

Public Document Pack

EXECUTIVE BOARD – 7TH NOVEMBER 2012

AGENDA ITEM 17 – LDF CORE STRATEGY – SUPPLEMENTARY INFORMATION

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To: Members of the Executive Board

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6th November 2012

Dear Councillor

EXECUTIVE BOARD – 7TH NOVEMBER 2012 – AGENDA ITEM 17, ‘LDF CORE STRATEGY: PRE-SUBMISSION CHANGES FOR CONSULTATION’

Please find enclosed the following documents which are in relation to the above agenda item, scheduled to be considered by Executive Board on 7th November 2012:-

- A document detailing the comments of Scrutiny Board (Sustainable Economy and Culture), following the Scrutiny Board’s consideration of the LDF Core Strategy (Pages 1-2 refer);
- A document detailing the comments of Scrutiny Board (Health and Wellbeing and Adult Social Care) following the Scrutiny Board’s consideration of the LDF Core Strategy (Pages 3-8 refer);
- Appendices 1-3 received from the directorate which detail further proposed changes to the LDF Core Strategy Pre-Submission Draft (Pages 9-11 refer).
- An updated version of the Key Diagram as received from the directorate.

These documents have been submitted following the despatch and publication of the Executive Board agenda. I would therefore be very grateful if you could attach the enclosed documents to your agenda papers for this meeting, and you may wish to have regard to them when considering the related report.

Yours sincerely

Gerard Watson
Senior Governance Officer

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Scrutiny Board (Sustainable Economy and Culture)

1 November 2012

Local Development Framework – Core Strategy

Comments to Executive Board

The Scrutiny Board (Sustainable Economy and Culture) met on 1 November to consider the Core Strategy, as part of the council's budget and policy framework.

The Scrutiny Board welcomed the opportunity to comment and would ask the Executive Board to take account of the following observations in finalising its recommendation to Council on 14 November.

General

Members of the Board welcomed and broadly supported the strategy and the proposed changes due to be presented to the Executive Board on 7 November. They endorsed the need to progress the strategy to adoption as soon as possible.

Public Health

The Board received evidence from Councillor John Illingworth, Chair of the Scrutiny Board (Health and Wellbeing and Adult Social Care), including the attached note summarising the views arising from the Health and Wellbeing and Adult Social Care Board's discussion of the core strategy on 24 October (Appendix 1).

The Scrutiny Board (Sustainable Economy and Culture) welcomed the changes already proposed in the document to take account of public health, but also endorsed the submission of this note to the Executive Board alongside its own comments.

Key Diagram

The Board expressed concern about the potential for confusion and future dispute arising from the current format of the key diagram, particularly in relation to the indicative depiction of potential new housing locations.

Having been informed that the diagram was a required element of the strategy, Members welcomed the support of the Executive Member and officer present to the proposal to add an appropriate note to the diagram and to emphasise the overriding importance of policy SP7 (Distribution of Housing Land and Allocations).

Employment

Last year, the Scrutiny Board carried out an inquiry into maximising powers to promote, influence and create local employment and skills opportunities. One of the Board's key recommendations was to include employment and skills obligations in planning applications over a certain threshold.

Recommendation 3

That the Director of City Development sets the following threshold to trigger S106 Employment and Skills obligations -

- Retail Developments of over 2000m²,
- Residential developments of over 100 units,
- All developments over 10,000m²

We asked for reassurance that this recommendation, which has been accepted by the Director, is reflected in the core strategy.

Infrastructure

It is suggested that the definition of infrastructure to include transport, educational and health infrastructure be made consistent in SP6 i) and H2 i) for the avoidance of doubt.

Child Friendly City, green space and allotments

Members of the Board felt that Leeds' ambition to be a Child Friendly City should be given greater prominence in the document.

In addition, it was requested that more specific reference was made to allotments as an element of green space.

The Board was grateful for the Executive Member's proposal to bring forward proposed wording changes to the Executive Board meeting which would reflect these issues clearly in the narrative.

