



DEVELOPMENT PLAN PANEL

Meeting to be held in Civic Hall, Leeds on
Tuesday, 10th June, 2008
at 1.30 pm

MEMBERSHIP

Councillors

B Anderson
D Blackburn
J Blake
Whips Nominee

B Cleasby
C Fox (Chair)
P Gruen

T Hanley
R Harker
T Leadley

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A G E N D A

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

Item No	Ward	Item Not Open		Page No
3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstance shall be specified in the minutes).</p>	
4			<p>DECLARATION OF INTERESTS</p> <p>To declare any personal / prejudicial interests for the purpose of Section 81(3) of the Local Government Act 2000 and paragraphs 8 to 12 of the Members' Code of Conduct.</p>	
5			<p>APOLOGIES FOR ABSENCE</p>	
6			<p>MINUTES</p> <p>To approve the minutes of the Development Plan Panel meeting held on 15th January 2008.</p>	1 - 2
7			<p>YORKSHIRE AND HUMBER PLAN (ADOPTED REGIONAL SPATIAL STRATEGY MAY 2008)</p> <p>To consider the report of the Director of City Development which provides an overview of the broad scope and content of the Adopted Plan (21 May 2008) and the implications for Leeds and the Local Development Framework.</p>	3 - 12
8			<p>LEEDS LOCAL DEVELOPMENT FRAMEWORK CORE STRATEGY (ISSUES AND ALTERNATIVE OPTIONS), REPORT OF CONSULTATION AND NEXT STEPS</p> <p>To consider the report of the Director of City Development which informs of the progress of the Leeds Local Development Framework Core Strategy and detailing information received in response to the consultation. The report includes a basic framework for the preparation of Preferred Options which sets out a context for the broad direction of the strategy and related policy areas.</p>	13 - 102

Item No	Ward	Item Not Open		Page No
9			<p data-bbox="676 181 1374 286">REPORT OF AREA ACTION PLANS PREFERRED OPTIONS CONSULTATIONS ON WEST LEEDS GATEWAY</p> <p data-bbox="676 331 1394 618">To consider the report of the Director of City Development which updates on progress of the West Leeds Gateway Area Action Plan (AAP), describing the responses received from the recent Public Consultation on the AAP and outlining the next steps to be undertaken in moving forward to the final stage of plan preparation, the publication of Submission Draft Area Action Plan.</p>	103 - 110
10			<p data-bbox="676 689 1233 723">DATE AND TIME OF NEXT MEETING</p> <p data-bbox="676 763 1329 797">Tuesday 8th July at 1.30 p.m. in the Civic Hall.</p>	

Agenda Item 6

Development Plan Panel

Tuesday, 15th January, 2008

PRESENT: Councillor C Fox in the Chair

Councillors B Anderson, D Blackburn,
R Brett, P Davey, R Harker and T Leadley

19 DECLARATION OF INTERESTS

Councillor Blackburn - agenda item 7- West Leeds Gateway Area Action Plan Preferred Options- declared a personal interest as a Member of the West Leeds Gateway Board (minute 22 refers).

Councillor Anderson - agenda item 7- West Leeds Gateway Area Action Plan Preferred Options- declared a personal interest as Chair of West North West Homes (minute 22 refers).

Further declarations of interest made during the meeting are referred to in minute 22.

20 Apologies for Absence

Apologies for absence were received from Councillor Ogilvie.

21 MINUTES

RESOLVED- That the minutes of the Development Plan Panel meeting held on 18th December 2007 be approved.

22 West Leeds Gateway Area Action Plan Preferred Options

Members considered a report by the Director of City Development which updated on the West Leeds Gateway Area Action Plan and sought approval of the Preferred Options for public consultation under Regulation 26 of the 2004 Planning and Compulsory Purchase Act.

A schedule of proposed exhibitions and events for the Public Consultation was tabled for information, together with a summary of information relating to the Public Consultation.

Officers presented the report to the Panel. The presentation included the following information:

- That the Preferred Options for the West Leeds Gateway Area Action Plan would be considered by the Executive Board at its meeting of 23rd January 2008.
- That initial consultation had been undertaken in Autumn 2006. The information received from this had resulted in the adoption of a Medium change approach for the Preferred Options.
- The Preferred Option has concentrated on 7 topic areas:
 - o Design / Environment / Biodiversity and Sustainability
 - o Greenspace and Green Links and West Leeds Country Park

- Outdoor Advertising
 - Designing out Crime, Signage and Identity
 - Transport and Movement
 - Health
 - Employment and Training
- Seven Geographical Areas have been identified for regeneration:
 - Central Armley
 - Armley Mills
 - Canal Road and Ledgard Way
 - Canalside
 - New Wortley and the Gyrotory
 - Oldfield Lane Centre
 - Tong Road / Wellington Road corridor

Members discussed the following issues in relation to the item:

- The particular locations that had been identified for demolitions to take place, and the importance of considering the needs of the communities affected in planning the demolitions process.
- The costs involved in the regeneration process and how they will be met.
- The current housing type and tenure of the areas identified for regeneration, and the projected housing types and tenure of the areas following their regeneration.
- The methods of consultation that were planned, and the importance of ensuring that consultation reflected the changes that could be achieved.
- The opportunity to improve walking facilities in the identified areas as part of the regeneration process.

RESOLVED - That the West Leeds Gateway Area Action Plan Preferred Options for publication together with its Sustainability Appraisal Summary Report and other supporting documents be approved and that representation between 26th February and 8th April 2008 be formally invited.

(Councillor Blackburn declared a personal interest in this matter as Vice Chair of West Leeds Country Park, Councillor Leadley declared a personal interest in this matter as a member of METRO and Councillor Anderson declared a personal interest in this matter as Chair of the Friends of Leeds City Museums).

23 Date and time of next meeting

Tuesday 12th February 2008 at 1.30 p.m, in the Civic Hall, Leeds.



Report of the Director of City Development

Development Plan Panel

Date: 10 June 2008

**Subject: YORKSHIRE & HUMBER PLAN
(ADOPTED REGIONAL SPATIAL STRATEGY MAY 2008)**

Electoral Wards Affected:

All

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In
(Details contained in the report)

Executive Summary

1. The preparation of the Regional Spatial Strategy commenced in 2004 and has included a number of consultation stages, when the City Council had an opportunity to comment on emerging options and proposals. In September 2007, the Secretary of State issued "Proposed Changes" to the Yorkshire and Humber Plan (Regional Spatial Strategy) for public consultation. The deadline for comments on the Proposed Changes was 21 December 2007 and in response to this the City Council submitted a number of key representations via Development Plan Panel and Executive Board.
2. Following the Proposed Changes stage, the Adopted Regional Spatial Strategy (Yorkshire and Humber Plan) was issued on 21 May 2008. Whilst many aspects of the Plan are positive for Leeds, throughout the preparation process, the City Council has made a series of representations regarding the scope and content of the emerging document and has expressed concerns regarding their implications for Leeds. Whilst many aspects of the Plan are broadly consistent with the Community Strategy (Vision for Leeds) and reflect aspects of the adopted Unitary Development Plan (UDP) and are therefore supported in principle, the City Council has fundamental concerns regarding a number of key elements of the Plan. Central to these concerns is the scale of housing growth (4300 p.a. net, commencing from 2008) and economic growth now envisaged by the Proposed Changes and the impact of this upon the fabric of the city and the relationship of this to a range of regeneration initiatives and the phasing of development. There are fundamental

concerns also regarding the level of infrastructure (including transport, managing flood risk and community facilities), which is likely to be required to support the scale of growth proposed. Within this context, whilst the RSS seeks to direct resources in broad terms to support the strategy of the Plan, there is no certainty that this will be adequate or deliverable.

3. At a local Leeds level, the RSS has specific implications for the preparation of Local Development Framework documents, including the Core Strategy. Under the requirements of the Planning and Compulsory Purchase Act 2004 – the Regional Spatial Strategy forms part of the Development Plan, consequently the Leeds Local Development Framework will need to be in general conformity with the RSS.

1.0 Purpose of this report

- 1.1 Following earlier consideration by the Development Plan Panel of the emerging Yorkshire & Humber Plan (Regional Spatial Strategy), the purpose of this report is to highlight the broad scope and content of the Adopted Plan (21 May 2008) and the implications for Leeds and the Local Development Framework.

2.0 Background information

- 2.1 Introduced by the Planning & Compulsory Purchase Act 2004, the Regional Spatial Strategy is a new style of Plan, which sets out the framework for the future development of the Yorkshire and Humber region. The Plan sets out the overall scale, priorities, broad locations for change and development in the region over the period to 2026. Within this context, the document provides a framework for 'where things should go' and 'how much' development should take place. The Plan also includes a regional transport strategy and a series of sub regional (including Leeds City Region) and thematic (such as housing and the economy) policies.
- 2.2 The Plan provides the statutory planning framework for the region and guide the preparation of Local Development Frameworks at a local authority level. Consequently, the Leeds Local Development Framework will need to be "in conformity" with the Regional Spatial Strategy and the RSS and LDF for Leeds will constitute the Development Plan for the City (eventually replacing Regional Planning Guidance and the Unitary Development Plan). Planning applications will therefore need to be considered within the context of the Regional Spatial Strategy and LDF documents.

Overall Scope and Content of the Yorkshire & Humber Plan

- 2.3 The structure of the Adopted Plan is as follows:

1. **Introduction** (*Providing background information on the role, purpose and coverage of the Plan*).
2. **Spatial Vision and Core Approach** (*Sets out the international/national context to preparing the Plan & develops a spatial vision and spatial objectives for the Region*).
3. **Delivering the Core Approach** (*Sets out an approach to 'managing change' and a basis for delivering the Core Approach set out in section 4*).
4. **Leeds City Region** (*Describes the composition of the Leeds City Region and identifies specific policies*).
5. **South Yorkshire** (*As above for South Yorkshire*).
6. **Humber Estuary** (*As above for the Humber Estuary*).
7. **York** (*As above for York*).
8. **Vales & Tees Links** (*As above for Vales & Tees*).
9. **Coast** (*As above for the Coast*).
10. **Remote Rural** (*As above for the Remoter Rural Areas*).
11. **Economy** (*Sets out spatial policies to compliment the Regional Economic Strategy*).
12. **Housing** (*Sets out detailed policies and operational approach for managing the provision of new housing*).
13. **The Regional Transport Strategy** (*Sets out an overarching Transport Strategy for the Region*).
14. **Environment** (*Provides more detailed policies and operational priorities for managing the environment*).

3.0 Main issues

Regional Spatial Strategy Proposed Changes

- 3.1 In response to the Proposed Changes consultation (2007), the City Council made a number of comments. These can be summarised as follows:

Spatial Vision & Core Approach

- Spatial vision for Leeds needs to be clearer,
- There are a series of tensions and policy conflicts when applied to the local Leeds level,
- Policy YH2 – Climate Change, regional target for CO2 reduction needs to be reinstated,
- Policies YH5 & YH6 – Regional Cities & Sub regional Cities & Towns & Principle Towns, qualification needed to ensure “town and city centres” are the first choice location for “main town centre uses”, Local authorities need to be given discretion to identify ‘principle town centre designation’,
- Policy – YH7 – urban areas such as Leeds, should be allowed scope to identify their own town and local service centres (in reflecting the RSS approach to rural areas).

