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## DEVELOPMENT PLAN PANEL

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Meeting to be held in Civic Hall, Leeds on  
Tuesday, 9th November, 2010  
at 1.30 pm

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### MEMBERSHIP

#### Councillors

J Lewis  
R Lewis  
E Nash  
N Taggart (Chair)

S Smith

B Anderson  
C Fox

T Leadley

# A G E N D A

Item No	Ward	Item Not Open		Page No
1			<p><b>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</b></p> <p>To consider any appeals in accordance with Procedure Rule 25 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)</p> <p>(*In accordance with Procedure Rule 25, written notice of an appeal must be received by the Chief Democratic Services Officer at least 24 hours before the meeting)</p>	
2			<p><b>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</b></p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p><b>RESOLVED</b> – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-</p>	

Item No	Ward	Item Not Open		Page No
3			<p><b>LATE ITEMS</b></p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstance shall be specified in the minutes).</p>	
4			<p><b>DECLARATION OF INTERESTS</b></p> <p>To declare any personal / prejudicial interests for the purpose of Section 81(3) of the Local Government Act 2000 and paragraphs 8 to 12 of the Members' Code of Conduct.</p>	
5			<p><b>APOLOGIES FOR ABSENCE</b></p>	
6			<p><b>MINUTES</b></p> <p>To approve the minutes of the Development Plan Panel meeting held on 12<sup>th</sup> October 2010</p> <p>(minutes attached)</p>	1 - 4
7	All Wards;		<p><b>LEEDS LDF CORE STRATEGY - EVIDENCE BASE WORK AND EMPLOYMENT LAND REVIEW</b></p> <p>To consider a report of the Director of City Development outlining the progress being made in respect of the Employment Land Review (2010 Update) and to receive a Powerpoint presentation from Officers on this update</p> <p>(report attached)</p>	5 - 10
8			<p><b>DATE AND TIME OF NEXT MEETING</b></p> <p>Tuesday 7<sup>th</sup> December 2010 at 1.30pm</p>	

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# Agenda Item 6

## Development Plan Panel

Tuesday, 12th October, 2010

**PRESENT:** Councillor R Lewis in the Chair

Councillors B Anderson, G Driver, C Fox,  
J Lewis

### **25 Election of Chair**

In the absence of Councillor Taggart, Councillor Richard Lewis was nominated to chair the meeting with the agreement of all present

### **26 Late items**

Whilst there were no formal late items, Members were in receipt of the following supplementary information:

Amendments to figure 4.2, 4.2 and additional text to paragraph 4.26 of the submitted report in order to improve the clarity of the document

A Sustainability Appraisal – Non-technical summary – Consultation Draft

Two maps indicating the mineral and waste management sites in the Leeds area

The Natural Resources and Waste DPD Map book

### **27 Declaration of interests**

No interests were declared at the meeting

### **28 Apologies for Absence**

Apologies for absence were received from Councillor Taggart, Councillor Leadley, Councillor Smith and Councillor Nash who was substituted for by Councillor Driver

### **29 Minutes**

**RESOLVED-** That the minutes of the Development Plan Panel meeting held on 7<sup>th</sup> September 2010 be approved

### **30 Natural Resources and Waste Development Plan Document - Publication Draft**

Further to minute 8 of the Development Plan Panel meeting held on 22<sup>nd</sup> June 2010 where Panel considered a report outlining the initial comments on the consultation exercise on the Natural Resources and Waste Development Plan Document, the Panel considered a report of the Director of City Development and the publication draft of this Development Plan Document (DPD)

The Head of Forward Planning and Implementation presented the report and stated that if Panel recommended to Executive Board that the DPD be approved for

Draft minutes to be approved at the meeting  
to be held on Tuesday, 9th November, 2010

further consultation, this would take place and following reconsideration of the submissions and any necessary amendments to the document, it would be submitted to the Secretary of State for independent examination

Members were informed that the DPD was a positive way of dealing with a range of challenging issues which were interlinked. An integrated approach had been adopted and appropriate policies had been developed to minimise detrimental impact and mitigate areas of concern

The proposed policies in respect of minerals; waste; energy; water; air quality and land were outlined together with information being provided on the implementation and monitoring of the policies

Officers provided an overview of the policies within each policy topic, together with the following summary information:

#### Minerals Policies 1 – 14)

- Minerals 1 – Provision of aggregates – this policy related to the desire to maximise the opportunities to recycle aggregates
- Minerals 2 – Mineral Safeguarding Areas – Within areas identified as MSAs on Map 3, mineral resources would be protected from development which could sterilise them for future use
- Minerals 3 – Safeguarding existing mineral extraction sites – the focus of the policy is upon safeguarding identified existing sites
- Minerals 10 – Applications for mineral development – this set out the detailed criteria on which applications would be assessed
- Minerals 11 and 12 – Restoration of mineral sites and Aftercare of restored proposals - concerns were raised about this and what assurances could be given that restoration of a site would take place where the company responsible for this had gone into liquidation/administration. The Minerals, Waste and Contaminated Land Manager stated that there was no failsafe system if an operator goes into liquidation, apart from on open cast coal sites as a bond had to be provided. However, this situation had not occurred in Leeds; that the land always had some residual value; that the planning permission related to the land, not the owner and there was recourse in the system if it was rigorously applied

#### Waste (1 – 11)

- Waste 1 – Self sufficiency for future waste management in Leeds – this policy sought to encourage self sufficiency in planning for future capacity requirements
- Waste 6 – Strategic Waste Management sites – the purpose of this policy is to identify strategic sites for future waste management purposes
- Waste 9 – Waste management facilities – Potential issues and impacts – this policy set out the criteria upon which applications for waste management purposes would be assessed
- Waste 10 – Landfill issues – that although landfill was not now seen as the solution in terms of waste management, this policy did provide the possibility for additional landfill at existing or former quarry sites, where a proven need had been demonstrated; with the option of land raising being considered if quarry sites were not available. In response to a query as to whether land raising would be used where it fitted in with its surroundings, Members were informed that there needed to be a

reason for wanting land raising in order to exempt it from landfill tax and in terms of this policy, the rules around landfill tax was critical to the policy

#### Energy (1 – 4)

- Officers emphasised that in recent years the whole issue of energy had come to the fore in respect of planning and that a proactive approach which supported a range of energies and technologies was the basis of the proposed policies which also sought to encourage renewable energy technologies in the district
- Energy 1 – Large scale wind energy generation – this policy sought to balance the benefits of wind turbines (in terms of energy generation) with its impact on amenity. Members referred to previous discussions around an appropriate site for a large wind turbine and asked about the current position. Officers stated that the approach which would be taken would be to have a criteria policy, which would be used to assess any application which was submitted and that specific sites would not be identified. The Panel was also informed that technology in this area was constantly evolving and that there was now a move to vertical axes instead of horizontal axes which could mean wind turbines would be less of an obstruction
- Energy 2 – Micro-generation development – the purpose of this policy is to set out criteria to consider proposals for Micro generation development, where such schemes were not covered by the General Development Order (GDO)
- Energy 4 – Heat distribution infrastructure – that this policy sought to support this as part of major developments

#### Water (1 – 7)

- That the objectives of the proposed policies related to issues around flooding, water quality and efficiency and that from a planning perspective, issues of efficiency and quality should be included at an early stage and that the impact of development on these issues also had to be considered
- Water 2 – Protection of water quality – Concerns were raised at the wording of this policy and that it would be better expressed if the order of the two bullet points it contained were reversed

#### Air quality

- That the proposed policies sought to highlight the importance of air quality and low emissions and that further work was being undertaken on this, and that consideration was being given to the preparation of a Supplementary Planning Document on air quality. Concerns were raised that the issue of air quality was not being given the priority it deserved in the document; that the role of the Council in this, particularly in inner city areas was not as well expressed as it could have been and that there was some urgency about this issue. The Head of Forward Planning and Implementation stated that this level of detail would be included in the SPD

#### Land

- Land 1 – Contaminated land – that this policy flagged up the need for contaminated land to be dealt with
- Land 2 – Development and trees – the need for increased tree cover to be provided. Members discussed this policy; the requirement for trees which were planted as part of a planning permission to be maintained only for a period of five years and whether this could be strengthened to provide protection for a longer period, despite this not being consistent with planning policy. Similarly the size of replacement trees needed to be considered to ensure that mature trees/planting were not replaced by very young species which would take many years to provide a similar impact to that which had been removed. Members were informed that the policy would be strengthened as much as possible

