

Report of the Director of City Development

Report to Full Council

Date: 29th March 2017

Subject: Leeds Site Allocations Plan Submission Draft Stage

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. In taking forward City Council and Best Council Plan 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 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 12th 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. Following Executive Board approval in July 2015 the Aire Valley Leeds Area Action Plan (AVLAAP) was submitted to the Secretary of State in October 2016 and Examination hearing sessions took place at the end of January. The Leeds Site Allocations Plan 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.

3. The Site Allocations Plan (SAP) is at a very advanced stage of preparation; prior to submission to the Secretary of State for independent examination. Reports to Development Plan Panel (DPP) on 14th, 28th June 2016 and 19th July 2016, considered responses to representations made to the Publication draft Plan (which was subject to public consultation between 22nd September and 16th November 2015) and proposed pre-submission changes arising. It should be noted that 'pre-submission changes', are changes to the Plan, in response to issues raised as part of the Publication draft Plan consultation process. These changes are intended to address representations concerning the soundness of the Plan prior to examination. A report to Development Plan Panel on 10th January 2017 considered responses to representations made to the Revised Publication Draft Plan proposals for the Outer North East (ONE) Housing Market Characteristic Area (HMCA) only (which was subject to separate additional public consultation between 26th September and 7th November 2016) and proposed pre-submission changes for ONE, along with further pre-submission changes to the rest of the plan area not previously considered.
4. Following the recommendation of DPP, on the 8th February 2017, Executive Board approved the advertisement of the pre-submission changes (from 13th February to 27th March) in order to invite public comment (prior to the submission of the Plan to the Secretary of State for independent examination - anticipated in April 2017).
5. Although advertising these pre-submission changes is not a statutory requirement, any representations received as the result of the pre-submission advertisement, will be forwarded to the Planning Inspectorate with the submission documents to enable the appointed Inspector to consider these in determining the "soundness" of the Plan. From previous 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.
6. Once the advertisement period for the pre-submission changes ends on 27th March and comments are collated, the intention is to submit the Plan and representations and comments received for the examination in public.
7. On the 8th February Executive Board also endorsed the Submission of the Site Allocations Plan to the Secretary of State for independent examination as set out in the recommendations contained in paragraph 8 below. Submission of the Plan will help to satisfy Central Government objectives to secure full Development Plan adoption across the country by 2017, to provide certainty for communities and investment decisions and to ensure that Leeds has a sufficiency of land supply to meet the requirements of national planning guidance, the Core Strategy and the Best Council Plan.

Recommendation

8. Council is asked to:
 - i) Approve the Submission Draft of the Site Allocations Plan (**Appendix 1**)

(comprising the Publication Draft Plan (Sept 2015), as amended by the Revised Publication Draft Plan for the Outer North East (Sept 2016) and the Pre-Submission Changes (Feb 2017)) for Submission to the Secretary of State for independent examination pursuant to Section 20 of the Planning and Compulsory Purchase Act 2004 as amended.

- ii) Approve the Sustainability Appraisal Report (**Appendix 2**), in support of the Plan, for Submission to the Secretary of State for independent examination, pursuant to Section 20 of the Planning and Compulsory Purchase Act 2004 as amended.
- iii) Grant authority to the independent inspector appointed to hold the Public Examination, to recommend modifications to the Submission Draft Plan, pursuant to Section 20 (7C) of the Planning and Compulsory Purchase Act 2004 as amended.
- iv) Agree that following the further period of advertisement on the pre-submission changes to the Publication Draft Site Allocations Plan 13th February to 27th March 2017, that any further comments received are provided to the Secretary of State at the time the Submission Draft Plan is submitted for independent examination.
- v) Delegate authority to the Chief Planning Officer, in consultation with the Executive Member, to (a) approve the detail of any further technical documents and supporting evidence required to be submitted alongside the plan for consideration at Public Examination, (b) continue discussions with key parties and suggest to the Inspector any edits and consequential changes necessary to be made to the Submission Draft Plan following Council approval up to and during the Examination and (c) prepare and give evidence in support of the Plan at Examination.