Delivering the Core Approach

- The Proposed Changes provide no further certainty regarding the delivery of infrastructure (relating both to existing requirements and the need to deliver future longer term requirements – to achieve ‘transformation’ and the scale of housing and economic growth envisaged).

Leeds City Region

- The strategy for regeneration and growth needs to be revised to more fully reflect the operation of the dynamics of the Leeds City Region rather than focusing upon the West Yorkshire component,
- Policy LCR2 – the Proposed Changes weakens the Policy with regard to the need for major infrastructure and investment programmes to support growth locations (i.e. Leeds),
- The Policy wording of LCR2 requires clarification regarding descriptions such as “northwards” to Leeds.

Economy

- There is a need for more realism in the job growth and employment land forecasts, with a phased approach to accommodate any growth above the current baseline forecasts (the Proposed Changes forecasts are almost three times bigger than the baseline forecast),
- Policy E2 – Town Centre & Major Facilities – references to ‘job growth’ and ‘job creation’ need to be clarified, along with the role of such centres in achieving anticipated growth,
- Policy E2A – the policy needs to be clarified to ensure that Regional City Centres, Sub Regional Centres and town centres are the focus for ‘main town centre uses’.
- Policy E3 – Land & Premises for Economic Development – needs to emphasis that additional floor space for growth needs to be accommodated in city and town centres,
- Policy 3 C – the definition of “market ready sites” needs to be clarified.

Housing

- Fundamental City Council concerns regarding the scale and location of housing development and the impact upon Leeds,
- The approach to housing growth within the RSS conflicts with other RSS policy objectives (including Green Infrastructure, managing flood risk),
- Concerns regarding impact of Greenfield development upon regeneration projects and initiatives within the urban areas of Leeds,
- Greater emphasis therefore needs to be placed upon the role of major urban regeneration initiatives and clarity regarding the phasing of future levels of housing growth - linked to regeneration and the necessary infrastructure,
- The scale of housing growth envisaged is not supported by the necessary infrastructure,
- It is not clear how the housing requirement specifically relates to the new econometric forecasts included within the Proposed Changes,
- There are uncertainties regarding the specific housing requirements given that the YHRA have recently commissioned work on migration,
- Clarification is required on the use of the term Housing Market Renewal Area (Policy H2).

The Regional Transport Strategy

- Fundamental concerns regarding the scale of growth presented and the adequacy of the Regional Transport Strategy to deliver high quality public transport and related mechanisms to deliver this,
- Policy T1 – Personal Travel Reduction & Modal Shift – the RSS needs to fully recognise the impact of national networks upon the local network, emphasis needs to be placed on the role of national networks to help address transport issues and not placing responsibilities just on the local network,
- Policy – T2 – concerns that town centres within the urban area are expected to have more restrictive standards than Regional Cities – which are considered to be too high. Linked to this are differential parking requirements across the region, without any clear rationale or justification,
- Policy T3 – Public Transport – no strategic policy direction is given on the role of Park & Ride,
- Policy – T9 – Transport Investment & Management Priorities – the approach envisaged is inadequate given the scale of ‘transformation’ and growth envisaged by the Plan.

Environment

- Policy ENV1 – Development & Flood Risk – the Proposed Change needs to be reworded to ensure that a sequential approach is adopted to direct development to sites of lower risk appropriate to the vulnerability of the proposed use,
- Figure 15.1 needs to be revised to reflect the conclusions of the Leeds Strategic Flood Risk Assessment,
- Policy ENV13 – Objective A.1 refers to ‘doubling’ treatment capacity by 2020. Given that there is very little capacity in Leeds, and no doubt in the region, ‘doubling’ existing capacity seems insufficient. Consequently, the Proposed Changes need to be revised as the wording doesn’t adequately reflect the massive step changes required nationally in terms of recycling, recovery and landfill diversion targets,
- Policy ENV15 – Green Infrastructure – The operation and delivery of the policy needs to be clarified in relation to conflicting and competing policy objectives included within the RSS (including substantial housing growth),
- Policy ENV10 – Landscape – the importance and future potential of landscape and wider countryside within West Yorkshire for biodiversity, recreation and amenity needs to be fully recognised.

Sustainability Appraisal

- Previous City Council comments regarding the SA of the Draft Plan have not been addressed; these concerns relate specifically to adaptation and mitigation issues. Such issues are dramatically increased by the scale of housing and economic growth incorporated within the Proposed Changes,
- The City Council is concerned that the SA is not compliant with the requirements of the Strategic Environmental Assessment (SEA) Directive – as the document does not show how comments on the SA have been taken into account and reflected in the Proposed Changes – a number of revisions are suggested in the SA but not reflected in the Proposed Changes,
- The fully impact and likely consequences of the Proposed Changes on Green Belt area and communities within the urban area is not fully reflected,
- The conclusion that the economic and social benefits of substantial housing development is ‘balanced’ is not backed by specific evidence,
- The Proposed Changes do not adequately take into account the full impact of flood risk in Leeds and the consequent impact on the RSS and its delivery,
- The SA incorrectly reflects the economic and employment land figures for Leeds and underestimate the economic growth the RSS is planning for – the employment land figures are ‘net’ rather than a ‘gross’ figure requiring a higher land take,
- Unlike the SA of the Draft Plan, the Proposed Changes SA does not record the impacts of the plan on a sub regional level. The SA at a Draft Plan stage highlighted a number of negative effects for Leeds, which are likely to be greater and impact detrimentally across other SA/SEA objectives as a consequence of the higher levels of growth included within the Proposed Changes. The SA is therefore fundamentally flawed.

Adopted Yorkshire & Humber Plan (Regional Spatial Strategy) 21 May 2008

Scope & Content

- 3.2 The broad structure of the Adopted Plan largely follows that of the Proposed Changes document. Key issues for Leeds in terms of the content of the Plan can be summarised as follows:

Spatial Vision & Core Approach

The series of YH Policies (1 – 9) set out the overall Spatial Vision & Core approach:

- YH1, emphasises that ‘change and growth’ should be delivered to achieve sustainable development. Emphasis is placed upon Regeneration Priority areas (including West Yorkshire) and a desire to grow and spread the benefits of the Leeds economy. Support is given to the role of Principal Towns and Local Service Centres across the region. Bradford, Hull Leeds and Sheffield are identified as “Regional Cities” and Wetherby is identified as a “Principal Town” – no other Town or District Centres (within the settlement hierarchy) are identified within Leeds MD. Scope also for local authorities to identify further centres in LDF Core Strategies.
- YH2, Climate Change & resource use measures should aim to achieve the Regional Economic Strategy target to reduce greenhouse gas emissions (in 2016 by 20 – 25%, compared to 1990 levels), climate change adaptation should be planned for (including flood risk/drainage).
- YH4, Regional Cities (including Leeds) and sub regional cities and towns, should be the principal focus for housing, commercial, cultural and leisure facilities. Emphasis is placed on ‘urban transformation’, good design, ‘place making’, green infrastructures, and improved transport accessibility.
- YH5, sets out the role of “Principal Towns” (Wetherby within Leeds MD) and the need for these to be identified in local LDF Key diagrams.
- YH6, covers “Local Service Centres”, within the settlement hierarchy (this covers remaining Town and District Centres within Leeds MD).
- YH7, this policy sets out a sequential approach to the location of development (effective use of brownfield land & previously developed areas, ‘suitable infill opportunities’, urban extensions), supported by a ‘transport orientated approach to development’.
- YH8, sets out criteria for the identification, protection, creation, extension, enhancement and management of Green Infrastructure and for a hierarchy of Green Infrastructure to be identified in LDF documents.
- YH9, emphasises that the ‘general extent’ of Green Belt (including areas within West Yorkshire) should not be changed but indicates also (YH9D) that “ a strategic review of the West Yorkshire Green Belt may be required to deliver longer term housing growth”.

Leeds City Region

- LCR1, support for developing the role of Leeds as a Regional City (though growth in jobs and homes and via improvement to the city centre’s offer of high order shops and services), identification of Bradford as a “Regional City” and the roles of Leeds and Bradford as major engines of the regional economy and to develop the complementary conference roles of Leeds and Harrogate. A number of policy objectives for transport are also identified including improved public transport to Leeds city centre, ‘implement stronger demand management in Leeds (Bradford and sub regional cities and towns) and improve surface

access to Leeds Bradford airport. In terms of strategic patterns of development, 'growth' is promoted south of Bradford and Leeds city centres (within Regeneration Priority Areas) and support regeneration and growth with the Aire Valley south of Leeds and East Leeds (housing growth and regeneration and economic development). The need to manage flood risk within Leeds City Region is also identified.

Environment

- ENV1, sets out policies to manage development and flood risk, reference is made to Leeds but not to the implications of the Strategic Flood Risk Assessment completed in Leeds and submitted as part of representations to the Proposed Changes. Figure 10.1 (Regional Flood Risk Areas) does not acknowledge Leeds as a flood risk area.
- ENV4, indicates that within West Yorkshire (Mineral Planning Authorities) should maximise the contribution by substitute and secondary materials and that sub regional aggregates apportionments should be updated in a future review of the Plan.
- ENV5, targets of 88MW (2010) and 295MW (2021) are set for West Yorkshire and Leeds 11MW (2010) and 75mw (2021) (installed grid – connected renewable energy capacity). In advance of adopted Development Plan Documents new developments of more than 10 dwellings or 1000m² of non residential floorspace should secure at least 10% of energy from decentralized and renewable or low carbon sources.
- ENV6 & ENV7, Increased woodland planting is promoted in West Yorkshire and the need to safeguard ancient woodland.
- ENV9, regionally distinct elements of historic environment (former 'industrial landscapes, housing areas and civic buildings') within West Yorkshire need to be conserved.
- ENV13, notes that additional landfill capacity to replace existing facilities may be required in West Yorkshire before 2020.

Economy

- E1, Table 11.1 identifies a 'potential annual job growth' for Leeds of 6,030. Table 11.2 identifies 'potential annual job growth from 2006 by different land uses'.
- E2, maintains the hierarchy of Regional Centres, Sub Regional Cities and Towns as set out in the Proposed Changes. Leeds and Sheffield are identified as the preferred locations for any future regional casinos and related development.
- E3, 'city and town centre' are identified as the focus for job growth in office, retail and leisure. Need to review current employment land allocations in West Yorkshire, consistent with the Plan's Core Approach.

Housing

- H1, the 'annual average net additions to the dwelling stock 2004 – 2026', of 4,300 p.a. is confirmed for Leeds.
- H2, specifies that local planning authorities should complete Strategic Housing Land Availability Assessment (SHLAA) during 2008 as evidence for LDFs. The managed release of land for housing should maintain the momentum of 'urban transformation' and based on SHLAAs a 15 year supply of land for housing, including a 5 year supply of specific deliverable sites, is set out as part of LDFs.. Housing development on brownfield land should be prioritised (at least 65%).

The mini review of RSS is to be completed by 2011 to ensure that longer term housing growth is planned for (considering proposals for New Growth Points and Ecotowns).

- H3, seeks to manage the release of land for housing in relation to failing housing markets and includes East and South East Leeds.
- H4, sets an indicative target of 30 – 40% for affordable housing
- H6, identifies a figures of 86 pitches within West Yorkshire for gypsies and travelers. Local authority assessments of the housing needs of gypsies and travelers need to be completed by July 2008.

