

## **NORTH AND EAST PLANS PANEL**

**THURSDAY, 30TH JUNE, 2022**

**PRESENT:** Councillor J Akhtar in the Chair

Councillors N Sharpe, M Midgley, A Lamb,  
R. Stephenson, H Bithell, D Jenkins and  
P Wray

### **CHAIRS OPENING REMARKS**

The Chair welcomed everybody to the meeting and paid thanks to Councillor C Gruen as former Chair of the North and East Plans Panel. The Chair, on behalf of the Panel wished Councillor C Gruen all the best in her new role within the Council.

#### **1 Appeals Against Refusal of Inspection of Documents**

There were no appeals against the refusal of inspection of documents.

#### **2 Exempt Information - Possible Exclusion of the Press and Public**

There were no exempt items.

#### **3 Late Items**

There were no formal late items.

#### **4 Declaration of Interests**

No declarations were made at the meeting.

#### **5 Apologies for Absence**

Apologies were received from Councillors Anderson and Flint. Councillor Smith attended as a substitute for Councillor Anderson.

#### **6 Minutes - 12 May 22**

**RESOLVED** – That the minutes of the meeting held Thursday, 12<sup>th</sup> May 2022 be approved as an accurate record.

#### **7 21/04468/FU - on land at Red Hall Lane, Red Hall, Leeds**

The report of the Chief Officer updated Panel Members on the current full planning application for the residential development of 360 new build dwellings, conversion of offices to form 2 apartments in the Old Farmhouse, refurbishment and extension of Gate House, conversion of outbuildings to

form garages, bin, and cycle store: and associated works, on land at Red Hall Lane, Red Hall, Leeds.

It was noted that an earlier pre-application presentation was made to the City Plans Panel on 8<sup>th</sup> April 22 and appended to the report included a copy of the minutes from that meeting.

Members had attended a site visit and were shown slides and photographs throughout the officer presentation.

The Planning Officer presented the application, providing the following information:

- Clarifying correct order of appendices to the report.
- The site is located to the north of existing main urban area and spans between the existing Ring Road (A6120) and Wetherby Road (A58).
- The former Council horticultural nursery has since been replaced by the temporary East Leeds Orbital Route (ELOR) works depot. It was noted that ELOR is currently under construction.
- Site characteristics of the two broad development areas were provided.
- The site is owned by the Council and sale will lead to a capital receipt.
- There is a separate application relating to the Red Hall House site which is separately owned and not included within the red line.
- Detailed layout of housing and design issues – a suggestion has been made by officers to connect the streets instead of having a number of cul-de-sacs.
- A conservation issue has been identified by officers with the dwellings to the west of Red Hall House, which is a listed building. The current layout is considered to harm the setting of the Listed Building. Consequently – a suggestion has been made to reconfigure the area to include a landscaped area / greenspace to provide a visual buffer. It was noted that there are a number of design matters to be addressed in the scheme.
- Officers provided an overview of the housing mix and explained the proposed mix was not consistent with planning policy. It was explained that the re-consideration of the layout will provide an opportunity to re-visit housing mix.
- An overview of house types was provided.
- There are various clusters of affordable housing across the site and blocks of flats.
- The woodland has been retained and additional tree planting has been proposed across the site, as well as a green buffer to the site's boundary with ELOR.
- There are concerns from residents living on Red Hall Lane that with a possible increase in traffic and road users, the proposed spine road may be used as a 'rat run'. However, officers noted that parts of the site did not meet accessibility standards. To help address this, it is considered appropriate to design the spine road so that it can accommodate potential public transport penetration in the future. This would necessitate the width of the road being increased. Due to the

proximity of ELOR and the Ring Road officers considered that it would not be useful as a 'rat run'. The West Yorkshire Combined Authority (WYCA) also supported designing the spine road so that it can accommodate buses. This could facilitate the use of the road by on-demand buses.

- Officers noted that careful thought should be given to a spine road through the site to enable potential public transport penetration in the future and that two points of access would be required for a development of this scale.
- Showed sections of the spine road with different proposed widths outlining the public transport that could be provided on these routes and discussed the need for the route to be narrower in places to avoid the loss of hedgerows and trees.
- A further representation has been received following publication of the report from a resident on Red Hall Lane relaying concerns regarding the number of houses proposed, loss of greenery, management of green space, access points and widening Red Hall Lane.