**RESOLVED –**

- i) To note the report, the accompanying documents and the comments now made
- ii) That the following amendments be made to the Natural Resources and Waste DPD:
  - Water 2 – that the order of the two bullet points in this policy be reversed in order to read better
  - that the chapter on air quality be included towards the front of the document to reflect its importance
  - Land 2 – Development and trees – that consideration be given to strengthening this policy to reflect the comments by Members
- iii) To recommend to Executive Board that it approves the Natural Resources and Waste DPD (as amended) together with the sustainability appraisal report and other relevant supporting documents for the purposes of publication and public participation

**31 Date and time of next meeting**

Tuesday 9<sup>th</sup> November 2010 at 1.30pm in the Civic Hall, Leeds





**Report of the Director of City Development**

**Development Plan Panel**

**Date: 9<sup>th</sup> November 2010**

**Subject: Leeds LDF Core Strategy – Evidence Base Work & Employment Land Review**

**Electoral Wards Affected:**

All



Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

**Executive Summary**

Following consideration of consultation responses to the Core Strategy Preferred Approach consultation (October – December 2009), work is continuing to consolidate and the complete the evidence base for the Core Strategy. This work is essential in informing the overall strategy, the direction of specific policy areas and as a basis to ensure that the Core Strategy is underpinned with a sound and proportionate evidence base. Key pieces of technical work have already been completed (including the Strategic Flood Risk Assessment in 2007). The outstanding work outlined in this report relates to updates of existing technical studies or additional studies as a consequence of national guidance / advice from the Planning Inspectorate (PINS) which are currently underway.

These studies include: the Leeds Strategic Housing Land Availability Assessment, the PPG 17 Audit & Needs Assessment, the Retail & Town Centres Study, Housing Growth Options, Strategic Housing Market Assessment, Infrastructure Delivery Plan and the Employment Land Review Update. The purpose of this report is to provide Development Plan Panel members with an overview of progress on each of these studies and in particular outlines the details of the Employment Land Review (2010 Update) which is at a more advanced stage.

## **1.0 Purpose of this report**

- 1.1 The purpose of this report is to update Development Plan Panel on progress being made in respect of the consolidation and completion of the evidence base for the LDF Core Strategy. National Guidance (Planning Policy Statement 12), emphasises the need for planning documents to be supported with the necessary evidence base to underpin the development of the overall strategy and approach to policy. Consequently, a series of technical studies are currently being completed in parallel, to assist the formulation of the Publication draft of the Core Strategy.

## **2.0 Background information**

- 2.1 Following consideration of consultation responses to the Core Strategy Preferred Approach consultation (October – December 2009) – subsequently reported to Development Plan Panel in February, May and June 2010, work has continued to consolidate and complete the evidence base for the Core Strategy. This work is essential in informing the overall strategy and the direction of specific policy areas, as a basis to ensure that the Core Strategy is underpinned with a sound and proportionate evidence base. Key pieces of technical work have already been completed (including the Strategic Flood Risk Assessment in 2007). The outstanding work outlined in this report relates to updates of existing technical studies or additional studies as a consequence of national guidance / advice from the Planning Inspectorate (PINS) and issues arising from the Preferred Approach consultation which are currently underway.
- 2.2 These studies include, the Leeds Strategic Housing Land Availability Assessment (2010 Update), the PPG 17 Audit & Needs Assessment, the Retail & Town Centres Study, Housing Growth Options, Strategic Housing Market Assessment, Infrastructure Delivery Plan and Employment Land Review Update. Initial work is also underway to refresh the Landscape Assessment (1994), as a basis to inform environmental and development issues within the Core Strategy.
- 2.3 The focus of this report is to provide Development Plan Panel members with a progress update on each of these studies and in particular outline the details of the Employment Land Review (2010 Update) which is at a more advanced stage.

## **3.0 Main issues**

- 3.1 As noted above a series of technical studies have been completed or are underway to support the preparation of the Core Strategy to Publication and Submission stages. These are:

**Leeds Strategic Housing Market Assessment** (SHMA, completed May 2007, update due for completion, early 2011)

- 3.2 It was felt necessary to update Leeds' SHMA 2007 because of the impact of the recession on the housing market. GVA Grimley consultants were appointed in the summer to undertake the update. With the revocation of the Regional Spatial Strategy (RSS) Leeds' SHMA will assemble evidence to help set a new housing requirement for Leeds. It will examine closely the impact of the recession and undertake a reality check on the Office of National Statistics forecasts of international migration. The SHMA also has the role to estimate size and types of housing needed in different parts of Leeds. This is particularly important evidence to determine Leeds' targets for provision of affordable housing.

