

# Initial public consultation on the proposed scope of Leeds Local Plan 2040

Date: 8<sup>th</sup> February 2023

Report of: Director of City Development

Report to: Executive Board

Will the decision be open for call in?  Yes  No

Does the report contain confidential or exempt information?  Yes  No

## Brief summary

This report sets out consultation material on what should be included in an update to the Leeds Local Plan. This is the second Local Plan Update and will be known as Leeds Local Plan 2040; updating planning policies that require consideration but are not already a part of Local Plan Update 1, known as Your City, Your Neighbourhood, Your Planet which is a separate plan making process. This consultation marks the start of the engagement stage on the Leeds Local Plan 2040 and helps decide what should be included. A 'scoping document' has been prepared which outlines the key issues and considerations for future planning policy. It is intended that this will be published for public consultation between 10<sup>th</sup> February and 24<sup>th</sup> March 2023 to enable people to give their views on the proposed scope of the Plan. It is also proposed that a 'Call for Sites' is undertaken alongside the consultation, to enable people to suggest sites that they would like to be considered for inclusion in the Leeds Local Plan 2040. This stage is formally set out in Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012, which requires that various bodies and stakeholders be notified that the City Council is updating a plan and invites them to comment about what that plan ought to contain.

## Recommendations

Executive Board is requested to;

- a) Agree the proposed initial scope of the Leeds Local Plan 2040 as follows:
  - Update by deleting, creating or amending policies within the Local Plan for Leeds (namely the Adopted Leeds Core Strategy (amended 2019), the Natural Resources and Waste Local Plan (2013), Aire Valley Leeds Area Action Plan (2017), Site Allocations Plan (2019) and Unitary Development Plan (2006)) that relate to the spatial strategy, housing, economic development, the role of centres, minerals and waste, transport and accessibility and 'other' topics areas (including heritage, landscape, rural development, community facilities, contaminated land and hazardous substances, and open land and green corridors in urban areas)

- b) Agree commencement of consultation on this scope for a period of six weeks using supporting topic paper (appendix 1);
- c) Refer the consultation documentation (appendix 1) to the Infrastructure, Investment and Inclusive Growth Scrutiny Board for consultation in accordance with the requirements of the Budget and Policy Framework;
- d) Agree that the Sustainability Appraisal Scoping Report be published for comment as part of the consultation;
- e) Note that a 'Call for Sites' will be undertaken alongside the consultation
- f) Authorise the Chief Planning Officer, in liaison with the Executive Member for Infrastructure and Climate, to approve any amendments to the consultation material in advance of public consultation;
- g) Note that the Chief Planning Officer is responsible for the implementation of these recommendations.

### **What is this report about?**

- 1 This report sets out consultation material on what should be included in an update to the Leeds Local Plan. This is the second Local Plan Update and will be known as "Leeds Local Plan 2040"; updating planning policies that require consideration. It will not update topics that are already a part of Local Plan Update 1 known as "Your City, Your Neighbourhood, Your Planet", which is a separate plan making process, unless there is a logical overlap between the two plans. However, the principles of net zero and placemaking will be as important to the Leeds Local Plan 2040 as they are to "Your City, Your Neighbourhood, Your Planet". This consultation marks the start of the engagement stage on the Leeds Local Plan 2040 and helps decide what should be included.
- 2 This report provides an overview of the proposed scope of Leeds Local Plan 2040. The report seeks approval to commence consultation on the proposed scope of the Leeds Local Plan 2040 contained within the consultation document at Appendix 1, and accompanied by a Sustainability Appraisal Scoping Report at Appendix 2. This consultation is a legal process that has to happen at the start of a plan making process. It is formally set out in Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012, which requires that various bodies and stakeholders be notified that the City Council is updating a plan and invites them to comment about what that plan ought to contain.
- 3 The Leeds Local Plan sets the land use and spatial planning framework for how Leeds will develop. The current Leeds Local Plan is a set of five Development Plan Documents (DPDs) (namely the Adopted Leeds Core Strategy (amended 2019), the Natural Resources and Waste Local Plan (2013), Aire Valley Leeds Area Action Plan (2017), Site Allocations Plan (2019) and Unitary Development Plan (2006)) mainly covering the period between 2012 and 2028, but with some policies covering up to 2033. The Local Plan and 19 Neighbourhood Plans together form the statutory Development Plan, which is used, alongside the National Planning Policy Framework, to help direct decisions on planning applications in Leeds.
- 4 Local Planning Authorities are required by the Town and Country Planning (Local Planning) (England) (Amendment) Regulations 2017 to review their policies to assess whether they need updating at least once every five years. A full Local Plan Policy Review was completed and published in July 2020, and updated in January 2023. It was the July 2020 Local Plan Review which determined the scope of "Your City, Your Neighbourhood, Your Planet". Executive Board at the time recognised the importance of prioritising policy updates specifically focussed on the