Representatives from Redrow and Optima attended the meeting in support of the application and explained they are unable to amend the design of the application before a decision on the through road is made. They were of the view that Highways have requested a through road, however, residents and elected members do not want one.

In response to questions from Members, the following was confirmed:

- In the current design the "through road" is a narrower corridor to avoid the route becoming a rat run. The Red Hall Planning Brief does not anticipate a spine road through the site. It would be possible to widen the route to provide a bus connection.
- There are no alternative access points to the proposed site from Wetherby Road.
- The eastern half of the site is currently allocated for employment use.
- Historic England have asked that the design of Red Hall be respected.
- If a spine road is considered, there will be a loss of existing trees and verges.
- There is scope to re-look at housing mix in terms of more 3-bed homes and less 4-bed homes.

Councillor P Grahame attended the meeting and explained that her main concern is 'rat running' issues from Red Hall Lane through to the Ring Road. In response to a question from a Member, Councillor P Grahame confirmed that widening the roads to reduce the overall number of houses is deemed acceptable.

Responding to questions from Members, officers informed the Panel with the following information:

- Design guidance states that a development with over 200 houses requires 2 access points. Further considerations in terms of place-making and public transport penetration will need to be looked at.

Officers want to ensure the development is future proofed to enable a bus route to access the site and to ensure accessibility of the site for residents. Provision for street trees, verges and cycle and pedestrian provision are being considered.

- Additional road infrastructure is being delivered to mitigate 'rat running' problems on the through road. Additionally, it was confirmed that the through road is considered a 'connector street' to connect the development to external areas and is not a main road that encourages 'rat running'.
- There is a ramp accessed to the bridge over ELOR for cycling. Officers are pushing to put other links to the ELOR route and existing ring road.
- The Northern Quadrant outline planning consent requires Red Hall Lane to be closed east to Wetherby Road to address safety concerns. Alternative routes for existing residents were discussed.
- Members believed revising existing bus routes will impact existing residents accessing public transport. It was confirmed that the future of how bus services will operate is not confirmed. However, officers do not want to preclude a bus service running through the proposed site. It was also noted that there are a significant number of houses in the proposed site that are over 400m from existing bus stops, and accessibility will need to be improved.
- Officers explained that place-making is a consideration around design and layout of the proposals, to include greenery and being able to distinguish one street from another.
- In response to a question regarding future proofing mass transit, officers explained that should this be delivered, it will be on main arterial routes in the city with key radial routes. This will not be a consideration for this development.
- There is currently no policy basis on which to consider a mass transit and any future mass transit system would likely be on main arterial routes through Leeds. Feedback on flexi buses (Demand Responsive Transport, or DRT) can be obtained from WYCA, and it was noted that sustainability of such service cannot yet be confirmed.
- There could be a commuted sum for bus stops on site.
- Additional bus stop provision on the ring road would be un-likely to improve accessibility to the development.

Members comments included:

- Whilst it was acknowledged that the closure of Red Hall Lane relates to the Northern Quadrant application, Members commented that there is a missed opportunity to improve the junction and looking at how to make the crossroads better in general.
- Whether there is a need for a bus route to go through the site and further consideration regarding amenities on the site, particularly for older residents. Members suggested that officers utilise transport services outside of the site.
- Speeding opportunities relating to the spine road.
- Queried whether a bus could be provided on a narrower route and whether it would be diverted from an existing route.

- Could the estate be future proofed for a mass transit system. To create a buffer around Red Hall to the western side.
- A suggestion was made to receive some feedback on the impact of traffic from ELOR once this is operational.

The following responses were summarised in relation to officer questions in the submitted report:

*1. What comments do Members have in respect of the design and layout, particularly in relation to the spine road?* The general feeling from Members is not to encourage a bus route through the site along the spine road. Officers will take this away.

*2. Do Members have any comments to make in respect of conservation matters?* More of a buffer is required to the west of the site of Red Hall listed buildings.

*3. Are there any observations Members would wish to make in respect of housing provision, including regarding the house-flat ratio, no. of bed units, and affordable housing proposed?* Members suggested that housing mix is reconsidered and should include more 3-bed homes.

*4. Do Members have any observations in relation to the landscape proposals?* It was noted that the landscape proposals may change because of members comments in relation to the through road and bus route.

*5. Do Members have any observations in relation to transport and connectivity, particularly in relation to the spine road?* Members requested that connectivity within the site is improved but to also consider wider links to ELOR and the Ring Road outside of the site.

