



## SCRUTINY BOARD (CITY DEVELOPMENT)

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Call-in Meeting to be held in Civic Hall, Leeds, LS1 1UR on  
Tuesday, 5th April, 2011 at 1.30 pm

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### MEMBERSHIP

#### Councillors

J Akhtar	-	Hyde Park and Woodhouse;
B Atha	-	Kirkstall;
D Atkinson	-	Bramley and Stanningley;
J Elliott	-	Morley South;
G Harper	-	Hyde Park and Woodhouse;
J Jarosz	-	Pudsey;
M Lobley	-	Roundhay;
J Procter (Chair)	-	Wetherby;
R Pryke	-	Burmantofts and Richmond Hill;
M Rafique	-	Chapel Allerton;
M Robinson	-	Harewood;
S Smith	-	Rothwell;
B Woroncow	-	Co-optee (Non-voting)

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*Please note: Certain or all items on this agenda may be recorded*

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**Agenda compiled by:**  
**Stuart Robinson**  
**Governance Services**  
**Civic Hall**  
**LEEDS LS1 1UR**  
**Tel: 24 74360**

**Principal Scrutiny Adviser:**  
**Richard Mills**  
**Tel: 24 74557**

# A G E N D A

Item No	Ward/Equal Opportunities	Item Not Open		Page No
1			<p><b>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</b></p> <p>To consider any appeals in accordance with Procedure Rule 25 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 25, written notice of an appeal must be received by the Chief Democratic Services Officer at least 24 hours before the meeting.)</p>	
2			<p><b>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</b></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><b>RESOLVED –</b> 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> <p><b>No exempt items or information have been identified on the agenda</b></p>	

Item No	Ward/Equal Opportunities	Item Not Open		Page No
3			<p><b>LATE ITEMS</b></p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstance shall be specified in the minutes.)</p>	
4			<p><b>DECLARATION OF INTERESTS</b></p> <p>To declare any personal / prejudicial interests for the purpose of Section 81(3) of the Local Government Act 2000 and paragraphs 8 to 12 of the Members' Code of Conduct.</p>	
5			<p><b>APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTES</b></p> <p>To receive any apologies for absence and notification of substitutes.</p>	
6			<p><b>CALL-IN OF DECISION - BRIEFING PAPER</b></p> <p>To receive and consider a report of the Head of Scrutiny and Member Development.</p>	1 - 4
7			<p><b>CALL IN - LONG TERM BURIAL SUPPLY FOR NORTH EAST LEEDS; WHINMOOR GRANGE CEMETERY DESIGN AND COST REPORT AND DRAFT WHINMOOR GRANGE INFORMAL PLANNING STATEMENT</b></p> <p>In accordance with Scrutiny Board Procedure Rules, to review a decision of the Executive Board regarding Long Term Burial Supply for North East Leeds; Whinmoor Grange Cemetery Design and Cost Report and Draft Whinmoor Grange Informal Planning Statement.</p>	5 - 52
8			<p><b>OUTCOME OF CALL-IN</b></p> <p>In accordance with Scrutiny Board Procedure Rules, to consider the Board's formal conclusions and recommendation(s) arising from the consideration of the called-in decision.</p>	

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Originator: Richard Mills

Tel: 2474557

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## Report of the Head of Scrutiny and Member Development

### Scrutiny Board (City Development)

Date: 5<sup>th</sup> April 2011

Subject: CALL- IN OF DECISION – BRIEFING PAPER

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**Electoral Wards Affected:**

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

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## 1.0 INTRODUCTION AND BACKGROUND

- 1.1 In accordance with the Council's Constitution, a decision of the Executive Board has been Called In.<sup>1</sup> The background papers to this particular decision are set out as a separate agenda item and appropriate witnesses have been invited to give supporting evidence.
- 1.2 This report advises the Scrutiny Board (City Development) on the procedural aspects of Calling In the decision.
- 1.3 The Board is advised that the Call In is specific to the report considered by the Executive Board and issues outside of this decision, including other related decisions, may not be considered as part of the Board's decision regarding the outcome of the Call-In.

## 2.0 REVIEWING THE DECISION

- 2.1 The process of reviewing the decision is as follows:
- Members who have requested the Call-In invited to explain their concern/reason for Call-In request.
  - Relevant Executive Member/Officer(s) asked to explain decision.
  - Further questioning from the Board as appropriate.

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<sup>1</sup> Scrutiny Board Procedure Rules Paragraph 21

## OPTIONS AVAILABLE TO THE BOARD

- 3.1 Having reviewed the decision, the Scrutiny Board will need to agree what action it wishes to take. In doing so, it may pursue one of three courses of action as set out below:

### Option 1- Release the decision for implementation

- 3.2 Having reviewed this decision, the Scrutiny Board may decide to release it for implementation. If the Scrutiny Board chooses this option, the decision will be immediately released for implementation and the decision may not be Called In again.

### Option 2 - Recommend that the decision be reconsidered.

- 3.3 The Scrutiny Board may decide to recommend to the decision maker that the decision be reconsidered. If the Scrutiny Board chooses this option a report will be submitted to the Executive Board.
- 3.4 In the case of an Executive Board decision, the report of the Scrutiny Board will be presented to the next available meeting. The Executive Board will reconsider its decision and will publish the outcome of its deliberations within the minutes of the meeting. The decision may not be Called In again whether or not it is varied.

### Option 3 - Recommend that the decision be reconsidered and refer the matter to full Council if recommendation not accepted.

- 3.5 This course of action would only apply if the Scrutiny Board determined that a decision **fell outside the Council's Budget and Policy Framework** and this determination were confirmed by the Council's Section 151 Officer (in relation to the budget) or Monitoring Officer (in relation to other policies).
- 3.6 If, at the conclusion of this meeting, the Scrutiny Board forms an initial determination that the decision in question should be challenged on the basis of contravening the Budget and Policy Framework, then confirmation will subsequently be sought from the appropriate statutory officer.
- 3.7 Should the statutory officer support the Scrutiny Board's determination, then the report of the Scrutiny Board will be presented in the same manner as for Option 2. If the decision maker accepts the recommendation of the Scrutiny Board in these circumstances, then the revised decision will be published in the same manner as for Option 2 and the decision may not be Called In again. If, however, the decision maker does not accept the recommendation of the Scrutiny Board, then the matter will be referred to full Council for final decision. Decisions of full Council may not be Called In.
- 3.8 Should the appropriate statutory officer not confirm that the decision contravenes the Budget and Policy Framework, then the report of the Scrutiny Board would normally be progressed as for Option 2 (i.e. presented as a recommendation to the decision taker) but with no recourse to full Council in the event that the decision is not varied. As with Option 2, no further Call-In of the decision would be possible.

3.9 However, the Scrutiny Board may resolve that, if the statutory officer does not confirm contravention of the Budget and Policy Framework, then it should be released for implementation in accordance with Option 1.

#### **4.0 FAILURE TO AGREE ONE OF THE ABOVE OPTIONS**

4.1 If the Scrutiny Board, for any reason, does not agree one of the above courses of action at this meeting, then Option 1 will be adopted by default, i.e. the decision will be released for implementation with no further recourse to Call-In.

#### **5.0 FORMULATING THE BOARD'S REPORT**

5.1 If the Scrutiny Board decides to release the decision for implementation (i.e. Option 1), then the Scrutiny Support Unit will process the necessary notifications and no further action is required by the Board.

5.2 If the Scrutiny Board wishes to recommend that the decision be reconsidered (i.e. Options 2 or 3), then it will be necessary for the Scrutiny Board to agree a report setting out its recommendation together with any supporting commentary.

5.3 Because of the tight timescales within which a decision Call-In must operate, it is important that the Scrutiny Board's report be agreed at the meeting.

5.4 If the Scrutiny Board decides to pursue either of Options 2 or 3, it is proposed that there be a short adjournment during which the Chair, in conjunction with the Scrutiny Support Unit, should prepare a brief statement proposing the Scrutiny Board's draft recommendations and supporting commentary. Upon reconvening, the Scrutiny Board will be invited to amend/ agree this statement as appropriate (a separate item has been included in the agenda for this purpose).

5.5 This statement will then form the basis of the Scrutiny Board's report (together with factual information as to details of the Called In decision, lists of evidence/witnesses considered, Members involved in the Call-In process etc).

5.6 The Scrutiny Board is advised that there is no provision within the Call In procedure for the submission of a Minority Report.

#### **6.0 RECOMMENDATION**

6.1 The Scrutiny Board (City Development) is asked to note the contents of this report and the procedure as detailed within it.

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## Report of the Head of Scrutiny and Member Development

### Scrutiny Board (City Development)

Date: 5<sup>th</sup> April 2011

**Subject: Call In – Long Term Burial Supply for North East Leeds: Whinmoor Grange Cemetery Design and Cost Report and Draft Whinmoor Grange Informal Planning Statement**

**Electoral Wards Affected: ALL**

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

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## 1.0 INTRODUCTION AND BACKGROUND

1.1 This paper presents the background papers to a decision which has been Called In in accordance with the Council's Constitution.<sup>1</sup>

1.2 Papers are attached as follows:

- Copy of completed Call-In request form
- Report of the Acting Director of City Development
- Relevant extract of Executive Board Minutes of 9<sup>th</sup> March 2011

1.3 Appropriate Members and/or officers have been invited to attend the meeting in order to explain the decision and respond to questions.

## 2.0 RECOMMENDATION

2.1 The Scrutiny Board (City Development) is asked to review this decision and to determine what further action it wishes to take.

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<sup>1</sup> Scrutiny Board Procedure Rules Paragraph 21

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**CALL IN REQUEST – Option (a)**

A Call In request may be made by:

Any five non-executive Members of council

Date of decision publication: 11/03/2011

Delegated decision ref: ..... or

Executive Board Minute no: 191 ..... or

Area Committee Name and decision ref: .....

Decision description: Decision to approve a 5 acre extension to a cemetery at Whinmoor Grange, Harewood Ward and a five acre cemetery site at the former caravan site (Elmete) in Rindhalley Ward.

Discussion with Decision Maker:

Prior to submitting a Call In, a nominated signatory must first contact the relevant officer or Executive Member to discuss their concerns and their reasons for wanting to call in the decision. Please identify contact and provide detail.

Director/author of delegated decision report.

Executive Board Member

Detail: Councillor Richard Procter spoke, via telephone, to

Christine Addison, Acting Head of Asset Management on 18/03/11.

Ben Jane Cook and Martin Farrington are in annual leave.

Reasons for Call In:

All requests for Call In must detail why, in the opinion of the signatories, the decision was not taken in accordance with the principles set out in Article 13 of the Council constitution (decision making) (principles of decision making) or where relevant issues do not appear to be taken into consideration. Please tick the relevant box(es) and give an explanation.

- Proportionality (ie the action must be proportionate to the desired outcome)
- Due consultation and the taking of professional advice from officers
- Respect for human rights
- A presumption in favour of openness
- Clarity of aims and desired outcomes
- An explanation of the options considered and details of the reasons for the decision
- Positive promotion of equal opportunities
- Natural justice

Explanation: Insufficient consultation with local representatives, particularly the Parish Council and local residents. Ward Members were only consulted after the report was published.

