

Report of Chief Planning Officer

Report to Director of City Development

Date: 14 January 2015

Subject: Deputation Headingley Hill

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Headingley	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
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 checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. This Deputation concerns a parcel of land at Headingley Hill and takes the view that the site has been incorrectly classified as being part of the 'main urban area' of Leeds and not protected open space. The purpose of this report therefore is to respond to the issues raised.

Recommendations

2. The Director of City Development is asked to note the contents of this report as an appropriate response to the issues raised by the Deputation.

1 Purpose of this report

- 1.1 This Deputation (attached in Appendix 1) concerns a parcel of land at Headingley Hill and takes the view that the site has been incorrectly classified as being part of the 'main urban area' of Leeds and not protected open space. The purpose of this report therefore is to respond to the issues raised.

2 Background information

- 2.1 Following consideration by Executive Board, the City Council published the Site Allocations Plan (SAP) for public consultation in September 2015 for an 8 week period (22nd September – 16th November). Within the overall context of the adopted Core Strategy, the SAP allocates land for Housing, Employment, Retail (Town Centre boundaries) and Green space. In the preparation of the SAP a number of updates have been previously made regarding Green space provision within the Headingley area, which have been reported to the Development Plan Panel. This has resulted in changes to the plan, prior to Publication consultation. Concurrent with this process has been the preparation of the Headingley Neighbourhood Plan by the Headingley Neighbourhood Forum with the support of the City Council.

3 Main issues

- 3.1 This Deputation concerns a parcel of land at Headingley Hill and takes the view that the site has been incorrectly classified as being part of the 'main urban area' of Leeds and not protected open space. Following a review of the Deputation, it is understood that the site referred to is a grassed area immediately to the north east of Headingley Lane, opposite Spring Bank Crescent and Richmond Avenue and to the south of Oakfield. The plan in Appendix 2 identifies the site the following comments relate to.
- 3.2 The site is adjacent to two areas of green space identified in the Publication Draft SAP – see plan in Appendix 2. These are:
- G1718 – Shire View (typology: Natural, size: 1.12ha)
 - G1533 – Hinsley Hall (typology: Amenity, size: 0.53ha)
- 3.3 The site was part of a larger, proposed housing site (1120 – Headingley Lane) at the SAP Issues and Options stage but this site has not been brought forward through the Publication draft SAP.
- 3.4 A planning application was submitted on the rear part of the site and the adjoining green space G1718 (app 15/04592/FU) for the development of 6 pairs of semi-detached houses (12 in total) and 24 flats with associated access and landscaping. The application was withdrawn in December 2015.
- 3.5 The Headingley Neighbourhood Forum suggested a number of additional sites should be protected as green space through the SAP and submitted a list of sites in response to a request for sites from the previous executive Member – see

Appendix 3 attached. The site which is the subject of this Deputation was previously included on the list as site G07.

- 3.6 Consistent with all proposed green space sites, the site was assessed against the green space typology. This assessment was subsequently reported back to the Headingley Neighbourhood Forum on the 8th January 2015. Whilst the site was considered to be 'open', it was in use for the grazing of horses as an agricultural field rather than being in a specific green space use (as categorised by the Green space typologies, which cover: parks and gardens, outdoor sports provision, amenity green space, children and young person's play provision, allotments, natural green space, city centre civic space, cemeteries (disused churchyards and other burial grounds) green corridors and private provision open to the public).
- 3.7 Throughout the consideration and allocation of land as green space in the SAP, it has been emphasised that agricultural fields are not considered to be "green space", as they do not predominantly have an open, **recreational** function. Fields can clearly be considered as 'open' i.e. not built on, but they are primarily used for agricultural purposes and not formal or informal recreation. Furthermore, in this instance, it has been noted that there is no public access to the site and therefore it has limited public value. Headingley Ward is deficient in all green space typologies as set out in the Green Space Background Paper produced as part of the Publication Draft SAP however this does not justify protecting open areas that do not function as green space as defined in the Open Space, Sport and Recreation Assessment June 2011.
- 3.8 In addition, it is understood that the proposed route for NGT cuts through this site, leaving an open area between the site and Headingley Lane. As part of these proposals, an area of public open space/meadow area is intended to be set aside. There is scope to explore designating the new open space associated with NGT and the proposed development as green space in the future once they are laid out and functioning, but the Council is not continuing to allocate sites as 'proposed green space' as under Policy N5 of the Revised Unitary Development Plan.