Regional Transport Strategy

- T1, promotes 'road changing schemes in congested urban areas, as well as improvements to public transport.
- T2, Table 13.5 sets maximum parking standards for the region in relation to Principal towns, local service centres and rural areas, sub regional cities and towns and Regional cities. The need for more restrictive standards in city and town centres may also need to be applied.
- T3, the need to improve public transport in Leeds is identified as a priority, together with the need to develop 'strategic public transport interchanges'. Criteria for destination accessibility (access to employment and social infrastructure) is also included in Table 13.8.
- T6, sets out criteria for airport development and expansion, including the need for airport surface access, as part of a wider transport strategy.
- T9, sets out Regional Transport investment and management priorities, within the schedule included as Table 13.24A, the need for the implementation of stronger demand management as a key priority for Regional, Sub Regional Cities and Towns.

Regional Spatial Strategy 'Mini Review'

3.3 In parallel to the Adoption of the RSS, the Yorkshire & Humber Assembly have been scoping the preparation of an RSS Mini Review (with a view for this to be completed in 2011). The focus of this Review has been prompted by the Housing Green Paper (summer 2007), setting out national commitments for housing growth (*3 million new homes by 2020*). Within this context, it is advised that 'mini reviews' of Regional Plans should take place, in order to specifically address such growth (and also the assimilation "Eco-town" proposals, with the Development Planning process).

4.0 Implications for council policy and governance

4.1 The implications for council policy are summarised above. As noted above, once adopted the Regional Spatial Strategy will form part of the Development Plan to which the Leeds Local Development Framework will need to be in conformity and against which planning applications will be judged.

5.0 Legal and resource implications

5.1 See section 4. above re. the need for conformity of the Local Development Framework with the Regional Spatial Strategy. There are resource implications for the City Council in relation to the RSS process, the implications of specific policies and the necessary infrastructure to support their delivery.

6.0 Conclusions

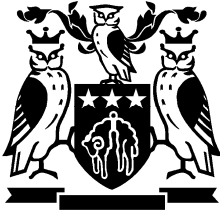
6.1 This report has provided an initial review of the Adopted RSS (May 2008) and the implications for Leeds and the emerging Local Development Framework.

7.0 Recommendations

7.1 Development Plan Panel is recommended to:

- i). Note the contents of this report and the implications for Leeds & the Local Development Framework.

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Report of the Director of City Development

Development Plan Panel

Date: 10 June 2008

Subject: Leeds Local Development Framework Core Strategy (Issues and Alternative Options), Report of Consultation and Next Steps

Electoral Wards Affected: All
<input type="checkbox"/> Ward Members consulted (referred to in report)

Specific Implications For:
Equality and Diversity <input checked="" type="checkbox"/>
Community Cohesion <input checked="" type="checkbox"/>
Narrowing the Gap <input checked="" type="checkbox"/>

Executive Summary

1. In September 2007, Development Plan Panel considered a "Core Strategy Issues and Alternative Options" paper, which was followed by a 6 week period of (Regulation 25) public consultation (23 October - 4 December 2007).
2. This period of consultation comprised of a series of events, workshops, presentations at stakeholder meetings – together with the wide distribution of the consultation material. A large number of comments and useful responses were received (and are included in Appendix 1, LDF Core Strategy Report of Consultation). Whilst a number of the comments received focused upon specific issues and the emphasis given to areas of concern, there was overall support for the general scope of the issues and options identified and the use of 'spatial planning scenarios' to illustrate particular outcomes – in addressing these issues.
3. A key feature of the Local Development Framework and the preparation of the Core Strategy in particular, is that these documents are being prepared during an unprecedented period of change. These changes do not only relate to the immediate opportunities and challenges resulting from physical development in Leeds but also the consequences of wider policy drivers at an international, national and regional level. For example, the need for action to be taken in response to climate change, transport and accessibility, economic competitiveness, new housing requirements and social inclusion, raise a host of issues, which need to be planned for at a local Leeds scale.
4. An important dimension of the current policy context also relates to the preparation of the emerging Regional Spatial Strategy (Yorkshire and Humber Plan), to which the LDF needs to be in general conformity. A summary report setting out the implications of the

recently adopted Yorkshire and Humber Plan (Regional Spatial Strategy) for Leeds and the LDF process, has also been included on this agenda of Development Plan Panel.

5. In terms of next steps, based on the outcome of the Issues and Alternative Options consultation, the emerging LDF evidence base and the Regional Spatial Strategy, the next stage of Core Strategy production will be the preparation of Preferred Options for consultation. Included within this report is a basic framework for the preparation of Preferred Options, which in turn sets a context for the broad direction of the strategy and related policy areas.

1.0 Purpose Of This Report

- 1.1 The purpose of this report is to report to Development Plan Panel the conclusions of the consultation on Core Strategy Issues and Alternative Options and to set out next steps in the preparation of Preferred Options for consultation.

2.0 Background Information

- 2.1 From earlier reports to the Development Plan Panel, members will recall that following reforms to the Development Planning system (introduced through the Planning and Compulsory Purchase Act 2004), local authorities are required to prepare a “Core Strategy”, as an integral part of the Local Development Framework. The purpose of this strategy is to provide an overarching framework for the preparation of Local Development Documents.
- 2.2 In providing the strategic context for these documents at a local Leeds level (and to provide a link with the Regional Spatial Strategy – to which it must be in conformity), is the need to prepare a spatial and land use planning framework, which is sufficiently robust and flexible. Such an approach also needs to have regard to interrelated (environmental, economic and social) drivers for change, together with the context set by the current UDP, the Community Strategy (Vision for Leeds) and emerging policy initiatives (e.g. the Planning White Paper).
- 2.3 Following consideration by the Development Plan Panel of an Issues and Alternative Options Paper’ in September 2007, a period of consultation (Regulation 25) has taken place. This consultation included a major workshop event on 19 October 2007 (with major speakers including Hillary Benn and Jonathon Porritt) workshop/discussion events and exhibitions with Leeds residents, community groups, schools and interested parties, attendance at meetings with stakeholders to present the initial ideas on the Core Strategy and the dissemination of the consultation material to a wide range of statutory and non statutory consultees. A detailed Report of Consultation is included as Appendix 1 to this covering report.

3.0 Main Issues

Broad Scope of Core Strategy Issues and Alternative Options for Consultation

- 3.1 The key focus of the Issues and Alternative Options paper has been to improve the clarity and structure of the material (subject to earlier phases of consultation), to update and review the Aims, Objectives, Issues and specific questions raised for consultation. In addition, based on earlier initial consultation, further work has been undertaken to further scope and refine the development of the ‘spatial scenarios’, as a basis to visualise the impacts of different policy approaches (and to provide a basis of the ‘Key Diagram’, which is required for the Core Strategy).

Structure of the Document

- 3.2 The Issues and Alternative Options consultation paper was structured as follows: sections 1 and 2 providing the overall context and background information, section 3 defining the “Vision for the Core Strategy – linking this to specific Aims, Objectives and Themes. Section 4 is based upon the interrelated themes of:

- The Environment,
- The Economy,
- Regeneration and Renewal,
- Future Development, and,
- A Well Connected City.

3.3 Each of these themes cover a series of issues, options and questions for a number of related topic areas (a summary of responses to specific consultation questions has been included within the attached Report of Consultation, Appendix 1). Drawing upon the themes, four spatial scenarios, as a basis to explore 'Leeds in the Future – Patterns of Regeneration and Development', were also identified for consultation. The final two sections of the paper set out issues around Implementation and Monitoring and provide details of how people can respond to the document. A Sustainability Appraisal has also been prepared for the Core Strategy, consistent with the LDF requirements

LDF Core Strategy – Report of Consultation

3.4 A detailed report of consultation has been included at Appendix 1, which outlines the different methods of consultation used. It also provides a statistical summary of the questionnaires received (385 in total), and records the relevant issues raised in relation to each question, and in more general responses. It also summarises the responses from the main events held during the consultation.

3.5 Consultation on the Preferred Options took place for a statutory six week period from the 23rd October to 4th December 2007. The supporting documents, including a questionnaire, were available at the Central Library, at the Council's Development Enquiry Centre (Leonardo Building), and all local libraries and One Stop Centres across the Leeds District. They were also published on the Council's website at www.leeds.gov.uk/ldf, and people could email or phone to obtain copies.

3.6 A series of public exhibitions and consultation events where people could 'drop in' and talk to LCC staff were held in twelve locations across the District (at least one in each inner and outer wedge), plus one in the city centre.

3.7 In order to publicise the Core Strategy and the drop in sessions, direct stakeholder contact was made with residents, community groups, key consultees, and businesses. This was through a variety of methods, including formal advertisements, information packs, an article in 'About Leeds', large scale plans, and material sent to Leeds Older People's Forum and the Equality Unit.

3.8 In addition to the above methods of advance notification of consultation, officers attended various forums and partnership meetings:

Leeds Housing Partnership Forum
Keeping an Eye on Leeds Environment Forum (Leeds Voice), Civic Hall
Leeds Gypsy and Traveller Exchange
Forum for the Future conference, West Yorkshire Playhouse
Area Committees Drop-in
Farnley and Wortley Neighbourhood Forum, Wortley
Leeds Youth Council, Civic Hall
Leeds Local Access Forum, Civic Hall

- 3.9 The Forum for the Future event was a full day of presentations and workshop discussions with key local and regional stakeholder agencies, including stakeholders within Leeds City Council. 71 people attended on the day. There were also five workshops with young people at Park Lane College, with a total of 52 attendees. 155 young people also filled in special questionnaires from Morley High School.
- 3.10 The analysis is based on the 385 questionnaires received during the consultation period that answered at least one question (not all respondents answered every question). The report also considers the main Sustainability Appraisal comments are also included, and for some questions there is also a very brief outline of the relevant policy considerations.

Building the Evidence Base

- 3.11 As members are aware, a key component of the reforms to the Development Plan system is the need to take into account an 'evidence base' in the preparation of planning policies and proposals. Consequently, in the on going preparation of the Leeds LDF Core Strategy, evidence is being drawn from a variety of sources. These include not only the comments received during the informal consultation stage and the scope of related policies and strategies but also the findings of City Council commissioned studies and technical reports. For example, the Leeds Employment Land Review, Housing Market Assessment, Strategic Flood Risk Assessment and more recently, the Leeds 2050 study, have helped to inform the revised Issues and Alternative Options paper. Within this context, the evidence base for the Core Strategy continues to be developed including further work on the Employment Land Review, the commencement of work on a District wide Greenspace Audit and an analysis of the carbon footprint of the alternative spatial planning scenarios. Within this context, work is also underway to scope the preparation of a Strategic Housing Land Availability Assessment (SHLAA) – a technical requirement of national guidance. Building up the evidence base for the LDF is a necessary requirement of the Development Planning system, in practice this is a technically challenging and resource intensive commitment, especially for the size and complexity of Leeds.

Regional Spatial Strategy (RSS) – Draft Yorkshire and Humber Plan

- 3.12 Also included on this Development Plan Panel agenda is a report summarising the outcome of the Regional Spatial Strategy adopted on 21st May 2008. As noted in the report, this has major implications for Leeds and the LDF process, regarding a number of policy areas, including major housing growth. As noted in the report, work has also commenced on the preparation of an RSS 'mini review' (primarily relating to housing growth), which is currently being developed, together with further work on the RSS evidence base.

