

Report of the Director of City Development

Report to Executive Board

Date: 21st September 2016

Subject: Site Allocations Plan Revised Publication Consultation for Outer North East

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Wetherby, Harewood, Alwoodley	<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. Leeds is recognised internationally and nationally, as a leading UK Core City and is a dynamic, compassionate, economically strong and ambitious City at the heart of the City Region. In taking forward priorities for regeneration, growth, infrastructure, and environmental enhancement, the Development Plan for Leeds has a key role to play in shaping the future form, location and overall pattern of development, in the allocation of land for Housing, Employment, Retail and Green space. In helping to meet these requirements and in delivering longer term aspirations, it is crucial therefore that Leeds has an up to date Development Plan in place.
2. The Leeds Core Strategy was adopted by the City Council on 12th November 2014. The Core Strategy takes forward the spatial and land use aspects of the Vision for Leeds and the Best Council Plan (in particular Priority 1: Supporting economic growth and access to economic opportunities, Priority 7: Provide enough homes of a high standard in all sectors and Priority 20: Enhancing the quality of our public realm and green spaces), in aspiring to be the 'Best City in the UK'. There are also links to the Council's breakthrough projects, including housing growth and high standards in all sectors, more jobs, better jobs and strong communities benefitting from a strong city.
3. The Site Allocations Plan (SAP) is intended to help deliver the Core Strategy policies over a plan period to 2028. The SAP is at an advanced stage of

preparation prior to submission to the Secretary of State for independent examination. In September to November 2015, representations were invited on the Publication Draft Plan. This stimulated engagement from nearly 10,000 interested individuals (with over 40,000 detailed representations on particular aspects of the Plan). Responses received have been considered and any implications on the SAP assessed.

4. The Aire Valley Leeds Area Action Plan required minimal and discrete amendments and in July 2016 the Executive Board agreed the submission of this Plan to the Secretary of State subject to Council resolution in September.
5. The Site Allocations Plan covers 11 Housing Market Characteristic Areas (HMCAs) and now requires Revised Publication Consultation to deal with a change in circumstances in the Outer North East HMCA. This was brought about by the withdrawal of a 3,000 – 5,000 home proposal at Headley Hall, Bramham, which formed 60% of the Outer North East's housing requirement and would render the plan unsound if progressed without alternative sites. The purpose of this report is to seek agreement of Executive Board to release Revised Publication Draft material for consultation on the Outer North East HMCA. Representations will be invited on these proposals, between late September and early November 2016.
6. Following the Revised Publication stage for Outer North East the SAP will be ready for submission to the Secretary of State. In line with the LDF regulations the Council is not required to undertake any further formal consultation on the SAP prior to submission. However, it has previously been the case in Leeds that pre-submission changes to the Development Plan are advertised for comment prior to Submission to the Secretary of State. This would enable people with an interest in the Plan to make any final representations on changes, directly to the appointed Inspector. Once the proposals for the Outer North East have been consulted upon and any pre-submission changes made, the SAP will be advertised as a consolidated whole document. This is timetabled for February/March of 2017 with the intention to submit the Plan at the beginning of April following Council approval during March 2017.
7. All pre submission changes for the whole of the Plan will be reported to Scrutiny Board and Executive Board, prior to advertising the pre-submission changes to the Site Allocations Plan.

Recommendation

8. Executive Board is invited to:
 - i) approve the publication of the revised draft Site Allocations Plan for the Outer North East HMCA, together with the sustainability appraisal reports and other relevant supporting documents for the purposes of public participation and to formally invite representations,

- ii) delegate authority to the Chief Planning Officer, in consultation with the Executive Member, to make any factual and other minor changes to the Revised Publication Plan for the Outer North East and supporting material, prior to public consultation.

1 Purpose of this Report

- 1.1 The purpose of this report is to seek Executive Board approval, for the revised Publication Draft Site Allocations Plan (SAP) proposals for the Outer North East (ONE) Housing Market Characteristic Area (HMCA) and for these proposals to be subject to a period of public consultation, in order to invite representations to be made. As noted in para. 5 above (Summary of main issues), it is necessary to bring forward revised proposals for the ONE HMCA following the withdrawal of the Headley Hall new settlement proposal, shortly before the commencement of the Publication draft consultation on the SAP in 2015. This is necessary for the SAP as a whole, to have reached the same stage of preparation (and therefore have the same status) prior to submission for independent examination.
- 1.2 Following consideration by the Development Plan Panel, on 19th July 2016, the focus of this report is to present the revised SAP proposals for the ONE HMCA to Executive Board for consideration prior to public consultation. The purpose of the report therefore is not to review in detail representations previously submitted but to set out the overall approach and content of the revised proposals.
- 1.3 As part of the review, analysis of representations previously submitted and the preparation of revised proposals, a number of factual and technical updates have also been made in relation to the HMCA and site information. This includes updated planning application approvals (up to 5th April 2016). These changes are detailed in the report below.