Proof reading

It was stressed that any future such documents need to be properly proof read before going out for consultation.

Scrutiny Board (Health and Wellbeing and Adult Social Care)

Comments on Leeds' draft Local Development Framework Core Strategy

Balancing the Council's duties as a planning authority with its future public health responsibilities

Introduction and background

1. In November 2008, Professor Sir Michael Marmot was asked by the then Secretary of State for Health to chair an independent review to propose the most effective evidence-based strategies for reducing health inequalities in England. In February 2010, the final report 'Fair Society: Healthy Lives' was published and concluded that reducing health inequalities would require action on the following six policy objectives:
 - Give every child the best start in life;
 - Enable all children, young people and adults to maximise their capabilities and have control over their lives;
 - Create fair employment and good work for all;
 - Ensure healthy standard of living for all;
 - Create and develop healthy and sustainable places and communities;
 - Strengthen the role and impact of ill-health prevention.
2. As part of the NHS reforms arising from the Health and Social Care Act 2012, from April 2013 Public Health responsibilities will transfer from local Primary Care Trusts (which will be abolished and replaced by Clinical Commissioning Groups) to local authorities. This shift in responsibility will mean that local authorities will become directly accountable for public health services and outcomes from April 2013.
3. The Council is preparing the Local Development Framework (LDF) for Leeds, which consists of a number of Development Plan Documents and Supplementary Planning Documents that, together, make up the overall development plan.
4. The Core Strategy is the main document that details the key strategic policies and vision of the Local Development Framework (LDF) – setting out the broad framework that will guide the delivery of development and investment for Leeds over the coming years. All other LDF documents are directly guided by the Core Strategy. The policies set out in the Core Strategy must be supported by and referenced to appropriate evidence.
5. In June 2012, the Scrutiny Board (Health and Wellbeing and Adult Social Care) identified balancing the duties of a planning authority with public health responsibilities (through the Local Development Framework (LDF)) as a potential area for consideration during 2012/13. Recognising the on-going work of the Development Plan Panel in finalising the LDF Core Strategy, reference to this was again made at the September 2012 meeting of the Scrutiny Board (Health and Wellbeing and Adult Social Care).

Scrutiny process

6. In order to help formulate comments on the draft Core Strategy for Leeds, we considered general issues associated with balancing the Council's duties as a planning authority with its future public health responsibilities, at our meeting on 24 October 2012. We heard from the following representatives, and would like to express our thanks for their input and contribution to our discussions:
 - Councillor L Mulherin (Executive Board Member for Health and Wellbeing), Leeds City Council
 - Dr. Ian Cameron (Joint Director of Public Health) – NHS Airedale Bradford & Leeds/Leeds City Council
 - David Feeney (Head of Forward Planning and Implementation) –City Development, Leeds City Council
7. We were presented with and considered the following source documents/ information:
 - Proposed changes to text within the Core Strategy, to better reflect the health issues and priorities for Leeds and strengthen the relationship between planning and improving public health outcomes.
 - Core Strategy – Leeds Local Development Framework – Health Background Topic Paper (Publication Draft – February 2012)
 - Fair Society, Healthy Lives – The Marmot Review –Strategic Review of Health Inequalities in England post 2010 (Executive Summary)
 - Public Health in Leeds City Council – New Responsibilities – Report of Director of Public Health to the Executive Board (20 June 2012).
8. The Joint Director of Public Health made reference to an additional document produced by Marmot (The Marmot Review: Implications for Spatial Planning), which provided evidence on the relationship between aspects of spatial planning, the built environment, health and health inequalities.
9. The Joint Director of Public Health advised us that representatives from Public Health had contributed to the development of the draft documents presented – in particular the proposed changes to text within the Core Strategy – and had considered the following three broad questions, namely:
 - Whether the Core Strategy reflected planning's contribution to health;
 - Whether the Core Strategy covered the breadth of planning's contribution to health; and,
 - In terms of implementation, whether there was sufficient assurance that the health and wellbeing aspect of planning would become incorporated into development proposals as they occur over future years.
10. While earlier drafts of the Core Strategy had underplayed some of the health challenges facing the City and the potential contribution of planning in helping address such challenges, the Joint Director of Public Health provided assurance that the proposed changes to the Core Strategy text were much more reflective of:
 - The health issues facing the City,
 - The contributions that planning can make towards addressing the health issues facing the City; and
 - The Council's emerging Public Health duties/ responsibilities.

