



NORTH AND EAST PLANS PANEL

Meeting to be held in Civic Hall, Leeds on
Thursday, 12th May, 2022
at 1.30 pm

MEMBERSHIP

Councillors

N Sharpe
M Midgley
B Anderson
G Almass
E Flint
C Gruen (Chair)
A Lamb
R. Stephenson
K Brooks

Please do not attend the meeting in person if you have symptoms of Covid-19 and please follow current public health advice to avoid passing the virus onto other people.

Note to observers of the meeting. To remotely observe this meeting, please click on the 'View the Meeting Recording' link which will feature on the meeting's webpage (linked below) ahead of the meeting. The webcast will become available at the commencement of the meeting.

<https://democracy.leeds.gov.uk/ieListDocuments.aspx?CId=949&MId=11829&Ver=4>

Agenda compiled by:
Debbie Oldham
Governance Services
Civic Hall

A G E N D A

Item No	Ward	Item Not Open		Page No
1			<p>SITE VISIT LETTER</p> <p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>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>(*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>	
2			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE 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>	

Item No	Ward	Item Not Open		Page No
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>DECLARATION OF INTERESTS</p> <p>To disclose or draw attention to any interests in accordance with Leeds City Council's 'Councillor Code of Conduct'.</p>	
5			<p>APOLOGIES FOR ABSENCE</p>	
6			<p>MINUTES - 7TH APRIL 2022</p> <p>To receive the minutes of the meeting held on 7th April 2022, for approval as a correct record.</p>	9 - 12
7	Harewood		<p>18/06617/FU - HYBRID APPLICATION FOR FULL PLANNING PERMISSION FOR EXTENSIONS AND ANNEXE BUILDING TO EXISTING CLUBHOUSE INCLUDING CHANGES TO THE CAR PARK, THE CONSTRUCTION OF 35 HOLIDAY LODGES WITH ASSOCIATED LANDSCAPING AND PARKING AND OUTLINE PLANNING FOR CHANGE OF USE OF AGRICULTURAL LAND TO GOLF COURSE, REALIGNMENT OF THE EXISTING DRIVING RANGE, CREATION OF ADVENTURE GOLF AREA AND ALTERATIONS TO EXISTING GOLF COURSE TO CREATE FOOTGOLF COURSE.</p> <p>The report of the Chief Planning Officer presents a hybrid application for full planning permission for extensions and annexe building to existing clubhouse including changes to the car park, the construction of 35 holiday lodges with associated landscaping and parking and outline planning for change of use of agricultural land to golf course, realignment of the existing driving range, creation of adventure golf area and alterations to existing golf course to create footgolf course.</p>	13 - 56

Item No	Ward	Item Not Open		Page No
8			<p>DATE AND TIME OF NEXT MEETING</p> <p>The next meeting of the North and East Plans Panel will be on 30th June 2022 at 1:30pm.</p>	
2				
a)				
b)				

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.

Use of Recordings by Third Parties– code of practice

- 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.

To all Members of North and East
Plans Panel

Planning Services

Merrion House
Merrion Centre
Leeds

Contact: David Newbury
Tel: 0113 378 7990
david.m.newbury@leeds.gov.uk

Our reference: NE Site Visits
Date: 4th May 2022

Dear Councillor,

SITE VISITS – NORTH AND EAST PLANS PANEL – THURSDAY 12th May 2022

Now that the Government has further removed legal restrictions around social contact it has been agreed with the Chair of North & East Plans Panel to undertake site visits on the morning of the next North & East Plans Panel meeting.

A 16 seater minibus has been booked for the site visits; however, since local infection rates are still high and the council is advocating a precautionary approach, the number of seats for Members has been restricted to about half capacity and control measures have been put in place (see below). To check numbers please can Members therefore contact planspanel@leeds.gov.uk as soon as possible if they wish to travel via the minibus.

For those travelling by mini-bus please meet outside the Civic Hall, Portland Crescent entrance at 10.25am for a prompt start at 10.30am. For those unable to use the minibus, or who prefer to travel separately, the visit timings and details below should allow for this.

Time	Ward	
10.30am		Depart Civic Hall
10.55am - 11.35am	Harewood	18/06617/FU - Leeds Golf Centre, Wike Ridge Lane, LS17 9JW
12.00 (noon)		Return to Civic Hall

Please note that at the Leeds Golf Centre visit we are likely to be walking across fields/open grassland and so please wear suitable footwear.

Yours sincerely
David Newbury
Group Manager
Planning Services

www.leeds.gov.uk

general enquiries 0113 222 4444



Plan Panel Site Visits Risk Assessment; Control Measures and Guidance:

- Anyone with symptoms of Covid 19 or required to self-isolate in accordance with the most current guidance must not attend Panel Visits.
- Officers who are classified as clinically extremely vulnerable and are at a high risk of severe illness or who have a number of conditions listed under the moderately vulnerable category leaving them at greater risk, or in a higher risk groups e.g. over 60s, BAME staff should only attend Panel visits following a personal risk assessment.
- The use of lateral flow testing by participants prior to the visits is encouraged to help reduce the potential asymptomatic transmission of the Covid-19.
- Face covering shall be worn on the minibus, and when entering enclosed spaces on visits.
- Hand sanitiser shall be used on boarding and leaving and shall be provided at the minibus entry/exit point.
- Travellers on the minibus shall sit on separate rows wherever possible.
- Time spent on the minibus will be minimised.
- The minibus will be well ventilated / windows opened (weather permitting).
- Interactions on site shall be conducted in a Covid-safe manner, respecting any anxieties of participants.

NORTH AND EAST PLANS PANEL

THURSDAY, 7TH APRIL, 2022

PRESENT: Councillor C Gruen in the Chair

Councillors E Nash, B Anderson, A Lamb,
R. Stephenson, D Jenkins, J McKenna and
E Taylor

SITE VISITS

Councillors Gruen, Taylor and Anderson attended the site visits earlier in the day.

72 Appeals Against Refusal of Inspection of Documents

There were no appeals against refusal of inspection of documents.

73 Exempt Information - Possible Exclusion of the Press and Public

There were no exempt items.

74 Late Items

There were no late items.

75 Declaration of Interests

Cllr Stephenson declared an interest in Agenda Item 7, Hybrid application for full planning permission for extensions and annexe building to existing clubhouse including changes to the car park, the construction of 35 holiday lodges with associated landscaping and parking and outline planning for change of use of agricultural land to golf course, realignment of the existing driving range, creation of adventure golf area and alterations to existing golf course to create footgolf course. He said that over the past 4 years he has had extensive discussions with officers, the applicant and objectors in relation to this application. He was of the view that he was unable to keep an open mind and had therefore sought legal advice and had decided that he would take no part in the discussions on this item.

76 Apologies for Absence

Apologies for absence were received from Councillors Almass, Flint, Sharpe and Midgley.

Councillors Jenkins, Taylor and McKenna attended the Plans Panel as substitutes:

- Cllr Jenkins for Cllr Flint
- Cllr Taylor for Cllr Almass
- Cllr McKenna for Cllr Midgley

77 Minutes - 10th March 2022

RESOLVED – To approve the minutes of the meeting held on 10th March 2022, as a correct record.

78 Application 21/03290/FU - Retrospective application for the installation of one awning and two parasols and alterations to the rear extension including new down pipes, parapets to the roof and modifications to the fenestration at 138 Harrogate Road, Chapel Allerton, Leeds, LS7 4NZ

The Chair had decided to take this item first.

The report of the Chief Planning Officer presented a retrospective application for the installation of one awning and two parasols and alterations to the rear extension including new down pipes, parapets to the roof and modifications to the fenestration at 138, Harrogate Road, Chapel Allerton, Leeds, LS7 4NZ.

The Panel were informed of the following points:

- At the North and East Plans Panel of 11th April 2019, Members had considered the application for change of use and extension of this property from a shop and 3 apartments to a delicatessen/salumeria. The application had been brought to the Panel as there were concerns that the application would create a 100 seater restaurant that would cause issues in relation to parking, servicing and harm to the historic building. Local objections had been received to the application. Following the decision at Panel, Planning permission was granted in May 2019.
- In 2019 a Section 73 application was made for the variation of Condition 3, the opening hours of the restaurant. This was heard at Panel on 8th October 2020, where Members resolved to grant planning permission in accordance with the officer recommendation but required that an additional condition be imposed to restrict the erection of awnings/ canopies, or any other structures, other than tables and chairs on the outdoor terrace area or garden without planning permission.
- A remote-controlled awning which is 5m wide and, when open has a projection of 3.7m had been installed above the first -floor terraced area and two overhanging parasols had been erected on the garden space. The parasols were approximately 2.6m in height and when open had a spread of approximately 3.5m.
- A number of minor alterations had been made to the design of the side extension including a parapet that has been constructed above the

roof, a new down pipe and a larger window in place of a small window as shown on the approved plans.

- The property is a traditionally designed building located within the town centre of Chapel Allerton, it is said to be one of the oldest buildings in the town centre and was historically a farmhouse.
- The property forms part of a row of retail and food and drink units. It has a traditional shop frontage to Harrogate Road with the bulk of the building and garden area set to the rear.
- Chapel Allerton is part of a conservation area, a public footpath is used to access the garden area. It was noted that the conservation officer had raised no concerns.
- A number of residential properties back on to the garden area, most of the objections had been received from these properties for the previous application. However, it was noted that no objections had been received to this application.
- The awning would be used for protection from sunlight and rain, it was a lightweight structure that did not overwhelm the building. The parasols were the same as those used by other public houses and restaurants.
- No concerns were raised in relation to the parapets or the down pipes.
- The restriction of 9pm for the outside terrace was not detrimental to noise in this location as it is a busy town centre.
- Highways had no concerns as there were no significant parking demands.

Mr Salaris the applicant was present at the meeting and invited to answer questions from the Panel.

In response to questions from the Panel the following was discussed:

- It had been the view of the Panel who had granted planning permission that these premises would enhance the area. The original permission had been for major structures and had not included awning or parasols.
- Members were of the view that 9pm was inflexible and could be detrimental to the business. Mr Salaris said that this was a family orientated business and at the previous Panel he had offered the closing of 9pm for the outside area due to conflict from residents. However, during the warm sunny weather he would prefer to open longer, he said that if there were complaints of noise, he would address them. Members discussed whether the garden area should stay open until 10pm or 10:30pm.

The Panel received advice from the Planning Officer in relation on how they should proceed with their recommendation.

The Planning Officer advised that the restrictions in relation to opening hours attached to previous planning permissions would remain unaffected by any permission granted and would need to be amended as appropriate through further applications outside of the granting of the permission for the application before Panel. The Planning Officer advised that Members could

however note that they were satisfied that any such applications would not need to be referred to Plans Panel given the discussion.

RESOLVED – To grant permission for the variation to planning permissions as set out in the submitted report and for the variation to the use of the outside space until 22:30.

To note that Members were content for planning officers to determine any future planning applications for a variation of outdoor opening hours up to 22.30 hours at the application site under delegated powers.

79 Application 18/06617/FU - Hybrid application for full planning permission for extensions and annexe building to existing clubhouse including changes to the car park, the construction of 35 holiday lodges with associated landscaping and parking and outline planning for change of use of agricultural land to golf course, realignment of the existing driving range, creation of adventure golf area and alterations to existing golf course to create footgolf course.

The report of the Chief Planning Officer presented a hybrid application for full planning permission for extensions and annexe building to existing clubhouse including changes to the car park, the construction of 35 holiday lodges with associated landscaping and parking and outline planning for change of use of agricultural land to golf course, realignment of the existing driving range, creation of adventure golf area and alterations to existing golf course to create footgolf course.

Members had attended a site visit earlier in the day.

The Chair advised the Panel that since the publication of the agenda the applicant had requested the item to be deferred due to them wishing to put forward further information and as a result of the inability of the applicant or the agent to attend the meeting due to personal commitments.

The Panel were asked if they were willing to defer this item to a date not specified.

RESOLVED – To defer the application to a date not specified.

The Chair said that, although site visits had already taken place, there would be an opportunity for a further site visit when the application is brought back to Panel.

80 Date and Time of Next Meeting

RESOLVED – That the next meeting of North and East Plans Panel will be on Thursday 12th May 2022 at 1:30pm, in Civic Hall.

The meeting concluded at 14:00

Draft minutes to be approved at the meeting
to be held on Thursday, 12th May, 2022



Originator: Steven Wilkinson

Tel: 0113 3787662

Report of the Chief Planning Officer

NORTH & EAST PLANS PANEL

Date: 12th May 2022

Subject: 18/06617/FU - Hybrid application for full planning permission for extensions and annexe building to existing clubhouse including changes to the car park, the construction of 35 holiday lodges with associated landscaping and parking and outline planning for change of use of agricultural land to golf course, realignment of the existing driving range, creation of adventure golf area and alterations to existing golf course to create footgolf course.

