

Report of the Chief Planning Officer

Report to Development Plan Panel

Date: 28th June 2016

Subject: Site Allocations Plan Consultation Outcomes & Proposed Changes

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

Summary of main issues

1. The Site Allocations Plan (SAP) is at an advanced stage of preparation prior to submission to the Secretary of State for independent examination. In autumn 2015, representations were invited on the Publication draft Plan, and responses received have been considered and any implications on the SAP assessed. The purpose of this report is to provide members of the Development Plan Panel (DPP), with a summary review of the consultation outcomes for the Housing Market Characteristic Areas (HMCAs): Aireborough, North, Outer South East and Outer South West. Six HMCAs were previously presented to Development Plans Panel on 14th June 2016 and Outer North East will be presented to DPP on 19th July, following the completion of outstanding technical work. The purpose of the report is not to go over and respond to each individual representation made but to identify the key issues which go to the “soundness” of the SAP – the basis upon which it will be examined in due course. Based on these outcomes and further technical work undertaken, a relatively limited number of changes to the Publication Plan are proposed. As part of this process, a number of factual and technical updates have also been made in relation to HMCA and site information. This includes updated planning application approvals (up to 5th April 2016), which has resulted in some proposed new allocations becoming identified sites. These changes are detailed for each HMCA covered in the report. New sites have also been submitted for consideration either during the consultation process or as part of the SHLAA (which is updated annually). These have been assessed (site assessment, including comments from

infrastructure providers, and sustainability appraisal) and are summarised for each HMCA in turn.

2. Within the context of the above approach, members will recall that the consultation outcomes (and proposed changes where necessary) for City Centre, East, Inner, Outer North West, Outer South and Outer West were reported to Panel on the 14th June. Following this Panel, it is intended to set the approach for Outer North East and to report more general representations (including the overall housing requirement, the scale and distribution of growth, the scope of the Green Belt review etc.), proposals for Gypsy & Travellers and any outstanding issues, to the DPP meeting on the 19th July, prior to reporting the changes to the Publication Plan and Publication proposals for Outer North East to Scrutiny Board and Executive Board, prior to inviting representation on the Publication draft proposals for Outer North East and pre-submission changes to the Plan.

Recommendation

3. Development Plan Panel is invited to:
 - i) consider the overall consultation outcomes, summarised in this report,
 - ii) agree the proposed changes to the Site Allocations Plan, together with the updated sustainability appraisal report and other relevant supporting documents,
 - iii) recommend to the Executive Board that the proposed changes, the updated sustainability appraisal report and other relevant supporting documents, are approved for pre-submission consultation, prior to the submission of the Plan for independent examination.

1 Purpose of this Report

- 1.1 The purpose of this report is to provide members of the Development Plan Panel, with a summary review of the consultation outcomes for the Site Allocations Plan (SAP) Housing Market Characteristic Areas (HMCAs): Aireborough, North, Outer South East and Outer South West. Based on these outcomes and further technical work, a relatively limited number of changes are proposed, where issues raised are considered to go to the soundness of the Plan. The purpose of the report therefore is not to go over and provide a response to each individual representation made. All of the representations will be made available to the Planning Inspector at submission stage and be made available on line in due course. Given the scale of the consultation response, the focus of officer time has been upon checking and inputting the representations received (into the database in a consistent manner), analysing the content of representations and undertaking further technical work, where necessary. Consequently, further work is needed to present the representations in a suitable format to be viewed on line. A significant component of this work is the need to redact personal information from the individual submissions, prior to the information being made available in this format. Alongside the preparation of material for Panel, officers are continuing to progress this task and a further verbal update can be provided for members at the meeting.
- 1.2 As part of the review and analysis of representations, a number of factual and technical updates have also been made in relation to HMCA and site information. This includes updated planning application approvals (up to 5th April 2016), where in some cases proposed new allocations have become “identified” sites i.e. already benefitting from allocation or permission which establishes the principle of development in the context of the Adopted Core Strategy. These are detailed for each HMCA covered in this report. New site submissions are also summarised for each HMCA.

2 Background Information

Context

- 2.1 On the 15th July 2015, Executive Board approved the Publication draft Plans for the SAP and the Aire Valley Leeds Area Action Plan (AVLAAP) for consultation. An 8 week period of consultation was subsequently undertaken between the 22nd September and 16th November 2015. This followed on from the consideration of the material by the Development Plan Panel on the 16th and 26th June 2015 and earlier stages of public consultation on both emerging documents. These Plans are being taken forward within the strategic context of the Core Strategy (adopted 14th November 2014), which sets out the overall scale and distribution of housing and economic growth. The Core Strategy also reflects the City Council’s aspirations as part of the Best Council Plan and Vision for Leeds (Community Strategy).
- 2.2 Following the close of consultation on the 16th November 2015, an initial report of consultation was reported to the Development Plan Panel on 19th January 2016, together with a report outlining Emerging Issues and Next Steps. DPP considered and noted the scope, nature and communication and marketing arrangements of the consultation. This will be more fully set out in a report of consultation which will accompany the submission draft of the SAP.
- 2.3 At the 19th January meeting and subsequently at a meeting of DPP on 10th May specific outcomes of consultation relating to the Aire Valley Leeds Area Action Plan were considered, and members agreed to proceed with that Plan in advance of the SAP.

