

DEVELOPMENT PLAN PANEL

13TH JANUARY 2015

**SUPPLEMENTARY INFORMATION IN RESPECT OF ITEM 6 IN
RELATION TO SITE PROPOSALS FOR AIRE VALLEY LEEDS
AREA ACTION PLAN**

(INFORMATION ATTACHED)

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Report of the Chief Planning Officer

Report to Development Plan Panel

Date: 13th January 2015

Subject: Supplementary Report - Aire Valley Leeds Area Action Plan (Site Proposals)

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): Burmantofts & Richmond Hill, City & Hunslet, Garforth & Swillington, Middleton Park, Temple Newsam.		
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number: Appendix number:		

Summary of main issues

1. Members will recall that a report was tabled to the 16th December 2014 Development Plan Panel (DPP), which noted that, the Aire Valley Leeds Area Action Plan (AVL AAP) will form part of the development plan for Leeds: the Local Development Framework (LDF) or Local Plan. The scope of the AVL AAP was established by the Executive Board in May 2005 to provide the future planning framework to guide the regeneration of an area of the Lower Aire Valley. The Aire Valley Leeds area extends from Leeds City Centre south east to the M1 and beyond. This is a key strategic location for Leeds and the City Region as the location of the Leeds City Region Enterprise Zone and includes a range of major development opportunities including the South Bank of the City Centre. The area contains over 400 hectares of development land which can help meet Leeds' need for housing and provide new jobs.
2. Within this overall context, Spatial Policy 5 of the Core Strategy sets a target to identify land for a minimum of 6,500 new homes and 250 hectares of employment land - within a distinctive green environment, enabling an innovative new living and working community, supported by the necessary community facilities and infrastructure, which will become a national model for sustainable development.

3. At the DPP meeting on the 16th December, whilst generally supportive, Members raised a number of issues in relation to the emerging AVL AAP proposals, where it was agreed that further information and clarification would be provided. Within this context, a supplementary report was tabled at the 6th January which addressed the issues raised by members in relation to proposed employment proposals within AVLAAP, where these were submitted to the Strategic Housing Land Availability Assessment (SHLAA) but there is a preference, as part of the AVLAAP for this sites to be allocated for employment, as part of the overall package of proposals.
4. This further supplementary report seeks to address outstanding matters raised by Members with regard to other sites considered in the SHLAA process which were not proposed as housing allocations or mixed use allocations which include housing, a reassessment of the capacity of the proposed housing allocation at Skelton Gate (Site AVL89), and further clarification on proposed green space improvements and school provision in the area.

Recommendation

5. Development Plan Panel is invited to consider and support the further points of explanation and clarification provided by this report.

1.0 Purpose of this Report

- 1.1 At the DPP meeting on the 16th December, whilst generally supportive, Members raised a number of issues in relation to the emerging AVL AAP proposals, where it was agreed that further information and clarification would be provided. Within this context, a supplementary report was tabled at the 6th January which addressed the issues raised by Members in relation to proposed employment proposals within AVLAAP, where these were submitted to the Strategic Housing Land Availability Assessment (SHLAA) but there is a preference, as part of the AVLAAP for these sites to be allocated for employment, as part of the overall package of proposals.
- 1.2 The purpose of this further supplementary report is to address outstanding matters raised by Members with regard to other sites considered in the SHLAA process which were not proposed as housing allocations or mixed use allocations which include housing, a reassessment of the capacity of the proposed housing allocation at Skelton Gate (Site AVL89), and further clarification on proposed green space improvements and school provision in the area.

2.0 Background Information

Context

- 2.1 Members will recall that a report was tabled to the 16th December 2014 Development Plan Panel (DPP), which noted that, the Aire Valley Leeds Area Action Plan (AVL AAP) will form part of the development plan for Leeds: the Local Development Framework (LDF) or Local Plan. The scope of the AVL AAP was established by the Executive Board in May 2005 to provide the future planning framework to guide the regeneration of an area of the Lower Aire Valley.
- 2.2 Within this overall context, Spatial Policy 5 of the Core Strategy sets a target to identify land for a minimum of 6,500 new homes and 250 hectares of employment land within a distinctive green environment, enabling an innovative new living and working community, supported by the necessary community facilities and infrastructure, which will become a national model for sustainable development.

3.0 Main Issues

- 3.1 The report to DPP on the 16th December included a schedule (D) in Appendix 1 relating to, "Alternative Options for Housing (Not Proposed to Allocate)". These were sites included for consideration as part of the SHLAA process which it was not proposed to allocate the site for housing on grounds of suitability, availability and/or deliverability or because an alternative use was considered to be more appropriate taking into account Core Strategy policies (or Policies under the adopted Natural Resources and Waste Local Plan) and targets. The reason it is was proposed to not allocate the site for housing was set out in the schedule. In relation to this schedule, Members raised a number

of issues relating to the merits of these sites for housing, their inclusion within the SHLAA and further explanation and clarification on the reason for not proposing these sites for housing. In response to these issues, a reassessment of the potential of these sites to deliver housing during the plan period has been undertaken. In addition, in response to further issues raised by Members regarding specific green space sites and school places, further information for clarity is provided below.

