

**Report of Director of City Development****Report to Executive Board****Date 15<sup>th</sup> July 2015****Subject: Site Allocations Plan (SAP) & Aire Valley Leeds Area Action Plan (AVLAAP) - Publication Draft Plans**

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): All		
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. Leeds is recognised internationally and nationally, as a leading UK Core City and is a dynamic, economically successful and ambitious City at the heart of the City Region. The District is characterised by a vibrant City Centre, a main urban area and a distinctive pattern of major and other settlements, each with their own unique character and identity. In taking forward priorities for regeneration, growth, infrastructure, and environmental enhancement, the Development Plan for Leeds has a key role to play in shaping the future form, location and overall pattern of development, in the allocation of land for Housing, Employment, Retail and Green space. In helping to meet these requirements and in delivering longer term aspirations, it is crucial therefore that Leeds has an up to date Development Plan in place.
2. The Leeds Core Strategy was adopted by the City Council on 12<sup>th</sup> November 2014 and includes an overall net housing requirement of 70,000 (66,000 to be provided through site allocations). The Core Strategy takes forward the spatial and land use aspects of the Vision for Leeds, City Priority Plans and the Best Council Plan (in particular, Objective 2: to 'Promote sustainable and inclusive economic growth), in aspiring to be the 'Best City in the UK'. There are also links to the Council's breakthrough projects, including Housing Growth and Jobs for Young People. The two draft plans presented to Executive Board today, namely the Site Allocations Plan (SAP) and the Aire

Valley Leeds Area Action Plan (AVLAAP) are intended to help deliver the Core Strategy policies over a plan period to 2028. The draft SAP covers key topics relating to Housing, Employment, Retail and Greenspace allocations for the whole of the Leeds district with the exception of the area covered by the AVLAAP and provides site allocations and requirements to ensure that sufficient land is available in appropriate locations to meet the targets set out in the Core Strategy and achieve the Council's ambitions. The AVLAAP provides a spatial planning framework, plan wide policies, area plans and site specific allocations for Aire Valley Leeds (AVL).

3. At its meeting on 11 February 2015, Executive Board resolved that subject to a number of corrections outlined at the meeting, and to some identified areas of further work, the site allocations proposals as set out in the submitted report and appendices be agreed as the basis on which to prepare the SAP and the AVLAAP for consideration by the Development Plan Panel (DPP) and approval by Executive Board prior to public consultation. The DPP subsequently met on 19<sup>th</sup> and 20<sup>th</sup> May and 16<sup>th</sup> and 26<sup>th</sup> June to consider the further work and draft Plans and has recommended to Executive Board that these be approved for public consultation. This report appends both draft Plans and Sustainability Appraisals and highlights the main changes and further work undertaken since the February Executive Board including proposals in relation to the Leeds Bradford International Airport, the allocation of sites for Gypsies and Travellers and Travelling Showpeople, phasing proposals for housing and sites for older persons housing/independent living.
4. If Executive Board resolves to approve the SAP and AVLAAP Publication Draft Plans, for public consultation it is anticipated that this will take place in Autumn 2015 (to commence in September). Following the close of the formal consultation, it will be necessary to review the representations received prior to advising Development Plan Panel, Scrutiny Board and Executive Board early in the New Year. If no substantive changes are necessary prior to submission, it may be possible to submit for independent examination in March/April 2016 (following consideration by Executive Board and full Council). However, if it was considered that Pre submission Changes were required (in response to significant issues raised through consultation) prior to submission, following consideration by Executive Board, these would need to be subject to further public consultation. As a result, the timetable would be extended into the autumn/winter for submission to reflect this change. Depending on the nature of the representations received in response to each Plan (and the need to resolve any technical issues), it may be possible to submit one Plan in advance of the other, if no Pre-submission Changes were required to that Plan and there were no outstanding issues, contingent to both Plans. Clearly, based on the matters outlined in this report, it is in the District's best interests to move the plan making process forward as quickly as practicable, in order to provide certainty for communities and investors, subject to the above considerations.

## **Recommendation**

5. The Executive Board is recommended to:

- i) approve the publication of the draft Site Allocations Plan and Aire Valley Leeds Area Action Plan, together with the sustainability appraisal reports and other relevant supporting documents for the purposes of public participation and to formally invite representations,
- ii) delegate authority to the Chief Planning Officer, in consultation with the Executive Member, to make any factual and other minor changes to the Publication Plans and supporting material, prior to public consultation
- iii) note that the Publication Draft Plans will be referred to Scrutiny Board (City Development) in line with the Budget and Policy Framework following public consultation.

## **1 Purpose of this Report**

- 1.1 Following consideration by the Development Plan Panel, Executive Board on the 11<sup>th</sup> February agreed the proposed site allocations for the SAP and the AVLAAP, as a basis to prepare Publication draft Plans. The purpose of this report is to invite Executive Board to approve the SAP and AVLAAP Publication Draft Plans, for public consultation in Autumn 2015 (to commence in September). The Publication draft Plans are attached to this report, together with accompanying Sustainability Appraisals for each Plan.

## **2 Background Information**

### Context

- 2.1 Members will recall that reports were tabled at the 16<sup>th</sup> December 2014, 6<sup>th</sup> and 13<sup>th</sup> January 2015 Development Plan Panels (DPP), which noted that, the SAP and AVLAAP will form part of the Development Plan for Leeds. This material was subsequently presented to Executive Board on 11<sup>th</sup> February, where the site allocation proposals were approved as a basis to prepare the Publication draft Plans.
- 2.2 Following consideration by the Development Plan Panel on the 19<sup>th</sup> and 20<sup>th</sup> May and the 16<sup>th</sup> and 26<sup>th</sup> June, the Publication draft Plans have been prepared. These documents help take forward the strategic, area based and thematic priorities of the Core Strategy for regeneration, economic development, housing growth (including phasing), environmental protection and enhancement. In addition, the Plans provide a basis for infrastructure provision and planning (including schools), guiding investment decisions and bidding for resources at a City Region level. As far as possible the Plans reflect existing infrastructure commitments and priorities contained in related plans and programmes, for example the West Yorkshire Transport Fund.

## **3 Main Issues**

- 3.1 The National Planning Policy Framework (NPPF) requires the Council to have an up to date development plan, or 'Local Plan'. This needs to include both strategic policies and site specific allocations that put the policies into effect. The SAP and the AVLAAP are part of a process that must ultimately lead to the delivery of new development of an appropriate form and quality, alongside the necessary infrastructure. This report updates Members on the further work that has been carried out since Executive Board approved the site allocation proposals to form the basis of the Plans at its meeting in February and appends both the draft SAP and AVLAAP for consideration and approval to take forward to the next stage of public consultation.

### **Site Allocations Plan (SAP)**

#### Employment

- 3.2 As set out in previous reports to the DPP and to Executive Board, the Core Strategy sets out the overall requirements for general employment land and for office floorspace (493 ha and 1, 000,000 m sqm respectively), to be incorporated in the SAP and AVLAAP. Within the context of the Core Strategy, as set out in para. 3.45 below, there are specific housing and

employment targets set for the AVLAAP. Following consideration by the DPP, Executive Board (11<sup>th</sup> February) agreed both the overall approach to the identification and allocation of sites across the District together with a proposed set of site allocations subject to a number of amendments and the outcome of some further work. These are highlighted below:-

- 3.3 Changes to Employment allocations since Executive Board  
Post Executive Board and consideration by the DPP, a number of technical changes have been made to the following sites. These are:

Outer South West:

- Site EG2-23 Nepshaw Lane – the boundary has been amended to reflect a recent planning permission but it is shown as an allocation rather than an identified site as the S106 has not yet been signed.
- Site EG2-21 – Thorpe on the Hill. The boundary has been redrawn to exclude the NRWLP allocation. Further representations on this site have been received (including the NRWLP site), proposing it for residential not employment use. Officers consider that it is not an appropriate site for housing. It is understood that an application for aggregate recycling is likely to be submitted shortly on the part of the site which is an existing Safeguarded Waste Management site.