net zero agenda and the Local Development Scheme (June 2021) recognised that a subsequent Local Plan Update would be needed to consider a review of other matters, and changes to national guidance since July 2020. The most recent Local Plan Review identifies a number of extant policies that require update / amendment of varying scale and degree; arising from changes in evidence base, national or other local policy, or local circumstances since the adoption of these policies.

- 5 As work on “Your City, Your Neighbourhood, Your Planet” advances, scoping of this second Local Plan Update (Leeds Local Plan 2040) can begin. This will seek to address the remaining policy areas identified as requiring an update and allow for consultation to ascertain if these remain the right suite of policy areas now. The policy areas identified are based on the outcomes of the Local Plan Review, views of Development Plan Panel through workshops and formal meetings, updates in National Guidance, and comments made through the consultation on “Your City, Your Neighbourhood, Your Planet” regarding elements of the plan that are perceived to need an update, but were not within the scope of that Plan.
- 6 The first regulatory milestone in the preparation of a Development Plan Document such as this Local Plan Update (LPU), is an initial stage of public consultation (‘Regulation 18’ consultation). The purpose of this stage is to ascertain views on what matters the LPU will need to consider and address i.e. its scope in order to achieve its identified objective. The regulations specify that, as part of the plan preparation process, we must invite representations on what the Local Plan ought to contain. Whilst being mindful of the need not to pre-judge the outcome of that consultation, it is considered that it is helpful to respondents and speeds up the process if the Council’s general preferred scope of policies (with some initial options for what they could contain) is used as a means of generating responses to the Plan at this early stage. This would help focus comments and in due course help clarify the tests of soundness that are required by national policy.
- 7 This first period of consultation is the start of the process of early engagement and is a consultation period to hear initial views on the topics. A number of evidence base documents are currently underway (such as the Strategic Housing Land Availability Assessment which will provide objective evidence on a range of housing needs) and taken together with submissions to the call for sites exercise and responses to this initial consultation, it will then be possible to establish a range of alternatives and options which will be consulted on again in Autumn 2023, when we run a further Regulation 18 consultation. This will ensure that there will be ample opportunity for all stakeholders to get involved in the plan-making process.

#### Objectives for Leeds Local Plan 2040

- 8 At the current point in time, based on the potential scope suggested within the consultation material, it is proposed that the overarching ambition for Leeds Local Plan 2040 (LLP2040) is for it to be a plan that;
  - a) reflects the character, needs and requirements of the diverse places within the District;
  - b) is based on the most up-to-date evidence of a wide range of needs;
  - c) enables the right amount of development, of the right type and quality, to come forward in the right places;
  - d) streamlines and simplifies the Local Plan for Leeds, making it easier to use and understand; and
  - e) is consistent with the National Planning Policy Framework and National Planning Practice Guidance.
- 9 The plan will be developed through engagement with local communities, investors and the development industry and groups with an interest in Leeds – consistent with the Statement of Community Involvement and legislative requirements for consultation, combining what evidence is telling us about the needs for different types of development in different locations, what

people want to see happen in their local area, and how we can best make provision for this through a clear strategy for directing growth and development across the District.