Housing delivery

- 3.2 In relation to housing delivery, a reassessment of the potential of these sites to deliver housing during the plan period has been undertaken. As a result Appendix 1 of this report identifies two additional sites at Atkinson Street (Site AVL98) and Church Street/Balm Street (AVL48) (both in Hunslet) where it is considered housing can be delivered as part of mixed use development during the plan period. These additional sites are shown as SHLAA Site References 331 and 340 on Plan 2 of this report. The detailed justification for inclusion of these additional sites and the capacity of each is set out in Appendix 1. In total the sites are expected to deliver an additional **58 dwellings**.
- 3.3 Appendix 2 of this report sets out further explanation and clarification of the sites considered in the SHLAA process where there is not considered to be justification for the inclusion these sites as an allocation for either housing or mixed use development (with a housing element). This relates to an assessment of the suitability of the site, its availability for development or redevelopment and its deliverability during the plan period. These six sites are shown on Plan 2 (Site Proposals – Supplementary Plan). An important consideration also has been to consider the overall strategic role and potential of AVL for both residential and economic development (which incorporates the City Region Enterprise Zone). This is necessary to ensure that the most appropriate package which delivers these key objectives, is put forward.
- 3.4 Of the six sites set out in Appendix 2 only SHLAA Site Reference 2003 (Dransfield House) is shown in the SHLAA 2014 report as delivering dwellings during the plan period (in the medium and long term). It should be noted, however, that the SHLAA report also indicates that the site is unavailable. None of these sites are included in the Council's most recent five year housing land supply calculation.
- 3.5 Members should note that a number of sites considered as part of the SHLAA process were not submitted by the landowner or developer of the site but were identified as potential future housing opportunities by the Council, particularly in and on the edge of the City Centre, on the basis of similar development and proposals in the area. However, whilst such sites may have the potential for housing and may be brought forward in the future, confirmation is needed from the landowner and in a number of instances sites are currently occupied in other uses, which the owner has indicated that they will be continuing for the foreseeable future.

- 3.6 As a result of the amendments outlined in para 3.2 above and in Appendix 1 to this report, it is proposed to make an amendment to Plan 1 (Proposed Allocations & Green Spaces) tabled at the 16 December DPP to show mixed use allocations at sites AVL 98 (Atkinson Street) and AVL 48 (Church Street / Balm Road). The amended Plan 1 is set out in the report.

Capacity of Proposed Skelton Gate Housing Allocation (Site AVL 89)

- 3.7 At the 16th December DPP, Members noted that the identified capacity (at 1,620 dwellings) for the proposed housing allocation at Skelton Gate site (Site AV89 on Plans 1 and 2) shown in the schedule of Part B of Appendix 1 of the report was lower than would be expected. This capacity figure had been derived from the SHLAA 2014 report.
- 3.8 In the light of Members comments, the site capacity has been reassessed, taking into account other uses proposed at the site (a 'through' school consisting of a two form entry primary school together with a four form entry secondary school; office development and a food store) and other known constraints affecting parts of the site such as motorway noise and flood risk (small part of site affected). Using the standard density multiplier from the SHLAA of 40 dwellings per hectare the capacity of the net area available for housing is now considered to be **1,872 dwellings** – an increase of 252 dwellings. A standard allowance for 25% of the site area not being developed has also been applied. It is considered that this will adequately allow for mitigation of motorway noise and flood risk issues. A more detailed explanation of the reassessment of capacity at the site is set out in Appendix 1.
- 3.9 Following the 16th December DPP, a further submission has been received from Commercial Development Projects Limited who have a long leasehold on part of the Skelton Gate site (indicated on Plan 2) and are promoting a motorway service area (MSA) proposal on that land and object to the site being allocated as housing.
- 3.10 The Council have previously written to CDP to indicate that a MSA proposal is not supported and that it is considered to be incompatible with the development of the larger part of the site for housing. In addition, removal of this area of land from the housing allocation would potentially significantly reduce the capacity of the wider Skelton Gate site. A summary of this submission and a more detailed response is set out in Appendix 1 under Issue 2 for the Skelton Gate site.

Revised housing delivery total for the Aire Valley Leeds AAP area

- 3.11 As a result of the amended housing site capacity assumptions proposed above, including the two proposed additional mixed use allocations and the revised capacity for the Skelton Gate site, the total capacity of housing proposals in the AAP area will be increased by 310 dwellings to a total of **6,988 dwellings**. The revised table showing total identified and proposed housing sites in the Aire Valley Leeds AAP area (previously shown in Part C of Appendix 1 of the 16th December DPP report) is set out in Table 1 below:

Table 1: Revised total identified and proposed housing sites in the Aire Valley Leeds AAP area (dwelling capacity)

HMCA	IDENTIFIED SITES	PROPOSED ALLOCATIONS	TOTAL
City Centre	445	1,987	2,432
East	0	2,570 (2,318)	2,570 (2,318)
Inner Area	1,201	785 (727)	1,986 (1,928)
Outer South	0	0	0
AVL AAP	1,646	5,342 (5,032)	6,988 (6,678)