City Centre:

- Site MX2-21 Park Row – mixed use site for housing and office use has been deleted as the site is not available (Loss of 1067m<sup>2</sup> office).
- Site E02-7, Aireside Centre, Whitehall Road – was an office site. This has been changed to identified mixed use site MX1-8 (600 dwellings and 121,175 sqm of office).

- 3.4 SAP & AVLAAP and Natural Resources & Waste Local Plan (NRWLP)  
Further work has been undertaken to ensure consistency and to avoid any duplication between the SAP Employment allocations and sites within the adopted Natural Resources and Waste Local Plan (NRWLP) (which have an employment use). It should be emphasised that the NRWLP is a recently adopted Plan (2013) and there is no evidence to suggest that the sites are no longer required for the purposes identified in the Plan. These sites are therefore retained as identified in the Plan and are not part of the Publication Plans for the SAP and AVLAAP. However, in order to avoid any potential issues of overlap/double counting, technical work has been completed in the role of the NRWLP sites in contributing to land supply. In taking forward this approach, there are two categories of sites, NRWLP *allocation* sites quantified as a total contribution toward the Core Strategy general employment (these sites fall within the AVLAAP rather than the SAP). NRWLP *safeguarding* sites will not be quantified to count toward the Core Strategy general employment target. There are a number of identified employment SAP sites that overlap with NRWLP safeguarding sites. In this instance, only the SAP supply quantity will be counted. This is consistent because many such sites have historic, underused and redundant waste uses which need to be safeguarded for development of a range of modern new waste uses.

#### Thorp Arch Trading Estate (TATE)

- 3.5 As highlighted in the previous report to Executive Board, at the request of the DPP further work was undertaken by officers to review the strategic housing and employment issues within Outer North East (ONE). DPP considered these issues at their meetings on 20 May and 16 June including written representations made by Rockspring (the owners of TATE), who maintain that it is not possible to allocate 72ha of the site for general employment uses on the basis that much of this land is already in employment and retail uses and that the lower value of such uses would not support necessary land decontamination and the provision of infrastructure. Because of this, Rockspring indicate that 8.72ha is a more realistic level of general employment land.
- 3.6 After careful consideration of this matter the DPP has recommended to Executive Board that the most appropriate approach would be to carry forward the existing UDP general employment land allocations which should be identified (17.68ha) at TATE, with the overall boundary of the trading estate shown on the Proposals Map. These changes have been subsequently included in the attached draft SAP Plan.

#### Leeds Bradford International Airport (LBIA)

- 3.7 Members may recall that the report to Executive Board on 11 February also highlights the need for further consideration of the economic role of Leeds Bradford International Airport (LBIA), the scope for longer term employment growth and an assessment of employment needs for north west Leeds (and their implications for site allocations). Further work has subsequently been commissioned and the following conclusions can be reported.
- 3.8 The BE Group was commissioned to investigate the need for more employment land in the Aireborough and Outer North West areas and the case for additional airport related employment growth. Their conclusions suggest a need for 12-14ha of general employment land in the area. This is related to indigenous business growth. They also conclude there is a case to support the aspiration of Leeds to expand business growth at the Airport, but offer no guide to quantification.
- 3.9 Through the Airport Masterplan, LBIA has suggested it needs 40ha of additional employment land as part of a long term plan to 2030 to secure the future standing of the airport. It has identified land to the north, which would relate well to the proposed road link between the A65 and the A61.
- 3.10 There has been considerable debate through the Core Strategy process and at Issues and Options stage of the preparation of the SAP of the longer term role and economic potential of LBIA. These matters have also been subject to consideration by full Council, who in March 2014 supported a White Paper Motion that the, *“Council recognises the long term benefits Leeds Bradford International Airport brings to the local and regional economy and fully supports the city region’s proposed infrastructure improvements to improve both its accessibility and connectivity”*.

- 3.11 On the basis of the further work outlined above and the City Council's support for LBIA, there is an opportunity to help meet these longer term aspirations through the SAP through an allocation to designate the Airport as an Employment Hub. This would provide an opportunity to contribute toward general employment land within the Outer North West area and secure opportunities for employment uses associated with airport growth (including logistics and freight). This 'Employment Hub' in turn would help consolidate and add to the 'Leeds offer', at the heart of the City Region and provide an opportunity which is not replicated elsewhere in the District (in major growth locations including the City Centre and Aire Valley Leeds). This approach would need to be underpinned by detailed planning policy requirements (set out in a proposed Supplementary Planning Document - SPD) and requires a step change in infrastructure provision and major public transport improvements, consistent with the requirements of Spatial Policy 12 of the Core Strategy.
- 3.12 As noted above, the emerging Airport Masterplan suggests a need for 40ha of land to support growth that would need to be taken out of the Green Belt. In reflecting the master plan and the debate at the Development Plan Panel, the proposal is for 36.23ha to be removed from the Green Belt and to be allocated as employment land in the Plan. This significant loss of Green Belt could be justified on the basis of the strategic need outlined above (and in contributing to the overall general employment requirement) and providing that the land is subject to a SPD to set out detailed land uses and planning requirements, which would entail a significant contribution from the LBIA and others (including landowners) to the provision of infrastructure. The SPD would need to take into account an agreed surface access and car parking strategy, the overall range and configuration of uses, design and landscaping requirements and the managed release of sites consistent with infrastructure requirements (including major public transport improvements). Policy EG3 of the attached SAP Publication draft sets out this approach in further detail.

### Green space

#### Overview

- 3.13 Leeds is a 'green' city with an extensive network of green spaces and green infrastructure, providing local access to open spaces and a variety of opportunities for outdoor formal and informal recreation on a range of often multi-functional green spaces. The importance and significance of green space and green infrastructure is recognised through specific policies within the adopted Core Strategy, the saved UDP Policies and allocations. These currently provide the strategic planning and policy context for the protection and enhancement of green space in Leeds. For the purposes of the SAP (and the AVLAAP), the green space 'typologies' covered by these proposed allocations are as follows:
- Parks and gardens
  - Outdoor sports provision
  - Amenity green space

- Children and young people's play provision
  - Allotments
  - Natural green space
  - City centre civic space
  - Allotments
  - Cemeteries, disused churchyards and other burial grounds
  - Green corridors
  - Private provision open to the public – e.g. Harewood House
- 3.14 These are the typologies used in the Open Space, Sport and Recreation Assessment (OSSRA). These have been used as the basis for the typologies set out in Policy G3 in the Core Strategy.
- 3.15 The sites now identified for designation and protection as green space through the SAP have primarily been identified from the UDP and the OSSRA. In many cases the UDP and the OSSRA green space sites were the same, showing a continued and long standing green space use, but there were cases where boundaries were, to varying degrees, different. The presumption has been to identify the more recent boundary as identified through the OSSRA, though further investigations have been undertaken in some cases to ensure boundaries shown on the SAP maps reflect the up to date situation (as at 2014/15). In a few cases UDP green space sites have not been identified in a green space use at all in the OSSRA either due to their size (due to more accurate measurement some sites were found to be below 0.2ha threshold) or because they are no longer in a green space use. These sites are proposed for deletion from the Plan and were previously reported to the Development Plan Panel on 6<sup>th</sup> January 2015 and Executive Board on 11<sup>th</sup> February 2015.
- 3.16 A number of representations were received during the Issues and Options public consultation exercise (June - July 2013) expressing support or opposition to the sites proposed for protection and, in some cases, proposing additional sites. Members will recall, further work was undertaken and amended green space proposals were presented at Development Plan Panel in January and to Executive Board in February. These amendments incorporated:
- Revisions that have been raised through comments made during the public consultation period,
  - Revisions that have been made resulting from DPP and ward member comments,
  - Amendments to typology to reflect the current characteristics more accurately,
  - Deletion of green space which overlaps sites with planning permission as well as proposed housing, employment and Protected Areas of Search/safeguarded land allocations.
- 3.17 Following Executive Board in February, officers have continued to update and refine the green space information for clarity and consistency and to reflect consequential changes elsewhere in the emerging Plan. For example, as the