Leeds City Council Scrutiny Support Unit

A Member cannot count as one of the two/five signatures if they are a member of the Scrutiny Board to which the Call In will be referred. In the case of decisions made by Area Committees, a Member cannot count as one of the two/five signatures if they are a member of that Area Committee.

The following signatories request that the above decision be called in:

1) Signature *Richard Procter*  
Print name *Richard Procter*

2) Signature *Ann Castle*  
Print name *COUN. ANN CASTLE*

3) Signature *V. Kerddal*  
Print name *VALERIE KERDDAL*

4) Signature *Clay*  
Print name *GRAMHAM WITBY*

5) Signature *JW MARDHAM*  
Print name *JW MARDHAM*

This form should be submitted to the Head of Scrutiny and Member Development (Scrutiny Support Unit, 1st Floor West, Civic Hall) by **5.00pm on the fifth working day after the decision publication date**. The office is open from 9.00am to 5.00pm.

(For further information on the Call In procedure please refer to the Scrutiny Support Unit intranet site, or contact the Unit on 39 51151).

Leeds City Council Scrutiny Support Unit

For office use only: (box A)

Received on behalf of the Head of Scrutiny and Member Development by:

*Richard A. Mills* (signature)

Date: *18/03/11* Time: *2:45pm* SSU ref: *2010-11-191-50*

For office use only: (box B)

Exemption status checked:



Call In authorised: Yes / No

Date checked:



Signed: *Richard A. Mills*

Signatures checked:



Date: *18/03/11*

Receipts given:



Validity re article 13



Receipt details: *E mail*

# Traffic fears over the site of new cemetery

## FREE ENTRY

Leeds CAMBA Beer Cider & Perry Festival 2011  
 Free Evening Post Readers

Lawsons Corner, Stanningley LS28 5TA

Saturday 19th March 2011

11am-3pm (FREE) & 5-11pm  
 Friday 11am-3pm (FREE) &  
 4pm (£4) & 6-11pm (£3)  
 all times

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 ONLY  
 WWW.LEEDS.CAMBA.CO.UK



Leeds Beer Festival there will be an opportunity to meet a local brewer, not just one from Leeds based brewer will be manning a stand and be available for you to ask them. Kirkstall Brewery previewing their wares, Friday will be the turn of the ever popular WharfeBank. The festival in fine style will be last year's beer of the festival winner WharfeBank.

**£1 OFF ENTRY**  
 Leeds CAMBA Beer Cider & Perry Festival 2011

TEP-17/03/11  
**Work is due to start in July**

BY DAVID MARSH  
 MUNICIPAL REPORTER

WORK is expected to start this summer on a new Leeds cemetery amid fears it could cause traffic congestion on the busy A64.

Councillors have agreed £309,000 can be spent on creating a five-acre cemetery at Whinmoor Grange, off York road, near Thorner, to increase burial space in north east Leeds.

Harehills Cemetery, which serves the area, has only 270 multi-faith plots left - about 20 months supply - and the Muslim burial area has about four years supply remaining.

Whinmoor Grange was originally earmarked for a 46-acre cemetery, a plan which attracted much opposition and was dropped when the council agreed smaller, locally-based cemeteries were preferable.

The council's Executive Board agreed in 2008 to a five-acre cemetery at Whinmoor Grange and now preparations are being made for the scheme to get underway.

Public consultation is to be

held on a draft planning statement which would allow for the cemetery and the possible relocation of the council's growing nurseries from Red Hall to Whinmoor Grange.

A timetable presented to the board's latest meeting indicates work could start in July with the first burials held in March 2012.

The report also revealed the council was preparing a planning application for a four-acre cemetery at the former Elmets caravan park in Roundhay.

Conservative councillors for Harewood, whose ward includes Whinmoor Grange, have raised concerns about the scheme.

Coun Matthew Robinson said: "The impact this will have on the A64 must also be a consideration. Cars, particularly funeral corteges, turning into Thorner Lane from York Road would slow the traffic flow right down, possibly to stand still all of which could encourage reckless driving."

Coun Rachael Procter argued the proposed location next to sports pitches was unsuitable, while Coun Ann Castle said there should have been more consultation with parish councils.

Coun John Procter said he was concerned a design and cost report was being approved at this stage.

david.marsh@ypn.co.uk

# Anger at five-acre cemetery proposals

By Tom Cullimore  
News Editor

PLANS to create a new cemetery close to Scholes and Throner have been met with a muted response

The five acre site at Whinmoor Grange has been given the green-light despite an alleged lack of consultation with the local Parish Councils in both Scholes and Throner.

Elected member of Scholes Parish Council George Hall said he was "horrified" at the lack of consultation, adding that he had real concerns about the site.

"There are a number of issues we have with these plans."

"There is already a problem with drainage in the area, and there would need to be some significant remedial work done before any work begins.

"Also, there would be a big increase in traffic.

"On top of that, we would say

that there is no real urgency for a site like this.

"The parish council just wish we had been consulted as we feel we should have been.

"The first we knew about these plans was when a concerned resident asked us for answers.

"We had to go and download all the information from the council website.

"I think it shows a lack of respect to elected representatives when they're not kept properly in the picture.

Local Ward Councillors, who met with Leeds City Council officers late last week, also expressed their reservations about the proposal on the grounds that the location needs more thought and that the site's access via the busy A64 could pose significant congestion problems.

Councillor Rachael Procter said: "Our primary concerns are around the location of the

cemetery, which is currently proposed to be adjacent to the existing sports pitches.

"This location is hardly ideal when you think of the noise levels that can be generated from football matches regardless of the level played.

"To potentially have these sounds acting as a backdrop to something as sensitive as a burial ceremony is quite alarming."

Councillor Matthew Robinson echoed her views, adding "The impact this new cemetery will have on motorists using the A64 must also be a consideration.

"Cars, particularly funeral corteges, turning into Throner Lane from the busy York Road would slow the traffic flow right down, possibly to stand still all of which could encourage reckless driving. Serious thought should also be given to the affect this proposal will have on the residents of Morwick

Terrace, who would overlook the cemetery should it get the go ahead."

Councillor Ann Castle continued: "It was late last week when officers came to see us with the proposals as laid out in the executive board report.

"I have to say, we were disappointed that the report was effectively already done and dusted prior to our meeting as we feel we could have added some valuable input into the process as elected representatives for the area.

"I'm sure the Parish Council in both Throner and Scholes feel the same way."

● WHAT do you think of the plans? Do let us know by emailing [wetherby.news@yjn.co.uk](mailto:wetherby.news@yjn.co.uk) or writing to Wetherby News, 9 Westgate Wetherby, West Yorks, LS26LL

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## Report of Acting Director of City Development

To Executive Board

Date: 9th March 2011

**Subject: Long Term Burial Supply for North East Leeds: Whinmoor Grange Cemetery Design & Cost Report and Draft Whinmoor Grange Informal Planning Statement – Scheme no 1358/WHN**

### Electoral Wards Affected:

Crossgates and Whinmoor  
Harewood  
Roundhay

### Specific Implications for:

Equality & Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

## Executive Summary

This report provides Executive Board with an update about the burial requirements for the North East of the city. The report follows on from the decisions made by Executive Board in December 2008 to develop a 5 acre cemetery at Whinmoor Grange and to explore the scope to develop a further 5 acre cemetery at Elmete in order to ensure a medium term supply of burial plots for this area of the City.

The report also seeks approval to go to consultation with a draft Informal Planning Statement for Whinmoor Grange. This includes options for a masterplan for that area involving cemetery provision which would facilitate any future decision to re-locate the Council's nursery and some other Parks & Countryside activities from Red Hall to Whinmoor Grange.

The report includes a Design & Cost Report seeking approval to incur expenditure of £309,579 for construction works in relation to the development of the 5 acre cemetery at Whinmoor.

The report also advises Members that a planning application is being prepared for a proposed cemetery at the former Elmete caravan park.

## **1 Purpose of this Report**

1.1 The purpose of the report is to inform Executive Board of progress in relation to:-

- the supply of burial space in north east Leeds;
- the preparation of a masterplan for the Whinmoor Grange site, included in a Draft Planning Statement, that allows for the development of a 5 acre cemetery and the potential decant of the Council's nursery from Red Hall;
- the outcome of feasibility works undertaken to explore the potential to deliver a 5 acre cemetery on the site of the former Elmete Caravan Park and the potential submission of a planning application for the site on that basis;

1.2 and to seek approval:-

- of the Draft Planning Statement for Whinmoor Grange as a basis for public consultation;
- to incur expenditure of £309,579 from scheme 'Cemetery Exts City Wide 1358' for construction works in relation to the development of the 5 acre cemetery at Whinmoor.

## **2 Background**

2.1 On the 3<sup>rd</sup> December 2008, Executive Board received a report which reviewed the long term supply of burial space in the City. The report included options for meeting demand for the next 50 years and beyond. Consideration was also given to the outcome of the then Leisure and Enterprise Scrutiny Board's report of 2002 which made a series of recommendations in relation to future cemetery provision. The December 2008 meeting, Executive Board made a number of resolutions with respect to cemeteries including:-

- to establish a preference for smaller, locally based cemetery sites combined with the extension, where possible, for existing sites, to be adopted;
- that approval be given to the development of a 5 acre cemetery at Whinmoor in a location previously identified and that the implementation of this is delivered as part of a larger masterplan for the site, involving the decant of the Council's operation from Red Hall;
- that officers explore further the potential to deliver a 5 acre cemetery on the site of the former Elmete Caravan Park;
- that officers liaise further with representatives of the Muslim community, on the accommodation of Muslim burial needs in the Council's network of smaller cemeteries;

2.2 In 2008, the Council had 8,485 new graves available across the city, equivalent to 15-16 years supply. These were distributed across the city as below:-

<b>Area</b>	<b>Number of Graves</b>
East North East	1,080
West North West	4,289
South South East	3,116
<b>TOTAL</b>	<b>8,485</b>

- 2.3 The Council also had a number of proposals, which were at advanced stages of development. This included Garforth Cemetery extension, now completed (1,463 plots) and Kippax (248 plots). Harehills has also been extended, but now has only 270 multi faith plots left, which is approximately a 20 month supply. The Muslim burial area currently has approximately 4 years supply remaining.
- 2.4 When the location of graves available was considered in 2008, it was evident that the East North East area of the city had the lowest supply of new graves available and therefore was under most pressure, particularly as Harehills is the only active cemetery in this area. To address this, proposals have been developed for cemetery construction at Whinmoor and Elmete in line with the Executive Board decision in December 2008.

### **3 Main Issues**

#### **Whinmoor Grange**

- 3.1 Whinmoor Grange is a 104 acre (43 ha) site to the North East of Leeds, bounded by Thorner Lane and York Road. It is owned exclusively by Leeds City Council. The majority of the site is currently used for rough grazing. However, there is an unused former depot in the centre of the site, which housed office facilities with car parking.
- 3.2 In 2002, planning approval was granted for the construction of a large scale (46 acre) cemetery on the site. Early infrastructure works for the first two phases (16 acres gross) were completed in 2004. However, following the adoption of the policy for smaller, locally based cemeteries, the feasibility of Whinmoor as a large scale cemetery was reviewed. Approval was then given by Executive Board in December 2008, for the development of a net 5 acre cemetery, located within the 16 acres planning approval boundary as shown in Appendix 1.
- 3.3 Further to this approval, a Draft Informal Planning Statement has been prepared which incorporates the development of a cemetery and the potential decant of Red Hall as part of a larger masterplan.