4 Corporate Considerations

4.1 Consultation and Engagement

This report is in response to a Council deputation and does not require any further consultation specifically in relation to the deputation. Following consideration by Executive Board on 15th July, the SAP Publication has been subject to public consultation. The representations made will be considered by the City Council, prior to submission to the Secretary of State for independent examination by a planning inspector.

4.2 Equality and Diversity / Cohesion and Integration

The Site Allocations Plan has been subject to Equality Impact Assessment (EIA) and further EIA screenings will be carried out at the appropriate stages of the progression to a final document. An EIA screening of this Executive Board report reaches the conclusion that the Site Allocations Plan is the appropriate document to be subject to EIA because it determines policy and proposals.

4.3 Council policies and City Priorities

Preparation of the Site Allocations Plan is a key corporate priority which aims to deliver the Best Council Plan, objective 5 to promote sustainable and inclusive economic growth.

4.4 Resources and value for money

There are no resource/value for money considerations.

4.5 Legal Implications, Access to Information and Call In

There are no legal considerations.

4.6 Risk Management

Town Planning as a process of managing land use change inevitably generates strong objections from people affected by plans and decisions. Therefore, the Council needs to be responsive to deal with concerns effectively.

5 Conclusions

- 5.1 This Deputation is concerned with a parcel of land at Headingley Hill and takes the view that the site has been incorrectly classified as being part of the 'main urban area' of Leeds and not protected open space. This site has previously been reviewed as part of the preparation of the SAP against the green space typologies identified in the plan. Based on an assessment against these typologies, whilst the site is 'open', it is currently in use as agricultural land for horse grazing and does not therefore have a specific green space function as reflected in the typologies. In addition, the site lies on the route of the proposed NGT, where green space provision is to be made as part of the proposals.

6 Recommendations

- 6.1 The Director of City Development is asked to note the contents of this report as an appropriate response to the issues raised by the Deputation.

7 Background documents¹

- 7.1 None.

¹ 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.

Appendix 1: Deputation

Today I would like to talk to the council about the clear error that has been made in the classification of Headingley Hill as simply part of the main urban area.

Headingley is deficient in all categories of open space. The people of Leeds and Leeds city council recognise that play parks for children, gardens, outdoor sports facilities, allotments and areas of simple natural beauty and amenity are all lacking in Headingley.

For this reason I ask the council today to correct the mistaken classification of the green fields of Headingley Hill as urban space. In reality this is one of the few patches of green space that still exists in Headingley, it should be recognised and protected as a valuable asset.