- 3.3 The SHMA update is being overseen by a partnership of key stakeholders and a wider consultative event is scheduled for 16th November at the Carriageworks. It is anticipated that early results may be available in December with the study being completed early in 2011.

**Leeds Strategic Housing Land Availability Assessment** (SHLAA completed February 2010, further update due for completion early 2011)

- 3.3 Involving partnership with key stakeholders, the SHLAA 2009 assessed the availability of land for housing development and reached conclusions on over 750 sites. The “suitability” of sites in planning policy terms was determined as either:
- “Yes”
  - “Yes with physical interventions”
  - “LDF to determine”
  - “No, will never be appropriate for housing development”
- 3.4 Also, the number of dwellings achievable on a site was determined in terms of total capacity and expected delivery periods: the first 5 years, 5-10 years and beyond 10 years. A range of characteristics was recorded for each site such as public transport accessibility, flood risk, landscape quality which are helping to inform the Core Strategy’s choices on future housing supply.
- 3.5 The SHLAA is currently being updated to a 1st April 2010 base date. Primarily, this involves adjusting delivery expectations in the light of new planning permission and completion data, but a handful of new sites are being advanced. The SHLAA Partnership is being reformed in order that initial officer conclusions can be considered. It is hoped that the update will be signed off by the Partnership in early 2011.

**PPG 17 Audit & Needs Assessment** (December 2010)

- 3.6 At the 13 July 2010 Development Plan Panel meeting, members will recall receiving a report and presentation on the scope and next steps in relation to this study. Within this context, work is continuing to develop a series of draft standards for each of the greenspace typologies identified and their implications for policy formulation and implementation.

**Retail & Town Centres Study** (December 2010)

- 3.7 Following the introduction of new national guidance (Planning Policy Statement 4, Planning for Sustainable Economic Growth, 2009) and further advice from the Planning Inspectorate (PINS), technical work has been commissioned to review the retail capacity of Town, District and Local Centres across the district. The purpose of this is to establish a baseline to consider the vitality of existing centres (and future needs) and to plan for longer term growth, linked to future population and housing requirements.

**Housing Growth Options** (Jan 2011)

- 3.8 A key dimension of the Core Strategy Preferred Approach consultation and the consequences of the subsequent abolition of the RSS (July 2010), is the need to determine what level of housing growth Leeds should be planning for. In July 2010, the City Council’s Executive Board, considered a report specifying an interim housing requirement for Leeds. Further work is however required to determine what the longer term requirement for Leeds should be, linked to the City’s overall aspirations, demographic change and spatial priorities. A key component of the SHMA (outlined above) is to consider population change in the District and the relationship to longer term housing requirements. The conclusions of this study will help inform the overall approach of the Core Strategy to the level of longer term housing growth and its

location. In reflecting on the consultation comments received in respect of the Preferred Approach, is the need to more clearly identify the overall quantum and locations for housing growth. A key spatial aspect of the Core Strategy's approach has been to give first priority to regeneration and future growth on brownfield land within the main urban areas of Leeds. The work on Housing Growth Options will help quantify the achievability of this overall commitment and in the light of the information arising from the SHMA, provide a context to consider longer term growth requirements.

**Infrastructure Delivery Plan** (PAS Project due for completion December /January 2010)

- 3.9 As reported previously to Development Plan Panel, Following changes to Planning Policy Statement 12 (PPS 12) in 2008, Core Strategies need to be supported by an Infrastructure Delivery Plan. This is an extensive task for a city the size and complexity of Leeds. There are key questions also in respect of the current financial circumstances, regarding the ability to deliver the scale and range of infrastructure to meet the city's current and future requirements. In seeking to progress this work the City Council is working closely with the Planning Advisory Service (PAS) as part of a national project to develop an infrastructure plan to underpin the Core Strategy. Work is ongoing to develop this plan in conjunction with key stakeholders but this will need to be reviewed in the light of the national Spending Review and the overall scope of the Core Strategy's approach to policy delivery, regeneration and longer term growth.