APPLICANT:
The Park Lane Foundation

DATE VALID:
07.11.2018

TARGET DATE:
16.05.2022

Electoral Wards Affected:

Harewood

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: REFUSE PERMISSION for the following reasons:

1. The Local Planning Authority considers that the proposed development would constitute inappropriate development within the Green Belt whilst also leading to a substantial loss of openness. The proposal would also fail to safeguard the countryside from encroachment. No Very Special Circumstances are considered to clearly outweigh this harm and any other harm. The proposal is considered contrary to saved policies N33 and GB21 of the Leeds Unitary Development Plan (Review) 2006 and guidance contained within the National Planning Policy Framework.
2. The Local Planning Authority considers that the proposed development by reason of its excessive scale, height and massing would have an urbanising impact, at odds with and eroding the local special landscape character. As such the proposal is considered to be contrary to Policies N37 of the UDPR and P10 of the Core

Strategy, (2019) and guidance contained within in the National Planning Policy Framework.

3. The Local Planning Authority considers that the proposal by reason of its scale, form, and design does not represent sustainable rural tourism or leisure development which respects the character of the countryside. As such the proposal is considered to be detrimental to the aims of Spatial Policy 8 of the Core Strategy, (2019) and guidance contained within the National Planning Policy Framework.

INTRODUCTION:

1. The application is presented to North and East Plans Panel as it is a significant application within the Green Belt which is a departure from the Development Plan. A representation has also been received from Councillor Stephenson (Harewood Ward) requesting that the application is determined at Plans Panel. The representation states 'we have received representations in opposition and in favour of this application and it is felt by Ward Members that the balance between Green Belt arguments and economic ones should be made by the Plans Panel, at which the applicant and objectors can be questioned in detail'. A full summary of comments received is provided at paragraph 30 below.
2. Given that the proposals are considered to constitute a significant departure from the Development Plan and the fact that a Ward Member has raised material planning considerations that give rise to concerns affecting more than neighbouring properties, exceptions, as set out in the Officer Delegation Scheme, are met and it is appropriate to report the application to Plans Panel for determination.

BACKGROUND:

3. A Position Statement in relation to the application has previously been presented to North & East Panel on 5th November 2020. Within the Position Statement, Members were requested to note this report on the proposals and to provide views in relation to the questions posed to aid the progression of the application. Essentially the Position Statement presentation and discussion was a fact-finding mission for Members and helped to give direction on what further information the Panel required to aid their consideration of the merits of the application.
4. The minutes of the previous Panel (see Appendix 1) meeting note that Members comments on the scheme included;
 - Good for health and wellbeing and mental health across the City;
 - Innovative and exciting development for the City making the Golf Centre accessible across all communities of Leeds;
 - Some concerns about the impact to the Green Belt and the village of Wike;
 - Concerns in relation to the size and mass of the main building.
5. Since the application was considered as a Position Statement, numerous changes have been made to the scheme. The main changes include a reduction in the scale of the main clubhouse building and alterations to the design to give the building a more rural appearance to its south and east elevations (facing the car park), whilst also

enhancing its eco credentials. Further, there has been a reduction in the number of lodges from 37 to 35 units. Additional information in relation to community engagement and environmental sustainability has also been provided

6. An EIA Screening exercise has been undertaken for the proposed development. The conclusion of the screening was that the proposal is not likely to have significant effects on the environment. As such, submission of an Environmental Statement is not required in this instance.
7. Members should note that whilst the applicant for the application is The Park Lane Foundation, the golf course is currently operated by Leeds Golf Leisure LLP. However, given that Leeds Golf Leisure LLP holds neither a freehold interest in the land nor a leasehold interest with 7 years left to run it is appropriate for the applicant (The Park Lane Foundation) to complete Certificate A confirming that “nobody except myself was the owner of any part of the land or building to which this application relates”.

PROPOSAL:

8. The proposal includes the following key elements:
 - A 35 unit ‘Eco-lodge’ development with car parking and landscaping (including the formation of lakes)
 - Redeveloped and extended clubhouse including a two storey (30 bay) driving range.
 - Relocated 9-hole foot golf course
 - Relocated 9-hole Par 3 Academy course
 - Re-aligned driving range
 - An adventure golf course
9. The application is a hybrid planning application. A 'hybrid' application is one which seeks outline planning permission for one part of the proposed development and full planning permission for another part of it. This application seeks to obtain detailed (Full) planning permission for the clubhouse extension and holiday lodges proposals and outline permission for the remaining elements including the footgolf course, adventure golf, academy course and realigned driving range.
10. The 35 unit ‘Eco-lodge’ development is proposed on a 3.93-hectare site to the south of the existing clubhouse and School Lane upon the existing Par 3 and Footgolf course. The units are a mixture of four bed (7 units) and two bed lodges (28 units). The majority of the lodges are single storey in height, with the exception of 5 of the four bed lodges which are two storey in scale . 25 of the lodges are orientated around a purpose-built central lake, whereas the remaining lodges are centred around the former quarry / beck to the south. The lodges are constructed of timber with stone detailing and incorporate green roofs, an outside terrace and a golf buggy store. A 41-space car park is provided to the northern edge of the lodge scheme, as well as extensive landscaping throughout. The use of lodges will not be restricted just to users of the golf course, but the applicant states that the lodges will most likely be utilised by golfers.

11. The redeveloped and extended clubhouse proposals are located on the site of the existing clubhouse and incorporate significant changes creating a three-storey building with accommodation across four floors. Briefly the accommodation comprises of:
 - **Lower ground floor:** Plant room, lobby, kitchen, W.C's Adventure Golf Room, driving range store for ball collection vehicles.
 - **Ground floor:** Bar Kitchen, Golf Club Bar Area, with large external patio area, function entrance, W.C's, golf reception area, pro shop, changing rooms, golf office, 2 x teaching bays, 15 driving range bays, Footgolf Sports Bar with external terrace, various store rooms.
 - **First floor:** Large function room with balcony terrace, Meeting space (x2) with balcony terrace, kitchen, pre-function room, function store, staff office / meeting room, W.C's, multi-functional studio class / teaching space, teaching bay, 15 driving range bays.
 - **Second floor:** Gym, Health Spa reception area with external balcony, Health Spa Lounge with external balcony, Health Spa treatment room x 3, sauna / steam spa, storage room.
12. The extended clubhouse has a modern appearance to its west and north elevations where it would appear as a three storey structure. To these elevations the building incorporates large amounts of glazing, interspersed with cladding. In contrast its south and east elevations the main building will appear to be two storey in scale and of more traditional rural appearance constructed of stone and slate with pitched roofs, which also include solar panels. The driving range and Centre of Excellence / Adventure golf create a long spur extending to the east of the building. The driving range annex has an open appearance to the north, whilst to the south elevation (facing the car park), it will appear as a two storey structure with a mono pitched roof. The driving range incorporates vertical timber detailing which screens the glazing elements. The annex also incorporates a green roof with solar panels. Furthermore, the main car parking to the front of the clubhouse will also be extended and re-configured to create 230 spaces with 2 additional minibus spaces.
13. The proposed relocated 9-hole footgolf course is sited on the existing par 3 course to north-east of the existing clubhouse and car parking area. The proposed relocated 9-hole academy par 3 course is proposed to the north of the existing car parking area. This area currently comprised of mainly open agricultural fields, albeit it includes part of the existing driving range area. The re-aligned driving range re-orientates the range further to the south-west, whilst the proposed adventure golf area is proposed directly to the north of the existing over-flow car park. Detailed plans for these elements of the proposal have not been provided as only outline consent (all matters reserved for future consideration) has been applied for.
14. A range of documents have been submitted to support the proposals including:
 - Planning Statement
 - Design & Access Statement
 - Leeds Golf Centre Vision document
 - Statement of Community Involvement / Community Engagement Plan
 - Transport Statement
 - Travel Plan
 - Arboricultural Report
 - Access Statement

- Ecological Appraisal (inc various species surveys, EIA and Biodiversity Impact Assessment)
 - Flood Risk Assessment
 - Geo-Environmental Appraisal
 - Sustainability Statement
 - Community Benefits Statement
 - Sequential Test (Main Town Centre Use)
 - A draft memorandum of understanding between the Park Lane Foundation, Sports Foundations and Leeds Beckett University.
 - Economic Benefits Assessment
15. A financial appraisal has also been submitted; however, the applicant has requested that information within this document remains confidential, albeit some of the headline issues are covered within the submitted Economic Benefits Statement and Planning Statement addendum. Furthermore, the club have made the following statement in relation to the current funding position of the golf club/Foundation. *‘The challenges of the current pandemic have put the finances of the Park Lane Group under some serious strain and pressure. With businesses in the student accommodation and leisure sectors respectively, the group is constantly reviewing all its operational commitments. As outlined previously in the submission documents, the applicant, the Park Lane Foundation relies on surplus revenues from the wider group to be able sustain and plug the losses made by the club. These losses have been articulated in the viability submission provided this summer. In summary, LGC needs to become independent and financially viable through the proposed development. If this is not the case, the club cannot rely on its financial subsidy from the wider group, which in itself is now not sustainable’.*

SITE AND SURROUNDINGS:

16. The site is a 20 hectare mainly greenfield site formed by the existing Leeds Golf Centre and adjacent agricultural fields to the north. The site is located towards the western edge of the small village (hamlet) of Wike which has no services and limited community facilities. The golf club is located around 6 miles north of Leeds City Centre within land defined as Green Belt and Special Landscape Area. The site is located close the Harrogate Road (A61) between Harewood and the northern edge of the main urban conurbation of Leeds (Alwoodley). The site is accessed via School Lane which is a generally narrow country lane with some passing points.
17. The Golf Club was created in the early 1990’s with the current owners taking over in 2011. The clubhouse building (including driving range) and a large car park are situated at the centre of the site and form the only brownfield elements of the site. The existing clubhouse is a two-storey building of traditional rural design and materials (stone and slate). The building appears to have been extended previously. The driving range is a single storey annex to the clubhouse which extends to the east containing 15 bays. The driving range currently has a timber clad extension to its eastern side containing an additional 3 bays. This structure is unauthorised and is subject to separate enforcement action.
18. An extensive car park is situated to the south-east of the clubhouse and driving range and is floodlit containing electric vehicle charging points and disabled spaces.

An overflow car park formed of grass-crete is located further to the east of the main car parking area. Overall, there are presently 204 parking spaces at the site.

19. The main 18-hole golf course is situated to the west of the site and will be unchanged by the proposals. The south of the site is in use as a Footgolf course and part of the Par 3 golf course. The remainder of the Par 3 course is situated to the north of School Lane and to the east of the driving range which slopes steeply upwards (north). The northern extent of the site is formed by open agricultural fields which undulate steeply. The site generally slopes upwards from south to north although there are some areas of sharp undulations within the site. Wike Ridge Lane which is a country road is situated to the south of the site, on a lower land level. Open fields lie further to the north of the site.
20. The northern edge of the main urban area of Leeds contains a belt of several other golf courses (GC) situated within the Green Belt, including Moor Allerton GC, Scarcroft GC, Alwoodley GC, Brandon GC, Sandmoor GC, Headingley GC, Horsforth GC and Cookridge Hall GC.

HISTORY OF NEGOTIATIONS

21. Since the consideration of the Position Statement by Plans Panel on 5th November 2020 the scheme has been subject to discussion and revision and this is summarised at paragraph 5 above.

RELEVANT PLANNING HISTORY:

22. The planning history for the site dates back to the early 1990's when the golf course and club were originally formed. Since then the site has obtained numerous permissions, largely relating to extensions to the clubhouse:
 - 21/02204/FU - Temporary extension to the Driving range (Withdrawn – 16.02.2022)
 - 14/01556/FU – Single storey 'hall-way house' to golf course shelter and store (Approved – 2014)
 - 12/05133/FU - Three storey front/side/rear extension (including use of roof space) to clubhouse and alterations to car parking layout (Approved - 2013)
 - 11/04543/FU - Construction of 3 lakes to golf course and enhancement works (Approved - 2012)
 - 11/04217/FU - Side and rear extensions and new second floor to golf club house – (Approved - 2012)
 - 11/01303/FU – Single storey extension to side, enclosed porch to front, conservatory with terrace over to rear of golf clubhouse (Approved - 2011)
 - 30/204/02/FU – Single storey extension to side of club house (Approved - 2002)
 - 30/431/95/FU – Single storey extension to side of club house (Approved - 1996)
 - 30/139/94/FU – Single storey rear extension (Approved - 1994)
 - 30/5/94/FU – Two storey and single storey extensions (Approved - 1994)
 - 30/105/93/FU – Addition of lights to golf driving range (Approved – 1993)

- 30/447/92/FU – Laying out of access and erection of two storey club house with residential flat and driving range (Approved - 1993)
 - H30/570/91 – Use of agricultural land as 18-hole golf course (Approved – 1992)
23. Notably the 2013 permission (12/05133/FU) related to a substantial increase in the size of the original clubhouse. This permission has only been partially implemented. Consequently, this permission remains extant and forms a potential fallback position.