- 10 It is intended that the Plan Period for LLP2040 would be 2022-2040, which aligns with the period of the updated policies proposed through “Your City, Your Neighbourhood, Your Planet”.
- 11 It will be essential that the Plan is underpinned by robust evidence, which is sufficiently fine-grained to enable an understanding of what it means for different parts of Leeds. This will enable the Plan to focus more directly on individual places. The integrated nature of the plan, which will set overall policies relating to the requirements and/or needs for different types of development as well as making allocations, will provide more clarity to those engaging in the process about the implications that decisions about overall strategy will have for particular places. This will help support clear and open dialogue and discussions about the options and opportunities being considered.
- 12 There is an opportunity for Leeds Local Plan 2040 to be very clear about what is expected from development proposals on allocated sites. Housing allocations could, for example, specify the housing mix required, affordable housing provision, design codes, landscaping requirements etc. This will help to ensure that the expectation for quality is built into the plan at the outset, helping build trust with local communities and ensure that these statutory requirements must be taken into account by developers from the first principles of site acquisition and purchase through to submission of planning proposals.

#### Proposed scope of Leeds Local Plan 2040

- 13 In total, seven broad policy areas have been proposed for inclusion in the scope of Leeds Local Plan 2040. These are briefly summarised below, and further details on each are provided in the topic papers included within the consultation document attached at appendix 1:
  - 1) **Spatial Strategy:** as one of England’s largest cities outside London and a centre of the Leeds City Region it is important to manage how growth and development will be directed across Leeds over the long term. This will need to consider the existing pattern of development and the implications that past patterns of development have for future needs, the opportunities for growth provided by previously developed land and higher densities, infrastructure, transport hubs and the ambition to maximise and create more 20 min neighbourhoods in the District; with the aim to create liveable places that meet net zero, health and well-being and inclusive growth ambitions. The update will also clarify the constraints to development in the District such as flooding, types of agricultural land, and green and natural spaces.
  - 2) **Housing:** there is an acknowledged national housing crisis especially focussed on affordability, and the Government states that people need 300,000 new homes each year in England. There will be a need for new housing over the plan period, and as part of that the Plan will consider overall requirements, the mix and type of housing, specialist housing needs (including self-build, older persons accommodation, student accommodation (inc. affordable student housing), co-living, Homes in Multiple Occupation (HMOs), accessible housing for people with disabilities), the needs for affordable housing (and provision for First Homes – the Government’s affordable owner occupation model) and the need for sites/plots for Gypsies and Travellers and travelling show-persons. Requirements for overall housing will be based on the Government’s ‘Standard Method’ (as updated / amended) and the Government’s additional urban uplift of 35%. This would necessitate land allocations for new sites over a new plan period. Considering sustainable ways to accommodate housing across Leeds so that all communities can benefit, will focus on making best use of brownfield land, but could require the release of Green Belt land and extensions to existing settlements..