1 Purpose of this report

- 1.1 The purpose of this report is to seek Council approval to submit the Submission Draft Site Allocations Plan to the Secretary of State for independent examination, following the expiry of the advertisement period of pre-submission changes (along with any further comments made on the pre-submission changes).
- 1.2 The Submission Draft Plan comprises:
- Publication Draft Site Allocations Plan (September 2015) as amended by the Revised Publication Draft Plan for Outer North East (September 2016) and pre-submission changes arising (February 2017) (**Appendix 1**)
 - Sustainability Report (**Appendix 2**)
 - Report of Consultation
 - Background Papers on specific technical evidence and topics
- 1.3 For clarity Council are being asked to approve submission of the Draft Site Allocations Plan, which consolidates three documents: (1) the Publication Draft Site Allocations Plan (September 2015), (2) the Revised Publication Draft Plan for Outer North East (September 2016) and (3) pre-submission changes arising. These documents are available separately for Council Members to view as part of the Background Papers.
- 1.4 Members should note that sites within the defined Aire Valley Leeds Area Action Plan area are being progressed via the Aire Valley Leeds Area Action Plan (AVLAAP). Executive Board endorsed the submission of this Plan in July 2016 and the Plan has been subject of an Examination in Public between 24th January and 26th January 2017. Further modifications are due to be advertised shortly.

2 Background

- 2.1 The Leeds Site Allocations Plan (SAP) forms part of the Local Plan for Leeds (also known as the Local Development Framework (LDF)). The scope of the SAP was approved by Executive Board on 16th May 2012, to provide site allocations for housing, employment green space and retail. These requirements are set within the context of the Leeds Core Strategy, which was adopted by the City Council on 14th November 2014.
- 2.2 The SAP has been prepared in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 (the Regulations). This has entailed four separate rounds of public consultation:
- Issues and Options 3rd June to 29th July 2013 (following Executive Board approval 9th May 2013)
 - Publication Draft¹ 22nd September to 16th November 2015 (following

¹ Available to view as a separate document in the background papers to this report

Executive Board approval 15th July 2015)

- Revised Publication Draft proposals for Outer North East², 26th September to 7th November 2016 (following Executive Board approval 21st September 2016)
- Advertisement of Pre-Submission changes to the plan³, 13th February to 27th March 2017 (following Executive Board approval 8th February 2017)

3 Main Issues

- 3.1 The Plan is now at a very advanced stage, having previously been considered at Executive Board (as summarised in paragraph 2.2 above) on 15th July 2015, 21st September 2016 and 8th February 2017. It is crucial that the City Council maintains the momentum behind the process. This is necessary in order to satisfy Central Government objectives to secure full Development Plan adoption across the country by 2017, to provide certainty for communities and investment decisions and to ensure that Leeds has a sufficiency of land supply to meet the requirements of national planning guidance, the Core Strategy and the Best Council Plan.

Publication Draft Plan

- 3.2 The public consultation in 2015 on the Publication Draft Plan resulted in over 45,000 individual representations being received. The consultation on the Revised Publication Draft for Outer North East HMCA in 2016, generated over 4,000 individual representations. The majority of representations were on housing proposals and representations on a range of general issues including the housing targets, phasing, Green Belt Review and infrastructure (roads and traffic congestion, lack of health facilities and schools) were received. Officers have had regard to all of these representations and the pre-submission changes respond to them where it is considered appropriate.

Pre-Submission Changes to the Plan

- 3.3 In line with the Regulations the Council is not required to undertake any further statutory consultation on the SAP prior to submission. However, it has previously been the case in Leeds that pre-submission changes to the Development Plan are advertised for comment prior to Submission to the Secretary of State. This enables people with an interest in the Plan to make any final representations on changes; these will be sent directly to the appointed Inspector and considered by officers as they prepare for the Examination.

- 3.4 Main changes include detailed technical changes to sites e.g. site

² Available to view as a separate document in the background papers to this report

³ *ibid*

requirements, planning status, capacities and boundaries in response to representations received and updating, new and deleted sites. This includes: amendments as a result of updated flood risk data from the Environment Agency; revised Highway Network site requirements as result of updated transport modelling work and the deletion of the NGT public transport scheme; deletion of 3 sites affected by the proposed route of HS2 (announced 15th November 2016). Factual and consequential amendments as a result of the changes are also included, including revised tables quantifying the overall totals of land allocated for housing and employment. Some further changes to standardise grammar and format may be made, but these are not substantive, material changes.

