

## Report of the Chief Planning Officer

### Report to Development Plan Panel

**Date: 10<sup>th</sup> January 2017**

**Subject: Site Allocations Plan public consultation on Revised Publication Draft proposals for Outer North East Housing Market Characteristic Area: Outcomes & proposed Pre-submission Changes; further pre-submission changes to rest of the SAP**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): ALL	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" 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? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

### Summary of main issues

1. The Site Allocations Plan (SAP) is at a highly advanced stage of preparation prior to submission to the Secretary of State for independent examination. Reports to Development Plan Panel (DPP) on 14<sup>th</sup> and 28<sup>th</sup> June 2016 and 19<sup>th</sup> July 2016 considered responses to representations made to the Publication draft Plan (which was subject to public consultation between 22<sup>nd</sup> September and 16<sup>th</sup> November 2015). These also included representations and pre-submission changes to Gypsy and Traveller sites. DPP subsequently agreed these proposed pre-submission changes to the Plan for Executive Board consideration in February 2017; including for these pre-submission changes to be advertised in order to invite public comment, prior to the submission of the Plan to the Secretary of State for independent examination.
2. As a consequence of the withdrawal of the Headley Hall new settlement proposal, immediately before the SAP Publication draft consultation, the City Council committed to a further round of consultation on revised Publication draft proposals for the Outer North East (ONE) Housing Market Characteristic Area (HMCA). At the 19<sup>th</sup> July DPP meeting, members therefore considered and agreed a revised Publication Draft Plan for further public consultation for the ONE HMCA. This material was subsequently agreed at Executive Board on 21<sup>st</sup> September 2016, with public consultation taking place 26<sup>th</sup> September - 7<sup>th</sup> November 2016.

3. The purpose of this report is to provide members of DPP with a summary review of the public consultation outcomes for the ONE HMCA and outline any proposed pre-submission changes arising. This would bring the ONE HMCA in line with the rest of the Site Allocations Plan, as a consolidated document and as a set of pre-submission changes for consideration by Executive Board in February 2017.
4. In addition, and as a result of minor technical changes and updates (since the June and July 2016 DPP meetings), some further proposed pre-submission changes for the wider SAP (outwith Outer NE) are detailed in this report for completeness. Subject to Executive Board consideration in February 2017, the consolidated set of pre-submission changes will then be advertised to invite public comment, prior to the SAP being submitted to the Secretary of State for examination (anticipated April 2017). Members should note that the statutory process provides that any representations received as the result of the pre-submission advertisement will be forwarded directly to the Planning Inspectorate so that the Inspector appointed to examine the Plan can consider these in determining the “soundness” of the Plan. From past experience this stage helps the Examination process run more smoothly with a final opportunity for consultees to clarify their representations. The City Council will also need to consider these further representations in the preparation of Examination statements.
5. The purpose of this report is to identify the key issues arising, which go to the “soundness” of the SAP – the basis upon which it will be examined in due course. Based on the outcomes of the ONE consultation and further technical considerations, a number of changes to the Publication Plan are proposed. New sites in the ONE have also been submitted for consideration during the consultation process. These have been assessed (site assessment, including comments from infrastructure providers, and sustainability appraisal) and are summarised in **Appendix 1**.

## **Recommendation**

6. Development Plan Panel is invited to:
  - (i) consider the overall consultation outcomes for the Outer North East HMCA, summarised in this report
  - (ii) agree the proposed changes to the Site Allocations Plan for the Outer North East HMCA, together with the updated sustainability appraisal report
  - (iii) agree the further proposed changes to the Site Allocations Plan for areas outwith the Outer North East HMCA as detailed in the report
  - (iv) recommend to the Executive Board that the proposed changes (pre-submission changes) (ii) and (iii) above, the updated sustainability appraisal report and other relevant supporting documents, are approved and advertised for pre-submission consultation
  - (v) recommend to the Executive Board that following the period of pre-submission advertisement the Plan is submitted to the Secretary of State for independent examination

## **1 Purpose of this Report**

- 1.1 The purpose of this report is to provide members of the Development Plan Panel, with a summary of the main issues raised by the representations received in respect of the Revised Publication Draft Site Allocations Plan (SAP) for the Outer North East (ONE) Housing Market Characteristic Area (HMCA). Based on these outcomes and further technical work, a relatively limited number of changes are proposed, where issues raised are considered to go to the soundness of the Plan. The purpose of the report is not to review and provide a response to each individual representation made (although a summary of the representations made is attached). As indicated above, all of the representations will be made available to the Planning Inspectorate for the benefit of the Inspector at submission stage and have been made available online.
- 1.2 As a result of minor technical changes and updates (since the June and July 2016 DPP meetings), some further proposed pre-submission changes for the SAP Plan (outwith ONE) are detailed in this report for completeness. These are detailed in full at **Appendix 4** along with a commentary as to whether the change is 'substantive' or 'non-substantive' (a 'non substantive' change being a change which does not materially affect a policy or allocation).