PUBLIC/LOCAL RESPONSE:

24. The application was advertised as a major development and a Departure from the Development Plan. Site notices were posted around the site and the application has been publicised in the Yorkshire Evening Post. The site notices were originally posted in November 2018 with further site notices publicising the receipt of revisions to the scheme. The most recent significant revisions were publicised by site notices posted on 29.10.21 with the publicity period expiring on 20.10.21.
25. A total of 186 representations have been received to the application, 91 in support, 92 objecting and 3 making general comments.
26. A large number of the letters of support appear to be from existing members of the golf club / visitors including junior members. The letters of support also include representations from several organisations including the Childrens Heart Surgery Fund, Yorkshire County Cricket Club & Yorkshire Cricket Foundation, Leadbetter Gold Academy, Welcome to Yorkshire, St Georges Crypt, Candlelighters Charity, Carr Manor Primary School and the On Course Foundation.
27. The letters of support include the following comments:
- Improved facilities (world class) / International golfing destination
 - Increased employment
 - Will attract visitors to the city and region (golf tourism)
 - Economic benefits for the area
 - Improved financial stability of the club
 - Increased inclusive participation in golf
 - Quality architectural design
 - Social / Health benefits
 - Impacts on nature are well considered.
28. The letters of objection are generally from local residents. However, objections have also been received from Leeds Civic Trust, Ramblers Association and the CPRE. One of the letters, which includes a highways impact report and Noise Impact Assessment is from Walton & Co Planning Lawyers on behalf of 'Wike residents'.
29. The letters of objection and general comments raise the following concerns:
- Impact on the Green Belt / Insufficient Very Special Circumstances
 - Impact on wildlife / Ecology
 - Increased traffic / Highway safety issues

- Highways Access
- Out of character with the area / Visual amenity
- Landscape impact / Special Landscape Area
- Light pollution
- Lack of public transport / Unsustainable location
- Noise impact from lodges (stag parties) / Function rooms (weddings)
- Impact of the extended golf course on the safety and privacy of residents
- Insufficient parking
- Loss of agricultural land
- Charitable status of the applicant
- Impact on the users of the PROW
- Drainage concerns from the extended golf course
- Appropriateness of adventure golf in the Green Belt
- Proposal constitutes EIA development
- Limited evidence submitted to support eco claims
- Financial appraisal is inadequate
- Health and safety concerns from golf balls
- Concerns over the suitability of a S106 financial contribution
- Development could set a precedent for neighbouring clubs or building on the Green Belt elsewhere
- Potential for the lodges to be sold for permanent residency in the future.

30. Ward Members: As previously outlined a representation has also been received from Councillor Stephenson on behalf of the Harewood Members requesting that the application is determined at Plans Panel. The representation states 'we have received representations in opposition and in favour of this application and it is felt by Ward Members that the balance between Green Belt arguments and economic ones should be made by the Plans Panel, at which the applicant and objectors can be questioned in detail'. Cllr Stephenson also re-affirmed the Ward Members' position in relation to the proposal prior to the application being previously considered as a Position statement stating 'Ward Member comments for the purpose of this position statement remain as printed within the report. This should not be interpreted as Ward Members agreeing with the officer report but believing that the balance must be judged by Panel Members'.

CONSULTATION RESPONSES:

31. Local Plans: The built parts of the scheme (extension and alteration to the clubhouse and driving range and the creation of eco lodges) are considered inappropriate development in the Green Belt and should be refused unless very special circumstances can be demonstrated. The change of use of land to golf course is considered appropriate development in the Green Belt (albeit intrinsically linked to the need created by the proposal itself to relocate existing parts of the course).
32. Highways Team: The submitted trip generation data for the Golf Course, Driving Range, Foot Golf and Adventure Golf is accepted. Section 5 of the revised TA provides further information regarding the proposed function room and holiday lodges. It is stated that there is already an extant permission for an extension to the club house and that the current proposals would accommodate only 23 additional

patrons over and above the approved capacity. Additionally, survey details of an existing lodge leisure park has been included to help derive an appropriate trip rate for the proposed golf lodges. As such the proposed development would result in an additional 18 two-way vehicular trips during the weekday AM peak period, 61 additional two-way trips during the PM peak and 78 additional two-way movements in the weekend peak (Sat 12:00 – 13:00) over the existing site operation. It is considered that these figures represent a robust assessment of the traffic characteristics of the proposals.

33. Paragraph 5.31 advises that the uplift in trips has been distributed on the highway network in line with existing/observed turning movements. A series of capacity assessments are then included covering the junctions most affected by the additional traffic. This exercise indicates that all of the junctions assessed would continue to operate within capacity with the addition of the development traffic. Discussions with the Traffic Management section indicate that there are continuing problems at the Tarn Lane / Coal Road junction despite the introduction of measures to enhance the lining and signage in the vicinity. As such, Traffic colleagues are currently examining the potential for further measures to be introduced and; as the development proposals will add a degree of traffic passing through the junction, it is considered that a financial contribution of £5k should be requested from the applicant towards the assessment and introduction of further safety improvement measures
34. Appendix I also includes plans showing sightlines of 2.4m x 43m are from the vehicular accesses to the Golf Centre Car Park, Lodge area and service yard entrance. The accompanying notation (no. 4) indicates that vegetation will be cut back to allow sufficient clean space for the relevant junction visibility. The indicated splays should be maintained as such and retained in perpetuity for the lifetime of the development. 230 car parking spaces are required to serve the development.
35. Landscape Officer: Highlights that the site is situated within a Special Landscape Area. The development conflicts with Policy N37. In particular the loss of existing green infrastructure and the creation of a supermarket type car park is harmful to the local character / landscape. A PROW is present along School Lane as such the car park is in full view. The car park plus the larger building will have a significant visual impact on users of the PROW. Likewise there is a PROW along Wike Ridge Lane. An agricultural hedge along the road is likely to be subject to frequent harsh cutting and therefore cannot be relied on for any screening requirements which should be provided within the site. Large amounts of excavation will be required to the south for the ponds - if this material is to remain on site (cut and fill) then this needs to be clearly illustrated. The changes in levels are likely to have a far greater impact on existing trees than what has been shown to date.
36. Nature Officer: Revised plans acceptable subject to the insertion of planning conditions in relation to bat roosting and bird nesting, the submission of a Biodiversity Enhancement and Management Plan and the submission of a lighting design strategy for bats.
37. Flood Risk Management: FRM are satisfied that the Flood Risk Assessment adequately demonstrates that the proposed development will not be at significant risk of flooding. FRM are generally satisfied with the proposed surface water drainage strategy, however, soakaway testing is required, to determine whether or not infiltration SuDS can be used. The FRA includes a letter from Yorkshire Water

which states that the surface water should discharge to the 600mm diameter culvert, located to the East of the site, but our records do not show any watercourse downstream of this culvert. Should soakaway tests prove negative, the proposed development should connect into the same drainage system, which currently serves the site. Given that this is a Major development, greenfield discharge rates will apply. FRM supports the idea of utilising the proposed amenity lakes to balance the surface water runoff from the site, provided that the levels work. Planning conditions suggested.

38. Design Team: Concerns in relation to the clubhouse (original design), appears to be a massive increase in development and becomes perhaps excessive massing and scale. No further comments at this stage as there are significant policy issues to be addressed.
39. Contaminated Land: The Phase 1 Desk Study submitted in support of the application identifies the needs for a Phase 2 Site Investigation Report on part of the site. Ideally this should be provided prior to determining the application, however, should approval be recommended or there be insufficient time to obtain the recommended information then conditions are recommended to secure the undertaking and submission of the Phase 2 study.
40. Environmental Studies: We have no objection to this application in relation to transportation noise.
41. Yorkshire Water: No objections, subject to planning conditions to secure suitable provision for drainage. The revised layout has taken account of a 300mm strategic water main running east from Wike Ridge Lane.
42. West Yorkshire Police: Various comments provided in relation to incorporating the principles of Secured by Design. Including comments in relation to boundary treatments, access control measures, external lighting, CCTV, specifications of doors and windows and intruder alarms.
43. Travel Wise Team: Planning conditions suggested in relation to cycle parking, motorcycle parking, car share spaces, showers, EV charging points. The travel plan should be secured by condition.
44. Public Rights of Way (PROW) Team: Confirmation is required from the developer regarding what type of tarmac will be used on Public Bridleway No.19 Harewood as it needs to be a non-slip tarmac for use by horses.

RELEVANT PLANNING POLICIES:

45. 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 of the Core Strategy as amended by the Core Strategy Selective Review (2019), Site Allocations Plan (2019), Natural Resources and Waste Local Plan (NRWLP) (2013) including revised policies Minerals 13 and 14 (2015), Aire Valley Area Action Plan (2017), saved policies of the UDPR (2006) and any made Neighbourhood Plan (there is no such plan in this instance).

Local Planning Policy:

Core Strategy as amended (2019)

46. The following policies are relevant:

Spatial Policy 1 - Seeks to concentrate the majority of new development within the main urban areas and ensure that development is appropriate to its context

Spatial Policy 2 – Hierarchy of Centres and spatial approach to retailing, offices, intensive leisure and culture.

Spatial Policy 8 – Economic Development Priorities

P8 - Sequential and impact assessments for town centres uses

P9 - Community facilities and other services

P10 - Seeks to ensure that new development is well designed and respects its context

P12 – Landscape quality, character and biodiversity

T1 - Transport management

T2 - Seeks to ensure that new development does not harm highway safety and considers accessibility requirements

G1 - Enhancing and extending green infrastructure

G6 - Protection of existing greenspace

G8 - Protection of species and habitats

G9 - Biodiversity improvements

EN1 - Climate change and Carbon Dioxide reduction

EN2 - Sustainable Design and Construction

EN5 - Managing Flood Risk

EN8 – Provision of electric vehicle charging points

ID1 - Implementation and delivery mechanisms

ID2 – Planning obligations and developer contributions

Saved UDPR (2006) Policies

47. GP5 - General planning considerations

N23 - Open space around new development

N24 - Development proposals abutting the Green Belt or open countryside and assimilation into the landscape

N25 – Development and site boundaries

N33 – Development in the Green Belt

N35 - Agricultural land

N37 – Special Landscape Areas

N37A – Development in the Countryside

BD3 - Disabled access and new buildings

BD5 - Design considerations for new builds and protection of amenity

BD6 - All alterations and extensions should respect the scale, form, detailing and materials of the original building.

LD1 - Landscape schemes

GB19 – Outdoor sport and recreation

GB20 – Buildings for sport and recreation

GB21 – Holiday accommodation

GB22 – Holiday accommodation and minor works

Natural Resources and Waste Local Plan (NRWLP)

- | | | |
|-----|------------------|---|
| 48. | General Policy 1 | General planning considerations |
| | Water 1 | Water efficiency |
| | Water 2 | Protection of Water Quality |
| | Water 4 | Development in Flood Risk Areas |
| | Water 6 | Flood Risk Assessments |
| | Water 7 | Surface Water Run Off |
| | Land 1 | Land contamination |
| | Land 2 | Development conserve trees & introduce new planting |

Relevant Supplementary Planning Guidance

- 49. SPD Street Design Guide
- SPD Leeds Parking
- SPG Sustainable Urban Drainage
- SPG Sustainable Design and Construction – Building for Tomorrow Today
- SPD Achieving Net Gain for Biodiversity – Guidance for Developers (Draft)
- SPG S106 Agreements and Developer Contributions

Climate Emergency

- 50. The Council declared a climate emergency on the 27th March 2019 in response to the UN's report on Climate Change.
- 51. The Planning Act 2008, alongside the Climate Change Act 2008, sets out that climate mitigation and adaptation are central principles of plan-making. The NPPF makes clear at paragraph 152 and within Footnote 53 that the planning system should help to shape places in ways that contribute to radical reductions in greenhouse gas emissions in line with the objectives of the Climate Change Act 2008.
- 52. As part of the Council's Best Council Plan 2020-2025, the Council seeks to promote a less wasteful, low carbon economy. The Council's Development Plan includes a number of planning policies which seek to meet this aim, as does the NPPF. These are material planning considerations in determining planning applications.

National Policy:

National Planning Policy Framework (NPPF)

- 53. The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced. The NPPF must be taken into account in preparing the development plan, and is a material consideration in planning decisions.
- 54. The introduction of the NPPF has not changed the legal requirement that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise.

55. The following sections of the NPPF are most relevant for the purposes of determining this application:
- 2 Achieving Sustainable Development
 - 4 Decision-Making
 - 6 Building a Strong, Competitive Economy
 - 8 Promoting Healthy & Safe Communities
 - 9 Promoting Sustainable Transport
 - 12 Achieving Well-Designed Places
 - 13 Protecting Green Belt Land
 - 14 Meeting the Challenge of Climate Change
 - 15 Conserving and Enhancing the Natural Environment
56. Chapter 6 of the NPPF relates to building a strong, competitive economy. Paragraph 81 states *‘Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future...’*
57. Paragraph 84 states ‘Planning policies and decisions should enable:
- a) *the sustainable growth and expansion of all types of business in rural areas, both through conversion of existing buildings and well-designed new buildings;*
 - b) *the development and diversification of agricultural and other land-based rural businesses;*
 - c) *sustainable rural tourism and leisure developments which respect the character of the countryside; and*
 - d) *the retention and development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship’.*
58. Section 8 of the NPPF relates to promoting healthy and safe communities. Paragraph 92 states *‘Planning policies and decisions should aim to achieve healthy, inclusive and safe places which:*
- a) *promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other – for example through mixed-use developments, strong neighbourhood centres, street layouts that allow for easy pedestrian and cycle connections within and between neighbourhoods, and active street frontages;*
 - b) *are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion – for example through the use of attractive, well-designed, clear and legible pedestrian and cycle routes, and high quality public space, which encourage the active and continual use of public areas; and*
 - c) *enable and support healthy lifestyles, especially where this would address identified local health and well-being needs – for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage walking and cycling’.*

59. Paragraph 98 relates to open space and recreation and states *“Access to a network of high-quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities, and can deliver wider benefits for nature and support efforts to address climate change. Planning policies should be based on robust and up-to-date assessments of the need for open space, sport and recreation facilities (including quantitative or qualitative deficits or surpluses) and opportunities for new provision. Information gained from the assessments should be used to determine what open space, sport and recreational provision is needed, which plans should then seek to accommodate”*.
60. Chapter 9 of the NPPF relates to promoting sustainable transport. Paragraph 111 states *‘Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe’*.
61. Paragraph 111 states *‘All developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed’*.
62. Chapter 12 of the NPPF relates to achieving well-designed places and states that the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities, and that Neighbourhood plans can play an important role in identifying the special qualities of each area and explaining how this should be reflected in development.
63. Paragraph 130 states that:
- “Planning policies and decisions should ensure that developments:*
- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
 - b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*
 - c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*
 - d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
 - e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*
 - f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.”*

64. Paragraph 134 states:

“Development that is not well designed should be refused, especially where it fails

to reflect local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes. Conversely, significant weight should be given to:

- a) development which reflects local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes; and/or
- b) outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings”.