LDF Core Strategy – Towards Preferred Options

- 3.13 Within the context of the above and the need to reflect on the scope and content of the Adopted Regional Spatial Strategy (May 2008), work has commenced to develop Core Strategy Preferred Options for further consultation. This will need to take stock of the response to the Issues and Alternative Options consultation, the LDF evidence base and national guidance. In scoping the Preferred Options,

initial work would suggest that the following framework provides broad direction for the emerging strategy and related policy areas.

- Core Strategy Vision / Core Sustainable Development Principles.
- Core Strategy Aims and Objectives.
- Spatial strategy for environmental protection and enhancement, regeneration and growth.
- Planning framework for:
 - The Environment (Local distinctiveness and 'place' making)
 - Climate Change
 - Natural Environment
 - Built Environment
 - Natural Resources and Waste Management
 - The Economy
 - Competition and Growth
 - Jobs and Training
 - Regeneration and Renewal
 - Future Development
 - Housing Strategy and Phasing
 - Affordability
 - Housing for All
 - Housing size, quality and type
 - Land and premises for Economic Development
 - Rural Economy
 - The City Centre and the hierarchy of Centres
 - Providing for Communities
 - Safety and cohesion
 - Cultural facilities
 - Health and Education
 - Well Connected City
 - Integrated Planning and Transport
 - Access to homes and jobs
- Future Spatial Scenarios.

4. Implications for Council Policy And Governance

- 4.1 Integral to reforms to the Development Planning system, is the requirement that the LDF provides the spatial and delivery context for a range of local authority strategies, programmes and initiatives. As a consequence, the preparation of the Core Strategy will need to reflect the Council Plan Strategic Outcomes and the associated priorities defined.

5. Legal and Resource Implications

- 5.1 None other than the "conformity" issues noted above. The preparation of the LDF and the development of the related evidence base is resource intensive and demanding. In terms of wider strategy and policy issues, a key dimension of the LDF process, are the regulatory requirements to seek to align resourcing strategies and programmes from a variety of agencies to ensure that the overall intent of policy documents are deliverable. This presents a major challenge to ensure that national, regional, sub regional and local funding streams are not only

sufficient but are aligned now and in the future, to deliver on Core Strategy policy objectives.

6. Conclusion

6.1 This report has provided feedback on the Core Strategy Issues and Alternative Options and the context for the preparation of Preferred Options.

7. Recommendations

The Development Plan Panel is recommended to:

- i) Note the outcome of the Core Strategy Issues and Alternative Options consultation and the next stages in the preparation of Preferred Options for consultation

APPENDIX 1

Leeds LDF Core Strategy

Issues and Alternative Options – Report of Consultation

CORE STRATEGY
LEEDS LOCAL DEVELOPMENT FRAMEWORK
ISSUES AND ALTERNATIVE OPTIONS:
SHAPING THE FUTURE
(23rd October - 4th December 2007)
REPORT OF CONSULTATION
FOR DEVELOPMENT PLANS PANEL 10TH JUNE 2008

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1. INTRODUCTION

This report details the findings from a programme of consultation that took place between 23rd October and 4th December 2007 on the Core Strategy Issues and Alternative Options. Section 2 below, 'Methods of Consultation' provides a background to the consultation programme and methods of engagement. A schedule is included of the consultation events and meetings held. Section 3: 'Consultation Responses' contains a summary and statistical analysis of the feedback, broken down into the various types of questionnaire and event. Section 4 explains the 'Next Steps' of how the preparation of the Core Strategy will progress.

This Report is for the Development Plans Panel on 10th June 2008. A slightly more comprehensive version of the report is to be published imminently for wider distribution. For example, it will include appendices of the consultation material produced.

2. METHODS OF CONSULTATION

Leeds City Council is preparing the Core Strategy for Leeds to set out the vision for the future development of the District. The Core Strategy is a spatial plan which will at a strategic level show the location and type of land use change over the next 20 years. Drawing upon the Unitary Development Plan, the Vision for Leeds, and a series of related strategies and drivers for change, the Core Strategy needs to set out a strategic land use and spatial planning framework for Leeds.

Informal consultation on the Plan has already taken place in 2006 through a 'Towards a Key Issues and Options Paper'. Residents, businesses, community groups, agencies, and other stakeholders had the opportunity to comment.

These initial consultation comments were used to help prepare the City Council's 'Alternative Issues and Options' document. Consultation on the Preferred Options took place for a statutory six week period from the 23rd October to 4th December 2007. During this period residents and other stakeholders across the Leeds District were given a number of opportunities to express their views.

Opportunities to present views were made available by the following means:

1. The Core Strategy Issues and Alternative Options document, the Sustainability Appraisal Report and other supporting documents were made available for inspection and comment at the Council's Development Enquiry Centre at Leonardo Buildings, Rossington Street and at the Central Library. The documents were also made available at all local libraries and One Stop Centres across the Leeds District.
2. The documents were published on the Council's website at www.leeds.gov.uk/ldf. Comments on the documents could be submitted by accessing the downloadable questionnaire at the same web address.
3. People could also telephone 0113 247 8075 or email ldf@leeds.gov.uk to obtain a copy of the documents.

4. A series of public exhibitions and consultation events where people could 'drop in' were held in twelve locations across the District (at least one in each inner and outer wedge), plus one in the city centre. These events were held on the following dates at:

Venue	Date	Time	Attendees
Morley Town Hall	29th October	11am - 2pm	20
Moor Allerton Library	30th October	4 - 6.45pm	3
Garforth Library	31st October	1 - 5pm	16
Wetherby Library	1st November	11am - 2pm	19
Pudsey Leisure Centre	2nd November	11am - 2pm	25
Merrion Centre	5th November	11am - 2pm	132
Aireborough Leisure Centre, Guiseley	6th November	4 - 7pm	41
Harehills Place Community Centre	7th November	11am - 2pm	4
Netto, Oldfield Lane, Wortley	8th November	11am - 2pm	25
Dewsbury Road Library, Beeston	9th November	11am - 2pm	6
Headingley Library	13th November	4 - 6.45pm	15
White Rose Shopping Centre	14th November	11am - 2pm	36
Crossgates Shopping Centre	17th November	10.30 - 1pm	77

At these events large scale display boards and a non-technical summary document were available for inspection and comment, including additional leaflets and questionnaires for completion. Staff from the City Council's City Development Directorate were on hand to explain and discuss the different options.

Direct contact was made with stakeholders including Leeds residents, community groups, key consultees, and businesses. These groups and individuals were notified of the Core Strategy consultation and given the opportunity to make comments and made aware of the opportunity to do so via the following channels:

- Formal advertisement in:
 - Yorkshire Evening Post 18th October 2007
 - Yorkshire Post 18th October
 - Leeds Weekly News 18th October
 - Morley Observer and Advertiser 17th October
 - Wharfedale and Airedale Observer (including Ilkley Gazette) 18th October
 - Wetherby News 19th October
- Statutory consultees and key stakeholders sent full information packs.
- Advance briefing was given to elected members via distribution of consultation material.
- Documents and notification of consultation events sent to all Leeds Libraries and One Stop centres.
- Information about the consultation events was made available on the Council's website.
- Consultation material was made available at events.
- Article in 'About Leeds', the Council's civic newspaper, and sent to all households in Leeds in the September 2007 edition.
- Large scale plans were displayed at the Development Enquiry Centre.
- Banners to advertise event venues on the day were erected to advertise the daily events.
- Leeds Older People's Forum newsletter and website at the end of September.
- Forwarded consultation material to Equality Unit for email circulation to all contacts for rarely heard groups.
- Tailored questionnaires for Morley High School.

In addition to the above methods of advance notification of consultation, officers attended the following forums and partnership meetings:

Meeting	Date
Leeds Housing Partnership Forum	4th September
Keeping an Eye on Leeds Environment Forum (Leeds Voice), Civic Hall	2nd October, 7-9pm
Leeds Gypsy and Traveller meeting	17th October
Forum for the Future conference, WY Playhouse	19th October, 10am - 4pm
Area Committees Drop-in	1st November, 6 - 8pm
Farnley & Wortley Neighbourhood Forum, Wortley	6th November, 7pm
Leeds Youth Council, Civic Hall	14th November, 5 - 7pm
Leeds Local Access Forum, Civic Hall	20th November, 6.30pm

In particular, the comments from the Forum for the Future event and the Youth Council workshop are recorded in Sections 3.3 and 3.4 below.

Residents and stakeholders were offered a number of ways in which they could feed back their views, or receive information or further advice about the proposals:

- By completing a questionnaire that was available at all of the drop-in sessions mentioned above, at the City Council's Development Enquiry Centre, at libraries and One-Stop centres across the District, by requesting a copy via telephone or email, or in a downloadable or interactive on-line version on the Council website.
- By writing in additional comments via letter or email.
- By speaking to staff at the exhibitions.

3. CONSULTATION RESPONSES

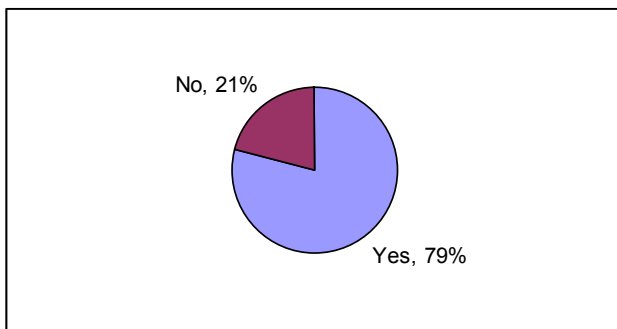
This section outlines the main responses and feedback from the main questionnaire, the different workshop sessions, the Forum for the Future Event, and the young people questionnaires.

3.1 QUESTIONNAIRE RESPONSES

This section sets out the results from the questionnaire which accompanied the Issues and Alternative Options consultation document. A summary is given of the comments made in relation to each question. The analysis is based upon the 385 questionnaires received during the statutory consultation period that answered at least one question. Not all respondents answered every question so the number of responses varies between each question (N.B. percentages may not add up to 100 due to rounding up or down). The main Sustainability Appraisal comments are also included, and for some questions there is also a very brief outline of the relevant policy considerations.

1. Do you agree with these strategic Aims and Objectives?

Yes	158 (37 comments)	79%
No	42 (38 comments)	21%
TOTAL	200	



Consultation Responses

General

- The CS should be more spatial and specific to Leeds.
- Whilst acknowledging the strategic nature of the CS, the Aims and objectives deal with Leeds as one place. It should be recognised as a series of places set within the City Region context.
- Greater recognition of rural areas (needs and economic viability).
- Revise the Themes diagram (p.14) to delete the two-way arrows and only leave the arrows linking each of the themes to the CS. Misleading as currently shown.

Sustainability/Climate Change

- Comments ranged from assessing climatic risks to major infrastructure developments, not building in floodplains to the design of buildings. Particular interest in securing local resources (food, energy) and meeting local needs.

Natural Environment/Greenspace

- For consistency with RSS Policy ENV15 refer to greenspace infrastructure rather than greenspace.
- Allocate large greenspace areas which form a demonstrable part of the CS spatial vision e.g. River Aire Corridors, Wykebeck Corridor, and Meanwood Ridge.
- Some request preservation of Green Belt land, whilst developers request inclusion of reference to review of GB.