## **2 Background Information**

- 2.1 On the 15<sup>th</sup> July 2015, Executive Board approved the Publication draft Plans for the SAP and the Aire Valley Leeds Area Action Plan (AVLAAP) for consultation. An 8 week period of consultation was subsequently undertaken between the 22<sup>nd</sup> September and 16<sup>th</sup> November 2015. This followed on from the consideration of the material by the Development Plan Panel on the 16<sup>th</sup> and 26<sup>th</sup> June 2015 and earlier stages of public consultation on both emerging documents. These Plans are being taken forward within the strategic context of the Core Strategy (adopted 14<sup>th</sup> November 2014), which sets out the overall scale and distribution of housing and economic growth. The Core Strategy also reflects the City Council's aspirations as part of the Best Council Plan and Vision for Leeds (Community Strategy).
- 2.2 Following the close of consultation on the 16<sup>th</sup> November 2015, an initial report of consultation was reported to the Development Plan Panel on 19<sup>th</sup> January 2016, together with a report outlining Emerging Issues and Next Steps. DPP considered and noted the scope, nature and communication and marketing arrangements of the consultation. This will be more fully set out in a Report of Consultation, which will accompany the submission draft of the SAP.
- 2.3 At the 19<sup>th</sup> January meeting and subsequently at a meeting of DPP on 10<sup>th</sup> May, specific outcomes of consultation relating to the Aire Valley Leeds Area Action Plan were considered, and members agreed to proceed with that Plan in advance of the SAP. Following consideration by Full Council, the AVLAAP was submitted for examination in September 2016. The Examination process is now underway, with hearing sessions planned for the 24<sup>th</sup> – 26<sup>th</sup> January 2017.
- 2.4 As a consequence of the withdrawal of the Headley Hall new settlement proposal, immediately before the SAP Publication draft consultation (in October 2015), the City Council committed to a further round of consultation on revised Publication draft proposals for the ONE HMCA. At the 19<sup>th</sup> July 2016 Development Plan Panel meeting, members therefore considered and agreed a revised Publication Draft

Plan for further public consultation for the ONE HMCA. This material was subsequently agreed at Executive Board on 21<sup>st</sup> September 2016, with public consultation taking place 26<sup>th</sup> September - 7<sup>th</sup> November 2016.

- 2.5 The focus of this report therefore is to summarise the consultation outcomes for the Revised Publication SAP for the ONE HMCA, arising from the analysis and consideration of the representations made and to identify specific changes where issues raised challenge the soundness of the Plan.
- 2.6 In terms of the level of response to the Revised Publication Draft for the ONE public consultation the overall outcome is summarised below. A comprehensive Report of Consultation (together with all of the representations received) will be provided at submission stage.

<b>Outer North East HMCA Public Consultation – Overall Response (22<sup>nd</sup> November – 7<sup>th</sup> November 2016)</b>			
<b>A) Overall Level of consultation responses</b>			
<b>On line</b>	448		
<b>Email</b>	555 (93 of which are standard letter)		
<b>Paper</b>	2733 (of which 2610 are a standard letter (there are 5 main standard letters)	<i>The majority of representations were made using a standard letter of one form or another.</i>	
<b>Total</b>	3736	<i>One petition with 458 signatures was also received</i>	<i>A petition is recorded as one representation (with many signatures).</i>
<b>B) Number of individual representations received i.e. raising specific points</b>			
<b>Total</b>	4073		
<b>C) Breakdown of Representations</b>			
	<b>Representations</b>	<b>No. of Sites</b>	
<b>Sites in the Plan</b>	3727	36	
<b>Discounted Sites (or not within the HMCA)</b>	169	88	
<b>New sites</b>	11	11	
<b>General Issues</b>	164	n/a	

- 2.7 It should be noted that, the majority of representations were on housing proposals (4,034 representations), followed by employment (23), green space (15) and retail (1). Representations on a range of 'general' issues including the housing targets, phasing, infrastructure that were not site specific were also received. Most of the representations related to the proposed allocation of a new settlement at Parlington (3,365 representations in total).
- 2.8 In addition, 49 late representations were received (after the close of consultation at 5pm on 7<sup>th</sup> November). Of these, 47 were objections to the proposed Parlington site made on a standard letter template, 1 came from a Parish Council in the neighbouring Harrogate District and 1 came from National Grid (who confirmed that they had no comments to make on the Plan). As these submissions were received

outside of the consultation period (and so were not 'duly made') they are not counted within the figures provided in this paper. Similarly, a small number of responses were received which did not relate to the consultation on the proposals for the Outer North East HMCA (relating instead to sites or proposals in other HMCA areas). These comments were classed as 'not duly made' as they are outside of the statutory consultation period for the relevant part of the Plan. However, all of submissions received will be passed to the Inspector when the plan is submitted to allow them to determine whether or not they should be taken into account.

- 2.9 Moreover, at the time of writing, representations are still awaited from Highways England pending further technical modelling of the strategic highway network to assess the implications of the proposed allocations. Whilst the statutory period for representations has passed the Localism Act 2011 provides that agencies such as Highways England have a duty to engage constructively, actively and on an ongoing basis on the preparation of development plan documents. A verbal update on this matter will be provided to members at the meeting.

### **3 General issues raised by the Publication consultation**

- 3.1 As part of the representations received, a number of general issues have also been raised both in relation to specific sites and as stand-alone matters. The general issues raised during this consultation relate to matters that have already been considered through the preparation of the SAP as a whole and which were discussed at DPP on 14th June 2016. They include: Scale of Housing, Distribution of Housing, Phasing, Use of Greenfield Land before Previously Developed Land, Providing the necessary Infrastructure to support housing growth, Highways and Transport, Flood Risk, Green Belt, Heritage issues and Landscape and Ecology issues. Members requested a further report on Highways and Transport modelling, which is a separate report on this agenda.
- 3.2 The overall Core Strategy housing requirement remains a matter upon which a number of people made representation. A report on the Core Strategy Selective Review was discussed at Development Plan Panel on 22<sup>nd</sup> November 2016. This agreed a draft timetable for review of the Core Strategy housing requirement as follows:

Timetable	Site Allocations Plan	Core Strategy Review
Winter 2016/7		Commission SHMA
Spring 2017	Submission	Final SHMA / Draft Plan
Summer 2017	Examination	Publication Draft / Consultation
Autumn 2017	Modification	
Winter 2017/18	Adoption	Pre-Submission Changes (if needed)
Summer 2018		Submission
Autumn 2018		Examination / Modification
Winter 2018		Adoption

- 3.3 The implications of a revised housing requirement for the SAP were outlined at 3.1.12 of the DPP report. Members agreed that the submission of the Site Allocations Plan remained a priority for the City Council to this timetable as a basis to meet housing land supply requirements. It was also agreed that the outcomes of

the Core Strategy Review process (especially a revised Strategic Housing Market Assessment) would be considered in due course, including implications for the Plan-period and sites identified in the SAP. Panel agreed that the evidence for the Core Strategy Review should be available for the Site Allocations Plan Examination so as to help inform the Inspector. The Core Strategy Review will be subject of approval by Executive Board in February 2017.

