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## Report of the Chief Planning Officer

### **PLANS PANEL SOUTH AND WEST**

Date: 15<sup>th</sup> August, 2013

**Subject: APPEAL DECISION: APPLICATION 12/01963/FU – PLANNING APPLICATION AT OUTWOOD LANE HORSFORTH FOR RESIDENTIAL DEVELOPMENT.**

<b>APPLICANT</b>	<b>DATE VALID</b>	<b>TARGET DATE</b>
Redrow Homes	11 May 2012	10 August 2012

#### **Electoral Wards Affected:**

Horsforth

No

Ward Members consulted  
(referred to in report)

#### **Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

#### **RECOMMENDATION:**

**Members are asked to note the contents of this report.**

#### 1.0 INTRODUCTION

1.1 This planning application for a residential development for 34 houses was refused permission under delegated powers 10 August 2012. An appeal was heard at a public inquiry during September 2013 and the appeal has been dismissed.

#### 2.0 SITE

2.1 The site is allocated as potential greenspace in the Unitary Development Plan, it is within a Conservation Area, the upper part of the site is a Leeds Nature Area and the trees on the site are covered by a Tree Preservation Order. There is also a public footpath down the side of the site known locally as Conker Alley. There were 8 reasons for refusal which included impact on the Conservation Area, impact on ecology, impact on trees, loss of potential greenspace, lack of greenspace, impact on highway safety along Outwood Lane and impact on highway safety within the site.

2.1 The appeal was dealt with by a public inquiry. At the inquiry a scheme in relation to traffic calming and alterations to the proposed layout were tabled which it was agreed overcame the two highway reasons for refusal. The appellant also wanted the Inspector to consider the five year land supply for Leeds.

### 3.0 ISSUES

3.1 The Inspector identified that the main issues with this appeal which were

Issue 1 - The effect of the proposal on the character and appearance of the site and its surroundings have particular regard to

- The characteristics of the site and its contribution to the Horsforth Cragg Hill and Woodside Conservation Area
- The effect of the proposal on trees and views
- The effect of the access arrangements on the character and appearance of Outwood Lane
- Whether the proposed dwellings take proper account of their setting and location within the conservation area as regards their scale, density, massing, layout and styles.

Issue 2 - Whether the proposal would conserve or enhance biodiversity, having regard to the ecological value of the site and its place in the local network

Issue 3 - Whether the proposal makes appropriate provision for public open space within the site and with regards to any identified shortfalls in the locality

Issue 4 - Whether a five year supply of housing land can be demonstrated and the implications of this for the assessment of appeal proposal.

The inspector dismissed the appeal for the following reasons.

#### 3.2 Issue 1- Character and appearance

3.3 The Inspector considered that the proposal would lead to a significant loss of openness and greenery and that the ability of the fields to convey the agricultural past and historic development of the locality would be greatly diminished. The view from an adjacent footpath would be significantly harmed and would affect its contribution to the conservation area. In relation to a local feature known as Conker Alley there would be a substantial reduction in the contribution it makes to the wider area due to the erosion of its informal and wooded character.

3.4 The areas of residential development would be a dominant feature within the former fields so that the context of the new replacement footpath would be much more formal, more managed than the existing one.

3.5 The Inspector concluded that the proposal would fail to preserve the underlying character and appearance of the conservation area so that it would be contrary to UDPR policy N19 and failed to avoid problems of environmental intrusion contrary to UDPR Policy PG5.

#### 3.6 Issue 2 – Biodiversity

3.7 The upper part of the site is within a Local Nature Area (LNA) under UDPR policy N50. The Inspector considered that the loss of most of the higher value grassland would represent serious harm to the LNA and significant harm to the biodiversity of the two fields. The Inspector recognised that there are mechanisms that could be put into place to provide mitigation and compensation but these would not be sufficient to overcome the fundamental conflict with UDPR policy N50 and NPPF paragraph 118.

3.8 Issue 3 – Provision of public open space

3.9 The Inspector considered that the proposal would make adequate provision to address the demand for informal space arising from the scale of development proposed. It would meet the requirements of UDPR policy N4. If there was a planning obligation for offsite greenspace then it would also meet the requirements of policy N2.

3.10 Issue 4 – Housing Land supply

3.11 The Inspector stated that a five year land supply could not be demonstrated as the supply of land is lower than the requirements under policy H1 of the UDPR. This was the Inspector's views in relation to this specific appeal and the evidence base that was examined at that time.

4.0 OVERALL

4.1 The Inspector concluded that the proposal would fail to preserve the character and appearance of the conservation area and would fail to avoid problems of environmental intrusion so it is contrary to policy N19 and GP5. It would also be in conflict with policy N50 in relation to ecology.

4.2 The proposal would comply with policies N2, N4 and N5 with regard to open space but the Inspector still considered that the proposal fails to accord with the development plan as a whole. The failings with regard to the conservation area and biodiversity also mean the proposal cannot be regarded as a sustainable form of development.

4.3 The Inspector considered that there is not a five year land supply but the small number of houses involved would represent an extremely modest contribution to the overall supply of housing so that additional weight in this instance would be very slight.

4.4 The Inspector concluded that this is not an easy site to bring forward residential development. It is subject to several designations which recognise its value with regard to heritage, openness and biodiversity.

4.5 The Inspector recognised that there were a number of benefits that could be delivered these are not sufficient to outweigh the considerable costs which would be imposed on the historic and natural environment. As such they are not sufficient to outweigh the harm to the conservation area or the conflict with the development plan.

4.6 **The appeal was DISMISSED.**



## Appeal Decision

Inquiry held on 17-20, 24-27 September and 2 October 2013

Site visit made on 2 October 2013

**by Mrs K.A. Ellison BA, MPhil, MRTPI**

**an Inspector appointed by the Secretary of State for Communities and Local Government**

**Decision date: 13 November 2013**

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**Appeal Ref: APP/N4720/A/13/2192208**

**Land at Outwood Lane, Horsforth, Leeds, LS18**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
  - The appeal is made by Redrow Homes (Yorkshire) Ltd against the decision of Leeds City Council.
  - The application Ref 12/01963/FU dated 30 April 2012 was refused by notice dated 10 August 2012.
  - The development proposed is residential development of 34No. dwellings and on-site open space provision together with associated off-site public open space, footpath and habitat enhancements.
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### Decision

1. The appeal is dismissed.

### Preliminary Matters

2. At the start of the Inquiry, an Addendum to the Transport Statement of Common Ground was submitted which the Council confirmed was sufficient to address its objections in relation to the free flow of traffic and highway safety. The Addendum set out a number of detailed amendments relating to the site access and internal layout as well as agreement to a traffic calming scheme along the full length of Outwood Lane. The Addendum was accompanied by plan MA3revA, which gave details of the revised access proposals. Further revised plans reflecting these matters were also submitted so as to reflect the agreed amendments and ensure consistency. Although a number of plans were revised, the amendments themselves related to matters of detail. I am satisfied that no interests would be prejudiced as a result of these alterations and I have taken the revised plans into account in reaching my decision.
3. A Unilateral Undertaking was submitted concerning contributions to education, the provision and management of areas of public open space and ecology translocation works, the provision of affordable housing, a highways contribution and an off-site greenspace contribution.