**Employment Land Review** (2010 Update)

- 3.10 The Employment Land Review currently being prepared by officers contains information on, and provides justification for the amount of land that will be proposed for employment use in the Local Development Framework. Employment uses in this case mean uses falling under class 'B' of the Planning Use Classes Order (largely offices, industry, warehousing and including some waste uses). These sectors account for about half of the total number of jobs in Leeds.
- 3.11 The City Council published an Employment Land Review (ELR) in March 2006 but it is recognised that the evidence it provided is now out-of-date in most aspects. The 2010 update seeks to reflect changed circumstances, in particular:
- Changes to national planning policy including the publication of Planning Policy Statement 4 (Planning for Sustainable Economic Growth)
  - The recent recession and its impact on the property market and development sector;
  - Revisions to economic and employment growth forecasts for Leeds; and
  - New guidance and advice on how to prepare ELRs.

*Methodology*

- 3.12 The ELR identifies the need for employment land in Leeds up to 2026. The need for land is derived from forecasts for the number of jobs likely to be based in Leeds over the study period. The jobs forecasts come from the Regional Econometric Model provided by Experian which is updated twice a year. This is the approach recommended by guidance. Briefly, the methodology for identifying need takes into account forecast changes in the number of jobs in each sector, employment densities (jobs per area of floorspace) and plot ratios (the amount of development that can usually fit into an area of land). It also makes an allowance for expected losses of existing employment premises and provides some margin of choice of sites which allows the market to operate more efficiently and flexibility.
- 3.13 The ELR also assesses the existing supply of undeveloped employment land in the district. The existing supply mainly consists of sites which are allocated for

employment development in the UDP and/or benefit from a planning permission for such uses. The purpose of the assessment is to identify a portfolio of sites which are suitable, available and viable for employment use and which can be carried forward into the LDF and help to meet the identified need. The assessment recommends whether sites should be retained (most sites) or removed from the employment supply or whether it should be left to LDF documents to determine the most appropriate future uses of sites. There is some overlap with the Strategic Housing Land Availability Assessment here, particularly where the landowner has proposed an existing employment site for housing.

#### *Interim Results*

- 3.14 The ELR estimates that the following amount of development will need to be planned for to accommodate the forecast number of jobs over the period to 2026:
- 1.1 million square metres of office floorspace; and
  - 500 hectares of industrial and warehousing land.
- 3.15 In both cases this estimate represents an increase on the targets set out in the Core Strategy Preferred Approach document -October 2009 (1 million sq m and 375 hectares respectively). This reflects a need to ensure that a flexible supply of employment land will be available in the future to support new jobs in growth sectors of the economy.
- 3.16 The supply assessment recommends that 365 hectares of the existing portfolio of sites should be retained for industrial and warehousing uses and shows that nearly 950,000 square metres of floorspace has planning permission of office use (about 50% of which is in the city centre). Therefore, existing sites can accommodate a substantial proportion of the future employment land requirement but not all of it.

#### *Ongoing work*

- 3.17 Work is continuing to look at the overall balance of employment in these sectors across the district (existing premises and development land), and in particular whether this can meet local needs for employment. This work also needs to take into account the locational requirements of the market and the importance of providing sites in accessible locations which make the best use of current and planned infrastructure.
- 3.18 A presentation will be given at Development Plan Panel to highlight the main issues arising from ELR work so far.

## **4.0 Implications for Council policy and governance**

- 4.1 As outlined in para. 1.1 above, the consolidation and completion of the evidence base for the Core Strategy is critical in supporting the preparation of a sound plan (consistent with national guidance and the LDF Regulations).

## **5.0 Legal and resource implications**

- 5.1 Once adopted, the LDF, will be the development plan for Leeds and will need to be consistent with corporate objectives and the objectives of the community strategy. Preparing evidence for the council's emerging LDF is time consuming and resource intensive. Resource commitments will need to be addressed and reviewed within the context of existing provision and the council's overall budget position and priorities.

## **6.0 Conclusions**

- 6.1 This report has provided information on the progress made in preparing the evidence base for the Core Strategy and in particular the Employment Land Review 2010 Update. The completion of these studies in turn, is essential in preparing a Publication draft of the Core Strategy for further consultation and future Submission.

### **Recommendation**

- 7.0 Development Plan Panel is recommended to:

- i) Note and comment on the contents of the report and presentation in respect of the work in relation to the Core Strategy evidence base.

### **Background documents**

LDF Core Strategy 'Preferred Approach'