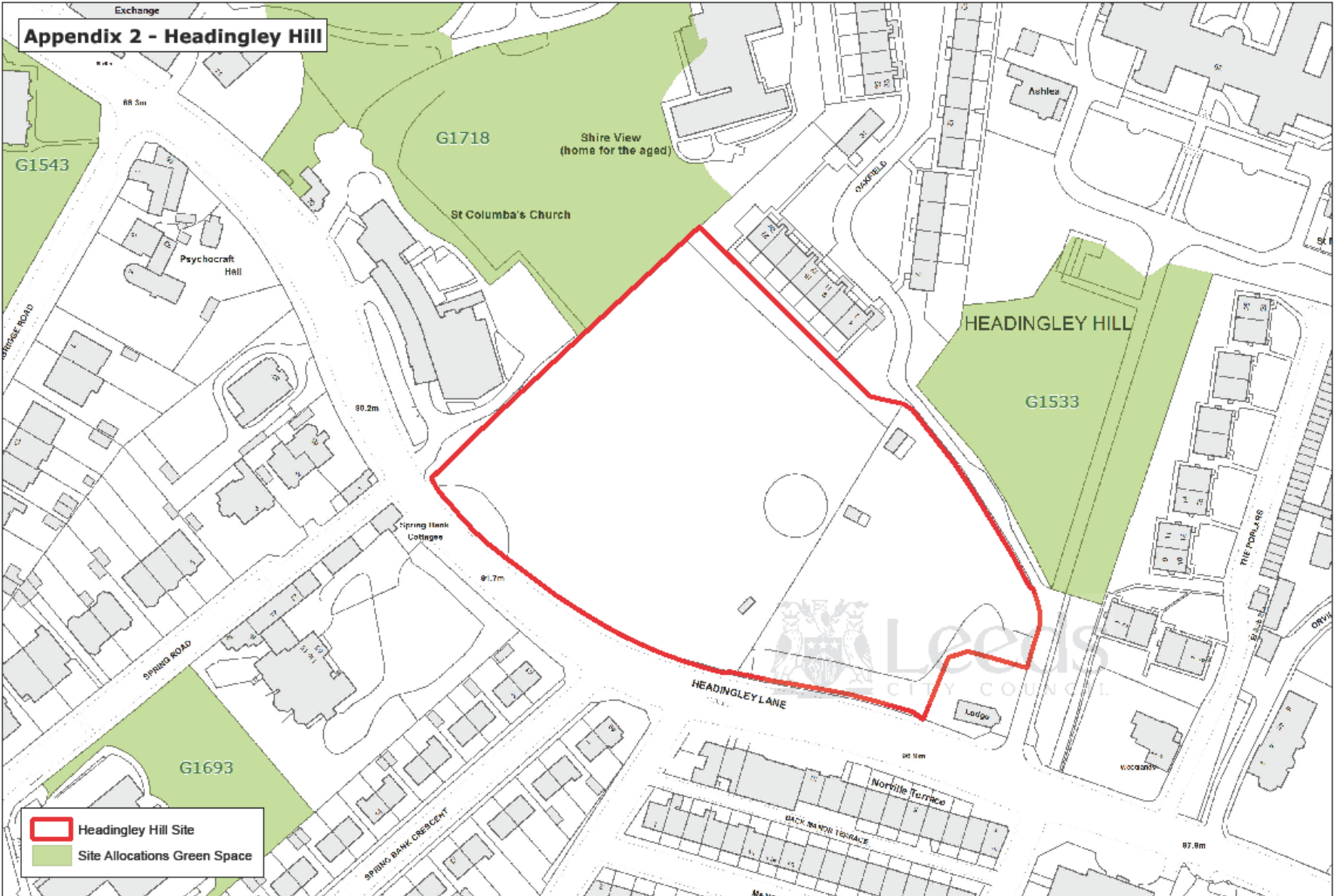
It is a fact beyond all reasonable doubt that Headingley Hill constitutes green space, it is an area filled with not just the beauty but also the little appreciated benefits of the natural world.

Green space has a value not just to our mental well-being, a fact often stressed by environmentalists like myself, but also a far more immediate and pragmatic benefit that the institutions of government would do well to recognise.

Green space is key when it comes to flood prevention, key when it comes to ensuring against the toxicity of our water and green space is key when it comes to maintaining non-lethal air quality. This last point is especially important for the city of Leeds. In 2014 Leeds was actually one of 9 areas in the UK identified by the WHO as failing to meet guidelines on air quality.

Now, there is no argument that Headingley Hill is green space, the only question to be answered is if we think it is worth identifying and protecting as such. I truly hope for the sake of the people who live in the area like myself, but also the wider city of Leeds and generations to come, that the council today will decide to classify Headingley hill as protected green space.

Thank you for taking the time to listen to me today, Joe Salmon, Headingley resident.



Appendix 3



HEADINGLEY NEIGHBOURHOOD PLAN

Site Allocations

Proposals by Headingley Interim Forum, September 2014, as invited by Cllr Gruen, 11 July 2014

1 Greenspace

All the sites listed are shown on Map 1, attached.

1.1 Sites Allocated by the Unitary Development Plan

Headingley Interim Forum supports all the sites allocated as greenspace by the Unitary Development Plan. Maps are at <http://www.leeds.gov.uk/council/Pages/Site-allocations-gridmap-greenspace.aspx>

25 N1 Greenspace, Beckett Park and Batcliffe Wood [See respectively, NDS:FH pp56-61 and NDS 17.2]

160 N1 Greenspace, Woodhouse Ridge [See NDS 17.4]

216 N6 Protected Playing Pitch, Leeds Rugby [Now mainly a car park]

342 N1 Greenspace, N of Woodhouse Street

893 N6 Protected Playing Pitch, Leeds Rugby

894 N6 Protected Playing Pitch, YCCC

918 N1 Greenspace, N of Woodhouse Street

929 N6 Protected Playing Pitch, former Leeds Girls High School [The site has been allocated for housing, see 3137 below.]

931 N6 Protected Playing Pitch, Rose Court School, Buckingham Road [Application 14/04470/OT has been made for development of the site as a school.]