### Main Issues

4. Given that agreement was reached on matters of traffic and road safety, I consider that the main issues in the appeal are:

- (i) the effect of the proposal on the character and appearance of the site and its surroundings having particular regard to:
  - the characteristics of the site and its contribution to the Horsforth Cragg Hill and Woodside conservation area;
  - the effect of the proposal on trees and views;
  - the effect of the access arrangements on the character and appearance of Outwood Lane; and
  - whether the proposed dwellings take proper account of their setting and location within the conservation area as regards their scale, density, massing, layout and styles;
- (ii) whether the proposal would conserve or enhance biodiversity, having regard to the ecological value of the site and its place in the local network;
- (iii) whether the proposal makes appropriate provision for public open space within the site and with regard to any identified shortfalls in the locality;
- (iv) whether a five year supply of housing land can be demonstrated and the implications of this for the assessment of the appeal proposal.

### **Policy**

5. Relevant development plan policies are contained in the Leeds Unitary Development Plan Review 2006 (UDPR). There was no disagreement that the policies relied upon by the Council in its reasons for refusal are broadly consistent with relevant national policy contained in the National Planning Policy Framework (NPPF).

### **Reasons**

6. The appeal site consists of two open fields lying to the north of Outwood Lane and two areas of woodland, that adjacent to the northern field being part of Cragg Wood and that to the south of Outwood Lane forming part of Low Hawksworth Wood. Under the appeal proposal there would be two cells of residential development comprising 13 dwellings in the northern field (the Cragg Wood field), with the remainder being located in the southern field (the Outwood Lane field). Access would be taken from Outwood Lane.
7. The appeal site lies within the Horsforth Cragg Hill and Woodside Conservation Area, where UDPR policy N19 expects that proposals should preserve or enhance the area's character or appearance. This reflects the duty contained in Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 that the decision maker should pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area. The line of the conservation area boundary takes an irregular form to the north east of the appeal site, where it follows the edge of the site for a short distance before running out to take in other land and buildings. For this reason, I consider that it is also appropriate to have regard to the effect of the proposal on the character and appearance of the surrounding area in general.

## **Issue 1: character and appearance**

8. The Horsforth Cragg Hill and Woodside Conservation Area Appraisal Management Plan (the Appraisal) describes the character of the conservation area as one of mixed development where the plan form reflects sporadic development, with remnants of medieval agricultural usage disbursed amongst nineteenth century and modern areas of development. It states that the special interest of the conservation area includes green spaces interspersed within the landscape. Of particular relevance to this proposal it notes that, along with other features of the conservation area, the open green space of historic origin between Little Hawksworth Wood and Cragg Wood emphasises the age, maturity and historic development of the area. Elsewhere, the Appraisal refers to the strong impact this area of land has on the green and rural feel of the area due to the public footpath which runs from Outwood Lane to Cragg Wood.
9. As the Council points out, there are various other indicators of the value which is placed on the appeal site and the surrounding area. There have been Tree Preservation Orders (TPOs) in place since 1952, when woodland and parkland areas were identified, with further TPOs being made in 2001 and 2002 relating to groups and individual trees. The Cragg Wood field lies within a Local Nature Area (LNA) which is, in part, a recognition of the site's value to local residents. In addition, historic maps indicate the footpath network is long established and the current pattern of use suggests it forms part of a well-used local network.
10. Although the appeal site includes parts of Cragg Wood and Little Hawksworth Wood the contribution of these parts of the site to the character and appearance of the surrounding area would not change as a result of the appeal proposal. In relation to this issue therefore, the main impacts to be assessed relate to the Cragg Wood and Outwood Lane fields, the public footpath and Outwood Lane itself.

### *The Cragg Wood and Outwood Lane fields*

11. The fields are rectangular in form. The two woodlands are located along the shorter, north-western and south-eastern sides. A narrow strip of allotments lies along the south-western side, beyond which is Jackman Drive, an area of inter-war residential development. The north-eastern side of the site is bounded by a public footpath, Conker Alley which, as its name suggests, runs through a line of mature trees before crossing the upper field and entering Cragg Wood. Beyond that, adjacent to the Cragg Wood field, is Woodside Park, an area of more recent housing. Although outside the conservation area, this residential development nonetheless forms part of the surroundings of the appeal site. Further down, next to the Outwood Lane field, there is a large area of amenity open space and Outwood House.
12. There was a fundamental difference between the parties as to the characterisation of the fields and their surroundings. The Appellant describes the landscape context as, in essence, a remnant field within a mosaic of built development and woodland which lies within a residential suburb of Leeds. The fields have no association with any buildings of historic value to the conservation area. On the other hand, the Council placed particular emphasis on the rural and informal character of the site, being fields and pasture situated within a treed and woodland setting. This assessment was strongly reinforced in the high number of representations made by local residents.

13. To my mind, the most striking feature of these fields is that they are indeed suggestive of earlier times, when Cragg Hill and Woodside would have been thought of as separate settlements. The setting amongst trees and woodlands, the dry stone wall boundaries and the use of the fields for grazing all combine to convey a strong impression of the character of the locality before Horsforth was absorbed into the Leeds conurbation. In a truly rural setting, it seems to me, these fields would be quite unremarkable. In my opinion, it is this very contrast with their suburban surroundings which adds the historic interest to their intrinsic value as an area of undeveloped green space. Indeed, several residents commented on the value, to them, of an area with such rural qualities so close to the city centre.
14. Although some 65% of the appeal site overall would be given over to publicly accessible space, that figure includes the areas of woodland. With regard to the fields, it can be seen from the layout plan that each cell of housing and the associated stretch of access road would occupy the lion's share of their respective fields. As such, the development would represent a significant reduction in openness and loss of greenery at this central location within the conservation area.
15. Also, although the landscape structure would provide a framework for the housing cells and would make reasonably generous provision for open space, much of this greenspace would be linear in form, since it would lie alongside the internal access road. Whilst there would be some areas managed as meadow, it would be evident that these were open spaces associated with residential development. The space would no longer appear as pasture. In this respect therefore, the historic interest of the fields and their ability to convey the agricultural past of the locality and the separate origins of Cragg Hill and Woodside would be greatly diminished.
16. Moreover, each cell would be laid out around three culs de sac and, notwithstanding the incorporation of detailing around window and door openings, it is acknowledged that the design of the dwellings would be derived from the developer's current portfolio. Consequently, despite some variation between the two cells, it seems to me that the appearance and style of the residential development would give the general impression of modern, estate housing. Whilst this would not be out of place when considered in relation to Woodside Park, as a built form it would not relate well to the terraces and villas which are identified as the main domestic form within the conservation area.