(previous dwelling capacity figure shown in brackets)

Green space

- 3.12 At the 16th December DPP, Members requested that officers consider the need to prioritise green space improvement in the inner city areas of Richmond Hill, East End Park and Hunslet.
- 3.13 The report tabled to Development Plans Panel on the 16th December set out that a key dimension of the AVL AAP is to protect and enhance the strategic green space and green infrastructure network (illustrated in the Core Strategy: Map 16) for the benefit of local communities, business, visitors and investors. As the policies for Aire Valley AAP (publication draft) are worked up, as with other issues, the details of how, where and what in regard to provision and enhancement of existing and new green spaces and the connectivity/linkages to and between spaces; accessibility and overall quality of green space will be set out in policies particular to the Aire Valley AAP. This will provide a localised approach beyond the policy approach set out in the Core Strategy, setting out proposals relating to the improvement of existing green space for the benefit of existing and new communities.

School provision in the Aire Valley AAP area

- 3.14 At the 16th December DPP, Members requested that officers confirm school provision in the Aire Valley AAP area with Children's Services. Details of school provision requirements across the district are set out in Appendix 2 - Schools Provision of the report on Site Allocations Plan – Site Allocations Proposals (Housing & Safeguarded land) to be considered under Item 6 of the agenda.
- 3.15 Paragraph 4.5 of above report sets out the following requirements for the Aire Valley Leeds AAP area:
- A 'through' school (to consist of a two form entry primary school together with a four form entry secondary school at Skelton Gate (shown as Site AV89 on Plan 1);
 - A two form entry primary school at the Copperfields College site (shown as Site AV38 on Plan 1).

4.0 Other considerations

Sustainability Appraisal

- 4.1 As outlined in this report, the Core Strategy provides the overall strategic context for the preparation of the Aire Valley AAP. Proposals contained in the AAP therefore need to be in conformity with the overall approach of the Core Strategy, which has been subject to a Sustainability Appraisal and has appraised the overall level of housing and employment provision for the area.
- 4.2 With regard to the Aire Valley AAP, a Sustainability Appraisal Report was produced to accompany the Preferred Options Consultation in 2007. This report is being updated to include the boundary extension to the plan area and to reflect changes to proposed allocations, new sites and alternative options proposed and has been used to inform the allocations set out in this report. This work includes an assessment of all the sites being considered for housing and employment and changes to green space designations and Town Centre boundaries.
- 4.3 To allow proper consideration of the sustainability of development proposals across the District, the sustainability appraisal of Aire Valley AAP housing options to be combined with those being considered for the Site Allocations Plan in the rest of the District. This is included in Appendix 4 of the report on Site Allocations Plan – Site Allocations Proposals (Housing & Safeguarded land) to be considered under Item 6 of the agenda.

Duty to Co-operate

- 4.4 The Localism Act (2011) and the National Planning Policy Framework (March 2012), provides details of legal and soundness requirements that the Council and other public bodies have to satisfy. This includes a 'duty to cooperate' on planning issues that cross administrative boundaries, especially those that relate to strategic priorities and allocations set out as part of the Core Strategy and related Development Plan Documents (including the homes and jobs planned for). As emphasised in this report, the Aire Valley AAP has been prepared within the context of the adopted Leeds Core Strategy. In finding the Plan sound, the Core Strategy Inspector confirmed that the City Council had demonstrated compliance with the Duty to Co-operate requirements. Within the context of the preparation of the AVL AAP, the broad strategic approach and quantum of development have therefore been accepted through the Duty to Co-operate process. Any further issues will therefore relate to detailed matters set out in the AAP. As a consequence, the City Council will continue to work through the established Duty to Co-operate processes, in the preparation of the Publication draft Plan, although no major issues are anticipated.

5.0 Corporate Considerations

5.1 Consultation and Engagement

5.1.1 The Core Strategy has now been adopted and has been found by an independent Inspector to be sound (this also includes compliance with the Duty to Co-operate and the regulated requirements for public consultation and engagement). There has been extensive consultation with Members in the course of preparing the Issues & Options; Alternative Options and Preferred Options material since 2005. The next round of consultation will take place after the Publication Plan has been agreed by Executive Board at a date to be agreed in early 2015.

5.2. Equality and Diversity / Cohesion and Integration

5.2.1 In the preparation of the Core Strategy, due regard has been given to Equality, Diversity, Cohesion and Integration issues. This has included the completion of EDCI Screening of the Core Strategy and meeting the requirements of the Strategic Environmental Assessment Directive, which has meant that these Plans are subject to the preparation of a Sustainability Appraisal. The purpose of such Appraisals is to assess (and where appropriate strengthen) the document's policies, in relation to a series of social (and health), environmental and economic objectives. As part of this process, issues of Equality, Diversity, Cohesion and Integration, are embedded as part of the Appraisal's objectives. The Aire Valley AAP material reflects the approach set out in the Core Strategy. Nevertheless an Equality Impact Assessment Screening will be undertaken on the proposed site allocations and will be part of the package to be presented to Executive Board. Equality, diversity, cohesion and integration issues are being considered as part of the preparation of the plan and through the sustainability appraisal work which is ongoing.