Built Environment

- A number highlighted absence of sufficient reference to the distinctive identity and cultural assets of Leeds district. Conformity with PPG15 Enhancement of historic environment.
- The vision should promote architectural heritage as does Leeds's European competitors
- Amend first bullet point to "protect, enhance and manage the environment in order to reinforce the distinct identity of Leeds."

Transport

- Many commented on the need for a better public transport system and stronger wording for transport objectives e.g. provision of modern, easy to use and affordable system to service all areas of substantial residential or work accommodation to provide natural choice for residents.
- The objectives should be more explicit in desirability of jobs and homes being located in close proximity.
- Whilst recognising the above, there was also support for much improved road infrastructure.

Economy

- Greater reference to relationship between Leeds and the wider regional context.
- Ensure employment land allocations reflect economic needs of the city. Greater emphasis should be given to identify suitable industrial sites e.g. light engineering and waste management.
- The objectives should include specific reference to need to create and maintain an appropriate environment for existing businesses to remain, and expand, as well as facilitating new development.

Housing

- Housing delivery and affordability are national and regional priorities so should be made more explicit in the objectives. Strengthen link to RSS Proposed Changes. A separate objective needed for housing (GOYH).
- A number of individuals queried the need for the number of new homes proposed.

Private Sector interests

- Replicated GOYH request for separate objective.
- Inadequate emphasis on new housing development and role in future planning, regeneration and development of Leeds.
- Many felt that for a successful City Region more houses should be provided in Leeds to respond to the influx of people associated with new economic development. These new homes should be in the right location to house the new workers. As such a new objective should recognise the role of housing in driving economic development.
- The housing objective should include the provision of a range of dwellings for all housing needs and to enhance the deliverability of affordable housing.
- Many references to Green Belt review and identify and initiate appropriate scaled extensions to urban area and other settlements.

Sustainability Appraisal

The aims and objectives did not provide alternative options, so it is not relevant to make the SA comparison.

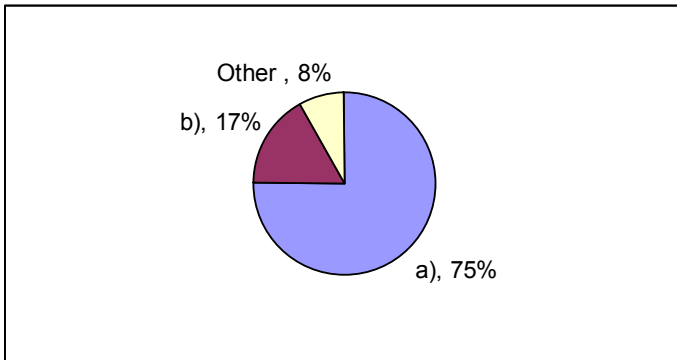
National and Regional Policy

As above, it is not relevant to draw policy comparison between options, although need to assess whether any changes needed to aims and objectives in light of new policy emerging since Reg 25 or any omissions not included or reflected adequately at Reg 25 e.g. adopted RSS; and PPS1, local distinctiveness (para 36).

2. The Core Strategy needs to continue to develop policies to adapt and mitigate climate change. Which of the following approaches should be included in the Core Strategy?

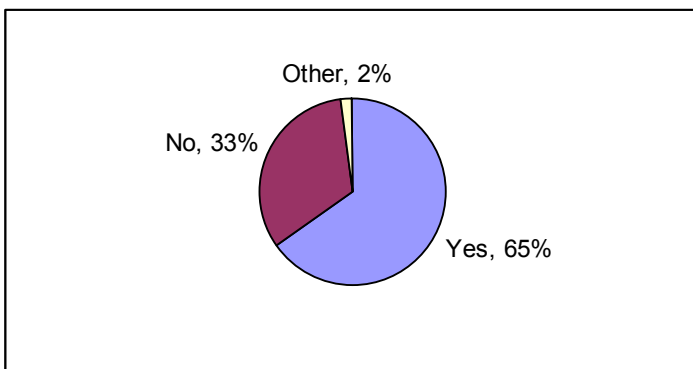
- a) *Require all new development to be designed according to sustainable construction principles, or,*
- b) *Require only major development to be designed according to sustainable construction principles.*

a)	176	75%
b)	40	17%
Other	19	8%
TOTAL	235	



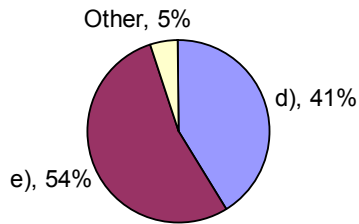
- c) *Seek developer contributions in order to fund the 'retro-fitting' of sustainable construction measures to existing housing stock.*

Yes	144 (0 comments)	65%
No	73 (6 comments)	33%
Other	4	2%
TOTAL	221	



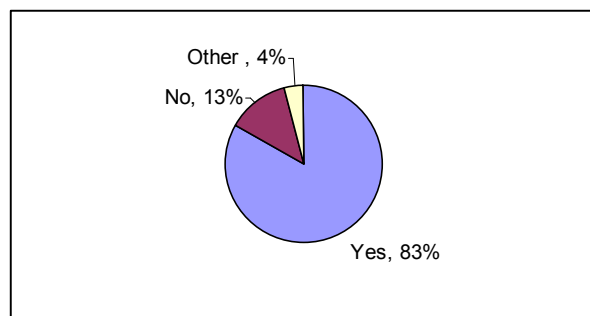
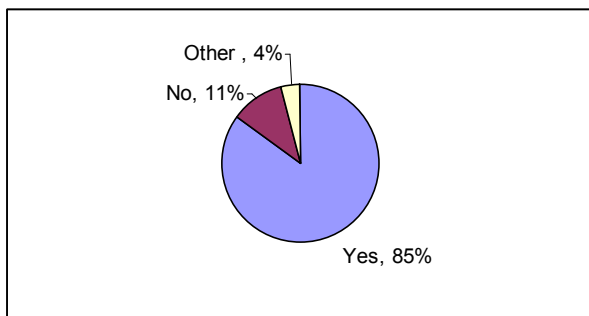
- d) *Require an increasing percentage of the energy needs of the building to come from on-site renewable energy generation; at least 10% up until 2010, at least 15% up until 2015, and at least 20% thereafter, or,*
- e) *Set a more challenging target for renewable energy.*

d)	92 (6 comments)	41%
e)	120 (3 comments)	54%
Other	11	5%
TOTAL	223	



- f) **Set targets for reducing the carbon emissions from new development.**
g) **Set targets for climate change adaptation. To include, surface water drainage (from new development), promoting 'green roofs' and encouraging landscape and planting schemes that make provision for higher outside temperatures.**

	f)			g)	
Yes	200 (5 comments)	85%	Yes	187 (6 comments)	83%
No	22 (1 comment)	11%	No	30 (1 comment)	13%
Other	7	4%	Other	9	4%
TOTAL	229		TOTAL	226	



Other general comments	85
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Consultation Responses

Options a) and b): There was an overwhelming majority in favour of option a). 178 responses out of 234 favoured this option. Additionally, only 1 respondent said that we shouldn't require development to be designed to sustainable construction principles. This indicates a very high level of consensus regarding this issue. Comments raised included concerns about ensuring that the standards are not set so high as to effect viability.

Option c): The majority of respondents were in favour of taking a contribution from developers to fund retro-fitting of energy efficiency measures to existing housing stock (144 in favour and 73 against). Comments against included: requests for more details, concerns about financial and physical viability (particularly in Listed Buildings), HBF stated that it was contrary to Circular 05/05 which states that the contribution must be directly related to the proposed development and Leeds Civic Trust asked why developers of new stock should pay to improve old.

Options d) and e): There was a small majority in favour of setting a more challenging requirement for on-site renewable energy generation than the proposed percentages. Developers want the Council to prove that a % RE requirement is viable and state % should be no more onerous than the Code for Sustainable Homes. The HBF objects to the requirement for any RE provision in new development because it believes that microgeneration will do very little to reduce carbon emissions, and because new technologies are in their infancy and so should not be required. The HBF wants the Code for Sustainable Homes to deal with it. English Heritage is supportive of the

principle but does not want it to compromise Listed Building and Conservation Area designations. YHA is supportive of the increasing percentage as it is consistent with RSS. The GOYH states that Leeds needs to consider how it can achieve the RSS targets for grid-connected RE. Microgeneration is important too but will not achieve the targets.

Option f): There was an overwhelming majority in favour of option f) setting targets to reduce the carbon emissions from new development. 200 responses out of 229 favoured this option. Those not in favour consisted of developers who didn't want anything more onerous than the Code for Sustainable Homes.

Option g): There was an overwhelming majority in favour of option g) setting targets for climate change adaptation, such as green roofs, including support from developers. 181 responses out of 226 favoured this option. Developers want proposals to accord with advice from BRE.

Sustainability Appraisal

All the options scored relatively well in the Sustainability Appraisal. The SA showed that it was slightly more beneficial to apply sustainable construction principles to all development rather than just major development.

National and Regional Policy

The PPS1 Supplement on Climate Change is the most recent and relevant policy guidance.

Options a) and b) are not consistent with the PPS1 Supplement. The Supplement states that any local requirement for sustainable buildings should focus on part of a local authority's area or site-specific opportunities. Therefore it is not appropriate to require sustainable construction across the whole of the District.

Option c) will be consistent with the PPS1 Supplement only if the LPA can show that the additional requirement for a contribution to pay for retro-fitting does not cause development to become unviable. The introduction of a Community Infrastructure Levy could mean that this option cannot be progressed and the LPA would then need to stake a claim for funding to pay for retro-fitting from the infrastructure pot.

Options d) and e): The PPS1 Supplement supports options d) and e) because it states that the Core Strategy should set out a target percentage of the energy supply of new development to be secured from decentralised and renewable or low-carbon energy sources, however it adds that LPAs should do this where it is viable. The Council will therefore need to show that it is viable to require the suggested percentages and this may be harder to do for option e) because it is suggesting a higher percentage.

Option f) needs to be worked up in more detail to say specifically what level of carbon reduction should be applied. It could potentially conflict with PPS1 in the same way as options a) and b) however this will depend on the way that it is implemented. There is more scope for flexibility within this option to allow the developer to determine the means of CO2 reduction.

Option g) is supported and encouraged by the PPS1 Supplement.

Q3. The Core Strategy needs to ensure that new development does not further worsen flood risk. This should be undertaken by:

Either:

a) Preventing residential development in all of the zone 3 high flood risk areas* regardless of regeneration objectives (this would include some of the built-up area).

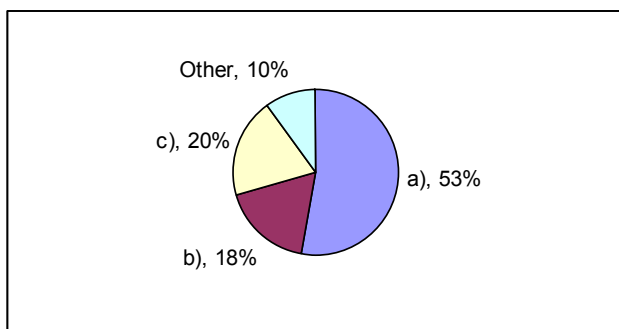
Or:

b) Preventing residential development in just the highest risk parts of the zone 3 high flood risk areas* (these areas are known as 3a1 and include some of the built up area).