- 3) **Economic development:** Leeds is a diverse and fast-growing economic hub for the City Region and the North of England with a need to support inward investment and growth. The amount and type of land needed for employment development, the safeguarding of existing employment sites and the approach to tourism / tourism accommodation will be covered. Early indications suggest that additional employment land is likely to be required and this will necessitate land allocations for new sites over a new plan period, and whilst there will be a focus on sustainable patterns of development there could be a need for the release of land in the Green Belt to meet those needs. The plan will gather evidence on the needs of different sectors that are important in the District, their locational preferences and the role of existing industrial areas across Leeds and how they may change in the future.
  - 4) **Role of centres:** Leeds has over 60 town and local centres which serve as service hubs for local communities and have been affected by the pandemic and continued changes in shopping habits. The Plan will look at how we plan for changes in planning law, policy and guidance, including the removal of protections for the High Street, the ease for shops to change to other uses such as housing, , the modern role of out of local and town centres; design requirements relating to shopfronts and advertising and the approach to growing and developing the city centre.
  - 5) **Minerals and Waste:** The development industry needs sand and gravel and crushed rock and Leeds has provisions of these minerals within its boundary. Moreover, both commercial and residential activities generate waste which must be handled. The plan will examine the need for minerals extraction in Leeds over the plan period, the sufficiency of existing sites to meet these needs and the provisions made for the transport of minerals (particularly the role of wharves and the canal, along with forecasts of waste arising over the plan period and the ability of existing sites to accommodate this (including specific needs for green waste, glass recycling and food waste).
  - 6) **Transport and accessibility:** The Local Plan works together with the Connecting Leeds Strategy to ensure that development is supported by public transport infrastructure and Leeds can be a city where you don't need to own a car. Following on from the proposed 20 Minute Neighbourhood policy in "Your City, Your Neighbourhood, Your Planet", there is potential to review accessibility standards (linked to any amendments to the spatial strategy) and parking standards, update transport infrastructure priorities and consider how planning policy can support local transport hubs. There is also potential for policy safeguarding mass transit routes and reviewing the policy on growth at Leeds Bradford Airport (subject to clarity in national aviation guidance).
  - 7) **Other topic areas:** a range of other policies / topics are being considered for potential inclusion in LLP2040 that set local standards and criteria against which planning applications can be assessed. This includes topics such as heritage and conservation, landscape, rural development (including detailed policies for development in the Green Belt), community facilities, contaminated land and hazardous substances, open land and green corridors in urban areas. The Local Plan Policy Review has identified that although many of the detailed policies relating to these topics are still generally up-to-date and in conformity with the NPPF, they should be considered for update to ensure that local priorities are reflected as fully as possible or to make minor modifications to their terminology. Consideration is also being given as to whether there might be a potential need for new policies addressing topics not currently covered by the Local Plan.
- 14 It is not the intention at this stage to present detailed policies or reach conclusions about the course of these policy areas. Rather, this first consultation stage is being used to explain the proposed scope of the document and seek views on the direction of travel and to get people's ideas and thoughts. The consultation will provide an opportunity for comments to be made relating to this proposed scope, and for suggestions to be made of any other policy areas that

are not currently set out, but which people may consider need to be considered for inclusion as part of the Plan.

- 15 In addition, as the plan-making process progresses, in some instances it may be determined that other mechanisms – such as Supplementary Planning Documents or guidance notes – may be more effective in addressing some elements of these topics (particularly those under the ‘other topic area’ heading) where policies already exist.

### Future changes to National Planning Policy and Guidance

- 16 It is highly likely that as LLP2040 progresses there will be changes to national planning policy and guidance. On 23<sup>rd</sup> December 2022 the Government launched a consultation on the proposed approach to updating the National Planning Policy Framework, the approach to preparing National Development Management Policies, how policy might be developed to support levelling up, and how national planning policy is currently accessed by users. This outlines a number of potential amendments that would have implications for topics within the proposed scope of LLP2040.
- 17 Of particular significance, this includes proposals to amend the approach to setting housing requirements through the plan preparation process. This would mean that the Governments ‘standard method’ would be an advisory starting point to inform plan-making, and that alternative methods to calculating housing needs could be used where justified by local geographic or demographic characteristics. It also proposes that local planning authorities would not automatically be required to review and alter Green Belt boundaries if this would be the only way of meeting housing need in full, and that the impact of building at densities that are significantly out-of-character with existing areas could also be a justification for not meeting housing needs in full.
- 18 The consultation also takes forward the proposals of the Levelling Up and Regeneration Bill to introduce ‘National Development Management Policies’, by outlining the proposed principles for such policies. It is suggested that this could include general policies for conserving heritage and preventing inappropriate development in the Green Belt and areas of high flood risk. This may well have implications for the need for more detailed topics included under the ‘other topic areas’ element of LLP2040, which will need to be taken into account if/when any detailed proposals emerge.
- 19 It is also proposed that, longer term, changes will be made to the plan-making process. It is suggested that this would be subject to a transition period, and only affect plans submitted for examination after 30 June 2025 (and adopted before 31 December 2026). On this basis, this may be unlikely to affect the LLP2040, though it will be important to review this as further details of these proposals emerge and as the LLP 2040 progresses.
- 20 Revisions to national policy may present a risk to progressing work on some of these policy areas. However, the Government has been very clear in emphasising that Local Authorities should continue to progress with getting up-to-date plans in place and not wait for clarity on (potential) future national changes to the planning system. To that end, the Council is advised to make sure its policies are therefore sufficiently place-based, locally evidenced and specific to Leeds and that a wide range of views are captured and considered in formulating a revised policy approach. The topic papers have also, purposefully, been written to ensure that they allow sufficient flexibility in the event of future changes to national policy.