#### **Draft Planning Statement (DPS)**

- 3.4 Land around the eastern edge of Leeds has been defined as the East Leeds Extension under the Leeds UDP Review 2006. The area covers some 215ha of land, extending from the edge of Manston, to the west of the A58 at Wetherby Road. It includes the land at Red Hall which has an operational depot and the horticultural nursery. This land has been allocated as potential housing land (Policy H3-2). In addition the Red Hall playing field land is allocated as a Key Business Park reserved for B1 office use under policy E4:11. Altogether this land is approximately 70 acres.
- 3.5 In anticipation of the future potential development of Red Hall, a relocation plan is required to release the site from its present uses. This includes the continuation of the relocation of Parks & Countryside staff to the operational headquarters at Farnley Hall. However, there is a requirement to maintain some staff and operational functions in the east of the city and Whinmoor Grange has been identified as a suitable site for their relocation. These functions include the horticultural nursery comprising glasshouses

and polytunnels; green and brown waste recycling site; machinery workshop; east area depot and general offices.

3.6 The draft 'Whinmoor Grange Informal Planning Statement' is attached at Appendix 2. It is envisaged that this statement will be put out for consultation prior to being finalised and adopted as non statutory planning guidance. The statement will provide:-

- a starting point for the consideration of development proposals;
- opportunities to relocate facilities and services in a planned and co-ordinated way;
- clarity in relation to the potential future land uses of the site;

3.7 The DPS includes two options for consideration as part of the consultation.

#### **Option 1**

Option 1 provides net 5 acre cemetery in a c16 acre area located as per Appendix 1. This area will provide approximately 3,250 multi-faith graves. Based on current burial rates of 170/year in the North East, without Elmete this should give a lifespan of up to 19 years.

#### **Option 2**

Option 2 gives greater flexibility to the future development of the cemetery. The cemetery could in the future be extended to provide an additional net 10 acres (14 acres gross); an additional 38 years burial supply. On this basis, subject to further approvals, the total burial supply at Whinmoor could be 15 acres net; a supply of over 57 years. This could still be consistent with the policy for smaller cemeteries, should Members choose this option.

3.8 Subject to the view of Executive Board, the consultation about the DPS will seek views about these options. The planning statement will be finalised for approval following the consultation period.

#### **Whinmoor 5 Acre Cemetery Design Proposals/Scheme Description**

3.9 The works previously undertaken as part of the phase 1 & 2 planning approval consisted of the construction of the highways access to the site off Thorner Lane, the sub-base to the main access road through the proposed cemetery, and planting along the boundary of the site with Morwick Terrace.

3.10 It is proposed to provide a full 5 acres (net) burial space within this red line boundary where the infrastructure works have already been completed. The proposed layout for the cemetery is attached at Appendix 3. The works will consist of the surfacing of the existing base of the car park and main access road to highways standard; the construction of internal roadways and footpaths around the cemetery; and the construction of swales and a retention pond as part of a sustainable drainage system.

3.11 To ensure continuity of supply in the North East of the city, works are proposed to commence in July 2011, allowing the first burials to take place from March 2012 while there is still approximately six months' supply at Harehills.

#### **Proposed Elmete Cemetery**

3.12 Further to Executive Board in December 2008, officers have also explored the potential to develop up to a 5 acres (net) cemetery at Elmete, in addition to the 5 acres at Whinmoor. In 2009/10. Feasibility work indicates that the site is suitable for a cemetery but that the final site lay out and capacity will need to be investigated further due to the

possible existence of a Romano-Celtic Temple on part of the site. It is proposed to submit a planning application in March 2011 for the creation of Elmete Cemetery based on a plan to use approximately 4 acres net for burial. This, added to 5 acres at Whinmoor, would give capacity of 35 years.

### East North East Supply

- 3.13 In summary, the potential burial provision in the East North East of the city, as per the options in the DPS for Whinmoor, is shown in the table below.

Option in DPS	Site	Acres	Multi-Faith Plots	Years
Option 1	Whinmoor Cemetery	5	3250	19
Option 2	Whinmoor - Extension	10	6500	38
<b>Option 1 + 2</b>	<b>Whinmoor Total</b>	<b>15</b>	<b>9750</b>	<b>57</b>
	Elmete Cemetery	4	2600	15
	<b>East North East Potential Total</b>	<b>21.5</b>	<b>12,350</b>	<b>72</b>

- 3.14 Further to Executive Board consideration, consultation will take place on the DPS and also with all faith groups about these options and the outcome of this will be reported to Executive Board in Summer 2011.

### Consultation

- 3.15 At the time of the Executive Board report of December 2008, the Association of Leeds Mosques outlined their aspiration to secure a long term supply of burial space to meet the needs of the Muslim population of Leeds. This could be part of a larger multi-faith cemetery but the preference from the Association of Leeds Mosques was for a single exclusivity location. In 2008 the Council considered this request and took the view that the most appropriate course was to accommodate Muslim burials within the network of locally based cemeteries. The Council decided this at that time partly because of the preference for developing smaller cemeteries and partly in line with the Council's provision of cemeteries being based on a multi-faith approach as the chosen means of accommodating the diversity of the City's population.
- 3.16 The proposals at Whinmoor for 5 acres and Elmete for 4 acres will provide replacement cemetery provision for Harehills and Muslim burial space within multi faith cemeteries for over 35 years for all faiths in the north east of the city.
- 3.17 Officers have written to faith groups to consult about the proposals for both Whinmoor and Elmete and the policy for the development of smaller, locally based cemetery sites which are capable of accommodating burials for all faiths. Time has also been set aside to meet with any faith groups, to discuss the proposals further.

### Ward Member Consultations

- 3.18 During the development of both Whinmoor Cemetery and the proposals for a 4 acre cemetery at Elmete, a significant amount of consultation was undertaken with Executive board members and Ward Members, including site visits. Now that proposals for Whinmoor are ready to be implemented, further consultation about the proposed layout and programme have been arranged and will be undertaken in the near future. Elmete cemetery will be subject to consultation as part of the planning process but feedback from ward members has been supportive of the scheme to date.

- 3.19 In addition to the consultations above, it is proposed to consult Area Committees about the proposals for the long term supply of burial space. This is to ensure that all groups are represented and that future requirements are understood. The Equality Impact Assessment produced in 2008 will be further updated to reflect these discussions.

### **Programme**

- 3.20 Bearing in mind the imminent shortage of burial space in this area of the city, subject to Executive Board approval, it is proposed to move forward on the basis of the following outline construction programme for construction for both cemeteries:-

#### **Whinmoor Cemetery**

DCR to Executive Board	March 2011
Works to commence on site	July 2011
Completion of road infrastructure	October 2011
Construction of swales	October – December 2011
Burials commence	March 2012

#### **Elmete Cemetery**

Planning application submitted	March 2011
Planning approval	July 2011
Commencement of road construction	April 2012
Installation of entrance fencing/access gates	June 2012
Construction of car park	August 2012
Planting/seeding works	September 2012
Completion/burials commence	March 2013

## **4. Implications for Council Policy and Governance**

- 4.1 These schemes sit within the policy framework of the Council through the following documents:-

#### **Council Business Plan 2008-2011**

- ensure fair access to all our services
- increase involvement, engagement and participation of all communities, especially under-represented groups

#### **Leeds Strategic Plan 2008-2011**

- the environment is clean, green attractive and above all sustainable
- enable a robust and vibrant voluntary, community and faith sector to facilitate community activity and directly deliver services

#### **Environmental Policy**

- Work towards a more sustainable future preventing pollution and minimizing waste
- Improve local neighbourhoods by providing new green spaces, keeping them free from pollution

#### **Equality and Diversity Policy**

- Provide fair access to services, which meet the needs of our diverse communities and individuals
- Increase the number of equality, diversity and community cohesion impact assessments undertaken to identify and reduce, or remove, barriers to accessing services experienced by any particular groups

#### **Cemeteries and Crematoria 50 year Burial Strategy**

## 5. Resource Implications

### 5.1 Scheme Design Estimate

**Scheme being wholly funded from LCC resources – Scheme No 1358**

#### Whinmoor Cemetery

##### Works

Site Clearance and preparation	£21,455
Hardworks	£167,432
Planting/soft works	£50,807
Site Furniture	£12,000
Contingencies	£20,135
Administration	£37,750
<b>TOTAL</b>	<b>£309,579</b>

#### Capital Funding and Cash Flow

Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2010 £000's	FORECAST				
			2010/11 £000's	2011/12 £000's	2012/13 £000's	2013/14 £000's	2014 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	271.8			271.8			
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	37.8		10.0	27.8			
OTHER COSTS (7)	0.0						
<b>TOTALS</b>	<b>309.6</b>	<b>0.0</b>	<b>10.0</b>	<b>299.6</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2010 £000's	FORECAST				
			2010/11 £000's	2011/12 £000's	2012/13 £000's	2013/14 £000's	2014 on £000's
LCC Funding	750.0		10.0	440.0	200.0	100.0	
Total Funding	750.0	0.0	10.0	440.0	200.0	100.0	0.0
<b>Balance / Shortfall =</b>	<b>440.4</b>	<b>0.0</b>		<b>140.4</b>	<b>200.0</b>	<b>100.0</b>	<b>0.0</b>

Parent Scheme Number :

Title : 1358

### 5.2 Revenue Effects

The estimated initial grounds maintenance cost of the site is £12.5k per annum. This figure may rise slightly as the cemetery fills up. While there will be an income from burials, these will have switched from existing cemeteries which still have to be maintained. Therefore there will be a net cost to the service. However, it is proposed to contain this within the ongoing budget provision.

### 5.3 Risk Assessments

- 5.3.1 An updated design risk assessment has been undertaken since the original scheme design and will be used to generate the contractor method statement for the implementation of the works.

### 5.4 Equality Impact Assessment (EIA)

- 5.4.1 An Equality Impact Assessment was undertaken in 2008 of the proposed 50 year Burial Strategy. Since then there have been consultations with planning, legal highways and specific faith groups as well as site visits with ward members, in relation to the proposals to develop Elmete and Whinmoor.
- 5.4.2 The assessment identified that people of all faiths could be buried at any of the city's municipal cemeteries of their choosing. However, there are 2 cemeteries that have specific sections for Muslim burials – Harehills and Cottingley and 1 cemetery that has a specific section for Jewish burials – Harehills.
- 5.4.3 The EIA and the Executive Board report of December 2008 highlighted that the Councils consulted (Bradford, Bristol, Liverpool, Newcastle, Nottingham, Sheffield, Wakefield, Kirklees and Calderdale) accommodate specific faith burials within a multi-faith cemetery environment, with the exception of Bradford. The development proposals for current and future cemeteries in the city, can meet the burial needs of the Muslim community and all other faiths, in a multi-faith setting. The ongoing consultations with all faith groups in relation to the city's long term burial supply, will be reflected in an updated EIA.
- 5.4.4 Further consultation is taking place with a range of faith groups. The EIA will be updated to reflect this.