- 3.5 Advertisement of pre-submission changes to the Plan has generated a number of individual submissions to date, of which some relate directly to advertised changes, the remainder not specifying a pre-submission change or re-submitting previous representations made. This is to be expected and the latter are classed as “not duly made” representations and will be made available to the Inspector; it is at his/her discretion as to whether/how these will be considered. A verbal update on number of comments received can be given at the meeting (as the end of the advertisement period is 27th March).
- 3.6 Notwithstanding the stages of public consultation described above and the preparation of pre-submission changes, a number of matters raised by representors are outstanding and will therefore need to be addressed via the examination process. In line with the current approach of the Planning Inspectorate, officers anticipate that there will be a need to establish Statements of Common Ground to clarify outstanding objections on a range of sites and matters with a variety of representors to the Plan. Recommendation v) allows for officers to progress such discussions in a timely manner and in discussion with the Executive Member leading up to the Examination.

Development Plan Panel, Scrutiny Board and Executive Board

- 3.7 Reports to Development Plan Panel (DPP) on 14th & 28th June 2016 and 19th July 2016 considered responses to representations made to the Publication Draft Plan (which was subject to public consultation between 22nd September and 16th November 2015) and consequential proposed pre- submission changes. A report to Development Plan Panel on 10th January 2017 considered responses to representations made to the Revised Publication Draft Plan for the Outer North East area only (which was subject to public consultation between 26th September and 7th November 2016) and proposed pre-submission changes for Outer NE (arising from the withdrawal of the Headley Hall site). DPP on 10th January 2017 were also asked to consider further changes to the rest of the Plan area. DPP subsequently agreed these proposed pre-submission changes to the Plan for Executive Board consideration and Executive Board approved these on 8th February 2017. Prior to this, paragraph 2.2 details the previous dates of Executive Board approval for the relevant plan stages.

Scrutiny Board considered a report on the Site Allocations Plan on 21st December 2016 and their conclusions are detailed at **Appendix 4**.

Key Matters for Examination

- 3.8 These include, challenges to the City Council's evidence base (such as the scope of the Green Belt Review) and objections to the inclusion of particular sites (by some local residents concerned about local impacts, or by landowners/developers who are promoting alternative sites). These matters and their merits will therefore need to be considered on an HMCA and site specific basis through the examination process.
- 3.9 Representations that the housing target is too high (the SAP makes provision for a housing allocation target of 66,000 dwellings across 11 Housing Market Characteristic Areas (HMCAs)) were also made. It is the role of the Core Strategy to set the overall scale and distribution of regeneration and growth across the District, with the SAP and the Aire Valley Leeds Area Action Plan (AVLAAP), identifying site specific allocations to deliver these strategic requirements. Given the scope of the SAP, it is not therefore possible to revisit strategic matters (such as the overall housing requirement), as part of the allocations Plan at this stage. As a consequence, such matters need to be addressed via a review of the Core Strategy and related evidence.

Core Strategy Review

- 3.10 In parallel to the progression of the SAP, Executive Board on 8th February 2017 approved the scope of a Selective Review of the Core Strategy. The Review is consistent with the approach of the plan-led system, to monitor the effectiveness of the Plan and the evidence base upon which it has been derived and will link with the SAP. In paragraph 153, the NPPF states that, "*...each local planning authority should produce a Local Plan for its area. This can be reviewed in whole or in part to respond flexibly to changing circumstances*". Central to the Council's considerations, have been revised population projections (which point to lower and slower population growth), since the Core Strategy has been prepared and the implications for these for the overall housing requirement. On this matter Government guidance states that national projections are the starting point for evidence on the identification of objectively assessed needs (OAN) and the focus of a review of these requirements needs to be via a Strategic Housing Market Assessment (SHMA). The purpose of this evidence in deriving OANs, is to take into account a wide range of economic and social factors, as well as demographic projections. At this stage, it is anticipated that initial public consultation on the scope of the review will take place in late spring 2017, with a view to the submission of the Plan for examination in winter 2017.