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.
- 2.3 At the 19th January meeting and subsequently at a meeting of DPP on 10th May specific outcomes of consultation relating to the AVLAAP were considered, and members agreed to proceed with that Plan in advance of the

SAP. Members will recall that the AVLAAP for submission was subsequently covered by Executive Board at its meeting in July 2016, where the Board was minded to recommend to Council that the Plan should be approved for formal submission to the Secretary of State for independent examination.

- 2.4 As part of the SAP public consultation in 2015, 1,407 responses were specifically received in relation to the proposals for the ONE HMCA. It should be emphasised however, that as part of the SAP consultation material, the City Council prepared an explanatory note, advising that as the Headley Hall new settlement proposals had been withdrawn, there would subsequently be a future opportunity to comment on revised proposals for ONE. As a consequence, this may have resulted in some potential interested parties not commenting at this stage.
- 2.5 The Headley Hall proposal included 3,000 homes alongside 7ha of employment land, within the plan period. Given its withdrawal, there is a need to undertake a second round of (Publication stage) consultation with a revised Publication Draft Plan for the Outer North East HMCA only. The proposals for this consultation are contained in this report. Subject to Executive Board approval, it is anticipated that representations will be invited on these proposals, between late September and early November. In line with the LDF regulations the Council is not required to undertake any further formal consultation on the SAP prior to submission. However, it has previously been the case in Leeds that pre-submission changes to the Development Plan are advertised for comment prior to Submission to the Secretary of State. This would enable people with an interest in the Plan to make any final representations on changes, directly to the appointed Inspector. Once the proposals for the Outer North East have been consulted upon and any pre-submission changes made, the SAP will be advertised as a consolidated whole document. This is timetabled for February/March of 2017 with the intention to submit the Plan at the beginning of April following Council approval during March 2017. Outer North East (ONE) Housing Market Characteristic Area (HMCA)

Overview

- 2.6 In January 2015, Development Plan Panel members considered potential development proposals across the ONE HMCA. There were particular planning reasons as to why a different approach was considered in this HMCA. These include: strategic issues relating to the use of brownfield land, the potential scale of Green Belt release and the merits of a new settlement. Within this context, a report was put before DPP members in regard to the Thorp Arch Trading Estate (TATE) and settlement proposals at Headley Hall, Bramham in June 2015. Members recommended that a new settlement at Headley Hall be supported and that TATE be recognised as an established mixed use site, outside of the settlement hierarchy, but with predominantly employment and retail uses serving the Outer North East. The TATE also contains parcels of undeveloped and underutilised land part of which have Nature Conservation designations. To that end, the Publication Draft SAP detailed the extent of the existing Thorp Arch Trading Estate on the Policies Map and retained previous undeveloped UDP employment allocations as identified SAP

allocations. Executive Board subsequently agreed this approach in July 2015 and these proposals formed the basis for consultation on the Publication Draft SAP.