- 2.4 The focus of this report, in relation to the HMCAs covered, is to summarise the consultation outcomes for the SAP, arising from the analysis and consideration of the representations made and to identify specific changes where issues raised challenge the soundness of the Plan.
- 2.5 In terms of the level of response through the Publication draft consultation process, it should be noted that a comprehensive Report of Consultation (together with all of the representations received) will be provided at submission stage. The overall outcome can be summarised as follows:

A) Overall Level of consultation responses

On line	3,765
Email	3,210
Paper	2,669
<u>Total</u>	<u>9,644</u>

B) Number of individual representations received i.e. raising specific points

<u>Total</u>	<u>45,997</u>
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C) Total Number of consultation responses/representations by HMCA area

Aireborough	7,547
City Centre	74
East	1,867
Inner	127
North	6,207
Outer North East	1,407
Outer North West	13,537
Outer South	2,202
Outer South East	1,418
Outer South West	4,304
Outer West	2,356
<u>Total</u>	<u>41,046</u>

D) Breakdown of Representations

	<u>Representations</u>	<u>No. of Sites</u>
Sites in the Plan	37,461	532
Sites not in the Plan	3,585	267
New sites	1,582	113
General Issues	3,369	

- 2.6 It should be noted that, the majority of representations were on housing proposals (26508 representations), followed by green space (8815), employment (921), retail (14). Representations on a range of 'general' issues including the housing targets, phasing, infrastructure that were not site specific were also received.

3 General issues raised by the Publication consultation

Introduction

- 3.1 The breakthrough projects of the City Council in its Best Council Plan, include more and better jobs and housing growth and high standards. These are articulated in the Adopted Core Strategy objectives for delivering major regeneration through housing delivery and investment for Leeds. The Adopted Core Strategy also sets the strategic framework for the Site Allocations Plan and guides the level and distribution of new development in Leeds up to 2028. Notwithstanding the many positive aspects of

housing growth and its accompanying place making activities / investment opportunities, the SAP understandably raises many concerns for people about change at a local level. This is especially the case with a number of housing allocations necessitating the use of greenfield, previously safeguarded land (known as 'Protected Areas of Search' in the Unitary Development Plan) and green belt land. It is clear from the consultation responses received that not only are a large number of Leeds' residents anxious about the scale of development, they are also concerned that when delivered it is in the right place, of a good quality and supported by the right infrastructure.

- 3.2 Many of these concerns have been expressed as general issues whilst there are also a significant number of responses dealing with specific sites. These site issues are highlighted in the tables at Appendix 1.
- 3.3 Members are invited to note that whilst there were a considerable number of individual representations most were focussed on a selected number of specific sites proposed for allocation. A number of petitions were also received against specific sites. Members are also invited to note that a petition is recorded as one representation (with many signatures). Many sites received no representations at all. A smaller number of representations in support were received. These are all detailed at Appendix 1 and will be further detailed in the Report of Consultation.
- 3.4 General issues are raised both in relation to specific sites and as standalone matters. Whilst the focus of this series of Panel meetings is to address representations on specific sites in HMCAs, there is benefit in providing a contextual response on some of the general issues raised. In many cases these issues relate to matters that have already been addressed through the preparation of the Local Plan as a whole i.e. were subject to debate at the Core Strategy Examination. Within this overall context, members will recall that the DPP report presented at the 14th June meeting, provided a general response to matters in relation to: Scale of Housing, Distribution of Housing, Phasing, Use of Greenfield Land before Previously Developed Land, Providing the necessary Infrastructure to support housing growth, Highways and Transport, Flood Risk, Green Belt, Heritage issues and Landscape and Ecology issues. Consequently, it is not proposed to repeat the material again here but to note that the overview provided is also applicable to the HMCAs being considered as part of this report. It is intended to report any outstanding general issues to the 19th July DPP meeting.

4 Main Housing Market Characteristic Area (HMCA) Issues

Overview

- 4.1 Four HMCAs are reviewed in this report: Aireborough, North, Outer South East and Outer South West. Sites that have generated most objections are on a range of issues, including loss of Green Belt, lack of infrastructure (highways, schools, doctors), use of greenfield land before previously developed land. This section of the panel report responds to specific issues that are considered to challenge the soundness of the Plan and recommends where a change is considered necessary to make the plan sound.
- 4.2 Whilst officers have considered all representations made this report does not provide a response to each individual representation. All representations are submitted to the Inspector and considered through the examination process. It is the main changes as detailed in the sections below, which are the main subject of this report. Members will note that a relatively limited number of changes are proposed for these particular HMCAs. This is to be expected given the advanced stage of the Plan and the

endorsement of the Executive Board to the Publication Draft in July 2015. Each HMCA is reviewed in turn under the topic areas of Retail, Housing, Employment and Green space. The report outlines changes proposed. Appendix 1 details the representations on each individual site. Appendix 2 comprises plans showing changes to boundaries of sites or new sites. Appendix 3 sets out the sustainability appraisal of new sites submitted.

4.3 Aireborough

Retail

- 4.3.1 At the 5th April Panel meeting Members requested that officers give further consideration to applying a shopping frontage to the Yeadon High Street, east of the Cemetery Road intersection. Having assessed this length of High Street it is considered that there are not enough A1 shopping units to justify a protected frontage, as the percentage of units is 44%, rather than the 50% that would typically characterise a Secondary Shopping Frontage. Officers are therefore proposing no further changes to Yeadon High Street. All other retail representations pertaining to Aireborough HMCA have been covered in the earlier DPP meeting on the 5th April 2016.

Housing

Identified sites update:

a	There are no new sites with planning permission
b	There is one existing site where new planning permission has been granted which changes the capacity of the site (site ref HG1 96 Riverside Mill, Low Hall Road, Horsforth)

- 4.3.2 Identified sites summary:

- 4.3.3 The total dwelling capacity from identified sites has seen a net reduction of 2 from 967 in the Publication Draft Plan to 965.