## Sustainability Appraisal

- 21 A Sustainability Appraisal Scoping Report (SA Scoping Report) has been prepared to accompany the Leeds Local Plan 2040 scoping document. The Council is required to undertake a Sustainability Appraisal of a Development Plan Document under section 39 of the Planning and Compulsory Purchase Act 2004, which incorporates the requirements of the Environmental Assessment of Plans and Programmes Regulations 2004 (as amended) (SA regulations).
- 22 The purpose of the scoping report is to;
- provide the context for and determine the scope of the SA for the Leeds Local Plan 2040
  - identify the other plans, policies and strategies relevant to Leeds Local Plan 2040
  - provide baseline information, either already collected or still needed, with notes on sources and any problems encountered;
  - identify social, environmental, and economic issues which have emerged as a result of the work undertaken;
  - develop and revise the SA framework to support the SA of the Leeds Local Plan 2040
  - include proposals for the structure and level of detail of the SA Report.
- 23 The SA Scoping Report is a formal requirement of the SA process and is prepared for consultation with the three designated consultation bodies (the Environment Agency, Historic England and Natural England). There is no statutory requirement to consult with the public or other stakeholders on the scoping report but it is our intention is to publish it for comment as part of the consultation on the scope of Leeds Local Plan 2040.

## Equality, Diversity and Inclusion

- 24 Leeds Local Plan 2040 provides an ideal backdrop for a consideration of how the Leeds Local Plan affects people from a diverse range of backgrounds and places throughout the District. Engagement and consultation will be a key factor in plan making and the planning department will work closely with other Council departments and other external stakeholders to ensure issues related to equality, diversity and inclusions are identified and appropriately mitigated. Due regard has been given to Equality, diversity and inclusion. Equality has been considered from the outset in policy formation and is an integral part of the Plan. Equalities, Diversity, Cohesion and Integration screening has been undertaken for the scoping document, and is attached at appendix 3.

## Call for sites

- 25 Alongside the scoping consultation for Leeds Local Plan 2040 it is proposed that a 'Call for Sites' will be launched. This will provide an opportunity for anyone to make suggestions about pieces of land that they think may be suitable for inclusion in the Plan, for housing, industrial, commercial, community, minerals, waste, tourism, Gypsy and Traveller, Travelling Showpersons renewable energy and energy storage uses.
- 26 The call for sites does not seek to pre-judge the outcomes of the scoping consultation and the decisions made on what topics and needs the Leeds Local Plan 2040 seek to address, or whether new allocations will need to be identified. It is, however, considered that there are benefits in timing the launch of the call for sites to coincide with the scoping consultation, as the publicity and engagement associated with this should help to raise awareness of the call for sites exercise. It is hoped that this will encourage a wider range of stakeholders to bring sites to the attention of the Council, including local residents and community groups.

27 To support engagement in the call for sites process a new online mapping tool has been developed. . The site suggestions submitted through the online mapping tool will not be visible to others at this stage. They will be used to build up understanding of potential sites, and build on the evidence we already have through the Strategic Housing Land Availability Assessment. If a need for new allocations is identified, site suggestions made through the call for sites will be assessed for their suitability, and published for consultation at the next stage of the plan-making process.

### **What impact will this proposal have?**

28 Consultation on the scope of Leeds Local Plan 2040 will represent the first regulatory milestone in the preparation of this update to the Leeds Local Plan. It will enable local communities, and other stakeholders, to begin sharing their views on the potential ideas and options for the Plan.

29 The responses submitted to the consultation will be used to confirm the scope of the Leeds Local Plan 2040, and help inform what the aims and objectives of the Plan will be. They will be used alongside evidence that is developed about what the needs are for new development in Leeds between 2022 and 2040, to identify what issues the Plan needs to address, and what the options for doing this are. This will form the 'Issues and Options' plan that will be subject to the next stage of formal public consultation.