- 65. Section 13 of the NPPF relates to protecting Green Belt land. Paragraph 137 states *“The Government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence”*.
- 66. Paragraphs 147-150 of the NPPF are particularly relevant in relation to ascertaining whether the principle of development within the Green Belt is acceptable in any one instance. Paragraph 147 states that *“Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances”*.
- 67. Paragraph 148 states *“When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. ‘Very special circumstances’ will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations”*.
- 68. Paragraph 149 states *“A local planning authority should regard the construction of new buildings as inappropriate in the Green Belt. Exceptions to this are:
 - a) buildings for agriculture and forestry;
 - b) the provision of appropriate facilities (in connection with the existing use of land or a change of use) for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it;
 - c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;
 - d) the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;
 - e) limited infilling in villages;
 - f) limited affordable housing for local community needs under policies set out in the development plan (including policies for rural exception sites); and
 - g) limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would: – not have a greater impact on the openness of the Green Belt than the existing development; or – not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority”*.

69. Paragraph 150 outlines certain other forms of development which are also not inappropriate in the Green Belt (provided they preserve its openness and do not conflict with the purposes of including land within it). *“These are:*
- a) mineral extraction;*
 - b) engineering operations;*
 - c) local transport infrastructure which can demonstrate a requirement for a Green Belt location;*
 - d) the re-use of buildings provided that the buildings are of permanent and substantial construction;*
 - e) material changes in the use of land (such as changes of use for outdoor sport or recreation, or for cemeteries and burial grounds); and*
 - f) development, including buildings, brought forward under a Community Right to Build Order or Neighbourhood Development Order”.*
70. Section 14 relates to meeting the challenge of climate change and flooding amongst others. Paragraph 152 states *‘ The planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure’.*
71. Section 15 of the NPPF relates to conserving and enhancing the natural environment. Paragraph 174 states *‘Planning policies and decisions should contribute to and enhance the natural and local environment by:*
- a) protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);*
 - b) recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland;*
 - c) maintaining the character of the undeveloped coast, while improving public access to it where appropriate;*
 - d) minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;*
 - e) preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans; and*
 - f) remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate’.*
72. Paragraph 180 states *‘When determining planning applications, local planning authorities should apply the following principles:*

- a) if significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused;*
- b) development on land within or outside a Site of Special Scientific Interest, and which is likely to have an adverse effect on it (either individually or in combination with other developments), should not normally be permitted. The only exception is where the benefits of the development in the location proposed clearly outweigh both its likely impact on the features of the site that make it of special scientific interest, and any broader impacts on the national network of Sites of Special Scientific Interest;*
- c) development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) should be refused, unless there are wholly exceptional reasons and a suitable compensation strategy exists; and*
- d) development whose primary objective is to conserve or enhance biodiversity should be supported; while opportunities to improve biodiversity in and around developments should be integrated as part of their design, especially where this can secure measurable net gains for biodiversity or enhance public access to nature where this is appropriate.*

National Planning Practice Guidance (NPPG)

73. Provides further detailed guidance on the application of policies within the NPPF. In particular, there is guidance relating to the importance of good design and Green Belt issues amongst others.

MAIN ISSUES:

- The principle of the development / Green Belt impact
- Special Landscape Area / Landscape impact
- Design and Character
- Economic / Tourism considerations
- Main Town Centre uses / Sequential Test
- Residential amenity
- Ecology / Nature / Trees
- Highways considerations
- Climate Change policies
- Other matters
- Representations
- Very Special Circumstances
- Planning Balance / Conclusions

APPRAISAL:

Principle of development / Green Belt impact

74. The site is not allocated for any particular form of development within the adopted Site Allocations Plan and the whole site lies within the Green Belt.

75. As outlined within the NPPF, the essential characteristics of the Green Belt are its openness and permanence. There is a presumption against inappropriate development within the Green Belt (Paragraph 147). The NPPF advises that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Local planning authorities should also ensure that substantial weight is given to any harm to the Green Belt.
76. However, paragraph 149 lists a few exceptions to this including *b) the provision of appropriate facilities (in connection with the existing use of land or a change of use) for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it* and *criteria C) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;*
77. Paragraph 150 of the NPPF also lists certain other forms of development which are also not inappropriate in the Green Belt (provided that they preserve its openness and do not conflict with the purposes of including land within it). These include part *e) material changes in the use of land (such as changes of use for outdoor sport or recreation, or for cemeteries and burial grounds).*
78. Several of the Green Belt exceptions within Paragraphs 149 and 150 of the NPPF require an assessment as to whether the proposal would preserve the openness of the Green Belt. The concept of openness means the state of being free from built development and the impact on openness is an assessment of how built up the Green Belt is now and how built up it would be if the re-development occurs.
79. The NPPG also provides some useful further guidance on the factors which can be considered when assessing the impact on the openness of the Green Belt. These include:
- *“Openness is capable of having both spatial and visual aspects – in other words, the visual impact of the proposal may be relevant, as could its volume;*
 - *The degree of activity likely to be generated, such as traffic generation”.*
80. Saved UDPR Policy N33 also lays out a list of exemptions which are broadly in line with the NPPF criteria. Further, ‘very special circumstances’ will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.
81. As such the main issues when considering development proposals within the Green Belt are therefore:
- a) whether the proposal constitutes inappropriate development in the Green Belt as set out in the Development Plan and having regard to national policy framework set out in the NPPF; and
 - b) if it is inappropriate development, whether the harm, by reason of inappropriateness, and any other harm is clearly outweighed by other considerations – so as to amount to the very special circumstances needed to justify the development.

a) Inappropriate development

82. The proposed development contains several distinct elements (which will be considered in turn), with outline permission sought for some aspects and detailed (Full) permission for others.
- (i) Relocated golf course (Par 3) / Relocated Footgolf course / Re-aligned driving range:*
83. It should be noted that only outline consent (relating to principle only) is sought for these elements of the scheme.
84. As previously outlined paragraph 150 of the NPPF lists certain forms of development which are not inappropriate in the Green Belt (provided that they preserve its openness and do not conflict with the purposes of including land within it). These include part e) *material changes in the use of land (such as changes of use for outdoor sport or recreation, or for cemeteries and burial grounds)*.
85. In principle, the relocated Par 3 golf course, relocated footgolf course and realigned driving range (not including the additional bays), are considered to constitute changes of use for outdoor sport / recreation and as such could constitute appropriate development.
86. Paragraph 150 of the NPPF also requires that such uses preserve the openness of the Green Belt and do not conflict with the purposes of including the land within it. In this instance only the principle of the use has been applied for with very limited additional information provided. Notwithstanding this, the new golf course is only 9 hole (par 3 course) and will utilise a comparatively small area of open land. The land has a valley profile, sloping down from the driving range, then raising back up towards Fortshot Lane. The area contains some natural features such as a beck, hedgerows and trees, although a large amount of the tree cover is present to the edges of the site, providing screening from wider views. The land is also not unduly visible from nearby roads and pathways given the boundary screening and screening adjacent to the highways blocking views.
87. In principle, the landform, natural features and landscaping of this area of the site can be safeguarded and enhanced to create the new golf course. There would also be flexibility in design to accommodate natural features such as water areas and tree belts to assist with landscape integration. The more engineered aspects of golf courses such as tee boxes, greens and bunkers could in theory also be nestled into landscape features to minimise their impact, with a management plan / landscape conservation plan by secured by condition, if the application was to be approved. Furthermore, in terms of wider openness arguments the extended golf course would form and appear in the context of the existing large golf course.
88. In terms of the footgolf course, this is sited on the existing par 3 golf course. Given the nature of footgolf, it is unlikely that significant urbanising changes would be needed to the existing course to make it suitable for footgolf which has similar characteristics. Likewise, the re-alignment of the driving range is minimal and will not have an impact on openness.

89. Overall these aspects of the development would be an appropriate land uses for outdoor sport and outdoor recreation and in principle would preserve openness of the Green Belt. In addition there are five purposes for the Green Belt set out at Paragraph 138 of the Framework, these are of a strategic nature which in brief seek to check unrestricted sprawl, prevent neighbouring towns merging, safeguard the countryside from encroachment, preserve the setting and special character of historic town and assist in urban regeneration. Due to its scale, location and setting the aspect of the development would not conflict with the purposes of Green Belt.
90. It is therefore concluded that this particular element of the development would not constitute inappropriate development in the Green Belt. There is no conflict with the Framework which seeks to protect the Green Belt from inappropriate development, preserve its openness and permanence.

(ii) Holiday Lodges:

91. The proposed holiday lodges are new build elements of the scheme and do not meet any of the Green Belt exceptions outlined within paragraphs 149 & 150 of the NPPF, as such they are considered to form inappropriate development.
92. The proposed lodges are considered to result in considerable harm to the Green Belt in terms of loss of openness and encroachment into the countryside. Firstly, the development has a sprawling low density layout and will result in a 3.93 hectare area of Green Belt land effectively becoming brownfield. The proposal cannot be considered modest in nature and will result in 35 units of accommodation and a large car park being constructed, alongside other ancillary development such as footpaths which will have pronounced impact on the spatial aspects of the openness of the Green Belt in terms of the amount of built development (volume) and overall increase in the level of the hardstanding. The development also has a visual impact and will be apparent to users of the PROW along School Lane whilst the development will also be more apparent at night than the existing golf/Footgolf course. Furthermore, the lodges will also result in a marked intensification in the level of activity at the site in particular in relation to traffic movements, parked cars and urban paraphernalia. As such it is considered that the resultant site will appear distinctly more urban in nature than at the present time and the proposal will have a pronounced detrimental impact on the openness of the Green Belt.
93. Furthermore saved UDPR Policy GB21 relates to holiday accommodation developments within the Green Belt and states '*new static caravan sites (for residential or holiday use), hotels, and other permanent holiday accommodation will not be permitted within the green belt*'. The proposed development would clearly be at odds with this policy. It is noted that the policy pre-dates and lacks some consistency with the NPPF which tends to be more openly worded. As such the policy is afforded reduced weight, however it nevertheless remains a saved policy within the Development Plan and its overall aims generally accord with the objectives of national policy which seek to restrict inappropriate development, prevent urban sprawl and keep Green Belt land permanently open .

(iii) Clubhouse extension and alterations:

94. As previously outlined paragraph 149 (part C) permits '*the extension or alteration of a building provided that it does not result in disproportionate additions over and*

above the size of the original building'. Local Policy regarding extensions within the Green Belt is broadly in compliance with the NPPF. As can be seen within the planning history outlined within the report, the Council has previously shown flexibility in allowing numerous smaller extensions to the existing clubhouse which was originally a modest two storey building of rural character. The current extended building comprises a gross external area of 1510m.sq. (see paragraph 97 below for a comparison table).

95. The NPPF and local policies provide no guidance on how to interpret what constitutes not-disproportionate or limited extensions. However, when considering this, so as to ascertain what would be regarded acceptable development within the Green Belt, it is regarded that extensions should be such that they will not conflict with the fundamental purposes of the Green Belt or cause any other harm.
96. The proposal includes large scale extensions and alterations to the existing clubhouse which will considerably increase the height and bulk of the building creating a large glazed three storey building with accommodation across four floors and a two storey driving range / annex. Taking into account the existing additions to the original clubhouse the proposed changes would clearly constitute disproportionate additions to the original building. The proposal would create a significant increase in the built volume, footprint and general height of the original building also increasing the scale of the parking area and would be detrimental to openness. This harm would be clearly seen and be readily apparent from the adjacent PROW due to the limited buffering and boundary treatment.
97. The applicant contends that the 2013 permission (12/05133/FU) which is part implemented forms a realistic fallback position for the clubhouse proposals. It is noted that the 2013 permission related to a substantial increase in the size of the original clubhouse. However, the current proposals would vastly exceed the scale of this permission and cannot be considered similar. A comparison table showing the comparative Gross External Area (GEA) is provided below:

	Existing building (m.sq.)	W/ Planning approval (m.sq.)	Current Scheme (m.sq.)
Basement	0	150	669
Ground	1150	1210	1810
First	360	670	1630
Second	0	440	545
Total	1510	2470	4654

98. Whilst GEA is only one measure of the size and impact of a building, the table above indicates that the revised clubhouse proposals are over three times the GEA of the existing building and represent an increase in GEA of 208%. It is also key to bear in mind that the 'existing building' as detailed within the table has been previously extended and does not constitute the 'original' building for Green Belt purposes. The table also indicates that the current scheme vastly exceeds the fallback position. In addition, the proposed clubhouse sections drawing (241/19(02)201 A), show the scale and height of the current proposal vastly exceeding the fallback position. It is therefore without question that the clubhouse redevelopment represents disproportionate additions to the original building.