Five Year Housing Supply

- 3.11 Since 2012 housebuilding in Leeds has not met the Core Strategy requirement of 3,660 per annum and the Council has recently been adjudged (by the Secretary of State in his appeal decision on land at Grove

Road, Boston Spa, May 2016 and decisions at Breary Lane, Bramhope, Leeds Road, Collingham and Bradford Road, East Ardsley in December 2016) not to have a five year housing land supply. This leaves the Council in a difficult position regarding pressure (via planning applications) for the development of sites on an ad hoc basis (including safeguarded land), to 'remedy' the five year land supply position. As part of a plan-led approach, the key means of strengthening the land supply position is to ensure that the District has up to date allocations plans in place. Within this context the AVLAAP was heard at Examination in January 2017 and provides for nearly 7,000 homes (of which 5,000 homes are on previously developed land). The urgency to have an adopted Site Allocations Plan is now even greater given the Secretary of State's conclusions. It will be more difficult to resist speculative applications on sites which are not proposed for allocation until the Plan is progressed.

- 3.12 As described in the 'Housing Growth and High Standards in All Sectors Breakthrough Project' report presented to Executive Board on 8th February 2017, whilst the City Council has been found not currently to have a five year housing land supply, this does not reflect the position that for over 20 years the level of planning permissions granted has far exceeded the number of homes built. These currently total 16,441 units with an extant planning permission. The ratio of permissions to completions has expanded from 3:1 or less in the 1990s, to approximately 6:1 in 2008 and stands at 7:1 in 2016; meaning that for every 7 homes with planning permission only 1 gets built. The Council has approved an annual average of 5,561 new homes in each of the last three years, against an average build rate of 2,227 (40%) on these sites during the same period. Consequently, through the Breakthrough Project, emphasis is being continually placed upon more effectively translating planning approvals into completions. This includes a complementary range of initiatives, interventions and actions to improve the delivery of new homes and unblock sites (particularly on brownfield land), including the acceleration programme, new Affordable Homes and growth in Council Housing.

Substantive Changes to the Site Allocations Plan at this stage

- 3.13 The Site Allocations Plan has been endorsed by Executive Board (in July 2015, September 2016 and February 2017) as being a 'sound' plan. 'Soundness' refers to whether the Plan has been positively prepared, is justified and will be effective and whether it is consistent with national policy. An independent Inspector will examine the Plan against these tests.
- 3.14 There has been pressure both to update the Plan to include more recent planning permissions and to delete or substitute sites in the Plan at this late stage. Plan making is time consuming and the status of sites can change through the process. 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 ones are granted and 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 to more recent planning permissions, which will count towards the overall target of 74,000 (gross). The presence of additional larger windfall land, which, on the basis of past trends, is likely to arise will form part of the evidence for the effectiveness of the SAP as a whole.

- 3.15 It is acknowledged that there are a number of recent and potential forthcoming decisions of Protected Areas of Search, which have arisen via planning appeals and may impact upon land supply in specific HMCAs. Officers are aware that some Members may see an opportunity to amend the Plan in light of recent appeals and proposals, as a basis to mitigate the local impact of housing proposals in their area. However, it is not considered timely to revise the Plan at this stage in an ad hoc manner; and to provide a consistent basis for review would incur further significant delay i.e. revised consultation. Such delay would be counterproductive to achieving a robust 5 year housing land supply. It will only be when the Council is able to demonstrate a 5 year housing land supply that speculative proposals for sites that are not proposed for allocation in the Plan can be fully defended. It should also be noted that an issue raised as part of the recent appeal decisions was that the Secretary of State repeatedly commented on the need to move the site allocations process forward.
- 3.16 It is also important to note that additional land supply arising from allowed appeals and current known windfall does not shift housing allocations in HMCAs into significant surplus (all HMCAs except City Centre and Inner are on or below their Core Strategy target). In addition, the Plan will be examined on its flexibility and Members should note that the Leeds Housing Consortium has made representation to the effect that the Council should be exceeding its planned targets (by at least 10%) to allow for contingency and flexibility.