- 3.4 Further analysis of the representations received has not revealed any general significant issues, which have not already been justified in background material or discussed through DPP. The full list of general issues raised in the public consultation will be outlined in the Report of Consultation which will form part of a suite of documents, along with updated Background Papers and Sustainability Appraisal, which will be available to Executive Board. However, no pre-submission changes are proposed in respect of any general representations made as part of this recent public consultation, rather they will be subject of the examination in public once the Plan is submitted.
- 3.5 Members are invited to note that whilst there were a considerable number of individual representations most were focussed on a selected number of specific sites proposed for allocation. Many sites received no representations at all. A smaller number of representations in support were received. These are all detailed at **Appendix 1** and will be further detailed in the Report of Consultation.

## **4 Outer North East Housing Market Characteristic Area (HMCA) Issues**

### **Overview**

- 4.1 Sites that have generated most objections are on a range of issues, including loss of Green Belt, lack of infrastructure (including highways, schools, doctor's surgeries), and use of greenfield land before previously developed land. This section of the report responds to specific issues that are considered to challenge the soundness of the Plan and recommends where a change is considered necessary to make the Plan sound.
- 4.2 Whilst officers have considered all representations made and the issues raised, this report does not provide a response to each individual representation (although a summary of the representations received is attached for information). All representations will be submitted to the Inspector and considered through the examination process. The focus of this report is to propose the changes as detailed in the sections below, which will be encapsulated in the pre-submission changes. These have arisen in response to the public consultation process and are focussed on a number of key areas. These relate primarily to soundness issues. The relatively low level of change is to be expected given the nature of the proposals and the advanced stage of the Plan and the endorsement of the Executive Board (to the Publication Draft SAP in July 2015 and Revised Publication Draft for ONE in September 2016). Representations are reviewed in turn under the topic areas of Retail, Housing, Employment and Green Space. The report outlines changes proposed to the Plan. Where changes are proposed to background papers and information which are not 'pre-submission changes' to the Plan itself, these are detailed at **Appendix 1**, not in the report. **Appendix 1** details the representations on each individual site. **Appendix 3** comprises plans showing changes to boundaries of sites or new sites. **Appendix 5** sets out the sustainability appraisal of new sites submitted.

## **Retail**

- 4.3 One representation regarding Collingham Local Centre was received from Collingham with Linton Parish Council. This representation was a repetition of a representation received as part of the 2013 Issues and Options consultation, which objected to Collingham's classification as a Local Centre. As this designation was established through the adopted Core Strategy, it is outside the scope of the Site Allocations Plan and no change is proposed.

## **Housing**

### ***Identified housing allocations***

- 4.4 The Revised Publication Draft for ONE updated sites with planning permission to a baseline of 5th April 2016, in line with the rest of the SAP. DPP reports 28<sup>th</sup> June and 19<sup>th</sup> July 2016 explained that identified sites have been updated to reflect planning permissions granted up to 5th April 2016. Clearly, the position with planning permissions is constantly changing as new planning permissions are granted. It is not practicable to continually update a strategic plan to reflect this. However, once the Plan is submitted for examination, the Inspector will be informed of the current position with regards more recent planning permissions, which will count towards the overall target of 70,000 (net).
- 4.5 There is one proposed deletion of an identified site:

a	HG1-43 (5126) Keswick Lane. This is a UDP identified site with no current planning permission. The site fails the flood risk exception test and is therefore proposed to be deleted. Capacity 9.
---	--

- 4.6 Changes are proposed to the footnotes on the following sites:

a	HG1-42 First Avenue, Bardsey. Delete existing flood risk footnote and apply more accurate amended flood risk footnote which states: <i>"No further flood risk exception test would be needed for this site provided the development is carried out in accordance with the permission. If the scheme is altered or reapplication made, a further exception test will be required"</i>
b	HG1-50 Bowcliffe Road, Timber Yard, Bramham. Delete flood risk footnote as development is under construction

### ***Identified housing allocations summary***

- 4.7 The total capacity from identified housing allocations has changed from 1,491 in the Revised Publication Draft Plan to 1,482.

### ***Changes to housing allocations***

#### ***Parlington New Settlement***

- 4.8 At Publication stage of the Site Allocations Plan Executive Board endorsed the delivery of a new settlement proposal at Headley Hall for 3,000 homes. This was the preferred option for the delivery of housing allocations within the Outer North East and formed a part of the initial issues and options consultation. The Council recognised that a new settlement approach could play a role in the mix of solutions required to meet housing need in Leeds and was in line with the direction of travel

of the Government in their aspirations for Garden Villages. Proposals for Headley Hall were withdrawn by the landowner immediately prior to Publication consultation, which has necessitated a revised approach to the Outer North East. Executive Board agreed that a replacement new settlement proposal at Parlington coupled with an extension to the major settlement of Wetherby, so as to help distribute development throughout the area, was the preferred approach moving forward. The Revised Publication consultation material did not specify the precise scale of the new settlement at Parlington (the proposal was up to 5,000 homes) but noted that, based on the build out of large new settlements elsewhere, the delivery of 1,850 homes was achievable and necessary to meet HMCA requirements for the plan period.