99. Furthermore, the current proposal also incorporates additional elements such as the lodges, and the Green Belt impact of the development needs to be considered holistically. Whilst the fallback position is a material consideration this application needs to be considered as a whole when determining the impact on the openness of the Green Belt.
100. Finally, there are also concerns that the proposed new accommodation within the clubhouse extensions is excessive and not ancillary to the main golf club use. The proposed development does not try to minimize Green Belt harm. In particular, the proposed extended clubhouse incorporates spa facilities, several separate bars/ function rooms, 3 kitchens and extensive outside terraces / balconies. While it is not uncommon for sports clubs within the Green Belt to have one bar area which doubles as a function room, the extensions proposed to the clubhouse here go beyond such provision. The driving range redevelopment is also very spacious in design incorporating large sofa seating areas, which goes beyond the functional need for such developments. In conclusion, several aspects of the extended clubhouse re-development are considered to be more than is necessary and fall outside the general functional requirements of a golf course.
101. The extended clubhouse element of the application is therefore considered to represent inappropriate development in the Green Belt.

(iv) Adventure Golf:

102. The proposal also seeks permission for an adventure golf area. Very limited information has been submitted in relation to the outline adventure golf proposals. The images of similar developments, provided by the applicants show highly man-made courses with ornamental features, artificial grass and in some instances significant structures, such as a pirate ship. This style of adventure golf use is considered to be more akin, in form and character, to a leisure use than appropriate facilities for outdoor sport or recreation. Consequently, the adventure golf area is considered to constitute inappropriate development as it does not meet any of the exceptions outlined in Paragraphs 149 or 150 of the NPPF. Even if the adventure golf use was considered to constitute an appropriate use in the Green Belt, the development would still be required to preserve the openness of the land and not conflict with the purposes of including land within it (NPPF paragraph 149). It is noted that only outline consent is sought for this aspect of the development. However, from the images provided by the applicant the use is likely to incorporate significant areas of man-made surfaces, engineering operations, structures .. The proposal will also increase the level of activity at the site. Consequently the adventure golf area is likely to be detrimental to the openness of the Green Belt and constitute inappropriate development, with no appropriate evidence submitted to suggest otherwise.

Special Landscape Area / Landscape impact / Visual amenity

103. The site is situated within a Special Landscape Area which are considered to be the most attractive areas of countryside in Leeds. Development proposals in the areas of best quality landscape must show particular regard to conservation of the landscape. Policies within the Leeds development plan and the advice contained within the NPPF seek to promote new development that responds to local character, reflects

the identity of local surroundings, and reinforces local distinctiveness. The NPPF states that good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. It is therefore fundamental that new development should generate good design and respond to the local character. The NPPF goes on to state that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents.

104. Policy P10 of the Core Strategy deals with design and states that *inter alia* alterations to existing, should be based on a thorough contextual analysis and provide good design that is appropriate to its location, scale and function. Developments should respect and enhance streets, spaces and buildings according to the particular local distinctiveness and wider setting of the place with the intention of contributing positively to place making, quality of life and wellbeing. Proposals will be supported where they accord with the principles of the size, scale, design and layout of the development and that development is appropriate to its context and respects the character and quality of surrounding buildings; the streets and spaces that make up the public realm and the wider locality.
105. The proposed holiday lodges development provides some mitigation in relation to the landscape impact such as the units being built in the topography where possible, the inclusion of green roofs, use of natural materials as well as significant landscaping proposals which will largely screen the development from Wike Ridge Lane. Notwithstanding, this there will be some visual harm from the development, in particular the large car park will be prominent from the adjacent PROW and the development will be more conspicuous at night, due to light pollution, than the existing golf course use.
106. In terms of the redeveloped clubhouse, the most prominent elevations of the building (south and east), have been designed with a rural feel, retaining a two storey scale and traditional and natural materials. In contrast, the north and west elevations have a much more modern appearance and are three storey in scale. Whilst the west elevation of the club house is visible the from the adjacent PROW, the style of the elevation of the building is similar to the 2013 fallback position which included a three storey western elevation of modern appearance. However, the car park will also be increased in scale and urbanised as a result of the proposal. The boundary treatment adjacent to the servicing area which is formed by a 1.8 metre high timber + steel boarded fence and gates directly adjacent to the PROW would also be a conspicuous urbanising feature.
107. Overall, it is considered that both the clubhouse house and lodges elements of the development display architectural merit. It is also evident that the applicant has also sought to mitigate the development's impact on the Special Landscape Area. However, the proposal by reason of its sheer increase in scale, height and massing (even when compared to the fallback position) would have an urbanising impact, at odds with and eroding the local landscape character which is largely rural and open in nature. This harm will be readily apparent when viewed at close quarters from the adjacent PROW. As such the proposal is considered to be contrary to Policies N37 of the UDPR and P10 of the Core Strategy and guidance contained within the NPPF.

Economic / Tourism considerations

108. The applicant has submitted an Economic Benefits Statement which outlines some of the benefits the development will have. These include considerable economic benefits to the construction industry, both directly and indirectly, creating jobs. The development will also result in the creation of 30 new jobs at the golf club (£0.9m uplift in GVA). The development will attract more visitors to the club with a forecast increase in revenue of 37%. It is also argued that the overnight visitors will lead to additional spend and economic impact outside the club within the local economy leading to indirect job growth and increased GVA. It is noted that these figures slightly differ from the updated figures which have been previously provided to supplement the Green Belt – Very Special Circumstances arguments.
109. In relation to the rural economy, the Core Strategy states that a balance needs to be struck between providing local employment opportunities, promoting sustainable patterns of development and protecting the character of the countryside and reflecting Green Belt purposes. Part v) of Policy SP8 (Economic Development Priorities) states a competitive local economy will be supported through...
‘Supporting the growth and diversification of the rural economy, consistent with the Settlement Hierarchy and the protection and enhancement of a high quality rural environment. Outside the Main Urban Area, Major Settlements and Small Settlements, the following proposals should be supported, where appropriate, conversion of existing buildings, promote the development and diversification of agricultural and other land-based rural businesses, support provision and expansion of tourist and cultural facilities in appropriate locations , retention and development of local services and community facilities’. Likewise Paragraph 84 c) supports the *‘sustainable rural tourism and leisure developments which respect the character of the countryside...’.*
110. Whilst the likely economic benefits are noted, the proposed development is not consistent with the settlement hierarchy and it is not considered to protect and enhance the high-quality rural environment, nor form an appropriate location for tourist facilities when considered in the context of policy SP8 and having regard to other policies of the development plan. Development Plan policies do not make any specific provision for golf tourism which additional weight can be attributed to. As such the proposal is considered to be contrary to Strategic Policy 8 (SP8) of the Core Strategy and guidance contained within the NPPF. It is noted that Paragraph 81 of NPPF states *‘Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future...’* Whilst this is noted it is not considered to outweigh the harm identified against Policy SP8 of the NPPF in this instance.

Main Town Centre Uses / Sequential Test

111. The NPPF makes it clear that main town centre uses should be located within town centres, then in edge of centre locations; and only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered. When considering edge of centre and out of centre proposals, preference should be given to accessible sites which are well connected to the town centre. Local planning authorities should apply a sequential test to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up-to-date plan. Where an application fails to satisfy the

sequential test or is likely to have significant adverse impact on one or more of the key considerations it should be refused. Leeds Core Strategy Policy SP2: '*Hierarchy of centres and spatial approach to retailing, offices, intensive leisure and culture*' reflects this by promoting a centres first approach where retailing, offices, intensive leisure and culture, and community development will be focused in the City Centre and designated town and local centres in order to promote their vitality and viability as the focus for shopping, employment, leisure, culture, and community services. Core Strategy Policy P8: '*Sequential and impact assessments for main town centre uses*' sets out detailed sequential and impact assessment requirements depending on the size of development and the mix of uses.

112. The proposed scheme includes spa facilities and eco lodges both of which are, technically, caught by the planning policy definition of town centre uses therefore a sequential test is necessary. Following previous advice the applicant submitted an initial sequential test (July 2019) and a further addendum (May 2020) to assess the impact of the proposal on a larger number of town and local centres as well as the City Centre. The first document states that there are no suitably sized vacant units or available development sites in, or within 300m of the edge, of the following town and local centres:
- Moor Allerton Town Centre
 - Chapel Allerton Town Centre
 - Meanwood Town Centre
 - Alwoodley King Lane Local Centre
 - Slaid Hill Local Centre
 - Moortown Corner Local Centre
 - Street Lane Local Centre
113. The second document gives more details of sites considered in the centres (+300m) above and assesses impacts on Wetherby Town Centre, Boston Spa Local Centre and Collingham Local Centre. A number of available properties are mentioned however often the floorspaces are not given, just that "the unit is not of adequate size or layout to accommodate the proposed spa facilities and eco lodges". It may be that some e.g. the units at 52-56 Street Lane which provide 6,285 sq ft (583 m²) of floorspace, are big enough for at least the spa. Spas can certainly be accommodated in smaller properties and may be over a number of floors. It is accepted that there are no suitable sites for the eco lodges, however there is scope to provide accommodation in an alternative format which would require less land, such as a hotel. The sequential assessment document states there are no available large sites that could accommodate the lodge development that do not already have a planning approval or are being built out in the City Centre and further argues that low-rise development would not be viable.
114. The applicant has also provided a high-level Impact Assessment relating to the impact of the proposed uses on the viability of existing town and local centres and the City Centre. As the lodges and the associated spa/leisure facilities are specifically linked to the golf course, they would not have a detrimental impact on other such hotel or leisure uses that serve alternative and specific users such as pay-as-you-go gyms, hotel facilities and leisure clubs such as David Lloyd which are tailored to suit specific markets.

115. Whilst it is considered reasonable to seek to disaggregate the spa facilities from the eco lodges in line with the guidance in the NPPF that states “*Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale, so that opportunities to utilise suitable town centre or edge of centre sites are fully explored*”, on balance it is felt that the applicant has satisfied the Sequential Test in demonstrating that there are not any suitable alternative sites in or on the edge of town/local centres or the City Centre. The balance on flexibility to the disaggregation of the town centre uses is the argument put forward by the applicant that the town centre uses are ‘ancillary’ to the non-town centre uses with the need to be located together being one of the fundamental principles put forward by the proposal in that you “stay near where you play golf and relax in the spa after playing golf”. Overall, it is considered on balance that the proposal complies with the requirements of Policies SP2 and P8 of the Core Strategy and Guidance contained within the NPPF.

Residential amenity

116. Core Strategy Policy P10 and saved UDP policy GP5 note that development should protect amenity whilst policy BD5 notes that “all new buildings should be designed with consideration given to both their own amenity and that of their surroundings”.
117. The proposed extensions and eco lodges will be situated a significant distance from any neighbouring dwellings and as a consequence they will not result in any loss of light, over-dominance or overlooking, to the detriment of any neighbouring residents.
118. A Noise Review document (produced by Miller Goodall), has been submitted by the ‘Residents of Wike’, to supplement their objections to the scheme. The conclusions of the document advise that a full noise assessment should be submitted as part of the planning application, prior to a decision being taken, to safeguard neighbouring residential amenity. In particular, the document highlights that the nearest residential property is approximately 175 metres from the adventure golf terrace, whereas a residential property is situated approximately 75 metres from the eco lodge development. The study identifies that increased traffic, new or moved plant for both the club house development including the gym, bar, kitchen and health amenities) and eco lodges, functions to be held that could include loud music late into the night (such as weddings) and loud activities at the eco-lodges, such as loud music, raised voices and the increase in vehicular (buggies) movements in this area are of particular concern.
119. In response, it is considered that the clubhouse redevelopment proposals have greater potential for noise generation than the lodge development. This aspect of the development benefits from a reasonable off-set from residential dwellings and it is considered that given that the development already benefits from a functions licence that additional noise levels could in theory, be mitigated to reasonable levels through the implementation of a noise mitigation plan, and restrictions on external amplified music, operation hours, usage of the terraced areas, sound insulation. These measures could be secure via a planning condition if the application was to be approved.
120. The lodge proposals are a low-density hotel style development which is largely formed of 2 bed units, which limits the potential for groups gatherings noise. There is no evidence that this style of development will create detrimental noise issues above

a typical residential development. This aspect of the development could also be subject to restrictive conditions as previously outlined, which could also include on-site management who could deal with noise issues should they occur.

