



CITY PLANS PANEL

Meeting to be held in Civic Hall, Leeds on
Thursday, 13th August, 2015
at 1.30 pm

MEMBERSHIP

Councillors

P Gruen
S Hamilton
N Walshaw
M Ingham
J McKenna
(Chair)
A Khan
K Ritchie
E Taylor

C Campbell

R Procter
G Latty

T Leadley

D Blackburn

**Agenda compiled by:
Angela Bloor
Governance Services
Civic Hall
Tel: 0113 24 74754**

A G E N D A

Item No	Ward	Item Not Open		Page No
1			<p data-bbox="678 322 975 356">SITE VISIT LETTER</p> <p data-bbox="678 465 1401 533">APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p data-bbox="678 613 1382 757">To consider any appeals in accordance with Procedure Rule 15.2 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)</p> <p data-bbox="678 797 1385 940">(*In accordance with Procedure Rule 15.2, written notice of an appeal must be received by the Head of Governance Services at least 24 hours before the meeting)</p>	

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2			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF PRESS AND PUBLIC</p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p>RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-</p>	
3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration</p> <p>(The special circumstances shall be specified in the minutes)</p>	
4			<p>DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS</p> <p>To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-16 of the Members’ Code of Conduct.</p>	

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5			APOLOGIES FOR ABSENCE	
6			MINUTES To approve the minutes of the City Plans Panel meeting held on 23 rd July 2015 (minutes attached)	3 - 12
7	Kippax and Methley		APPLICATION 15/01973/FU - LAND EAST OF GREAT NORTH ROAD MICKLEFIELD - POSITION STATEMENT To consider a report of the Chief Planning Officer setting out the current position on an application for development of 292 residential dwellings with open space and associated infrastructure (report attached)	13 - 28
8	Killingbeck and Seacroft; Temple Newsam		PREAPP/15/00302 - SEACROFT HOSPITAL BRIDLE PATH CROSS GATES LS15 - PRE-APPLICATION PRESENTATION To consider a report of the Chief Planning Officer on pre-application proposals for a residential development and to receive a presentation on the proposals on behalf of the developer (report attached)	29 - 38
9			DATE AND TIME OF NEXT MEETING Thursday 3 rd September 2015 at 1.30pm	

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Third Party Recording

Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts named on the front of this agenda.

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- a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title.
- b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete.

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Governance Services
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Civic Hall
Leeds LS1 1UR

To all Members of City Plans Panel

Contact: Angela M Bloor
Tel: 0113 247 4754
Fax: 0113 395 1599
angela.bloor@leeds.gov.uk
Your reference:
Our reference: site visits
Date 4th August 2015

Dear Councillor

SITE VISITS – CITY PLANS PANEL – THURSDAY 13TH AUGUST 2015

Prior to the meeting of City Plans Panel on Thursday 13th August 2015, the following site visits will take place:

9.30am		Depart Civic Hall
9.45am	City and Hunslet	Alf Cooke Print works (completed scheme) and Braime Pressings (proposed scheme) – Hunslet Road depart site at 10.30am
10.50am	Kippax and Methley	Land east of Great North Road Micklefield – position statement on proposals for residential development comprising 292 dwellings with open space and associated infrastructure – 15/01973/FU depart site at 11.20am
11.30am	Killingbeck and Seacroft and Temple Newsam	Seacroft Hospital – Bridle Path LS15 – pre-application presentation on proposals for residential development – Preapp/15/00302 depart site 12.15pm
12.30pm approximately		Return to Civic Hall

For those Members requiring transport, a minibus will leave the Civic Hall at **9.30am**. Please notify Daljit Singh (Tel: 247 8010) if you wish to take advantage of this and meet in the Ante Chamber at **9.25am**.

Yours sincerely

Angela M Bloor
Governance Officer



CITY PLANS PANEL

THURSDAY, 23RD JULY, 2015

PRESENT: Councillor J McKenna in the Chair

Councillors P Gruen, D Blackburn,
S Hamilton, G Latty, T Leadley,
N Walshaw, M Ingham, C Campbell,
A Khan, K Ritchie and E Taylor

13 Chair's opening remarks

The Chair welcomed everyone to the first meeting in the new committee room and with the new technology, and asked Members and Officers to introduce themselves for the benefit of the public. The Chair referred to the members of the National Planning Casework Unit, who were attending for part of the meeting and hoped they would find the discussions interesting

14 Declarations of Disclosable Pecuniary Interests

There were no declarations of disclosable pecuniary interest however Councillor Leadley brought to the Panel's attention in respect of application 14/07352/OT – Low Moor Farm Albert Drive Morley, that he had been the Chair of Morley Town Council Planning Committee which had considered the application and had made representations on it (minute 18 refers)

Councillor P Gruen brought to the Panel's attention that he was a Director of the Ruth Gorse Academy Trust and that he had declared this at all Board meetings and had not taken part in discussions relating to the proposed new Academy, in order that he could fully participate in the planning discussions (minute 19 refers)

Councillor S Hamilton also brought to the Panel's attention that she was a Governor at Hillcrest Primary Academy (minute 19 refers)

15 Apologies for Absence

There were no apologies for absence

16 Minutes

RESOLVED - That the minutes of the City Plans Panel meeting held on 11th June 2015 be approved

17 Matters arising from the minutes

With reference to minute 12 of the meeting held on 11th June 2015, the Chair stated that instead of a meeting being held on that day, the Panel had

Draft minutes to be approved at the meeting
to be held on Thursday, 13th August, 2015

visited a number of schemes it had granted planning approval for and had found the visits positive and extremely useful

Members had visited a completed development - the new library at Leeds University; a commercial scheme at Whitehall Road/Wellington Street on the MEPC site which was currently under construction and the new College of Building site at Black Bull Street which was operational

In relation to the new Leeds University library, the work of City Plans Panel in requesting alterations and improvements to the original proposals was acknowledged. Members commented on the scheme, particularly the chimney with concerns that the Panel had not been made aware of the nature of the public art being proposed and should have been. In terms of the changes sought by Panel on this scheme, Members considered this demonstrated well the point that developers should not be given automatic planning permission on brownfield sites

18 Application 14/07352/OT - Land at Low Moor Farm Albert Drive Morley LS27

Plans, photographs and graphics were displayed at the meeting. A Members site visit had taken place earlier in the day

The Head of Planning Services presented the report which sought approval for outline planning permission – for principle of residential development and means of access on a 7.6ha site of land designated as Protected Area of Search (PAS) land at Low Moor Farm, Albert Drive Morley LS27

Members were informed this was the first application to be determined after the withdrawal of the interim PAS policy, with details being given of previous PAS sites which had been granted approval for residential development, including a site in Morley at Owlars Farm and those which had been refused

Members were informed that the masterplan for the site indicated up to 185 dwellings, although the applicant had stated this could now be up to 200, although Officers would need to consider this in detail at the Reserved Matters stage

Officers had requested that the applicant consider the possibility of burying the existing power line which ran across the site and caused some constraints, with the applicant indicating a willingness to investigate this if outline planning permission was granted

In terms of the Council's 5 year land supply, Members were advised this site formed part of this and that the draft Site Allocations Plan (SAP) had been recently approved by Executive Board for public consultation, with this site being included as a Phase 1 site. Other Phase 1 sites in the vicinity of the subject site were outlined, for Members' information

The Panel then heard representations from Councillor Finnigan, a Ward Member, who outlined his concerns in respect of the proposals, which included:

- the level of development on greenfield sites which far outweighed that of brownfield sites in Morley
- that the land formed a green corridor between Morley and Dewsbury Road

- education provision and the chronic shortage of school places for local children
- highways issues, particularly the proposed access from Albert Drive
- the impact of the proposals on existing residents of Albert Drive, especially in terms of their parking provision which was on-street
- the impact of developing the other Phase 1 sites in this area, particularly on education provision

Following questions from the Panel additional information was provided by Councillor Finnigan which related to:

- the high level of representations on the LDF from residents in Morley
- that the site should be considered as a Phase 3 site in the SAP due to the issues associated with congestion on Dewsbury Road; existing on-street parking by local residents and the lack of education provision to cater for the likely numbers of pupils the development of this site would generate
- that a more realistic target for residential development was 50,000 through the life of the plan which was consistent with the number of completions being achieved
- drainage and flooding issues associated with the site and concerns about the removal of natural greenery and replacement by an artificial process, ie a balancing pond and drainage infrastructure to be sited on neighbouring Green Belt land
- the expansion of the primary school closest to the site – Morley Newlands – to a three form entry primary school to help address some of the current issues around the lack of school places locally
- that in terms of the NPPF, the development of the site was not sustainable

The Panel then heard representations from the applicant's agent who provided information to the Panel, which included:

- the length of time – around 12 months – the applicant had been discussing the proposals with Planning Officers
- that the site was located within the major settlement of Morley and could deliver up to 200 dwellings
- that the site was included in the emerging SAP; was in the South Leeds Regeneration Priority Programme Area and formed part of the Council's 5 year land supply
- that a range of house sizes would be provided
- that in terms of drainage, a robust SUDS solution had been devised and a balancing pond proposed beyond the red line boundary
- that the latest transport assessment which had been submitted recently showed that up to 200 dwellings could be accommodated on the site, with access from Albert Drive

- that the site was not unduly constrained by the overhead power lines
- there was a commitment to a S106 Agreement which complied with all the planning obligations sought by Officers and which would include 15% affordable housing

Following questions from the Panel additional information was provided by the applicant's representative together with the applicant's highways representative, which related to:

- the access road; its width and that traffic calming measures would be introduced as part of the scheme
- that the application was policy compliant
- that a range of sites would be needed to meet the housing target, including PAS sites and both old and new allocations, with the subject site being considered positively having regard to existing policy, plans and guidance
- the extent of the buffer zone which would be provided around the power line if this could not be buried
- parking provision; that this would be on-site and would comply with the Council's parking requirements

The Panel discussed the application, with the main issues raised relating to:

- the interim PAS policy which had been in place when the application was lodged. The Head of Planning Services stated this was not now a material planning consideration, with this view being supported by the Panel's Legal Services adviser
- education provision. Concerns were expressed that a representative from Children's Services was not in attendance, with the Chair requesting that for future, large scale residential applications, an Officer from Children's Services should attend to respond to detailed questions about school places and capacity. The Head of Planning Services advised that education contributions now formed part of the CIL charge, with contributions being pooled to enable the Council to address the issues. In terms of primary provision, the numbers of places available locally up to 2019 were less than projected demand. Members were informed that Children's Services were seeking a maximum contribution for education and this now formed part of the CIL which would be clarified at Reserved Matters stage and be payable once development commenced. Members stressed the importance of the overlap between Planning and Children's Services and that parents purchasing a property on a new development should have a realistic expectation that their children should be able to attend a local primary school
- highways and access. Concerns were raised about the proposed access arrangements, the width of Albert Drive which was made narrower at certain points due to existing on-street parking; the impact of the traffic calming measures on existing

residents and that Albert Drive also served existing dwellings in the Newlands, together with the proposed circa 200 new homes. The Transport Development Services Manager stated that on-street parking was essential to existing residents on Albert Drive and that a scheme which was appropriately designed and would allow areas for two-way passing would have to be submitted by the applicant. A suggestion was made to remove the existing grass verges on Albert Drive and provide off-road parking spaces instead. In terms of numbers accessing off a single road, the Street Design Guide specified this could be up to 300 dwellings. Strategically as more sites were brought forward, financial contributions would be sought to address strategic areas which could include the junction at Dewsbury Road. In relation to the two other PAS sites in close proximity to the subject site, Members were informed if these were to be developed they would not be accessed from Albert Drive. The Head of Planning Services advised that the traffic calming measures and formalisation of parking would be dealt with as part of condition no. 24 as set out in the submitted report. The location of the nearest bus stops to the site were clarified for Members' information

- drainage – concerns were raised about the extent of development and possible impacts on future drainage of the site. The Head of Planning Services stated that a permeability test would need to be carried out and that the scheme proposed measures which would allow a controlled run off rate of surface water
- other matters:-
- concerns were raised about the use of Green Belt land to facilitate the development but this would involve the tree planting which was appropriate development in the Green Belt
- the likely cost of burying the power lines and that if this was possible, no reduction in planning contributions should be sought to offset the cost of that work
- clarity on the CIL charge. This was stated as being £45 per sqm, with around 90 – 100 sqm being the average size of a three bed dwelling, with the CIL charge being levied on every house
- the timing of the application with concerns the consideration of the development was premature and should await the second round of the SAP
- that the cumulative impact of the proposals had to be considered
- that the 5 year land supply should be done proportionately across all 11 Housing Market Characteristic Areas

The Panel considered how to proceed. If minded to approve the application, Officers were requested that any alteration to the S106 contributions should be brought back to Panel for consideration

RESOLVED - To defer and delegate to the Chief Planning Officer for approval subject to conditions to cover those matters outlined in the submitted

report (and any others which he might consider appropriate) and the completion of a S106 Agreement to secure the following:

- affordable housing – 15% (with a 60% social rent and 40% submarket split)
- public open space on site to comply with Core Strategy Policy G4
- improvements to bus stop 11042 at a cost of £20,000 to comprise the provision of a shelter and real time passenger information
- the provision of raised kerbs and a bus clearway to bus stop 11042 on Wide Lane
- travel plan including monitoring fee of £2,925
- residential Metrocards (bus and rail) at a cost of £605.00 per dwelling
- employment and training initiatives (applies to the construction phase)
- upgrade Peter Lane to a bridleway
- the management and retention of buffer planting within the Green Belt for the foreseeable future in accordance with Saved UDP Policy N24

In the circumstances where the S106 has not been completed within 3 months of the resolution to grant planning permission, the final determination of the application shall be delegated to the Chief Planning Officer

19 Application 15/02470/FU - Land at Black Bull Street LS10

Further to minute 174 of the City Plans Panel meeting held on 16th April 2015, where Panel considered a pre-application presentation for a new secondary free school at Black Bull Street, Members considered a further report of the Chief Planning Officer setting out the formal application

Plans, graphics, precedent images and drawings were displayed at the meeting. A Members site visit had taken place earlier in the day

Officers presented the report which related to the provision of a new secondary free school – The Ruth Gorse Academy – on land at Black Bull Street

Members were updated on the following issues:

- drainage – with the applicant continuing to negotiate on the issue of the water discharge rate which Yorkshire Water were not satisfied with. Members were informed this matter would be controlled by condition
- connectivity, with a commuted sum of £22,000 being offered towards the future provision of a new East-West pedestrian and cycle connection along the southern boundary of the site (to be delivered in conjunction with any redevelopment of the site to the south), with this to be considered by Highways Officers
- the off-site highways package – that this was now acceptable

- the construction management plan – that this remained under review and could be controlled by condition
- school bus provision – that Highways Officers were satisfied with the proposed layout

In respect of the boundary treatments, some revisions had been made in light of Members' comments with railings and brick piers being proposed to the Chadwick Street boundary. Mesh fencing would be provided to the MUGA but would be set back from the pavement, with nine new street trees to be planted on Black Bull Street

Members noted the design alterations to the Hub in view of the concerns expressed about the visual impact of the initial proposals

The Panel discussed the application. The Chair invited the Principal of the Ruth Gorse Academy and the applicant's highways representative to respond to queries and comments from the Panel. A detailed discussion took place with the main points being raised relating to:

- the speed of traffic on Black Bull Street and measures to slow traffic speed. Concerns were raised about the incidents of speeding along this road which Members had witnessed on their site visit with a request being made this matter be formally referred to Highways and West Yorkshire Police. The Transport Development Services Manager confirmed this matter would be taken up and enforcement action commenced
- concerns about the potential conflict between pedestrians and road users in this area
- the need for traffic laybys to be surfaced in a different colour or raised to ensure the location of the pedestrian flow was highlighted. The Transport Development Services Manager advised that although this was not part of the application, it could be investigated
- the Park and Stride initiative and an explanation of this
- the NGT proposals and how this could affect the parking on Chadwick Street, particularly if the NGT scheme was not implemented. Members were informed that the majority of on-street parking on Chadwick Street would be removed, apart from the existing laybys. With the implementation of NGT, Chadwick Street would become one way, south bound
- the concerns raised by West Yorkshire Combined Authority (WYCA) regarding bus dropping off and picking up and the extent of parent drop off/pick up points being provided. Members were informed by the applicant's highways representative that WYCA and Highways were satisfied with the proposals for bus drop off/pick up points and that in terms of parents transporting their children to and from school by car, surveys of the likely catchment area for the school showed low car ownership levels compared to other areas of Leeds. Additionally 80% of the students were likely to be in receipt of the pupil premium. Concerns were reiterated about the problems caused by parents picking up/dropping of their children at school, regardless of the levels of pupil premium at

schools. The amount of space being provided for the school buses to park up was also questioned

- the level of car parking for staff and visitors with concerns this remained too low and that whilst it was aspirational to have car free/ low car staffing, it was not realistic
- wider highways issues, particularly concerns about potential gridlock to the City Centre and beyond if vehicle congestion began to build up on Black Bull Street
- the number of developments which had recently been completed around the site and the need to be clear on what the wider highways strategy was for the area
- the need for the status of Black Bull Street to be downgraded over time
- the extent of community use for the facilities, with the Principal outlining the proposed opening times and the range of facilities, particularly sports facilities which could be used by the wider community

Whilst welcoming the alterations which had been made to the scheme since it was last presented to Panel, concerns about highways and pedestrian/student safety were reiterated. A suggestion was made to defer determination of the application for further highways information. Concerns were raised about the tight timescales involved, if the building of the school was to proceed. A further suggestion was made that a report on the detailed highways issues to be controlled by planning condition be presented to Panel prior to their approval and the commencement of the building works

The Panel considered how to proceed

RESOLVED - To defer and delegate to the Chief Planning Officer for approval in principle, subject to the resolution of the following detailed matters:

- surface water drainage discussions with Yorkshire Water
- agreement of the commuted sum calculation towards the east-west pedestrian link at the southern end of the site
- the travel plan including measures regarding pupil pick up and drop off
- confirmation that all off-site highways works are acceptable
- confirmation that the construction management plan is acceptable
- confirmation that the concerns of WYCA regarding relocation of bus stops and school bus provision can be addressed

and the specified conditions set out in the submitted report (and any others which he might consider appropriate) and following the completion of a Section 106 Agreement to cover the following matters:

- travel plan monitoring fee - £2,000
- local bus stop improvement - £20,000
- community use of facilities
- public access to east-west link across the northern end of the site

- commuted sum towards the future delivery of an east-west pedestrian route to the south of the site (sum to be agreed)
- co-operation with local jobs and skills initiatives

In the circumstances where the Section 106 Agreement has not been completed within 3 months of the resolution to grant planning permission, the final determination of the application shall be delegated to the Chief Planning Officer. Additionally that a further report which addressed the highways issues and concerns raised by Members be submitted to Panel for consideration, prior to building works commencing on the site

20 Application 15/02217/OT - Variation of conditions 4, 23, 28, 29 and 30 of approval 14/05483/FU - mixed use development at Thorpe Park relating to reconfiguration of proposed gross retail floorspace within the approved foodstore unit - Thorpe Park LS15

The Panel considered a report of the Chief Planning Officer seeking the variation of several conditions attached to approval 14/05483/FU to introduce greater flexibility to allow the 9000sqm of gross retail floorspace within the approved foodstore unit to be reconfigured to provide up to 2000sqm of gross convenience good floorspace and 7000sqm for non-food operators

Members were reminded of the background to the scheme where retail elements and more recently housing elements had been introduced into the long term proposals for Thorpe Park. Reference was also made to the recent applications at the site considered by Panel at its meeting held on 11th June 2015, (minutes 8 and 9 refer)

The application before Panel proposed a shift in the level of retail to allow for greater flexibility to counteract the severe decline in the food retail sector and was a response to what had been negotiated with a major anchor store. The application did not seek to increase the overall level of retail floorspace on the site