- 2.7 Members will recall, that shortly before the commencement of the consultation on the Site Allocation Publication Draft plan in September 2015, the University of Leeds confirmed to the City Council that it no longer intended to promote the Headley Hall new settlement proposal. The public consultation ran its course and the withdrawal of the Headley Hall site was advertised to consultees. As a consequence of the Headley Hall removal, it has been necessary to consider alternative options for delivering the housing requirements within this part of the District.
- 2.8 This report therefore sets out a summary of the representations made on the proposed sites in the Publication Draft Plan and also proposes additional sites to remedy the removal of Headley Hall. This places the ONE HMCA in a procedural stage one step behind the rest of the Plan. Consequently, the Council has committed to a further stage of consultation on a revised Publication Draft for Section 3: Area Proposals: 6. Outer North East. This is included in Appendix 4. The Publication Draft proposals for ONE will be subject to a six week period of public consultation, prior to the pre-submission changes for the whole of the Plan being advertised for further comment. This period of consultation reflects the statutory minimum period set out in the LDF Regulations, but is two weeks shorter than was provided for the Plan as a whole at Publication stage. This is considered both necessary, in order to maintain progress with the SAP as a whole, and appropriate, given the focussed nature of the consultation. The timetable is covered later in this report.
- 2.9 Consultation arrangements will accord with those adopted for the previous Publication Draft Plan, including drop in events, to be held in the area so as to discuss the proposals with local people and interested parties. A draft consultation schedule has been included in Appendix 4 for information.
- 2.10 Members should note that all previous Publication Draft Plan material for the Outer North East HMCA will be consulted on again even where it has not changed from the material previously approved by Executive Board in July 2015. This is to ensure that the implications arising by the withdrawal of the Headley Hall site did not prejudice those who may have wished to comment at the previous stage but did not do so. In addition, the consultation material will emphasise that representors do not need to re-submit previous representations made, where changes have not occurred.
- 2.11 Under the previous 2015 SAP consultation, ONE 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 and the reliance on a new settlement bringing forward the majority of the housing need in this HMCA, and subsequently representations promoting new or previously discounted sites as alternatives to the withdrawn Headley Hall proposal. Whilst officers have considered all representations made (and all representations made will be 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. The ONE HMCA is reviewed under the topic areas of Retail, Housing, Employment and Green space. The report outlines changes proposed. Appendix 1 sets out the draft revised proposals for ONE. Appendix 2 sets out the sustainability appraisal of new sites and Appendix 3 sets out the draft consultation programme. Appendix 4

Retail

- 2.12 There are no retail changes to the report on Outer North East.

Housing

- 2.13 Reflecting the earlier discussions via Ward Members meetings, DPP and Executive Board, officers have assessed a number of alternative proposals for this HMCA. Representors and Ward Members remain concerned about the scale of development and the impact this has on the Green Belt and other greenfield sites. It is recognised that Green Belt land is sensitive and the debate has aimed to achieve a range of sites that have least impact on the purposes of Green Belt, whilst also recognising the Core Strategy aspirations to respect local character and identity.
- 2.14 A new settlement proposal, as a strategic approach and solution to new housing growth in the ONE HMCA, was an accepted approach as agreed by Executive Board in July 2015 and the Publication Draft Plan was published on the grounds that the Council had prepared a sound Plan. The Adopted Core Strategy also provides strategic support for such an option in Policy SP10. This states that the focus for Green Belt release should be around the main urban area, major settlements and small settlements, but that *“exceptionally, sites unrelated to the Main Urban Area, Major Settlements and Smaller Settlements, could be considered, where they will be in sustainable locations and are able to provide a full range of local facilities and services and within the context of their Housing Market Characteristic Area, are more appropriate in meeting the spatial objectives of the plan than the alternatives within the Settlement Hierarchy. Otherwise review of the Green Belt will not be considered to ensure that its general extent is maintained”*.
- 2.15 The withdrawal of Headley Hall meant that the ONE HMCA was in deficit by over 3,000 homes within the plan period (compared to a target for the ONE HMCA of 5,000 homes) and 7ha of employment land (which serves to support a District wide employment target). Following the withdrawal two ‘like for like’ alternative new settlement proposals were submitted to the Council – land at Becca Hall (subsequently called Becca Home Farm) and land at Parlinton Estate. The Thorp Arch Trading Estate has also been submitted as a predominantly housing led development rather than the current focus on established employment and retail uses. . Officers have now completed an assessment of the strategic housing options for ONE, based on the material received as part of the consultation, further site submissions and sites previously assessed. The strategic assessment of options for the ONE HMCA is set out below. Individual site assessments will be made available as part of

the consultation.

Thorp Arch Trading Estate

- 2.16 The idea of a new settlement at Thorp Arch Trading Estate (TATE) has been an aspiration of the landowners for over a decade, and previously promoted as part of the UDP Review, but there has yet to be a viable scheme which addresses local constraints. Various planning applications for residential schemes on this brownfield site have yet to come to a resolution, with deliverability and viability proving to be key challenges, alongside detailed highway, ecological, heritage and other material requirements. A planning application has been recently submitted to the Council for consideration for circa. 800 dwellings. TATE is recognised in the SAP as an established mixed use site with predominantly employment and retail uses serving the Outer North East. The TATE also contains parcels of undeveloped and underutilised land, part of which have Nature Conservation designations. To that end, the Publication Draft SAP detailed the extent of the existing Thorp Arch Trading Estate on the Policies Map and retained previous undeveloped UDP employment allocations as identified SAP allocations.
- 2.17 There are no changes to the overall allocation of TATE. Some very minor capacity changes are proposed to identified employment sites in the revised Publication Draft Plan for TATE. These are detailed below in ¶2.51.