932 N1 Greenspace, Dagmar [See NDS 11.3.1]

941 N1 Greenspace, E of Leeds City Academy

942 N6 Protected Playing Pitch, Leeds City Academy

1005 N6 Protected Playing Pitch, Beckett Park Learning Centre

1020 N1A Allotments, St Anne's Road [See NDS 9.3.3]

1021 N1A Allotments, Ash Road [See NDS 17.2.3]

1589 N1A Allotments, Meanwood Road (N of Woodhouse Ridge) [The site was allocated for housing, but deemed 'not suitable', see 2077 below; as the site is unsuitable for housing, the Forum proposes that it be allocated as greenspace.]

1693 N6 Protected Playing Pitch, Spring Bank School [See HNPG11 below]

1.2 Sites Allocated by the Open Space Audit

Headingley Interim Forum supports all the sites allocated by the Open Space Audit. Maps are at <http://www.leeds.gov.uk/council/Pages/Site-allocations-gridmap-greenspace.aspx>

105 Open Space, rear of Arndale Centre

108 Open Space, Shire Oak School

1533 Open Space, Oakfield

1543 Open Space, St Michael's Churchyard

1718 Open Space, fields behind Headingley St Columba Church

1.3 Sites Proposed by Headingley Interim Forum

Regarding greenspace, “Headingley is the most deficient ward” [G], so Headingley Interim Forum has tried to optimise possible sites, and therefore additionally proposes that the following sites be allocated as greenspace under Core Strategy Policy G1 (see attached Map 1).

HNPG01 Field, Grove Lane (between Woodland Villa and Shalimar): the site is an open field.

HNPG02 Field, Grove Lane (S&W of Bentley Lane): the site is a grazing field, contiguous with Greenspace 160 Woodhouse Ridge.

HNPG03 N5 Proposed Open Space, N of Meanwood Beck, up to Ward boundary: the site was proposed as Open Space in the UDP, but not in the Open Space Audit; the site has been allocated for housing, but deemed ‘not suitable, see 1098 below; as the site is unsuitable for housing, the Forum proposes that it be allocated as greenspace.

HNPG04 Village Green, St Michael’s Road (front of Parish Hall): the site is the last remnant of the original village green, see NDS 9.1.2, and front cover.

HNPG05 Sparrow Park, Cardigan Road (junction with Chapel Lane): the site has recently been adopted as a pocket park, see NDS 14.3.2.

HNPG06 The Old Gardens, Cardigan Road: the site comprises gardens within the walls of the former Leeds Zoological and Botanical Gardens, the ‘Old Gardens’; “the grounds of the former Zoological Gardens are mostly ... large gardens, with mature trees, along the broad avenue of Cardigan Road”, see NDS 14.1.1, 14.2.1, 14.4.1 and 14.5.6; the site includes:

HNPG06a 45 Gardenhurst	HNPG06j 80-82 Grove Villa
HNPG06b 47 Cardigan Court	HNPG06k 84 Cardigan House
HNPG06c 49-51 Oakhurst	HNPG06l 96 Valley Court
HNPG06d Bear Pit	HNPG06m 98 Cumberland Court
HNPG06e 55 Cardigan Road	HNPG06n 100 Bear Pit Gardens
HNPG06f 57 Oak Villa	HNPG06o 114 Sandholme
HNPG06g 88 Victoria Road	HNPG06p 116 Escher House
HNPG06h 61-81 Cardigan Road	HNPG06q Cockcroft House
	HNPG06r Our Lady of Lourdes Church

HNPG07 Grazing Field, Headingley Lane: the site was allocated for housing, but deemed to have ‘issues’, see 1120 below; as the site is unsuitable for housing, the Forum proposes that it be allocated as greenspace; it lies between Open Spaces 1533 and 1718 above; see NDS 11.2.9 and 11.5.3.

HNPG08 Gardens, top of Grosvenor Road: the site was allocated for housing, but deemed ‘not suitable’, see 1087 below; as the site is unsuitable for housing, the Forum proposes that it be allocated as greenspace; it is identified as a “remaining significant space”, NDS 11.3.1.

HNPG09 Garden, Montpelier Terrace, Cliff Road: the site is identified as an “important space”, NDS 12.3.1

HNPG10 Gardens, 1-13 Buckingham Drive: the site comprises the remnant of the gardens of Buckingham House, NDS 13.2.7.