121. The increase in vehicular trips above the fallback position is not considered to be significant or result in any notable harm to neighbouring amenity along School Lane. As identified at paragraph 125 below the 'worst case' assessment is that the proposal will result in an extra 18 two way trips in the morning peak hour, 61 in the PM peak and, at worst, 78 two way trips in the Saturday peak hour. Whilst this increase in activity may be noticeable to local residents it is difficult to sustain argument that this level of traffic increase will result in levels of activity that is harmful to amenity. Furthermore, advances in technology and the move to electric vehicles also serve to reduce noise pollution.
122. Overall, the proposal is not considered to have an unduly detrimental impact on the amenity of any neighbouring residents, in line with Policy GP5 of the UDPR.

Ecology / Nature / Trees

123. An ecological impact assessment, biodiversity impact calculator and several species surveys have been undertaken by the applicants. The proposed development generally takes place upon the existing golf course which is an intensively managed setting, notwithstanding some pockets of mixed deciduous woodland, scrub and semi-improved grassland are present which will be safeguarded. The lodge development in particular incorporates green roofs, the formation of new lakes and significant landscaping. The Nature Conservation Officer is satisfied that the development can demonstrate a biodiversity net gain with the insertion of planning conditions. In particular, the Nature Conservation Officer has requested that the central lakes are designed for wildlife and are not stocked or used for fishing. The green roof should also be a wildflower meadow turf. These elements could be secured by planning condition if the application was to be approved alongside the other requested planning conditions relating to bat roosting and bird nesting, the submission of a Biodiversity Enhancement and Management Plan and the submission of a lighting design strategy for bats.
124. In terms of trees there will be a significant net gain in tree coverage across the site, with a limited number of trees to be removed to facilitate the development. Overall the proposal is considered to comply with Policies G1 and G9 of the Core Strategy, Policy LAND 2 of the Natural Resources and Waste DPD and guidance contained within the NPPF.

Highways considerations

125. A Transport Assessment and Travel Plan have been provided to support the application. The Transport Assessment indicates that in terms of traffic generation there would be an increase in peak hour trips (18 two-way trips in the AM peak hour, 61 two-way trips in the PM peak hour and 78 two-way trips in the Saturday peak hour), however, this is considered to be a worst-case assessment of the operation of the development. A review of local accident data also identified no concerns relating to road safety. The assessment also shows that when the function room is in use

(max 300 capacity), there is sufficient car parking proposed on site to meet the demand.

126. The proposal will increase the size of the existing golf club car park from 204 spaces to 230 spaces (plus 2 minibuses spaces), whilst 41 separate spaces will be provided for the proposed 35 unit holiday lodge proposal. This level of parking provision is considered to be acceptable on balance by the Highways Officer.
127. The site is accessed using School Lane. School Lane is a single two-way carriageway that is rural in nature, School Lane is accessed from Forge Lane around 380m to the east of Leeds Golf Centre via a simple priority junction. The lane is adopted for a length of approximately 110m from its junction with Forge Lane beyond which, it is effectively a private access road serving the golf centre. The proposal will result in improvements to School Lane along the site frontage, which is currently unmade. The highway will be improved to a similar standard to the eastern end of School Lane.
128. Whilst the proposal will lead to increased vehicle trips to the site, the level of uplift in trips (which needs to be considered alongside the 2013 fallback position) is not considered to result in any severe highway impacts. As a consequence the proposal complies with Policy T2 of the Core Strategy and guidance contained within the NPPF.

Climate Change Policies

129. The Development Plan incorporates a wide variety of policies which aim to help the city to adapt to and mitigate the impacts of Climate Change. Policy EN8 of the Core Strategy requires the provision of EVCP infrastructure which is provided for in the proposed development and would be secured by planning condition if the application was recommended for approval. Policy EN1 seeks to deliver a Carbon Dioxide reduction through reducing predicted carbon emissions for the development beyond building regulations and by providing a minimum of 10% of the predicted energy needs from low carbon energy. Whereas EN2 requires non-residential developments of 1,000 or more square metres (such as this application) to, where feasible meet the BREEAM standard of 'excellent.'
130. A Sustainability Statement has been submitted to support the development. The proposal incorporates several elements which will assist in mitigating the impacts of climate change including embodied carbon neutrality, natural ventilation, increased insulation, efficient lighting systems, local cycling network. The resultant development will be a net zero carbon development and achieve a BREEAM excellent rating, whilst renewable energy will also be provided through solar panels and air source heat pumps. As such the proposal is considered to comply with Core Strategy Policies EN1, EN2 and EN8.

Other matters

131. *Loss of Agricultural Land* – The NPPF requires the benefits of the best and most versatile agricultural land to be considered. Policy N35 of the UDPR also states that '*Development will not be permitted if it seriously conflicts with the interests of protecting areas of the best and most versatile agricultural land*'. In response, whilst some of the site is classified as Grade 3 agricultural land (Grade 1 being the

highest), overall, the proposal will result in a small loss of agricultural land. Furthermore, the use of some of this land as a par 3 golf course will not sterilise the land in the long term. As such it is considered that the proposal will not seriously conflict with the interests of protecting areas of the best and most versatile agricultural land' in line with the requirements of Policy N35 of the UDPR.

132. *Impact on Public Rights of Way* – It is noted that School Lane is a Public Bridleway. Whilst the proposal will result in an increase in cars using the access road it will not fundamentally alter the character of the road or demonstrably decrease the level of safety for its users compared to the 2013 permission fallback position. The PROW Officer has also requested the use of non-slip tarmac for use by horses on the extended part of the access road. This could be secured by planning condition, should the application be approved.
133. *Flood Risk* – The site is situated in an area of low flood risk. The submitted Flood Risk Assessment adequately demonstrates that the proposed development will not be at significant risk of flooding. Whilst only outline permission (principle only) sought for the new golf course use, there is no information to suggest that the appropriate greenfield rates cannot be achieved within the site. As such the proposal is considered to have an acceptable impact in this regard, subject to the imposition of planning conditions.
134. *Contaminated Land* – The submitted Phase 1 Desk Study report identifies that a site investigation (Phase 2 Study) should be carried out. This could be secured by an appropriately worded condition if the application was approved.

Representations

135. As previously highlighted a total of 186 representations have been received to the application, 91 in support, 92 objecting and 3 making general comments.
136. The letters of support included the following comments:
- Improved facilities (world class) / International golfing destination
 - Increased employment
 - Will attract visitors to the city and region (golf tourism)
 - Economic benefits for the area
 - Improved financial stability of the club
 - Increased inclusive participation in golf
 - Quality architectural design
 - Social / Health benefits
 - Impacts on nature are well considered.
137. These issues are noted and have all been considered within the appraisal above.
138. The letters of objection and general comments raised the following concerns which will be considered in turn:
- *Impact on the Green Belt / Insufficient Very Special Circumstances*
 - This issue has been considered within the appraisal above
 - *Impact on wildlife / Ecology*
 - This issue has been considered within the appraisal above

- *Increased traffic / Highway safety issues*
 - This issue has been considered within the appraisal above
- *Highways Access*
 - This issue has been considered within the appraisal above
- *Out of character with the area / Visual amenity*
 - This issue has been considered within the appraisal above
- *Landscape impact / Special Landscape Area*
 - This issue has been considered within the appraisal above
- *Light pollution*
 - Whilst this issue has been considered within the appraisal above, with some harm identified. It is considered that if the application was to be approved it would be appropriate to request details of a low impact lighting scheme to further limit the potential harm.
- *Lack of public transport / Unsustainable location*
 - This issue has been considered within the appraisal above
- *Noise impact from lodges (stag parties) / Function rooms (weddings)*
 - This issue has been considered within the appraisal above
- *Impact of the extended golf course on the safety of residents*
 - The proposed new golf course (Par 3) is subject to outline approval only and the detailed design of the course is yet to be considered. Notwithstanding this, the new golf course is detached and set away from neighbouring dwellings and as such the risk from stray golf balls is likely to be minimal. Furthermore, a risk assessment could be conditioned if the development was to be approved. The change of use of the existing Par 3 course to the lodge development will also improve the safety of the user of the adjacent PROW in relation to potential ball strikes.
- *Insufficient parking*
 - This issue has been considered within the appraisal above
- *Loss of agricultural land*
 - This issue has been considered within the appraisal above
- *Charitable status of the applicant*
 - Whilst the community / public benefits of a development are important considerations, the charitable status of the applicant alone is not a material planning consideration.
- *Impact on the users of the PROW*
 - This issue has been considered within the appraisal above
- *Drainage concerns from the extended golf course*
 - This issue has been considered within the appraisal above
- *Appropriateness of adventure golf in the Green Belt*
 - This issue has been considered within the appraisal above
- *Proposal constitutes EIA development*
 - This issue has been considered within the appraisal above
- *Limited evidence submitted to support eco claims*
 - Additional supporting sustainability evidence has been provided to support the eco credentials of the development
- *Financial appraisal is inadequate*
 - This issue has been considered within the appraisal above
- *Concerns over the suitability of a S106 financial contribution*
 - This issue has been considered within the appraisal above

- *Development could set a precedent for neighbouring clubs or building on the Green Belt elsewhere*
 - Each planning application is assessed on its individual merits and is not considered to set a precedent for future development. Furthermore, in this instance the demonstration of very special circumstances is key to the suitability of the development and this is unique to this particular scheme.
- *Potential for the lodges to be sold for permanent residency in the future.*
 - The lodges have been assessed as a holiday accommodation use. Conversion to residential use would require further planning permission which would be assessed on its individual merits.

Very Special Circumstances

139. As noted above the development contains several elements which are considered to form inappropriate development within the Green Belt (holiday lodges, clubhouse extensions and adventure golf) and when the application is assessed as a whole it is considered to constitute inappropriate development. Planning policy is clear that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Very special circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations.
140. The applicant has put forward several matters which they consider to constitute very special circumstances within their Planning Statement Addendum and additional statements. These are:
- *The creation of a regional golf facility:*
 - The proposal will create facilities not found elsewhere in Leeds, with few in the region or UK as a whole.
 - Welcome to Yorkshire, in their supporting letter, state the proposed facility '*will be a first for Leeds and will deliver an international golfing destination and centre of excellence attracting visitors from across the world*'.
 - The Leadbetter Golf Academy "*see large potential for Leeds Golf Centre to be one of the most sought-after golf destinations in northern England*'.
 - *Economic and Tourism benefits:*
 - Potential increased employment in Leeds of 44 jobs (plus 49 in Yorkshire and 72 nationally).
 - £1.3m potential increase in Gross Value Added in Leeds in addition to 150 years' worth of construction jobs via the £14.3m construction spend.
 - Predicted annual spend of approximately £1.5-2.2 million in the local economy from the lodges alone.
 - 10,000-15,000 additional visitors to the centre / area.
 - The proposals will benefit golf in Leeds by providing a place to stay.
 - *Community / Public benefits:*
 - Commitment to a £300,000 fund to delivery community activities (also used to lever £500k from other partners), free coaching, free time for schools across Leeds, commitments in respect of work experience posts, apprenticeships and Equality and Diversity targets.

- Draft Memorandum of Understanding with Leeds Beckett University, Leeds Rhinos Foundation, Leeds United Foundation, Park Lane Foundation and Yorkshire CCC Foundation. The aims and objectives of this consortium are to co-ordinate their community engagement to ensure wider and greater benefits to residents and school children throughout Leeds. In particular, this would seek to engage with individuals from the lower socio-economic groups and young people residing within the inner-city localities of Leeds. Recognising the barriers to accessing golf as a sport by those of a BAME background, women and girls and people with disabilities, an inclusivity working group has been established to identify the solutions required to make this a truly inclusive facility for all residents of the city.
 - The club currently offers a variety of open days, school visits, charity support days in addition to other golf days that directly raise money for local charities.
 - The level of support that can be offered by the Park Lane Foundation through a club that is not currently financially viable is severely limited. The proposed development will greatly increase the viability of the club and therefore increase the ability to support the local community and local charities and deliver more public benefits.
 - An increase in local community engagement and health and well-being benefits.
- *Local support:*
 - Level of support from members of the public and organisations is highlighted.
 - *Health and well-being benefits:*
 - Reducing childhood obesity.
 - Helps to bridge the 'pay-and play gap' left following the closure of public courses.
 - *Viability of the club:*
 - The golf club is making significant losses of over £120k per annum. The development will help to mitigate this.
 - *Climate emergency / sustainability benefits:*
 - Move to new zero carbon, incorporation of green technologies and the BREEAM 'Excellent' target.
 - Expansion of existing facility as opposed to new development.
 - Eco lodges: Green roofs / Sustainable methods of construction.
 - Commitment to sustainable modes of travel.