New Settlement proposals

- 2.18 Two new proposals for housing and mixed uses at Becca Hall Farm and Parlinton have come forward as proposed large scale, strategic site allocations for new settlements as an alternative to Headley Hall.
- 2.19 Planning for a new settlement raises significant issues and the Headley Hall proposal was not without constraint, but on balance was considered to represent the best alternative option for the HMCA against alternatives. Similarly, a key outcome from the revised assessment is that both new settlement proposals have specific constraints as detailed below.

1) Becca Hall Farm

- 2.20 The site is of significant scale with a potential capacity for up to 4,000 dwellings (with a reduced capacity to be within the plan period). The proposal also suggests that employment land could be provided, details a new local centre and a new primary school, alongside new greenspace provision. The Becca Hall proposal was submitted during the consultation period on the Publication Draft Plan, although in March it was resubmitted with a revised boundary which removed the eastern part of the site around Becca Hall and relocated the site boundary westwards towards Barwick-in-Elmet and Potterton. The site then changed its name to Becca Hall Farm. The proposal is at an early stage and there are specific details which lack clarity, partly as a result of the boundary change.
- 2.21 Notwithstanding this, the development of the site is considered to have an

unacceptable impact on several significant heritage assets as well as the surrounding wider historic environment, which includes the character of the hamlet of Potterton. The site is situated within a Special Landscape Area and contains some of the highest quality accessible landscape in Leeds with footpaths crossing the site at various points. The proposed site is readily visible and prominent from key viewpoints from surrounding roads, public footpaths and nearby settlements and would have a significant adverse impact on this sensitive landscape setting. To that end, the site is a significant incursion into the Green Belt and would have a substantial impact on Green Belt principles. This impact would be further exacerbated by the future expansion areas which have been requested to be considered for removal from the Green Belt.

- 2.22 The site is some way from a public transport hub and scores poorly in terms of accessibility. Highways England has raised concerns on the impact of this level of development on the strategic highways network.
- 2.23 On the basis of the proposal received and assessments carried out this site is not considered suitable for allocation as a new settlement.

2) Parlington

- 2.24 The Parlington site is again of significant scale with a potential capacity for up to 5,000 homes (with a reduced capacity of 1,850 within the plan period, on the basis of particular build out rates and lead-in times). The site was submitted after the close of the Publication Draft SAP consultation. The land is in a single ownership. The proposal would deliver school provision and employment land near the junction of the M1 as well as extensive green spaces, which are also intended to open up the heritage assets on the site. The promoters also state there is the potential to provide an on-site renewable energy facility to make use of the extensive woodland, which is managed across the estate.
- 2.25 Based on the technical assessment, whilst not without challenges, a new freestanding settlement in this location could be planned to meet garden village principles. Development of the site would create a significant incursion within the Green Belt and the site currently performs an important role in safeguarding the countryside from encroachment. However, the majority of development would be located behind the substantial mature woodland belts which cross and screen the site. Without mitigation the scale of development will have significant impact on a number of heritage assets across the site. . The site contains a SEGI (Site of Ecological and Geological Interest, designated in the UDP) and is in an area of Special Landscape which will need to be mitigated. Further scope exists for significant landscaping works to be incorporated into any scheme, which will help to contain the development in the long term. Members may also recall that Parlington was previously allocated as part of the UDP Review as an opportunity for outdoor recreation and leisure.
- 2.26 The site would have to develop an appropriate public transport scheme given its current poor accessibility. This should involve supporting the rail stations

at Garforth. There are concerns about the level of local traffic which may arise on the local network, especially in Garforth and these will need to be addressed. Highways England has raised concerns on the impact of this level of development onto the strategic highways network. This concern will also need to be addressed.

