

CITY PLANS PANEL

THURSDAY, 13TH AUGUST, 2015

PRESENT: Councillor J McKenna in the Chair

Councillors P Gruen, D Blackburn,
S Hamilton, T Leadley, M Ingham, A Khan,
K Ritchie, E Taylor, B Flynn, E Nash and
G Wilkinson

22 Chair's opening remarks

The Chair welcomed everyone to the meeting and asked Members and Officers to introduce themselves

23 Late Items

The Chair admitted one late item of business to the agenda (minute 28 refers). The report of the Chief Planning Officer related to applications 15/03836/FU and 15/03837/LI for change of use of part of Braime Pressings, Hunslet Road LS10, to form a new university technical college. The report required urgent consideration to help the school to meet its programme to start site development in Autumn 2015, if approved, to enable the school to open in September 2016. A copy of the report had been circulated to Members in advance of the meeting and been published on the Council's website

24 Declarations of Disclosable Pecuniary Interests

There were no declarations of disclosable pecuniary interest

25 Apologies for Absence

Apologies for absence had been received from Councillors Latty, Procter and Walshaw, with Councillors Wilkinson, Flynn and Nash substituting for their respective colleagues

26 Minutes

RESOLVED - That the minutes of the City Plans Panel meeting held on 23rd July 2015 be approved subject to the following amendment to minute 18 – Application 14/07352/OT – Land at Low Moor Farm Albert Drive Morley –

- 'that the 5 year land supply should be done proportionately across all 11 Housing Market Characteristic Areas' – to be amended to read:

- 'how the 5 year land supply had been arrived at with reference to the Housing Market Characteristic Areas'

27 Application 15/01973/FU - Development of 292 residential dwellings with open space and associated infrastructure on land east of Great North Road Micklefield - Position Statement

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

Officers presented the report which set out the current position on an application for a residential development of 292 dwellings on a greenfield site to the east of Great North Road Micklefield. It was noted that a site further north had been considered by Panel at its meeting on 11th June 2015, for outline planning permission for 70 dwellings – Application 13/02771/FU - with approval of that application being deferred and delegated to the Chief Planning Officer

Details of the proposed layout were outlined to Panel, with Members being informed that the green area in the centre of the site, which was recognised by the Planning Inspectorate as forming an important strategic gap between old and new Micklefield, would be retained in the proposals

Issues relating to boundary treatments; road widening works at Garden Village and pedestrian connections into the site were also outlined

The site would be built out by two housing developers, Barratt Homes and Persimmon Homes, with some proposed house types from both developers being presented to Members

Reference was made to a successful, small 10 house development in close proximity to the site which Micklefield Parish Council had been involved in, particularly in respect of materials, with detailed advice also being provided on the current application through the representation submitted by the Parish Council

Concerning highway works, the applicant, together with the applicants for the site to the north had worked together to put forward a highway solution for improvements to the junction of Church Lane and Barnsdale Road, which would cater for all of the current housing allocations in Micklefield

In terms of education provision, colleagues in Childrens Services had been actively engaged and whilst the site of the local primary school was constrained, Childrens Services were of the view there was some scope for extending the provision within the current site in the short term, though acquisition of land to the south of the site was likely to be necessary for a more significant expansion in the longer term

Affordable housing at a level of 15% would be provided on site, with this being pepper-potted around the site

Despite the central area of green space being provided, the scheme remained deficient in respect of green space, with the developer needing to address this shortfall

On travel issues, a request had been made for the provision of cycle facilities at Micklefield Station. The applicants were also agreeable to the provision of residential Metrocards and travel initiatives through a Travel Plan

The Head of Planning Services made reference to the Government's published internal space standards and informed Panel that the Council was

going through the process of adopting this for local development management purposes. As such this was a material consideration although it only carried limited weight, though this would increase as the adoption process progressed. In relation to this, Members were also informed of the likelihood that viability issues could be put forward by the applicants

To assist in consideration of the scheme, the Head of Planning Services had undertaken a comparison exercise of the internal space standards of the standard house types being proposed on the site, compared to the Government's internal space standards with many of the house types falling well below this. Out of the 292 dwellings proposed for the site, 120 did not meet the Government's space standards, with Members being informed that many of the smaller house types would comprise the affordable housing provision. In the list of responses sought by Panel to various elements of the scheme, as set out in the submitted report, the issue of internal space standards was requested to be considered at point no. 2, for Members' comments to be obtained

The Head of Planning Services stated that this issue would be taken up in discussions with the volume house builders and that Planning Officers would be looking carefully at the proposed size of dwellings, as had Members when considering the size of proposed residential units on schemes around the city