#### *The footpath*

17. One of the key characteristics which the Appraisal notes for character area 2 is its permeability. Thus, whilst the only key mid-distance view identified from the public footpath is that south-eastwards across the fields, it was accepted by both parties that the views were kinetic in nature. In fact, it is a particular feature of the design approach adopted by the Appellant that it is landscaped and acknowledges that views are important. In this respect, the views of the fields from the footpath represent one of the principal opportunities to appreciate the contribution which they make to the surrounding area. This is all the more so since the footpath is primarily used for recreation, so that users are likely to have a heightened awareness of their surroundings.

18. From the point where the footpath emerges from Cragg Wood and crosses the upper field<sup>1</sup>, the mid-distance view southwards is primarily one of grazed pasture backed by views of the dwellings on Jackman Drive. I agree with the Appellant that there is little visual evidence of any former strip field system. Nonetheless, in my opinion, it is at this point that the rural feel is most evident, since the immediate surroundings are open, the dominant features are the fields and woodland and the path itself is informal. Also, the view is from higher ground so that it allows appreciation of the whole of the upper field as well as part of the lower field.
19. Under the appeal proposal, the footpath would approach the rear of three large, detached dwellings before passing through the upper part of a cul de sac, so that there would be residential development to either side. The view would be severely constrained by the proximity of the housing and the context would change from one of greenery and informality to one of modern residential development. I agree, therefore, with the Council's assessment that the development would have a highly adverse effect on this view and on the informal character of the locality at this point which would be of major negative significance to the conservation area.
20. The Council also expresses concern as to the extent to which development on plots 31 and 32 would intrude into the root protection areas of trees A and C, located on higher ground in the rear gardens of the adjoining properties in Woodside Park Drive. There would be very limited intrusion into the root protection area of tree A so that I am not convinced the proposal would materially affect that tree. However, the garage to plot 32 would sit quite close to the site boundary and both it and the driveway would be well within the canopy of tree C. I appreciate that some works to this tree may well be necessary in any event, bearing in mind its relationship with the retaining wall. Also, appropriate tree protection methods could be employed during the construction period. Nevertheless, it seems clear that the proposal would add to the pressures on this tree and would be likely to limit its contribution to the surrounding area in the longer term.
21. From Conker Alley there is considerable variation in the quality of views and the character of the footpath. As the Appellant notes, there is a pattern of views being available, then obscured and becoming available again. I recognise that this pattern would be retained. However at present the immediate views are mainly of fields and trees, with the trees being the predominant feature. The proposed layout would place the two housing cells directly adjacent to Conker Alley so that walkers using the footpath would be highly aware of built development, particularly in relation to plots 22 and 26 in the Cragg Wood field and plot 20 in the Outwood Lane field. This is illustrated by the fact that these plots would all intrude into the root protection areas of the trees along Conker Alley, as would the access to plots 9 and 19. A number of trees would lie within or next to the garden to plot 21, on the boundary between the two fields. I accept that construction works could be managed so as to keep to a minimum any direct effects on the trees. However it seems to me that the proximity of so many plots would be likely, over time, to lead to pressure for the trees to be managed or removed, eroding the character of Conker Alley in the longer term. Also, even though there would still be views across the site towards the open space beyond, these would be much more

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<sup>1</sup> MB viewpoint 6; BJD viewpoints 17-19



formal and managed in character since they would be channelled along modern residential streets. In addition, not all of the trees to be removed would be replaced, so that the outcome would be to increase the visibility of the residential development from the footpath.

22. The fields and their setting represent the features of identifiable heritage value in the views from the footpath. In addition, Conker Alley makes an important contribution to the general area owing to its informal and wooded character, its value as a recreational route and its relationship with the fields. This would be greatly eroded as a result of the development, representing a medium adverse effect which would be of moderate significance to the historic interest of the conservation area.

#### *Outwood Lane*

23. According to the Appraisal, Cragg Hill and Woodside originally developed as distinct settlements, with Outwood Lane serving as a through road. It goes on to note that there is a very strong streetscape within the conservation area and, in the case of Outwood Lane, this is reflected in the way that key mid-distance views are identified along much of its length. The Appraisal also identifies a key view into the Outwood Lane field.
24. At the point where it passes the appeal site, Outwood Lane appears as a relatively narrow stretch of road bounded by low stone walls. The trees of Little Hawksworth Wood lie immediately to one side of the road and on the other is the well-vegetated boundary of the Outwood Lane field, which also includes a number of mature trees.
25. The new access would be formed a short distance to the north east of the current field gate. The line of the existing boundary walls would be tapered back slightly for some distance to either side and a build out created so as to provide adequate visibility splays. There would be road markings and a flat topped speed hump at the access point. As the proposal now stands, the footway would emerge through a separate break in the wall onto the northern build out. It was common ground that trees T15 and T16 would be removed to form the access.
26. The access arrangements would have the effect of opening up views into the site. In place of filtered views of an area of pasture, there would be a direct view of the beginnings of a residential street looking over a village green. The houses at this point are described as being of cottage appearance. To the extent that this would constitute sporadic development, the view would be consistent with the identified character of the conservation area. On the other hand, notwithstanding their description, it seems to me that these houses would appear as fairly conventional, modern dwellings which would offer little connection or association with those examples of domestic architecture identified as making a positive contribution to the conservation area. In relation to the historic interest of the conservation area therefore, I consider that the effect on this view would be moderately adverse and of minor negative significance.
27. There would be a number of changes to the views along this stretch of Outwood Lane as a result of the rebuilding of the boundary wall, the build outs, speed hump, road markings and street signs. A detailed traffic calming scheme for the lane as a whole has not yet been prepared but the indications

are that it would include road markings at intervals as well as some form of signage in addition to a build out at the bend to the north east, near Outwood House. Although the trees and stone walls along Outwood Lane are highly reminiscent of the area's rural past, it seems to me this is offset by the very fact that it is a link road within a suburb of a major city. The surfacing materials of the carriageway and footway are found in urban and rural areas alike. Once past Outwood House, there is a high incidence of on-street parking. In the opposite direction, the character of twentieth century suburban development quickly reasserts itself. Taking all of these matters into account, I consider that the proposal would have a limited effect on the historic interest of Outwood Lane so that it would be of minor significance to the conservation area.

28. The high value of Outwood Lane in its current form was also a recurring theme in the representations from local residents. However it is much more functional in character and use than the footpath network. Thus, whilst I recognise the strength and sincerity of the views expressed, I am not persuaded that the effect on the wider area would be of more than minor significance.