11. We welcome the general assurances provided by the Joint Director of Public Health and recognise that the proposed changes to the text of the Core Strategy significantly strengthen the published consultation draft.

Comments on the draft Core Strategy and other information presented

General matters

12. We discussed general complexities associated with health and well-being and the relationship with inter-dependencies such as employment, income, housing, education and the built environment. As such, we believe it is important that the Core Strategy provides a sufficient framework for areas of the City that have historically had higher levels of deprivation, to benefit from improved greater consideration of the impact of planning and development proposals on the health of the City and local communities.

Greenspace availability

13. We were advised that the general availability and/or provision of green space would form part of the 'site allocation' process. We were advised that this process would consider where different aspects of provision (including green space, housing etc.) should be allocated across the City.
14. We recognise the difficulties associated with creating additional open/ green spaces in existing highly populated urban areas. We welcome the Core Strategy's overall policy aim to improve opportunities for walking and cycling, and access to green infrastructure across the City. However, we believe the protection of existing playing pitches forms an essential part of the general policy objectives and is fundamental to the Council's future public health responsibilities.
15. Furthermore, where issues associated with the re-provision of playing pitches elsewhere in the City are considered, the 'elsewhere' needs to be considered within the context and demographics of those communities where the original provision may be lost.

Health Background Topic paper (February 2012)

16. We were concerned about the rapid Health Impact Assessment process adopted to consider the health implications / considerations of planning (outlined in the Health Background Topic paper). We believe this reinforces and reflects the position that, historically, health implications have not been considered early enough within the planning/ development processes.
17. Nonetheless, we acknowledge the assurances provided by the Joint Director of Public Health, and details of a much closer working relationship between City Development and Public Health that has developed over recent months. We are hopeful that such closer working will continue into the future. We welcome the proposal to establish a health and planning reference group, and believe this has the potential to ensure the policy objectives outlined in the draft Core Strategy are considered and implemented in practice.
18. We queried the accuracy of the population growth projections (approx. 200,000 by 2033 (20 years)) detailed in the Health Background Topic paper (February 2012)), as the projections represented more than double the current health dynamic in the City (i.e. the difference between current rates of births and deaths

in the City). Such population growth projections will have significant potential implications across the City – for example in terms of infrastructure and the availability of affordable housing across the City.

19. We were advised that changes to the affordable housing policy were proposed, which would make the policy applicable to all residential developments (from 1 property upwards). Given the relationship between housing and health, we welcome this proposal.
20. However, we believe population projections and the associated potential implications for the City's infrastructure need to be material considerations for the health and planning reference group.
21. As part of our consideration of the Health Background Topic paper, we discussed some of the changes made to the Core Strategy policies as a result of the Health Impact Assessment work undertaken. We made specific reference to 'Improving opportunities for local people to get jobs through S106 employment opportunities' and concerns among members around the strength of language used. Despite the suggestion that with a policy in place, the issues raised were associated the application and implementation of the policy, we believe that wording of relevant policies should be strengthened to read 'Local people to get jobs through S106 employment opportunities'.
22. Given the date of the Health Background Topic paper (i.e. February 2012), it is disappointing that there is no reference to the additional document (highlighted by the Joint Director of Public Health) produced by Marmot (The Marmot Review: Implications for Spatial Planning), which provided evidence on the relationship between aspects of spatial planning, the built environment, health and health inequalities. We understand that this report was published in 2011.