Changes to housing allocations:

- 4.3.4 Changes are proposed to the boundaries or capacities of the following sites:

a	HG2-1 (New Birks Farm Ings Lane, Guiseley): A flood risk appraisal, which includes hydraulic modelling of Mire Beck, has been undertaken for this site following concerns raised about flooding. This has shown that the western part of the site is at risk of flooding in the 1 in 20 AEP event (functional floodplain). No built development may take place in this part of the site, which should only be used for water compatible uses (such as public open space). The site capacity has been reduced in light of this.
b	HG2-5 (Coach Road / Park Road, Guiseley): the site boundary is to be redrawn to remove the western part of the site, follow existing field boundaries and include additional land to the south east (site 1311B) in following further assessment undertaken in response to Historic England's concerns about the listed buildings and/or conservation areas affected by the proposed allocation (details are given in the Appendix). The site assessment, SA and other site requirements will be updated in light of this change.

c	HG2-12 (Woodlands Drive, Rawdon): the site boundary is to be redrawn to exclude the southern part of the site, and the capacity reduced accordingly to 25 units, following further assessment undertaken in response to Historic England's concerns about the listed buildings and/or conservation areas affected by the proposed allocation (details are given in the Appendix). The site assessment, SA and other site requirements will be updated in light of this change.
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4.3.5 Changes are proposed to the site requirements of the following sites:

a	HG2-1 (New Birks Farm, Ings Lane, Guiseley), HG2-2 (Wills Gill, Guiseley), HG2-5 (Coach Road / Park Road, Guiseley), HG2-9 (Land at Victoria Avenue, Yeadon), HG2-10 (Gill Lane, Yeadon) and HG2-12 (Woodlands Drive, Rawdon) have additional or amended site requirements which respond to Historic England's concerns about the listed buildings and/or conservation areas affected by the proposed allocation (details are given in the Appendix).
b	HG2-1 (New Birks Farm Ings Lane, Guiseley): A new site requirement has been added in response to the flood risk appraisal that has been undertaken for this site (as detailed above). The makes clear that no built development may take place on the part of the site which is at risk of flooding, and that flood pathways will need to be provided through the site.
c	HG2-4 (Hollins Hill and Hawkstone Avenue, Guiseley): the highways site requirements is to be corrected so that it refers to the Park Road / A65 gyratory (rather than Park Lane).
d	HG2-6 (Silverdale Avenue (land at), Guiseley): the green space site requirement is to be amended to require the on site laying out of half of the site for allotments and / or an alternative green space typology dependent on local needs required in response to comments made through the consultation.
e	HG2-12 (Woodlands Drive, Rawdon): the ecology site requirement is to be revised in response to comments made by the Yorkshire Wildlife Trust (details are given in the Appendix).
F	HG2-5 (Coach Road / Park Road, Guiseley) and HG2-12 (Woodlands Drive, Rawdon): as noted above, it is proposed to change the boundary for these sites. The non-heritage site requirements will be reviewed and revised where required in light of this change.

New housing site submissions:

4.3.6 4 new housing sites have been submitted. 2 are proposed for allocation:

a	HG2-229 The Old Mill, Miry Lane, Yeadon (15 units)
b	HG2-230 LCC Depot, Henshaw Lane, Yeadon (54 units)

Changes to housing allocations summary:

4.3.7 The total dwelling capacity from allocated sites sees a net decrease of -161 dwellings.

Housing allocations summary:

4.3.8 The total capacity from housing allocations has gone from 1264 in the Publication Draft Plan to 1103.

Overall summary for housing in Aireborough:

HMCA target: 2,300			Total	+/- target
I	Identified sites total	Housing allocations		
Publication Draft Plan	967	1264	2231	-69
Post Publication consultation	965	1103	2068	-232

Employment

Offices:

Identified office sites update:

a	There are no new sites with planning permission.
b	There are no sites where new planning permissions have been granted which change the capacity of the site.
c	Former EG1-2, now EO1-41, is proposed to change from identified general employment site to identified office site following representation submitting evidence that this site is the remaining plot of Airport West Business Park which has extant office permission.

Identified office sites summary:

- 4.3.9 The total office capacity from identified sites has seen a net increase of 2,564 sqm from 3,510 sqm in the Publication Draft Plan to 6,074 sqm.

Changes to office allocations:

- 4.3.10 No office allocations are proposed in Aireborough.

New office site submissions:

- 4.3.11 There have been no new site submissions for offices in Aireborough.

Office allocations summary:

- 4.3.12 No office allocations are proposed in Aireborough.

Overall summary for offices in Aireborough:

- 4.3.13 The total capacity of offices has gone from 3,510 sqm in the Publication Draft Plan to 6,074 sqm.

	Identified sites total (sq m)	Office allocations (sqm)	Total (sq m)
Publication Draft Plan	3,510	0	3,510
Post Publication consultation	6,074	0	6,074

General Employment:

Identified general employment sites update:

a	There are no new sites with planning permission
b	The site boundary and capacity of EG1-1 Coney Park Harrogate Rd Yeadon LS19 is proposed to change to deduct the area of the Safeguarded Warren Farm Waste Site which is an existing waste use and not available for general employment use.
c	Following representation, former EG1-2(Airport West Ph3 Warren House Lane Yeadon) is proposed to be deleted and replaced by EO1-41 because site has extant office permission.
d	It is proposed to amend EG1-5 (Park Mill Leeds Road, Rawdon) site capacity in response to land owner's representation and the most recent planning permission.

Identified general employment site summary:

- 4.3.14 The total general employment capacity from identified sites has seen a net increase of 0.92ha in the Publication Draft Plan to 24.17 ha.

Changes to general employment allocations:

- 4.3.15 Changes are proposed to the boundaries or capacities of the following sites:

a	In response to the planning approval, the formerly allocated EG2-1 Land to side Netherfield Mills, Netherfield Road Guiseley is proposed to change to EG1-72 to reflect the planning status.
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New general employment site submissions:

- 4.3.16 No new sites for general employment use have been submitted in Aireborough.

General employment allocation summary :

- 4.3.17 The general employment capacity of existing allocations sees a net decrease of 0.40 ha from 36.63 ha in the Publication Draft Plan to 36.23ha.

Overall summary for general employment in Aireborough:

	Identified sites total (ha)	General employment allocations (ha)	Total (ha)
Publication Draft Plan	23.25	36.63	59.88
Post Publication consultation	24.17	36.23	60.40

Green space:

- 4.3.18 No changes are proposed to green space sites in Aireborough.