Or:

c) Allowing residential development in any of the zone 3 high flood risk area providing it helps fulfil regeneration objectives and measures are in place to mitigate the effects of flooding.

a)	126 (34 comments)	53%
b)	42 (15 comments)	18%
c)	48 (23 comments)	20%
Other	23	10%
TOTAL	239	



Consultation Responses

The strongest response was in favour of no more residential development in zone 3a with 126 out of 230 responses in favour of this option, including the developers’ consortium and the majority of the Parish Councils along the River Wharfe. Many people had very strong feelings about not building homes in high flood risk areas. Some respondents, including Natural England argued that areas which flood should be left undeveloped and can then provide a Green Infrastructure resource. Other responses were more or less equally split between the other options.

The Environment Agency have stated that they expect to see a sequential test used to help determine the Preferred Options and are concerned that the options presented in Q3 focus on residential development, however all development must be sequentially tested.

Sustainability Appraisal

Sustainability appraisal of the options under Question 3 emphasise how flood risk management requires very careful balancing between avoiding housing development in high flood risk areas and finding sufficient land to accommodate the required housing numbers. It was not conclusive in choosing a clear direction but helped to raise awareness of the implications of each choice.

National and Regional Policy

Option a) to prevent residential development in all of the zone 3 high flood risk areas is entirely consistent with the guidance in PPS25 which states that LPAs should avoid locating people’s homes in areas of flood risk. However, given that there is a requirement in the RSS for Leeds to find sufficient land to accommodate 4,300 homes per year till 2016, if Leeds were to choose

option a) it could mean that there is a need to consider some of the Green Belt land in order to provide enough housing land. RSS accepts the need for a Green Belt Review but there may be conflicts with PPG2 Green Belts which states that the essential characteristic of Green Belts is their permanence and once the extent of Green Belt has been defined it should only be altered in exceptional circumstances. The question therefore is does the need to avoid flood risk areas warrant sufficient exceptional circumstances to warrant alteration of the Green Belt boundary?

Option b) provides something of a compromise because rather than preventing residential development in all of zone 3a, it advocates preventing residential development in just the very highest flood risk parts of zone 3a. This zone is known as zone 3a(ii) and is identified on the Leeds SFRA. Zone 3a(ii) involves a smaller area of land than zone 3a and therefore is less likely to necessitate removal of land from the Green Belt. Given the high probability of flooding in zone 3a(ii) areas (5% probability), it makes sense to avoid putting peoples homes in areas of such high risk. This option reflects the sequential approach required by PPS25 although in order to fully comply with the PPS it will be necessary to carry out a sequential test on the whole District in order to demonstrate that the RSS housing land requirement cannot be wholly accommodated in zone 1 areas of the District.

Option c) can only be a last resort which the Council would only consider if the sequential test shows that, for sound planning reasons, it is not possible to meet the RSS housing land requirement in zone 1 and / or zone 2 areas.

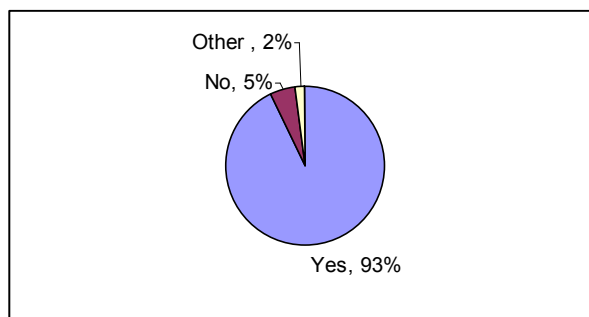
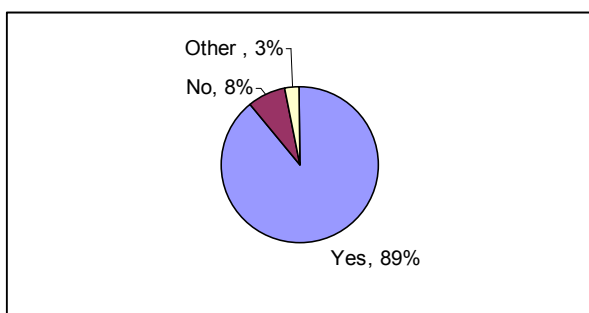
Other Policy

The proposed options are intended to help determine the location of future development in the District in the context of river flooding. Surface water flooding is also an issue in the Leeds District and the Core Strategy needs to consider the introduction of policies to help ensure that increased development does not lead to an increase in the speed of surface water run off. Such policies are recommended in the Leeds SFRA and include a requirement for the use of porous materials in hard landscaping, an increase in tree planting and green areas, the use of SuDS and the removal of permitted development rights in areas where it is shown that further development would exacerbate flood risk.

4. The Core Strategy needs to ensure that economic growth is achieved, whilst protecting and enhancing the natural environment. This should be undertaken by:

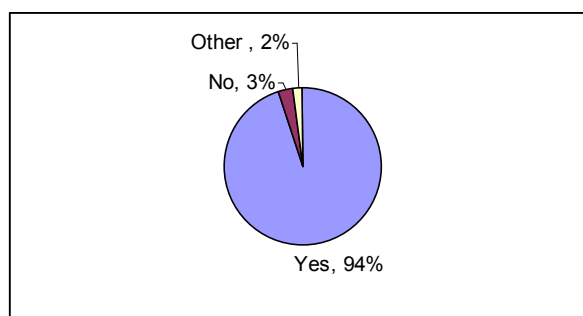
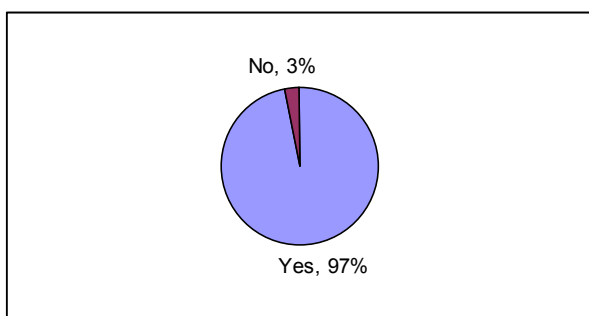
- a) **Increasing the quantity of greenspace, by requiring all new development to provide it,**
- b) **Reviewing the quantity of greenspace, to identify where it is not needed and could be used for alternative uses (including housing), to provide funds to improve the quality of other greenspaces,**

a)			b)		
Yes	203 (4 comments)	89%	Yes	205 (115 comments)	93%
No	18 (2 comments)	8%	No	10 (2 comments)	5%
Other	7	3%	Other	5	2%
TOTAL	228		TOTAL	220	



- c) **Protecting and enhancing natural habitats, and Identifying and mapping opportunities for habitat creation and restoration,**
- d) **Protecting areas of special landscape quality.**

c)			d)		
Yes	222 (3 comments)	97%	Yes	212 (2 comments)	94%
No	6 (0 comments)	3%	No	6 (0 comments)	3%
Other	1	<1%	Other	5	2%
TOTAL	229		TOTAL	225	



Other general comments	92
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Consultation Responses

Option a) An overwhelming majority of respondents supported this option for requiring new development to provide greenspace. Some respondents said that this question should not be asked until the Greenspace Audit results are available.

Option b) An overwhelming majority of respondents supported sacrificing poor quality greenspace in favour of improving quality elsewhere.

Option c) An overwhelming majority of respondents supported protecting and enhancing natural habitats and identifying and mapping new opportunities for habitat creation and restoration. Caddick Developments asked for regeneration to be weighed in the balance.

Option d) An overwhelming majority of respondents supported the protection of Special Landscape Areas. Developers have referred to advice in PPS7 about avoiding blanket designations.

Sustainability Appraisal

Option a) The sustainability appraisal shows that there are many positive impacts generated from a policy that makes new greenspace a requirement of new development and overwhelmingly supports it.

Option b) In terms of whether the Council should review existing greenspaces to identify where opportunities to develop poor quality or poorly used spaces could be harnessed to improve the quality of other greenspaces, the results were overwhelmingly in favour of reducing quantity to allow an improvement in quality. However, to ensure that reducing the quantity of greenspace did not impact on our ability to help with urban cooling and reducing surface water run off, it will be necessary to promote those species that cope well with climate change and help provide shading. Greenspaces which also provide flood water storage should not be sacrificed.

Option c) In terms of habitat creation and protection, this option scored well in the SA. It was recommended that qualifying criteria should be drawn up to help decide which sites required protection (e.g. presence of a protected species).

Option d) Scored well in SA.

National and Regional Policy

Option a) and Option b) PPG17 supports option a). Option b) would need to be informed by the PPG17 audit, also PPG17 highlights that whilst greenspace may be adequate at present, it may be needed in the future and therefore it should be protected in order to meet future needs. Option b) may therefore be in conflict with PPG17.

Option c) PPS9 : Biodiversity and Geological Conservation states that LDFs should include policies for the restoration or creation of new priority habitats. The Core Strategy is a higher level document in which it is probably sufficient to just include a commitment to this objective. The actual detailed mapping is more suited to the Environment DPD.

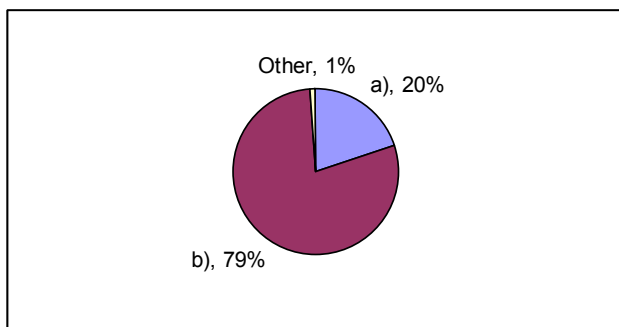
PPS9 also recommends acknowledging the hierarchy of international, national, regional and local designations. It may be appropriate to do this in the Core Strategy and to clarify the status of such designations.

Option d) PPS7 gives advice on local landscape designations. It states that local landscape designations should only be maintained or, exceptionally, extended where it can be shown that criteria-based planning policies cannot provide the necessary protection. The policy should state what it is that requires protection and why. It should be based on a robust assessment of the qualities of the landscape concerned.

5. The Core Strategy needs to make the most of its built environment and enhance the quality of places. This should be undertaken by:

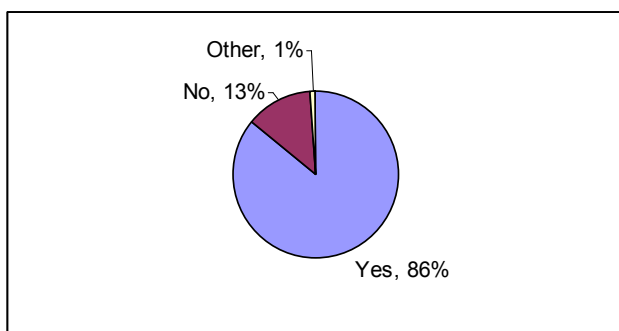
- a) Identifying, protecting, and promoting heritage and the distinctive positive character of different areas, in either,**
- i. Designated historic environments, or,**
 - ii. Throughout the District.**

i.	46 (3 comments)	20%
ii.	182 (5 comments)	79%
Other	3	1%
TOTAL	231	



b) Encouraging creative, distinctive and innovative design in appropriate locations.

Yes	186 (22 comments)	86%
No	28 (7 comments)	13%
Other	3	1%
TOTAL	217	



Other general comments	52
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Consultation Responses

In terms of quantitative preferences, an overwhelming majority of respondents favoured identification/protection/promotion of heritage/character across Leeds rather than in designated areas. Similarly, a very strong majority agreed that the Core Strategy should encourage creative, distinctive and innovative design in appropriate locations.