Future advice and guidance on public health

23. We discussed the range of existing and anticipated public health guidance from the National Institute for Health and Clinical Excellence (NICE) to local authorities. We recognised the need to take into account the best available evidence and guidance when considering the contribution of planning in improving public health. However we also recognised the organic nature of evidence and guidance, which would therefore be difficult to reflect in a long-term strategy document.
24. We acknowledge the advice regarding the importance of the ongoing involvement of Public Health professionals within the planning process, and the key role of the Joint Director of Public Health in ensuring that the most up-to-date guidance / evidence is made available and considered by the health and planning reference group.
25. However, within the Core Strategy, we believe it would be useful to specifically reflect on the important role of NICE (or any successor body) and other recognised health organisations in developing and/or updating public health guidance for local authorities. We believe this is particularly important where such guidance may relate to the contribution of planning in addressing public health matters, and therefore may be a material consideration of the health and planning reference group.

Conclusion

26. We hope that our comments and observations inform the ongoing discussions and consideration of the draft Core Strategy, including those held at the Scrutiny Board (Sustainable Economy and Culture) and the Executive Board, ahead of the final draft being presented for agreement at Full Council in November 2012.

Councillor John Illingworth
Chair, Scrutiny Board (Health and Wellbeing and Adult Social Care)

October 2012

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Appendix 1

'Child Friendly Leeds'

Proposed new text indicated in *italics*

ii) Our People

Population

- 2.28 The city's population has grown significantly during the last 20 years, unlike many others in the UK. The growth seen in Leeds has been attributed a number of factors, including a strong economy, buoyant markets and increased in-migration levels. Over the past decade, the city has experienced a large in-migration of economically active people looking for better quality of life. The population of Leeds in 2010 was estimated at 755,580 people with a forecast for it to reach 860 618 by 2028 (based on local housing and GP registration data for the Strategic Housing Market Assessment). While the 2011 Census results will provide a clearer picture levels, all forecasts predict the city's population to continue to grow.
- 2.29 There are as many people aged over 60 as under 16 as people are generally living for longer. Leeds also has a higher proportion of young people than the national average, including a large student population. ***Within this context, the City Council has a key ambition for Leeds to be a Child Friendly city – in creating places and services where children and young people feel safe and welcome and involved and informed about what goes on around them. In taking this initiative forward, 12 'wishes' have been developed for a more child friendly Leeds. These include: travel, the City Centre, places and spaces, a healthy lifestyle and jobs. In contributing directly to these wishes and in influencing others, the Core Strategy sets out an overall spatial vision, objectives and policy framework to improve quality of life across the district, including the lives of children and young people.*** Leeds is a diverse city home to people of over 130 different nationalities and with many cultures, languages, races and faiths. Within this context, 17% of the population is made up of people from black and ethnic-minority communities (Office of National Statistics, 2009), 18 % have a limiting long-term illness or disability, around 8% are lesbian, gay, or bisexual. The black and ethnic-minority communities are largely concentrated in just three wards of the City, being between 30-40% of the total population in the wards of Gipton and Harehills, Chapel Allerton, and Hyde Park and Woodhouse.

Appendix 2

Allotment Gardens

Proposed new text indicated in *italics*

iii) Our Green Environment

- 2.37 Two-thirds of the Leeds district is Green Belt and it is also in easy reach of two national parks. The green local environment is very important in its own right for aspects such as biodiversity and urban cooling. The quality of the environment also makes people proud of the district, and is important to improve physical and mental health as it provides a sense of wellbeing and opportunities for leisure. The environment also gives Leeds its distinctive character and identity, and attracts businesses, investment and visitors, and provides a resource for education and industry.
- 2.38 One of the city's distinguishing features is the way in which green corridors stretch from the surrounding countryside into the heart of the main urban area. Alongside these more natural spaces, the Council manages around 4,000 hectares of parks and greenspaces including 6 flagship City Parks. Trees and woodland cover are also important components of Leeds' landscape character. There are 4,450 hectares of woodland cover in the district, 6 Local Nature Reserves, 17 Sites of Special Scientific Interest, 120 Local Nature Areas and 44 Sites of Ecological or Geological Importance. ***An integral component also of the District's Green Infrastructure and greenspace and in contributing to public health, are the networks of allotment gardens across the city. These are important facilities in providing for local food production (close to communities) and in contributing to local amenity and distinctiveness.***