#### *Conclusion on character and appearance*

29. With regard to the fields, I have found that the proposal would lead to a significant loss of openness and greenery and that the ability of the fields to convey the agricultural past and historic development of the locality would be greatly diminished. The view from the footpath where it emerges from Cragg Wood and its context would be significantly harmed, which would directly affect its contribution to the conservation area. In relation to Conker Alley, there would be a substantial reduction in the contribution it makes to the wider area due to the erosion of its informal and wooded character.
30. In support of the proposal, the Appellant points to the landscape-led approach which would create a new, more accessible footpath route through the two fields from Outwood Lane up to Cragg Wood, passing through larger areas of open space such as the village green and the upper fields. I can see the merits of this as a creative solution to the conflicting demands of accepting the principle development whilst at the same time seeking to maintain openness and greenery. The proposal to translocate T91 is a further indication of the extent to which the scheme has been influenced by landscaping considerations. The new footpath would also add to the permeability of this part of the conservation area. However, even allowing for the intention that parts of the open space would be managed as meadowland, I consider that the areas of residential development would be the dominant feature within the former fields so that the context of the new footpath would be much more formal, more managed than the existing one. Whilst new views would be created, these would lack the natural qualities of those currently available. As a result, I consider that the proposal would fail to preserve the underlying character and appearance of the conservation area so that it would be contrary to UDPR policy N19. In failing to establish an appropriate balance between the built and open elements, the proposal would also fail to avoid problems of environmental intrusion, contrary to UDPR policy GP5.

#### **Issue 2: biodiversity**

31. The upper field and that part of Cragg Wood within the appeal site are identified as a Local Nature Area (LNA 031) under UDPR policy N50. That part

- of Low Hawksworth Wood which is within the site boundary falls within the Hawksworth Woods LNA (LNA 050). Although there is some dispute over the management prescriptions required in Little Hawksworth Wood, neither area of woodland would be directly affected as a result of the proposed development.
32. The Council's initial objection related to plots 31-34 which, it claimed, would be sited so close to the woodland edge that they would adversely affect bat foraging opportunities. It was confirmed at the Inquiry that those objections still stand but that, in view of the later survey of the grasslands, its main concerns as to biodiversity now relate to the effect on the grassland.
33. No information is available as to the ecological interest of the LNA. However, it is common ground that the upper field currently supports a plant assemblage linking back to its former use as a hay meadow/pasture. Given that the field was added to the Cragg Wood LNA in the early 1990s, it would not be unreasonable, in my view, to assume that this plant assemblage would have been a factor in the decision to include it within the LNA. Although the site is also designated as potential greenspace, no details are available as to how it might be brought into such use. As such, that designation does not alter any nature conservation value which the fields may have at present.
34. The initial ecological appraisal carried out in April 2012 noted that the grassland represented an isolated fragment of an increasingly scarce, species rich habitat. At that stage, the assessment was that the grasslands were variable in sward quality with the most diverse sections scattered throughout the site in a series of pockets. A follow up vegetation survey was carried out in July 2012. Although it had initially been thought that up to half the grassland area could have been of high value, the more detailed survey established that in fact this figure was probably less than 20%. In quantitative terms, the Appellant estimates the higher value grassland areas account for some 5870 sqm, slightly more than half of which would be in the Outwood Lane field.
35. There are a number of factors which would point to the site having a limited ecological value, particularly that it is isolated and does not act as a buffer or connection for other habitats; the coverage of higher value grassland is patchy; and there is a high degree of variation in sward quality. Its potential value is also limited by reason of the predicted deterioration in quality associated with the continuing use of the site for grazing.
36. On the other hand, the site contains elements of a UK BAP priority habitat and the survey found that the Outwood Lane field, which does not have LNA status, was shown to be more diverse than the Cragg Wood field. Moreover, despite the agreement between the parties as to the robustness of the Appellant's survey, the stated purpose of that work was to characterise the higher value grassland. Thus, some doubt must remain as to whether it offers a full picture of the overall quality of the two fields, a matter reflected in the conclusions of the West Yorkshire Local Sites Partnership, that there were aspects of the survey's structure that meant it was not a suitable basis for a decision as to whether the site should be accorded Local Wildlife Site status. Also, even though the site has deteriorated owing to the current grazing use, there is clear potential for significant improvement under a more sympathetic regime. However, even with these factors in mind, the view of the Council's own ecologist was that, whilst he argued for the site to be considered as being of

more than local value, it had not been shown to be of regional or countywide (LWS) value.

37. Whilst the 2012 survey indicates a lower level of diversity in the Cragg Wood field, it does not suggest that the field itself is of less than LNA value. Certainly, the LNA designation includes an element of public enjoyment and, bearing in mind the number of responses from local residents which drew particular attention to the appearance of the fields during the period grazing was suspended, it seems that it also continues to fulfil that aspect of the designation. Also, the upper field includes the interface between the areas of grassland and Cragg Wood, which is of some value in its own right. Finally, there is the information from the July 2012 survey pointing to the value of the Outwood Lane field. Despite the process of degradation through grazing therefore, I consider that the evidence available is sufficient to show that both fields should be regarded as having a high value at the local level. I note that, as an alternative to residential development, the fields might be grazed more intensively but that would not affect their current value.
38. UDPR policy N50 does not permit development which would seriously harm a LNA. Factors to be taken into account include the extent and significance of potential damage to the nature conservation interest and whether a replacement site of equivalent interest can be provided. This is broadly consistent with the principles set out in national policy, that protection should be commensurate with the status of a site and that significant harm should first of all be avoided or, where that is not possible, it should be mitigated or, as a last resort, compensated for<sup>2</sup>. National and local planning policies place a high importance on the provision of land for housing. Given that only part of the site is formally designated under UDPR policy N50 and that the designation is at the lower end of the national and local hierarchy, I consider that it would be commensurate with the status of this site to expect that the protection on site of the biodiversity interest should give way to some extent to its development for housing.
39. In this regard, my attention has been drawn to the application of the principles in NPPF paragraph 118 and the stage at which mitigation should be taken into account when assessing harm. I am inclined to agree with the Council that a straightforward reading of the first bullet point of paragraph 118 suggests that the initial approach should be to seek to avoid significant harm but that, where it is shown that harm cannot be avoided, the overall acceptability of the proposal should be assessed having regard to mitigation proposals. I see no inconsistency between this and the approach referred to in the CIEEM Guidelines<sup>3</sup> but, in any event, it would be the approach in national planning policy which should prevail.
40. On the Appellant's own figures, some 5,500 sqm of higher value grassland would be lost to development, with some 370sqm being retained, distributed in four locations across the two fields<sup>4</sup>. There can be no doubt therefore that, without mitigation, the proposal would seriously harm the LNA and cause significant harm to the biodiversity interest of the Outwood Lane field. Indeed, the Appellant notes that the loss of the grassland is of significance at the local