5.3. Council Policies and City Priorities

5.3.1 The Core Strategy, the emerging Site Allocations Plan and Aire Valley Leeds AAP, play a key strategic role in taking forward the spatial and land use elements of the Vision for Leeds and the aspiration to the 'the best city in the UK'. Related to this overarching approach and in addressing a range of social, environmental and economic objectives, where these Plans also seeks to support and advance the implementation of a range of other key City Council and wider partnership documents. These include the Best Council Plan (2013-17) and Leeds Joint Health and Wellbeing Strategy (2013-2015).

5.4 Resources and value for money

5.4.1 The preparation of statutory Development Plan Documents is an essential but a very resource intensive process. This is due to the time and cost of document preparation (relating to public consultation and engagement), the preparation and monitoring of an extensive evidence base, legal advice and Independent Examination. These challenges are compounded currently by the financial constraints upon the public sector and resourcing levels, concurrent with new technical and planning policy pressures arising from more recent legislation (including the Community Infrastructure Levy and Localism Act). There are considerable demands for officers, Members and the community in taking the Development Plan process forward.

- 5.4.2 For the Local Development Framework to be as up to date as possible, the Council now needs to produce the AVL AAP as quickly as possible, alongside the Site Allocations Plan, following the adoption of its Core Strategy. This will provide value for money in that the council will influence and direct where development goes. Without an up to date plan the presumption in favour of development by the Government means that any development in conformity with national policy will be acceptable, regardless of any previous positions of the authority, which could have implications in terms of resources and value for money.

5.5 Legal Implications, Access to Information and Call In

- 5.5.1 The Aire Valley Leeds AAP will follow the statutory development plan process (Local Development Framework). The report is not eligible for call in as no decision is being taken.

5.6 Risk Management

- 5.6.1 Without a current allocations plan for this geographical area, aspects of the existing UDP allocations will become out of date and will not reflect or deliver the Core Strategy policies and proposals. Early delivery is therefore essential, alongside the Site Allocations Plan, to enable the Council to demonstrate that sufficient land will be available when needed to meet the Core Strategy targets. As identified at 5.4.2 above, without an up to date plan the presumption in favour of development by the Government means that any development or neighbourhood plan in conformity with national policy will be acceptable, regardless of any previous positions of the authority. The more the work progresses, the more material weight can be given to it.

6.0 **Conclusion**

- 6.1 In response to a number of issues raised by Members at the 16th December DPP, this report provides further information, clarification and a reassessment of non-employment sites considered in the SHLAA process which were not proposed as housing allocations or mixed use allocations which include housing, a reassessment of the capacity of the proposed housing allocation at Skelton Gate (Site AVL89), and further clarification on proposed green space improvements and school provision in the area. As a result of the reassessment of potential housing sites and capacity an additional 310 dwellings have been identified in the Aire Valley Leeds AAP area to **6,988** dwellings.

7.0 **Recommendation**

- 7.1 Development Plan Panel is invited to consider and support the further points of explanation and clarification provided by this report.

8.0 **Background Papers**

None

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Appendix 1: Schedule of additional proposed housing and mixed use allocations and amended site capacities for housing allocations (proposed amendments to Part C of Appendix 1 – Schedule of Housing Sites set out in report to Development Plan Panel of 16 December 2014)

SHLAA Ref	AAP Ref	Address	Size (ha)	Proposed AAP Allocation	Amended Site Capacity (dwellings)	Reason for addition of site or amended site capacity and other comments
331	98	Atkinson Street	1.18	Mixed Use	35 (previously 0)	<p>The site lies within the wider Hunslet Riverside Strategic Housing and Mixed Use site allocation under Policy H3-1A:45 which also includes the Hunslet Mills, Yarn Street (under construction), Bridgewater Road and Copperfields College site. This allocation does not assume that the entire area will be developed for housing and allows for the assimilation of existing industrial uses. The site is included in the SHLAA on the basis of a mixed use planning application submitted in 2005 which included housing uses. This previous application was withdrawn before it was determined.</p> <p>The site is occupied by two existing modern industrial/warehouse units. In terms of suitability for housing development the site is constrained by proximity to the Allied Glass industrial operation to the north of South Accommodation Road (noise, odour and emissions issues) and also lies within Flood Risk Zone 3 (greater than 1% annual probability of flooding). Whilst the proximity to Allied Glass may rule out development of the closest part of the site for housing it is considered that a mixed use development (with less sensitive uses screening housing) would allow some of the site to be developed for housing. As with other brownfield sites proposed for housing and mixed use within the inner part of the Aire Valley AAP area it is considered that the site can satisfy the flood risk sequential test (required by national planning policy) and can also demonstrate the wider sustainability benefits required to satisfy the exception test and be made safe for the lifetime of the development. The site will be afforded further protection on completion of the Leeds Flood Alleviation Scheme in 2016.</p> <p>It is reasonable to assume some additional housing capacity could be</p>