The proposal was acceptable in highways terms. As the application was a departure from the Development Plan, if approved in principle, it would need to be referred to the Secretary of State. In respect of representations to the proposals, one objection had been received from Hammerson's on behalf of John Lewis, which was detailed in the report before Panel

Updated health checks had been received on the various centres within the Thorpe Park catchment area, with these indicating these centres remain vibrant and healthy

Officers had considered the points raised on behalf of John Lewis about the sequential test but were of the view this matter had been satisfactorily addressed

Members were updated on key developments in respect of the scheme and the Manston Lane Link Road (MLLR). The first phase of office development would commence later this year and be completed in the first quarter of 2016. The legal agreement had been completed between the Council and Network Rail for the link road and railway bridge. Work on the MLLR was expected to commence in the first – second quarter of 2016 with completion by the first half of 2017; subject to detailed planning permission

the retail and leisure proposals were expected to start by the middle of 2016 and be completed by mid 2017, with Green Park to follow

The Head of Planning Services referred the Members' site visit earlier that day to the Victoria Gate site where Members had been informed that in January 2016, the John Lewis store would be handed over to the company's shop fitters, with the due opening date for this store being in September 2016, before the Thorpe Park retail elements had been completed. In view of this, it was felt that Panel could draw its own conclusions on the issues raised in the objection from Hammerson's

The possible impact of the revised retail proposals at Thorpe Park on Seacroft Town Centre was raised, with Officers being of the view that Seacroft Town Centre had below the national average of vacant units; was dominated by Tesco and as this application proposed a lesser amount of convenience goods floorspace it was considered that this town centre could withstand the projected level of impact from the Thorpe Park proposals

RESOLVED - To defer and delegate approval to the Chief Planning Officer subject to satisfactory outcome from the consideration of the cumulative retail impact, with a report back to Panel in the event this was not the case and to refer the application to the Secretary of State for the Department of Communities and Local Government under the Town and Country Planning (Consultation) (England) Direction 2009 as a departure from the Statutory Development Plan; the suggested conditions set out in the submitted report (and any others which he might consider appropriate) and a Section 106 Agreement to cover the terms of the original agreement and to cover any consequential variations in respect of amended Manston Lane Link Road trigger points

In the circumstances where the Section 106 has not been completed within 3 months of the determination of the Secretary of State to grant planning permission, the final determination of the application shall be delegated to the Chief Planning Officer

21 Date and Time of Next Meeting

Thursday 13th August 2015 at 1.30pm in the Civic Hall, Leeds



Originator: Andrew Crates

Tel: 0113 222 4409

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 13th August 2015

Subject: POSITION STATEMENT - Planning Application 15/01973/FU Development of 292 residential dwellings with open space and associated infrastructure on land east of Great North Road, Micklefield, Leeds

APPLICANT

Barratt Homes and
Persimmon Homes

DATE VALID

13th May 2015

TARGET DATE

12th August 2015

Electoral Wards Affected:

Kippax and Methley

Yes Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

For Members to note the content of the report and presentation.

1.0 INTRODUCTION:

- 1.1 This full planning application is presented to Plans Panel due to the size and sensitivity of the proposals when considered in conjunction with the other components of the housing allocation, including an outline planning application for a housing development of circa 70 houses further north (13/02271/OT), given their overall significance to Micklefield. Application 13/02271/OT was previously presented to City Plans Panel on 11th June 2015 where Members agreed to defer and delegate approval to the Chief Planning Officer.
- 1.2 The application site is identified within the UDP Review as a Phase 3 allocated housing site under Policy H3-3A.32.

2.0 PROPOSAL:

- 2.1 This full planning application proposes the erection of a residential development of 292 residential dwellings with open space and associated infrastructure.
- 2.2 The application is accompanied by both an illustrative masterplan to show it accords with the wider development of the allocation, as well as a detailed layout and house types. Two accesses are to be taken from Great North Road for the northern and southern portions of the development. The northern portion of the development will contain an access connecting to the development to the north (subject to planning application 13/02271/OT). That development takes a principal access which has already been constructed by virtue of planning permission 12/00845/OT and reserved matters consent 12/05140/RM, for 10 dwellings and landscaping. That access will therefore also benefit the development proposed in this current application.
- 2.3 A number of planning obligations are required and so the development will be subject to a S106 agreement which is expected to provide for the following:
- Affordable Housing – 15% (with a 60% social rent and 40% submarket split)
 - Public open space on site.
 - Travel Plan including a monitoring fee of £3,455
 - Cycle facilities at Micklefield Station - £8,000
 - Residential Metrocards (Bus and Rail) at a cost of £605.00 per dwelling.
 - Employment and training initiatives (applies to the construction of the development).

3.0 SITE AND SURROUNDINGS:

- 3.1 The site is a greenfield site, allocated in the UDP Review for housing, under Policy H3-3A.32. The main settlement of Micklefield is located to the west of the site and the A1(M) is located further away to the east, beyond which is open countryside within the Green Belt. The site is divided into two parcels by a green wedge in a small valley of land running east – west across Great North Road.
- 3.2 The site is essentially grazing land and contains a small number of mature trees and some vegetation around the boundaries of the site, mainly located adjacent to the watercourse crossing the site, Sheep Dike. The site falls in a north-easterly direction towards Sheep Dike, as well as in a south-easterly direction, hence the flow of the watercourse. Beyond the site boundary, to the north-east of Sheep Dike, is a further narrow area of grassland, before reaching the landscaped bund and tree belt adjacent to the A1(M).

4.0 RELEVANT PLANNING HISTORY:

- 4.1 13/02271/OT - Development of circa 70 houses (to the north of the application site, but within the same housing allocation) – approval delegated to the Chief Planning Officer.
- 4.2 PREAPP/13/00924 – Residential development of 270 dwellings (relates to the site of this current application)

- 4.3 12/05140/RM - 10 houses with landscaping (to the north of the site, but within the same housing allocation) – Approved.
- 4.4 12/00845/OT - Outline application for residential development (to the north of the site, but within the same housing allocation) – Approved.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 The applicant undertook pre-application discussion with officers prior to submission of the application. Since submission of the application, Officers have also had briefing sessions with Ward Members, which have highlighted the importance of considering how the applications fit in with the whole of the allocation, ensuring an equitable approach to planning obligations and any infrastructure requirements.
- 5.2 Previously, the applicants carried out a consultation event in November 2013. In August 2014, consultation packs containing a covering letter, brochure, comment card and freepost reply envelope were posted to 335 homes and businesses close to the site.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 11 site notices have been displayed, posted 22nd May 2015. The application has also been advertised in a local newspaper, published 28th May 2015.
- 6.2 One letter of representation has been received from Micklefield Parish Council, stating objection to the application on the following grounds:
- The planning framework has not been subject to input of agreement from the local community or the Parish Council.
 - Uncertainty over the ability to expand Micklefield Primary School.
 - Inadequate off-street car parking provision.
 - Lack of detail regarding building materials and thus no certainty as to how many dwellings will be constructed in natural Magnesian Limestone.
 - Two areas in one portion of the net development site act as natural water run off points when there are flash floods.
 - Loss of a one-off opportunity to widen Accommodation Road which runs around the rear of Garden Village.
 - The need for an additional housing type (bungalows).
 - Unacceptable plot boundaries with the Sheep Dike for plots 251-269.
 - Doubt as to the effectiveness of the off-site highway alterations to the junction of Church Lane and the A656 (Roman) Ridge Road.
 - Deficiencies in certain aspects of the housing design concept and layout.
 - Concern that Micklefield Station may move in the future and that the public transport availability is not as favourable as the applicant suggests.
 - Comment is also made that the Parish Council is not convinced that the proposed accesses are acceptable and wishes these to be thoroughly assessed by highways.
 - It is also noted that matters around foul sewage, surface water, and air quality need careful consideration.
 - The positive aspects of the application are also noted – the density of development is in keeping with the village, 15% provision of Affordable Housing is acceptable, there is no direct vehicular access from Garden Village, the retention of trees and

planting of hedgerows and the retention of the existing alignments of the public rights of way.

- 6.3 27 letters of objection have been received from local residents stating concern that:
- Question whether there is sufficient sewage capacity.
 - Question whether Sheep Dike can handle all of the additional surface water run-off.
 - Concern about the level of traffic that may be generated by the development.
 - It is noted that there are ongoing problems with the landfill site at the southern end of the village.
 - Concern about the poor accesses into and out of the village and their safety record.
 - Concern that the primary school will be unable to cope with the additional demand.
 - The doctors surgery is only a satellite and can only just cope at the current time.
 - Private access are also required in case of emergencies and it is questioned whether the emergency services have been consulted.
 - It is noted that Micklefield station may move in the future.
 - The number of houses in Micklefield will double if all of the housing allocations are developed.
- 6.4 3 letters of support have been submitted, stating support for the principle of development, subject to ensuring that existing accesses are maintained for existing properties.

7.0 CONSULTATION RESPONSES:

7.1 Statutory:

Highways: - It has long been noted that off-site highway works are required to improve the Church Lane / A656 junction and information has been submitted to demonstrate that an 'in highway' solution is feasible. Highway officers have also provided detailed comments in respect of the internal layout which, whilst acceptable in principle, requires some amendments and clarification to ensure that the layout is acceptable.

Highways England: - No objection.

Network Rail: - No objection. It is suggested that the development makes a contribution to enhancing cycling facilities at Micklefield Station at a cost of £8,000. It is also noted that any drainage solutions must take run off away from the railway.

Natural England: - Does not wish to comment in detail on this application.

Environment Agency: - No objections, subject to a condition that the development is carried out in accordance with the measures contained in the Flood Risk Assessment.

7.2 Non-statutory:

TravelWise Team: - Advice is provided on improving the Travel Plan. A monitoring fee of £3,455 is required.

West Yorkshire Combined Authority (WYCA): - Due to the size of the site, it is inevitable that parts of the site will be more accessible than others. It is noted that the relatively low frequency of bus services is offset by the rail connectivity. It is unlikely that a bus service at the service level set out in the Core Strategy could be sustained.