Appendix 3

Infrastructure Spatial Policy 6

SPATIAL POLICY 6: THE HOUSING REQUIREMENT AND ALLOCATION OF HOUSING LAND

70,000 (NET) NEW DWELLINGS NET BETWEEN 2012 AND 2028 WILL BE ACCOMMODATED AT A RATE OF:

- 3,660 PER ANNUM FROM 2012/13 TO THE END OF 2016/17 (18,300)
- 4,700 PER ANNUM FROM 2017/18 (51,700)

DELIVERY OF 500 DWELLINGS PER ANNUM (8,000 OVER THE PLAN PERIOD) IS ANTICIPATED ON SMALL AND UNIDENTIFIED SITES.

GUIDED BY THE SETTLEMENT HIERARCHY, THE COUNCIL WILL IDENTIFY 66,000 DWELLINGS GROSS (62,000 NET) TO ACHIEVE THE DISTRIBUTION IN TABLES H2 AND H3 IN SPATIAL POLICY 7 USING THE FOLLOWING CONSIDERATIONS:

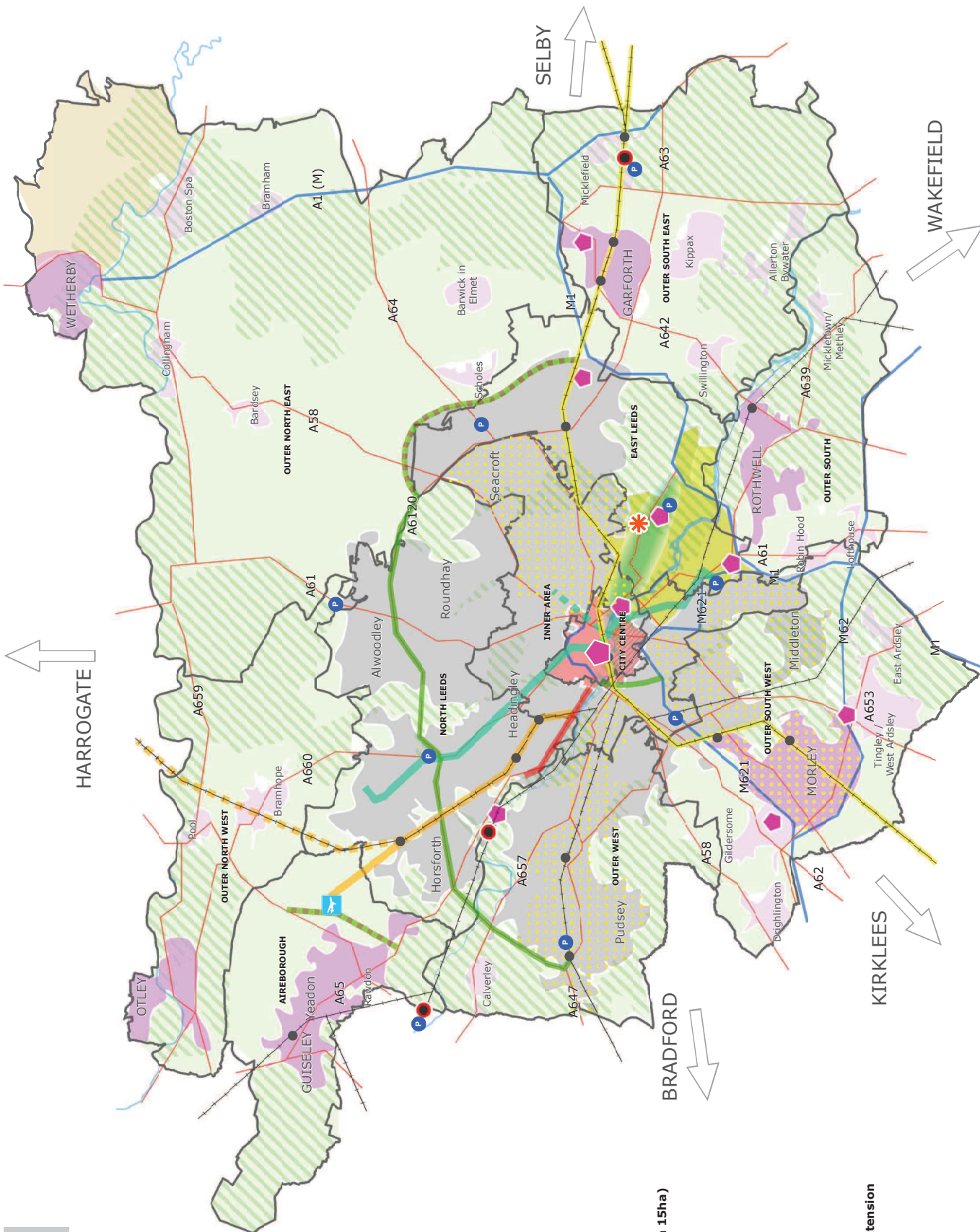
- i) SUSTAINABLE LOCATIONS (WHICH MEET STANDARDS OF PUBLIC TRANSPORT ACCESSIBILITY -SEE THE WELL CONNECTED CITY CHAPTER), SUPPORTED BY EXISTING OR ACCESS TO NEW LOCAL FACILITIES AND SERVICES **..(INCLUDING EDUCATIONAL AND HEALTH INFRASTRUCTURE)**,
- ii) PREFERENCE FOR BROWNFIELD AND REGENERATION SITES,
- iii) THE LEAST IMPACT ON GREEN BELT PURPOSES,
- iv) OPPORTUNITIES TO **REINFORCE OR** ENHANCE THE DISTINCTIVENESS OF EXISTING NEIGHBOURHOODS AND QUALITY OF LIFE OF LOCAL COMMUNITIES THROUGH THE DESIGN AND STANDARD OF NEW HOMES,
- v) THE NEED FOR REALISTIC LEAD-IN-TIMES AND BUILD-OUT-RATES FOR HOUSING CONSTRUCTION,
- vi) THE LEAST NEGATIVE AND MOST POSITIVE IMPACTS ON GREEN INFRASTRUCTURE, GREEN CORRIDORS, GREENSPACE AND NATURE CONSERVATION,
- vii) GENERALLY AVOIDING OR MITIGATING AREAS OF FLOOD RISK.