- 4.9 It is important for the Council to ensure that the new settlement presents a solution for meeting housing needs at a sufficient scale to deliver infrastructure and benefits for residents of the housing market area, such as access to more affordable housing, but not so large as to create unacceptable impacts. The landowners, M&G and their agents have responded to the Revised Publication consultation with proposals for up to 5,000 homes with associated on-site infrastructure including a local centre, two primary schools and a secondary school.
- 4.10 Significant local objection was received on MX2-39: Parlington new settlement (3316 objections, 40 supports and 8 neutral representations). The significant issues raised are detailed in **Appendix 1**. These cover the general approach to the release of Green Belt and the identification of a new settlement against the Core Strategy settlement hierarchy (particularly Core Strategy Policies (SP1, SP6, SP7 and SP10)). A consortium of developers is advocating the sustainability of the release of a range of sites (including some existing Protected Areas of Search (PAS) sites identified in the Unitary Development Plan (UDP)) throughout the existing smaller settlements and villages of the Outer North East as an alternative approach and there is a representation seeking that the Parlington New Settlement is brought forward alongside and in addition to a series of smaller sites. This picks up on issues raised around other options for the HMCA and deliverability, where a number of representations question the deliverability of the site within the plan period.
- 4.11 Many of the local representations raise the issue of scale. This is particularly in regard to transport and the pressure that the new settlement will place on the surrounding villages of Barwick-in-Elmet and Aberford alongside concerns that these villages will form natural routes to and from the site, including as part of longer journeys to the A1(M) and the main urban area of Leeds. Local people are also concerned that the settlement will place great pressure on existing social infrastructure (e.g. doctors, schools, shops) both once completed and during the course of its development. These concerns relate back to issues of the ability of the local road network to cope with additional trips given the current lack of such facilities in the locality. There have also been a significant number of representations from Garforth residents, concerned at the impact of the proposal on the road network and pressure on services in the town. Many local people were also concerned at what they perceived would be a loss of a much loved local recreation asset. Local representations also focus on the heritage assets of the Parlington Estate (as well as archaeology, conservation, landscape, habitat, historic ground stability (associated with prior mining activity), recreational routes (PRoW and cycleway) and loss of agricultural land). The Parish Councils of Barwick and Scholes and Aberford both made representations objecting to the proposal. A



request for an extension of time was made by the Parish Councils but due to the need to progress with the Site Allocations Plan an extension to the statutory period was not granted. It was confirmed that this was to establish the allocations in the Plan and that there would be further opportunity to provide specific evidence at the Examination and that should the scheme proceed it would be essential for the local community and its representatives to be fully engaged in shaping the proposals, for example, by being consulted on the development of a comprehensive master plan.

- 4.12 Significant concern has also been raised by Historic England on the issues of heritage/conservation/archaeology. They consider that development of Parlington at the larger proposed scale has the potential to harm the significance of a number of designated and non-designated heritage assets both within the area of the proposed new settlement itself and in the surrounding area. Historic England references LCC's Heritage Background paper and the sensitivity map in this regard. In response to these concerns, it is important to note that the Council's sensitivity map identifies areas that are of relative higher sensitivity and require appropriate mitigation, not areas that are undevelopable. Historic England again raise questions about the deliverability of large scale development on this site and therefore recommend substantial reduction in the scale of the settlement or indeed removing it completely. There is particular concern around development of the southern part of the site and the former deer park. Officers are continuing to engage with Historic England on these issues.
- 4.13 Highways England are undertaking a full modelling exercise on the strategic road network (M1/A1 and particularly Junction 47 and 46). This modelling work has not been completed in time to feed into this report, but initial discussions with the statutory body suggest that the scale of the proposals at Parlington are an issue; with the level of mitigation measures to resolve impacts upon the strategic road network, dependant on the scale of the proposal. A verbal update will be provided to Members at the meeting. It is clear however that physical mitigation will be required for the level of housing proposed within the plan period (i.e. 1,850 homes by 2028) but that suitable mitigation measures for a 5,000 home proposal have yet to be identified and the realisation of the wider site has yet to be demonstrated. Clearly, therefore, further ongoing consideration of this aspect of the proposal is necessary.
- 4.14 Taking into consideration all the representations received, discussions with statutory bodies, the Sustainability Appraisal, and the significant concerns in regard to the upper level of scale of development, officers consider that the Revised Publication Draft proposals for Parlington need to be amended prior to submission of the Plan. At the current time officers consider that the release from the Green Belt of the site as set out in the Publication Draft Plan, which provides land for up to 5,000 new homes cannot be justified. However, officers consider that a more limited Green Belt release, to provide for a smaller new settlement (circa 1,850) can be justified. Officers consider that the exceptional circumstances for the release of the smaller site from the Green Belt can be demonstrated as the proposals are capable of delivering a sustainable new settlement in the plan period in accordance with the requirements of Policy SP10 in the Core Strategy. The delivery of a sustainable new settlement is seen as a preferable approach to the alternative 'piecemeal' approach advocated by the developer consortium and outlined in para 4.11 above [and is supported by the SA process.
- 4.15 Given the acknowledged difficulties surrounding the delivery of the wider site it is

prudent to consider primarily the needs of the housing market area for the current plan period and only release land from the Green Belt to support this. At the same time, officers recognise the need for a comprehensive masterplan to be undertaken. This will assist in both the delivery of a new settlement for 1,850 homes and any considerations which are required to inform future plans for a larger settlement.