HNPG11 N6 Protected Playing Pitch, Former Spring Bank Teachers Centre, Headingley Lane: the site is the “surviving remnant [of the] garden running down to Victoria Road” (along with Greenspace 1693), see NDS 11.2.2.

HNPG12 Garden, 2 Shire Oak Road: the site is a prominent example of the local “large plots with mature trees ... the large plots and extensive mature tree cover produce a feeling of spaciousness”, see NDS 10.2.1 and 10.3.1.

HNPG13 Gardens, 13-23 Bennett Road: the site comprises the “long gardens facing south” of the terrace on Bennett Road, see NDS 9.2.7.

HNPG14 Rose Garden, North Lane: the site is “the only public open space [in the Town Centre] ... “acting as a focal point and hosting the farmer’s market”, see NDS 9.2.5 and 9.3.2.

HNPG15 Gardens, 48-54 Headingley Lane & 2 North Grange Road: “on the north side of Headingley Lane, all but one of the original villas remain. They are set well back from the road with very long front gardens ... The houses are set in spacious, wooded grounds”, see NDS11.2.3 and 11.4.3.

HNPG16 Garden, former Children’s Home, 15 Wood Lane: like HNPG12, the site is an example of the local “large plots with mature trees ... the large plots and extensive mature tree cover produce a feeling of spaciousness”, see NDS 10.2.1 and 10.3.1.

Headingley Neighbourhood Forum – LCC Assessment of proposed green space sites

Ref no	Address	HMCA	What is it?	Size (ha)	Allocate?	Why?
G01	Land between Woodland Villa & Shalimar, Grove Lane	North	Gardens	0.43	No	Private gardens enclosed by high stone wall. Not publically accessible or used for public recreation.
G02	S&W of Bentley Lane, Grove Lane	North	Field	0.59	No	Agricultural field (not green space)
G03	N of Meanwood Beck	North	Field, woodland	2.26	?	Partly agricultural fields (not green space) though wooded area merits further investigation – is this publically accessible?
G04	Village Green, St Michael's Road	North	Gardens	0.03	No	Too small (<0.2ha)
G05	Sparrow Park, Cardigan Road	North	Small triangle of wooded ground	0.05	No	Too small (<0.2ha)
G06	The Old Gardens, Cardigan Road	North	Gardens	2.78	No	Extensive front gardens to large detached properties/blocks of flats. Most enclosed by stone walls and some with gates. Not publically accessible or used for public recreation.
G07	Grazing fields, Headingley Lane	North	Fields	1.5	No	Agricultural fields (horse grazing)(not green space).
G08	Gardens, top of Grosvenor Road	Inner	Gardens	1.81	No	Private gardens enclosed by (high) stone wall and gates. Not publically accessible or used for public recreation.
G09	Gardens, Montpelier Terrace, Cliff Road	Inner	Rough ground with trees, maintained grassed area	0.14	No	Too small (<0.2ha)
G10	Gardens, 1-13 Buckingham Drive	Inner/ North	Gardens	0.22	No	Raised private gardens enclosed by high stone wall and gates (off Victoria Road). Not publically accessible or used for public recreation.
G11	Protected Playing Pitch, Former Spring Bank Teacher Centre, Headingley Lane	North	Car park/grassed area	0.18	No	Too small (<0.2ha)
G12	Garden, 2 Shire Oak Road	North	Garden	0.3	No	Private garden enclosed by low stone wall, hedge and gate. Not publically accessible

						or used for public recreation.
G13	Gardens, 13-23 Bennett Road	North	Gardens	0.2	No	Private gardens enclosed by stone walls and railings. Not publically accessible or used for public recreation.
G14	Rose Garden, North Lane	North	Public open space	0.09	No	Too small (<0.2ha)
G15	Gardens, 48-54 Headingley Lane & 2 North Grange Road	Inner/ North	Gardens	0.91	No	Raised private gardens to large detached properties enclosed by stone walls. Not publically accessible or used for public recreation.
G16	Garden, former Children's Home, 15 Wood Lane	North	Garden	0.11	No	Too small (<0.2ha)

Too small – designate through NP?

G04 – Village Green, St Michael's Road

G05 – Sparrow Park, Cardigan Road

G09 – Gardens, Montpelier Terrace, Cliff Road

G11 – Former Spring Bank Teacher Centre, Headingley Lane

G14 – Rose Garden, North Lane

G16 – Garden, 15 Wood Lane