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

- the size of some of the gardens, with concerns these could be below or at the margins or what would be acceptable
- that material weight should be attached to the Government's internal space standard; that Leeds wanted to achieve decent homes standards and that on this site, a lower number of dwellings might be necessary to achieve this
- housing mix; the absence of bungalows in the proposals and concerns that accommodation of older people whilst needed had to be sited close to facilities
- importance of the design of the dwellings to reflect the area, rather than the standard, ubiquitous house types and the need for sufficient space to be provided to enable residents to live. Members were informed that the proposals were being built to Building for Life standards
- education provision; the vagueness of the possible expansion of the existing primary school closest to the site, particularly in view of the land being in third party ownership. Members were informed that a Community Infrastructure Levy (CIL) contribution would be sought as the provision would be offsite and would help pay for further expansion. Colleagues in Childrens Services had engaged in discussions with the landowner to the south of the site and that any proposals could be brought back to Panel at the appropriate time
- sustainability issues and the inadequacy of the current bus service and the need for improved transport links to be established. Officers advised that the transport issues would be dealt with by CIL

- CIL, how contributions were monitored to ensure the system worked and provided what was needed. Concerns were also raised about the difficulty in forward planning of infrastructure through CIL contributions
- the retention of the hedges
- sewage and drainage issues. Members were informed that Yorkshire Water in responding would have considered both the current and proposed situation and were satisfied with what was being proposed
- how the new houses would integrate with the adjacent Council-owned Garden Village estate. It was stated that as many links as possible were being created which would help with integration and access to facilities
- the lack of local health provision and how the proposals could overcome local concerns in relation to this matter. The Panel was advised that Public Health had been consulted and were of the view that individual GP surgeries would cope. Officers were of the view that the size of the scheme was not large enough to warrant the establishment of a new GP surgery
- that water butts should be provided to residents to help address any concerns about flooding
- local concerns about the possible re-siting of Micklefield Station. Members were informed this related to the proposed electrification of the line which had currently been put on hold
- the impact of the scale of the proposals on the village of Micklefield, which was considered to be isolated and lacking in facilities and the need for a wider, strategic view to be taken of development in this area

In terms of affordable housing in general, an update on a recent case in the High Court relating to provision of affordable housing on small schemes was requested, with the Panel's Legal adviser outlining the main issues which related to national policy through written ministerial statements on the non-requirement for affordable housing on residential developments for 10 dwellings or less and the vacant building credit and the discount to be given to developers if a regeneration scheme was undertaken on a brownfield site. Following challenges by two Local Authorities in the South, the High Court deemed that the written ministerial statement relating to these two issues was unlawful as it overrode local, examined and approved policies. Whilst the decision was not quashed, the High Court declared that the written ministerial statement was not a material planning consideration and no weight could be attached to it. For Leeds, this meant that the Council's Core Strategy position was now applicable again however to bring that in a further piece of work was needed, with this being prioritised to allow that policy to be applied

The Chair requested that this issue be covered in a future planning training event

On the specific issues raised in the submitted report for Members' comments, the following responses were provided:

- that on the approach to the layout of the development and design of the house types there were concerns about the lack of detailed design information in the presentation; that there was

the need for the design of the dwellings to be appropriate to the village setting and that the use of magnesium limestone should be considered

- on the issue of housing mix, proposed density and size of proposed dwellings, concerns were expressed about the house sizes of some of the dwellings and the size of some of the garden plots. The work undertaken on internal space standards by the Head of Planning Services was welcomed and it was noted that Panel had on previous schemes made strong comments about the size of units which had been presented to them for approval
- on the approach to greenspace and landscape issues, the Panel was not satisfied with the current offer; that insufficient green space was being provided and that the level provided must be policy compliant
- on other issues raised by Members, the provision of water butts; concerns about the separation of the communal road; parking levels and the need for each house to have its own parking provision were noted as were design issues relating to the steep pitch of the roof of some dwellings and the importance of measures to facilitate the integration of the new community with the established community at Garden Village

The Panel's Lead Officer referred to the positive comments made on site by several Members in respect of the 10 house development close to the subject site. It was felt that this success related to the detailing of these houses, with it being suggested this be used as a guide in terms of integrating the housing. Members agreed to this approach

RESOLVED - To note the report, the presentation and the comments now made

28 LATE ITEM - Applications 15/03836/FU and 15/03837/LI - Change of use of part of Braime Pressings to form a new University Technical College - Hunslet Road LS10 - Position Statement

Plans, photographs, graphics, precedent images and a colour palette of materials were displayed at the meeting. A Members site visit had taken place earlier in the day

The Panel considered a report of the Chief Planning Officer setting out the current position in respect of proposals to utilise part of the existing Grade II Listed factory building of Braime Pressings for the establishment of a University Technical College (UTC) at Hunslet Road LS10. Members were informed that Braime Pressings would continue to be used and that the company was reconfiguring their loading bay arrangements to enable the proposals to take place