- 4.16 It is therefore important to note that the SAP proposes to release land for a new settlement of 1,850 homes and identify Parlington as a location for future development of a larger settlement. The scale of the larger settlement will be determined following a future review of the Local Plan and in accordance with a comprehensive master plan and will need to reflect any measures which address the strategic highways and heritage issues that are identified in this report. The wider settlement (within the land edged black on the plan), could provide opportunities for additional primary school and a secondary school to meet the educational needs of children within and beyond Parlington and wider public access and leisure opportunities which could include a country park and a wood land park. Appropriate levels of additional employment could also be provided.
- 4.17 To reflect the revised proposals for Parlington a new policy MX2-39 and associated site requirements has been proposed, which will be inserted into the plan after Policy HG2. Instead of listing the proposed changes in the tables below the proposed new policy is included in **Appendix 2**.
- 4.18 The Sustainability Appraisal (SA) for MX2-39 has been updated to reflect the proposed reduction in the scale of the site (see **Appendix 5**). The scores for both the smaller and larger MX2-39 result in similar scores as the baseline remains the same. It is the level of mitigation that is required that is different within the measurement of the SA scoring for the smaller and larger site boundaries. In particular, it is noted that a smaller settlement is, by virtue of its scale, inherently going to have a lesser impact on ecology, heritage and landscape, with development directed away from the higher areas of sensitivity and further containing the site within the landscape. The smaller settlement would be further away from Hook Moor SSSI. The SA score for traffic and accessibility (SA15/16) (a combination of accessibility, highway access and local transport network impact) remains the same, though the impact on the local transport network will be lower with the smaller settlement. The scoring measurements of the SA at both scales of development (smaller c1,850 and larger c5,000) are both reliant on suitable and appropriate mitigation to create a high quality new settlement.
- 4.19 Officers have discussed the revised approach and proposed policy for a smaller Parlington new settlement with the site owner and promoter, M&G. They have broadly agreed the revised policy wording (**Appendix 2**). In taking a revised site boundary forward (113 hectares), M&G are confident that a new community of c1,850 homes and 5 hectares of general employment land, alongside a neighbourhood centre, primary school, greenspace and roads can be delivered.

4.20 In summary, changes are proposed to the boundaries or capacities of the following sites:

a	HG2-225 Land at The Rowans, Wetherby, capacity 18 – delete site as the site is located wholly within Flood Zone 2 and zone 3A(i) and other more sequentially preferable sites are proposed for allocation.
b	HG2-226 Land to the East of Wetherby. Two new site submissions were received. As these sites are adjacent to the proposed allocation it is considered that there is merit in bringing them forward as one site so as to facilitate the preparation of a comprehensive development see <b>Appendix 1</b> . Inclusion of these sites follows defensible boundaries and forms a logical extension to the existing allocation. The area has changed from 47.6ha to 55.4ha, and the capacity from 1,080 to 1,100.
c	MX2-39 Parlington. It is proposed to amend the boundary of MX2-39 to reflect that the capacity to be allocated within the plan period forms a smaller sustainable settlement (c1,850 and 5ha of general employment land). This will, for the purposes up to examination be referenced MX2-39A (113Ha). The boundary of a future larger settlement (c5000) (261.75Ha) is intended to be shown on the policies map, but with no allocation or reference number, with the land remaining in the Green Belt unless and until a future review of the Plan provides for its release and an accompanying comprehensive development brief, masterplan, outline design code and infrastructure delivery plan to be approved by the Council set the context for development of the new sustainable settlement as a whole. ( <b>see Appendix 2</b> )

4.21 Changes are proposed to the site requirements of the following sites:

a	<p>HG2-226 Land to the East of Wetherby - amend the flood risk site requirement to the standard used, for consistency across the plan, to state: <i>“A small part of the site is affected by flood risk. A sequential approach should be taken to the layout of the site so that no housing or other more vulnerable development is located in the zone 3 high flood risk part of the site.”</i></p> <p>Add Highways Network site requirement to refer to the need for measures to improve local and strategic highways networks, including mitigating measures at A1m, Junction 46, as agreed with Highways England.</p>
b	HG2-227 - Land to the north of HMP Wealstun Prison - Add new local highway network site requirement: <i>“The traffic impacts of this site in Walton and Boston Spa will need to be addressed.”</i>
c	MX2-39 Parlington Estate, Aberford – see revised Policy MX2-39 (Appendix 2)

### New housing site submissions

4.22 10 new housing sites have been submitted. Two are proposed for allocation, as an extension to existing site HG2-226, detailed above at 4.19. The remaining 8 are not proposed for allocation, for the reasons given in **Appendix 1**.

### Safeguarded land

4.23 There are no proposed changes to the 7 sites designated as safeguarded land in the ONE area.

### Housing allocations summary

4.24 The total capacity from housing allocations has changed from 3,516 in the Revised Publication Draft Plan to 3,518.

## Overall summary for housing in ONE

HMCA target: 5,000			Total	+/- target
	Identified sites total	Housing allocations		
Revised Publication Draft Plan	1,491	3,516	5,007	+7
Post Publication consultation	1,482	3,518	5,000	0

## Employment

### **Offices**

- 4.25 There are no proposed changes to identified office sites and no proposed office allocations. There have been no new site submissions for offices in ONE.

### **Overall summary for offices in ONE**

- 4.26 The total capacity of offices remains unchanged:

	Identified sites total (sq m)	Office allocations (sqm)	Total (sq m)
Revised Publication Draft Plan	1629	0	1629
Post Publication consultation	1629	0	1629

### **General Employment**

- 4.27 There are no proposed changes to identified general employment sites and no proposed general employment allocations, except for the employment allocation which is part of site MX2-39, Parlington. MX2-39 is dealt with at paras 4.9 - 4.19 above.
- 4.28 There has been one new site submission for a general employment allocation in ONE, at Harewood, but this is not proposed for allocation for the reasons given at **Appendix 1**.

### **Overall summary for general employment in ONE**

	Identified sites total (ha)	General employment allocations (ha)	Total (ha)
Revised Publication Draft Plan	21.55	11.5	33.05
Post Publication consultation	21.55	5	26.55

## Green space

- 4.29 No changes are proposed to green space sites in ONE.

## **Other considerations**

### ***Updated Sustainability Appraisal***

- 4.30 All new site submissions have been subject to sustainability appraisal, using the same approach as other sites considered through the Site Allocations Plan process. Sustainability appraisal has been carried out to inform all main stages of plan preparation and to comply with the SEA Directive. This has identified the reasons for choosing the approach that was adopted and considered reasonable alternatives to that approach, dealt with the main economic, social and environmental effects of the Plan and suggested mitigation for any negative effects that were identified.
- 4.31 The Sustainability Appraisal Report has been updated to reflect changes since the 2015 Publication draft and the Revised Publication draft for Outer North East and is provided at **Appendix 4**. The majority of the work is complete, although final changes are currently being completed. A full updated SA Report will be made available for Executive Board.