141. These factors, propounded as 'Very Special Circumstances' by the applicant are considered in turn below:

a) *The creation of a regional golf facility*

The vision of the club to become a regional golf facility through improving the existing facilities for golfers is a matter that could in principle, and in combination with other factors, be considered to constitute a very special circumstance. It has been noted that Welcome to Yorkshire state that the proposals will result in an international golfing destination. However, there is limited evidence that this is deliverable through this planning application. For example, the new Par 3 golf course, which is a significant element of the improved golfing infrastructure, is only being pursued for

outline consent, with very limited details or security in relation to quality or desirability of the new course. Likewise, no changes are proposed in relation to the existing 18-hole golf course, which should remain the main attraction for the golf club and be up to the standard of a regional golf club/course. Whilst the more commercial aspects of the development (subject to full planning permission), are likely to enhance the club as an attraction it has not been demonstrated that, overall, the proposal will deliver an international golfing destination or one of the most sought-after golf destinations in northern England as claimed. Furthermore, there is limited evidence in relation to the need for such a facility or whether this is an appropriate location for such need with so many neighbouring golf courses likely to have similar aspirations/claims. Overall, it is considered that it has not been clearly evidenced that the proposal will result in the creation of a facility of such significance and importance that it will deliver substantial public benefits and consequently it is concluded that this does not constitute a very special circumstance.

b) Economic and tourism benefits

142. Again this is a matter that in combination with other factors could, in principle, serve to constitute a very special circumstance. It is inevitable that the proposal which includes an expanded golfing operation and new uses would generate a considerable amount of additional employment over and above the existing with a knock-on effect locally. During the construction period, the development would create employment directly and indirectly as well as those working on the site contributing to the local economy. This could be further secured by way of appropriate planning obligations within a Section 106 Agreement (Local Employment & Skills Initiative).
143. The development would also benefit the wider economy. These are positive aspects of the scheme. Likewise, the proposal will provide the opportunity for golfers to stay overnight, which will also potentially benefit neighbouring courses. It is feasible that such an accommodation offer could be attractive to golfers and boost the local golfing economy, given the lack of golf specific alternatives nearby.
144. However, the development is situated just 6 miles from the City Centre of Leeds with other alternative hotel accommodation such as Mecure Leeds Parkway Hotel, Village Hotel Leeds North and a range of local guest houses being available within 5 miles. The availability of alternative accommodation, albeit non golf-specific, within a reasonable travel distance reduces the need/benefit arguments for the accommodation.
145. Likewise, the applicant has also stated that the use of the lodges will not be restricted to golfers. This, whilst providing a general tourism benefit, serves to dilute the potential benefits to golf tourism. Notably, the proposal provides 35 units of accommodation over a large almost 4 ha site. There are likely to be other alternatives within the site which could provide a similar tourism benefit (number of units), whilst creating a lesser degree of harm to the Green Belt. As previously stated economic and tourism factors could, in principle, serve to constitute a very special circumstance. However, in this instance whilst there are likely to be some economic and tourism benefits to the scheme, these in combination are only attributed moderate weight.

c) Community / Public benefits

146. The applicant highlights that the development will provide some notable community benefits in relation to access to golf for young persons, schools and BAME communities, as well as charity support. Whilst these benefits are strongly supported and commended a lot of these are already occurring and would not be new benefits, but instead more continuing benefits. This is evidenced in some of the letters of support from local organisations and charities. Also, given that these benefits are linked to the core golf use of the site, it does not appear to officers that the additional elements (such as the spa facilities and lodges) are required as part of the scheme to be delivered if such community / public benefits are to be achieved on an ongoing basis. They are extraneous to that. Albeit it is recognised that increasing the viability of the club increases the club's ability to support the local community and local charities and potentially deliver more public benefits.
147. The commitment to a £300k fund to fund and deliver community activities would be a benefit of the scheme. Notably a Section 106 Agreement is not currently in place to secure this funding and full details of the scheme and its benefits. However, if the development was to proceed it would be feasible to secure to an Agreement.
148. The Draft Memorandum of Understanding with Leeds Beckett University, Leeds Rhinos Foundation, Leeds United Foundation, Park Lane Foundation and Yorkshire CCC Foundation is also recognised as being a positive aspect of the scheme in principle. However, concerns remain that this document is only in draft form, which significantly limits the weight which can be attributed to it.
149. Community and public benefits from a development could, in principle, serve to constitute a very special circumstance. However, in this instance given the discussion above only limited weight is attributed to the community / public benefits likely to be generated as a result of the proposal.

d) Local support

This is not a matter that could be considered to constitute a very special circumstance (VSC). The applicant has put forward an argument that the development is locally supported. Whilst 91 letters of support have been received, including from a range of local organisations and charities, these need to be balanced against the 92 letters of objections (mentioned previously within this report), which include a detailed representation on behalf of 'Wike Residents'. As such it cannot be reasonably concluded that the proposal benefits local support. In any event, as stated above, it is not deemed that the presence of local support to a development proposal can appropriately constitute a VSC.

e) Health and Well-being benefits

150. Significant and demonstrable health and well-being benefits is something that in principle could form part of a package of measures that could constitute very special circumstances. However, it is difficult to envisage a scenario where the benefits are so significant that they would constitute a very special circumstance in their own right. Health and wellbeing and childhood obesity are important issues for both Leeds and nationally. The Planning Statement (addendum) states *'the Community Benefits Statement (and future Community Use Agreement) help increase the leisure activity taking place at the site for not just members, other golfers and professionals*

but also groups that do not typically play golf or other sports. This is further enhanced through the potential for joint working with other sporting foundations across the city to help deliver community events that can focus on golf, football, cricket and rugby. Whilst it is feasible that the development could help attract more people to the sport, this is largely speculative and unsubstantiated. A large amount of the health and well-being benefits of the site are existing. Fundamentally, the additional golfing provision at the site as a result of the proposal will be limited, given that an 18-hole golf course, Par 3 course and footgolf course already exists at the site.

151. Likewise an argument has been put forward that *'the club helps bridge the 'pay and play' gap left following the closure of public courses – as LCC public courses have closed there is still a need for the city to offer good quality courses where people can, whatever their background, still visit and play without the need to be members or have all the exact golf capabilities'*. However, the club currently provides this benefit on both its 18-hole and Par 3 courses, as such it would not be a new benefit linked to the proposal. Numerous other local golf clubs also provide pay and play options such as Moortown, Leeds Golf Club, Sandmoor, Headingley, Scarcroft, Moor Allerton and Cookridge. Consequently, it is not considered that the health and wellbeing benefits put forward constitute a very special circumstance.

f) Viability of the club

152. This is a matter that in combination with other factors could, in principle, serve to constitute a very special circumstance. The NPPG advises that *'the weight to be given to a viability assessment is a matter for the decision maker, having regard to all the circumstances of the case'*. It goes on to state that *'any viability assessment should follow the government's recommended approach to assessing viability as set out in this National Planning Guidance and be proportionate, simple, transparent and publicly available. Improving transparency of data associated with viability assessment will, over time, improve the data available for future assessment as well as provide more accountability regarding how viability informs decision making. Any viability assessment should be prepared on the basis that it will be made publicly available other than in exceptional circumstances'*.
153. The financial information submitted with the planning application indicates that the club is making significant losses of over £120k per annum which are currently been covered by the Park Lane group. It argues that the eco-lodge development is the minimum that is required to make the course profitable. Fundamentally the financial information which has been submitted is very limited in nature (both in terms of current losses and future revenue) and is not robust enough for a robust judgement to be drawn on the matter, nor has it been open to public scrutiny. It is clearly likely that the additional commercial elements proposed for the site will improve the viability of the course. Assuming that a mechanism is in place to direct any profit from these commercial 'non-golfing' elements back into the club. However, a key concern is vast scale of the commercial / leisure elements and the consequential impact to the Green Belt which is considered to be required to improve the club's financial fortunes. It is also unclear whether there is an alternative form of development that would not have such an impact on the Green Belt that would also resolve the financial viability issue. Consequently, it is not considered that sufficiently robust evidence has been submitted that demonstrates that this should constitute a very special circumstance.

g) Climate emergency/sustainability benefits

154. Achieving a sustainable form of development is a requirement of planning policy. The development incorporates several green features such as green roofs, new planting and solar panels, whilst the development will also be a net zero carbon development and achieve a BREEAM excellent rating. This is supported and welcomed. However, these elements will only provide a marginal net gain compared against the existing planning policy objectives. This also needs to be balanced against the fact that the proposal relates to large scale development within a relatively unsustainable location which is heavily dependent on the use of private cars, given the nature of the spot and required equipment. The proposal will also develop a considerable area of the countryside which is not identified for future development. For these reasons it is not considered that this element of the proposal constitutes a very special circumstance.

Conclusions regarding Very Special Circumstances

155. The proposal seeks to obtain full planning for extensions and annexe building to existing clubhouse including changes to the car park, the construction of 35 holiday lodges with associated landscaping and parking and outline planning for change of use of agricultural land to golf course, realignment of the existing driving range, creation of adventure golf area and alterations to existing golf course to create footgolf course. As previously detailed, several key elements of the proposal are considered to constitute inappropriate development (lodges, extensions and adventure golf). Moreover, there would be harm arising from the inappropriateness of the development, as well as substantial harm to the openness of the Green Belt, conflicting with one of the purposes of including land within it (safeguarding the countryside from development). These matters attract substantial weight against the development. The matters raised in support of the proposal via the very special circumstances arguments have been considered both individually and cumulatively. Whilst the proposal will deliver some notable benefits such as climate change mitigation, economic and tourism benefits and community benefits, none of these issues either individually or cumulatively are considered to constitute very special circumstances that clearly outweigh the considerable Green Belt harm which has been identified and any other harm (i.e. the harm to the Special Landscape Area and the countryside generally). Consequently, it is considered that Very Special Circumstances necessary to justify the development do not exist and the proposal is contrary to saved UDPR Policy N33 and guidance contained within the NPPF.

PLANNING BALANCE & CONCLUSIONS:

156. In light of the above, it is concluded that the proposal would constitute inappropriate development within the Green Belt whilst also leading to a substantial loss of openness and, failing to assist in safeguarding the countryside from encroachment and harm to the Special Landscape Area. Substantial weight is attributed to this harm in accordance with the NPPF. Whilst the proposal would have some notable benefits in terms of the economy, tourism and community participation it is considered that no Very Special Circumstances have been evidenced that are considered sufficient to clearly outweigh the significant harm to the Green Belt by reason of inappropriateness and the other harm identified. The proposal is therefore considered contrary to saved policies N33, GB21 N37, P10 of the Leeds Unitary

Development Plan (Review) 2006 and the guidance contained within the National Planning Policy Framework.

157. Furthermore, the proposal is not considered to represent sustainable rural tourism or leisure development which respects the character of the countryside. As such the proposal is considered to be detrimental to the aims of Spatial Policy 8 of the Core Strategy, as amended and guidance contained within the NPPF.
158. As such, the application is recommended for refusal.

Background Papers:

Application file: 18/06617/FU

Certificate of Ownership: Signed by applicant

APPENDIX 1 – EXTRACT FROM MINUTES OF N&E PLANS PANEL 20/11/20

NORTH AND EAST PLANS PANEL THURSDAY, 5TH NOVEMBER, 2020 PRESENT:

Councillor K Ritchie in the Chair Councillors D Collins, R Grahame, D Jenkins, E Nash, N Sharpe, M Midgley, T Smith and B Anderson

37 POSITION STATEMENT - 18/06617/FU - PROPOSED EXTENSION AND ALTERATION OF LEEDS GOLF CENTRE INCLUDING AN ANNEXE BUILDING AND HOLIDAY LODGES; CHANGE OF USE OF AGRICULTURAL LAND TO GOLF COURSE, LEEDS GOLF CENTRE, WIKE RIDGE LANE, ALWOODLEY, LEEDS, LS17 9JW

The report of the Chief Planning Officer set out a position statement on the proposed extension and alteration of Leeds Golf Centre including an annexe building (extension to clubhouse) and 37 holiday lodges; change of use of agricultural land to golf course at Leeds Golf Centre, Wike Ridge Lane, Wike.

Members were informed of the following points:

- Cllr Stephenson had confirmed the Ward Members position as outlined in the submitted report;
- Since the publication of the report public consultation input had been received from the Public Rights of Way Team whose objection to the application still stands. One of the main concerns was in relation to the bridleway and the impact on the bridleway surface. It was noted that vehicle trips would be low and School Lane which is narrow would up graded;
- 3 additional representation had been received all were in objection to the scheme, 2 were from Wike residents and 1 was from the Ramblers Association. The Ramblers Association letter supported the concerns outlined by the Public Rights of Way Team. Public response to the application was set out at paragraphs 19 to 25 of the submitted report with the 2 additional letters from Wike residents reiterating the comments already received;
- This application was presented to the Plans Panel as it is a significant application within the Green Belt. The applicant had made a case for 'very special circumstances' in an attempt to justify the development in the Green Belt, this matter had been addressed at paragraphs 62 to 64 of the report;
- The proposal would include; o A 37 unit 'Eco-lodge' development with car parking and landscaping; Draft minutes to be approved at the meeting to be held on Thursday, 3rd December, 2020 o Redevelopment and extension of clubhouse including a driving range; o Relocation of the 9 hole foot golf course and 9 hole Par 3 Academy course; o Re-alignment of the driving range; and o An adventure golf course;
- The Eco-lodge would be a mix of two and four bed lodges;
- This is a hybrid application as it seeks to obtain full planning permission for clubhouse extension and holiday lodges and outline permission for the remaining elements including the foot golf course, adventure golf, academy course and realigned driving range.

Photographs and slides were shown throughout the presentation.