Details of the proposed UTC were outlined to Panel, with these including:

- access details
- cycle storage, with the re-use of shipping containers being proposed

- landscaping treatments and the retention of the existing cobbled area
- detailed design issues
- the case for considering the use of part of the existing factory site in that it would secure the viable future for part of the Listed Building

The Panel discussed the proposals, with the key areas of debate focussing on:

- highways issues, including car parking and the student pick up and drop off arrangements. The Transport Development Services Manager informed Members that discussions were still taking place on detailed highways issues and that if these were not able to be fully resolved, this matter would need to be returned to Panel for consideration. The Chair invited the representative for the UTC proposal to address the Panel regarding car parking levels, with Members being informed that UTCs around the country had taken a strong approach to minimising the level of on-site car parking being provided, with 15 spaces being provided on this site, particularly in view of the key links to transport infrastructure which existed and which would serve what would be a more regional college, rather than a local one
- the use of containers as cycle storage with concerns these were too large and impacted on the setting and views of the UTC
- noise issues, with concerns expressed about the level of noise experienced by Members on the site visit when standing in the area designated as student recreation space; the need for noise mitigation measures and whether consideration could be given to re-siting the outdoor recreation space towards the building
- the existence of old, stone gate posts on Sayner Lane and that these should be moved and used within the scheme, possibly within the new boundary treatment
- the need for a strategic view of this area due to the new education establishments which were already open; the proposals for the Ruth Gorse Academy at Black Bull Street and now a UTC and the need to ensure student safety both in their education facilities and the wider environment, especially in view of the concerns raised at the previous meeting in relation to the speeding vehicles witnessed along Black Bull Street. On this matter, the Transport Development Services Manager informed Panel that speed surveys had been undertaken on Black Bull Street which showed there were high levels of speeding occurring and that this matter had been passed to relevant officers to co-ordinate with West Yorkshire Police on enforcement. In relation to the proposals for the Ruth Gorse Academy, there was now a proposal for the implementation of speed limits outside that facility

Although a position statement, in view of the tight development timescales, in the event planning permission was granted, the Panel noted it was being asked to consider agreeing to the determination of the applications

by the Chief Planning Officer, under delegated powers and subject to the resolution of a number of matters, including transport measures

In response to the points raised in the report, the Panel provided the following comments:

- Agree that the proposed changes to the building would preserve its special historic interest
- that Members support the 'car free campus' approach - whilst noting that 15 car parking spaces were being provided – advocated on this site subject to the resolution of detailed travel and transport measures with the Council's Highway Services
- that subject to the detailed agreement of the transport measures with the Council's Highway Services and other matters, including glazing, new cycle storage proposals, noise attenuation; the moving and re-use of the stone gate posts within the site and reconsideration of the siting of the outside recreational space, that Members agree to the determination of the applications under delegated powers

RESOLVED – To note the report and the comments now made and that subject to all the issues raised being satisfactorily addressed, that the application be deferred to the Chief Planning Officer for determination

29 Preapp/15/00302 - Proposed residential development of circa 550 dwellings on land at Seacroft Hospital Bridle Path Cross Gates LS15 - Pre-application presentation

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

Members considered a report of the Chief Planning Officer outlining proposals for a major residential development on land comprising the majority of the housing allocation site and the vacated brownfield land on the former Seacroft Hospital site. The former Plans Panel East had considered a pre-application presentation in July 2012 for a larger scheme of 600 dwellings, with that Panel stating clearly the desire to see a comprehensive redevelopment of the site

Members were informed that the Homes and Communities Agency had acquired additional land and had now brought the site forward for development. It was noted that a site for a possible secondary school adjacent to the housing site was being considered

Whilst many of the existing hospital buildings had been demolished, the Grade II Listed clock tower would be retained together with the administration building. The Arts and Crafts villa on the site was a building which Officers wished to retain but if convinced about its replacement with a good quality scheme, the loss of the villa could be considered to be acceptable

The Panel then received a presentation on the proposals from representatives of the applicant's agent and architect

The proposals were outlined, with the following details being highlighted to Members:

- the size of the proposed residential scheme, with this now being 500 dwellings and not 550 as stated in the submitted report

- the proposed phasing of the development
- the consultation process which had been undertaken and that a further consultation event was proposed in September, together with a meeting with Ward Members to consider transport issues
- technical consultation relating to flood risk, drainage and transport
- that two options for surface water strategies had been developed; the extent of the Wyke Beck catchment in terms of flood risk and the extent to which this site was situated in the Wyke Beck catchment
- job creation, with 56 apprenticeships and 192 local jobs to be created through the scheme
- the level of CIL contributions which would be £901,416 with additional contributions to address flood risk; open space; public transport; affordable housing at a level of 15% and training and employment initiatives
- detailed design issues relating to the latest iteration of the layout, access, including to the Blood Transfusion Service; parking provision; landscaping; proposals for the removal of the villa; the proposed gateway entrance and the proposed treatment of the Listed clock tower
- the possibility of a secondary school being sited on land adjacent to the site