### ***Habitat Regulations Assessment***

- 4.32 A Habitat Regulations Assessment is required to be undertaken of the Pre-submission Changes to the Plan. Individually and in combination, these changes do not amount to a fundamental change in the overall approach of the Plan but in a number of site specific instances seek to further mitigate the impact of the proposals. As a consequence, it is considered that the pre-submission changes do not warrant an Appropriate Assessment, as these changes do not give rise to any Local Significant Effects alone or in combination. Natural England has been sent the schedule of the pre-submission changes for comment and to comment on the City Council's approach. It is anticipated that a formal response will be received prior to Executive Board in February.

### ***Neighbourhood Plans***

- 4.33 A number of Neighbourhood Plans (NP) are being prepared that are complementary to the emerging SAP Publication Draft but in the knowledge that changes may be made throughout the process of plan-making. Officers have been working with NP groups to advise on the SAP process and the content of plans and ensure general conformity between different parts of the Local Development Framework as well as regard to national planning policy.
- 4.34 The Boston Spa, Barwick in Elmet with Scholes, Bardsey, Clifford, East Keswick, Alwoodley, Thorp Arch and Collingham neighbourhood plans have all progressed beyond pre-submission stage (draft plan formally consulted on by the parish council). The Linton Neighbourhood Plan is awaiting to be 'made' subject to a legal challenge. Other parishes in the Outer North East area are at an earlier stage and have prepared an early draft plan/'intentions' document (Thorner, Walton, Scarcroft, Wetherby, Shadwell).

## **5 Further proposed changes for the rest of the Site Allocations Plan**

- 5.1 Proposed pre-submission changes for the remaining 10 HMCAs were discussed and agreed at DPP meetings on 14<sup>th</sup> and 28<sup>th</sup> June and 19<sup>th</sup> July. Notwithstanding this, in finalising the pre-submission changes, there are a relatively small number of

additional further technical changes that members should be aware of. Most of these are factual or consequential updates or corrections detailed for clarity. These are detailed at Appendix 4. Appendix 4 also highlights several proposed changes which are considered more substantive in nature and should be advertised as pre-submission changes to the plan, along with those previously presented to DPP.

5.2 Main changes are as a result of:

- i) Updated flood risk data from the Environment Agency which amends data on several of the becks in Leeds.
- ii) Revised Highway Network site requirements as a result of updated transport modelling work, and the deletion of the NGT public transport scheme.
- iii) Announcement of the proposed route of HS2 (15/11/16). This does not directly affect any of the sites in the SAP apart from identified office site EO1-18 which is proposed to be deleted and general employment sites EG1-35 and EG1-36 at Aberford Road, Garforth in Outer South East. The resulting reduction in the quantity of employment land is detailed in **Appendix 4**.

5.3 It is to be expected that new information will be continually received as the Plan progresses, as the planning process is never a static one. The Inspector will be informed at examination of any further changes such as those outlined above, once the Plan has been submitted.

5.4 Further, more substantive changes detailed at **Appendix 4** include:

- Deletion of Trinity Shopping Centre First Floor Level Plan as upper floor is predominantly non-A1 and should not be classified as part of the Primary Shopping Frontage.
- Revised wording in the 'Retail Introduction' sections of the Outer North East, Outer South East and Outer South West sections of the document to set out that new centres are proposed through the site requirements of sites MX2-39, HG2-124 and HG2-167.
- Consequential changes to tables in the Housing Overview section of the plan
- An addition to policies HG2, EO2 and EG2 to make any site requirements attached to new allocations part of the policy which allocates sites (no's. 10, 15 and 16 **Appendix 4**)
- Addition of details regarding requirements for sites in former coal mining areas (no.12 **Appendix 4**)
- Revised ecology site requirements based on advice from the Council's Ecology Officer, on a number of sites
- Some changes to green space designations where the site is already developed or designated for an alternative use in the UDP (eg. No 's 97 and 98, **Appendix 4**)
- Changes to capacities on a few sites (including no.s 32, 43 (site deleted), 53, 67 and 71 at **Appendix 4**)

5.5 In addition, where sites were discounted at Issues and Options stage (purple sites), for reasons of non-compliance with the settlement hierarchy and where objections at Issues and Options or Publication Draft stages have been received a full site assessment has now been undertaken so as to ensure that the assessment process of the SAP is robust. This step does not alter the fact that they are not

proposed for allocation. All site assessments, including any other amendments and updated background material will be made available as part of a suite of background material for Executive Board, February 2017. Background Papers will also be updated to show the outcomes of continued work on elements of the Employment Land Assessment and Strategic Housing Land Availability Assessment.

### **Overall Housing and Employment targets**

- 5.6 The DPP report for 19<sup>th</sup> July provided tables showing the distribution of housing and employment. These are updated below to account for the pre-submission changes detailed in this report for Outer NE and additional changes to the rest of the plan.
- 5.7 As can be seen from **Table 1**, the overall target of 66,000 has been exceeded. This represents a stronger position to be in moving forward to examination in allowing for a housing supply in excess of the target and for flexibility should circumstances changes. A number of representations have been received criticising the approach to allocating housing land in each HMCA. There are concerns that the plan is not effective or positively prepared on the basis that not all allocated land will necessarily come forward to provide the choice and competition that house builders wish to see to enable the significant boost of housing needed. Officers disagree and consider that both the past trends of larger windfall in the district and the return of empty homes to use ensures that there is flexibility against the CS target. Nevertheless Members should be aware that this will be a particular issue at the Examination, particularly given that the HMCAs which are providing the buffer (i.e. the City Centre and Inner Area) are areas where house builders have cast particular doubt over the realistic prospects of delivery.
- 5.8 A small number of HMCAs have seen a decline in housing capacities since the Publication Draft SAP. These are Aireborough, East and Outer North West. It is considered that changes in these areas are needed to ensure the plan is sound, because they are being made for specific reasons. The overprovision in City Centre and Inner is in accordance with the spatial strategy of the Core Strategy in general and Policy SP7 in particular and the remaining HMCAs have increased their provision since the Publication Draft SAP was produced, thus ensuring overall general conformity with the HMCA targets set in the adopted Core Strategy.
- 5.9 Within this context Members are reminded that the SAP was endorsed by Executive Board in July 2015 as being a sound plan. This advanced stage of preparation does not therefore provide the opportunity to make radical or substantial changes between HMCAs, unless those changes relate to specific issues of soundness raised during the consultation.