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<sup>2</sup> NPPF paragraphs 113 and 118

<sup>3</sup> CD 26 Guidelines for ecological impact assessment CIEEM 2006 paragraphs 4.27 – 4.33

<sup>4</sup> RW Proof Appx 5

level<sup>5</sup>. Although the landscape strategy within the Design and Access Statement refers to various features in and around the site, no reference is made to the grassland. Also, the architectural evidence<sup>6</sup> refers to the ecological and visual importance of key trees but the value of the pasture is described as being in decline. Having regard to the range of background documents produced to inform the design of the scheme, there is little to show that alternative layouts were considered in order to avoid harm to the grassland. Certainly, the layout was not altered following the findings of the July 2012 survey as to the areas of higher value grassland. As such, I consider that the proposal fails to show that significant harm could have been avoided so that it fails to satisfy national policy in this respect<sup>7</sup>.

41. Nevertheless, the proposal does include mitigation and compensation measures. Although this would not address the underlying conflict with the principles in paragraph 118, those measures form part of the proposal to be considered. The Ecological Enhancement and Management Plan<sup>8</sup> (EEMP), which would be implemented through the Planning Obligation, sets out a regime to retain and enhance some 4065 sqm of grassland on site<sup>9</sup>. Provided it was shown that the EEMP could be implemented, I see no reason why the areas identified for lowland meadow and grassland habitat should not become established as outlined. In addition, the Appellant has suggested that any remaining deficiency could be addressed by means of a condition requiring the submission of a scheme for the offsetting of biodiversity impacts, pointing out that a similar approach was taken recently in a decision by the Secretary of State<sup>10</sup>.
42. However, there would be some tension between the proposals for on-site mitigation on the one hand and the recreational demands and expectations of residents on the other. This would particularly affect the larger open areas such as the village green. Thus, I have significant reservations as to whether the claimed 4065 sqm of enhanced and retained grassland on-site could be delivered in the longer term or whether it would be of sufficient quality as to adequately mitigate the harm which has been identified. On that basis, I consider that off-site compensation would also be necessary. In this respect, there is nothing to show that this could not be delivered on one of the alternative sites identified by the Appellant so that the proposal could produce a net neutral effect with regard to biodiversity. The Ecology Statement of Common Ground notes that this could be defined through the use of biodiversity offsetting metrics.
43. I consider that the loss of most of the higher value grassland would represent serious harm to the LNA and significant harm to the biodiversity of the two fields. Policy N50 is worded so as to allow a balance to be reached between the needs of the development and the requirements of nature conservation. National policy sets out the principles of avoidance, mitigation then compensation. On the information provided, the areas of higher value grassland to be retained would be those which happened not to be on a part of

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<sup>5</sup> RW Proof paragraph 5.8

<sup>6</sup> RHS Proof paragraph 5.3

<sup>7</sup> I have also been referred to R (on the application of Christopher Prideaux) v Buckinghamshire County Council 2013 EWHC 1054 (Admin), paragraph 151. However I note in that case that alternatives to the proposal had been considered and rejected (paragraph 150).

<sup>8</sup> Dwg No BE-D-1350-07 August 2013

<sup>9</sup> RW Proof paragraph 5.12

<sup>10</sup> APP/W4515/A/12/2175554 Land at Whitehouse Farm

the site identified for development, indicating that this aspect of the requirements of nature conservation have not influenced the proposal. As such, the proposal fails to satisfy the aims of local and national policy on biodiversity. I recognise that mechanisms could be put in place, through the Planning Obligation and a planning condition, to provide mitigation and compensation. However, these would not be sufficient to overcome the fundamental conflict with UDPR policy N50 and NPPF paragraph 118.

### **Issue 3: provision for public open space**

44. The two fields are identified as potential greenspace under UDP policy N5, which seeks to improve the quantity and quality of greenspace provision. This is a proposal of long standing, having been carried forward from an earlier Local Plan and I was informed at the Inquiry that no specific funding is available to finance the acquisition and laying out of this land. In addition, whilst the allocation would be covered by the provisions of UDPR policy N1 which provides protection for greenspace in general, the Council accepted at the inquiry that policy N5 itself does not, in terms, preclude the possibility of some development on the site<sup>11</sup>. In those circumstances, it seems to me, the effect of policy N5 is to add weight to the importance of open space provision when considering the overall planning balance, particularly with regard to the way in which a proposal was able to address the question of any identified deficiency in greenspace.
45. According to the Appellant, the proposal would provide just under 3ha of open space distributed between five areas<sup>12</sup>: the village green is described as an accessible community open space of about 0.43ha; adjacent to this would be the wooded link, some 0.32ha; this would lead on to an area described as the upper fields, of about 0.51ha which would comprise children's play as well as general open space; that part of the site which is within Cragg Wood, together with a buffer along the public footpath would amount to about 0.67ha; and the area of Low Hawksworth Wood would provide a further 1ha which would also incorporate adventure play.
46. The Council advises that, within the terms of UDPR policy N4, a development of 34 dwellings should make provision for 1360sqm of local amenity space to meet demand arising directly from the development. In quantitative terms therefore, open space provision within the site would be comfortably in excess of the minimum requirement.
47. Concerns were raised as to whether the space provided would be of a suitable quality, bearing in mind the requirement in UDPR policy N4(i) that the space should be 'usable'. Part of the village green, for example, is earmarked to provide a mitigation area for the higher value grassland<sup>13</sup>, as also are parts of the wooded link and upper fields. The maintenance regime outlined in the Ecological and Environmental Management Plan indicates that these lowland meadow habitat areas would be cut only a few times each year, to allow a summer flowering meadow to develop. In some areas, low railings would be used to deter access. Clearly therefore, those open space areas intended to serve an ecological function would not lend themselves to impromptu ball

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<sup>11</sup> Note 2 on 5 year supply, paragraph 2.2

<sup>12</sup> CB P56; also Planning Obligation, Appendix B and Dwg No 2202-P-00-101-D

<sup>13</sup> Although the village green is not identified as lowland meadow grassland on the ecological features plan BE-D1350-07.0 within the Ecological and Environmental Management Plan, the Soft Landscape Proposals drawing Bir.3860\_21B identifies existing grassland to be retained

games and other types of active recreation, at least for some part of the year. Moreover, the wooded link and upper fields include areas of linear space alongside the access road and Conker Alley, so that a much lower proportion of those areas would probably be 'usable' within the terms of policy N4. In addition, even the more rounded spaces such as those between the two housing cells would be very close to individual dwellings, which would also limit their suitability for ball games.