housing and employment sites proposed for allocation have become clearer, it has been possible to more accurately identify outstanding anomalies where proposed development sites are also currently fully or partially identified as green space. To ensure clarity and the deliverability of proposed development allocations, a site cannot be allocated for more than one purpose. Therefore changes have been made resulting in the loss of some existing and proposed green space. In total to reflect the proposed allocations, a further 69 green space sites have been deleted since Executive Board and the boundaries of 84 sites have been amended due to housing and employment proposals. In addition, 46 sites have been re-classified to reflect their typology more accurately and to ensure they are fully protected and contribute to the standards set out in Policy G3 of the Core Strategy. A small number of additional green space sites have also been identified over the last few months and have been included. These sites are listed in Appendix 2 to this report, including details of the change made. Of particular note, the extensive new park to be laid out near Thorpe Park (Austhorpe) has been identified for protection as green space even though it has not been delivered to date as it has an extant planning permission and its delivery is secured through requirements embedded in a S106 agreement with specified trigger points. Minor changes have been made to the boundaries of a further 79 sites to correct slight anomalies such as cartographical inaccuracies. Sites will continue to change, some will stop being actively used for recreation and new ones will be laid out, especially as part of approved housing schemes and wider area strategies therefore the sites currently identified are a snapshot in time.

- 3.18 The OSSRA identified 76 cemeteries, disused churchyards and other burial grounds, only 9 of which are protected in the UDP as N1. These are shown on the plans for protection however there are no standards for provision in Policy G3. These further changes (and response to correspondence) were subsequently reported to the Development Plan Panel on the 16<sup>th</sup> and 26<sup>th</sup> June.
- 3.19 It should be noted however, that as a result of ongoing technical checks, a number of changes to green space sites have been made subsequent to Development Plan Panel consideration in June. These include a number of sites which have been identified as developed or proposed for other uses (and are therefore not available for green space allocation) and a site within Seacroft, which is being promoted for other uses associated with wider regeneration proposals and green space enhancements. These changes are directly reflected in updated allocations for affected HMCA areas. However these changes will need to be updated in the Sustainability Appraisal and Green Space Background Paper before Publication consultation.

#### Green space proposed for protection through the SAP

- 3.20 Following these amendments (following Development Plan Panel 6<sup>th</sup> January and Executive Board 11<sup>th</sup> February), the sites in green space use and proposed for designation, are identified in the Publication Draft document (Appendix 1). The table below sets out the number of green space sites and

the total area of green space across the District at key stages in the Site Allocations process.

<b>UDP (N1, N1A, N5, N6)</b>		<b>Executive Board (Feb 2015)</b>		<b>Development Plan Panel (16/6/15)</b>		<b>Executive Board</b>	
No of Sites	Area (ha)	No of Sites	Area (ha)	No of Sites	Area (ha)	No of sites	Area (ha)
1131	4,325.5	1763	6,486.2	1707	6,258.2	1681	6185.6

Although there has been a reduction in the number of sites and the total area of proposed green space since Executive Board, the current proposals still represent a 45% increase in designated green space in comparison to the UDP.

- 3.21 The increase in green space in comparison to the UDP is mainly as a result of more comprehensive protection of long standing open spaces with recreational value that were not formally protected as such through the UDP SAP. However some new areas have been laid out since the UDP, such as St Aidan's Country Park, near Great Preston and are proposed for protection in the SAP.

Improving green space provision (quantity, quality and accessibility)

- 3.22 As emphasised in previous reports to the Development Plan Panel and Executive Board, Policy G3 of the Core Strategy sets out standards of provision in terms of quantity, quality and accessibility. It therefore sets the targets and strategy for future improvements in green space provision to ensure people have easy access to a variety of safe, high quality open spaces for formal and informal recreation.
- 3.23 Also, as previously emphasised, in terms of green space quantity, there are a number of key ways to achieve an increase in the amount of green space. These include: Master planning, new housing development & site requirements, new off-site provision, CIL/other funding, Neighbourhood Plans, specific projects (such as the new City Park on the South Bank, and a new country park in East Leeds).
- 3.24 In addition, green space provision is not purely a matter of how much open space there is across the District. Green spaces should be fit for purpose and provide a high quality environment designed for and enabling recreation. They should be welcoming, safe, secure, clean, well maintained and, where appropriate, conserve important habitats, landscape features and historic structures. All sites were assessed and scored out of 10 using various criteria as part of the OSSRA and subsequent surveys and it is noticeable how many fell below the desired score of 7 as set out in Policy G3. It is therefore important that funding and initiatives are focussed on improving the quality of existing open spaces. The Council's Green space Strategy (prepared by Parks and Countryside) recognises this need and this has shaped the approach taken by the Council for many years. The focus has been on

improving existing areas rather than necessarily laying out new areas.

- 3.25 With regard to accessibility, communities also need to be able to get to open spaces as easily and safely as possible. Consequently, the Green space Strategy aims to improve linkages to particularly community parks through working with the planning system, developers and communities. Policy G1 (Enhancing and Extending Green Infrastructure) of the Core Strategy recognises the importance of wider strategic green networks and encourages the extension of Green Infrastructure by linking green spaces. Green spaces and Green Infrastructure play an important role in achieving an extensive, connected network across the District. This network not only serves to enhance local identity and distinctiveness but also contributes to wider City Council objectives to improve public health.

#### Retail

- 3.26 As agreed previously at Development Plan Panel and Executive Board, detailed Retail and Town Centre Policies have been worked up to replace those within the Unitary Development Plan. These policies cover; the designation of centre boundaries, primary shopping areas and protected shopping frontages; detailed policy guidance for developments within protected shopping frontages within the City Centre and within other designated centres; as well as detailed shop front guidance. It was agreed that as part of the detailed guidance for protected shopping frontages within the City Centre detailed guidance would be worked up to cover shopping centres such as Trinity and Merrion. This has progressed as agreed at previous Panels with one notable alteration. Following detailed assessment of The Core shopping centre it became apparent that the proportion of A1 uses within the centre was too low (below 40%) to justify the centre being covered by protected shopping frontages. Therefore the list of centres covered is The Corn Exchange, Trinity, The Merrion Centre, St John's Shopping Centre and Victoria Gate (Phase 1). Inset plans have been created for these shopping centres, separate from the City Centre shopping frontages plan, and these are detailed within the appendices.
- 3.27 The Designation Policies provide the basis upon which to designate boundaries, frontages and area for the City Centre, Town and Local Centres. The detailed Frontage Policies reflect the adopted Core Strategy, which set out that the Site Allocations Plan would define the detailed policies and boundaries. In a wider context this is in accordance with the National Planning Policy Framework (Paragraph 23) which states that Local Planning Authorities should, "*define the extent of town centres and primary shopping areas, based on a clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations*".
- 3.28 Members will recall that previous plans included references to 'Opportunity Sites', as areas where retail and Town Centre uses would be encouraged. Following further considerations of these sites against the proposed and existing policies it was felt that the designation was no longer required. All of the sites fall within either existing or proposed Centre boundaries, which

provide the policy rationale for what uses would be supported on these sites, and in any event many of the sites either benefit from permission or have a proposed allocation on them. The “Opportunity Site” designation has therefore been removed.