4.4 North

Retail

- 4.4.1 It was agreed at the 5th April Development Plan Panel that a decision on the extent of Protected Shopping Frontages as part of Kirkstall Town Centre would be deferred. Assessment of this centre is still ongoing and any changes (if required) will be presented on 19th July Development Plan Panel. All other retail representations pertaining to North HMCA have been covered in the earlier DPP meeting on the 5th April 2016.

Housing

Identified sites update:

a	There are 11 new sites with planning permission (HG1- 471 22 Shire Oak Road, Headingley, HG1-477 80 Cardigan Road, Headingley, HG1-490 Mary Morris House, 24 Shire Oak Road, Headingley, HG1-491 135 Alwoodley Lane, Alwoodley, HG1-493 Oak Villa Hotel, 55 Cardigan Road, Headingley, HG1-500 Corn Mill Fold, Low Lane, Horsforth, HG1-502 101 Commercial Road, Kirkstall, HG1-503 Land rear of Shoulder of Mutton PH, Garmont Road, HG1-506 Cockcroft House, Cardigan Road, Headingley , HG1-515 Horsforth Campus and HG1-518 Meanwood Road WMC, Meanwood Road.
b	There are 7 existing sites where new planning permissions have been granted which change the capacity of the site (HG1-60 Tile Lane, Eastmoor, Adel (boundary change as well as capacity change), HG1-70 Cookridge Hospital, HG1-96 Riverside Mills, Low Hall Road, Horsforth, HG1-108 Mansion House, Mansion Gate Drive, HG1-111 Former Civil Service Sports Association Ground, Newton Green, HG1-122 45 St Michael's Lane and HG1-506, formerly HG2-52, land at Cockcroft House, Cardigan Road, Headingley) .

Identified sites summary:

- 4.4.2 The total dwelling capacity from identified sites has seen a net increase of 39 from 4033 in the Publication Draft Plan to 4072.

Changes to housing allocations:

Changes to housing allocations:

- 4.4.3 Changes are proposed to the boundaries or capacities of the following sites:

a	HG2-41 (South of A65 from Horsforth & Rawdon RA to crematorium) boundary to be amended to exclude private properties of Daisybank and the Meadows on Rawdon Road frontage. The boundary to the south is to be amended to take in additional land based on reduced site areas of site 4255 and new site 5310. The additional land provides additional flexibility which enables development of HG2-41 to be in the least sensitive areas of the site, reflecting concerns raised by Historic England in regard to the Conservation Areas and potential impact on views and openness and character of listed buildings. The boundary changes do not alter the estimated capacity of HG2-41. Details in Appendix 1 and 2
b	HG2-46 (Horsforth (Former waste water treatment works) Amend phasing to go from phase 2 to phase 1, reflecting the BF status of the site in the MUA.

c	HG2-50 to be deleted following further consideration of Historic England's comments. The site has been considered through the heritage background paper and whilst from a heritage perspective a smaller number of units could be accommodated to the east of the site, the constraints posed by highways access arrangements and protected trees results in a number of dwellings falling below the allocation threshold, therefore it is proposed to be removed.
d	HG2-217 Land at Former Eastmoor Regional Secure Unit, Adel – alongside HG1-60 boundaries to be reconfigured and sites brought forward together with an estimated capacity of 67.

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

a	HG2-36 (Alwoodley Lane, Alwoodley) amend ecology site requirement to include reference to wintering wildfowl following representation from Yorkshire Wildlife Trust
b	HG2-38 (Dunstarn Lane, Adel) Additional Conservation Area site requirement to respond to Historic England's concerns about the conservation areas and listed buildings affected by the proposed allocation. Details in Appendix 1
c	HG2-41 (South of A65 from Horsforth & Rawdon RA to crematorium) Add general site requirement to seek provision of a comprehensive development brief for the site and revise conservation and listed building site requirements to respond to Historic England's concerns about the conservation areas and listed buildings affected by the proposed allocation. Revise highways access and Local Highways network site requirements to provide flexibility – removing reference to the need to provide for an in-bound bus lane. (Details are given in Appendix 1).
d	HG2-43 (Horsforth Campus) revise ecology site requirement to strengthen reference to ecological value of Swaine Wood and the wider Leeds Habitat Network (Details are given in Appendix 1).
e	HG2-44 (Clarence Road, Horsforth) Amend Conservation Area site requirement to respond to Historic England's concerns about the conservation areas and listed buildings affected by the proposed allocation. Details in Appendix 1
f	HG2-46 (Horsforth (former waste water treatment work) Amend Conservation Area site requirement to respond to Historic England's concerns about the conservation areas affected by the proposed allocation. Details in Appendix 1
g	HG2-48 (Weetwood Manor, Headingley) Amend listed building site requirement to respond to Historic England's concerns about the listed buildings affected by the proposed allocation. Details in Appendix 1
h	HG2-49 (Off Weetwood Avenue, Headingley) Amend Conservations Area and Listed building site requirement to respond to Historic England's concerns about the conservation areas and listed buildings affected by the proposed allocation. Amendment to the ecology site requirement to provide clarity Details in Appendix 1
i	HG2-51 (Carr Manor, Meanwood) Amend listed building site requirement to respond to Historic England's concerns about the conservation areas and listed buildings affected by the proposed allocation. Details in Appendix 1

New housing site submissions:

4.4.5 13 new housing sites have been submitted. 4 are proposed for allocation:

a	HG2- 234 (Land adjacent to Kirkstall Forge) (0 capacity) – land has been allocated at either end of the ‘identified’ Kirkstall Forge site to allow flexibility in the delivery of housing and a primary school on the site. The capacity of the site is zero to reflect that the additional land allows for rationalisation of the ‘identified’ site to provide a school.
b	HG2-236 (Former West Park community centre). (Capacity 69) To be allocated wholly for housing following confirmation from Childrens Services that the site is no longer required for a school. Reference to HG5-2 is to be deleted.
c	5310 (land adjacent to Clariant, Horsforth) (0 capacity) officers have reduced the boundary of the submitted site to exclude the land to rear (east) of the cricket pitch and include into the wider allocation of HG2-41 (see para 4.4.3 above)
d	4255(Calverly Lane, Horsforth) (0 capacity) officers have reconsidered this site and reduced the boundary to exclude the southern end and include into the wider allocation of HG2-41 (see para 4.4.3 above)