Advice is provided in relation to the Travel Plan and also amendments to the layout to maximise access to bus stops and also the rail station. Residential MetroCards (bus and rail zone 1-3) should be provided to future residents at a cost of £605.00 per dwelling. The request from Network Rail for cycle facilities is noted and supported.

Children's Services: - Consideration has been given to the feasibility of extending Micklefield Primary School. However, this matter would now be covered by CIL as off-site education contributions can no longer be paid for through a S106.

Affordable Housing: - The site falls within Affordable Housing Market Zone 2 where there is a requirement for 15% Affordable Housing, split 60% social rent and 40% submarket.

West Yorkshire Archaeology Service (WYAS): - It is recommended that a decision is deferred until an archaeological evaluation is carried out. A condition is otherwise recommended to secure this work if the Council is minded to approve the application.

Yorkshire Water: - No objections, subject to conditions not to build over existing sewers and to control foul and surface water drainage.

Flood Risk Management Team: - The use of infiltration drainage methods should be thoroughly investigated. It is also noted that the use of SUDs would be beneficial from a landscape and ecology perspective. Otherwise, the principles are acceptable subject to conditions.

Air Quality Management Team: - No objections – the proposals are not likely to have a significant air quality impact. However, it is recommended that electric vehicle charging points are included in the development.

Contaminated Land: - No objections, conditions recommended to ensure the site is suitable for use.

8.0 PLANNING POLICIES:

8.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan for Leeds currently comprises the Core Strategy (2014), saved policies within the Leeds Unitary Development Plan (Review 2006) and the Natural Resources and Waste Development Plan Document (2013). The Site Allocations Plan is emerging and is due to be deposited for Publication at the end of the Summer 2015.

Adopted Core Strategy:

8.2 The Core Strategy is the development plan for the whole of the Leeds district. The Core Strategy (CS) was Adopted in November 2014. The following CS policies are relevant:

Spatial policy 1	Location of development
Spatial policy 6	Housing requirement and allocation of housing land
Spatial policy 7	Distribution of housing land and allocations
Spatial policy 10	Green Belt
Spatial policy 11	Transport infrastructure investment priorities
Policy H1	Managed release of sites

Policy H3	Density of residential development
Policy H4	Housing mix
Policy H5	Affordable housing
Policy H8	Housing for independent living
Policy P9	Community facilities and other services
Policy P10	Design
Policy P12	Landscape
Policy T1	Transport Management
Policy T2	Accessibility requirements and new development
Policy G4	New Greenspace provision
Policy G8	Protection of species and habitats
Policy G9	Biodiversity improvements
Policy EN2	Sustainable design and construction
Policy EN5	Managing flood risk
Policy ID2	Planning obligations and developer contributions

Leeds Unitary Development Plan (UDP) Review:

8.3 The application site is identified within the UDP as a phase 3 housing site.

Under Policy H3-3A.32, 15.54 ha. of land is allocated for housing and local facilities between Old Micklefield/New Micklefield and the realigned A1, subject to:

- (i) Provision of extensive off-site foul drainage works and improvements to Sherburn-in-Elmet sewage treatment works, following the realignment of the A1 east of Micklefield;
- (ii) Provision of satisfactory access;
- (iii) An agreed planning framework which will determine the location of housing, greenspace, landscaping, local facilities and access points;
- (iv) Provision of an extension to the adjacent primary school, in accordance with policy A2(5) and a contribution towards the provision of additional secondary school facilities;
- (v) Provision of a green wedge between Old Micklefield and New Micklefield;
- (vi) The completion of the A1 realignment;
- (vii) Noise attenuation measures necessary to achieve satisfactory standards of residential amenity.
- (viii) Submission of a satisfactory flood risk assessment incorporating an appropriate drainage strategy.

The supporting text in the UDP Review goes on to say that ‘the development of this and the site South of Old Micklefield will result in the need for additional facilities at Micklefield Primary School [Policy A2(5) – *since deleted*] and for extensions at the existing secondary school. Developers of these sites will be expected to contribute towards these at a level proportionally related to the development opportunities available at each site.’

The text goes on to say that ‘Old and New Micklefield are separated by open countryside which provides a valuable visual feature and permits long distance views

over the countryside. This open aspect should be retained in the form of a green wedge between Old and New Micklefield.' This aspect is of particular importance to this application.

Other policies of relevance are:

Policy GP5	General planning considerations
Policy N5	Improving acquisition of greenspace
Policies N23/N25	Landscape design and boundary treatment
Policy N24	Development proposals abutting the Green Belt
Policy N29	Archaeology
Policy BD5	Design considerations for new build
Policy T7A	Cycle parking guidelines
Policy T24	Parking guidelines
Policy H3	Delivery of housing on allocated sites
Policy R2	Area based initiatives

Supplementary Planning Guidance / Documents:

- 8.4 SPG10 Sustainable Development Design Guide (adopted).
- SPG13 Neighbourhoods for Living (adopted).
- SPG22 Sustainable Urban Drainage (adopted).
- SPD Street Design Guide (adopted).
- SPD Designing for Community Safety (adopted).
- SPD Travel Plans (adopted).
- SPD Sustainable Design and Construction (adopted).

National Planning Guidance:

- 8.5 National Planning Policy Framework: Paragraph 49 requires that housing applications 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 sites.

9.0 MAIN ISSUES

1. Principle of development
2. Highway and access issues
3. Urban design and sustainability
4. Affordable Housing
5. Landscape design and visual impact
6. Drainage and flood risk
7. Impact on residential amenity
8. Education
9. Planning obligations

10.0 APPRAISAL

- 10.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the Development Plan unless material considerations indicate otherwise. Other material considerations include the National Planning Policy Framework, the requirement for a five year supply of housing and

matters relating to sustainability, highways, urban design, visual impact, housing issues, flood risk, residential amenity and Section 106 matters.

Principle of development

- 10.2 The site is a Phase 3 housing allocation in the UDPR and so the principle of bringing the site forward for residential development at this point in time is acceptable. UDPR Policy H3-3A.32 does not preclude applications for separate parcels of the allocation being submitted, approved and implemented in their own right. However, this is subject to any proposals having due regard to the deliverability of the remainder of the allocation. It is important that proposals demonstrate not merely that development does not prejudice delivery, but that it positively contributes to the ultimate solution.
- 10.3 In light of the above, subject to detailed layout and access arrangements, it is considered that the principle of development in this instance is acceptable.

Highway and access issues

Off-site highway issues

- 10.4 The site is proposed to take a principal access from Great North Road, which has already been constructed as part of the scheme to build 10 houses. Highways officers consider that the nature and design of that junction is sufficient to provide for the additional development proposed in this application. However, traffic exiting Micklefield is likely to do so from a limited number of junctions, particularly the junction of Church Lane and the A656 Barnsdale Road. Given the proportion of traffic assigned to the Church Lane/A656 junction and the sensitivity of the network in this location i.e. a high speed road with known recorded fatalities, highway officers considered that this junction should be upgraded to provide a ghost island right turn facility on the A656 and associated carriageway widening and to secure the appropriate visibility splays for the speed of traffic on Church Lane.
- 10.5 The applicant, together with the applicants for planning application 13/02771/FU have endeavoured to work together to promote a highway solution for improvements to the junction of Church Lane and Barnsdale Road (A646). Given the nature of the existing adopted highway boundaries, this has resulted in the need for a very detailed scheme to be drawn up which has taken some time.
- 10.6 Highway officers have noted the importance of a comprehensive approach being required to deal with the traffic impacts of the whole of the Phase 3 housing allocations in Micklefield (H3-3A-31 and H3-3A-32). The initial transport assessment, which although submitted in support of the current proposal, takes into account predicted traffic flows associated with future additional dwellings that could be provided on the remainder of the allocation (H3-3A-32), a total estimated yield of circa 400 dwellings. The assessment raised concerns that in the future assessment year of 2018, based on 400 dwellings, the Church Lane/A656 junction would be operating above the recommended threshold of 0.85 RFC (ratio flow to capacity). This excludes traffic generated by allocation H3-3A-31, which it is estimated could yield a further 150 dwellings. Given the proportion of traffic assigned to the Church Lane/A656 junction it was requested that the junction should be upgraded to provide a right turn lane, associated carriageway widening and improved junction visibility.
- 10.7 The revised assessment, which includes provision of a right turn lane at the Church Lane/A656 junction, is based on 550 dwellings (allocations H3-3A-31 and H3-3A-32), and indicates that in the future assessment year of 2020 the junction operates within recommended parameters with no significant queuing. The proposed improvements have been subject to design review and offer meaningful safety improvements over the existing junction arrangement. The Highway Authority is satisfied that the

proposed improvement works can be accommodated within the highway boundary and that there is sufficient scope to address any minor issues identified through the detailed design process.

- 10.8 The proposed junction improvements are considered sufficient at this point in time to accommodate predicted traffic flows at the Church Lane/A656 junction. However, with regard to bringing forward the South of Old Micklefield site (H3-3A-31), the UDPR site proposals identify the need for improvements to Church Lane, which remains an area for concern. Whilst the proposed junction improvements are sufficient to accommodate predicted traffic flows from both sites (H3-3A-31 and H3-3A-32), highway officers reserve the right to require the need for alignment improvements to Church Lane immediately east of the A656 should an application for H3-3A-31 be submitted. Whilst, the junction improvements are considered acceptable in highway terms, it is noted that the works have a significant impact on trees, discussed later in the report.
- 10.9 It is noted that a Grade II Listed mile stone is located in the verge of Barnsale Road, some way to the south of the junction with Barnsdale Road. The precise location and how this relates to the proposed highway works has been investigated and it is confirmed that the mile stone would be unaffected by the works.
- 10.10 In summary, the proposed highway works are considered sufficient to enable development of allocation H3-3A-32. The need for further enhancements associated with allocation H3-3A-31 will be reviewed at the relevant time. This highway solution and the approach to addressing these issues was accepted by City Plans Panel on application 13/02771/OT.