- 3.29 Following February’s Executive Board, it has also become apparent that Kirkstall Primary Shopping Area needed to be reconsidered, in order to more accurately reflect the shopping core as it exists today. As a consequence, the Primary Shopping Area has been expanded to include the Morrison’s store and adjacent stores, as well as the under construction Kirkstall Bridge Shopping Park. This is detailed within the North section of the Site Allocations Plan.

## Housing

### Targets, existing supply and new allocations

- 3.30 The Publication Draft Plan has been prepared on the basis of the sites agreed in principle for allocation at Executive Board in February 2015. The housing target established in the adopted Core Strategy and the breakdown for the eleven Housing Market Characteristic Areas (HMCAs) has been a focus of the Plan. Table 2, paragraph 2.31 in the draft Plan illustrates the overall distribution of supply and compares this to the targets. Overall, the targets are met and as the table shows, the shortfall in some HMCAs is made up for with an oversupply, mainly in the City Centre and Inner HMCAs. This approach is considered consistent with the overall strategy of the Core Strategy, including the focus on development in the Main Urban Area and Major Settlements, and brownfield targets. The figures for existing supply (identified sites) vary from the position at Executive Board because, as previously agreed with members, sites with planning permission have been updated to 5<sup>th</sup> April 2015. The new housing allocations plus the existing supply make up the total housing supply in each HMCA.

### Strategic Housing Land Availability Assessment (SHLAA)

- 3.31 The SHLAA is an ongoing process and updated each year. It is an important part of the evidence base supporting the SAP as it sets out the deliverability of sites and assesses their capacity and potential completion rates during the Plan period. The SHLAA continually assesses new sites – mainly through planning applications on larger “windfall” sites. A small handful of new site submissions have been received since Executive Board in February and this small stream will likely continue up until Submission. The SAP must inevitably take decisions on sites at a single point in time, otherwise it will never be possible to reconcile all the different elements. Therefore, rather than report new sites on an ad hoc basis to members it is considered that such sites should be considered as part of the SHLAA 2015 conclusions and alongside representations made for other sites following the Publication Draft Plan public consultation stage. This means that all new suggestions will be considered in a consistent and fair manner at the same time. If subsequent changes were to be agreed by members through this process, there would need to be a further period of public consultation on proposed modifications to the plan,

prior to submission, this would have implications for the overall timetable for, submission, examination and adoption.

#### Green Belt Review

- 3.32 The Housing Overview section of the Plan explains the process of Green Belt review, which has informed the selection of sites agreed in principle at Executive Board. In addition, the UDP 'Rural Land' designation in Outer NE HMCA is to be designated as Green Belt, to ensure that this area of open countryside has the same level of protection as similar areas across the District.

#### Phasing

- 3.33 The Housing Overview section also explains the methodology for phasing development of housing sites. This was considered and endorsed by DPP at their meeting on 19<sup>th</sup> May 2015. The approach is to release sites which are more sequentially preferable i.e. support the delivery of the Core Strategy priorities as set out in policies SP1 to SP10 and H1. The phasing approach addresses the need to strike a balance between ensuring an enduring 5 year supply of land, with sufficient choice and competition in the market for land with recognition that some sites are less sequentially preferable by virtue of their greenfield status, local highways impacts or local infrastructure requirements. This approach includes the allocation of greenfield/former Green Belt urban and/or major settlement extensions in Phase 1 where they are either within a Core Strategy regeneration area (so as to assist in stimulating local housing markets) or on large sites over 750 dwellings which will require the remainder of the plan period to build out their contribution to housing requirements.
- 3.34 The phasing of individual sites (i.e. whether in Phase 1, 2 or 3) is identified in the Draft Plan under Policies HG1 and HG2 and listed under the site specific requirements for each site in section 3 for each HMCA. It is intended that phases are not time limited but that the movement to the next phase will happen when the Council is no longer able to maintain a 5 year land supply and needs to supplement its deliverable pool of sites. In certain circumstances it has been necessary to depart from the normal approach to phasing for a site to reflect factors such as highway infrastructure, the spread of an individual settlement's sites across the phases and the ability of some sites, in policy terms, to be developed at any time in spite of being theoretically phased later. These sites are:

Table1: Phase Changes

HG2-150 (1220A)	Churwell (land to the east of) LS27	Moved from Phase 1 to Phase 2 due to highways concerns
HG2-149 (1282)	Lane Side Farm, PAS Morley	Moved from Phase 1 to Phase 2 due to highways concerns
HG2-182 (129A)	Main Street and Pitfield Road, Carlton,	Highways requirement to merge site HG2-182 with site HG1-410 (507) (which is a current UDP Phase 1 housing allocation)
HG2-26 (15)	Wetherby Road - Scarcroft Lodge, Scarcroft	Changed to Phase 1 - a major developed site in the Green Belt could come forward at any time.

HG2-168 (3373A)	Haigh Wood, Ardsley	Moved from Phase 3 to Phase 2 to achieve a better phasing balance in the local settlement
HG2-169 (3373C)	Haigh Wood, Ardsley	Moved from Phase 3 to Phase 2 to achieve a better phasing balance in the local settlement
HG2-53 (4097)	Calverley Cutting / Leeds Liverpool Canal, Apperly Bridge	Moved from Phase 2 to Phase 1 - Changed due to relationship with adjoining site (1337)

### Site Requirements

- 3.35 Infrastructure required to deliver the development of the sites and the cumulative scale of development has been a major issue, arising from the Issues and Options consultation (Summer 2013) and members' concerns. The Housing Overview section of the Draft Plan explains the overall approach. In addition, Highways have carried out Transport Modelling of all allocations (employment and housing), which has also considered cross boundary highway network issues. This material has been incorporated as part of the Infrastructure Background Paper, which has been included as one of the Background papers. Children's Services previously reported on school needs arising from the proposed allocations, and sites and allocations for land to be reserved for school provision are outlined in the Plan (see para 3.42 below). Their report was previously considered by Development Plan Panel and Executive Board, and forms part of the Background Paper on Infrastructure outlined above. In addition to the infrastructure and site requirements which apply generically across all sites, where there are any specific site requirements that need to be taken into account in developing a site, these are detailed within section 3 for each HMCA concerned. Clearly, this is a strategic document and as a consequence does not reflect the level of detail that would be required at planning application stage. It should be noted that following legal advice, site requirements relate to specific sites being proposed in the Plan and cannot seek to impose requirements on other sites not subject to allocation. However, it should be noted that these sites will be subject to the Core Strategy, saved UDP Policies and national policy requirements.

### Safeguarded land

- 3.36 The draft Plan designates land to the equivalent of 6,655 housing units as safeguarded for longer term development needs beyond the plan period, 2028. Executive Board endorsed the sites to be designated as safeguarded, and there has been no change to the list of sites since the February 2015 Executive Board meeting (see the Housing overview section of the Publication Plan). Two sites in Aireborough have been extended so as not to leave an 'island' of Green Belt. They are:
- HG3-1: Ings Lane, Guiseley – additional 24 added to capacity
  - HG3-2: Land east of Park Mills, Leeds Road, Rawdon – additional 20 added to capacity

### Sites for Older Persons Housing/ Independent Living

- 3.37 A report on sites for older persons housing/Independent Living was presented to Development Plan Panel on 19<sup>th</sup> May. Within the context of Core Strategy Policy H4 (Housing Mix), the scope of the approach set out and agreed in the report, was to identify suitable sites within accessible locations within 400m of Local Centres. Arising from this approach, Policy HG4 applies to the sites shown as being suitable for this use. All sites falling within Policy HG4 are listed under that Policy in section 3 for each HMCA concerned and identified on the Plan, as well as listed in the site specific requirements for new allocations.