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						delivered as part of a wider mixed of uses and in relation to and contingent on the wider development of the Hunslet Mills site. It is therefore proposed to allocate this site for mixed use development alongside the identified site at Hunslet Mills. The assumed housing capacity for the site is based on half the site being developed for housing taking into account the site constraints set out above.
340	48	Church Street / Balm Street	1.29	Mixed Use	23 (previously 0)	<p>This site lies within the proposed extension to the boundary of Hunslet Town Centre (shown on Plan 4 of the Report to Development Plan Panel (16 December 2014).</p> <p>The site was included in the SHLAA on the basis of a pre-application enquiry for housing in 2007. This enquiry was not followed up by a planning application but indicates an earlier interest in redeveloping the site. The site is currently occupied by a vehicle hire business. The site is considered to be suitable for housing and also for a range of 'town centre' uses such as shops, restaurants/cafes, offices or other leisure uses reflecting its proposed inclusion with the town centre boundary. As it is anticipated that a redeveloped of the site could be completed within the plan period, it is reasonable to assume some housing could be delivered at the site.</p> <p>The housing capacity is based on half the site coming forward for housing which is considered compatible with a commercial development on the site and on other land within the proposed extension to the centre. Housing development at the site could take the form of housing units above commercial uses at ground floor level, for example.</p>
1295A	89	Skelton Gate	71.14	Housing (with local centre, food store opportunity, primary	1,872 (previously 1,620)	<p>ISSUE 1: SITE CAPACITY</p> <p>The previous capacity assumption for the site of 1,620 dwellings was taken from the Leeds Strategic Housing Land Availability Assessment Update 2014.</p>

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				school, small-scale offices)		<p>At the request of Development Plan Panel (16 December 2014), the capacity of this proposed housing allocation has been recalculated using the standard density multiplier methodology set out in the SHLAA.</p> <p>In making the density calculation allowance has been made for a 'through' school consisting of a two form entry primary school together with a four form entry secondary to serve this site and the adjacent current Green Belt site (1295B); a food store (up to 2,000 sq. m); and a small scale office development (up to 10,000 sq. m total floorspace). Together these additional uses have an assumed land take of approximately 8.73 hectares, leaving a net housing area of 62.41 hectares.</p> <p>In the initial site capacity calculation for the site the density of the site was assumed to be 35 dwellings per hectare (net) because the site fell outside the boundary of the Main Urban Area boundary on the UDP Review 2006 Proposals Map. However, the Main Urban Area has been amended following the adoption of the Core Strategy in November 2014 and now includes the Skelton Gate site. In line with the SHLAA methodology the density of the site has been raised to 40 dwellings per hectare, which is consistent with other urban area sites outside city centre and edge of city centre locations.</p> <p>It is recognised that some land within the site will not be suitable for housing development, including land lying within Flood Risk Zone 3 which affects 6% of the site area (predominantly along Colton Beck which runs through the centre of the site) and some parts of the site closest to the motorway where it may be difficult to mitigate noise to acceptable levels. However, SHLAA density calculations on sites over 2 hectares assume that 25% of the site will not be developed for housing (to allow for green space provision and other uses to support the development). It is considered that this allowance, along with the additional allowance for other uses (such as offices and the food store which could help provide a buffer to housing uses), adequately allow for</p>

SHLAA Ref	AAP Ref	Address	Size (ha)	Proposed AAP Allocation	Amended Site Capacity (dwellings)	Reason for addition of site or amended site capacity and other comments
						<p>the parts of the site where housing could not built.</p> <p>The site capacity is therefore based on the following calculation: 62.41 ha x 40 (dwellings per ha) x 0.75 (net to gross conversion) = 1,872 dwellings.</p> <p>ISSUE 2: OBJECTION TO PROPOSED HOUSING ALLOCATION ON PART OF THE SITE</p> <p>This objection was previously discussed at the 16 December Development Plan Panel meeting. Subsequent to the meeting a further representation has been received from the leaseholder of the site Commercial Development Projects Limited (CDP) on 22nd December 2014 which they have asked is brought to the attention of the Panel. It relates to land at the west of the site (approximately 11.45 hectares) and shown on Plan 2 as site CFSM026.</p> <p>The CDP representation seeks an allocation which would allow a motorway service area (MSA) to be developed on the CDP part of the site. In support of this proposal, CDP state:</p> <ul style="list-style-type: none"> • There was a previous proposal for an MSA on the site (planning application submitted in 2000. At the time the proposal was supported by Leeds City Council at the subsequent Public Inquiry. • That Inquiry considered MSA proposals at five locations, the outcome being approval at Wetherby and refusal at the other four locations, including the CDP site. That refusal was based on national policy which has fundamentally changed. • In September 2013, the Department for Transport published Circular No.02/2013, regarding the Strategic Road Network, which changed the criteria for the provision of Motorway Service Areas. This resulted in CDP reviewing its position and deciding to seek an allocation which would enable a Motorway Service Area (MSA) to