The Chair invited a representative of Childrens Services to provide information on the possible provision of a new secondary school adjacent to the site. Members were informed that the site was feasible for a six-form entry secondary school but as the Council could not establish a new school then any provision would need to be an academy or a community school operating as a split site or through school

The Council would need to undertake consultation on the requirement for a secondary school and seek to acquire the site whilst simultaneously looking to academy sponsors

It was accepted that additional places were required in the area, however Childrens Services were undertaking appraisals of other sites also. The cost element of acquiring the site would be a considerable issue for the Authority and it would have to be demonstrated that no other options existed. Whilst Officers in Childrens Services were working closely with City Development colleagues to reach a conclusion, it was not possible at this stage to confirm that this site would be pursued for secondary education provision

Members questioned the applicant's representatives and commented on the following matters:

- drainage, that two possible solutions were welcomed but that one of these would need to be agreed with Temple Newsam Ward Members, in whose Ward the Dunhill estate was situated which had been subjected to several flooding incidents
- concern at the inclusion of single aspect dwellings in the scheme with the view that back to back dwellings should not be being provided in Leeds in the 21st century

- the internal space standards proposed. The applicant's representative stated that these did not comply with the national space standards and that Members' views on the issue of house sizes made earlier in the meeting had been noted. In terms of housing mix, the proposals ranged from 1 bed apartments to 5 bed houses
- detailed design issues relating to the siting of front doors on the semi-detached dwellings and the loss of the Arts and Crafts villa
- the proposals for an urban green corridor with concerns that further work was required on this element

The Panel then heard representations from two Ward Members; Councillor Selby and Councillor Hyde who raised concerns about the proposals, which included:

- the extent of development in the surrounding area and further afield which would impact on local residents
- air pollution in view of the increased traffic and the need for Public Health to be consulted on this
- the likely impact of further residential development if the site for a new secondary school did not proceed
- drainage; that the proposed options were not appropriate and that the wider picture had to be considered, particularly as other proposed developments would drain into Wykebeck Valley and that the cumulative impact of the proposed developments on this site and further afield had to be properly considered
- the rationale behind demolishing the Arts and Crafts villa at a time when the city was considering bidding to become European Capital of Culture
- the lack of greenspace provision and concerns about biodiversity
- the tight timescales involved; that Ward Members had not been shown the latest proposed layout, that much more work needed to be undertaken and that a clear steer from Childrens Services was required in respect of secondary school provision, particularly in view of the shortage of secondary school places
- the need for additional primary school places which also had to be addressed
- that local awareness of the proposals was increasing as were the concerns about the impacts of increased development in this area
- highways, that this was a key factor and that the provision of what could be eight sets of traffic lights in under three quarters of a mile was not acceptable

The Chair then invited the Council's Flood Risk Manager to outline further the flooding issues relating to this area and the two options proposed for dealing with surface water, for Members' information. The Panel continued to discuss the flooding issues with reference being made to a Scrutiny Inquiry into recent flood events which had concluded that the increased amount of hard surfacing which had been laid had been a factor in the flooding incidents experienced in some parts of Leeds

In response to the specific issues raised in the report for Members' consideration, the following comments were made:

- that in respect of the Arts and Crafts villa, to note there was a mix of views as to whether this should be retained and that together with details about the layout and design of the proposals, further details were required. Some support was noted in respect of the spine road as presented
- that in terms of the nature and location of greenspaces on the site and linkages into the wider strategic green links across this part of the city, Members required that sufficient greenspace was provided and that as many links be established as possible, with the view being expressed that a green corridor was a possible way forward. The importance of usable green space was stressed. In response to the suggestion by the applicant's representative that a possible contribution to the upkeep of Primrose Valley Park could be considered, the Chair was of the view that sufficient on-site green space was required
- in terms of the nature and type of housing provision on the site, it was felt that further details on this were required and that the possibility of including some accommodation for older people should be considered
- that much further detail was required of the proposed drainage strategy
- the need for the super cycle highway/junction to be incorporated. Members were advised this was proposed

RESOLVED - To note the report, the presentation and the comments now made

30 Site visit to the former Alf Cooke Print Works - Hunslet Road

The Head of Planning Services referred to the site visit by Members earlier in the day to the completed scheme at the Alf Cooke Print Works. Members had been most impressed with the development and the transformation of this area. A second visit was proposed when the College of Music had established itself on the site

The hard work of Officers on this scheme was acknowledged

31 Date and Time of Next Meeting

Thursday 3rd September 2015 at 1.30pm in the Civic Hall, Leeds