Option a): Designations are important, but there are other aspects of the historic environment which need to be identified, protected and enhanced. These can include 20th century buildings and sites of commercial and industrial historical interest. The Council should be conscious of the lack of resources to deal with existing conservation designations properly e.g. most of Leeds' CAs do not have up to date appraisals and management plans. Planning control in designated areas should not be weakened.

Unnecessary constraints shouldn't be placed on development. Protection of historic environments must be properly justified with reference to PPG15 and procedures in the planning acts. Historic environments can be combined with new creatively and innovatively designed development to create distinctive places. Flexible re-use of historic land and buildings should be allowed in line with PPG15, for example in estates such as Parlington and Harewood and universities and hospitals. "Preserving" is the wrong approach. "Conserving" is more positive because it allows for development which is sympathetic to and enhances valued historic environments.

Features such as paving, ginnels, bridges and rights of way should be maintained. Otley medieval bridge needs protection from heavy traffic.

Option b): Many respondents make the point that development should be appropriate or sympathetic to context, particularly in locations which are regarded as distinctive. Design should take account of local features at all scales. Several respondents were concerned about the lack of specificity. Creativity, innovation and distinction are too subjective and judging what is 'an appropriate location' will be a matter of opinion.

Several respondents suggested that designs should also promote eco-friendliness, in terms of use of energy and materials, biodiversity and local use. Several respondents noted the need for consultation with local communities over appropriateness of design and location, and maintained that practical, durable and classic designs are needed rather than fashionable designs that date quickly and may not be so functional.

Other General Comments

- Acknowledge value of local character appraisals and Neighbourhood Design Statements. Designs need to be justified through Design and Access Statements.
- Recognise the value of public art and sculpture in new development
- Advertising (illuminated signs etc) is becoming increasingly intrusive and detracting from environments.
- Enlarge Leeds' conservation areas.
- More important to put design principles into practice.

Sustainability Appraisal

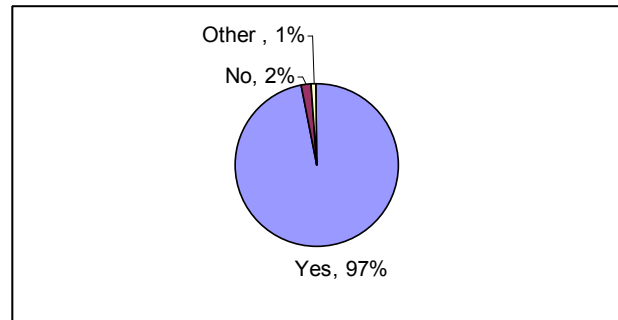
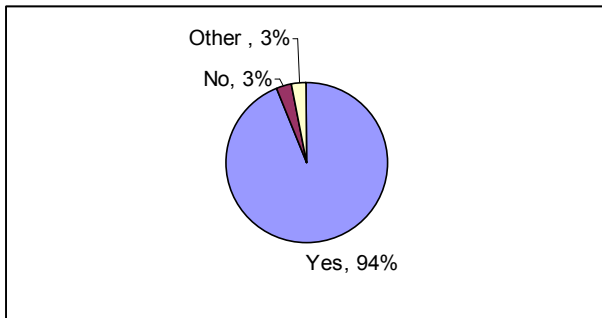
The sustainability appraisal did not identify a great deal of difference between the impacts of the two choices. In terms of economic impacts it was noted that option a) may encourage the development of specialist types of construction and therefore boost that industry. However, option b) may result in too much restriction on the needs of modern firms, for example by limiting layout/space. It depends on how much of the building is to be preserved and how much re-use will constrict economic development. It was also noted that the historic environment may be a constraining factor on the efficient use of derelict sites (for example, it can reduce the height that is allowed for a tall building). This point applies to both options but is amplified under option b) because it applies throughout the District.

Other Policies

The white paper "Heritage Protection for the 21st Century" (DCMS 2007) supports identification of locally important elements of historic environment, including Local Lists, and protection through LDF policy.

- 6. Leeds needs to minimise the amount of waste arising. This should be undertaken by:**
- a) Encouraging the treatment of waste at the highest possible level of the waste hierarchy,
 - b) Encouraging the processing of waste to add value and avoid landfill.

a)			b)		
Yes	180 (2 comments)	94%	Yes	203 (9 comments)	97%
No	6 (1 comment)	3%	No	4 (0 comments)	2%
Other	5	3%	Other	3	1 %
TOTAL	191		TOTAL	210	



Other general comments	68
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Consultation Responses

To follow.

Sustainability Appraisal

To follow.

National and Regional Policy

To follow.

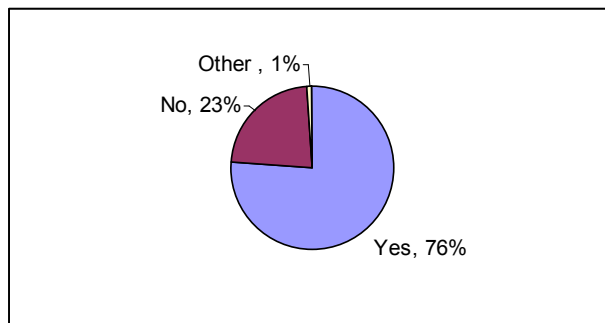
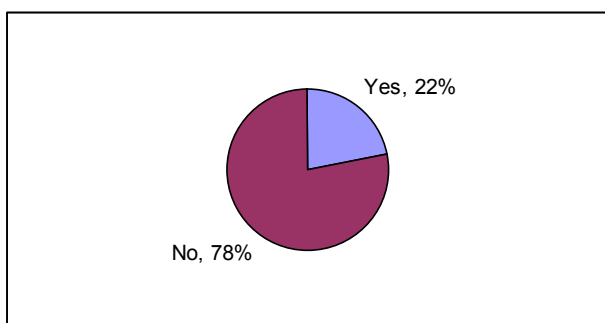
Other Policy

To follow.

7. It is likely that Leeds will need to identify a range of locations (depending on their type and scale) for waste management facilities. Where should such facilities be located?

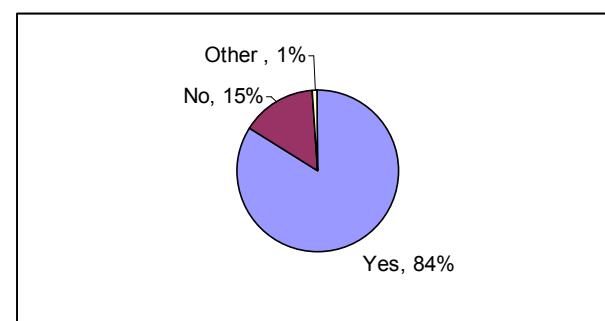
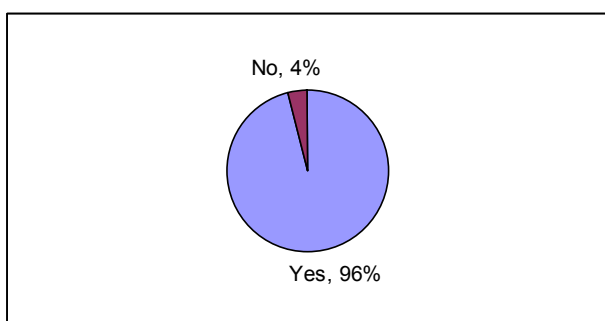
a) Within existing residential areas and town and district centres,

	a) Major facilities			a) Small-scale facilities	
Yes	40	22%	Yes	148	76%
No	142	78%	No	46	23%
Other	-	-	Other	2	1 %
TOTAL	182		TOTAL	196	



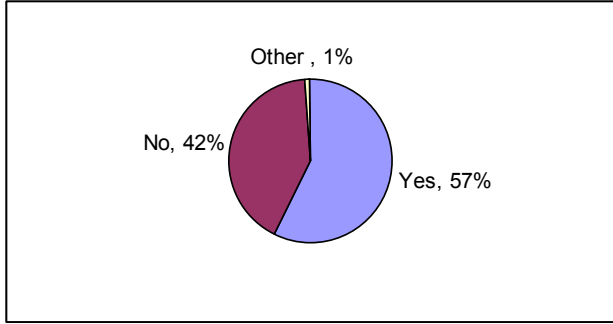
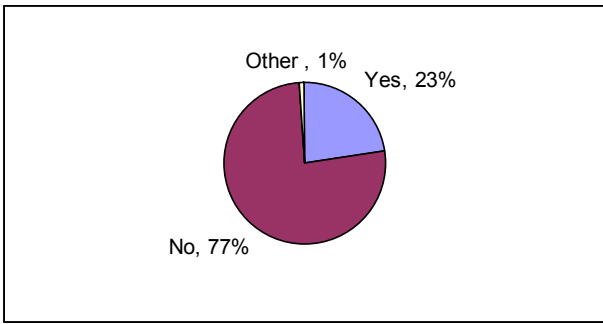
b) In accessible commercial / industrial areas,

	b) Major facilities			b) Small-scale facilities	
Yes	201	96%	Yes	154	84%
No	8	4%	No	27	15%
Other	1		Other	2	1 %
TOTAL	210		TOTAL	183	



c) In accessible countryside / rural locations.

	c) Major facilities			c) Small-scale facilities	
Yes	40	23%	Yes	106	57%
No	134	77%	No	78	42%
Other	1	1%	Other	1	1 %
TOTAL	175		TOTAL	185	



Other general comments	65
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Consultation Responses

To follow.

Sustainability Appraisal

To follow.

National and Regional Policy

To follow.

Other Policy

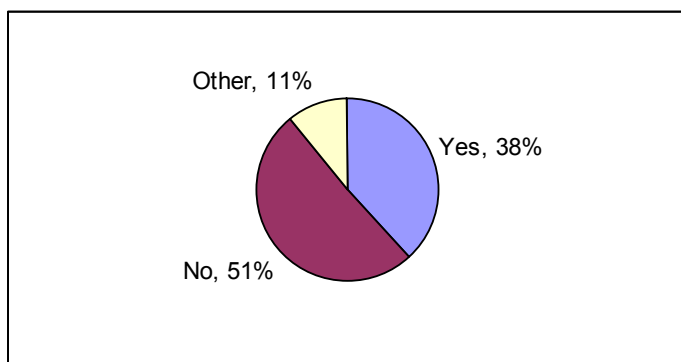
To follow.

8. The following criteria have been used to identify where regeneration is a priority:

- Overall issues of deprivation,
- Low levels of opportunity, aspiration, and educational attainment,
- Poor condition of housing,
- Poor health,
- Limited choice in housing type, mix, and tenure,
- Poor environment,
- Anti-social behaviour and crime,
- Unemployment higher than the Leeds average,
- Urban areas with poor physical links to surrounding communities and the city centre,
- Areas as identified within the Unitary Development Plan Review (2006),
- Lack of private investor interest,
- Contains large areas of derelict/contaminated land.

Do you think there are any additional criteria, which should be used to identify regeneration priority areas?