## **6 Conclusions**

- 6.1 This report sets out proposals, in line with the previous decision by Executive Board, which address the anticipated burial requirements for a large part of the city through the development of cemeteries at Whinmoor Grange and at Elmete. The proposals included in this report allow for approximately 19 years supply of burial space on 5 acres at Whinmoor Grange, with an opportunity to expand on this, depending on decisions about the proposed masterplan. There is also the potential to add up to a further 4 acres at Elmete, which would bring the supply to between 35-70 plus years, depending on the final option agreed for the Whinmoor Grange masterplan.
- 6.2 On the basis of the recommendations in this report, the Council will be able to meet its burial needs in the North East of the city for a minimum of 35 years through a series of smaller multi-faith cemeteries serving all faiths in Leeds.

## **7. Recommendations**

- 7.1 Executive Board is recommended to note the current position in relation to implementing the proposals agreed at its December 2008 meeting.
- 7.2 Executive Board is recommended to approve:
- a) the Draft Informal Planning Statement for Whinmoor Grange for public consultation to be undertaken over 4 weeks and the findings to be reported back to Executive Board;
  - b) expenditure of £309,579 on the construction of a 5 acre cemetery at Whinmoor (Cemetery Exts City Wide – Green Schemes, Scheme Number 1358)
- 7.3 Executive Board is also requested to note:-



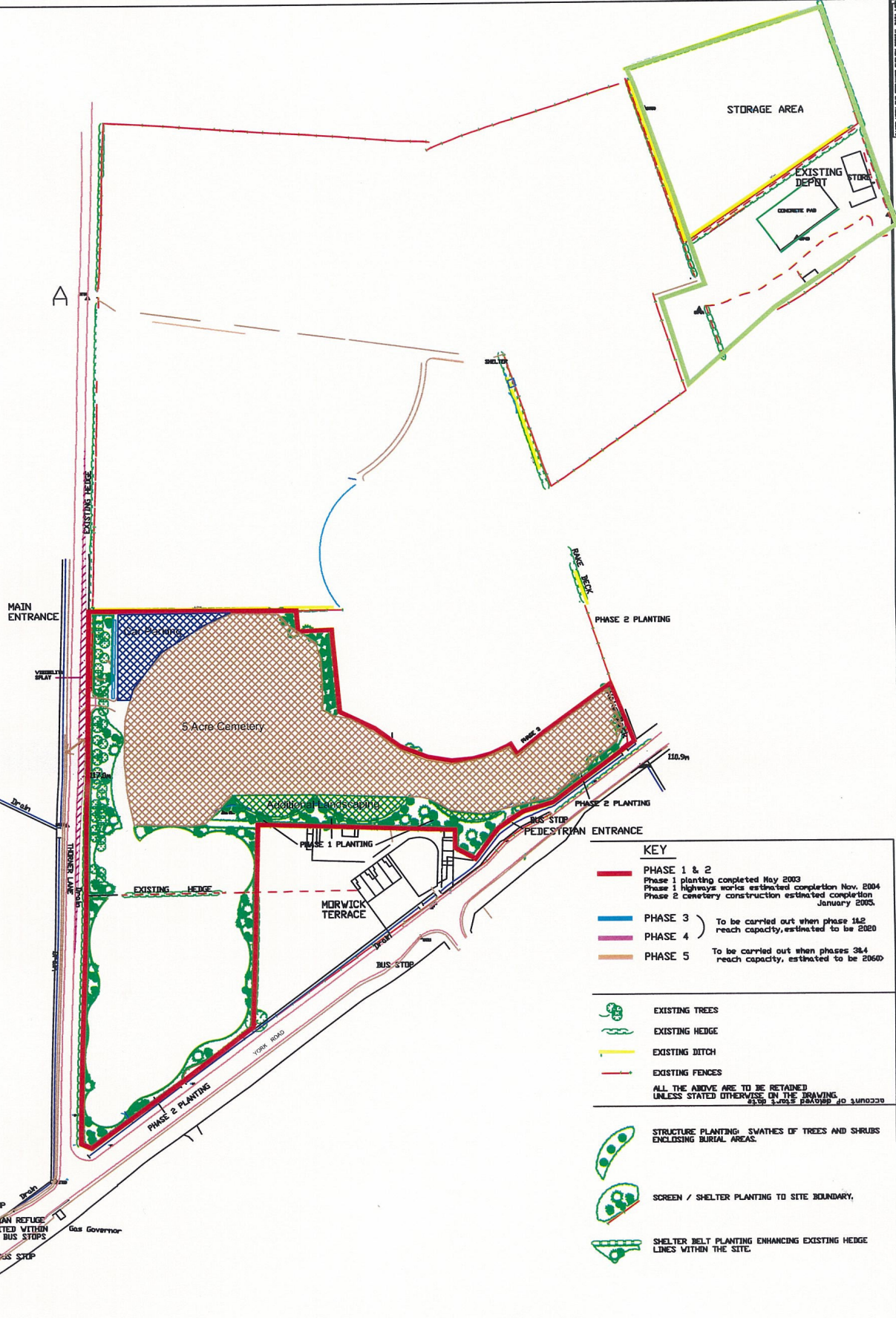
- c) the proposal to move forward with a planning application for a cemetery at the former Elmete caravan park.

### **Background Papers**

Leisure and Enterprise Scrutiny Board Report, December 2002  
Executive Board Report, December 2008, Long Term Burial Supply  
Equality Impact Assessment of Burial Supply in Leeds 2008

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- KEY**
- PHASE 1 & 2
  - PHASE 3
  - PHASE 4
  - PHASE 5
- Phase 1 planting completed May 2003  
 Phase 2 highway works estimated completion Nov. 2004  
 Phase 3 cemetery construction estimated completion January 2005.
- Phase 3 ) To be carried out when phase 1&2 reach capacity, estimated to be 2020
  - Phase 4 ) To be carried out when phases 3&4 reach capacity, estimated to be 2060
- EXISTING TREES
  - EXISTING HEDGE
  - EXISTING DITCH
  - EXISTING FENCES
- ALL THE ABOVE ARE TO BE RETAINED UNLESS STATED OTHERWISE ON THE DRAWING.
- STRUCTURE PLANTING: SWATHES OF TREES AND SHRUBS ENCLOSING BURIAL AREAS.
  - SCREEN / SHELTER PLANTING TO SITE BOUNDARY.
  - SHELTER BELT PLANTING ENHANCING EXISTING HEDGE LINES WITHIN THE SITE.

LEVELS BASED ON ORDNANCE DATUM  
 OSBM WHINMOOR GRANGE KENNELS 117.52  
 OSBM YORK ROAD - No.4 MORWICK TERRACE 114.52

PROPOSED LAYOUT - PLAN B  
**WHINMOOR REPLACEMENT CEMETERY**

Appendix 1

PROJECT WHINMOOR GRANGE FARM CEMETERY PROPOSED LAYOUT - 5 Acres E-Y	DRAWN BY J.C.	CHECKED BY S.C.	DATE 1.12.20
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**DRAFT**  
**Whinmoor Grange**  
**Informal Planning Statement**



**January 2011**  
**Appendix 2**

## Whinmoor Grange Informal Masterplan Statement



### Contents

#### Section 1

##### Background -

Introduction  
Aims and Objectives of Masterplan

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##### Site and Setting -

Uses – Existing and Previous  
Description  
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Visibility  
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#### Section 3

##### Planning Policy Context

Site Allocation  
Green Belt Policy  
East Leeds Extension  
Red Hall Allocation and Decant requirement  
Whinmoor Cemetery  
Future Land Uses at Whinmoor

#### Section 4

##### Development Opportunities

Masterplan Development – Options  
Potential Layouts  
Design Principles  
Possible Timescales

#### Section 5

Summary

#### Section 6

Appendices

## **Whinmoor Grange Informal Planning Statement**

### **1.0 Background**

#### **1.1 Introduction**

Whinmoor Grange is a 104 acre (43 hectares) site to the north east of Leeds. It is bounded by Thorner Lane to the west and York Road to the south and is owned

exclusively by Leeds City Council.



The majority of the site is currently used for rough grazing, however there is a now defunct depot in the centre of the site, which houses a large storage shed, office facilities and car parking. Currently this area of the site is being used for the storage of outdated and unusable equipment and machinery. (aerial photo)





In 2002, planning approval was granted for the construction of the first and second phase of a large scale 46 acre (19 ha) cemetery on the site, which amounted to approximately 16 acres (6.5 ha). However, a review of cemetery provision across the city, following the reconsideration of the provision of large scale cemetery sites has resulted in the requirement for a more strategic assessment of cemetery requirements on a smaller scale and an exploration of the potential alternative future uses of the site which will be encapsulated in the masterplanned options of the site.

## **1.2 Scope of the Statement**

This Statement sets out the development principles for the redevelopment of a large area of agricultural land at Whinmoor Grange Farm. It has been prepared to take account of the wider regeneration of north east Leeds, taking account of alterations in the Leeds UDP Review regarding the East Leeds Extension and provides opportunities to relocate facilities and services in a co-ordinated and planned way. It will provide guidance to officers, Council departments, ward members, stakeholders and the general public, to the formation of development proposals moving forward.

It will set out key principles and options for the redevelopment of the site and its structures and will be used by the Council as a reference document against which submitted proposals and future planning applications will be assessed.

The document will be laid out as follows:-

- Section 1 - Background to the site and this document
- Section 2 – Information regarding the site and the area
- Section 3 – Planning Policy context, pressures and previous approvals
- Section 4 – Development framework for the site and potential uses with associated masterplan options
- Section 5 – Summary and way forward

## **2.0 Site and Setting**

### **2.1 Site Description**

The Whinmoor Grange site is located approximately 6 miles to the north east of Leeds city centre, 1 mile to the south of Thorner and half a mile east of Whinmoor (location plan). The Council's land ownership extends to approximately 104 acres (42 ha) and includes the Whinmoor Grange Farm building, storage area and surrounding agricultural land.



The site is bounded to the south by the A64 York Road, to the west by Thorner Road and to the north by Mirycarr Road. It slopes gently west to east and north to south. It contains three electricity pylons and is transected by the overhead power cable associated with them. In addition, an underground gas main runs north-south through the western portion of the site. Internally there are several defined fields with hedgerows as boundaries, where several different crops have been grown in the past.

## **2.2 Uses – Existing and Previous**

The existing site, on the whole, is currently used for rough grazing, with a small area in the centre of the site providing storage space for the Council's defunct agricultural and maintenance equipment and machinery.

In 2002, access and infrastructure works commenced for the first and second phases of the Whinmoor cemetery along with a large amount of planting. However these were not fully completed as a result of a full cemetery provision review, but the approvals for the works are still in place, allowing the potential for these, or a smaller scale cemetery to come forward at some future point in time.

The storage area of the site was previously the operational depot of the Landscape Construction Team of the Parks and Countryside Service, with an access route along a narrow track off York Road. This operation was relocated in the late 1990's, to Red Hall, the then, head office for the service.

## **2.3 Access**

The A64 York Road is a major highway route into the city centre that passes along the south of Whinmoor Grange. There is a narrow track off the A64 that runs northwards into the depot area of the site, which was used as the site access until the function was relocated. The A64 is a very busy route for traffic travelling between York and Leeds and the reestablishment of this track off the A64 is unlikely to be explored as an option. PHOTO Thorne Road is generally a quiet route past the site and as a result of this, the access for the proposed cemetery site was constructed off this highway. The area has public transport links, with regular bus services along York Road in particular.