Changes to housing allocations summary:

4.4.6 The total dwelling capacity from allocated sites sees a net increase of 95 dwellings.

Housing allocations summary:

4.4.7 The total capacity from housing allocations has gone from 1855 in the Publication Draft Plan to 1857.

Overall summary for housing in North:

HMCA target: 6,000			Total	+/- target
I	Identified sites total	Housing allocations		
Publication Draft Plan	4033	1855	5888	-112
Post Publication consultation	4072	1857	5983	-17

Employment

Offices:

Identified office sites update:

a	There are no new sites with planning permission.
b	There are no sites where new planning permissions have been granted which change the capacity of the site.

Identified office sites summary:

4.4.8 The total office capacity from identified sites has no change.

Changes to office allocations:

4.4.9 No changes are proposed to the boundaries or capacities.

New office site submissions:

4.4.10 There have been no new site submissions for offices in North.

Office allocations summary:

4.4.11 The office capacity of existing allocations sees no change from the Publication Draft.

Overall summary for offices in North:

4.4.12 The total capacity of offices has no change as compared to what is in the Publication Draft Plan.

	Identified sites total (sq m)	Office allocations (sqm)	Total (sq m)
Publication Draft Plan	52,937	7,000	59,937
Post Publication consultation	52,937	7,000	59,937

General Employment:

Identified general employment sites update:

a	There are no new sites with planning permission
b	It is proposed to delete EG1-12 Premises Of J W Hinchliffe Scrap Yard Weaver Street following representation stating that this site has current use and also a safeguarded NRW site.

Identified general employment site summary:

4.4.13 The total general employment capacity from identified sites has seen a net reduction of 0.28ha in the Publication Draft Plan to 0.95ha.

Changes to general employment allocations:

4.4.14 There is no employment allocation in the North HMCA.

New general employment site submissions:

4.4.15 No new sites for general employment use have been submitted in North.

General employment allocation summary :

4.4.16 The general employment capacity of existing allocations sees a net reduction of 0.28 ha from 1.23ha in the Publication Draft Plan to 0.95 ha.

Overall summary for general employment in North:

	Identified sites total (ha)	General employment allocations (ha)	Total (ha)
Publication Draft Plan	1.23	0	1.23
Post Publication consultation	0.95	0	0.95

Green space:

4.4.17 Changes are proposed to the following green space sites

a	Designate new site G1921 (Potternewton Lane) as green space.
b	G1822 (Willow Road – Rising Sun POS) lies within Inner and North HMCA. The part that lies within Inner has been discussed in relation to proposals on Burley Liberal Club. No change is proposed to the part that lies in the North HMCA.

4.5 Outer South East

Retail

4.5.1 All retail representations pertaining to Outer South East HMCA have been covered in the earlier DPP meeting on the 5th April 2016. There is nothing further to raise as part of this Panel.

Housing

Identified sites update:

a	There is one new site with planning permission (HG1- 472 Ledston Hall, Hall Lane, Ledston
b	There is one existing site where new planning permission has been granted which changes the capacity of the site (MX1-27 Station Road, Allerton Bywater)

4.5.2 Identified sites summary:

4.5.3 The total dwelling capacity from identified sites has seen a net increase of 50 from 1302 in the Publication Draft Plan to 1352.

Changes to housing allocations:

4.5.4 Changes are proposed to the boundaries or capacities of the following sites:

a	HG2-124 (Stourton Grange Farm South, Selby Road – Ridge Road, Garforth): Redraw site boundary to include additional land to the south west (up to the
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	A63, Selby Road). No change to capacity.
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4.5.5 Changes are proposed to the site requirements of the following sites:

a	<p>HG2-124 (Stourton Grange Farm South, Selby Road – Ridge Road, Garforth):</p> <ul style="list-style-type: none"> - Add new site requirement to provide mitigation to protect Roach Lime Hills SSSI - Amend the site requirement to include a landscape buffer to the east to help retain physical separation of Garforth and Micklefield. - Amend the Local Highway Network site requirement to include reference to the fact ‘development will be required to contribute towards any identified improvement schemes as agreed with Leeds City Council and Highways England.’ - Add site requirement stating that a 15 metre strip of land following the line of the water mains should be protected from development. <p>HG2-127 (Newton Farm, Micklefield):</p> <ul style="list-style-type: none"> - Add new site requirement to provide mitigation to protect Micklefield Quarry SSSI - NE to respond <p>HG2-128 (Selby Road/Leeds Road, Kippax):</p> <ul style="list-style-type: none"> - Add new site requirement to provide mitigation to protect Roach Lime Hills SSSI - NE to respond
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New housing site submissions:

4.5.6 9 new housing sites have been submitted. Of these, 3 sites (5255, 5289 and 5298) have been amalgamated into HG2-124 (see para. 4.5.4 for details). Of the remaining 5 sites, 1 is proposed for allocation:

a	HG2-235 Stocks Blocks site, Ninelands Lane, Garforth (240 units)
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Changes to housing allocations summary:

4.5.7 The total dwelling capacity from allocated sites sees a net increase of 240 dwellings.

Housing allocations summary:

4.5.8 The total capacity from housing allocations has gone from 2778 in the Publication Draft Plan to 3018.

Overall summary for housing in Outer South East:

HMCA target: 4,600			Total	+/- target
I	Identified sites total	Housing allocations		
Publication Draft Plan	1302	2778	4080	-520
Post Publication consultation	1352	3018	4370	-230

Employment

Offices:

Identified office sites update:

a	There are no new sites with planning permission.
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Identified office sites summary:

4.5.9 The total office capacity has no change.

Changes to office allocations:

4.5.10 No changes are proposed to the boundaries or capacities.

New office site submissions:

4.5.11 There have been no new site submissions for offices in Outer South East.

Office allocations summary:

4.5.12 The office capacity of existing allocations has no change.

Overall summary for offices in Outer South East:

4.5.13 The total capacity of offices remains 18,100 sqm, same to what is in the Publication Draft Plan.

	Identified sites total (sq m)	Office allocations (sqm)	Total (sq m)
Publication Draft Plan	18,100	0	18,100
Post Publication consultation	18,100	0	18,100

General Employment:

Identified general employment sites update:

a	There are no new sites with planning permission
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Identified general employment site summary:

4.5.14 No change on identified general employment site in Outer South East.

Changes to general employment allocations:

4.5.15 No changes are proposed to the boundaries or capacities.

New general employment site submissions:

4.5.16 No new sites for general employment use have been submitted in Outer South East.

General employment allocation summary :

4.5.17 The general employment capacity of existing allocations has no change.

Overall summary for general employment in Outer South East:

	Identified sites total (ha)	General employment allocations (ha)	Total (ha)
Publication Draft Plan	33.84	0	33.84
Post Publication consultation	33.84	0	33.84

Green space:

4.5.18 No changes are proposed to green space in Outer South East.

4.6 Outer South West

Retail

4.6.1 In response to the significant local objection on lack of community facilities and services, it is considered a new local centre in West Ardsley would be necessary to support the new housing allocations. Further assessment has taken place on the location, size and phasing of the proposed housing allocations in West Ardsley area, and HG2-167 appears to be the most suitable and possibly deliverable site to accommodate the new local centre. It is proposed to add a new Site Requirement for a Local Centre to be provided on HG2-167. The new Site Requirement is proposed to state: "In accordance with Core Strategy Policy P7, creation of a new local centre to support the residential growth on this site is required. A range of supporting retail and commercial use/services will be supported in line with Policy P2."

Housing

Identified sites update:

a	There are 5 new sites with planning permission (HG1-467 Former Railway PH, Moor Knoll Lane, East Ardsley, HG1-478 Land along Park Wood Road, Beeston, HG1-487 Freedom House, 111 Bradford Road, Tingley, HG1-516 Rein Road (32-34) Morley and HG1-513 Bruntcliffe Road and Scott lane, Morley Leeds LS27
b	There are 5 existing sites where new planning permissions have been granted which change the capacity of the site (site refs HG1-333 Nethertown Pig Farm, Old Lane, Drighlington, HG1-356 Sharp Lane A, HG1-376 Blackgates, Bradford Road, Tingley, HG1-390 Ardsley Common, Bradford Road, and HG1-514, formerly HG2-154 Albert Drive, Lower Moor Farm, Morley)
c	There are 2 deleted sites: HG1-326 is proposed to be deleted as development was completed before the April 2012 start date. HG1-355 Acre Mount Middleton is proposed to be deleted because majority of site proposed for new school.

4.6.2 Identified sites summary:

4.6.3 The total dwelling capacity from identified sites has seen a net increase of 383 from 2265 in the Publication Draft Plan to 2648.

Changes to housing allocations:

4.6.4 Changes are proposed to the boundaries or capacities of the following sites:

a	HG2-141 Westland Road is proposed to be deleted because site is in process of obtaining planning approval for general employment hence housing no longer deliverable. This site is now EG2-26.
b	HG2-150 Churwell (land to the east of) LS27 is proposed to make minor boundary change to take existing dwellings out of the allocation and subsequently loss of 8 units.
c	HG2-157 Britannia Road Morley is proposed for minor site boundary change and subsequent capacity increase of 5 units reflecting recent planning approval on adjacent site EG1-73.
d	HG2-158 Tinglely Mills, Tingley Common, Morley, is proposed to increase site capacity from 36 to 100 units following representation and further assessment.

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

	HG2-156 – site requirement to be amended following representation from Historic England.
a	A new site requirement is proposed on HG2-167 to provide a new Local Centre.
b	HG2-168 site requirement on Listed Buildings is proposed to be removed following representation from Historic England.
c	Two new site requirements are proposed to HG2-170 Land off Haigh Moor Road , for green space to enable long distance views to the east to be provided and a requirement to retain or re provide the public car park.
d	HG2-171 - it is proposed to update the Site requirement on Local Highways Network following Highways England's representation.

New housing site submissions:

4.6.6 10 new housing sites have been submitted. 2 are proposed for allocation. In addition, part of previously discounted site 5165 was also submitted, proposed for allocation:

a	HG2-231- Throstle Terrace (0.56ha, 20 units)
b	HG2-232 - Towcester Avenue (1.41ha, 44 units)
c	HG2- 233 Moor Knoll Lane (0.36 ha, 11units) (part of site 5165)

Changes to housing allocations summary:

4.6.7 The total dwelling capacity from allocated sites sees a net decrease of -178 dwellings.

Housing allocations summary:

- 4.6.8 The total capacity from housing allocations has gone from 4512 in the Publication Draft Plan to 4334.

Overall summary for housing in Outer South West:

HMCA target: 7,200			Total	+/- target
I	Identified sites total	Housing allocations		
Publication Draft Plan	2265	4512	6777	-423
Post Publication consultation	2648	4334	6982	-218

Employment

Offices:

Identified office sites update:

a	There are no new sites with planning permission.
b	There are no sites where new planning permissions have been granted which change the capacity of the site.

Identified office sites summary:

- 4.6.9 The total office capacity from identified sites has seen no change from what is in the Publication Draft Plan.

Changes to office allocations:

- 4.6.10 No changes are proposed to the boundaries or capacities of office allocations in Outer South West.

New office site submissions:

- 4.6.11 There have been no new site submissions for offices in Outer South West.