**Table 1: Housing Distribution By Housing Market Characteristic Area (HMCA)s**

HMCA	Target	Publication Draft Plan figure (identified and new allocations)	+/- target	Post publication Draft Plan figure (identified and new allocations)	+/- target	Difference between Pub Draft & now (housing numbers)
1.Aireborough	2,300	2,231 (967 + 1264)	-69	2014 (965 + 1049)	<b>-286</b>	-217
2.City Centre	10,200	11306 (5710 + 5596)	+1106	11909 (5264 +6645 incl Aire Valley)	<b>+1709</b>	+603
3.East	11,400	10351 (6133 + 4218)	-1049	9686 (6133 +3553 incl Aire Valley)	<b>-1714</b>	-665
4.Inner	10,000	11800 (7317 + 4483)	+1800	13042 (8970 + 4072 incl Aire Valley)	<b>+3042</b>	+1242
5.North	6,000	5888 (4033 +1855)	-112	5958 (4126 + 1832)	<b>-42</b>	+70
6.Outer North East (Revised Publication Draft)	5,000	5007 (1491 + 3516)	+7	5000 (1482 + 3518)	<b>0</b>	-7
7.Outer North West	2,000	1779 (1145 + 634)	-221	1755 (1146 + 609)	<b>-245</b>	-24
8.Outer South	2,600	2366 (586 + 1780)	-234	2434 (618 + 1816)	<b>-166</b>	+68
9.Outer South East	4,600	4080 (1302 + 2778)	-520	4378 (1352 + 3026)	<b>-222</b>	+298
10.Outer South West	7,200	6777 (2265 + 4512)	-423	6969 (2648 + 4321)	<b>-231</b>	+192
11.Outer West	4,700	4635 (2535 + 2100)	-65	4672 (2670 + 2002)	<b>-28</b>	+37
Overall figures	66,000	66,180 (33523 + 32657)	180	67,817 (35,374 + 32,443)	<b>+1,817</b>	+1597



### ***Employment supply and distribution***

- 5.10 The following tables set out the total amount of office space and general employment land being identified and allocated in the site allocations plans (Site Allocations and Aire Valley Leeds) including distribution through the Housing Market Characteristic Areas (HMCAs). As the concluding report for Development Plan Panel of three previous reports dealing with different HMCAs, this enables the overall up-to-date totals to be set out in comparison with the Core Strategy requirements of 1m sqm of offices and 493ha of general employment.

### ***Employment targets/figures***

- 5.11 Offices floorspace at Post Publication Draft 1,057,814 – Core Strategy target of 1,000,000 sqm = 57,814 sqm (Surplus). See **Table 2** below.
- 5.12 General Employment at Post Publication Draft 504.21 ha – Core Strategy target of 493 ha = 11.21 hectares (Surplus). See **Table 3** below.

### **Further Technical work/Updates to Background Information**

- 5.13 Background Papers will be updated as necessary and made available for Executive Board. These include updating of the Infrastructure Background Paper, particularly in respect of school provision and transport modelling, and the Flood Risk Sequential and Exceptions Test Background Paper. A full Report of Consultation will also be submitted to the Inspector.

### **Timescales**

- 5.14 The revised timetable is summarised below:

<b>Stage</b>	<b>Date</b>
Pre-Submission Changes for the whole Plan advertised	February to March 2017
Submission of the Plan to the Secretary of State	April 2017
Examination in Public	Summer 2017 (date set by the Planning Inspectorate)
Adoption	Winter 2017

<b>Table 2: Offices (including office content of mixed use) sqm floorspace</b>						
<b>HMCA</b>	<b>Publication Plan</b>			<b>Post Publication Draft</b>		
	<b>Identified office</b>	<b>New office allocations</b>	<b>Total</b>	<b>Identified office</b>	<b>New office allocations</b>	<b>Total</b>
AVLAAP	64,640	157,225	221,865	70,833	157,225	228,058
1.Aireborough	3,510	0	3,510	6,074	0	6,074
2. City Centre	400,176	105,356*	505,532	378,218	117,283	495,501
3.East	93,285	0	93,285	93,285	0	93,285
4.Inner	73,435	66,370	139,805	74,185	66,370	140,555
5.North	52,937	7,000	59,937	52,937	7,000	59,937
6.Outer North East	579	0	579	1,629	0	1,629
7.Outer North West	604	0	604	604	0	604
8.Outer South	0	0	0	0	0	0
9.Outer South East	18,100	0	18,100	18,100	0	18,100
10.Outer South West	19,316	0	19,316	18,840	0	18,840
11.Outer West	5,000	0	5,000	5,000	0	5,000
<b>Overall figures</b>	<b>731,582</b>	<b>335,951</b>	<b>1,067,533</b>	<b>719,705</b>	<b>347,878</b>	<b>1,067,583</b>