48. Nevertheless, national policy recognises<sup>14</sup> that some open land can perform more than one function, which may include providing for wildlife as well as recreation, an approach which would also reflect the advice from Natural England<sup>15</sup>. To my mind, such a principle has self evidently informed the landscape approach to this development. Thus, whilst the spaces would not be laid out or maintained along the lines of more conventional, grassed areas, I am satisfied that their range and variety would be sufficient to meet the needs for informal amenity space associated with the scale of residential development proposed.
49. The Council has carried out an assessment against the approach of providing access to the hierarchy of greenspaces contained in UDPR policy N2. It identifies a significant deficiency in the area with regard to local amenity space (80% below adopted standard) as well as an absence of any designated neighbourhood parks within the requisite 800m distance. In those circumstances, policy N4 indicates that planning obligations will be sought to secure additional or improved greenspace within the locality.
50. I am minded to agree with the Council that not all of the areas identified by the Appellant as open space could be classed as 'usable' within the terms of UDPR policy N2. However even if all of that space was taken into account, the level of deficiency with regard to local amenity space would not be overcome. In addition, although the proposal identifies locations for children's play, the Council sets out reservations as to the suitability of their location. As such, I am not persuaded that the proposal as it stands makes appropriate provision for children's play. The Planning Obligation makes provision for a greenspace contribution according to the level of deficiency identified. Having regard to the information provided by the Council<sup>16</sup>, I consider that the proposal adequately complies with only UDPR policy N2.2 .
51. Within its own boundaries, the proposal would make adequate provision to address the demand for informal space arising from the scale of residential development proposed. It would, therefore, meet the requirements of UDPR policy N4(i) in that respect. However, the proposal would not overcome the level of deficiency in relation to local amenity space or neighbourhood parks, nor has it been shown to make adequate provision in relation to children's play. The terms of the Planning Obligation therefore would be necessary to allow the development to address that planning objection. Once that is taken into account, the proposal would satisfy the requirements of UDPR policies N2 and N4.

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<sup>14</sup> National Planning Policy Framework paragraph 17, core principles

<sup>15</sup> 'Nature Nearby' Natural England 2010

<sup>16</sup> LCC4, C Bolam, Table 2

#### **Issue 4: housing land supply**

52. The question of housing land supply<sup>17</sup> was initially raised by the Appellant in relation to whether the proposal should be determined in the light of the statement at paragraph 49 of the National Planning Policy Framework that relevant policies for the supply of housing should not be considered up to date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites. This ties back to paragraph 14 of the Framework, which states that where relevant development plan policies are out of date the presumption in favour of sustainable development means that planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits (referred to as the 'enhanced' planning balance).
53. During the course of the Inquiry, it was clarified that no policies for the supply of housing were in issue.<sup>18</sup> It was agreed, therefore, that the appeal proposal should be determined according to the 'classical' planning balance<sup>19</sup>. In this regard, the Council made clear its own view that, in the light of the general policy encouragement for housing at both local and national level, some weight should be attached to the proposal by virtue of the fact that it would deliver housing. For the Appellant, it was stated that the actual extent of any shortfall in supply would be unlikely to make a material difference to the outcome of the appeal, the salient point being that the five-year housing supply reflects a threshold where national policy gives much greater weight to the benefits of housing provision. Thus, the only remaining difference between the parties concerned the degree of weight which should attach to the benefits of housing provision if some conflict with development plan policies was identified and it became necessary to carry out an overall planning balance. On that basis, it was agreed that for the purposes of this appeal it is necessary only to reach a finding as to whether the Council is able to demonstrate a five-year housing land supply.
54. On the Council's own figures, the supply of housing land currently stands at 21,402. Whilst this was disputed by the Appellant, the differences between the parties would only become relevant if it was shown that the claimed level of supply was in excess of the identified housing requirement.
55. The issue of housing land supply in Leeds has most recently been tested in 2011<sup>20</sup> (the Grimes Dyke decision). At that point, the Secretary of State concluded that there were no material considerations of sufficient weight to indicate that the five year housing land supply requirement should be determined on any basis other than the development plan. The starting point now, as was the case in 2011, must be UDPR policy H1, which states that provision will be made for the annual average requirement identified in the Regional Spatial Strategy. That requirement stands at 4,300 dwellings a year which, with a 5% buffer, would produce a five year requirement in excess of 21,402. Thus, a five-year housing supply could not be demonstrated against the requirement in the development plan.

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<sup>17</sup> National Planning Policy Framework paragraph 47: sufficient to provide five years worth of housing against the housing requirement with an additional buffer of 5%

<sup>18</sup> Doc 29, Note 2 (agreed) on housing land supply and UDP policies

<sup>19</sup> cf Section 38(6) of the Planning and Compulsory Purchase Act 2004 that if, in making any determination under the Planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise.

<sup>20</sup> APP/N4720/A/09/2117920 Land at Grimes Dyke



56. The Council contends that the situation has moved on some way since the Grimes Dyke decision and it is necessary to have regard to the more up to date evidence which is now available<sup>21</sup>. The draft Core Strategy was submitted for examination earlier in the year and hearings are scheduled to take place in the near future. As is to be expected, the draft Core Strategy sets out its own housing requirement which is accompanied by a much more recent evidence base than that which informed the Regional Strategy. It identifies a need for 74,000 dwellings over 16 years, based on an employment-led scenario. The figure of 74,000 would translate to 4,625 dwellings a year and a five year figure in excess of 21,402 so that, again, a five year supply could not be demonstrated.
57. Policy SP6 of the draft Core Strategy however, sets the requirement at 3,660 dwellings a year for the period 2012/13-2016/17, stepping up to 4,700 a year thereafter. This would produce a requirement for the period 2013-2018 of 19,340, rising to 20,307 once the 5% buffer was included. The size and timing of this 'step-up' is justified with reference to the SHMA<sup>22</sup>, which examines a range of local factors affecting population and household formation rates. In particular, the Council relies on the SHMA to support its case that the rate of new household formation has been curtailed by economic factors such as the credit crunch and the recession and that such factors will continue to influence demand in the short term.
58. I recognise the logic that an employment-led scenario should take account of economic factors and, indeed, cogent arguments have been put forward to support the policy. However, it seems to me that such an approach constitutes a step away from meeting the full, objectively assessed need, certainly in the short term. It represents a means of tailoring or adjusting the requirement to accommodate economic constraints. Thus, whilst national policy allows demographic change to be taken into account<sup>23</sup>, that guidance is given in relation to plan-making. Also, the Hunston decision makes clear that the stage at which growth constraints should be taken into account is when assessing how the identified need can be addressed. In a plan-led system, that is a matter for policy-making at the local level, which should properly be tested through the development plan process in the first instance. For this reason, I consider that the step-up approach contained in draft Core Strategy policy SP6 can carry little weight at this stage. In the absence of this step-up, the Council cannot demonstrate a five-year housing supply.
59. In the period since the Grimes Dyke decision the SHMA has been finalised and the evidence base for the draft Core Strategy has been assembled and published. Whilst the most recent figures are not that far away from those in the Regional Strategy in numerical terms, they provide an up-to-date picture, using national data tuned to reflect local circumstances. As such, I consider that they do represent a more authoritative assessment of need than those in the adopted development plan. However, irrespective of whether the housing requirement is based on the adopted development plan or on more up to date information, I find that the Council is unable to demonstrate a five year supply of housing land.