Background Technical Documents

- 3.17 In addition to pre-submission changes to the Site Allocations Plan itself, the 'plan-led' system must be underpinned by a robust evidence base, meet a series of legal requirements (including the preparation of a Sustainability Appraisal reflecting the requirements of the Directive and Regulations governing Strategic Environmental Assessment of plans and programmes, Habitats Regulation Screening Assessment and the Duty to Cooperate) and incorporate key stages of public consultation (referred to above). Consequently, the preparation of the SAP is underpinned by a comprehensive Sustainability Appraisal (appended to this report) and a series of Background Papers. In turn, these address a range of technical and evidential issues and provide further explanation and clarity on the approach taken and conclusions drawn. These include issues in relation to Housing including the Accommodation Needs of Gypsies and Travellers, Employment, Green Belt Review, managing Flood Risk, Nature Conservation, the Duty to Co-operate, Heritage, Retail and Infrastructure.
- 3.18 These documents have been updated to reflect the outcomes of the two rounds of Publication consultation and the pre-submission changes and are

available for Members of the Council to view. There will be a need to make minor changes as the Plan progresses, both to site specifics and to the technical background papers e.g. the Environment Agency has recently released new flood risk maps, which have been reflected in the site requirements of sites, but remains to be written up as part of the background papers. To that end, recommendation (v) will allow for a smooth and speedy process of Submission.

Process at Examination

- 3.19 The Inspector, in examining the Plan and in light of representation made, may conclude that “modifications” are required to make it sound and capable of adoption. Any “main modifications” made in relation to soundness will in almost all cases need to be the subject of further consultation. It is accordingly proposed that Council agrees to give the Inspector authority under section 20(7C) of the Planning and Compulsory Purchase Act 2004 to recommend modifications to the Plan, to ensure that modifications, if required, can be recommended to make it sound.
- 3.20 Members should note that following hearing sessions such modifications will need to be subject to Executive Board approval, prior to further public consultation. To ensure that the Examination process runs smoothly and in a timely manner a delegation to the Chief Planning Officer, in consultation with the Executive Member, is necessary and appropriate to be responsive to matters raised by the Inspector. To that end, Members are asked to approve recommendation (v). This is the approach which has been endorsed previously by Executive Board in relation to previous Examinations under the current Local Plan Regulations.

Submission Draft Plan Key Headlines

- 3.21 The key headlines of the Site Allocations Plan are summarised in **Tables 1 to 4** below. These in turn identify any differences between previous quantum and the current position. It should be noted however that these changes do not amend the overall scale and distribution of growth previously agreed, but are a consequence of responding to issues arising through the consultation process (regarding matters of soundness).
- 3.22 It is considered that the Submission draft Plan is sound within the terms of the National Planning Policy Framework and in meeting the targets and requirements set out in the Adopted Core Strategy for housing and employment. With regard to Gypsy and Traveller allocations, the Core Strategy requirement of 62 pitches is not met. However, through the preparation of the Site Allocations Plan every effort has been made to meet this requirement and identify suitable sites. For any shortfall, the Core Strategy includes a criteria based approach to consider applications for sites on their merits. Within this context it should be noted that the Council has made provision for 23 Council-run pitches (falling 2 pitches short of Core Strategy indications of need). Overall this approach demonstrates the Council’s continuing positive efforts to address this aspect of the Plan in meeting national requirements within the context of local circumstances.

Table 1: Housing Distribution by Housing Market Characteristic Areas (HMCAs)

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

Table 2: The Distribution of Safeguarded Land designations across Leeds

HMCA	Total capacity of Safeguarded Land sites	% of HMCA target as PAS	% of 6,600 total PAS target
Aireborough	360	16	5
City Centre	0	0	0
East Leeds	0	0	0
Inner Area	0	0	0
North Leeds	0	0	0
Outer North East	1,359	27	21
Outer North West	540	27	8
Outer South	220	8	3
Outer South East	1,616	35	24
Outer South West	1,753	24	27
Outer West	915	19	14
Total	6,763	-	-

Table 3: Offices (including office content of mixed use) sqm floorspace

HMCA	Publication Plan			Post Publication Draft		
	Identified office	New office allocations	Total	Identified office	New office allocations	Total
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	387,508	117,283	504,791
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	8,810	0	8,810
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
Overall figures	731,582	335,951	1,067,533	719,705	347,878	1,067,583

Table 4: General Employment (including employment content of mixed use) hectares

HMCA	Publication Plan			Post Publication Draft		
	Identified Sites	New Allocations	Total	Identified Sites	New Allocations	Total
AVLAAP	169.02	17.68 (plus 41.28 from NRWDPD; plus 4.30 from P&R)	232.28	178.16	10.04 (plus 42.62 from NRWDPD)	230.82
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
Overall figures	306.32	187.83	494.15	297.66	195.55	493.12