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						<p>be developed on the CDP part of the Skelton Gate site.</p> <p>The representation states that the benefits arising from an MSA at this location would include:</p> <ul style="list-style-type: none"> • New facilities for the travelling public to stop and take a break, thereby contributing to road safety. • A substantial new investment in Aire Valley Leeds, generating a substantial number of new jobs. • The early provision of new infrastructure and facilities, which would help to open up and kick start the development of the Skelton Gate site. • An opportunity to maximize the potential of the lakeside setting, by encouraging and helping to facilitate public access to, and enjoyment of, the lake and the wider network of footpaths and cycleways. • A MSA facility could comfortably sit alongside a housing development on the rest of the Skelton Gate site. <p>The representation notes constraints which preclude residential development of the CDP part of the site, which can be summarised as follows:</p> <ul style="list-style-type: none"> • Close proximity to the motorway and Junction 45 which renders at least part of the site unsuitable for residential use. • A combination of topography, a small area of flood zone, and the presence of pylons and high voltage overhead cables crossing the site, would leave as a residue a small and unsustainable enclave of housing which would not be of interest to housebuilders or purchasers. • The ground conditions on much of the site are unsuitable for a viable residential development. • The use clause in the long lease held by CDP prohibits residential

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						<p>development and the leasehold is of insufficient length (but would allow MSA development)</p> <ul style="list-style-type: none"> Whilst CDP has a long leasehold interest, the remaining term of the lease is insufficient for house purchasers to obtain mortgages. Therefore, because housebuilders could not finance the construction of houses which they could not sell, they are not interested in the site. The remaining term is however sufficient to obtain finance for commercial development, including an MSA. <p>With reference to the potential for office development, the representation states that there is no realistic prospect of this being viable and existing business parks such as Leeds Valley Park and Thorpe Park are likely to satisfy demand for a long time to come.</p> <p><u>Officer Response</u></p> <p>The Council have previously written to CDP to indicate that a MSA proposal is not supported and that it is considered to be incompatible with the development of the larger part of the site for housing.</p> <p>Removal of this area of land from the allocation would potentially significantly reduce the capacity of the wider Skelton Gate site (by up to a maximum of 344 dwellings using a standard density multiplier or a lower figure if allowance is made for accommodating some element of the non-housing uses specified above).</p> <p>Whilst recognising there are constraints to development of the land, it is considered these constraints are resolvable as through detailed masterplanning of the wider site. In discussions with the two developers with land interests in the Skelton Gate site, Council officers have strongly encouraged them to work together, and with the Council, to develop a masterplan for delivery of the whole site as a housing led scheme.</p>

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						With respect to the proposed inclusion of level of office development within the allocation, this is not intention that this would be of a scale of a business park, such as Thorpe Park and Leeds Valley Park but to provide an element of employment floorspace within a large mixed use scheme and to provide a use which could have screen housing development form motorway noise. CDP's earlier representations on the site have included an office element.

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Appendix 2: Schedule of sites considered within the SHLAA process where it is not proposed to make a housing allocation.

SHLAA Ref (See Plan 1)	AAP Ref	Address	Size (ha)	Proposed AAP Allocation	Notional Site Capacity (dwellings)	Site details and reason for not proposing a housing allocation
217	8	Former Yorkshire Chemicals, Black Bull Street (east site)	1.75	Mixed use	138	<p>This site is part of the former Yorkshire Chemicals complex which was located on both sides of Black Bull Street. The land has been cleared for a number of years. The entire site was included in the SHLAA on the basis of an earlier planning application for mixed use development (including flats) which was approved in 2007 and expired in 2012.</p> <p>A new campus for Leeds College of Building has been constructed on the part of the site west of Black Bull Street, leaving a residual area of land which has been identified for mixed use (including housing) in the AAP (Site 7) and has capacity for 53 dwellings. The land to the east of Black Bull Street is considered suitable for housing development but has been identified as the location for the proposed Ruth Gorse Academy (secondary free school) which according to the Academy's website is due to relocate to the site from its temporary site in Morley in 2016 (subject to approval).</p> <p>At the time of this assessment it is therefore assumed that the site will not be available for housing use during the plan period and it is assumed no dwellings will come forward from the site. SHLAA site 217 is included in the five year supply with a capacity of 53 dwellings which reflects the capacity on the remaining land to the west of Black Bull Site which was identified in the proposed housing and mixed use allocations discussed at the 16th December 2014 Panel meeting.</p>
224	95	Living Hope Church, Saxton Lane	0.46	None	73	This site was formerly occupied by a car sales business and was included in the SHLAA on the basis of a pre-application enquiry

SHLAA Ref (See Plan 1)	AAP Ref	Address	Size (ha)	Proposed AAP Allocation	Notional Site Capacity (dwellings)	Site details and reason for not proposing a housing allocation
						<p>for housing development prior to 2009 rather than a separate submission by the site owner. Since this enquiry, a planning application has been approved and work completed to convert the buildings into a church and crèche. The buildings have been in this use for a number of years.</p> <p>Whilst the site remains suitable for housing development, the more recent change of use indicates that the site is no longer available for redevelopment. The site is not included within the Council five year housing supply assessment.</p>
1039	96	Airedale Mills, Clarence Road		None	67	<p>This site is in existing industrial use and occupied by the Vickers Oil business. The site was submitted to the SHLAA process by the current owner in 2008.</p> <p>The site is located in close proximity to the Allied Glass plant which lies immediately opposite the site across Clarence Road. The plant is a constraint the suitability of sensitive uses such as housing in the immediate vicinity by virtue of a combination of noise, odour and emissions. There is no evidence that the Allied Glass plant is likely to relocate within the foreseeable future and will therefore impact on the suitability of neighbouring sites for housing use unless these can be suitably mitigated. Taking into account the very close proximity of this site it is not considered that it would be possible to mitigate against these significant constraints in a viable scheme. The site is therefore not considered to be suitable for a housing allocation</p> <p>Furthermore, there has been a recent planning application submitted (which is pending a decision) for development at the Vickers Oil site which seeks to expand their existing operations. It is stated in the applicant's Design and Access Statement that the proposed works are needed in order to increase efficiencies in</p>