## 2.4 Views

Views into the site are not comprehensive, being restricted by trees and hedgerows which cross and block vistas west-east and north-south. However, within the site, the views are not wholly restricted apart from around the depot area, as the existing hedgerows are relatively well maintained and kept low.

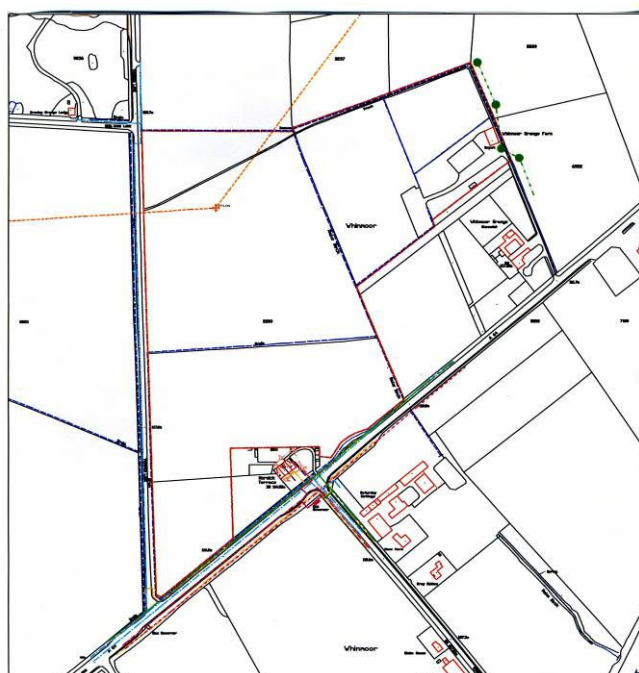


## 2.5 Site Constraints

There are several constraints that need to be taken into consideration in the development of the future master plan of the site. These include:-

- the Green Belt status of the site;
- existing trees and hedgerows;
- the overhead powercable and associated electricity pylons
- the underground gas main;
- the existing planning permission for phase 1 and 2 of the cemetery development;
- and the poor drainage and high water retention in the south west corner of the site.

The site is also crossed by several services and watercourses which are shown on the plan below

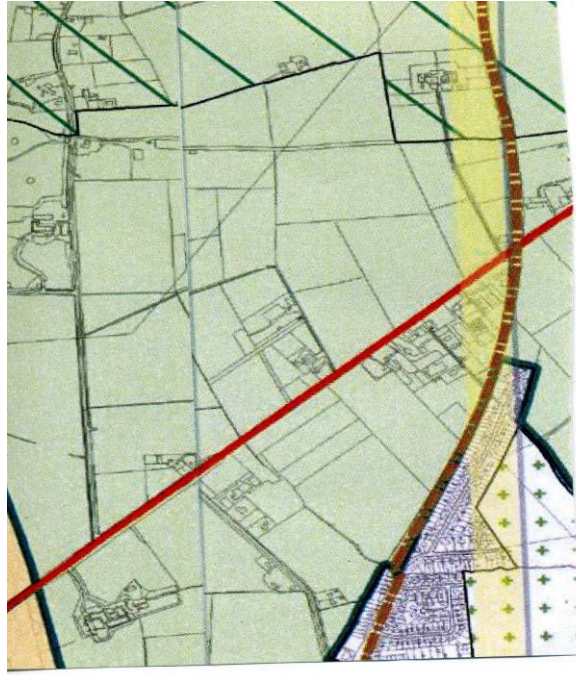


### KEY

Site Boundary	
Existing Watercourses	
Existing Foul Sewers	
Electricity High Voltage Overhead 132kv	
Electricity Low Voltage Underground	
Existing Water Mains	
Gas Low Pressure	
Gas High Pressure	
Telecom Overhead	
Telecom Underground	

### 3.0 Planning Policy Context

#### 3.1 Whinmoor Grange Site Allocation



- This site and the surrounding area is designated as Green Belt under policy N32 of the Leeds UDP Review 2006. (plan)

#### 3.2 Planning Policy Context

There is a general presumption against inappropriate development within Green Belts. As such, the construction of new buildings inside a Green Belt is inappropriate unless it is for the following purposes:-

- Agriculture and forestry
- Essential facilities for outdoor sport and outdoor recreation, for cemeteries and for other uses of land which preserve the openness of the Green Belt
- Limited extension, alteration or replacement of existing dwellings
- Limited infilling in existing villages
- Limited infilling or redevelopment of major existing developed sites identified in adopted local plans

In addition, cemeteries are also an acceptable use in Green Belt areas.

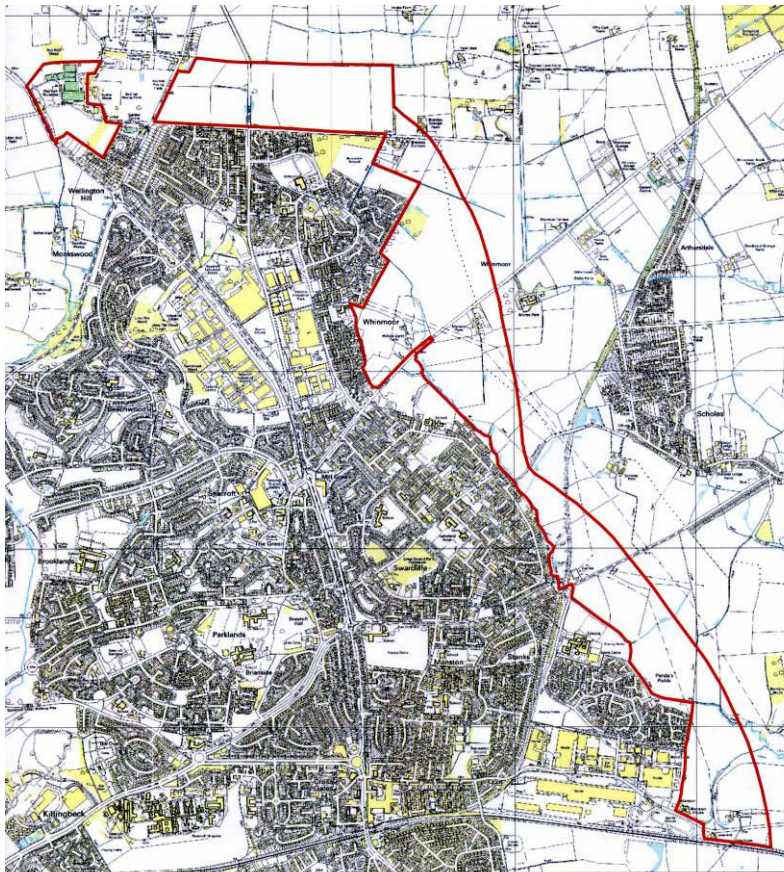
As previously stated, a small portion of the site used to function as the office and depot for the landscape construction team within Parks and Countryside Service.



This area is 0.65ha in size and contains a storage depot/shed and a large concrete hard standing, previously an additional storage shed. In addition there is a large gravel area surrounding the depot that was used for car parking when the facility was active.

### 3.3 Leeds UDP Review – East Leeds Extension

Land around the eastern edge of Leeds has been defined as the East Leeds Extension under the Leeds UDP Review 2006. The area covers some 215ha of land, extending from the edge of Manston, to the west of the A58 at Wetherby Road and includes Grimes Dyke and Red Hall. PLAN.

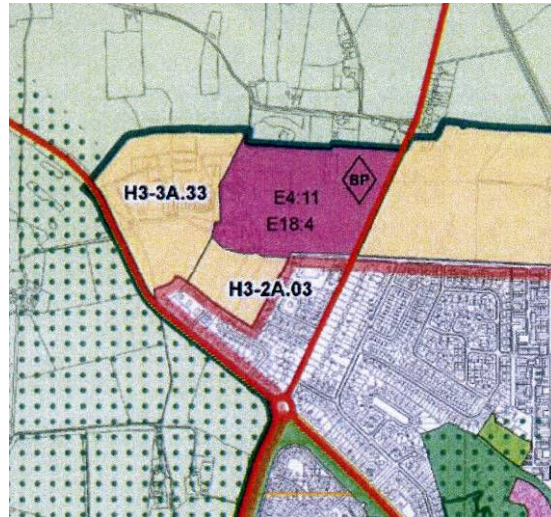


It is intended that development of this area will include housing, employment, greenspace and ancillary uses. The overall extension site is a significant Greenfield area, however its urban edge location will allow residents to benefit from integrated services and facilities available within the city centre and adjacent communities.

Future development of East Leeds Extension will need to be planned in an integrated way, which links to adjacent residential communities and employment areas. . New highway infrastructure will be required at an appropriate level based upon an assessment of the need for a new orbital relief road which would not only serve the development but offer an alternative for the A6120 Ring Road.

The land at Red Hall, included in the East Leeds Extension, is owned by Leeds City Council and includes the operational depot of the Parks and Countryside, now allocated as potential housing land. Land to the south of Red Hall Lane (H3-2A) is allocated for housing under phase 2 of the UDP. Land to the west of Red Hall (H3-

3A) is allocated for development under phase 3. The Council has not yet released phase 2 sites for development. The Red Hall playing field land is allocated as a Key Business Park reserved for B1 office use under policy E4:11 in the Leeds Unitary Development Plan which was adopted on 1<sup>st</sup> August 2001. This position is likely to be reviewed through the Local Development Framework (LDF) process to reflect changed planning circumstances, which now promote new office development within town centres. If it is established that there is no need for alternative employment land, this area is also likely to be brought forward for housing.



Under Policy H3-3A, this area will be subject to:-

- preparation of a Development Framework which will determine the phasing, mix and location of uses, density of development and location of access points
- assessment of the need for an orbital relief road and if required, funding by the development
- the provision of appropriate highway infrastructure incorporating the facility for public transport to serve the development
- financial support for enhance public transport routes, provision and services
- provision of local, community and education facilities
- provision of an appropriate level of affordable housing
- establishment of an overall landscape structure including substantial planting to site boundaries and main highway and footpath corridors
- retention of existing footpaths and creation of additional links to existing communities, local facilities and the countryside
- submission of a sustainability appraisal
- submission of a satisfactory flood risk assessment incorporating an appropriate drainage strategy

In order to facilitate any proposals coming forward under these policies in relation to Red Hall, the Council will need to assess the service requirements for Parks and Countryside in the future and develop a co-ordinated, pragmatic solution to their relocation. The key element to this is the development and subsequent agreement of

this Planning Statement that will allow all of the elements requiring decant to be assessed and the optimal location for these elements of the Service to be defined.

### **3.4 Red Hall Decant Requirement**

The Red Hall site, currently occupied by the Parks and Countryside service, provides services such as:-

- The horticultural nursery comprising glasshouses and poly tunnels
- Green and brown waste recycling site
- Horticultural machinery workshop
- East area depot
- General offices

These facilities occupy 18.50 hectares/45 acres (2.25 ha/5 acres is Green Belt). It does not include the Rugby Football League site. In addition there are 11 ha of playing fields (E4:11) identified as Key Business Park site which is not included as part of the East Leeds Extension.