30 Ultimately the Leeds Local Plan 2040, once adopted will guide development decisions through the determination of planning applications and also set a framework within which Neighbourhood Plans may be developed and updated. To that end, it is important to ensure that the development industry and local communities are engaged in the process of its production as set out in the engagement and consultation section below.

### **How does this proposal impact the three pillars of the Best City Ambition?**

Health and Wellbeing

Inclusive Growth

Zero Carbon

31 There is a clear cross cutting role for planning in delivering against all of the Council's pillars as established through the Best City Ambition. Details of how each topic has the potential to impact the pillars are provided in the topic papers included at appendix 1. This includes;

32 Zero Carbon – the existing spatial strategy for Leeds is based on the principles of reducing the need to travel (and enabling opportunities for the use of sustainable modes of transport) and maximising brownfield land and these principles will be reinforced and updated through the LLP2040 including by supporting the development of low-carbon transport networks, addressing the challenges of housing quality and affordability, and creating vibrant places where residents have close access to services and amenities. It will also promote the sustainable use of resources, and the sustainable movement of materials;

33 Health and Wellbeing – using planning policies to enable better and more equal access to essential health and learning services by directing development to locations where housing, jobs, services and facilities are most accessible (including by walking and cycling). Through the LLP2040 new high quality housing will be planned so that everyone can have a home that support good health, wellbeing and educational outcomes. The Plan will also have an important role in ensuring waste is appropriately managed to support health and wellbeing for all parts of the City;

34 Inclusive Growth – updating planning policies for to support Leeds as an outward looking global city where the benefits of economic growth are distributed fairly and there are opportunities for all. The LLP2040 will support the role of the centres across Leeds, and ensure that sufficient land and minerals are available to support the growth of the City so as to maximise the potential



to deliver a wide range of jobs across that are accessible and available to all. It will also recognise the importance of place and that positive identity culture, heritage and pride in our communities are vital assets which need to be supported and reinforced through new developments.

## What consultation and engagement has taken place?

Wards affected: ALL

Have ward members been consulted?  Yes  No

- 35 The proposed scope of the Local Plan Update 2040 outlined in this paper has been prepared in consultation with the Executive Member for Infrastructure and Climate and the Chief Planning Officer and members of Development Plan Panel. An informal workshop for Development Plan Panel members was held on 7<sup>th</sup> October 2022 which gave an overview of the topics suggested for inclusion in the scope. Draft copies of the topic papers contained within the consultation document were presented to DPP at their meeting on 1<sup>st</sup> November 2022, and they agreed that they should be developed into consultation material.
- 36 The scoping consultation material will be published for full public consultation in accordance with the requirements of Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012. This requires that the Local Planning Authority must notify residents, businesses and consultation bodies on the “*subject of the local plan which the local planning authority propose to prepare and invite each of them to make representations to the local planning authority about what a local plan with that subject ought to contain*”. It will also meet the requirements of the Leeds Statement of Community Involvement (SCI).
- 37 It is proposed that consultation will run for six weeks, between 10<sup>th</sup> February and 24<sup>th</sup> March 2023. An accessible summary document, including infographics and images, is being developed to support the consultation material. This will draw out the key points of the scoping document in a visually appealing way in order to engage a wide range of people. Dedicated webpages are being created to host all of the information about the proposed LLP 2040, which will include videos explaining the proposals alongside the written material. A variety of communication methods – including press releases and social media advertising – will be used to raise awareness of the consultation. The advertising will focus on the issues and topics within the proposed scope of LLP 2040 (i.e. housing, economic development etc.) as it is recognised that the specific topics (rather than the Plan as a whole) may feel more relevant to individuals, and so be more effective in encouraging engagement in the consultation.
- 38 A series of questions have been developed for the consultation. These aim to elicit views from people about the topics proposed within the scope of LLP 2040, and help inform the options that are developed at the next stage in the plan-making process. This includes questions such as:
- a) What factors do you think are important consider when deciding where new development should be located? A wide range of different factors will be identified as options for respondents to choose, including the ability to access a range of services and facilities by walking, cycling and public transport, the potential to improve the quality of an area, meeting local needs, whether the land is current designated or protected (i.e. as Green Belt or Green Space), the capacity of infrastructure etc. Respondents will be asked to indicate how important they consider each are.