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Key Diagram

Key

- Settlement Hierarchy (i)**
 - City Centre (10,200 New Homes)
 - Main Urban Area (33,300 New Homes)
 - Major Settlements (14,300 New Homes)
 - Smaller Settlements (7,500 New Homes)
- Housing Market Characteristic Area**
- Green Belt**
- Rural Land (Non-Green Belt)**
- Strategic Green Infrastructure (SGI)**
- Regeneration Priority Areas**
- Aire Valley AAP / Eco Settlement / Strategic Waste Facilities**
- Enterprise Zone**
- Strategic Locations for Job Growth (1,000+ FTE jobs + area of land larger than 15ha)**
- Leeds City centre - Southern Area**
- Railways**
- Railways - Proposed Electrification**
- Railway Stations**
- Proposed Railway Stations**
- Proposed Park & Ride**
- A65 Quality Bus Initiative**
- Proposed Tram Train - Phase 1**
- Proposed Tram Train - Phase 2**
- Proposed NGT Route**
- Proposed NGT Route - St James Hospital Extension**
- Aire Valley Transport Strategy**
- Airport**
- A Roads**
- Motorways**
- Highway Improvements**
- Proposed Highway (East Leeds Orbital Route & Airport Link Road)**
- Waterways**



(i) Settlements in the Settlement Hierarchy may be subject to Green Belt review.
 (ii) Spatial Policy 7 sets out the approach to the overall scale and distribution of housing land.
 This is based upon the identification of Housing Market Characteristic Areas and percentage targets for each area.
 The identification of specific sites will be determined through the preparation of the Site Allocations DPD.

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