In 2006, Phase 1 of the project to relocate staff from Red Hall to Farnley Hall was completed. This project to date has consolidated a range of service functions at Farnley Hall and has initiated the relocation strategy required to release the Red Hall site in the future for potential development.

To fully release land at Red Hall for the formation of the East Leeds Extension and realise the benefits of future developments, all of the remaining functions at Red Hall require decanting as part of a wider relocation strategy. Part of this strategy involves the continuation of the relocation of Parks and Countryside staff to the operational headquarters at Farnley, where appropriate. However, some of the remaining functions at Red Hall will either require a significant land take, such as the horticultural nursery and the recycling unit or need to be located at the eastern side of the city i.e. the east area depot. In addition, this allocation is subject to the provision of offsite highways improvements, the protection of the setting of the listed buildings at Red Hall and the provision of high quality replacement playing fields and changing rooms.

The playing fields are protected under Planning Policy Guidelines 17 (PPG 17) which states:-

‘Where an exchange of land is required/takes place, to compensate for loss of recreational provision at another location, Local Authorities should secure any necessary works and subsequent management agreement by planning conditions or obligations associated with the grant of the planning permission. Exchanges should be equivalent in terms of size, quality, accessibility, usefulness and attractiveness to that being lost’.

As such, the Whinmoor Grange site, with its previous use as the landscape construction depot, its large land area (104 acres) and access infrastructure works completed as part of the development of Whinmoor Cemetery, has been considered for some time as a potential site for the decant of Red Hall. This Informal Planning





Statement will explore the potential future mix of uses the site could be put to, based on its UDP allocation, the activities/land uses requiring relocation from Red Hall along with any previous planning approvals for the site.

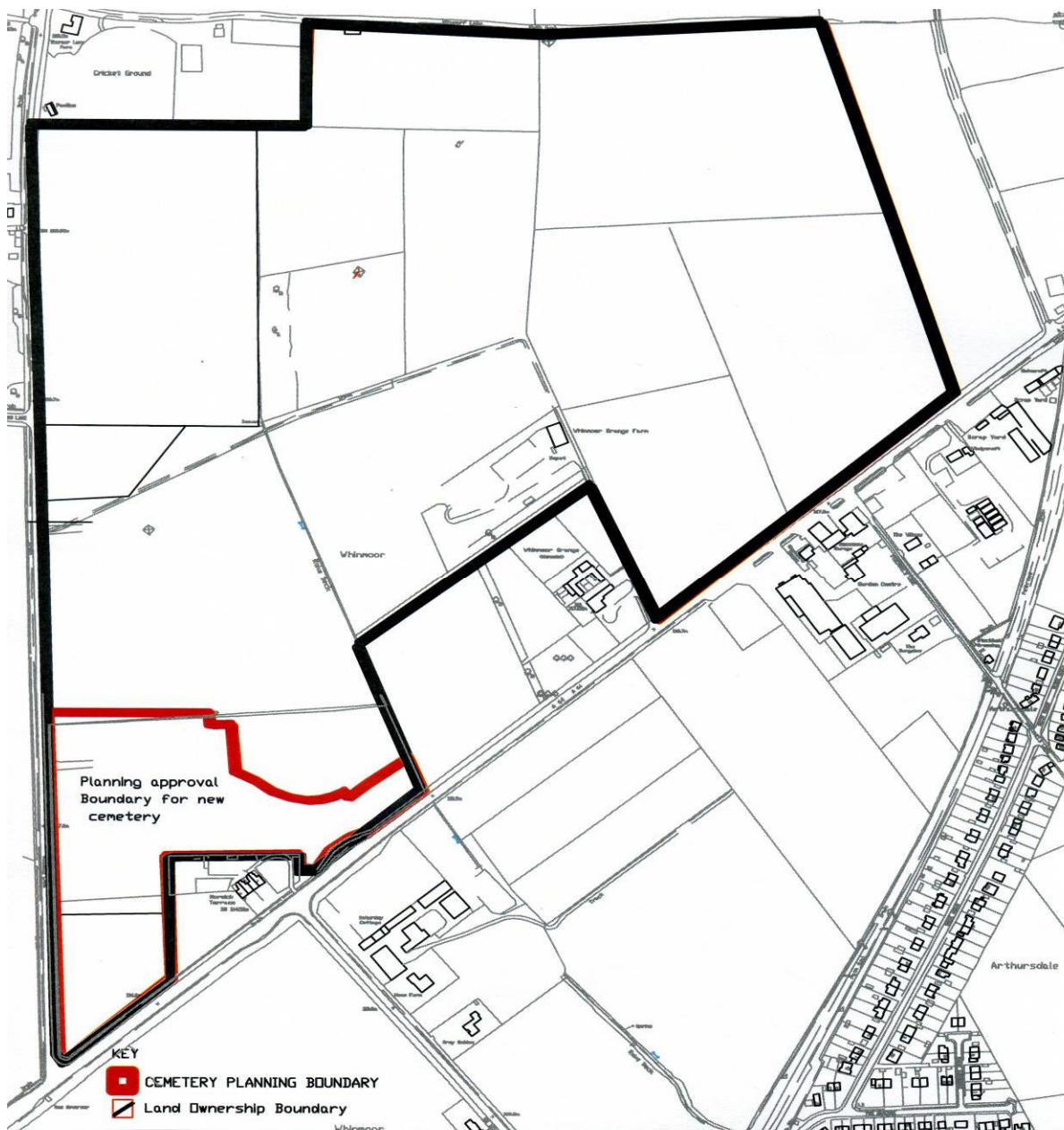
### **3.5 Whinmoor Grange Cemetery**

The land at Whinmoor Grange was identified as being suitable as the site for the Replacement Harehills Cemetery as it fitted many of the criteria set at that time for the location of new north east Leeds cemetery. These were;-

- The site was in the Council's ownership
- The use of the site as a cemetery was an appropriate use of land within Green Belt
- Road access was good
- Statutory services were close by the site
- Geological conditions were satisfactory
- Generally, the site was not generally visible within the wider landscape

Planning permission for Whinmoor Cemetery was secured in 2002 and early infrastructure works consisting of highways and horticultural (planting) were completed in 2004.

However, following a review of the Scrutiny Board (Learning and Leisure) of December 2002 on the 'Proposed Harehills Replacement Cemetery at Whinmoor' and a subsequent review of the 'Cemeteries and Crematoria 50 Year Strategy', a policy of small, locally based cemeteries was adopted by the Council's Executive Board in December 2008.



Following this decision, the feasibility of the Whinmoor Grange site as a small cemetery was reexamined, taking account of the possible need to co-locate such a facility with replacement Red Hall facilities (the horticultural nursery, the East Leeds working depot and sports pitches). Based on the existing planning approval for the

cemetery (phases 1 & 2 16 acres or 6.5ha) and the requirement for a maximum of 9.5ha for the horticultural nursery and the works depot, plus 15 ha of playing field land to replace the 11 ha decanted from Red Hall Playing Fields, with increased capacity to address other local pitch quality issues, there is enough land to accommodate all of the proposed decant, including a small cemetery.

In 2008, Executive Board approved the 'development of a 5 acre cemetery at Whinmoor in the location identified on the plan submitted with the report (PLAN below) and with the recommendation that its implementation is delivered as part of the larger masterplan for the site.'

Phases 3-5 of the proposed cemetery development are now not proposed to come



forward and will be considered for other land uses linked to the relocation of Red Hall.

### **3.6 Future Land Uses at Whinmoor - Aspirations**

3.6.1 Our aspiration for the Whinmoor masterplan is to:-

- Provide opportunities for increased access to the countryside by enhancing existing desire lines through the site and linking into existing permissive footpaths where appropriate
- Explore opportunities for increased nature conservation and environmental sustainability
- Protect and enhance existing habitats where possible
- Provide opportunities for formal and informal recreation
- Utilise the site to allow for the existing uses at Red Hall to be accommodated on the site, taking account of the Green Belt location
- Explore the options in relation to the construction of the ancillary buildings required for the site operations
- Recommence construction works in relation to the development of a 5 acre cemetery on the site, within the existing planning approval boundary
- Explore potential highway options into and out of the site to service all of the proposed land uses

### **4.0 Development Opportunities**

#### **4.1 Masterplan Layout – Options**

The overall vision for Whinmoor Grange is for consideration to be given to a range of land uses that are complementary to Green Belt policy through an agreed masterplan. This will include the previous approval for a 5 acre cemetery. Potential uses falling within this scope are:-

- horticultural glasshouses/nursery
- recreational facilities such as outdoor sports pitches and associated changing rooms
- agriculture – which is the site's existing land use
- natural amenity areas for nature conservation
- footpaths and bridleways, linking in to the existing network
- depot/office facilities and associated car parking
- other land uses permissible in green belt such as allotments, natural land etc

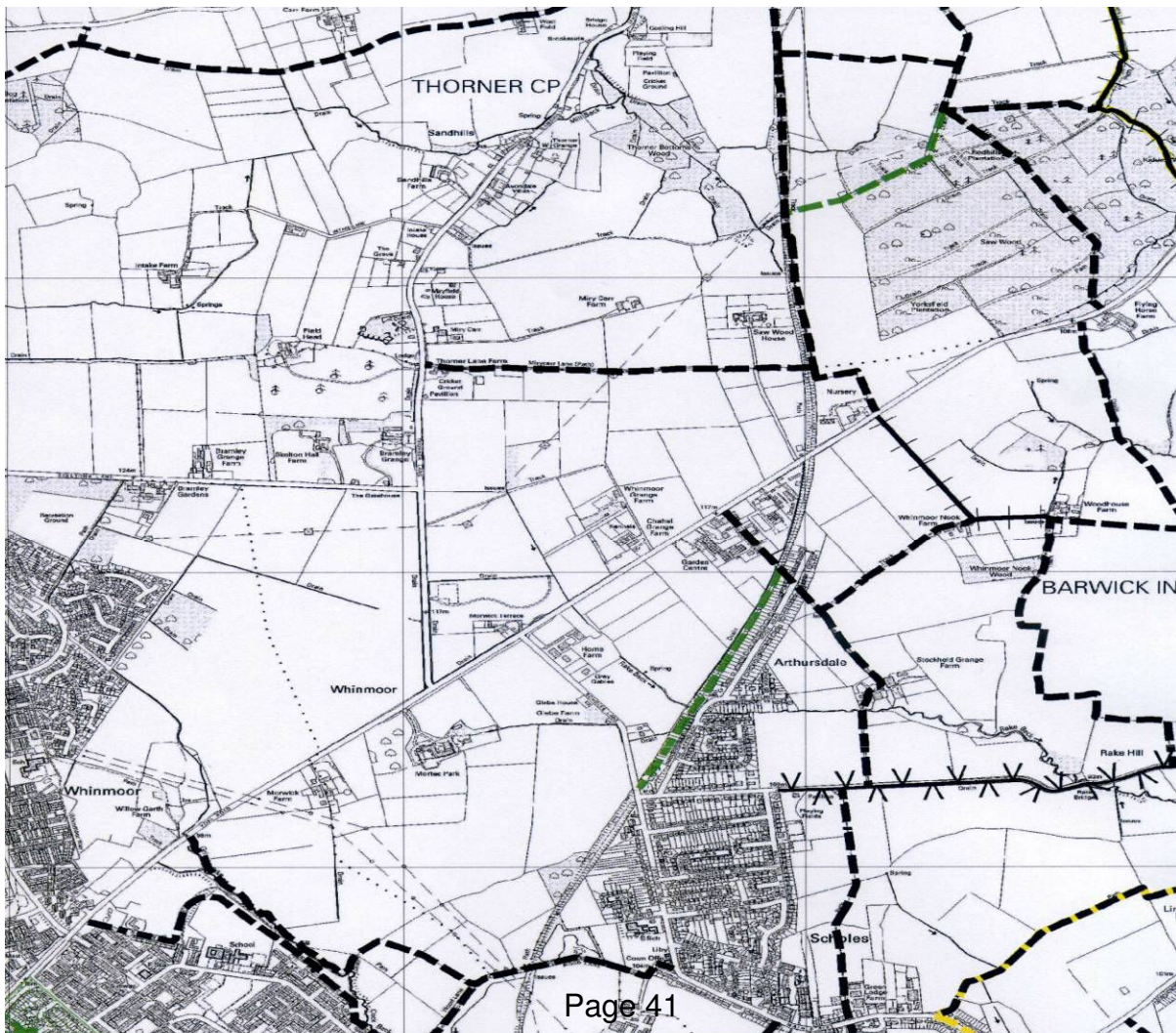
#### **4.2 Pedestrian & Cycling Networks and Links**