In attendance at the meeting were:

Andrew Windress – Planning Agent

Hanif Malek - Park Lane Foundation

Gerald Jennings – Park Lane Foundation

They addressed the Panel advising the Members of the following points:

- The Golf Club was purchased by Park Lane Foundation in 2011 and in 2018 won Golf Club of the year;
- The Club relies on surplus revenue from the wider group to sustain it. It was noted that the pandemic had put a strain on the finances and to continue needed to become independent and financially viable;
- The Golf Club works with schools and young people of different and diverse backgrounds;
- As well as the economic benefits that the development would bring they also believed that the work would fit with the Leeds City Council Strategies of Child Friendly City, Health and Wellbeing and Climate Emergency. The development would also work with the Council towards the Leeds 2023 for Capital of Culture;

- The application had received no technical objectives from highways etc;
- The Club would address the points made by the Public Rights of Ways Team and work with them on this;
- All the golf activities being offered are appropriate and the adventure golf has benefits for outdoor recreation and used as a stepping stone for children to further golfing activities;
- Paragraph 63 of the report outlined the very special circumstances of the development in Green Belt;
- The developers had met with the Council's Sport and Recreation Team to discuss the requirements for the Golf Club. It was noted that pay and play would be important to the club.

Member's discussions included:

- Ecological and financial sustainability of the lodges,
- Work with schools across the city including those based in the inner city;
- Partnership working;
- Ecological benefits and benefits of tourism for the city;
- Hiring of bikes;
- Travel plans to include minibuses and train station.

Member's comments included;

- Good for health and wellbeing and mental health across the city;
- Innovative and exciting development for the city making the Golf Centre accessible across all communities of Leeds;
- Some concerns about the impact to the Green Belt and the village of Wike;
- Concerns in relation to the size and mass of the main building. Members were requested to answer a number of questions to assist in the development of the application.

RESOLVED – To note the report.

Summary of the comments of the Plans Panel in respect of each of the questions set out in the Panel report:

• Do Members wish to comment on the suggested Very Special Circumstances advanced by the applicant and whether they clearly outweigh the Green Belt harm?

- o Panel set out that to allow this development in the Green Belt would require a special justification.
- o The benefits associated with tourism, the economy, wider community benefits through the operation of the policies and practices of the golf club, employment generation (it was hoped that this would include apprenticeships) were noted and welcomed. It was hoped that the applicant would come forward with proposals that would benefit school children across the city.
- o Panel asked that more detailed information be presented setting out the evidence to support the case for very special circumstances.

• Do Members have any comments to make in respect of the landscape impact of the proposed development?

- o Panel raised significant concerns raised over the massing and design of the 'new' clubhouse. It was considered that its design and use of materials was inappropriate to its rural setting.
- o Panel raised concerns over the number of eco-lodges and asked for justification for the number of lodges proposed. o Panel requested that CGI's be provided to help the Panel assess the visual impact of the clubhouse, particularly from the Public Right of Way.
- o Panel requested that further information be provided to show how the proposed clubhouse compares with the fall-back position (the historic part implemented planning permission for extensions to the clubhouse).

• Do Members have any thoughts or comments relating to the economic benefits of the development?

- o Please see the answer to the first question above.

• Do Members have any comments to make in respect of the provision of the spa and eco lodge uses in this rural location?

- o No concerns were raised in respect of the principle of these uses at this location as part of this development.
- o Panel requested that further information be provided in respect of the environmental qualities of the eco-lodges.
- o Attention was drawn to the health benefits that arise from the spa, particularly with regard to stroke victims.
- o Panel asked for information relating to the provision for use of the facilities by the local community.

• Do Members have any concerns or comments relating to ecology / nature / trees?

- o Panel requested that an environmental balance sheet be provided that clearly identifies negative environmental impacts balanced against positive impacts so that any net gain can be evidenced.

• Do Members have any concerns or comments relating to highway issues?

- o Panel asked that further consideration be given to facilitating and encouraging the use of sustainable transport measures including: cycle hire, facilitating cycle use and the creation of a cycle track.
- o Panel raised concerns about traffic generated by the proposed development and the impact on the local road network that is narrow, meandering and not well lit.
- o Panel requested further information to help them assess the impact of increase in traffic on the village and its residents.
- o With regard to the bullet point above Panel want further information to help them understand what traffic levels are now and what they would be like when the development is complete and operational.

• Do Members have any other comments to make over the environmental impact of the proposed development?

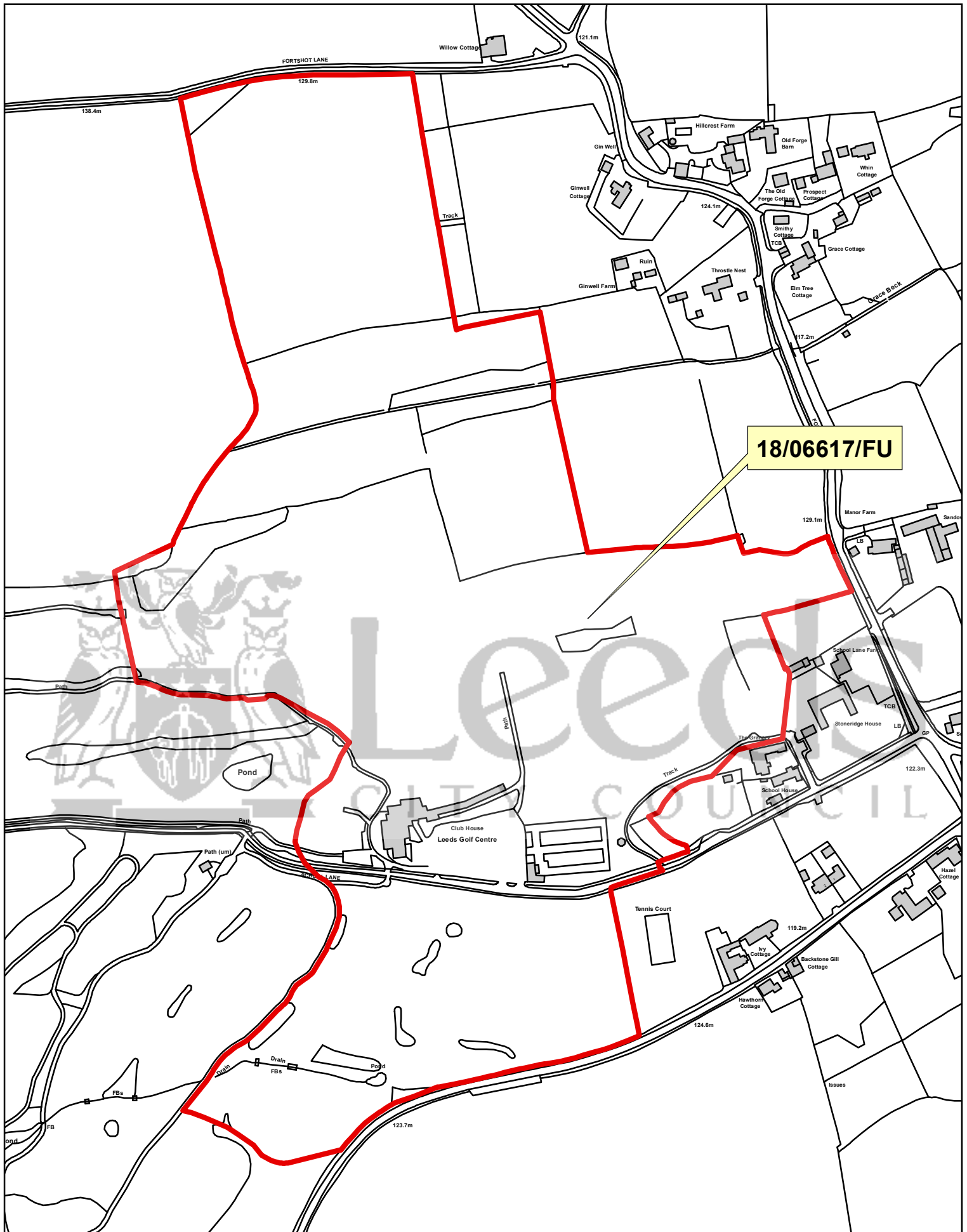
- o Panel requested that further information be provided against how the development performs against BREAAAM targets.
- o What measures are to be implement to encourage active travel (see above).

• Do Members wish to raise any other matters at this point in time?

- o Members again noted the site's location in the Green Belt and that for planning permission to be granted very special circumstances would need to be demonstrated and that this is a high bar. Draft minutes to be approved at the meeting to be held on Thursday, 3rd December, 2020
- o Panel noted and were encouraged by the many positive benefits of the proposal subject to the comments set out above.
- o However, Panel retained particular concerns around the massing and design of the proposed clubhouse.
- o Councillor Collins had to leave the meeting prior to the consideration of this item for personal reasons. Subsequent to the Panel Cllr Collins has confirmed that if she had been able to hear this item she would have drawn attention to the National Planning Policy Framework and para. 141 that states:
"Once Green Belts have been defined, local planning authorities should plan positively to enhance their beneficial use, such as looking for opportunities to provide access; to provide opportunities for outdoor sport and recreation; to retain and enhance landscapes, visual amenity and biodiversity; or to improve damaged and derelict land."

38 Date and Time of Next Meeting

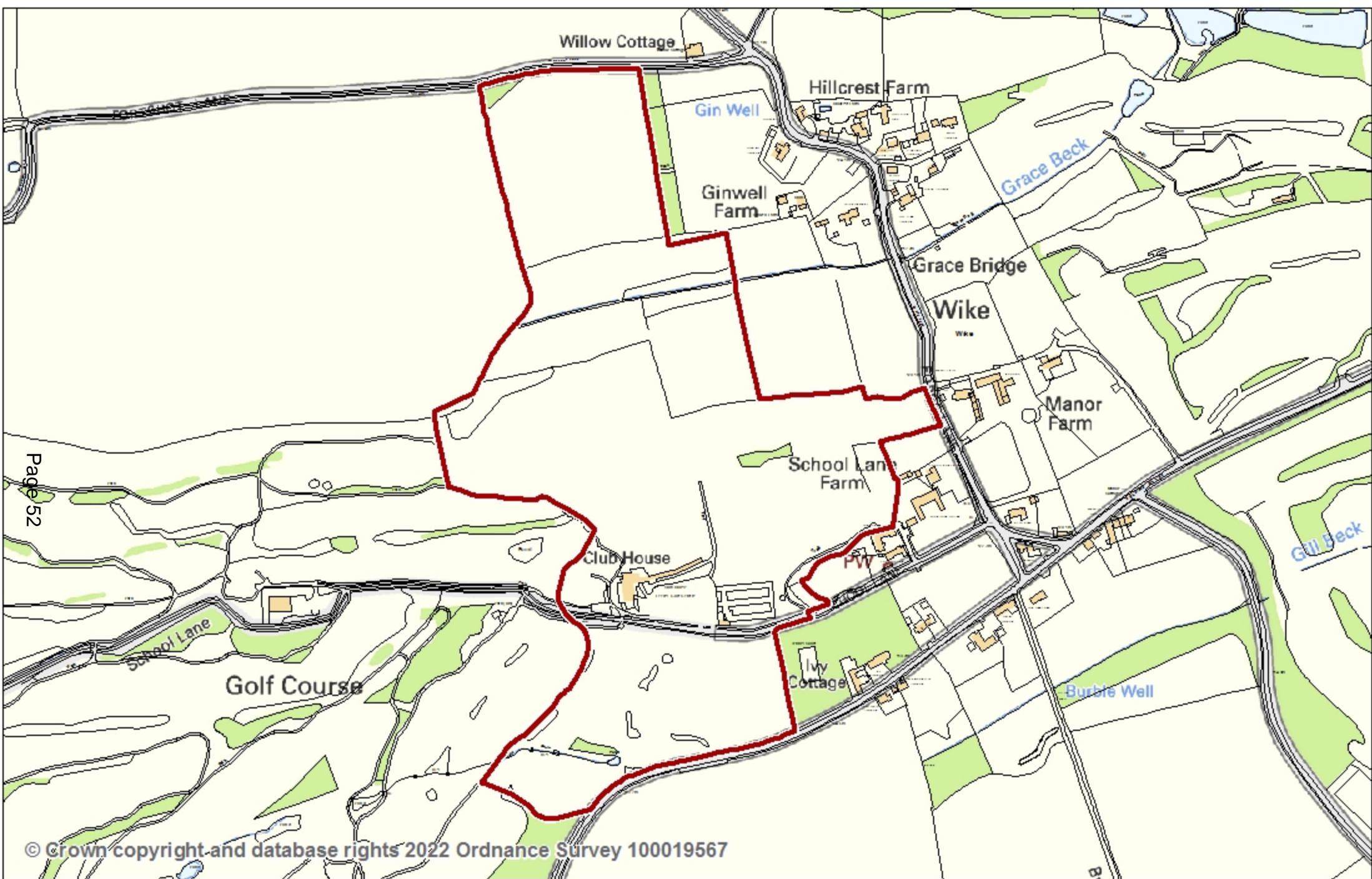
The next meeting of North and East Plans Panel will be on Thursday 3rd December 2020, at 1:30pm. The meeting concluded at 19:10



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NORTH AND EAST PLANS PANEL





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PLANS PANEL PRESENTATION

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PLANS PANEL PRESENTATION

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