- b) What housing issues in Leeds are most important to you? Respondents will be asked to rank how important they consider issues such as affordable housing, first-time buyers, type of housing, size of housing, density of housing development etc.
- c) If the need for new housing cannot be met fully within existing urban areas and in non-Green Belt locations, do you think that Green Belt releases should be considered to provide the right homes in the right locations?
- d) Do you agree that there is a need to identify new sites to support the growth of businesses in Leeds and provide new jobs? If answering yes, respondents will be asked what types of sites they think are needed. If no, respondents will be asked the reasons for this.
- e) Leeds has a small area of shale gas in the south-east of the district. The Government tells us that planners should plan positively for fracking. Are you supportive of fracking taking place in Leeds? Can you suggest ways that we might plan positively for fracking whilst ensuring our valued landscapes, wildlife areas and local amenity are protected?

39 We will be strongly encouraging interested parties to respond to the consultation using the online survey, though emails and letters will also be accepted.

A series of in person events will be organised through the consultation period, which aim to raise awareness of the proposed LLP 2040 and promote engagement at this early stage of plan making. These will be held in locations that already have high levels of footfall – i.e. shopping centres, organised events – to ensure as wide a range of people as possible are informed about the proposals for LLP 2040 and are able to participate in the consultation. We will also be working with schools to promote engagement in the consultation by younger people, including through visiting schools to talk to students about the proposals and creating a bespoke survey for younger people.

40 It is recognised that engagement with communities will be central to the success of the Local Plan 2040. As such, it is intended that the 6-week scoping consultation required by the regulations is just the start of the conversation about the Local Plan. We will continue to engage with communities outside of the formal consultation period to discuss what they value about their local areas and how they wish it to develop in the future.

### **What are the resource implications?**

41 The preparation of Leeds Local Plan 2040 and accompanying evidence base will be a resource intensive endeavour which incurs additional cost, in terms of evidence base preparation and consultation, at a time of increased budget pressure. In general, costs will be met from within existing budgets.

### **What are the key risks and how are they being managed?**

42 It is recognised that there are risks to pursuing updates to the Local Plan. Changes to national planning policy, and the plan-making process, are currently being consulted on by Government, which are likely to lead to reforms being made as LLP2040 is being prepared. The proposal to introduce national Development Management policies (as expressed through a revised NPPF) may not give local authorities flexibility to set their own policies on the matters proposed to be in scope for Local Plan Update 2. In addition, while the proposed transitional arrangements for future reforms to the plan-making system would allow the LLP2040 to progress under the current system, these are currently subject to consultation and may be subject to change. There may also be a risk – if significant slippage was to occur in producing LLP2040 – that the Plan would need to satisfy the requirements of an amendment plan making process which may

require the Council to revise documentation and return to earlier stages of consultation, depending on what changes are made. At present however, LPAs are being encouraged to continue progressing with their Local Plans.

- 43 Development viability also presents a potential risk to Leeds Local Plan 2040. Evidence prepared to support the LPU has identified that at the strategic level existing and proposed policies are, as a whole, viable, but it is acknowledged that there is an increased imperative to look for creative solutions through Leeds Local Plan 2040 in order to deliver its vision without introducing significant additional costs that render development unviable. Wider economic conditions will need to be kept under review as the Plan is developed, and reflected within viability evidence, in order to understand any implications that they have for development viability across Leeds.
- 44 The breadth of the scope of Leeds Local Plan 2040 also presents a potential risk; a wide range of policy areas are proposed for inclusion as part of the update. There will be a need to manage the resource implications of this carefully, to ensure that the Plan can be progressed in a timely manner, alongside the LPU and other existing commitments.
- 45 Many of the topics areas identified in the proposed scope LLP 2040 have links with wider corporate risks identified in the Councils Corporate Risk Map and Annual Corporate Risk Report 2022. This includes the risks of insufficient housing growth, insufficient school places, climate change, community cohesion, escalating poverty, economic growth lag increasing inequality and transport issues: keeping the city moving. The Plan will have an important role in helping to manage some of these risks (including by ensuring sufficient land is available to support housing and economic growth, the provision of affordable housing to meet local needs, and considering the accessibility and transport implications of development proposals), and will also need to ensure it is responsive to the wider challenges facing Leeds.