Whinmoor Grange currently has a definitive footpath running along Mirycarr Lane to the north of the site. There are no other identified paths within the site, either definitive or permissive. To the south of the site and the A64 York Road, there is a bridleway that links Whinmoor Nook Farm and Woodhouse Farm to footpaths southwards and northwards across the A64 and beyond to Saw Wood House and Thorner.

Inside the site however, there is a vehicle 'track' that runs from the sites northern access gate, around internal field boundaries, to the old depot area. This route was used daily when the depot was active but has now become overgrown as a result of the depot being relocated to Red Hall. Consideration could be given to the potential for this route to be utilised as a future access route into and out of the site following any recommencement of operational functions.



As the site develops, particularly when the cemetery works are completed, access for informal recreation (dog walking, cycling) will increase. Opportunities to expand the internal footpath network, from the cemetery into the wider footpath network and



the potential for the creation of new linkages will be explored.

### **4.3 Transport Access and Parking, Green Travel Plan**

In developing a masterplan for the Whinmoor Grange site the following objectives need to be taken into account when considering transportation issues. These are:-

- The existing planning approval for phases 1 & 2 of Whinmoor Cemetery, including the completed highways works and car parking base
- The promotion of sustainable travel modes where possible
- Minimal impact on the strategic highway network around the site, in particular the A64
- Minimise the impact of generated traffic for existing residents and businesses in the vicinity of the site
- Provide appropriate infrastructure to enable the safe access and egress for vehicles arriving and departing the site
- The potential to utilise the northern entry point of the site from Thorner Lane as the new site access for all uses apart from the cemetery, to ensure appropriate consideration and separation is given to mourners and other operational uses

Both physical infrastructure and operational management of the site in the future needs to consider how to accommodate the sites function as a depot for the Parks and Countryside Service during weekdays, the cemetery usage including funerals, the horticultural nursery and both formal and informal recreation. This will be explored in greater detail through the planning process and the development of management plans.

### **4.4 Building Form & Quality**

To ensure that any proposals in relation to the relocation of Red Hall depot are consistent to Green Belt policies, any scheme design for the reuse of the existing building or former building plots should:-

- minimise the impact on the openness of the Green Belt
- ensure that the rural appearance of the land is retained by appropriate building materials and screening
- ensure that the location of the changing facilities is the most usable in relation to the playing fields

### **4.5 Site Layout**

In considering potential site layouts and proposed land uses within the 104 acre site, there are key requirements that need to be taken into account. These are:-

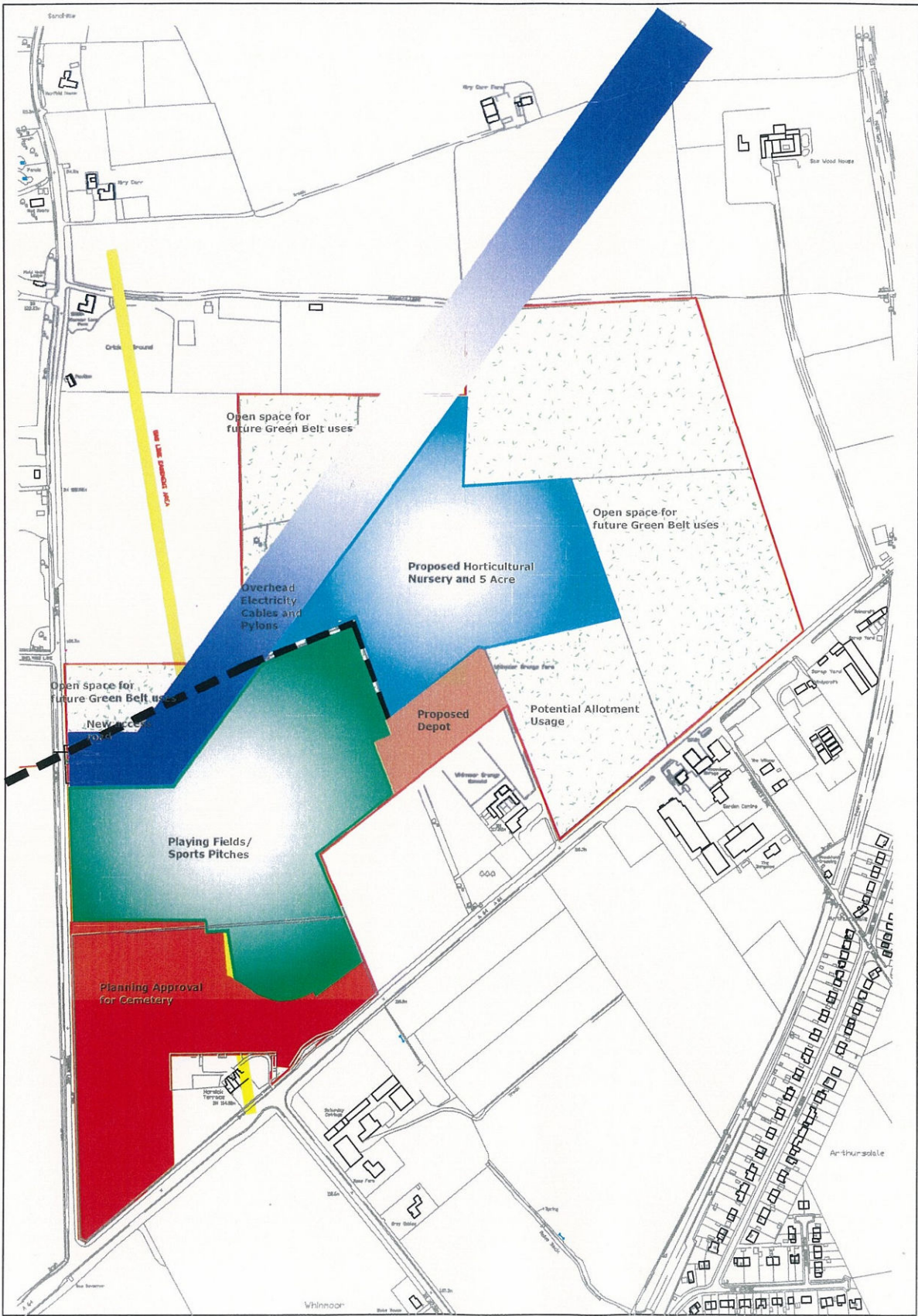
- The need for a separate entry to the site that is detached from the already constructed entry into the proposed 5 acre (2ha) cemetery area from Thorner Lane
- The requirement to provide 3 acres (1.2ha) of land for the relocation of the horticultural nursery

- The requirement to relocate the playing field land from Red Hall to Whinmoor 27 acres (11ha) with its associated changing facilities and the opportunity to explore the use of the site for additional quality playing field provision
- The potential relocation of the recycling unit and 5 acre site
- Future pedestrian, cycling and bridleway linkages through/within the site and beyond to wider existing routes
- The overhead electricity pylons and the requirement to have a 60m wide easement beneath them
- The existing underground gas main that runs north-south through the site with a 12m easement
- The potential to utilise the site for other service uses that are complementary to Green Belt use such as allotments, tree planting and habitat creation
- The potential to explore the expansion of the cemetery in the future to a maximum size of approximately 12 acres
- The requirement to provide office accommodation for Parks and Countryside staff from
  - Forestry
  - Natural environment
  - Nursery
  - Landscape Construction
  - Area officers for the east

After taking these factors into consideration, there are 2 proposed masterplan options for consideration as part of this Draft planning Statement, Option 1 and Option 2, which are shown below.