- 2.27 The Outer North-East area is already characterised by numerous free standing settlements. If developed the new settlement would be situated equi-distance from neighbouring villages of Aberford and Barwick-in-Elmet and is separated from Garforth to the south by the M1. As such no merging of settlements will occur, but it would reduce the Green Belt gap between settlements.
- 2.28 On the basis of the proposal received and assessments carried out this site is considered to be a sustainable housing site subject to further masterplanning work which addresses the site requirements in **Appendix 1**.
- 2.29 Changes are therefore proposed in the revised Publication Draft Plan which allocates this site as a mixed use site for housing and employment. It should be noted that the build out rates applied to Parlington may be exceeded during the plan period. The SAP will therefore allocate the site for a minimum delivery of 1,850 homes up to the end of March 2028. Any additional housing provided will assist the Council in ensuring a robust buffer of housing.
- 2.30 The Core Strategy Policy SP10 states that stand alone settlements must be “within the context of their Housing Market Characteristic Area, [be] more appropriate in meeting the spatial objectives of the plan than the alternatives”. On its own it is considered that Parlington does not achieve this objective because it focusses a significant level of housing development in a part of the HMCA, which has little affinity with Wetherby (which is identified as a Major Settlement in the Core Strategy). In his report the Core Strategy Inspector noted that growth in the HMCA should support the settlement of Wetherby¹. To that end, it is proposed that revised draft proposals for the ONE HMCA must also contain allocations in or around Wetherby (see below).

Smaller Settlements

- 2.31 The SAP previously discounted the allocation of a range of medium and large scale sites across the hierarchy of settlements in the ONE HMCA. Given the previous endorsement by Ward Members, DPP and Executive Board for a new settlement it is considered that these sites can remain discounted. Their allocation would see significant impact on the character of these settlements, raise concerns around local infrastructure necessary to support growth and impact upon surrounding countryside. Their allocation would also necessitate a need to identify new replacement safeguarded land.
- 2.32 There are a number of sites which have been assessed. They include

¹ “Wetherby is by far the largest settlement in the Outer North East HMCA which is mainly rural with small villages. It is for the Site Allocations Plan to make allocations but by directing 5,000 new homes to Outer Leeds the Core Strategy clearly allows for development to meet the needs of the town”

previously safeguarded land sites subject of appeals, such as:

- Grove Road, Boston Spa (currently subject of a High Court challenge against the determination of the Secretary of State to grant planning permission for housing on appeal)
- Leeds Road, Collingham (currently awaiting determination by a planning inspector and the Secretary of State following an appeal in March 2016)
- Land East of Scholes (subject of an appeal which was later withdrawn by the applicants, who considered the SAP as the most appropriate route to debate the merits of the site)

2.33 On balance given all these considerations, for this HMCA, the option of a new stand-alone settlement is considered to be the most sustainable option. That is not to say that these settlements will not receive any new development to assist in meeting local needs. The Publication Plan detailed a number of smaller allocations and identified sites throughout these settlements and there are also some additional sites to be allocated following consultation (see below).

Extensions to Wetherby

2.34 There is a need to consider provision of housing in the major settlement of Wetherby. Options for the expansion of Wetherby are limited due to physical constraints, however the Council has, in considering revised approaches to the ONE HMCA, looked again at previously submitted sites which formed extensions to this major settlement.

2.35 An extension to the east of Wetherby has been assessed. This extension was previously assessed as three individual sites, which were originally “amber” at the SAP Issues and Options stage due to a number of constraints and which were also considered to be not necessary to meet HMCA requirements, given the Headley Hall development. In light of the withdrawal of that site, and the need to ensure that the new settlement proposal at Parlington is supplemented by development which better reflects the needs of the wider HMCA, these sites are considered to be suitable for allocation for housing as a comprehensive expansion to Wetherby with site constraints addressed through site requirements.

2.36 The site is currently located in designated Rural Land and therefore has no Green Belt impact (although as part of the SAP the re-designation of Rural Land as Green Belt is proposed). It forms an extension along a main highway and is considered to have reasonable access to the town centre and local services and would provide a new primary school as well as other supporting uses.

Conclusions on Housing options for the ONE HMCA

2.37 DPP consider that a significant proportion of the supply of new development

(housing and employment) in the Outer North-East HMCA is best achieved through the planning of a purpose built new settlement. The new freestanding settlement could be planned to meet garden village principles and provides a unique opportunity to deliver comprehensive large scale development including high quality new homes, local employment opportunities, new community green spaces and a range of supporting community services and infrastructure within an attractive environment. The allocation of a strategic new settlement site as part of the overall portfolio of allocations is considered to represent the best way of achieving sustainable development whilst meeting the identified development needs of the Outer North East HMCA. Only part of the settlement will be delivered within the plan period; however the site can help to ensure the stable delivery of housing in the longer term.