### **What are the legal implications?**

- 46 The preparation of Leeds Local Plan 2040 as a development plan document is in compliance with the provisions of the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended). As a Development Plan Document, the making of a Development Plan Document (Local Plan Update) falls within the Council's Budget and Policy Framework. As such, given the power to call in decisions does not extend to decisions made in accordance with the Budget and Policy Framework Procedure Rules, this report is not subject to call-in. However, the consultation documents will be referred to Scrutiny Board for Infrastructure, Investment and Inclusive Growth with an invitation for them to make representations.

### **Options, timescales and measuring success**

#### **What other options were considered?**

- 47 This consultation is a legal process that has to commence at the start of a plan making process. It is formally set out in Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012, which requires that various bodies and stakeholders be notified that the City Council is updating a plan and invites them to comment about what that plan ought to contain.
- 48 With regard to the proposed scope of the Plan, consideration has been given to all reasonable alternatives, and further consideration will be given to any new suggestions that arise through the Regulation 18 consultation. Similarly, with regards to future policies, consideration is being

given to all reasonable options. These will be refined into preferred options at a later stage in the plan preparation process.

49 Having completed the 2020 and 2023 Local Plan Reviews it is clear that a reconsideration of existing policies is required. To not progress with the Leeds Local Plan 2040 would be to risk having the current Leeds Local Plan lose weight in decision-making as a result of not setting out a clear, up-to-date vision for how Leeds should develop up to 2040.

### **How will success be measured?**

50 Monitoring indicators for each new planning policy included in Leeds Local Plan 2040 will be developed as part of the policy development process. Success will be monitored as part of the Annual Monitoring Report.

51 Targets for consultation are established through the Statement of Consultation, such as receiving responses from every ward in Leeds, and these will be reflected and monitored as part of the LLP2040 Report of Consultation.

### **What is the timetable and who will be responsible for implementation?**

52 It is proposed that consultation will run for six weeks, between 10<sup>th</sup> February and 24<sup>th</sup> March 2023. The Chief Planning Officer will be responsible for implementation.

53 With regards to the overall timescales for the Leeds Local Plan 2040, there are a number of steps to producing or updating a Local Plan. For the Leeds Local Plan 2040 we are proposing that there will be five key stages:

- i. *Scoping* – the current stage where we seek views about what the plan will address and what it should aim to achieve
- ii. *Issues and Options* – where we carefully consider the comments made alongside evidence that we have developed, to identify the issues that the Plan needs to address and what the options for doing this are.
- iii. *Publication* – where, taking into account comments, we draft detailed policies which specify what will be expected from developments.
- iv. *Submission* - where it is ensured that the final draft policies are considered sound and legal before submitting the Plan to the Secretary of State for independent examination by a planning inspector
- v. *Adoption* – where, following independent examination (and any proposed modifications), the Council receives an Inspectors Report and can formally adopt the policies as part of the statutory Local Plan.

54 It will be essential that Leeds Local Plan 2040 is underpinned by robust evidence, which is sufficiently fine-grained to enable us to understand what it means for different parts of Leeds. Developing such detailed evidence will take time, and whilst some elements of this are already underway (or can be brought together using work that has already been done) work on other elements is yet to begin.

55 This paper does not seek to estimate the detailed timescales for Plan preparation as future decisions over the scope and scale of the Plan, combined with the approach to evidence base preparation and consultation, are likely to be the main determinants of Plan preparation timescales. Once there is clarity on these matters (following the close of the consultation, analysis of responses and the intended scope of the plan has been confirmed in consultation with relevant Members, it will be possible (and necessary) to establish more detailed timescales for Plan preparation.

## **Appendices**

- Appendix 1: Leeds Local Plan 2040 Scoping Document
- Appendix 2: SA Scoping Report
- Appendix 3: Equality, Diversity, Cohesion and Integration Screening

## **Background papers**

- None.