<b>Table 3: General Employment (including employment content of mixed use) hectares</b>						
<b>HMCA</b>	<b>Publication Plan</b>			<b>Post Publication Draft</b>		
	<b>Identified Sites</b>	<b>New Allocations</b>	<b>Total</b>	<b>Identified Sites</b>	<b>New Allocations</b>	<b>Total</b>
AVLAAP	169.02	17.68 (plus 41.28 from NRWDPD; plus 4.30 from P&R)	<b>232.28</b>	178.16	10.04 (plus 42.62 from NRWDPD)	<b>230.82</b>
1.Aireborough	23.25	36.63	59.88	25.94	36.23	62.17
2. City Centre	0.98	0.16	1.14	0.68	3.26	3.94
3.East	4.66	0	4.66	3.71	13.43	17.14
4.Inner	15.10	9.27	24.37	3.8	14.39	18.19
5.North	1.23	0	1.23	0.95	0	0.95
6.Outer North East	19.92	7.00	26.92	21.55	5	26.55
7.Outer North West	5.29	1.01	6.3	5.29	1.01	6.3
8.Outer South	0	0	0	0	0	0
9.Outer South East	33.84	0	33.84	27.1	0	27.1
10.Outer South West	30.11	63.02	93.13	27.45	65.82	93.27
11.Outer West	2.92	7.48	10.39	2.92	3.75	6.67
<b>Overall figures</b>	<b>306.32</b>	<b>187.83</b>	<b>494.15</b>	<b>297.66</b>	<b>195.55</b>	<b>493.12</b>

## **6 Corporate Considerations**

### **6.1 Consultation and Engagement**

- 6.1.1 The focus of this report has been to provide a summary of proposed changes for the Site Allocations Plan (SAP) Outer North East Housing Market Characteristic Area (HMCA) where particular issues identified are considered to go to the soundness of the Plan, along with a small number of additional further changes proposed to the rest of the plan. It is intended that these 'pre-submission' changes will be advertised for further comment between February and March 2017, prior to the submission of the Plan for independent examination.

### **6.2 Equality and Diversity / Cohesion and Integration**

- 6.2.1 In the preparation of the Site Allocations Plan, due regard has been given to Equality, Diversity, Cohesion and Integration issues. This has included the completion of EDCI Screening of the SAP and meeting the requirements of the Strategic Environmental Assessment Directive, which has meant that the Plan is subject to the preparation of a Sustainability Appraisal. The purpose of such Appraisal 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 material follows on and reflects the approach set out in the Core Strategy, which has also had the same regard to these issues.

### **6.3 Council Policies and City Priorities**

- 6.3.1 The Core Strategy and the Pre-Submission Publication SAP, play a key strategic role in taking forward the spatial and land use elements of the Vision for Leeds and the aspiration to be 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 (2015 - 20) (in particular priorities relating to 'Supporting economic growth and access to economic opportunities', 'Providing enough homes of a high standard in all sectors', 'Promoting physical activity' and 'Enhancing the quality of our public realm and green spaces' and Breakthrough Projects including 'Housing growth and high standards in all sectors' and 'More jobs, better jobs').

### **6.4 Resources and value for money**

- 6.4.1 The preparation of statutory Development Plan Documents or the Local Plan 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.

- 6.4.2 For the Local Development Framework ('Local Plan') to be as up to date as possible, the Council now needs to produce the SAP as quickly as practicable, following the adoption of its Core Strategy. This is now crucially important, given the Government's statement for the need for local plans to be in place by 2017, with the threat of direct intervention if not. The SAP 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.

## 6.5 Legal Implications, Access to Information and Call In

- 6.5.1 The SAP will follow the statutory Development Plan process (Local Development Framework). The report is not eligible for call-in as no decision is being taken. However, because the preparation of the Development Plan forms part of the Council's Budget and Policy Framework, the Plan changes will need to be considered by Scrutiny Board, prior to Executive Board.

## 6.6 Risk Management

- 6.6.1 Without current allocations plans for Leeds City Council 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 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 further the Plan progresses, the more material weight can be given to it. In addition, the Government has stated that they will intervene, unless Plans are in place by 2017.

## 7 **Conclusion**

- 7.1 The purpose of this report has been to provide members of the Development Plan Panel, with a summary review of the consultation outcomes for the Site Allocations Plan (SAP) Outer North East Housing Market Characteristic Area (HMCA) and further proposed changes for the rest of the plan area as detailed in paragraphs 5.1 - 5.5 above (and **Appendix 4**). A relatively limited number of changes are proposed, where issues raised are considered to go to the soundness of the Plan.

- 7.2 All proposed changes (known as pre-submission changes) to the Plan considered by DPP (at this meeting, alongside meetings of DPP on 14<sup>th</sup> and 28<sup>th</sup> June and 19<sup>th</sup> July 2016) will now be reported to Executive Board in February 2017 for advertisement for further comment, and submission of the Plan for independent examination.

## **8 Recommendation**

8.1 Development Plan Panel is invited to:

- (i) consider the overall consultation outcomes for the Outer North East HMCA, summarised in this report
- (ii) agree the proposed changes to the Site Allocations Plan for the Outer North East HMCA, together with the updated sustainability appraisal report
- (iii) agree the further proposed changes to the Site Allocations Plan for areas outwith the Outer North East HMCA as detailed in the report
- (iv) recommend to the Executive Board that the proposed changes (pre-submission changes) (ii) and (iii) above, the updated sustainability appraisal report and other relevant supporting documents, are approved and advertised for pre-submission consultation
- (v) recommend to the Executive Board that following the period of pre-submission advertisement the Plan is submitted to the Secretary of State for independent examination

## **Appendices**

- Appendix 1: Summary of representations for Outer North East HMCA
- Appendix 2: Proposed new Policy and Site Requirement wording for MX2-39 Parlington
- Appendix 3: Maps showing proposed boundary changes and new sites in Outer North East HMCA
- Appendix 4: Further proposed pre-submission changes for the rest of the Site Allocations Plan
- Appendix 5: Sustainability Appraisal for proposed new sites in Outer NE (and changes to the rest of the SAP)