2.38 The alternative new settlement proposal at Parlington is located in a geographically different area of the HMCA, much closer to the housing market area of Garforth, than Wetherby. Both these considerations have led to the recommendation that it is necessary to balance out growth across the HMCA, in particular looking at the role of supporting the major settlement of Wetherby. There will also be a need for the proposers of Parlington to demonstrate that the delivery of their site will not jeopardise other strategic sites in the neighbouring housing markets of Garforth and East Leeds where strategic major expansions are proposed as part of the SAP. Delivery at Parlington also needs to be set within a realistic and deliverable timetable of phased housing growth, which includes detail of necessary up front infrastructure so as to ensure that the new settlement is a sustainable location from the start. In this way the generation of local trips outside of the settlement can be minimised.

2.39 To support the allocation of a strategic new settlement site as part of the overall portfolio of allocations previously agreed for ONE HMCA, a number of other new site suggestions are recommended so as to ensure a balanced portfolio of housing options in the HMCA. These are detailed below:

Additional New allocations

2.40 The land to the east of Wetherby (combining three previously discounted sites) (Site HG2-226) and HG2-225 (Land at the Rowans) are proposed. A small extension to site HG2-20 (Mecure Hotel) is also proposed following the submission of a new site at Micklewaite Farm. In addition, the Homes & Communities Agency (HCA) has promoted an area of vacant land north of Wealston Prison (situated in between existing residential properties and Thorp Arch Trading Estate) (site HG2-227). These four sites, alongside a new sustainable settlement at Parlington (MX2-39); as well as the proposed changes (as identified in Appendix 2 and summarised below), form a revised solution for housing growth in the ONE HMCA. The proposed new allocations within the Green Belt (or proposed Green Belt) have resulted in consequential changes to the Green Belt boundary.

Summary ONE HMCA Updates and Revised Proposals

Identified sites update:

a	There are no new sites with planning permission, although HG1-53 (Spenn Common Lane) which was a previously identified site and Options has been reinstated following the deletion of the Headley Hall strategic allocation. Capacity 9 units.
b	There are 3 sites where a new planning permission has been granted which changes the capacity of the site (HG1-27: Linton Springs, Sicklinghall Road, Linton; HG1-37: Churchfields, Boston Spa and HG1-41: Harewood Village Farm)
C	There are 2 sites that are to be deleted. (HG1-29: Linton Road-Raintree Lodge, Wetherby and HG1-30: Wetherby Health Centre)

Identified sites summary:

- 2.41 The total dwelling capacity from identified sites has seen a net reduction of 39 from 1530 in the Publication Draft Plan to 1491. This is due to a small number of previously identified sites been built out for different uses or reduced housing numbers. Details of these changes can be found in Appendix 4.

Changes to housing allocations

- 2.42 Changes are proposed to the inclusion, boundaries or capacities of the following sites:

a	MX2-33 (Headley Hall) is now deleted
b	HG2-22 and HG2-23 (Church Street, Boston Spa) are to be merged. The combined capacity remains the same 36 units.
c	HG2-26 (Wetherby Road - Scarcroft Lodge, Scarcroft). The capacity is to be reduced from 130 to 100 to reflect the restriction of a "Major developed site in the GB" - developing only the developed parts of the site.
d	Previously discounted sites 1233/2158/3125 (Sandbeck Lane, Wetherby/Sandbeck wood (south of), Wetherby/Carr Lane, Wetherby) are to be merged and allocated for housing (HG2-226: East of Wetherby) with a combined capacity of 1080.
e	The site boundary of HG2-20 (Mercure Hotel, Wetherby) has been extended to the west to incorporate new SHLAA site 5263. The new capacity of the site is 86 units, an increase of 19 units.