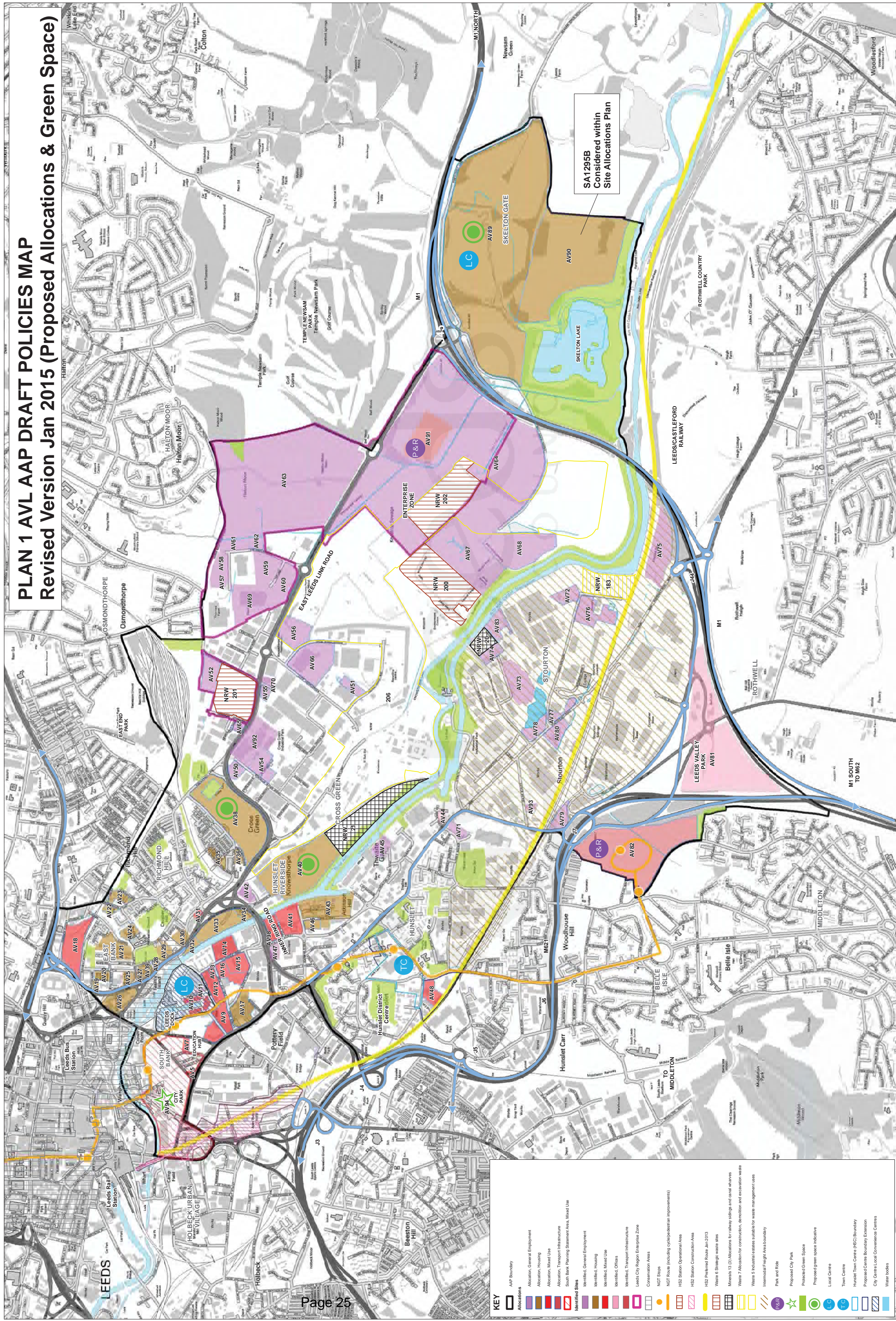
SHLAA Ref (See Plan 1)	AAP Ref	Address	Size (ha)	Proposed AAP Allocation	Notional Site Capacity (dwellings)	Site details and reason for not proposing a housing allocation
						<p>their processes at the site, and to provide additional facilities so they are able to meet future increases in demand for their products. This indicates that the current business will remain at the site for the foreseeable future and it is assumed that the site is no longer available for housing.</p> <p>The site is not included within the Council's five year housing supply assessment.</p>
2003	97	Dransfield House, Mill Street		None	241	<p>The site is in existing employment use (principally by Dransfields). The site was identified as a potential future housing site by Council officers based on redevelopment of similar low rise industrial buildings that has taken place or was proposed in the area. As a result the site was included in the SHLAA. The site was <u>not</u> submitted by the landowner. The SHLAA 2014 update indicates that the site is not available but apportions a capacity of 241 dwellings to the site over the medium and long term. The site is not included within the Council's five year housing supply assessment.</p> <p>Whilst the site is suitable for housing development and remains a future opportunity, there is no further evidence, for example an enquiry for development for other uses, to indicate that the site will become available during the plan period. A planning application was approved in 2009 for alteration and recladding of the building. As part of the Design and Access Statement that accompanied the application, the company indicated a need to update the building and that their <i>"aim was to stay in the building for the foreseeable future"</i>.</p> <p>Given the site is an existing employment use and there is a high degree of uncertainty over the availability of the site, it is not considered appropriate to allocate the site for housing development and to apportion dwellings to be delivered during the</p>