On site highway issues

- 10.11 The internal layout will be required to meet Street Design Guide parameters and shall be designed to an appropriate standard for the overall level of development proposed, taking into account future additional development of the remainder of the allocation (H3-3A.32). The internal access roads will need to extend to the site boundaries, enabling continuation of the access in to the adjoining site to the north. The development shall be built with a 20mph speed limit, with the cost of road markings, signage and appropriate Speed Limit Orders being fully funded by the developer. Highways officers have recently supplied detailed comments on the internal layout to the applicant. While the layout is acceptable in principle, there are some detailed amendments and clarifications that are required.

Accessibility

- 10.12 From an accessibility perspective, the site does not fully meet the Core Strategy Accessibility Standards. However, the land is allocated for housing under UDP Policy H3-3A.32 and Micklefield Train Station may provide alternatives to commuters other than the use of the private car. Bus stops in either direction are located within 100m of the site access (also within 400m of the centre of the site) but the services at these stops are infrequent – one an hour with an increase to two an hour in the AM and PM peaks. However, the site is also located within a short walk, approximately 950m, from Micklefield Train Station which provides three services per hour to Leeds City Centre with a journey time of approximately 20 minutes.
- 10.13 The site is located within the recommended distance to local primary school provision but exceeds the distance for secondary school provision. There are limited local services available within Micklefield - the site would be located within approximately 600m of the nearest convenience store and GP surgery. The convenience store also

provides a small range of other local services such as a cash machine, post box and dry cleaning service.

- 10.14 Officers have historically been in discussions with Metro (now the WYCA) regarding public transport enhancements as part of both this smaller application and the wider housing allocation. Arriva currently provide some low frequency services, the main service being the 402 providing an hourly service to Leeds via Garforth. However, in this instance, it is considered that any enhancements could be provided for via CIL.
- 10.15 It is noted that some letters of representation refer to the possible movement of Micklefield Station, further to the west and therefore further away from the proposed development. At the moment, plans for the electrification of the line are on hold and Network Rail and the WYCA are continuing to review the options for the east Leeds rail corridor generally. There is therefore no specific commitment to pursue proposals for a new station at Micklefield at this point in time.

Urban design and sustainability

- 10.16 The allocation masterplan indicates two accesses from Great North Road and a spine road running north to south through the site through each portion of the development. The connection to the development proposed to the north is in the correct location, though the internal layout differs somewhat in terms of street patterns, though this is not considered to be problematic. The layout indicates that all of the proposed dwellings would front onto the proposed streets, which is considered positive.
- 10.17 The submitted Design and Access Statement notes that the proposal is for 292 dwellings, equating to 34 dwellings per hectare (based on developable area only). The proposed houses are to be 2-3 storeys in height and will include a mixture of terraced, semi-detached and detached dwellings, comprising 2-5 bedroom properties. In design terms, the strategic form of development is considered to be generally acceptable, although two-storeys is considered to be most appropriate, particularly along the rural edge of the development and where there is an interface with existing houses.
- 10.18 A number of properties have a southerly orientation in order to make the most of solar gain and good daylighting. The submitted Design and Access Statement also states it is proposed to employ photovoltaic panels to assist in achieving a 10% reduction in energy demand and a 20% reduction in carbon emissions. These measures have the potential to minimise housing energy use and carbon dioxide emissions, regardless of specific house type design.
- 10.19 The sustainability appraisal also notes that the broader economic, social and environmental measures of sustainability have been considered by assessing the scheme against the 'Building for Life' criteria. The proposed development has the potential to support growth within the area by providing housing with accessible local services. The site is ideally located for access to a full range of sustainable transport options, from local services within easy walking and cycling distance to 'bike and rail' options for employment, leisure and retail opportunities beyond the immediate local area. A Travel Plan has been submitted in order to highlight and promote sustainable travel choices to future residents and reduce reliance on the car.
- 10.20 In relation to detailed design, officers are engaged in negotiations with the applicant in order to make the layout acceptable and to improve the quality of the proposed house designs. In terms of issues, the common themes are the lack of sufficient spaces between some dwellings – particularly areas where houses are separated by gaps of only 1m – 2m. Officers have advised that it may be better to conjoin some properties

to form terraces or semi-detached pairs where it is possible to achieve car parking to the side, as is common in traditional suburban layouts. There are also areas with long runs of frontage car parking, particularly on some affordable housing plots. Some frontage parking can be acceptable where it is broken down into smaller areas within a landscape setting and with some defensible space in front of the dwellings.

10.21 A number of dwellings appear to have inadequate garden areas in terms of depth, where the requirement is 10.5m. Whilst a degree of pragmatism can be taken where there are difficulties with topography or site features, the aim should be for compliance with policy. There are some garden areas which are substandard by virtue of the encroachment of garages from neighbouring properties, resulting in unusable areas. These can also increase the potential for neighbour disputes. The shapes of some garden areas are also unusable and/or the juxtaposition of buildings creates a poor outlook.

10.22 The applicant team comprises two house builders – Persimmon Homes and Barratt Homes. The layout plan indicates that Barratt Homes will be developing the area to the north of the proposed central greenspace, as well as 26 plots in the southernmost tip of the development. Persimmon will be developing the area to the south of the central greenspace – north and east of Garden Village.

10.23 Officers consider that there are key themes of issues which need to be addressed with regard to the individual house types:

- Clarity on the use of materials – i.e. stone, brick or render.
- Consistency of window details within elevations and on particular house types.
- Use of heads and cills on windows to ensure they are dressed properly.
- Some properties have very large porch features which dominate the elevation, particularly where there are very modest or limited window openings.
- Some roof pitches are very steep, with roof forms which dominate the house – there is also a context issue that needs to be considered in terms of the relationships between different roof forms in a single streetscene.
- Conversely, some pitches are very shallow – again this needs consideration in context.
- The eaves details are very ‘light’ on some houses, with very little overhang, if any. These would benefit from heavier eaves details.

10.24 It is noted that the Parish Council have provided detailed comments on the use and ratio of materials which they feel should be used in the development. At the time of writing, the applicants are working through the consultation responses and detailed design comments that officers have supplied.

10.25 **Do Members have any comments on the approach to the layout of the development and the design of the house types?**

Housing issues

10.26 The Core Strategy includes a number of policies which seek to ensure the efficient use of land for housing purposes, that the mix is appropriate to housing need and that provision is made for affordable housing.

10.27 Core Strategy policy H3 refers to the density of development. For a smaller settlement, such as Micklefield, the stated minimum density is 30 dwellings per hectare, subject to matters relating to townscape, character, design and highway capacity. In this instance, the application site is located in a housing allocation,

sandwiched between the edge of the settlement and the A1(M). Given the character of the village and nature of the site, a density of 34 dwellings per hectare (based on developable area only) is considered to accord with policy.

10.28 Core Strategy policy H4 refers to housing mix and sets targets for particular dwelling sizes. The policy is intended to set targets for the city as a whole and acknowledges that developments will need to respond to different site circumstances. In terms of the current layout, the mix is comprised of 18% x 2 bed properties, 49% x 3 bed properties and 33% x 4 bed properties. There are no one bed, 5 bed or larger properties. The applicant's position is that they have sought to provide a mix of housing from 2 bed through to 4 bed in size. Given the size of the scheme, they consider it appropriate to cater for the wider housing market in respect of delivering a significant proportion of 2, 3 and 4 bedroom homes. With specific regard to the local area and market, they have sought to provide a larger proportion of 3 bedroom homes. They argue that this will allow people to both upsize or downsize to meet their housing needs. The applicants also note that, together with 2 bedroom properties, two thirds of the scheme is available for first time buyers, including the affordable housing provision. Overall, the applicants consider that they provide a mix of homes that cover the needs from first time buyers through to family housing, whilst ensuring that the scheme is viable in respect of CIL, affordable housing, the off-site highways works and other S106 matters.

10.29 The affordable housing requirement in this part of the city is 15%, as set out in the Core Strategy. The proposed layout indicates 21 x 2 bed properties and 23 x 3 bed properties are to be used for affordable housing. The units would be split – 50% social rent and 50% sub market. The proposed development is therefore in accordance with policy in this regard and the delivery of affordable housing would be secured through the S106 agreement.

10.30 **Do Members have any comments on the housing mix and density proposed?**

Landscape design and visual impact

10.31 The application site relates to an area of land which currently has a rural appearance, but is sandwiched between the existing settlement of Micklefield and the A1(M). Whilst the site is largely grazing land, it does also include a small number of mature trees and some vegetation and hedgerows. The retention of these features wherever possible, as demonstrated on the current layout, is welcomed.

10.32 The proposal provides for a permanent buffer between the proposed dwellings and Sheep Dike. The buffer has a dual function of providing visual screening and habitat. This area is important in providing a biodiversity enhancement, particularly for Great Crested Newts and Water Voles. The land beyond Sheep Dike, between the site and the A1(M) is designated as Green Belt and would remain as open land. At the time of writing, the applicant is revising their layout to resolve the detailed relationship between the proposed houses, their respective private garden areas and the habitat buffer.

10.33 One tree proposed to be removed in the southern parcel of the development was initially identified as having Bat roost potential. Accordingly, a further Bat survey has recently been undertaken and submitted, which concludes that no Bat roosts were found in the surveyed tree and the risk of roosting at other times is assessed as low. Accordingly, no further survey of the tree is considered necessary before the tree is removed.