- 2.43 Changes are proposed to the site requirements of the following sites:

a	HG2-19 Land at Sandbeck Lane Wetherby additional flood risk site requirement added following flood risk assessment work.
b	HG2-22 (merged with HG2-23). The conservation Area site requirement has been amended following further assessment – set out in the Heritage Background Paper.
c	New site HG2-226 (merging previous discounted sites 1233/2158/3125) – site requirements added, including the preparation of a comprehensive

	design brief to be agreed prior to the development of the site. To consider pedestrian and cycle linkages to Wetherby town centre; the opportunity to retain and enhance key landscape and provision of a 2 form entry primary school.
--	--

New housing site submissions

2.44 16 new housing sites have been submitted. 4 are proposed for allocation:

a	5263 - Land at Micklethwaite Farm, Wetherby. Capacity 19. Incorporated within the extended HG2-20 site (overall capacity 86).
b	HG2-225 - Land at the Rowans, Wetherby. Capacity 18
c	HG2-227 – Land at Wealstun Prison, Wetherby. Capacity 142
d	MX2-39 – Parlinton Estate, Aberford. Capacity 1850

2.45 An additional site submission at Deighton Banks, Harrogate, north of Wetherby was submitted. As this site lies outside Leeds administrative boundary it cannot be included in the SAP. Discussions have taken place between Leeds and Harrogate through Duty to Cooperate and both authorities have agreed the site is not suitable for allocation within this round of development plans work.

Housing allocations summary

2.46 The total capacity from housing allocations has gone from 3,437 (Headley Hall included) in the Publication Draft Plan to 3,512.

Overall summary for housing in Outer NE:

HMCA target: 5000			Total	+/- target
	Identified sites total	Housing allocations		
Publication Draft SAP	1530	3437	4967	-33
Post Publication consultation	1491	3516	5007	7

Employment

Offices

Identified office sites update:

a	There is one new site with planning permission (EO1-40: Park Hill Farm, Walton Road Wetherby, 1050 sqm.
b	There are no sites where new planning permissions have been granted which change the capacity of the site.

Identified office sites summary:

- 2.47 The total office capacity from identified sites has seen a net increase of 1,050 sqm from 579 sqm in the Publication Draft Plan to 1,629 sqm.

Changes to office allocations:

- 2.48 No office allocations are proposed in Outer North East

New office site submissions:

- 2.49 There have been no new site submissions for offices in Outer North East

Office allocations summary:

- 2.50 No office allocations are proposed in Outer North East

Overall summary for offices in Outer North east

- 2.51 The total capacity of offices has gone from 579 sqm in the Publication Draft Plan to 1,629 sqm.

	Identified sites total (sqm)	Office allocations (sqm)	Total (sqm)
Publication Draft SAP	579	0	579
Post Publication consultation	1,629	0	1,629

General Employment:

Identified general employment sites update:

a	There is one new site with planning permission (EG1-68 Unit 204 Avenue C Thorp Arch Estate, Wetherby, 1.12ha.
b	EG1-8 (Land at Rudgate Walton Wetherby). New planning information results in a capacity change from 0.12ha to 0.37ha – 0.25ha increase.
c	EG1-9 (Units 512 & 515 Thorp Arch Trading Estate). New planning information results in a capacity change from 1.64ha to 1.90ha – 0.26ha increase.

Identified general employment site summary:

- 2.52 The total general employment capacity from identified sites has seen a net increase of 1.63 ha in the Publication Draft Plan to 21.55 ha.

Changes to general employment allocations:

- 2.53 Following the withdrawal of MX2-33 - Headley Hall Farm, the allocated 7ha of general employment land became undeliverable.

New general employment site submissions:

a	The new site submission at Parlinton Estate, Aberford (MX2-39) is proposed as a mixed-use site with 11.50 ha of general employment.
b	New site submission at Park Hill Business Park (EMP00340, 7.07ha) is rejected. Details are included within the addendum to the Employment Background Paper.

General employment allocation summary

- 2.54 The general employment capacity of existing allocations sees a net increase of 4.5 ha from 7 ha in the Publication Draft Plan to 11.5ha.

Overall summary for general employment in:

	Identified sites total (ha)	General employment allocations (ha)	Total (ha)
Publication Draft Plan	19.92	7	26.92
Post Publication consultation	21.55	11.50	33.05

Green space:

- 2.55 The following 7 green space sites are deleted:

a	Sites G1456, G1457, G1468, G1555, G1559 are deleted consequential to the housing allocation HG2-227 (Wealstun Prison)
b	G1645 (Shadwell Lane) is deleted as it no longer functions as green space.
c	G1763 (Shadwell Cricket Ground) is deleted as it no longer functions as green space.

- 2.56 Boundary changes are made at 2 greenspace sites:

a	G1463 (Thorp Arch Grange) - is altered to reflect recent planning permission and that part of the site does not function as publicly accessible green space.
b	G1464 (Leeds United Training Ground) - is altered to reflect recent planning permission.