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The SAP has been subjected to three statutory stages of public consultation exercises as part of its preparation and as required by the Regulations. In addition pre-submission changes have been advertised for public comment, prior to Plan submission. As highlighted in paragraph 3.2 above, at Publication stage, the SAP has generated a considerable level of response (around 49,000 individual representations for the Publication Draft and Revised Publication Draft for Outer NE combined). A high level of response is not unexpected and reflects the level of engagement in the plan-making process in Leeds and the potential site specific implications for local residents, developers and other stakeholders. It should be noted also, that whilst 49,000 individual representations were received a significant number of these were in relation to sites in particular Housing Market Characteristic Areas of Leeds, with major parts of the District (including the HMCAs for the City Centre and Inner) receiving relatively few representations in relation to the scale of development proposed.
- 4.1.2 The SAP has been undertaken in accordance with the Council's Statement of Community Involvement. In capturing the consultation activity, at each consultation stage and the nature and level of response received, a Report of Consultation will be required for submission of the Plan. This in turn will be tested by an independent examiner to ensure that the Plan is legally compliant. The Report of Consultation is available for Members of the Council to view. This will be further updated following the close of advertisement of pre-submission changes and submitted to the Inspector.
- 4.1.3 The SAP has also been subject of consideration through the legal process of Duty to Cooperate which is set out in detail in the Duty to Cooperate Background Paper which is available for Members of the Council to view.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 In the preparation of the SAP, due regard has been given to Equality, Diversity, Cohesion and Integration (EDCI) issues. This has included the completion of EDCI Screening (attached as **Appendix 3**) 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 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 material follows on and reflects the approach set out in the Core Strategy, which has also had the same regard to these issues. Nevertheless, an EDCI Screening has been undertaken on the Publication Draft of the SAP. This has been updated in the light of further changes to the Plan but has not resulted in any material change to the EDCI Screening conclusion.

4.3 Council Policies and Best Council Plan

4.3.1 The SAP plays a key strategic role in taking forward the spatial and land use elements of the Vision for Leeds and the aspiration to be 'the best city in the UK'. Related to this overarching approach and in addressing a range of social, environmental and economic objectives, this Plan seeks 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', and Leeds Joint Health and Wellbeing Strategy (2013-2015, currently being updated).

4.4 Resources and value for money

4.4.1 The SAP is being prepared within the context of the Regulations, statutory requirements and within existing resources. 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, which raises additional requirements in terms of supporting the needs of Neighbourhood Plan progression). There are considerable demands for officers, Members and the community in taking the Development Plan process forward.

4.4.2 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' promoted by the Government means that any development in conformity with national policy will be acceptable, regardless of any existing policies of the authority, which could have implications in terms of resources and value for money.

4.5 Legal Implications, Access to Information and Call In

4.5.1 The SAP follows the statutory Development Plan process (Local Development Framework). The preparation of the Development Plan forms part of the Council's Budget and Policy Framework. Within this context, this report is not eligible for Call In.

4.5.2 The Plan has been considered by Scrutiny Board on 21st December, who Recommended to Executive Board, that, 'they should consider the deliberations and conclusions of the (Scrutiny) Board'. A copy of the Scrutiny Board Report is

attached as **Appendix 4**. The final decision as to whether to submit the SAP to the Secretary of State for independent examination is one for full Council today.

4.6 Risk Management

- 461 Without current allocations Plans for Leeds District 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' promoted by the Government means that any development or Neighbourhood Plan in conformity with national policy will be acceptable, regardless of any existing policies of the authority. The further the Plan progresses through the plan making process, the more material weight can be given to it when assessing planning applications. In addition, the Government has stated that they will intervene, unless Plans are in place by 2017.
- 462 The SAP has been prepared in accordance with the Local Plan Regulations so as to ensure legal compliance. Policies in the Plan are founded on a robust and credible evidence base, are in line with the Core Strategy and NPPF and have been justified by reference to consultation responses.
- 463 Late changes to the Plan at this advanced stage carry a significant risk of delay. There are therefore risks of critical deadlines not being met, prolonged exposure to speculative housing applications challenging the Council's 5 year housing land supply position and risk of unplanned and uncoordinated development without a plan in place resulting in difficulties to co-ordinate and align investment decisions for infrastructure. There is also a lack of certainty and clarity for communities and investment decisions contrary to Best Council Plan objectives.