**RESOLVED** – To note the content of the report on the proposal and to provide views in relation to the questions posed in the submitted report to aid the progression of the application.

## **8 PREAPP/19/00258 - on land east of Wetherby Road and Coal Road, Whinmoor, Leeds**

The report of the Chief Planning Officer informed Members of a pre-application for a reserved matters application relating to the first phase of the Whinmoor Fields “Northern Quadrant”, East Leeds Extension development comprising 423 dwellings with public open space on land east of Wetherby Road and Coal Road, Whinmoor, Leeds.

Members had attended a site visit and were shown slides and photographs throughout the officer presentation.

The Planning Officer and representatives from Permission Homes Ltd presented the application, providing the following information:

- The outline planning consent was submitted prior to ELOR being pursued by the Council.

- There is a proposed two form entry primary school and local centre (including health facilities and retail) to be provided as part of the wider Northern Quadrant development.
- The site is located to the north of the existing main urban area and spans between Wetherby Road (A58) to the west, Red Hall Lane, and Skelton Lane to the south and a field boundary east of Coal Road.
- There is a public transport route wide enough for buses to pass through with setback houses, a segregated cycleway, footway, and tree planting.
- A layout of the proposals was provided including a description of bicycle accessibility.
- The proposed character areas of the residential development were described.
- An overview of public open spaces and green infrastructure included in the proposals was provided.
- It was noted that there is 15% provision of Affordable Housing on site with the proposed layout indicating 65 units and providing accessible housing.
- Sustainability measures include high levels of insulation and EV charging points proposed.
- An overview of the public consultation undertaken online and drop-in exhibitions.

In response to questions from Members, the following was confirmed:

- Developer will consider a “gateway feature” at the entrance from the roundabout.
- There is parking to the rear of the apartments, and parking spaces have been set to the side of dwellings to reduce on-street parking. Members also raised concerns about refuse collection.
- In response to concerns relating to pollution and air quality from ELOR, officers noted that this is subject to conditions attached to the outline planning permission and that the applicant is liaising with consultants on this matter.
- The site will be equipped with a local play area that will be fenced, accessible greenspace, cycle ways and footways. Members asked that play equipment is fully inclusive for all children and to consider not fencing in the play area and to be more creative with such considerations.
- ELOR is intended to take the bulk of traffic and the closure of Red Hall Lane will be monitored.
- Members requested that the applicant do more in terms of creative play spaces, as well as working on landscape proposals. It was confirmed that the applicant will consider community spaces / allotments, as well as places for residents / children to sit.
- Measures will be in place in terms of grey water and recycling.
- The first phase of the site will use gas boilers and further clarity is required regarding the future heating of homes on the site.
- The opening of the school is dependent on triggers being reached in the S106 Agreement requiring the transfer of the necessary land to the

Council or an Education Body (by 459 dwellings). Separately, the developers are to pay contributions towards the funding of the school.

- Discussed greenspace outside of red line, owned by Samuel Smith's Brewery.

Councillor P Grahame attended the meeting and explained that her main concern, as well as her constituents related to the closure of Red Hall Lane. Residents use this road to access Wetherby and Shadwell. Further concerns were relayed regarding possible 'rat running' issues relating to the proposals.

Panel Members discussed concerns regarding the closure of Red Hall Lane and were keen to identify a way to keep this road open for existing residents. Officers confirmed that whilst there is not a formal mechanism at this moment in time to remove the condition relating to the closure of Red Hall Lane, officers have noted Members comments and will have regard to these when the considering this issue in the future.

Members relayed comments in relation to the officers questions in the submitted report:

*1. Do Members support the emerging principles in respect of the design and layout? Comments were made regarding the entrance of the site from ELOR. Members were of the view that the proposed apartment block would not provide an attractive feature. It was considered that the layout should be amended so that dwellings should be sited, to the north and south of the entrance road, so that they look out across the site's access road towards ELOR. There is also an opportunity to include a gateway feature.*

*2. Are there any observations Members would wish to make in respect of housing provision, including regarding the house-flat ratio, no. of bed units, and affordable housing proposed? It was suggested, as mentioned in response to question 1, that the location of apartments on the entrance be re-considered.*

*3. Do Members have any observations in relation to the landscape proposals? Issues were raised in relation to the proximity of the northern boundary to ELOR and concerns regarding air pollution and the need for further buffer planting.*

*4. Do Members have any observations in relation to transport and connectivity? There are concerns regarding on-street parking and further work needs to be done around discouraging on-street parking along the spine road.*

*5. Are there any other matters which Members would wish to raise? Members highlighted the importance of ensuring open spaces are accessible and to include inclusive play areas for all children. Officers were also encouraged to utilise the woodland for informal recreation purposes. Members also suggested that the proposals include some form of community space, such as allotments or 'grow your own' spaces. Furthermore, officers noted comments*

regarding the closure of Red Hall Lane and will take this forward in future considerations relating to the proposals.