Sites reserved for school use

- 3.38 Where part of a housing allocation needs to provide land for a school, this is detailed under the site specific requirements in section 3 for each HMCA. Section 3 also lists all sites (identified and allocated) where school provision is required. In addition, some sites are to be reserved for school use on land that is not also allocated for housing. Policy HG5 applies to such sites. The policies map shows proposed school allocations with yellow hatched lines. There are two sites which fall within existing Green Belt and within a proposed safeguarded land designation respectively which are proposed for school use only and do not form part of a housing allocation (HG5-7 Robin Hood West and HG5-8 Bradford Road, East Ardsley). The proposed boundaries of the Green Belt and Safeguarded Land respectively for these sites reflect the school requirements. If these schemes are progressed, more detailed feasibility work may be necessary. A third site HG5-1 at Victoria Avenue in Horsforth is proposed to allow for potential future extension of Newlaithes Primary School. This site together with the existing school are washed over by Green Belt and it would not be appropriate to draw a site boundary for the school allocation, which would create an island site within the Green Belt. The site is therefore shown using an asterisk.

Sites for Gypsies and Travellers and Travelling Showpeople

- 3.39 It is widely accepted that there is a national shortage of authorised sites for Gypsies, Travellers and Travelling Showpeople. In Leeds there have been incidences of unauthorised encampments which are resource intensive to address, costly to enforce against and create uncertainty for local residents. It was recognised by the Council's Scrutiny Inquiry in 2010 that more needed to be done to address roadside families with immediate needs and those doubling up on existing sites. Plans for an extension to Cottingley Springs have been assessed by the Secretary of State and rejected on the basis that the site would become too large and overwhelming. However, to meet immediate needs, a site at Kidacre Street has been quickly implemented and currently accommodates 7 families.
- 3.40 The Core Strategy Inspector directed the Council to modify the plan and increase requirements from 45 to 62 pitches for Gypsies and Travellers (G&T) and 15 plots for Travelling Showpeople. The G&T needs are split into 28 private pitches, 25 Council-run pitches and 9 Council-run negotiated stopping pitches. The Site Allocations Plan sets out the approach to meeting the needs identified in the Core Strategy.. DPP considered this on 19 May and 26 June

and recommended that this be agreed for public consultation. The approach in summary is to:

- meet needs for private pitches on 10 existing private G&T sites which are largely longstanding encampments, some of which are in the Green Belt, and would contribute 11 out of 28 pitches.
- meet needs for public Council-run pitches in full by identifying four sites for allocation at Kidacre Street (Brownfield); West Wood, Tingley (Green Belt); Bullerthorpe Lane, Temple Newsam (Green Belt) and Tong Road, Wortley (unused greenfield site).
- develop an operational management approach to maintaining a pool of appropriate negotiated stopping sites rather than identifying them a permanent allocations
- allocate a new Travelling Showperson's site at land off Phoenix Avenue, New Micklefield and safeguard 2 existing sites

3.41 In term of delivering a private pitch requirement it was recognised that the safeguarding of existing small scale sites avoids the need to identify new allocations. Private needs have not been met in full because the only additional private sites that have been assessed have been discounted as part of that process. The first is a site currently subject to a planning appeal at Sandon Mount, Hunslet and is discounted on the grounds that it is an area of greenspace in a part of Leeds with greenspace deficiencies. The second, off Pawson Street, Robin Hood, is discounted on the basis that it harms the Green Belt by impacting on a strategic Green belt buffer alongside the western edge of Robin Hood.

3.42 In terms of the need for 25 Council-run pitches, the Plan sets out a series of sites to provide for 24 pitches. This ensures that immediate needs are addressed and officers will continue to explore options for meeting the full requirement in advance of submission of the Plan to the Secretary of State. Of the preferred sites Development Plan Panel raised issues with the Tong Road, Wortley site and further assessment will be undertaken, including of any new site suggestions which are more sustainable or better comply with the Core Strategy policies. One of the proposed allocations is the temporary site at Kidacre Street, City and Hunslet. Policy HG6 safeguards this site and also highlights that there is potential for it to be expanded to help address pitch needs for the plan period by 4 pitches. This is dependent on the removal of gas holders by Northern Gas Networks and the Council will work closely with them to pursue this option. As well as safeguarding Kidacre Street for the majority of the plan period the Site Allocations Plan also identifies a site at the former Moorend Training Centre, Tulip Street as a safeguarded contingency to be implemented if Kidacre Street closes. Ward Members (where the proposed sites are situated) have also been made aware via a series of briefings of a range of proposed sites where the Council has an obligation to accommodate pitches on its own land and under its own management. The outcome of briefings with relevant ward members were reported at the 26th of June Development Plan Panel meeting, as follows:



- objections from Farnley and Wortley ward members to the proposed new site at Tong Road, Wortley on the basis that it is too close to existing uses, floods and is on contaminated land. However, assessment of the site reveals that remediation of potential contaminants has taken place in the past.
- objections from Farnley and Wortley members to the safeguarding of the site at Scarecrow Farm on the basis that the occupant is no longer a Traveller. However, the occupant was counted as part of the Leeds GTAA as a G&T in need of a pitch.
- objections from Temple Newsam ward members to the proposed new site at Bullerthorpe Lane on the basis that it is too close to existing houses
- no objections from Ardsley and Robin Hood ward members to the new site in their ward and no objections to the safeguarded sites on the basis that they are not expanded
- no objections from Kippax and Methley ward members to the Travelling Showpeople's site on the basis that it is akin to an employment use
- no objections to the safeguarding of Kidacre Street from City and Hunslet ward members but objections to any further sites in the ward

3.43 There is also a need for 9 negotiated stopping pitches which are publically managed. The negotiated stopping provision is to meet the housing needs of 'Leeds connected' Gypsies and Travellers who do not want permanent pitch provision, intend to stay in the city for a short period of time and want a short term site option in the city as part of their nomadic lifestyle. It is not proposed to identify specific sites as these would become, by default, permanent sites. Sites will be identified on an ongoing operational management basis by Environment and Housing. This will be done following discussions with other Council services and via ongoing engagement with Members on a rolling basis e.g. using opportunity sites on a temporary basis. These sites will form a pool from which alternatives to unauthorised encampments by Gypsies with a reason to stop in Leeds can be offered temporary accommodation. This approach will be managed by Neighbourhoods and Housing and is fully supported by Leeds GATE, the local Gypsy advocacy group as a pragmatic means of dealing with temporary visitors to Leeds without permanently affecting specific neighbourhoods. Further details regarding the process for selecting sites for Gypsies, Travellers and Travelling Show People, including justification for releasing sites from the Green Belt, is included within the Housing Background paper, included within the Background documents to this report.

Housing Proposals within the Housing Market Characteristic Areas (HMCAs)

3.44 Section 3 of the draft Plan outlines the specific sites identified or allocated for housing, along with sites designated as safeguarded land sites suitable for older persons/Independent Living and sites reserved for school use and for Gypsy and Traveller provision, (where applicable). Since Executive Board approved the sites in principle, a number of material changes have been made to housing sites and mixed use sites. These changes have been considered by Development Plan Panel on the 26<sup>th</sup> June and for information, are contained within Appendix 6 of this report.

### **Aire Valley Leeds Area Action Plan (AVLAAP)**

- 3.45 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. In seeking to deliver these priorities, the AVLAAP identifies site allocations for new homes and jobs, as part of an integrated framework, which incorporates:

- An overall Vision and objectives
- A Spatial Strategy and Plan wide Policies,
- Area Plans and Placemaking
- An infrastructure Delivery Plan.