Office allocations summary:

- 4.6.12 The office capacity of existing allocations sees no change from what is in the Publication Draft Plan.

Overall summary for offices in Outer South West:

- 4.6.13 The total capacity of offices has gone from x sqm in the Publication Draft Plan to x sqm.

	Identified sites total (sq m)	Office allocations (sqm)	Total (sq m)
Publication Draft Plan	19,316	0	19,316
Post Publication consultation	19,316	0	19,316

General Employment:

Identified general employment sites update:

a	There are 2 new sites with planning permission (EG1-71 Capital House, Bruntcliffe Way, Morley, EG1-69 Leeds College of Building, Parkside Lane)
b	In response to recent planning permission for housing, EG1-54 (Hub 62 Bruntcliffe Road Morley LS27) is proposed to be deleted and superseded by HG1-513.
c	The north western part of EG1-56 (Plots 210-220 Howley Park Ind Est Morley) (an area of 2.28ha) is proposed to be taken out and merge with the former EG2-18 to reflect recent planning permission for general employment use. As a result, site boundary and capacity of EG1-56 is reduced by 2.28ha. See Para 4.6.15 (c).
d	EG1-73 (Land at Howley Park Trading Estate, Morley) is proposed to replace the former EG2-18 and the north western part of EG1-56 in response to recent planning approval for general employment use. See Para 4.6.15 (c).
e	Cartographic modification is proposed to EG1-58 (Howley Park Industrial Estate Morley) which will change the site boundary and increase general employment capacity.
f	EG1-59 (Plot 460 Howley Park Ind Est Morley) is safeguarded Natural Resource and Waste Site. It is safeguarded and can only be developed in accordance with the safeguarding policy for mineral and waste site in the NRW LP. To avoid confusion on the land use, it is proposed that EG1-59 is deleted from SAP Identified Employment sites, and to be included in a new table of "List of NRW allocated sites that contribute to employment land requirement".
g	EG1-61 (Lingwell Gate Lane, Thorpe (west)) is safeguarded Natural Resource and Waste Site. It is safeguarded and can only be developed in accordance with the safeguarding policy for mineral and waste site in the NRW LP. To avoid confusion on the land use, it is proposed that EG1-61 is deleted from SAP Identified Employment sites, and to be included in a new table of "List of NRW allocated sites that contribute to employment land requirement".

Identified general employment site summary:

4.6.14 The total general employment capacity from identified sites has seen a net reduction of 2.66 ha in the Publication Draft Plan to 27.45 ha.

Changes to general employment allocations:

4.6.15 Changes are proposed to the boundaries or capacities of the following sites:

a	EG2-15 (Plots 2 & 3 Astra Park Parkside Lane Ls11) is proposed to be deleted as suggested by the Employment Land Review Update that majority of site being in use hence not available for allocation.
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b	EG2-16 (Parkside Lane Ls 11) is proposed to change boundary and site capacity following site assessment in the Employment Land Review Update. Whilst the site area is reduced from 3.7ha in the SAP PD to 3.40ha, the whole site is currently available, deliverable and achievable hence general employment capacity is proposed to increase from 1ha in SAP PD to 3.40ha.
c	EG2-18 (Land of former Woodkirk Quarries rear of 98 Britannia Rd Morley) is proposed to merge with the north western part of EG1-56 (Plots 210-220 Howley Park Ind Est Morley) to reflect recent planning permission for general employment use. EG2-18 is proposed to be deleted and replaced by a new site reference EG1-73.
d	EG2-19 Land Off Topcliffe Lane, Morley And to The North Of Capitol Park, Leeds is proposed to include additional line under Site Requirement - Conservation Area to safeguard the possible Non-Designated Heritage Assets.
e	Site formerly HG2-141 (Leeds College of Technology, Westland Road, Beeston, Leeds) is in the process of getting planning approval for manufactory use, which would make housing undeliverable. It is proposed to delete HG2-141, and allocate this site for general employment use with new site reference EG2-26.
f	Cartographic change is proposed to SAP PD on EG2-21 Lingwell Gate Lane, Thorpe, so that the site boundary in SAP is consistent to Proposals Map site boundary. Note the site area and general employment capacity remain the same.
g	It is proposed to change Site Requirement for EG2-23 to reflect Highway England's representations.

New general employment site submissions:

4.6.16 No new sites for general employment use have been submitted in Outer South West.

General employment allocation summary :

4.6.17 The general employment capacity of existing allocations sees a net increase of 2.80 ha from 63.02 ha in the Publication Draft Plan to 65.82 ha.

Overall summary for general employment in Outer South West:

	Identified sites total (ha)	General employment allocations (ha)	Total (ha)
Publication Draft Plan	30.11	63.02	93.13
Post Publication consultation	27.45	65.82	93.27

Green space:

4.6.18 Changes are proposed to the following green space sites:

a	G823 (Haigh Wood) is extended to the north and west, to the boundary with HG2-168.
b	G588 (Morley and Victoria Reservoir), G660 (Bright Street (behind)), and

	G1542 (Common Lane Allotments (south)) are deleted as they do not function as green space.
c	G828 (Throstle Terrace (2)) is deleted and allocated for housing (HG2-231).

Other considerations

Updated Sustainability Appraisal

- 4.7 All new site submissions have been subject to sustainability appraisal, using the same approach as other sites considered through the Site Allocations Plan process. A few of the scoring criteria have been revised in response to consultation comments from the Coal Authority on land instability and Historic England on the heritage value of sites. Appendix 3 outlines the SA of the new site submissions. An updated Sustainability Appraisal will be made available for Executive Board.

Further Technical work/Updates to Background Information

- 4.8 Background Papers will be updated as necessary and made available for Executive Board. These include updating of the Infrastructure Background Paper, particularly in respect of school provision and transport modelling, and the Flood Risk Sequential and Exceptions Test Background Paper.