**RESOLVED** – To note the content of the report on the proposal and to provide views in relation to the questions posed in the submitted report to aid the progression of the application.

**9 21/08380/FU - on land at Railway Street, Saxton Gardens, Leeds, LS9**

The report of the Chief Planning Officer set out a Position Statement to Panel Members regarding a development comprising 58 apartments for affordable rent, including communal and ancillary spaces on land at Railway Street, Saxton Gardens, Leeds, LS9.

The proposed development includes a five-storey apartment building, parking area, amenity space and landscaping. The building would contain 58 apartments with a split of 28 x 1-bed, 25 x 2-bed and 5 x 3-bed. It was confirmed the scheme is 100% affordable housing with all apartments set at social rent.

Members had attended a site visit and were shown slides and photographs throughout the officer presentation.

The Planning Officer presented the application, providing the following information:

- The site lies to the South of Railway Street, on the site former Yorkshire Riders Sport and Social Club and to the west of the site is an Energy Centre. The railway viaduct lies to the north and the Saxton Gardens estate to the south.
- The area is expected to see significant growth with several recent planning approvals for large high-rise developments including two apartment buildings ranging from 6 to 22 storeys, one residential development ranging from 15 to 20 storeys and five residential buildings ranging from 12 to 22 storeys.
- Members were provided with an overview of the layout of the site and shown photographs of the elevations of the proposals.
- It was confirmed that the proposed housing mix overprovides on flats and underprovides on 3 bed dwellings. Although it was noted that the scheme provides 100% affordable housing.
- There are also issues in terms of designated green space and the area proposed falling below minimum standards of the Core Strategy. Whilst there is a loss of greenspace, the application proposes improvements to the remaining area of green space and a committed sum of 11k to be spent on local green space improvements in consultation with residents and ward members.
- The private amenity provision is below the recommended quantity set out in the Neighbourhoods for Living Supplementary Planning Document (SPD). The current proposal only achieves 14.2% representing a shortfall of 385m<sup>2</sup>.

- Highways have submitted an objection requesting that further pedestrian safety measures are implemented.
- General concerns remain outstanding regarding traffic.

Mr Jackson and Ms Chambers attended the meeting and were available for questions from Panel Members. In responding to questions, the following was confirmed:

- There are mitigation issues with the height of the building should this exceed 16.5m. it was also mentioned that there are safety issues regarding balconies on higher storeys due to air pollution. Officers to investigate this further. Members raised concern regarding the quality of life for residents in terms of amenity space and suggested there is an opportunity with the proposal being revised to include additional storeys.
- In response to a comment regarding the implementation of a roof terrace, it was noted there are issues surrounding the requirements to meet in terms of mitigating carbon emissions.
- A Member suggested that ground floor flats with private gardens be predominantly 3-bed flats to accommodate families on a longer-term basis. In response, it was suggested that there are structural issues and will add additional costs to the scheme.
- Members referred to the site visit and acknowledged there was a lot of traffic near the scheme and queried safety measures for pedestrians. The Panel discussed further options in terms of this such as a crossing and extending the footway.
- A member suggested implementing green walls, and in response, it was confirmed that the maintenance is problematic. The proposal includes an addition of trees across the site.
- Members questioned the potential right to acquire these properties, in response it was suggested that the discount would not likely be great so it was un-likely that they would be attractive to acquire. Officers to consider this further.

For clarity, officers confirmed that a condition relating to the extension of the footway will be difficult to incorporate if the applicant has been unwilling previously. It was suggested that members make a recommendation to instruct officers to negotiate extending the footway with the applicant and to explore the cost and provision of the footpath.

Comments from Panel Members included:

- A member believed that due to Leeds City Council having ownership rights over the land the proposal sits on, it is up to the council to ensure the viability of the site. There is a missed opportunity if the housing mix isn't correct in this location and the loss of greenspace and amenity for residents.
- There is a requirement for additional 3-bed flats in this location.
- Members were keen to push for the extension of the footway along the south side of Railway Street.