- 10.34 As discussed above, the proposed 'in highway' solution to the junction arrangement at Church Lane / Barnsdale Road results in a significant amount of tree loss (approximately 130 roadside trees). However, a highway solution to enable appropriate access will be required in any event in order to enable this allocated housing site to be developed. Given that the proposed highway works are necessary to enable the allocation to be developed, it is considered that the degree of tree loss must be accepted. However, a condition is suggested to require a mitigation scheme which would involve new tree planting – either in highway verges (where acceptable) or within open areas in the control of the applicant.
- 10.35 In terms of greenspace requirements, if the whole allocation was developed as expected, with approximately 400 dwellings, it would create a requirement for 3.2 hectares of greenspace overall. For a development of 292 houses, as per the current layout, Core Strategy policy G4 would require 2.33ha of greenspace. The current layout suggests that there is some deficiency in terms of quantum of greenspace and the applicant is currently looking to address this. It is also noted that the lack of children's play facilities in Micklefield may justify some provision in an appropriate location. A significant greenspace wedge in the centre of the development is proposed as part of this application. This is considered to be a reasonable focus for an area of significant greenspace and also a children's play area. The initial layout of the greenspace indicates play areas for a range of ages, as well as informal areas for general recreation.
- 10.36 **Do Members have any comments on the approach to greenspace and landscape issues?**

Drainage and flood risk

- 10.37 The application site largely falls within Flood Zone 1 (at lowest risk of flooding), although the areas immediately adjacent to Sheep Dike do fall with Flood Zones 2 and 3. Accordingly, the layout has been drawn up such that all of the housing development only takes place within the Zone 1 land. The Environment Agency has no objection to the proposals provided that the development is carried out in accordance with the Flood Risk Assessment and its recommended mitigation measures. These include limiting the surface water rate of runoff generated by the site so that it will not exceed the run-off from the undeveloped site and not increase the risk of flooding off-site. It is also stated that there must be no built development or ground raising within the Flood Zone 3 area of the site and that the finished floor levels of the dwellings must be no lower than 600mm above the adjacent bank level of Sheep Dike.

Impact on residential amenity

- 10.38 The proposed layout follows a logical form and generally ensures that back gardens back onto other back gardens. The layout indicates that the proposed dwellings will be located some 25m away from the rear elevations of existing properties on Great North Road and around Garden Village. There are some areas where existing properties would have a rear outlook towards the gable sides of properties and in some cases, these are located approximately 18m away. This is in accordance with and in many cases exceeds the distances set out in Neighbourhoods for Living. It is therefore considered that there will be no detrimental impact in terms of overlooking, overshadowing or over-dominance. It is noted that some letters of representation refer to a landscaped separation strip that was apparently shown on earlier drawings, backing onto Great North Road. Some residents are concerned that this will diminish their amenity and limit the ability to maintain existing boundary treatments. Officers will pursue this with the applicants on the emerging revised layout. The relationships between the rear elevations within the development site are generally in accordance

with Neighbourhoods for Living, though officers have noted that some of the gardens are on the small side in some instances.

- 10.39 The properties are in close proximity to the A1(M), which is separated from the site by a landscaped bund. Depending on the proximity, properties have been designed to have rears, fronts or gables facing the A1(M) in order to secure a good level of amenity. The submitted noise report recommends that double glazing and standard trickle vents are sufficient to ensure 'good' resting and sleeping conditions can be ensured within the dwellings. The layout largely ensures that private garden areas are protected from noise to a reasonable degree and no further mitigation is required. However, there are currently four plots which, due to their orientation, would require 1.8m high acoustic fences to the eastern boundaries.

Education

- 10.40 It is noted that the UDP policy associated with the housing allocations requires the proposed development make provision for an extension to the adjacent primary school. Historically, this would have been achieved by securing an appropriate sum of money through agreement with Children's Services. However, under the CIL regime, the Local Planning Authority cannot secure additional funds for off-site education provision in addition to the CIL sum required from the development. Therefore, any extension to the Micklefield Primary School must be funded by CIL. At 11th June 2015 Plans Panel, Members expressed concern about the uncertainty of how and when the primary school may be expanded. Children's Services are aware of the current applications and capacity of the housing allocations and are currently working on a strategy to make appropriate provision. Initial assessments are focussed on the feasibility of creating some expansion within the existing school site, which could deal with demand in the short to medium term. Longer term, it is suggested that further land may be required to aid expansion, sufficient to deal with all of the 550 homes planned in the existing housing allocations. It is also noted that the Protected Area of Search (PAS) land south of Pit Lane is identified in the draft Site Allocations Plan as a preferred housing site, with a potential capacity of 98 dwellings.

Planning obligations

- 10.41 The requirements of the S106 are detailed below and the various clauses will become operational if a subsequent reserved matters application is approved and implemented:

- Affordable Housing – 15% (with a 60% social rent and 40% submarket split).
- Public open space on site of the size and locations set out on the masterplan.
- Travel Plan including a monitoring fee of £3,455.
- Cycle facilities at Micklefield Station - £8,000
- Residential Metrocards (Bus and Rail) at a cost of £605.00 per dwelling.
- Employment and training initiatives (applies to the construction of the development).

- 10.42 From 6th April 2010 guidance was issued stating that a planning obligation may only constitute a reason for granting planning permission for development if the obligation is:

Necessary to make the development acceptable in planning terms - Planning obligations should be used to make acceptable, development which otherwise would be unacceptable in planning terms.

Directly related to the development - Planning obligations should be so directly related to proposed developments that the development ought not to be permitted

without them. There should be a functional or geographical link between the development and the item being provided as part of the agreement. **And:**

Fairly and reasonably related in scale and kind to the development - Planning obligations should be fairly and reasonably related in scale and kind to the proposed development.

10.43 All contributions have been calculated in accordance with relevant guidance, or are otherwise considered to be reasonably related to the scale and type of development being proposed.

11.0 **CONCLUSION**

11.1 The proposals are considered to be acceptable in principle and can be developed with an appropriate highway solution, which has been approved previously at City Plans Panel. Members comments on the following questions will be helpful in moving the application forward:

1. Do Members have any comments on the approach to the layout of the development and the design of the house types?

2. Do Members have any comments on the housing mix and density proposed?

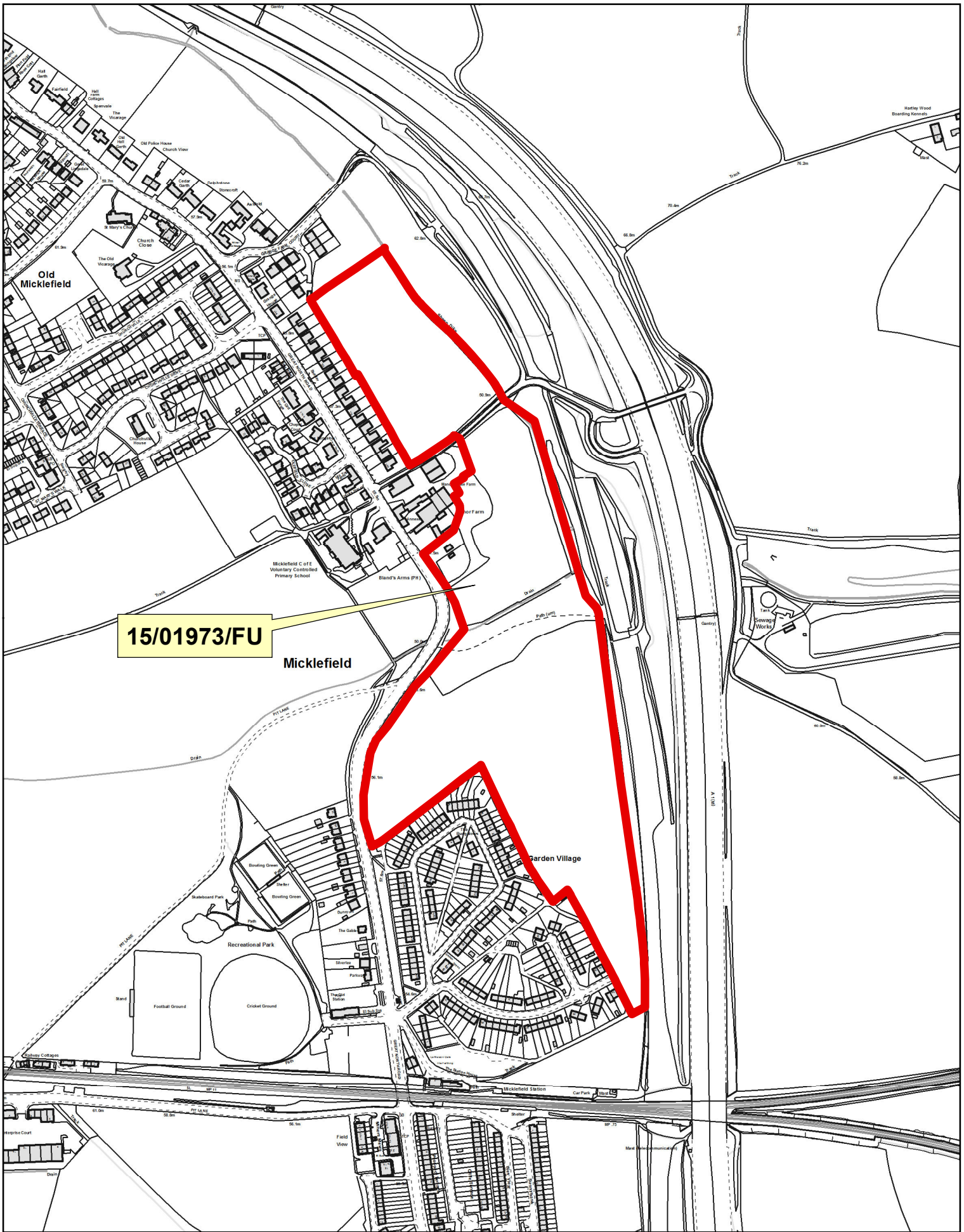
3. Do Members have any comments on the approach to greenspace and landscape issues?

4. Are there any other issues which Members wish to raise?

Background Papers:

Application and history files.

Certificate of Ownership – Signed as applicant



15/01973/FU

CITY PLANS PANEL





Originator: Andrew Crates
Tel: 0113 222 4409

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 13th August 2015

Subject: Pre-application enquiry PREAPP/15/00302 for a residential development of circa 550 residential dwellings on land at Seacroft Hospital, Bridal Path, Leeds

Electoral Wards Affected:

Killingbeck and Seacroft

Temple Newsam

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: This report is brought to Plans Panel for information only. The applicant and their representatives will present the proposed scheme and allow Members to consider and comment on the proposals.