### **A local and strategic opportunity for Leeds and the Leeds City Region**

- 3.46 A key focus of the Plan is the delivery of a transformational vision for the area, linked to the Core Strategy and Best Council Plan, including Policies for economic growth, job creation & skills and training, new housing, the community infrastructure, transport connections and health. The basis of these principles is to provide an overall framework for thematic and Plan-wide Policies (Economy & Jobs, Homes, Healthy Communities, Transport & Connections, Green Infrastructure and Low Carbon Energy).

- 3.47 In taking this overall Policy framework forward, the AAP includes 5 Area Plans to underpin delivery at a local level. These areas are:

- South Bank
- East Bank, Richmond Hill & Cross Green
- Hunslet
- Central Aire Valley
- Skelton Gate

- 3.48 The purpose of this approach is to recognise the identities of existing communities, their unique characteristics and future opportunities, within the overall framework of AVL. The Plan identifies a range of challenges and opportunities for each area, as a basis to present a series of proposals (and site specific requirements) to tackle key issues. The focus of this is to ensure that common themes such as connectivity and placemaking are addressed and that as a whole these, component parts all contribute to the role and destination of AVL as an 'Urban Eco-Settlement'.

### **Planning for new Jobs & Homes (Sections 3.2 & 3.3 of the AAP)**

- 3.49 In delivering economic growth and opportunities for job creation, a key focus of the Plan is the support (and to provide a comprehensive planning framework for) the Leeds City Region Enterprise Zone (LCREZ). Located within Central Aire Valley the ambition of the LCREZ is to provide 7,000 new jobs by 2025, focused upon the economic sectors of Health, Advanced Manufacturing, Low Carbon, Energy and Logistics. The zone is a catalyst for the regeneration of the wider Aire Valley, using the uplift generated, to support £550m of additional economic output by 2025. The LCREZ comprises of four large sites covering 142 ha. These are Newmarket Lane, Logic Leeds (Skelton Moor Farm), Temple Green and Thornes Farm. The AAP embraces these opportunities as part of the Plan as a whole and promotes improved public transport, Park & Ride, walking & cycling, improved connectivity and

wider integration through Green Infrastructure links.

- 3.50 In promoting other key opportunities for economic development and job growth within AVL, the Plan also incorporates site specific and area based proposals. These include Leeds South Bank (a major regeneration and development opportunity & new City Park at the heart of the City Centre), a series of identified sites for Office (including as part of mixed use sites) and General Employment (Tables 1 & 2, Section 3.2 of the AAP document), a number of allocated sites for Office (including as part of mixed use allocations) and General Employment (Tables 3 & 4, Section 3.2). Overall, through identified sites and allocations the Plan sets aside 255.6 ha of land for employment uses, which is above the 250 ha target set out in the Core Strategy. Within the context of these identified sites and allocations, through Policy AVL5 the Plan also seeks to improve the physical connectivity between communities and the location of job opportunities (through improved pedestrian and cycle links and public transport services) and via local employment agreements.
- 3.51 AVL is currently home to over 13,000 people, with the aim for an additional 6,500 (minimum) new homes over the Plan period (to 2028). The approach of the Plan to delivering opportunities for housing regeneration and growth, is through Identified sites and new allocations. Existing housing (and mixed use sites including housing) which have existing or recently expired planning permission (See Table 4, Section 3.3) are identified in the Plan. These sites include Hunslet Mills (AV42) and Yarn Street (AV43). In total Identified sites have potential to provide 1,842 dwellings.
- 3.52 In addition to identified sites, new housing development in AVL is focussed on five broad locations. Each of these is strategically important to delivering the overall housing requirement and to support Plan wide regeneration aspirations. The main locations for new housing development are as follows:
- The **South Bank** area (part of the wider proposed mixed use area to transform this key location in the City Centre, which also includes a new City Park),
  - **East Bank** area (along East Street from Marsh Lane to South Accommodation Road),
  - **Cross Green** (residential area, focussed on the redevelopment of the Copperfields College site),
  - **Hunslet Riverside** (south of the Inner Ring Road, on a number of brownfield sites, centred upon the listed Hunslet Mills),
  - **Skelton Gate** (the creation of a new sustainable community on the eastern edge of AVL, east of the M1, between the Temple Newsam Estate and the River Aire).
- 3.53 Based on identified housing sites and the capacity of housing and mixed use allocations (which incorporate housing), the total estimated capacity for the AAP is 7,830 dwellings against the minimum requirement of 6,500 dwellings. It should be noted that this figure is higher than the totals previously presented

to Executive Board as a consequence of the view of members to identify further opportunities for housing where possible. This overall total and approach provides a degree of flexibility towards meeting the housing requirement (within the AVLAAP and across Leeds through the SAP). Table 5 (Section 3.3 of the AAP document), sets out the overall total and broad distribution within AVL. For cross reference, Table 6 identifies the number of new homes by HMCA, which make up the AVL area (City Centre, Inner Area and East Leeds).

- 3.54 Development Plans Panel (19<sup>th</sup> May 2015) considered a report on the need for the Site Allocations Plan (SAP) and Aire Valley Leeds Area Action Plan (AVLAAP) to identify sites appropriate for older or disabled people. For consistency with the SAP, the AVLAAP provides text on the provision of independent living as well as site requirements on the relevant sites. This approach reflects the approach adopted for the SAP.

Transport & Connections (Section 3.5 of the AAP)

- 3.55 The location of AVL in relation to the strategic transport network, supports the ambition to deliver large scale economic development. Within the context of the priorities set out in the West Yorkshire Transport Plan (LTP3) and the Core Strategy SP11, the transport strategy for AVL is guided by a number of key principles. These include: the need to deliver the transport network and infrastructure to support regeneration and growth, to minimise the need to travel by car, to connect communities in east and south Leeds to the job opportunities within AVL (by reducing barriers and creating pedestrian/cycle links), to plan the area to integrate key national and City Region transport proposals (including HS2 and the NGT Trolley bus system, to make better use of the rail and waterways network as a mode of transport for freight and enhance the role of the waterways network for leisure. Policy AV12 sets out proposals for Strategic Infrastructure and individual Area Plans incorporate local measures, to reflect the principles outlined above.

Green space & Green Infrastructure (Section 3.6 of the AAP)

- 3.56 The AAP provides a major opportunity to provide a connected network of spaces and places, which link the heart of the City to open countryside and the range of visitor attractions which lie along the waterways corridor. These multifunctional green spaces form an overall network of Green Infrastructure. Within this context, the focus of the Plan is to apply the principles set out in Policy G1 of the Core Strategy to the AVL area (See AAP Policy AVL13). An important consideration of this approach has been to ensure that the Green Infrastructure network helps to reinforce and establish local identity, incorporates both strategic and local connections and enhances development opportunities, rather than being a constraint.

Environment & Healthy and Thriving Communities (Sections 3.7 & 3.4 of the AAP)

- 3.57 The Plan encourages investment in maintaining and enhancing an attractive environment, through the effective management of waste (and the links to the adopted Natural Resources and Waste Local Plan) and the desire to establish

a network for District Heating (consistent with the principles set out in the Core Strategy EN4) set out in AAP Policy AVL17.

- 3.58 An integral component of the Plan, through the planning process, is the desire to tackle issues relating to Public Health. Green space provision and 'affordable warmth' have a key role to play, as well as the need to secure opportunities to deliver new jobs (and access to them) and homes, promoting 'Child Friendly Development', encouraging physical exercise, promoting food growing and improving community facilities. In reflecting these priorities, Policy AVL8 sets out the proposals which seek to improve public health.