The following points were summarised in relation to the officers' questions in the report:

*Question 1: Do Members wish to comment on the proposed housing mix proposed by the applicant in light of the requirements of Core Strategy Policy H4? Are there any observations Members would wish to make in respect of the housing mix proposed?* Members suggested that the ground floor can be utilised by 3-bed flats and the proposal should include additional 3-bed flats.

*Question 2: Do Members consider the wider planning benefits and proposed green space improvements justify the loss of existing greenspace and, in doing so, satisfy Core Strategy Policy G6? Do Members have any further comments on the proposed greenspace improvements?* Members accepted the loss of greenspace but suggested the applicant can be more creative in terms of resident's amenity and density of the building. It was also mentioned that additional outdoor space with creative thinking can be provided.

*Question 3: Do Members consider the proposed level of private amenity space acceptable?* Members highlighted the importance of providing enough amenity space for residents and suggested that additional efforts are to be made to look at the design and provide as much space as possible.

*Question 4: Do Members consider further connections / linkages are required and, if so, should this be achieved by extending the foot path along the south side of Railway Street?* Members stressed the importance that a footpath is required and will be a fundamental part of the scheme and urged officers to discuss further with the applicant.

**RESOLVED** - To note the content of the report on the proposal and to provide views in relation to the questions posed in the submitted report to aid the progression of the application.

## **10 PREAPP/21/00406 - Fearnville Leisure Centre and park, Oakwood Lane, LS8 3LF**

The report of the Chief Planning Officer presented a pre-application presentation to inform Members of the proposals for the construction of a replacement Wellbeing Centre building and wider site improvements at Fearnville Leisure Centre and park, Oakwood Lane, LS8 3LF.

Members were shown slides and photographs throughout the officer presentation.

Officers in attendance presented the application, providing the following information to the Panel:

- Highways have raised no objections, further information is required on the transport assessment, travel plan and cycling provision.
- An overview of the site history.
- The site as existing include facilities that have been run down over time and current proposals include play areas, skate park, BMX track, tennis

courts and wider playing fields with biodiversity improvements across the site.

- The Wellbeing Centre is placed in the middle of the site.
- There are a number of activity stations proposed through the site.
- Improved surveillance.
- The car park will be extended to account for the increase in capacity and the existing footpath through the site will be retained and enhanced. A separate cycle route will run alongside the footpath to the North.
- Creating more prominence from the site area and considerations around signage and making people aware of the facilities onsite.
- An overview of the public consultations held, and comments received.
- Members were shown a number of photographs of the proposals, including some examples of the play areas, building layout, internal sketches and facilities.

Councillor S Arif attended the meeting and highlighted the positive benefits of the Wellbeing Centre and explained that this will be a much-welcomed proposal for the community that will benefit the whole of East Leeds. Whilst it was welcomed, Councillor Arif urged that transport links and access to the site must be right from different parts of Leeds. Finally, it was acknowledged that some of the highest health inequalities are residents from East Leeds, particularly Inner East areas, and it was noted that this proposal will improve inequalities.

Members comments included:

- Fearnville Leisure Centre is one of the oldest sports centres in Leeds and the development will promote a positive outcome for residents in the area.
- To include effective functional gym equipment.
- Discussion of how anti-social behaviour could be designed out of the site.
- Accessibility and transport to the site needs to be thought through.
- Important to address existing health inequalities.
- Members were generally supportive of the proposals and were keen to see the development go ahead.

The following points were summarised in relation to officers' questions in the report:

*Question 1. Do Members consider the proposed siting of the new Wellbeing Centre to be acceptable? Yes.*

*Question 2. Are Members supportive of the emerging design for the building? Yes.*

*Question 3. Do Members have any comments on the accessibility arrangements for the site? Members broadly provided general support for the scheme and considered the proposal a good facility for residents and the surrounding communities.*

Members unanimously agreed that future considerations relating to this proposal, will be agreed by officers in the future rather than coming back to Plans Panel in the future.

**RESOLVED –**

- a) To note the contents of the report on the proposal and provide general support across the Panel to progress the application.
- b) To agree that future considerations of the proposal will be considered by officers and delegated to the Chief Planning Officer for consideration.

**11 Date and Time of Next Meeting**

The date and time of the next meeting will be held Thursday, 28<sup>th</sup> July 2022 at 1.30pm.

(The meeting concluded at 17:00)