Neighbourhood Plans (NP)

- 4.9 A number of Neighbourhood Plans (NP) are being prepared on the basis of sites proposed in the SAP Publication Draft in the full knowledge that changes may be made throughout the process of plan-making. Officers have been working with NP groups to advise on the SAP process and the content of plans and ensure conformity between different parts of the Local Development Framework.
- 4.10 There are a number of emerging Neighbourhood Plans in the HMCAs subject to this report. Those in Adel and Kippax are likely to undertake draft consultation in Summer/Autumn 2016. Proposed changes to the SAP arising from the recent consultation have been considered by officers alongside these emerging documents and it is the view of officers that there are no issues arising. Aireborough, Alwoodley and Garforth are all at early stages of NP preparation (including early consultation and evidence gathering). Officers have recently met with Morley Town Council who are considering whether a NP is appropriate for Morley and surrounding communities.

5 Corporate Considerations

5.1 Consultation and Engagement

- 5.1.1 The focus of this report has been to provide a summary of proposed changes for the Site Allocations Plan (SAP) Housing Market Characteristic Areas (HMCAs): Aireborough, North, Outer South East and Outer South West, where particular issues identified are considered to go to the soundness of the Plan. It is intended that these proposed changes (together with any technical updates), will be subject to a further stage of public consultation (pre-submission consultation), before the end of the year, prior to the submission of the Plan for independent examination.

- 5.1.2 The Report of Consultation will be updated and submitted to the Inspector.

5.2 Equality and Diversity / Cohesion and Integration

- 5.2.1 In the preparation of the Site Allocations Plan, due regard has been given to Equality, Diversity, Cohesion and Integration issues. This has included the completion of EDCI Screening of the SAP and meeting the requirements of the Strategic Environmental Assessment Directive, which has meant that these Plans are 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.

5.3 Council Policies and City Priorities

- 5.3.1 The Core Strategy, the Publication SAP, play a key strategic role in taking forward the spatial and land use elements of the Vision for Leeds and the aspiration to be the 'the Best City in the UK'. Related to this overarching approach and in addressing a range of social, environmental and economic objectives, these Plans seek to implement key City Council priorities. These include the Best Council Plan (2015 - 20) (in particular priorities relating to 'Supporting economic growth and access to economic opportunities', 'Providing enough homes of a high standard in all sectors', 'Promoting physical activity' and 'Enhancing the quality of our public realm and green spaces' and Breakthrough Projects including 'Housing growth and high standards in all sectors' and 'More jobs, better jobs').

5.4 Resources and value for money

- 5.4.1 The preparation of statutory Development Plan Documents or the Local Plan is a necessary but a very resource intensive process. This is due to the time and cost of document preparation (relating to public consultation and engagement), the preparation and monitoring of an extensive evidence base, legal advice and Independent Examination. These challenges are compounded currently by the financial constraints upon the public sector and resourcing levels, concurrent with new technical and planning policy pressures arising from more recent legislation (including the Community Infrastructure Levy and Localism Act). There are considerable demands for officers, members and the community in taking the Development Plan process forward.
- 5.4.2 For the Local Development Framework ('Local Plan') to be as up to date as possible, the Council now needs to produce the SAP as quickly as practicable, following the adoption of its Core Strategy. This is now crucially important, given the Government's statement for the need for local plans to be in place by 2017, with the threat of direct intervention if not. The SAP will provide value for money in that the Council will influence and direct where development goes. Without an up to date plan the 'presumption in favour of sustainable development' by the Government means that any development in conformity with national policy will be acceptable, regardless of any previous positions of the authority, which could have implications in terms of resources and value for money.

5.5 Legal Implications, Access to Information and Call In

- 5.5.1 The SAP will follow the statutory Development Plan process (Local Development Framework). The report is not eligible for call-in as no decision is being taken.

However, because the preparation of the Development Plan forms part of the Council's Budget and Policy Framework, the Plan changes will need to be considered by Scrutiny Board, prior to Executive Board.

5.6 Risk Management

- 5.6.1 Without current allocations Plans for Leeds MD in place, aspects of the existing UDP allocations will become out of date and will not reflect or deliver the Core Strategy Policies and proposals (including District wide requirements for Housing and General Employment Land) or the requirements of national planning guidance. Early delivery is therefore essential to enable the Council to demonstrate that sufficient land will be available when needed to meet the Core Strategy targets. Without an up to date plan the 'presumption in favour of sustainable development' by the Government means that any development or Neighbourhood Plan in conformity with national policy will be acceptable, regardless of any previous positions of the authority. The more the work progresses, the more material weight can be given to it. In addition, the Government has stated that they will intervene, unless Plans are in place by 2017.

6 **Conclusion**

- 6.1 The purpose of this report has been to provide members of the Development Plan Panel, with a summary review of the consultation outcomes for the Site Allocations Plan (SAP) Housing Market Characteristic Areas (HMCAs): Aireborough, North, Outer South East and Outer South West. Based on these outcomes and further technical work, a relatively limited number of changes are proposed, where issues raised are considered to go to the soundness of the Plan. Once all proposed changes to the Plan have been considered by DPP, these will in due course be reported to Executive Board (and then full Council), for pre-submission consultation, prior to the submission of the Plan for independent examination.

7 **Recommendation**

- 7.1 Development Plan Panel is invited to:

- i) consider the overall consultation outcomes, summarised in this report,
- ii) agree the proposed changes to the Site Allocations Plan, together with the updated sustainability appraisal report and other relevant supporting documents,
- iii) to recommend to the Executive Board that the proposed changes, the updated sustainability appraisal report and other relevant supporting documents, are approved for pre-submission consultation, prior to the submission of the Plan for independent examination.

Appendices

Appendix 1: Summary of representations by HMCA (Aireborough /North / Outer South East / Outer South West)

Appendix 2: Maps showing proposed boundary changes and new sites by HMCA Appendix (Aireborough /North / Outer South East / Outer South West)

Appendix 3: Sustainability Appraisal for proposed new employment and housing sites.