5 Conclusions

- 5.1 The preparation of the Site Allocation Plan to this advanced stage has been a resource intensive and challenging process for a wide range of stakeholders including the City Council, communities, statutory bodies, investors and infrastructure providers. The level of representations received reflects the significance of the Plan in a District the size and complexity of Leeds and the level of public and member engagement undertaken.
- 5.2 In line with the ambition for a compassionate City, in helping to facilitate the on-going regeneration and managed growth of the District, the Plan is a key and positive step in providing a framework for the homes and jobs that are needed and a basis upon which to help guide infrastructure provision and investment decisions. Without such a Plan in place, the District will be exposed to potentially unplanned and ad hoc development, contrary to the longer term aims of the sustainable development of Leeds and its many communities.
- 5.3 Officers note that there are several contextual issues which relate to the SAP e.g. the Core Strategy Review and the outcomes of not having a 5 year housing land

supply in place. An up to date position on such matters and their implications for the SAP will be submitted to the Inspector at submission and prior to Examination.

- 5.4 Following a substantial period of plan preparation, sustainability appraisal and public consultation in accordance with the Regulations, it is proposed the Council submit the Submission Draft Site Allocations Plan, (which includes responses to the pre-submission changes advertised 13th February to 27th March), to the Secretary of State for independent examination.

6 Recommendations

Council is asked to:

- i) Approve the Submission Draft of the Site Allocations Plan (comprising the Publication Draft Plan (Sept 2015), as amended by the Revised Publication Draft Plan for the Outer North East (Sept 2016) and the Pre-Submission Changes (Feb 2017)) for Submission to the Secretary of State for independent examination pursuant to Section 20 of the Planning and Compulsory Purchase Act 2004 as amended (**Appendix 1**).
- ii) Approve the Sustainability Appraisal Report (**Appendix 2**), in support of the Plan, for Submission to the Secretary of State for independent examination, pursuant to Section 20 of the Planning and Compulsory Purchase Act 2004 as amended.
- iii) Grant authority to the independent inspector appointed to hold the Public Examination, to recommend modifications to the Submission Draft Plan, pursuant to Section 20 (7C) of the Planning and Compulsory Purchase Act 2004 as amended.
- iv) Agree that following the further period of advertisement on the pre-submission changes to the Publication Draft Site Allocations Plan 13th February to 27th March 2017, that any further comments received are provided to the Secretary of State at the time the Submission Draft Plan is submitted for independent examination.
- v) Delegate authority to the Chief Planning Officer, in consultation with the Executive Member, to a) approve the detail of any further technical documents and supporting evidence required to be submitted alongside the plan for consideration at Public Examination, b) continue discussions with key parties and suggest to the Inspector any edits and consequential changes necessary to be made to the Submission Draft Plan following Council approval up to and during the Examination and c) prepare and give evidence in support of the Plan at Examination.

7 Appendices

- Appendix 1: Submission Draft Site Allocations Plan
- Appendix 2: Sustainability Appraisal
- Appendix 3: Equality, Diversity, Cohesion and Integration screening (EDCI)
- Appendix 4: Scrutiny Board (City Development) – Statement for Executive Board 8 February 2017

8 Background documents¹

- *Submission Draft Background Paper: Duty to Co-operate (2017)*
- *Submission Draft Background Paper: Employment (2017)*
- *Submission Draft Background Paper: Flood Risk Sequential Test (2017)*
- *Submission Draft Background Paper: Green Belt Review (2017)*
- *Submission Draft Background Paper: Green space (2017)*
- *Submission Draft Background Paper: Heritage (2017)*
- *Submission Draft Background Paper: Housing (2017)*
- *Submission Draft Background Paper: Infrastructure (2017)*
- *Submission Draft Background Paper: Nature Conservation (2017)*
- *Submission Draft Background Paper: Retail (2017)*

- *Habitats Regulation Assessment Screening (2017)*
- *Site Assessments*
- *Report of Consultation (2017)*

- *Component parts of the Submission Draft Site Allocations Plan:*
 - *Publication Draft Site Allocations Plan (September 2015)*
 - *Revised Publication Draft Plan for Outer North East (September 2016)*
 - *Pre-Submission Changes (February 2017)*

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.