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<sup>21</sup> Hunston Properties Ltd, 2013 EWHC 2678 (Admin) (the Hunston decision)

<sup>22</sup> CD9: Leeds Strategic Housing Market Assessment, May 2011

<sup>23</sup> National Planning Policy Framework paragraph 159

## Other Matters

60. Allotment holders expressed significant concerns as to the longer term security of the allotments if a new pedestrian route was provided within easy reach of the dry stone wall between the allotments and the appeal site. I appreciate that the concerns over pilfering, theft and vandalism are based on experience. However, it seems to me that an adequate level of security could be provided without the need to resort to a 2m high metal fence. As such, I am satisfied that such a matter could be addressed as part of the detailed consideration of boundary treatments.
61. Concerns were also expressed as to whether the access arrangements and additional vehicle movements would present a particular risk to pedestrians on the footpath opposite the appeal site. However, the information available is that vehicle speeds in the area are presently quite low and that, with traffic calming, these would be reduced still further. On that basis, I am satisfied that the proposal would not present an unacceptable increase in risk to pedestrians.

## Conclusions

62. I have found that the proposal would fail to preserve the character and appearance of the conservation area, and would fail to avoid problems of environmental intrusion so that it would be contrary to UDPR policies N19 and GP5. Notwithstanding the provisions which the proposal makes for mitigation and compensation, it would also be in conflict with UDPR policy N50. Thus, whilst I recognise that the proposal would satisfy other policies, particularly N2, N4 and N5 with regard to open space, I consider that it fails to accord with the development plan as a whole. The failings with regard to the conservation area and biodiversity also mean that the proposal cannot be regarded as a sustainable form of development.
63. I agree with the assessment that the effect on the conservation area would lead to less than substantial harm. Consequently, in accordance with national policy<sup>24</sup>, this harm should be weighed against the public benefits of the proposal. In addition, it is argued that these considerations would be sufficient to outweigh any conflict with the development plan.
64. The main benefits are that the proposal would deliver a mix of market and affordable housing in a reasonably accessible location as well as providing some 3ha of publicly accessible open space. I accept that the absence of a demonstrable five-year housing supply suggests additional weight should be attached to the benefit associated with the provision of housing. However, bearing in mind the scale of the requirement, I consider that the small number of dwellings involved would represent an extremely modest contribution to the overall supply so that the additional weight, in this instance, would be very slight. Although there appear to be few physical obstacles to public access to the woodland areas, the proposal would formalise the current situation. Also, the development would generate economic and financial benefits in the form of New Homes Bonus, Council Tax and employment and household expenditure in the local economy. I attach significant weight to the benefit of housing and some weight to the benefits of formalising public access to the woodlands and the economic and financial inputs to the locality.

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<sup>24</sup> NPPF paragraph 134

65. Given that a number of the dwellings would intrude some way into the root protection areas of the trees, I am not persuaded that the proposal would offer any net benefit to the health and management of trees, even having regard to the LNA status of the woodlands. Although the dry stone walls are in need of repair in some parts, there is nothing to suggest that housing development would be necessary to allow such works to take place. In this respect, there appear to have been initiatives within the community relating to the repairs to the walls alongside the allotments. The need for the biodiversity measures, traffic calming, education contributions and bus shelters is identified as arising from the development and the works are proposed on the basis they are necessary to make the development acceptable.
66. Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that special attention is paid to the desirability of preserving the character or appearance of a conservation area. Significant weight, therefore, attaches to the harm to the conservation area. In addition, Section 40 of the Natural Environment and Rural Communities Act 2006 states that every public authority must, in exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity. For this reason, I also attach significant weight to the failure to establish an appropriate balance between the protection on-site of the biodiversity interest and the benefits of residential development. The more general harm to the character and appearance of the wider area also carries some weight.
67. This is not an easy site on which to bring forward residential development. It is subject to several designations which recognise its value with regard to heritage, openness and biodiversity. It is also located within a community whose members have expressed very clearly and, often, eloquently, their support for each of those designations. In those circumstances, it has to be acknowledged that the proposal is within the spirit of current national policy, in that it does represent a creative attempt to put forward a solution to the problems associated with the various expectations of the site. However, whilst I accept that the proposal would deliver a number of benefits, particularly with regard to housing, I consider that they would not be sufficient to outweigh the considerable costs which would be imposed on the historic and natural environment. As such, they are not sufficient to outweigh the harm to the conservation area or the conflict with the development plan.
68. For the reasons given above, I conclude that the appeal should not succeed.

*K.A. Ellison*

Inspector



INTERESTED PERSONS:

Cllr Dawn Collins	Ward Member
Peter Crosland	Chairman, Cragg Hill and Woodside Residents Group
Rick Amos	Local resident
Gerry Croft	Local resident and allotment holder
Elsbeth Taylor	Local resident
Dr David Hanson	Local resident
M Featherstone	Local resident
J Featherstone	Local resident
Graham Childs	Local resident
Peter Snow	Local resident
Donald Goodchild	Local resident and allotment holder
Bob Kidd	Local resident
Mr G Vlaeminke	Local resident