#### Area Plans and Place making (Section 4 of the AAP)

- 3.59 As outlined in para. 3.50 above, in presenting the overall Core Strategy and AAP requirements at a local level, the Plan has been subdivided into 5 distinct Area Plans. These are included within Section 4 of the Plan. For each area a Spatial Vision, Aims and Objectives and a description of the area is provided. This is followed by Area-Specific Policies and Proposals, within each area. Incorporated within this approach are site requirements to underpin proposals and in some Area Plans a number of 'Opportunity Areas' have been identified (such as Hunslet Riverside – Hunslet Area Plan). The purpose of identifying such opportunities is to reflect wider aspirations for local areas, in association with specific proposals, whilst recognising that existing uses and activities are operating within these locations. This approach builds upon the approach previously taken in the UDP, for example the identification of Marsh Lane as a 'Prestige Development Area and Hunslet Riverside as a 'Strategic Site'.

#### Planning for Infrastructure (Section 5 of the AAP)

- 3.60 An important dimension of the Plan, is the need for infrastructure to support the aspirations for regeneration and growth. Where appropriate, specific proposals (and infrastructure) have been incorporated into Policy and site requirements. Where relevant, existing infrastructure commitments and priorities (such as Strategic Transport interventions) are reflected in the Plan. Given the uncertainties associated with the availability, scale and timing of funding, work will be needed to the supporting Infrastructure Delivery Plan to ensure that this remains fit for purpose.

## **4 Other considerations**

### Background Papers

- 4.1 In assisting the consultation process, providing further information and evidence for the draft Plans, a number of Background Papers have been prepared to support the Plan making process. It should be made clear that this material is at a point in time and will be subject to updates and revisions prior to public consultation in the Autumn and prior to submission, as a result of further information being received. They will form part of the documents available for comment during the public consultation on the Publication Draft Plan and include:  
Background Paper: Retail  
Background Paper: Employment

Background Paper: Green space  
 Background Paper: Housing  
 Background Paper: Green Belt Review  
 Background Paper: Infrastructure  
 Background Paper: Flood Risk Sequential Test  
 Background Paper: Duty to Co-operate  
 Background Paper: Environmental designations  
 Background Paper: Aire Valley Leeds AAP Green space  
 Background Paper: Aire Valley Leeds AAP Flood Risk Sequential and  
 Exceptions Test  
 Background Paper: Aire Valley Leeds AAP Infrastructure

- 4.2 These Background Papers will help to provide an overview of the Plan preparation process, from scoping the plan, through Issues and Options, to Publication Draft Plan stage and include all sites rejected for allocation for retail, employment, housing or green space. The Background Paper on Infrastructure includes an update on the Core Strategy Infrastructure Delivery Plan and the Community Infrastructure Levy (CIL), the detail on Schools Provision and Transport modelling. It should be noted that officers are continuing to work on a number of technical areas, in order to consolidate the material for Publication consultation. This includes on going work with the Environment Agency regarding flood risk issues and any implications for site requirements.

#### **Sustainability Appraisal**

- 4.3 As outlined in this report, the Core Strategy provides the overall strategic context for the preparation of the SAP. Proposals contained in this Plan, therefore need to be consistent with the overall approach of the Core Strategy, which in itself has been subject to a Sustainability Appraisal and was considered by the Inspector, who found the Plan and supporting City Council evidence to be sound.
- 4.4 The purpose of the Sustainability Appraisal (SA) is to assess a document or plan against the delivery of social, economic and environmental objectives. This is a requirement of the Strategic Environmental Assessment (SEA) Directive, which was transposed into English Law in the form of The Environmental Assessment of Plans and Programmes Regulations 2004.
- 4.5 The SA of the SAP assesses the effects of the site allocations against the SA objectives and consideration of alternative site options. An SA Report was prepared to accompany the Issues & Options document and was published as part of the consultation process in 2013. At that stage the SA Report provided an individual assessment of sites being considered for allocation for retail, employment and housing use with an expectation that the SA at the Publication draft would consider the cumulative effects of the proposed site allocations coming forward collectively.
- 4.6 The SA of the AVLAAP (see Appendix) appraises the options identified in the 2011 consultation material and the objectives, proposed allocations, alternatives and Policies included in the draft AVLAAP Publication Plan. An

initial SA was presented to the Development Plan Panel on 20<sup>th</sup> May and further work has been completed to update the material and baseline information. It should be noted that an SA report has previously been completed on the AVLAAP Preferred Options document in 2007. Subsequent to this, the preparation of the Plan has been informed by the Policy requirements set out in the adopted Core Strategy, which has also been reflected in the current SA.

#### Work Undertaken Since Consultation on the Issues & Options SAP

4.7 Following the Issues & Options consultation in Summer 2013, further work has been undertaken to progress the Sustainability Appraisal of the SAP. This has included:

- Completing site assessments following receipt of outstanding site information from consultees and infrastructure providers;
- Undertaking site assessments of new sites submitted during the Issues & Options consultation and subsequently through the Strategic Housing Land Availability Assessment (SHLAA) process and other sites e.g. general employment land allocation at LBIA;
- Reviewing and revising the scoring criteria used for assessing sites against the SA objectives, for example as a result of consultee comments, checking for consistency introducing new evidence sources and making scoring easier to understand;
- Undertaking assessment of sites for Gypsies, Travellers and Travelling Show people;
- All of the SA assessments have been moved onto the SAP database, enabling improved data application and analysis;
- Updating and expanding the baseline data so the information is presented at a City wide and HMCA level;
- Updating the summary of plans, policies and programmes relevant to the SAP at a European, national and local level;
- Summarising the SA effects of the SAP based on the proposed allocations presented in the Publication draft;
- Identifying mitigation measures to offset negative effects identified through the SA process.
- Assessing the proposed SAP policies against SA objectives

#### SAP SA Report

4.8 Following the work undertaken as outlined in paragraph 4.7 above an SA Report has been prepared to accompany the SAP Publication draft (see Appendix), which will be subject to public consultation. One of the main differences from the SA Report prepared for the Issues & Options document is the assessment of the overall effects of the proposed allocations coming forward as a whole, i.e. the cumulative effects and the identification of mitigation measures where negative effects are identified for individual sites or sites as a whole.

#### How has the SA informed the Site Allocations Process?

4.9 The SA process has been undertaken alongside the production of the SAP and the AVLAAP. Work on the SA started in early 2012 and has continued through to the preparation of the Publication draft document. In relation to the

AVLAAP, work initially commenced with the SA of the Preferred Options in 2007. The assessment work for the SA has been informed by evidence provided from a number of data sources and consultees both within and external to the Council. This has informed the assessment of sites on for example, transport and accessibility, flood risk, pollution, and natural resources and waste. This information has been used to consider the suitability of sites for the proposed use. It has also identified where mitigation measures would be needed to offset negative impacts identified through the SA process or further assessment work needed at planning application stage, such as detailed ecological assessment, flood risk measures or consideration of effects on the historic environment. This is reflected in the site requirements identified for proposed allocations.

#### Other Outstanding Work for the SAP & AVLAAP Sustainability Appraisals

- 4.10 The SA Reports and accompanying appendices are substantively complete subject to the completion of outstanding technical work, which is not material to the overall Publication Plans. It has been a very complex process in coordinating material, assessments and supporting data and comments to finalise the whole document and has been dependent on the resources of other officers in the Council and external consultees. In reflecting this, work will continue to consolidate factual information and any other changes prior to publication consultation.