SHLAA Ref (See Plan 1)	AAP Ref	Address	Size (ha)	Proposed AAP Allocation	Notional Site Capacity (dwellings)	Site details and reason for not proposing a housing allocation
						plan period. However, identifying the site as a future opportunity should the site become available would be appropriate.
2011	94	Asda House, Meadow Lane		Within wider South Bank Planning Statement Area	236	<p>This site includes the existing Asda HQ building located between the River Aire and Meadow Lane. The site was included within the SHLAA because it fell within the boundary of the South Bank Planning Statement area. It should be noted that the site was <u>not</u> submitted by Asda. The South Bank Planning Statement (adopted in 2011) identifies potential future uses of the site but also fully recognises that this particular site may not come forward for development.</p> <p>It is proposed to show the South Bank Planning Statement area as a separate designation within the AAP (Site 94) allowing for a mix of housing and other commercial uses. Within this area it has been assumed that 825 dwellings will come forward for development within the plan period taking into the account availability of land and possible future uses in the area, such as the HS2 station. Within this wider capacity estimate, no dwellings have been assumed from the Asda HQ site because of the high degree of uncertainty over whether or when the site will become available for housing or other development in the future.</p> <p>The site is not included within the Council's five year housing supply assessment.</p>
2041	82		19	Stourton Park & Ride site	360	<p>This site is proposed site for the NGT trolleybus park & ride site and the vehicle depot at Stourton. The land forms part of the Transport and Works Act application which has been subject to a recent public inquiry. It is assumed that all land within the application is not available for housing or other development.</p> <p>A residual area of land may become available to the south of site</p>

SHLAA Ref (See Plan 1)	AAP Ref	Address	Size (ha)	Proposed AAP Allocation	Notional Site Capacity (dwellings)	Site details and reason for not proposing a housing allocation
						<p>which could provide a future opportunity for development. However, there remains significant uncertainty over whether this land will be released for other uses and whether it would be suitable for housing development whilst the Transport & Works Act application process is ongoing.</p> <p>In addition, no part of the site was identified as housing opportunity in the Belle Isle and Middleton Neighbourhood Framework (adopted September 2013) following public and ward member consultation and local ward members indicated a preference for any residual land to provide a buffer to between the park and ride site rather than for it to be allocated for housing. The proposals in the AAP are therefore consistent with the Neighbourhood Framework.</p> <p>The site is not included within the Council's five year housing supply assessment.</p>

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PLAN 1 AVL AAP DRAFT POLICIES MAP
Revised Version Jan 2015 (Proposed Allocations & Green Space)



KEY

AAP Boundary

Allocations

Allocation, General Employment

Allocation, Housing

Allocation, Mixed Use

Allocation, Transport Infrastructure

South Bank Planning Statement Area, Mixed Use

Identified Sites

Identified, General Employment

Identified, Housing

Identified, Mixed Use

Identified, Offices

Identified, Transport Infrastructure

Leeds City Region Enterprise Zone

Conservation Areas

NGT Stops

NGT Route (including cycle/pedestrian improvements)

H2S Station Operational Area

H2S Station Construction Area

H2S Preferred Route Jan 2015

Waste 6 Strategic waste sites

Minerals 13 (1) Allocations for railway sidings and canal wharves

Waste 7 Allocation for construction, demolition and excavation waste

Waste 5 Industrial sites suitable for waste management uses

Intermodal Freight Area boundary

Park and Ride

Proposed City Park

Protected Green Space

Proposed green space indicative

Local Centre

Town Centre

Hunslet Town Centre (H2S) Boundary

Proposed Centre Boundary Extension

City Centre Local Convenience Centres

Water bodies

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Leeds CITY COUNCIL

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PLAN 2 - AIRE VALLEY LEEDS AREA ACTION PLAN
SITE PROPOSALS - Supplementary Plan (Housing)



KEY

- Aire Valley Leeds Area Action Plan boundary
- Proposed additional mixed use allocation
- Proposed housing allocation (amended capacity)
- Commercial Development Projects (CDP) Site at Skelton Gate
- SHLAA Sites (not proposed for housing allocation)

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