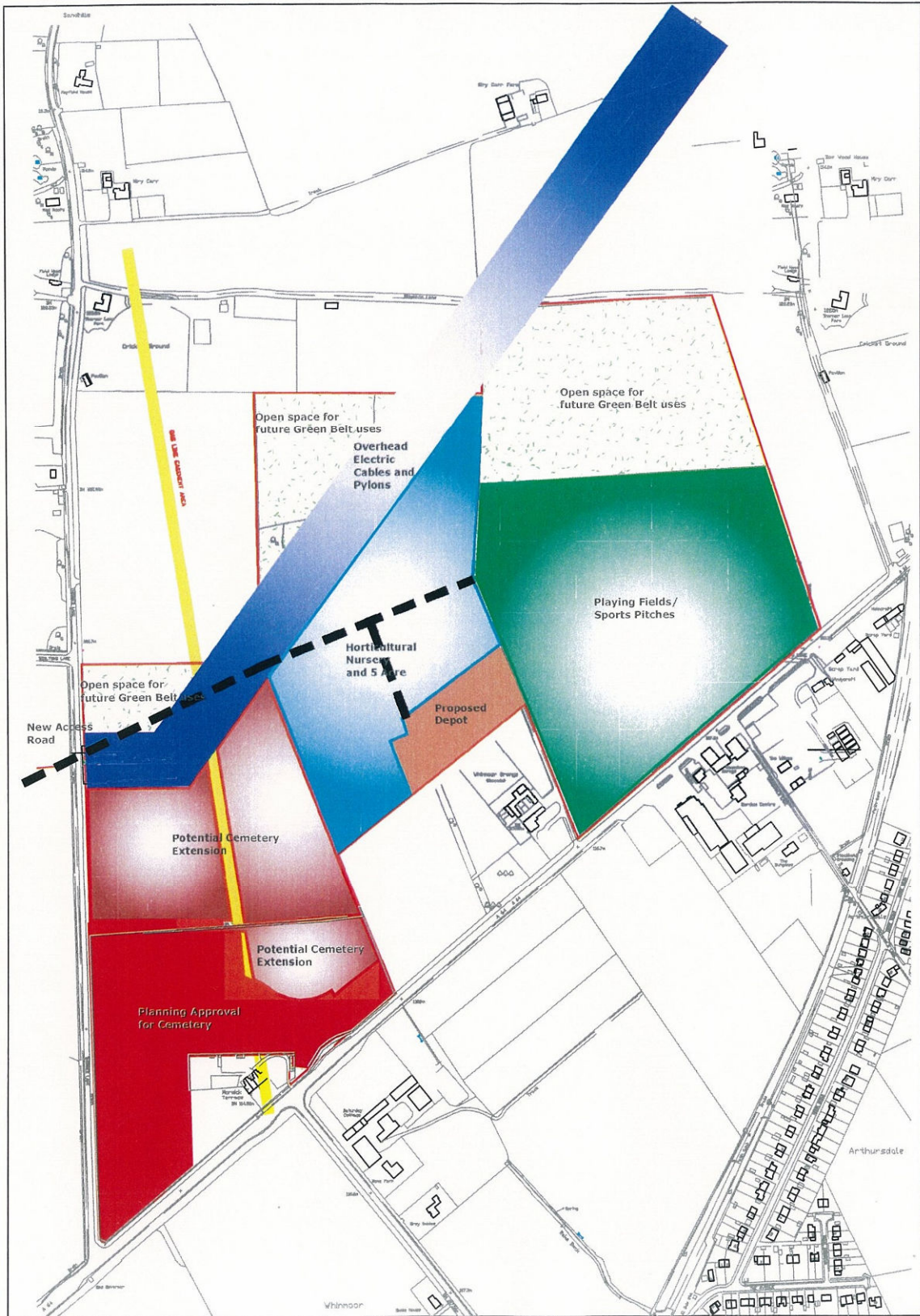
### **Option 1**

This option shows the net 5 acre cemetery located as per the planning approval, which will provide 19 years of multi faith burial supply. Above this is an area of proposed playing field land to allow for the decant of Red Hall playing fields with space for additional pitches for club growth or other playing pitch relocation. This area is approximately 20 acres in size and could accommodate up to 10 playing pitches. The proposed depot sits over the existing area that used to house the former landscape construction depot and is XXX in size. The proposed horticultural nursery sits to the north of the depot and covers an area of approximately 15 acres. There is also the potential to explore other complementary green belt uses with the remaining land area, such as allotment use, woodland development etc.





# Option 2



This option provides for the net 5 acres in the location as per the planning approval but also retains an area that could be utilised for a future cemetery extension of up to 10 acres. This could provide additional burial time of up to 38 years if required. The playing field land is now accommodated to the east of the site and is over 25 acres in area which could accommodate up to 15 playing pitches. The depot sits in the same location for both options and the position of the nursery varies only slightly from option 1. There is also still remaining land to explore other site uses that are complementary to green belt use.

#### **4.6 Whinmoor Grange Design Principles**

As a site that is rural in nature and mainly agricultural in use, the main aims for any designs coming forward will be to:-

- Improve the setting of the site, whilst maintaining its open aspect and rural setting
- Improve pedestrian access through and beyond the site and provide clearly defined routes
- Provide an appropriate setting in the cemetery where funerals/burials can take place and afford grieving families time and space for reflection
- Improve and enhance existing tree, shrub and other landscape elements
- Biodiversity enhancements will be explored, which should seek to provide linked habitat areas across the site
- Maintenance of the site will be hugely important to the success of the whole relocation of the Red Hall depot, cemetery and wider site and will encourage and retain local users
- Any building development must be sensitive to the surrounding land uses and any existing property close by.
- Consideration must be given to the public utilising public transport to access the site

#### **5.0 Planning Procedures – Next Steps**

##### **5.1 Consultation strategy**

The Council will seek to engage stakeholders including the people of Leeds and appropriate statutory agencies, simultaneously over a period of 6 weeks, utilising a variety of media, including public exhibitions, hard copy and electronic questionnaires and documents, presentations and public meetings prior to the adoption of this document.

The adopted Leeds City Council statement of Community Involvement (SCI) sets out ways that can be used to make sure that people:-

- I. Are aware of what is happening
- II. Know how and when they can have a say on any issue
- III. Have access to all the available information
- IV. Find out what decisions have been made following consultation and whether they can take any further action should they wish to do

## **5.2 Planning Pre-application Process – Planning Performance Agreements**

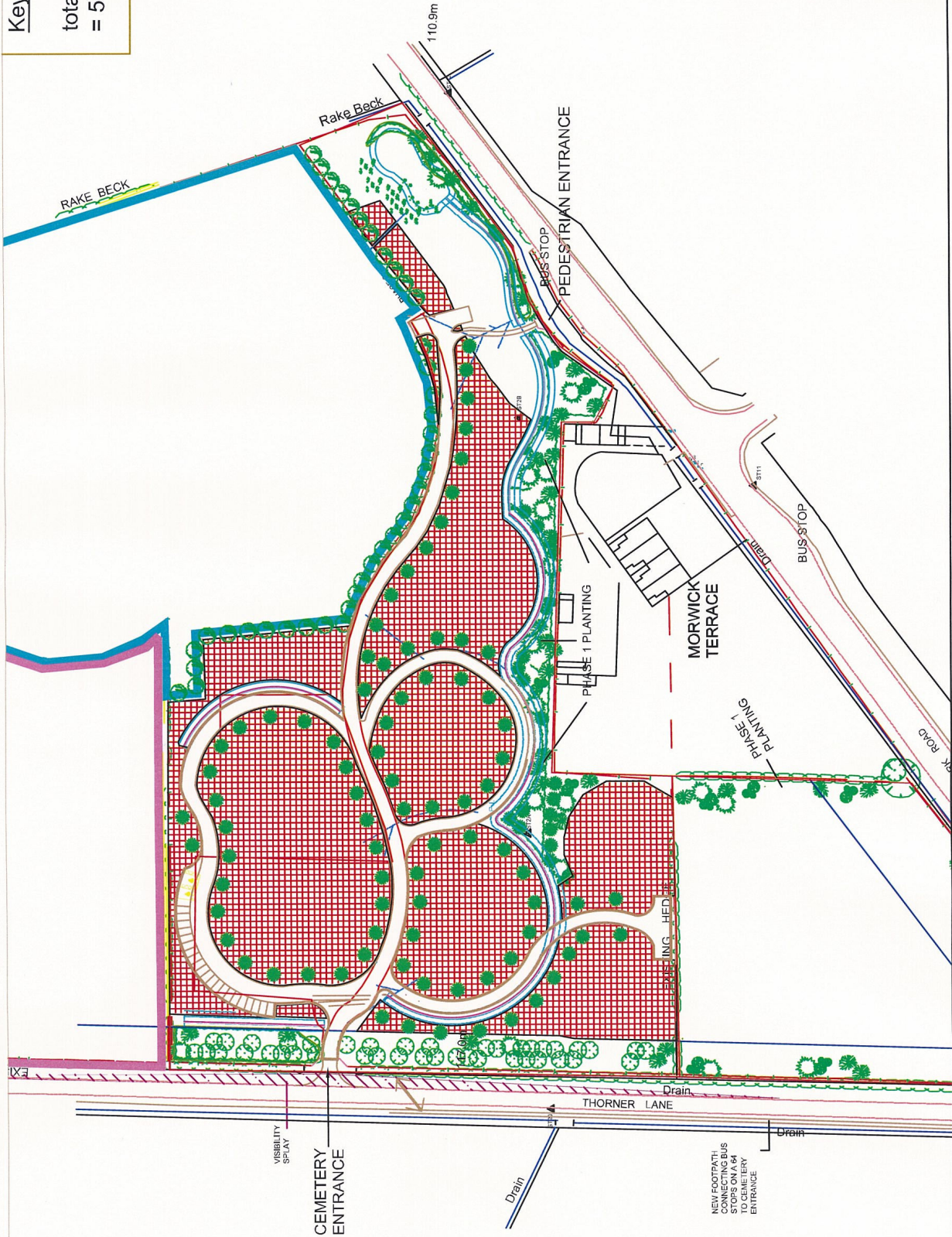
- Leeds City Council Planning Services offers an integrated approach to dialogue with stakeholders and will coordinate all planning and related inputs, including advice on Building regulations issues. This will extend through the pre-application period to the formal planning application stage.
- For further information please contact XXXXXXXXXXXXX quoting 'Whinmoor Grange Informal Planning Statement

[http://www.leeds.gov.uk/Environment\\_and\\_Planning/Planning\\_service\\_and\\_performance.aspx](http://www.leeds.gov.uk/Environment_and_Planning/Planning_service_and_performance.aspx)

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Key

total burial space  
= 5.00 acres



Appendix 3

City Development Plan 7th Phase West Whinmoor Cemetery 118 Moor Road Leeds LS28 5ED	
Project Name	Whinmoor Cemetery
File Name	Proposed Layout
Scale	1:7500 (Scale)
Drawn By	LS2854 FEB 2011
Checked By	
Drawn Date	
Checked Date	
Drawn By	
Checked By	
Drawn Date	
Checked Date	

Whinmoor Cemetery  
Proposed Layout  
Option C

This map is based upon Ordnance Survey aerial data with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. It is reproduced here for the purposes of the proposed development. Leeds City Council, LA27513, 2009.

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## **EXTRACT OF EXECUTIVE BOARD MEETING HELD ON WEDNESDAY, 9TH MARCH, 2011**

### **LEISURE**

191 Long Term Burial Supply for North East Leeds: Whinmoor Grange Cemetery Design and Cost Report and Draft Whinmoor Grange Informal Planning Statement

Further to Minute No. 153, 3<sup>rd</sup> December 2008, the Acting Director of City Development submitted a report providing an update on the progress made regarding the supply of burial space within north east Leeds, the preparation of a masterplan for the Whinmoor Grange site and the outcome of feasibility works undertaken to explore the potential to deliver a 5 acre cemetery on the site of the former Elmete Caravan Park. In addition, the report also sought approval of the Draft Planning Statement for Whinmoor Grange as a basis for public consultation, whilst also seeking approval to the incurring of related expenditure.

The report noted and provided details of an Equality Impact Assessment which had been undertaken in 2008 in respect of the proposed 50 year Burial Strategy, a matter which was considered by the Board at that time. However, since 2008, the report highlighted that there had been consultation with planning, legal, highways and specific faith groups, in addition to site visits with Ward Members, in relation to the proposals to develop Elmete and Whinmoor. The report also noted that the Equality Impact Assessment would be updated to reflect the ongoing consultations which were being undertaken with all faith groups in relation to the city's long term burial supply.

#### **RESOLVED –**

(a) That the current position regarding the implementation of the proposals agreed at the Executive Board meeting in December 2008 be noted.

(b) That the Draft Informal Planning Statement for Whinmoor Grange be approved for the purposes of a public consultation exercise which is to be undertaken over 4 a week period, with the findings being reported back to Executive Board.

(c) That approval be given to the incurring of £309,579 expenditure on the construction of a 5 acre cemetery at Whinmoor (Cemetery Exts City Wide – Green Schemes, Scheme Number 1358).

(d) That the proposal to move forward with a planning application for a cemetery at the former Elmete caravan park be noted.

DATE OF PUBLICATION: 11<sup>TH</sup> MARCH 2011

LAST DATE FOR CALL IN OF ELIGIBLE DECISIONS: 18<sup>TH</sup> MARCH 2011  
(5.00 P.M.)

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