#### Habitats Regulations Assessment (HRA) Screening

- 4.11 In reflecting the requirements of Article 6.3 of the Habitats Directive 92/43/EEC, a draft Screening Assessment has been carried out to determine if the Policies of the Leeds Site Allocations Plan (SAP) and Aire Valley Leeds Area Action Plan (AVLAAP) documents require an Appropriate Assessment, under the Habitats Regulations (Conservation of Habitats and Species Regulations 2010, SI no. 2010/490). It should be noted that a HRA Screening of the Core Strategy has previously been undertaken and a number of amendments to Policy wording were made, to strengthen the reference to the management of any adverse impacts upon Special Protection Areas (SPAs) and Special Area of Conservation (SAC).

- 4.12 Following the preparation of the initial a draft HRA Screening Assessment for the AVLAAP and SAP, an initial response from Natural England has now been received. In response to these comments, further technical work is being undertaken by officers to address the issues raised. In the main these comments relate to the need for updating and the presentation of technical information, further analysis of any potential recreational impacts on the South Pennine Moors (arising from SAP housing allocations) and their mitigation by recreational opportunities within Leeds MD. At the time of preparing this report a further response from Natural England on the revised HRA Screening was awaited, a verbal update can be provided at the meeting as necessary

#### Duty to Co-operate

- 4.13 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). The SAP (and AVLAAP) has been prepared within the context of the adopted Leeds Core Strategy. In finding the Core Strategy sound, the Inspector confirmed that the City Council had demonstrated compliance with the Duty to Co-operate requirements. Within the context of the preparation of the SAP, the broad strategic approach and quantum of development have therefore been accepted through the Duty to Co-operate process. Any further issues, relating to detailed matters set out in the SAP have been considered through the established Duty to Co-operate processes and via specific meetings with authorities directly adjacent to Leeds MD.

- 4.14 Following consideration by Development Plan Panel and Executive Board, in January/February 2015 the City Council identified and agreed which sites should be proposed for allocation. At the February 2015 meeting of the LCR Strategic Planning Duty to Cooperate Group, Leeds officers presented maps and tables of proposed allocations that fit the criteria previously agreed through the DtC process, to target the consideration of individual sites. These sites concerned housing and employment allocations on corridors identified in Leeds' Core Strategy Duty to Cooperate Background Paper and housing sites of 100+ dwellings, within 500m of a local authority boundary. These included also very large sites, such as East of Garforth. The lists were categorised by the relevant adjacent local authority. Where sites were close to boundaries of more than one adjoining authority they were included on the list of both authorities. Authorities were invited to highlight those Leeds allocations they believed may generate issues of concern in their areas. They were also asked to highlight any proposals or sensitivities in their areas – for example housing allocations or historic monuments – that ought to be taken into account. The following meetings have subsequently taken place to consider the 'cross boundary' impacts:

5 <sup>th</sup> March 2015	Kirklees MBC
6 <sup>th</sup> March 2015	City of Bradford Council
11 <sup>th</sup> March 2015	Harrogate BC, North Yorks CC, Selby DC, City of York Council
24 <sup>th</sup> March 2015	Wakefield MDC

- 4.15 Overall, the meetings established that there are no sites where there is a fundamental objection to the principle of development. Where concerns were raised this was generally due to traffic generation and some raised impacts on local school capacities and attendance patterns. Cases were also identified where there will be a cumulative impact with proposals in neighbouring authorities. In all cases, options for mitigation are being explored.
- 4.16 In reflecting the City Council's responsibilities, as part of the Duty to Cooperate the draft SAP and AVLAAP Publication Plans (and identified cross boundary issues and mitigation, set out in para. 4.13), were presented to the City Region Portfolio Board on 3<sup>rd</sup> July, where the overall approach and conclusions were agreed.

## **5.0 Corporate Considerations**

### **5.1 Consultation and Engagement**

- 5.1.1 The Core Strategy 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). Following independent examination, the Plan was subsequently adopted by the City Council in November 2014. There has been extensive public consultation on the SAP Issues & Options (June – July 2013) and member engagement in preparing the site allocation proposals (2014) and the Publication draft Plan (via the Development Plan Panel).
- 5.1.2 With regard to the preparation of the AVLAAP, there has been extensive public consultation and with members in the course of preparing the Issues & Options; Alternative Options, Preferred Options and revisions to the Plan area since 2005.
- 5.1.3 Subject to Executive Board's consideration, a further stage of public consultation will take place on the Publication draft Plans in autumn 2015 (commencing in September).

### **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 SAP & AVLAAP material follows on and reflects the approach set out in the Core Strategy. Nevertheless, an Equality Impact Assessment Screening (Appendix 5) has been 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.

### **5.3. Council Policies and Best Council Plan**

- 5.3.1 The Core Strategy, the emerging SAP and AVLAAP, 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, these Plans seek to implement key City Council priorities. These include the Best Council Plan (2013-17) (in particular Objective 2: to 'promote sustainable and inclusive economic growth') 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 a necessary 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 SAP and AVLAAP as quickly as practicable, 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 sustainable 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 SAP and AVLAAP will follow the statutory Development Plan process (Local Development Framework). The report is not eligible for call in, in line with the Executive and Decision Making Procedure Rule 5.1.2 – the power to call-in decisions does not extend to those being made in accordance with the Budget and Policy Framework Procedure Rules. However the Publication draft Plans will be referred to Scrutiny Board (City Development) in accordance with the Budget and Policy Framework Procedure Rules following public consultation.

## **5.6 Risk Management**

- 5.6.1 Without a current allocations plans for Leeds MD in place, aspects of the existing UDP allocations will become out of date and will not reflect or deliver the Core Strategy Policies and proposals (including District wide requirements for Housing and General Employment Land) or the requirements of national planning guidance. Early delivery is therefore essential, alongside the SAP, to enable the Council to demonstrate that sufficient land will be available when needed to meet the Core Strategy targets. Without an up to date plan the 'presumption in favour of sustainable 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 Conclusion**

- 6.1 The SAP & AVLAAP have been prepared within the overall context of the adopted Core Strategy, the Community Strategy (Vision for Leeds) and City Council priorities set out in the Best Council Plan. The draft Publication Plans seek to reflect these commitments through the identified allocations and site requirements.

## **7 Recommendation**

- 7.1 The Executive Board is recommended to:

- i) approve the publication of the draft Site Allocations Plan and Aire Valley Leeds Area Action Plan, together with the sustainability appraisal reports and other relevant supporting documents for the purposes of public participation and to formally invite representations,
- ii) delegate authority to the Chief Planning Officer, in consultation with the Executive Member, to make any factual and other minor changes to the Publication Plans and supporting material, prior to public consultation
- iii) note that the Publication Draft Plans will be referred to Scrutiny Board (City Development) in line with the Budget and Policy Framework following public consultation.

## **8 Background documents<sup>1</sup>**

- Background Paper: Retail
- Background Paper: Employment
- Background Paper: Green space
- Background Paper: Housing
- Background Paper: Green Belt Review
- Background Paper: Infrastructure
- Background Paper: Flood Risk Sequential Test
- Background Paper: Duty to Co-operate
- Background Paper: Environmental designations
- Background Paper: Aire Valley Leeds AAP Green space
- Background Paper: Aire Valley Leeds AAP Flood Risk Sequential and Exceptions Test
- Background Paper: Aire Valley Leeds AAP Infrastructure

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<sup>1</sup> The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

**Appendices**

- Appendix 1: Leeds Site Allocations Plan Publication Draft
- Appendix 2: Aire Valley Leeds Area Action Plan Publication Draft
- Appendix 3: Leeds Site Allocations Plan Sustainability Appraisal
- Appendix 4: Aire Valley Leeds Area Action Plan Sustainability Appraisal
- Appendix 5: Equalities Impact Assessment Screening
- Appendix 6: Changes to the Site Allocations Plan since Executive Board 11<sup>th</sup> February 2015