1.0 INTRODUCTION:

- 1.1 Under Policy H3-2A.4 of the Leeds Unitary Development Plan (UDP) Review 2006, 17.42 hectares of land is allocated for housing purposes at the rear of Seacroft Hospital. The proposal is on a Phase 2 allocated greenfield site, within the main urban area, as well including other brownfield land. The site is also affected by other policy constraints, including the western and southernmost part of the site being designated as Urban Green Corridor under Policy N8. York Road (A64), to the north of the site is recognised as being part of the strategic highway network under Policy T18. Policy T7 also plots the potential for new cycle routes through the Wyke Beck Valley, located to the west and south of the site.
- 1.2 Some Members may recall that the Homes and Communities Agency (HCA), started preparing a planning application in order to facilitate the marketing of the site in 2011/12 as part of the Government's initiative to dispose of and develop surplus public land. A pre-application presentation was given to East Plans Panel on 12th July 2012 for a scheme of circa 600 houses. At that meeting, Members signalled a clear desire to see a comprehensive redevelopment of the site, including the then vacant hospital buildings.

- 1.3 Since that time, the HCA has been working closely with the Leeds Teaching Hospitals Trust (LTHT) and has subsequently purchased the additional surplus land from the hospital. Earlier this year, the vacant hospital buildings were demolished, save for the clock tower (a Grade II Listed Building), the administration block and an 'Arts and Crafts' villa at the front of the site.
- 1.4 Following a competition last year, the HCA has appointed its preferred bidder – Keepmoat and Strata, to prepare and submit a planning application to deliver a residential development on the site. It is this emerging scheme which is the subject of the pre-application presentation to City Plans Panel. It should be noted that the eastern end of the allocation is currently being safeguarded as a potential secondary school site and is therefore excluded from the development area of the residential proposals.

2.0 SITE AND SURROUNDINGS:

- 2.1 The housing allocation is essentially a wide 'U' shaped piece of land, to the rear (south) of the existing Seacroft Hospital complex. The site is undulating, but broadly falls to the south on a gradual slope, with the lowest point being in the south-west corner. The hospital complex sits in a relatively prominent position above the site. The site is currently mainly mown grass, although there are a number of mature trees, with particular groups in the north-west corner and around the site boundaries. Other single and small groups of trees exist in a scattered fashion in the central southern area of the site. It is evident that there are a number of well used paths across the site, particularly around the boundaries of the site and crossing two railway footbridges.
- 2.2 The site has a frontage to York Road (A64), to the north-west corner of the site. To the north of York Road is a retail / office park, residential development (including that on the former Killingbeck Hospital site) and a cemetery. The area immediately north/west of the site is occupied by the hospital complex and contains a relatively dense development of buildings of various ages, all predominantly two to three storeys in height. The area to the north-east and east of the site is predominantly residential in character, although Cross Gates Primary School and Cross Gates Community Centre are immediately adjacent to the site boundary. The residential properties comprise terraces and semi-detached dwellings of a variety of ages. Some properties in Poole Mount and Poole Square have rear garden areas backing onto the site. Two pedestrian access points exist, providing links to Maryfield Avenue and Poole Square. The southern boundary of the site is formed by the Leeds to York railway line, which is in a shallow cut at this point. There is pedestrian access available over the two railway footbridges in the south-eastern and south-western corners of the site, providing links to the Primrose Valley Park / Halton Deans green space which extends to the north of Halton. The south-eastern footbridge would only be accessible via the potential secondary school development. The area to the west of the site is predominantly residential in character, mainly comprising two-storey terraced properties. The houses on Watson Road and Rye Place have rear garden areas backing onto the site and a further two pedestrian accesses provide links to these streets.

3.0 PROPOSAL

- 3.1 The proposal is for the development of circa 550 residential units on land comprising the majority of the housing allocation and also the vacated brownfield land on the former hospital site.

4.0 PLANNING HISTORY

- 4.1 PREAPP/12/00663 - Laying out of access and erection of circa 600 houses (relates to the housing allocation only).
- 4.2 34/385/98/OT – Outline application to erect a residential development. The application was withdrawn as it was considered to be premature at the time.

5.0 RELEVANT PLANNING POLICIES

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan for Leeds currently comprises the Core Strategy (2014), saved policies within the Leeds Unitary Development Plan (Review 2006) and the Natural Resources and Waste Development Plan Document (2013). The Site Allocations Plan is emerging and is due to be deposited for Publication at the end of the Summer 2015.

Adopted Core Strategy:

- 5.2 The Core Strategy is the development plan for the whole of the Leeds district. The Core Strategy (CS) was Adopted in November 2014. The following CS policies are relevant:

Spatial policy 1	Location of development
Spatial policy 6	Housing requirement and allocation of housing land
Spatial policy 7	Distribution of housing land and allocations
Spatial policy 11	Transport infrastructure investment priorities
Policy H1	Managed release of sites
Policy H3	Density of residential development
Policy H4	Housing mix
Policy H5	Affordable housing
Policy H8	Housing for independent living
Policy P9	Community facilities and other services
Policy P10	Design
Policy P12	Landscape
Policy T1	Transport Management
Policy T2	Accessibility requirements and new development
Policy G4	New Greenspace provision
Policy G8	Protection of species and habitats
Policy G9	Biodiversity improvements
Policy EN2	Sustainable design and construction
Policy EN5	Managing flood risk
Policy ID2	Planning obligations and developer contributions

Leeds Unitary Development Plan (UDP) Review:

A large part of the site is allocated for housing purposes under policy H3-2A.04 of the UDP, which states that:

'...17.42 ha of land is allocated for housing at the rear of Seacroft Hospital subject to:

- i. Provision of acceptable off-site highway works following the construction of the M1 motorway;**
- ii. Laying out as part of the development of a linear park as part of an urban**

green corridor running north/south through the site to link Halton Deans to Wyke Beck Valley Park.'

Other policies of relevance are:

Policy GP5	General planning considerations
Policy N5	Improving acquisition of greenspace
Policies N23/N25	Landscape design and boundary treatment
Policy N29	Archaeology
Policy BD5	Design considerations for new build
Policy T7A	Cycle parking guidelines
Policy T24	Parking guidelines
Policy H3	Delivery of housing on allocated sites
Policy R2	Area based initiatives

Supplementary Planning Guidance / Documents:

- 5.3 SPG10 Sustainable Development Design Guide (adopted).
SPG13 Neighbourhoods for Living (adopted).
SPG22 Sustainable Urban Drainage (adopted).
SPD Street Design Guide (adopted).
SPD Designing for Community Safety (adopted).
SPD Travel Plans (draft).
SPD Sustainable Design and Construction (adopted).

National Planning Guidance:

- 5.4 National Planning Policy Framework: Paragraph 49 requires that housing applications 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 sites.

6.0 ISSUES

Principle of development

- 6.1 The majority of the site is identified in the UDP Review (2006) as a Phase 2 site suitable for residential development. The remainder of the site comprises brownfield land that has now been cleared of the redundant hospital buildings. Accordingly, the principle of development is considered to be acceptable.

Planning Policy issues

- 6.2 The proposal accords with the housing allocation set out under saved UDP Policy H3-2A.4 in that it would provide approximately 550 new houses.
- 6.3 The western and southern portions of the site are also washed over by Urban Green Corridor, under Policy N8 of the UDP, which states that:

'The strategic network of urban green corridors links the main urban area with the countryside. These corridors provide or have the potential to provide for informal recreation and also contribute to visual amenity and nature conservation. Within these corridors, development proposals should ensure that:

- i. Any existing corridor function of the land is retained, enhanced or replaced; and**

ii. Where there is potential to create a link between existing greenspaces, provision is made for one or more corridor function.'

- 6.4 In considering the implications of Policy N8, it will be important to consider how any proposals for development address the existing landscape, trees, ecology and biodiversity, as well as the existing pedestrian desire lines across the site and how these tie into the wider network of paths and greenspaces in the locality. In particular, the Wyke Beck Way provides links from the north-east to the south of the city, within which this site has the ability to provide a potentially crucial link.

Urban Design issues

- 6.5 The proposals are being developed with a view to a full planning application being prepared. The discussions to date have centred around developing a masterplan for the site and an emerging high level layout. It is important to consider how the overall masterplan for the site works, taking into account good design practice, the topography of the site, views into and out of the site, retention of trees, provision of greenspaces, provision of and enhancement of routes across the site and the urban green corridor functions. The masterplan has been evolving over time as a result of community consultation and feedback from officers. Essentially, the scheme generally provides for a series of connected loops of streets with development arranged in a series of perimeter blocks (blocks formed by houses fronting streets with secure interlocking rear garden areas).
- 6.6 Design workshops have been held with officers as part of the pre-application discussions to date. Officer advice has been that the scheme must provide at least two main accesses, provide for a connected layout, linking into to the existing urban fabric and open spaces – utilising existing established links. The layout should also reflect the topography of the site and make optimum use of existing views to tree groups, as well as to the hospital clock tower, which is a Grade II Listed Building. It is also considered that the scheme needs to provide adequate space to provide for the 'green links' and footway/cycleway connections across the site in order to address the Urban Green Corridor functions. With regard to the new vehicular accesses, these need to create interesting spaces in their own right, as well as fulfilling their function. The primary access should therefore have regard to the mature trees and its soft landscape setting.
- 6.7 At this stage, the focus has been on the layout of the development at a reasonably high level. It is therefore difficult to thoroughly assess the scheme against the space standards in Neighbourhoods for Living, for example. Nevertheless, it is noted that a good number of properties benefit from spaces between them, particularly along the spine road, where car parking has been accommodated to the sides of houses. This removes cars from the street frontage and also provides streetscenes with a more spacious feel. However, it is noted that in these circumstances, the houses are closer to the street than they would otherwise usually be, having shorter front gardens. It is possible that appropriate use of boundary treatments such as walls and railing could help provide sufficient defensible space. The close proximity to the street also has implications for the species of trees that may be planted in highway verges. Trees which grow very large would not be appropriate as they will block light and potentially create conflict. Careful choice of small and medium sized trees could overcome this.
- 6.8 During the pre-application discussions, consideration has been given to replacing the 'Arts and Crafts' villa to the east of the clock tower. The villa, as it exists, would effectively back onto the new access across Bridle Path. The developer team has therefore looked at a higher quality replacement for this building and explored the use of Strata's Livorno house type. These have previously been used on the Otter Island

development. It is important that this gateway to the development incorporates high quality buildings with particular care given to the setting of the Grade II Listed clock tower.