3 Corporate Considerations

3.1 Consultation and Engagement

- 3.1.1 The focus of this report has been to provide a summary of the revised proposals for the ONE HMCA. As outlined in this report, these proposals will be subject to a 6 week period of consultation (September – October), consistent with the LDF Regulations and will be targeted on the ONE HMCA. A draft consultation programme is included at **Appendix 3** to this report for information. Following the review of representations received, as noted

above, it is intended to advertise a consolidated set of pre-submission changes to the SAP for comment, prior to the formal submission of the Plan for independent examination.

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

3.2 Equality and Diversity / Cohesion and Integration

3.2.1 In the preparation of the SAP, 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. Nevertheless, an EDCI Screening (Appendix 5) has been undertaken on the proposed site allocations for ONE. Equality, diversity, cohesion and integration issues are being considered as part of the preparation of the plan and through the sustainability appraisal work.

3.3 Council Policies and Best Council Plan

3.3.1 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').

3.4 Resources and value for money

3.4.1 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.

3.4.2 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.

3.5 Legal Implications, Access to Information and Call In

3.5.1 The SAP will follow the statutory Development Plan process (Local Development Framework). 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, before the Plan is submitted for independent examination. Within this context, this report is not eligible for Call In.

3.6 Risk Management

3.6.1 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.

4 Conclusions

4.1.1 The focus of this report is to seek Executive Board approval, for the revised Publication Draft Site Allocations Plan (SAP) proposals for the Outer North East (ONE) Housing Market Characteristic Area (HMCA) and for these proposals to be subject to a period of public consultation, in order to invite representations to be made. As noted in para. 5 above (Summary of main issues), it is necessary to bring forward revised proposals for the ONE HMCA following the withdrawal of the Headley Hall new settlement proposal, shortly before the commencement of the Publication draft consultation on the SAP in 2015. This is necessary for the SAP as a whole, to have reached the same stage of preparation (and therefore have the same status) prior to submission for independent examination.

4.1.2 As outlined in this report, following the conclusion of the public consultation on the revised proposals for the ONE HMCA, it is the City Council's intention to advertise to advertise a consolidated set of pre-submission changes for comment, prior to the submission of the SAP for independent examination in 2017.

5 Recommendation

5.1 Executive Board is invited to:

- i) approve the publication of the revised draft Site Allocations Plan for the Outer North East HMCA, together with the sustainability appraisal reports and other relevant supporting documents for the purposes of public participation and to formally invite representations,
- ii) delegate authority to the Chief Planning Officer, in consultation with the Executive Member, to make any factual and other minor changes to the Revised Publication Plan for the Outer North East and supporting material, prior to public consultation.

6 Appendices

Appendix 1: Revised Publication Draft (Section 3: Area Proposals) 6. Outer North East.

Appendix 2: Sustainability Appraisal Addendum (ONE new sites).

Appendix 3: Draft public consultation programme.

Appendix 4: Schedule of main changes between Publication (previously agreed by Executive Board (July 2015) and Revised Publication Draft Site Allocations Plans for the ONE (subject of this report)

Appendix 5: Equality, Diversity, Cohesion and Integration screening (EDCI).

7 Background documents²

- Publication Draft Plan Background Paper: Employment (2015) (plus Addendum for ONE HMCA (2016))
 - Publication Draft Plan Background Paper: Green space (2015) (plus Addendum for ONE HMCA (2016))
 - Publication Draft Plan Background Paper: Housing (2015) (plus Addendum for ONE HMCA (2016))
 - Publication Draft Plan Background Paper: Green Belt Review (2015) (plus Addendum for ONE HMCA (2016))
 - Publication Draft Plan Background Paper: Infrastructure (2015) (plus Addendum for ONE HMCA (2016))
-

- Publication Draft Plan Background Paper: Flood Risk Sequential Test (2015) (plus Addendum for ONE HMCA (2016))
- Publication Draft Plan Background Paper: Duty to Co-operate (2015) (plus Addendum for ONE HMCA (2016))
- Revised Publication Draft Plan for ONE Background Paper: Heritage (2016)
- Habitats Regulation Assessment Screening Addendum for ONE HMCA (2016)

² The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works. Where updates have been made to the background papers these are presented as Addendums to the original Publication Draft (2015) version.