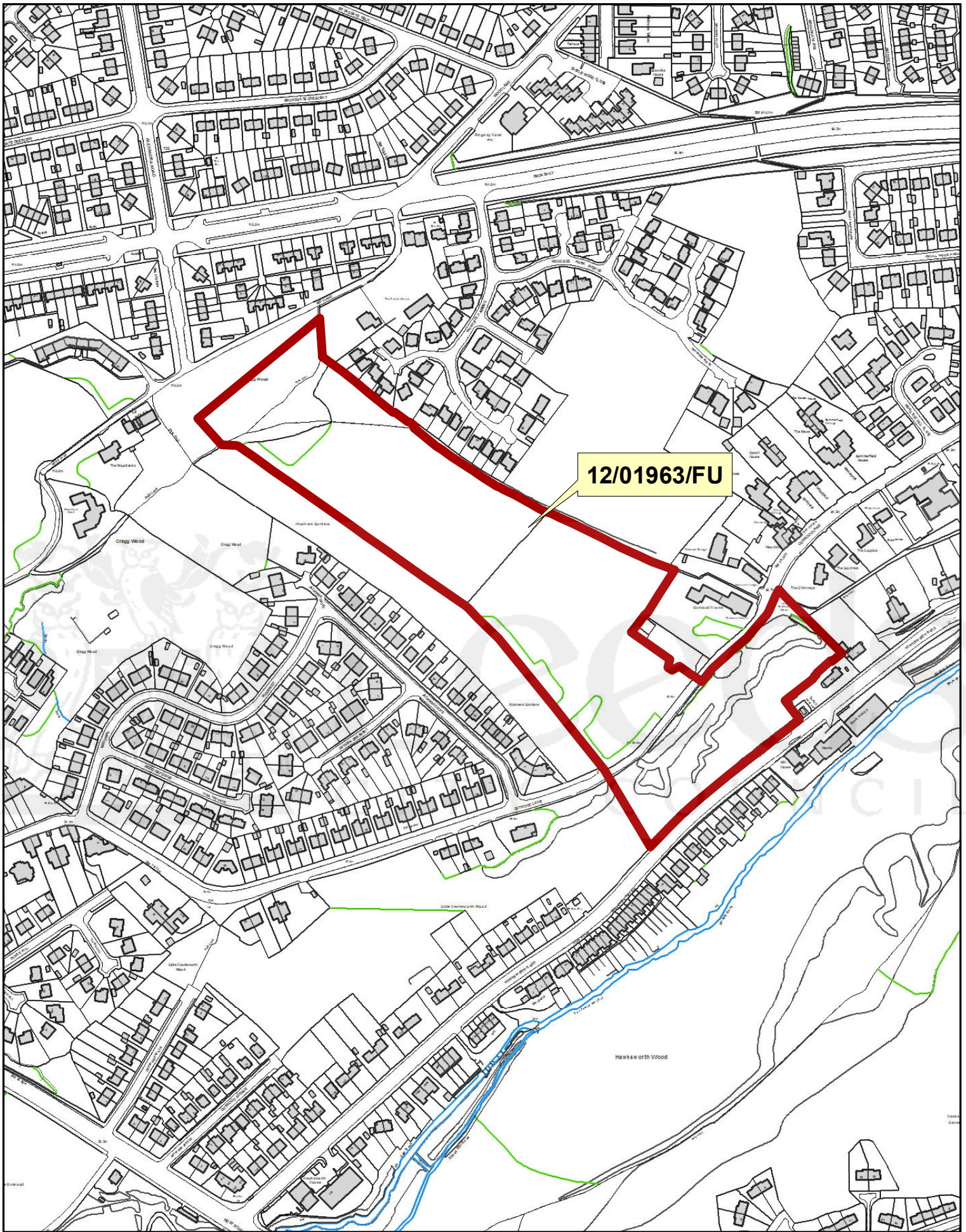
DOCUMENTS

Document	1	Addendum to Transport Statement of Common Ground
Document	2	Draft Planning Obligation
Document	3	Hunston Properties Ltd v SSCLG and St Albans City and District Council 2013 EWHC 2678 (Admin)
Document	4	Speaking notes – M Bentley
Document	5	Speaking notes – S Corr
Document	6	SC Sketch comments – tree impacts and revised highway layout
Document	7	Speaking notes – N Khan
Document	8	Speaking notes – C Bolam
Document	9	Areas of open space deficiency under UDP policy N3
Document	10	Procedures for greenspace improvement projects
Document	11	Nature Nearby – Accessible Natural Greenspace Guidance, Natural England, March 2010
Document	12	Speaking note – R Marsh
Document	13	Statement of Common Ground - Ecology
Document	14	Draft list of suggested conditions
Document	15	Letter dated 19 September 2013 and enclosures from Horsforth Town Council concerning Neighbourhood Plan
Document	16	Agreed list of plans and documents
Document	17	Inspector’s note on housing land supply
Document	18	Letter from Craggwood (Horsforth) Allotment Society Ltd
Document	19	Plan showing locations of viewpoints in Appendix RHS 14
Document	20	APP/W4515/A/12/2175554 Land at Whitehouse Farm
Document	21	Quadrat locations for July 2012 vegetation survey
Document	22	Statement by Cragg Hill and Woodside Residents Group
Document	23	Statement by David R Hanson MA, MB, BChir, FRCS
Document	23a	Postcard image of Outwood Lane, 1908, submitted by Elspeth Taylor
Document	24	Statement and enclosures by Rick Amos
Document	25	Photograph of view from Woodside Park Drive, submitted by Bob Kidd
Document	26	Statement by Cllr Dawn Collins
Document	27	Email from Craggwood (Horsforth) Allotment Society Ltd dated 1 October 2013
Document	28	Note 1 (draft) on housing land supply and UDP policies
Document	29	Note 2 (agreed) on housing land supply and UDP policies
Document	30	Speaking notes, M Elliot
Document	31	A note for the Inspector regarding the Appellant’s analysis of the Council’s supply
Document	32	A note for the Inspector clarifying the Thorp Arch decision
Document	33	A note for the Inspector regarding the Appellant’s revised calculation of a housing requirement
Document	34	Extracts from National Planning Practice Guidance concerning the starting point for the five-year housing supply and what constitutes a deliverable site
Document	35	Rates of construction
Document	36	Construction details as at 30 June 2013
Document	37	Extract from National Planning Practice Guidance concerning assessing availability

Document	38	Letter from Government Office for Yorkshire and the Humber June 2009, extension of saved policies
Document	39	Speaking notes, C Cunningham
Document	40	New estimates of housing demand and need in England, 2011-2031, TCPA
Document	41	UK residential development land August 2013, Savills
Document	42	First time buyer monitor, August 2013, LSL Property Services
Document	43	Email correspondence with Yorkshire Water 26/9/2013
Document	44	Email correspondence regarding boundary treatments in relation to allotments, 26/9/2013
Document	45	Letter dated 27/9/2013 from Redrow Homes Yorkshire concerning site delivery
Document	46	Further email correspondence with Yorkshire Water 1/10/2013
Document	47	Completed Planning Obligation
Document	48	Agreed list of suggested conditions
Document	49	R (on the application of Christopher Prideaux) v Buckinghamshire County Council 2013 EWHC 1054 (Admin)
Document	50	Statement of Common Ground, Trees

## PLANS

Plan	1	MA1 Site access
Plan	2	MA2 Local traffic calming
Plan	3	MA3 Rev A Internal site layout
Plan	4	2202-D-00-1001 Site layout
Plan	5	2202-D-00-1002 Detail version, showing northern part of site
Plan	6	2202-D-00-1003 Detail version, showing southern part of site
Plan	7	Bir 3860 20B landscape proposals
Plan	8	Bir 3860 21B landscape proposals



12/01963/FU

# SOUTH AND WEST PLANS PANEL

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