Choice of High Quality Homes

- 3.19 Paragraph 47 of the NPPF clearly identifies that Local Authority’s should seek to boost significantly the supply of housing. In terms of how planning applications should be dealt with, paragraph 49 advises:

“Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up to date if the Local Planning Authority cannot demonstrate a five year supply of deliverable housing.”

Requiring Good Design

- 3.20 The NPPF at paragraph 56 sets out the government’s approach to design which advises that good design is a key aspect of sustainable development and is indivisible from good planning and should contribute positively to make places better for people.
- 3.21 Paragraph 57 expands upon this and advises that it is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.
- 3.22 Paragraph 58 advises that planning policies and decisions should aim to ensure that developments: -
- “Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

- Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
 - Optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public spaces as part of developments);
 - Respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
 - Create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesions; and
 - Are visually attractive as a result of good architecture and appropriate landscaping.”
- 3.23 The Design & Access Statement that accompanies the development proposals clearly sets out how the development meets all of the objectives set out above and represents high quality design.
- 3.24 With respect to the Green Belt, the NPPF sets out guidance on a number of different themes, including the need to protect the green belt. The NPPF states the essential characteristic of green belts is to prevent urban sprawl and maintain the openness of an area (paragraph 79).
- 3.25 The document goes on to state a Local Planning Authority should regard the construction of new buildings inappropriate development unless it is for one of six uses. Para 89 states:

“A local planning authority should regard the construction of new buildings as inappropriate in Green Belt. Exceptions to this are;

- **buildings for agriculture and forestry;**
- **provision of appropriate facilities for outdoor sport, outdoor recreation**
- **and for cemeteries, as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it;**
- **the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;**
- **the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;**
- **limited infilling in villages, and limited affordable housing for local community needs under policies set out in the Local Plan; or**
- **limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development.**

- 3.26 Nonetheless the NPPF, para 89 clearly states that the redevelopment of an existing, brownfield site is appropriate development. The existing buildings on site amount to approximately 3260m², and beyond this there are extensive areas of hardstanding.
- 3.27 The proposed redevelopment of the site as shown on the indicative plan will significantly reduce the amount of built form on site (by in excess of 610m²), will lower the height of the buildings on site, will reduce and replace the vast untidy areas of hardstanding in addition to then being able to create vast areas of publicly accessible open space. The amount of built form will therefore be significantly reduced on site.
- 3.28 The approach of Local Authorities to decision taking including planning permissions is set out in paragraphs 186 and 187 of the NPPF.
- 3.29 Here paragraph 186 advises Local Planning Authorities to approach decision taking in a positive way to foster the delivery of sustainable development.
- 3.30 The relationship between decision taking and plan making should be seamless, translating plans into high quality development on the ground.
- 3.31 Paragraph 187 goes on to say that Local Planning Authorities should look for solutions rather than problems, and decision takers at every level should seek to approve applications for sustainable development where possible.
- 3.32 Local Planning Authorities should work proactively with applicants to ensure developments that improve the economic, social and environmental conditions of the area.
- 3.33 More importantly, when determining planning applications, paragraph 197 of the NPPF advises that in assessing and determining development proposals, Local Planning Authorities should apply the presumption in favour of sustainable development.
- 3.34 As the proposal has been demonstrated to be sustainable through the submission documentation, it is concluded that in accordance with the NPPF, the presumption in favour of sustainable development should apply to these proposals.

Compliance with the NPPF

- 3.35 From the foregoing assessment of the proposed development of property when considered against the policy guidance of the NPPF it is evident that the proposal is wholly consistent with this national guidance, represents sustainable development to which the presumption in favour applies and as such the application should be approved.

4.0 Planning Assessment

Green Belt

- 4.1 The NPPF confirms the re-development of an existing, commercial and thus brownfield site of buildings (para 89) and is therefore an appropriate form of development in the Green Belt.
- 4.2 The redevelopment of the site will see a significant reduction of footprint, floorspace, height and vehicular traffic when compared to the existing, commercial use.
- 4.3 As such the Proposed Development is considered to comply with guidance set out in para 89 of the NPPF
- 4.4 In light of the above it is considered there are significant benefits in terms of openness of the Green Belt in this location arising from the Proposed development
- 4.5 As such the proposed extensions are considered to be proportionate additions in terms of the original buildings on site.
- 4.6 The proposal therefore complies with the requirements of the NPPF resulting in significant benefits to the Green Belt in terms of increased openness and visual amenity.

Design

- 4.7 The proposed design of the development is reserved for future consideration.

Residential Amenity

- 4.8 The proposed plan is indicative, however, the scheme demonstrates that there will be no detrimental impact on neighbouring amenity, and that the future occupiers of the property will benefit from an appropriate amount of private amenity space.

Ecology and Trees

- 4.9 There are no concerns over ecology.

Highways

- 4.10 The site already benefits from an existing planning permission for residential. The new, indicative outline plans demonstrate that the access will be retained, and, given that the site is continuing in existing, commercial use it is the case that the redevelopment of the site will result in fewer vehicular movements than if the site were operating at full capacity. The development is acceptable in highway terms.

5.0 Conclusions

- 5.1 This Planning Policy Statement has been prepared on behalf of Acrivarn to support the comprehensive redevelopment of their site at South Park Mills, Hare Lane, Pudsey.
- 5.2 The site sits in the Green Belt. The redevelopment of existing, brownfield sites for other uses is considered to be appropriate development set out in paragraph 89 of the NPPF.
- 5.3 The buildings are of permanent and substantial construction whilst the proposed extensions are proportionate additions to the original buildings.
- 5.4 In this instance the Proposed Development includes the demolition of all buildings on site including the removal of the vast areas of hardstanding.
- 5.5 In light of the above it is considered there are significant benefits in terms of openness of the Green Belt in this location arising from the Proposed development
- 5.6 The Proposed Development has been carefully designed so as to ensure the end scheme will be fully consistent with the surrounding area in terms of form and layout. However the layout is indicative and therefore detailed matters of design are reserved for future consideration should planning permission be granted.
- 5.7 There are no technical reasons why the proposed development cannot come forward as demonstrated in the accompanying & Access Statement (which includes details on site access). The site is not within the area of flood risk on the southern boundary.
- 5.8 The Proposed Development therefore provides a sensitive scheme which represents the character and appearance of this part of the Leeds district and will enhance the openness and visual amenities of this green belt site and its surrounds.
- 5.9 It is therefore considered the proposed development complies with the relevant national and local planning policies and as such planning permission can be granted.