6.9 What are Members thoughts on the approach to the layout and design of the proposals (including the potential character of the spine road and the area around the Grade II Listed clock tower)?

Landscape issues

6.10 As already mentioned, there are key groups of trees on site, particularly in the northwest corner, around the boundaries and in small clusters around the central southern part of the site. Unfortunately, given the limited scope for access, some trees will need to be lost from the north-west corner of the site in order to facilitate the principal access. However, the proposed layout indicates that a reasonable amount of the trees in this area would remain. With regard to the secondary access through the hospital site, it is apparent that this is likely to affect some trees around the junction of York Road and Bridle Path. Elsewhere on site, it is highly desirable that as many trees as possible are retained, not least because they provide immediate landscape structure to some of the proposed greenspaces.

6.11 In terms of public spaces, the current layout seeks to provide areas of greenspace around the north-west corner of the site (in the area with the greatest tree cover), a series of smaller overlooked parkland areas between blocks of housing and a linear park along the southern boundary to the railway. Given that the lowest part of the site is along the southern boundary, this is also where a number of swales are proposed to assist in dealing with surface water drainage. The swales have the potential to offer habitat areas and could benefit the biodiversity of the area.

6.12 A key question is to what extent the proposed layout addresses the Urban Green Corridor policy – to what degree are the nature and extent of greenspaces able to provide for the corridor functions with regard to informal recreation, visual amenity, nature conservation and providing links. Additionally, it is also important to consider how these spaces and links tie into the wider area – the Wyke Beck Valley to the north of York Road and Primrose Valley Park / Halton Deans and beyond, to the south, noting the established desire lines across the site and existing footbridge links over the railway line.

6.13 What are Members thoughts on the nature and location of greenspaces on site and how these link into the wider strategic green links across this part of the city?

Housing issues

6.14 The site is significant in terms of its size and context within east Leeds and has the potential to offer a range of housing, including Affordable Housing. The applicant will be required to undertake a Housing Needs Assessment and to plan for a scheme to reflect its findings. With regard to Affordable Housing, the Council's policy is to secure 15% Affordable Housing in this part of the city.

6.15 What are Members views on the nature and type of housing provision on site?

Highway issues

6.16 The proposed development will take a principal access from York Road, at the north west corner of the site. Given the geometry of York Road and the otherwise land locked nature of the site, there is limited scope for any alternative principal access. A secondary access is also proposed through the former hospital site, to the north east.

It is considered that both of the new accesses must be designed with quality of place in mind, as well as the functional requirements. Other non-vehicular accesses also exist around the boundary of the site, providing links to Watson Road and Rye Place to the west. Links to Maryfield Avenue and Poole Square to the east could be secured as part of any secondary school development. Additionally, there is a potential link through to Cross Gates Primary School and it is noted that a gate has existed here historically. There is also pedestrian access available over the two railway footbridges in the south-eastern and south-western corners of the site.

- 6.17 The highway impact of the proposal and what it means in terms of traffic generation on the local highway network, particularly York Road, is under consideration by the applicant and highway officers. Whilst the application relates solely to the housing development, the Transport Assessment will also take account of a notional secondary school development.
- 6.18 In the negotiations to date, highway officers have been keen to secure as much spine road frontage as possible for the potential secondary school, to ensure that it can be adequately serviced in the future. This is in recognition of the problems associated with schools which are accessed from cul-de-sacs in other parts of the city. Accordingly, the applicants have considered options for re-aligning the spine road in order to achieve this. One option gave slightly more frontage than the other and had a straighter alignment, but resulted in the loss of a number of good quality trees. In terms of striking a planning balance, officers have advised that the applicant should continue working up their alternative option which is a more curved road, but which retains the trees and offers better placemaking benefits, though it is not the optimum highway solution.

Drainage issues

- 6.19 Through the public consultation exercises carried out historically, it is noted that there are concerns from local residents in the Dunhills (located to the south-west of Primrose Valley Park and accessed from Selby Road) about drainage. Residents in this part of the city have experienced flooding problems in the past, associated with Wyke Beck. The applicant has undertaken a consultation event for residents in the Dunhills, in liaison with the residents group. The applicant will need to submit a Flood Risk Assessment and drainage strategy for the site to ensure that the proposed development does not exceed the existing greenfield rates of run off and does not exacerbate drainage problems in the surrounding area.

- 6.20 **Do Members have any comments on the proposed drainage strategy?**

Other Matters

- 6.21 In addition to the issues discussed above, officers have also commenced dialogue with Education and Health colleagues. Given the quantum of development, this is likely to generate a significant demand for school places. It is noted that the development will generate a CIL contribution and this could be used to fund further education provision. The addition of a secondary school adjacent to the development will clearly be beneficial if this is pursued by the City Council. Discussions with health colleagues are ongoing in order to ascertain what primary healthcare requirements may be needed as a result of the scheme, as well as looking in detail at the residential environment likely to be created from a public health point of view – considering greenspaces, links, speed limits and street/place creation etc. It is also noted that the development is likely to create a significant amount of jobs in the construction phase and it would be expected that training and employment initiatives are included as an obligation in the S106 agreement, focussed on the east Leeds area.

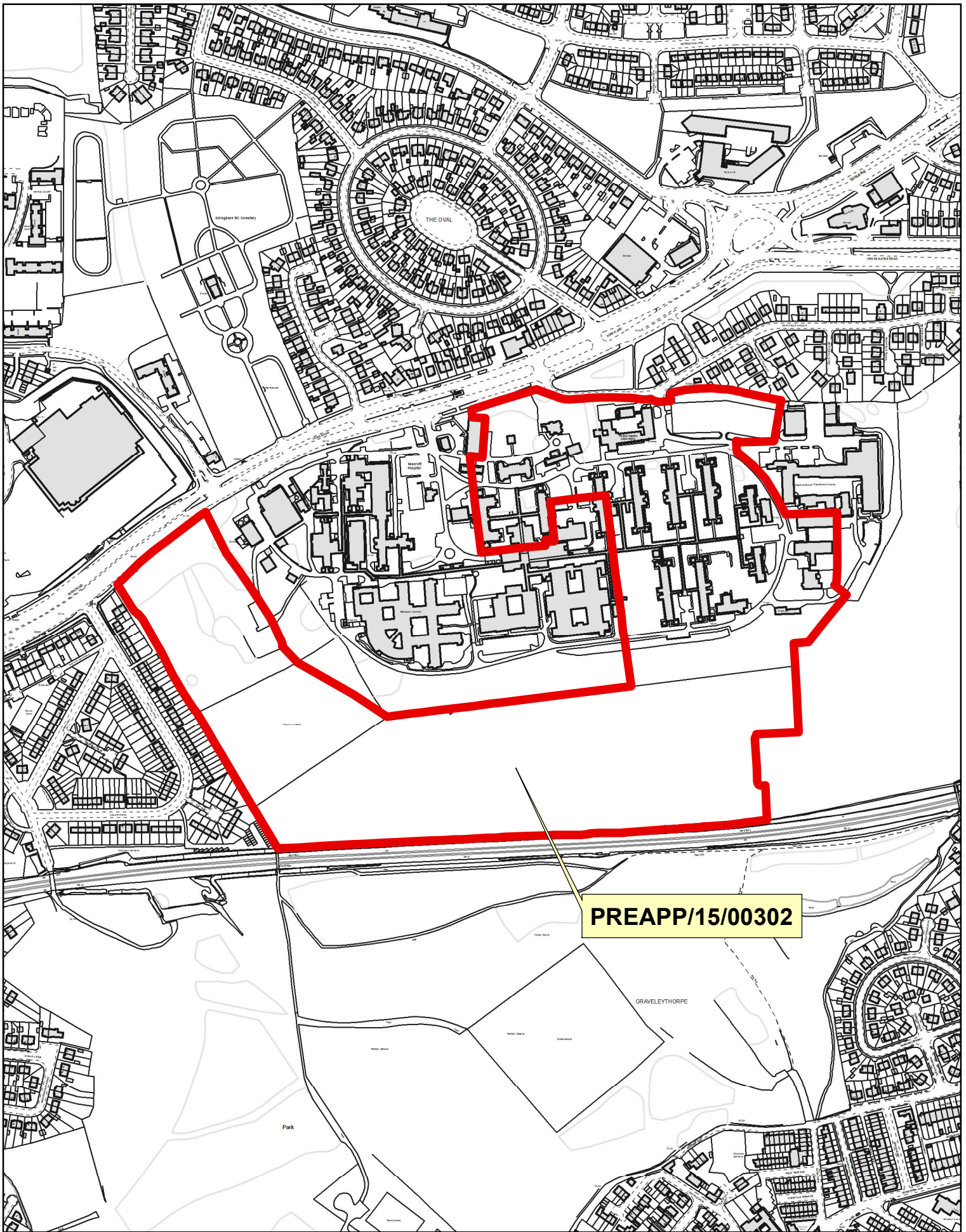
6.22 **Are there any other issues Members would like to raise?**

6.23 Members are asked to note the contents of the report and the presentation, and are invited to provide feedback on the issues outlined below:

1. **What are Members thoughts on the approach to the layout and design of the proposals (including the potential character of the spine road and the area around the Grade II Listed clock tower)?**
2. **What are Members thoughts on the nature and location of greenspaces on site and how these link into the wider strategic green links across this part of the city?**
3. **What are Members views on the nature and type of housing provision on site?**
4. **Do Members have any comments on the proposed drainage strategy?**
5. **Are there any other issues Members would like to raise?**

Background Papers:

None



CITY PLANS PANEL



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