Yes	72 (58 comments)	38%
No	97 (11 comments)	51%
Other	20	11%
TOTAL	189	



Consultation Responses

General

- Clarification sought as to whether an area would have to meet just one or several of the criteria to justify regeneration priority area status and whether this would restrict development areas which meet fewer of the criteria.
- The criteria should not be interpreted as prescriptive and that flexibility should be adopted to reflect site specific circumstances.
- GOYH referred to the need to accommodate RSS housing figures and that LCC should identify adequate and sufficient housing land supply for plan period.
- South Area Management expressed a view that the criteria are very negatively based assessments for carrying out regeneration. To be more positive, should include level of residents support for regeneration (especially where demolition involved); or willing to consider loss of greenspace for improved quality; what potential an area has for regeneration; and level of political support.

Suggestions for additional criteria include

- Quality of the built environment, e.g. number of historic buildings at risk.
- Availability of greenspace (areas with poor access to greenspace/protected playing pitches/children's play areas/natural environment).
- Areas with potential to provide family housing/priority to resolving limited choice of housing.
- Areas with demographic imbalances e.g. Headingley/Hyde Park and provide for needs of

elderly and disabled.

- Areas with higher concentrations of asylum seekers, refugees and migrant workers e.g. LS12, LS7 and LS8.
- Towns and areas on the fringe of the city requiring protection and regeneration e.g. Otley and Guiseley.
- Areas with high proportion of vacant properties.
- Areas with poor access to public transport, including rural areas.
- Areas around railway stations e.g. Headingley and Morley
- Areas with poor services and infrastructure.
- Create links between well performing areas towards more affluent north Leeds, e.g. city centre through Armley to Kirkstall.

Sustainability Appraisal

Question 8 was not subject to the SA as it has been carried over from the UDP.

National and Regional Policy

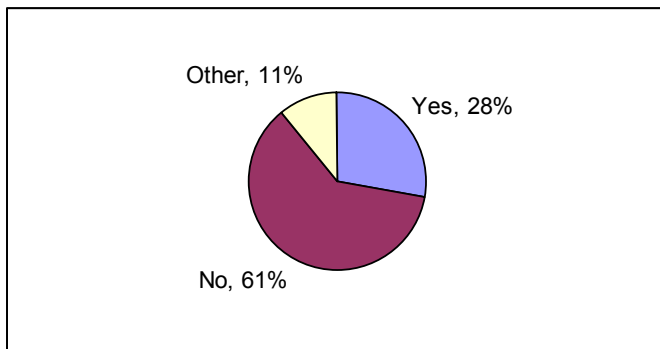
Not relevant to draw policy comparisons as no options provided in Question 8, although need to assess whether any changes required in light of new policy emerging since Reg.25 or any omissions not included or reflected adequately at Reg.25 e.g. Adopted RSS.

9. Regeneration areas are designated at the following locations:

1. **East and South East Leeds (EASEL)**
2. **Aire Valley Leeds**
3. **West Leeds Gateway**
4. **Beeston and Holbeck**

Bearing in mind the criteria for identifying regeneration areas as listed above, are there any other areas, which should be identified as a regeneration priority?

Yes	46 (34 comments)	28%
No	100 (13 comments)	61%
Other	18	11%
TOTAL	164	



Consultation Responses

Former villages and Urban Centres

- Pudsey; Otley; Headingley; Woodhouse; Holt Park.

Outer Areas

- Weston Lane estate, Otley; Otley area; Guiseley; Micklefield; Kippax; Allerton Bywater; Barnbow (Vickers) site, Crossgates.

Inner North West

- Area of Housing Mix; west Kirkstall to Horsforth.

Inner/Outer West

- Bramley.
- Kirkstall Road Renaissance Area.
- WLGAAP extended to incorporate Leeds/Bradford Corridor area as endorsed by RSS.

Inner East/North East

- Chapeltown; Harehills; Sheepscar.

South

- Belle Isle.

General comments from South Area Management

- Recommend replacing Beeston Hill (not Beeston) and Holbeck with the “South Leeds Regeneration Area” to include central Middleton and Elland Road area and corridor leading to Churwell/Morley. This was supported by a second representor.
- Do not accept Beeston Hill and Holbeck regeneration area is concentrated on housing and design led activities. Comprehensive approach with land use framework covering various issues linked to delivering sustainable communities. Shortly producing Regeneration Plans not exclusively housing or design led.
- Unsure what is meant by “Regeneration Strategy”, presumably refers to “Leeds Regeneration Strategy 2005-8”.

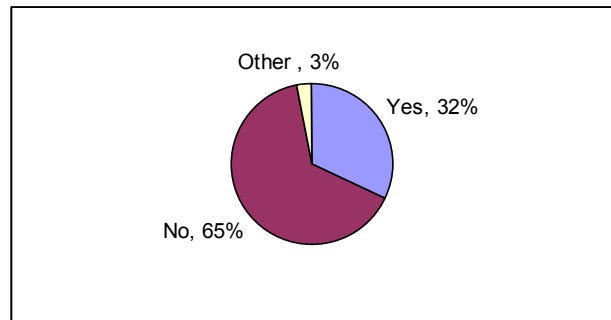
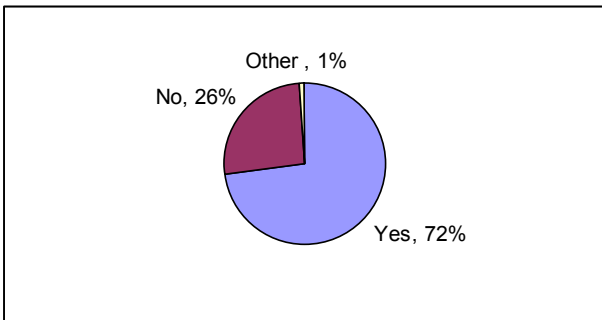
Sustainability Appraisal

Question 9 was not subject to the SA as it has been carried over from the UDP.

10. Which option on Greenfield sites do you agree with?

- a) *Greenfield sites on the edge of urban areas should be held back from development until such time as the supply of housing from brownfield site development is insufficient to meet the housing requirement. This will mean intensifying the rate of development in urban areas with higher densities, and building on surplus greenspace and employment land,*
- b) *Strategies should be developed for the early release of greenfield sites in the most sustainable locations in order to better meet needs for houses (as opposed to flats) and affordable dwellings. All sites would have to have sufficient levels of public transport and other necessary community infrastructure and meet high standards of sustainable design and construction.*

	a)			b)	
Yes	153 (9 comments)	72%	Yes	64 (13 comments)	32%
No	56 (7 comments)	26%	No	129 (5 comments)	65%
Other	3	1%	Other	5	3%
TOTAL	212		TOTAL	198	



Other general comments	95
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Consultation Responses

Housebuilders, landowners and developers favour 10b. This is with the exception of city centre developer, Reland who consider that Leeds' current policy approach favouring urban brownfield development will not deliver the quantity, quality and mix of housing which Leeds needs. Option 10a will harm urban areas through town cramming and loss of open space and employment land. Greenfield development is needed including PAS and greenbelt releases.

Interests concerned about urban amenity (residents and interest groups). Not necessarily advocating greenfield releases, these people point out the harm from more intensive urban development. Urban open space is already inadequate and needs more protection for health and recreation. Historic character is under threat from high density development. Garden development should be curtailed. The A65 road corridor is full.

Interests wanting to protect greenfield land (residents and interest groups). For some, greenfield land should be protected at all costs. Others see greenfield development as the last resort only.

Interests seeking selective protection and harnessing development for improvement (residents and interest groups). Generally wanting to minimise greenfield and greenbelt development, these people suggest that some greenfield land is already degraded and of low value and could be identified for development. Some see opportunities to harness development of greenfield land to secure other benefits, for example compensatory green infrastructure with new high quality areas of recreational open space.

Sustainability Appraisal

Economic: Option a) has a negative impact on employment land take, whilst Option b) is neutral.

Social: Option b) is positive for provision of affordable housing, but Option a) scores better in terms of regenerating inner city areas.

Environmental: Option a) scores best.

National and Regional Policy

Both options accord with national policy in PPS3. Option a) has more natural alignment with PPS1, by expecting local policies to reduce energy use and emissions by encouraging patterns of development which reduce the need to travel by private car.

Option a) concurs more closely with RSS. The YH policies favour regeneration of the conurbations (YH1), reversal of population drift to rural areas (Spatial Vision 1), higher density development (YH2) and focussing most housing growth on the cities (YH5) and first priority to use of brownfield land (YH8).

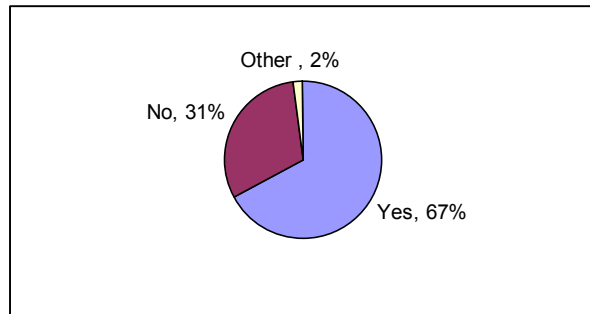
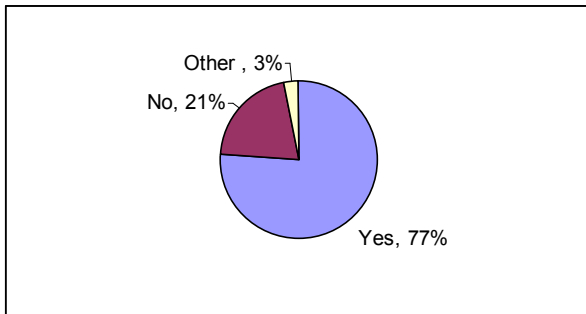
Other Policy

Leeds' Strategic Housing Market Assessment survey shows preferences for a wider range of dwelling types and sizes than is currently being built. It shows a need for 1889 affordable dwellings p.a.

11. The supply of good quality affordable housing in Leeds needs to be increased. Should this be through:

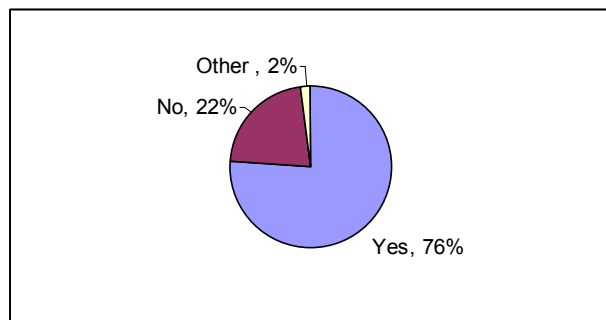
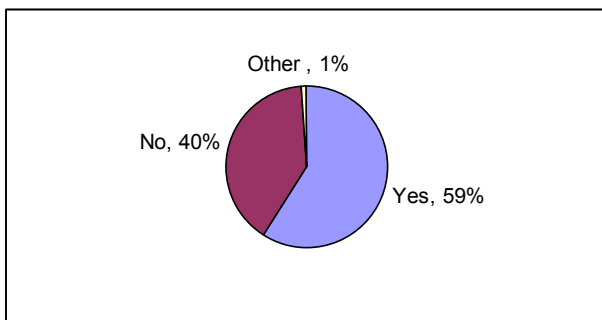
- a) Increasing the proportion of affordable housing that we seek on development sites,
- b) Lowering the site size threshold for seeking affordable housing,

	a)			b)	
Yes	153 (1 comment)	77%	Yes	123 (0 comments)	67%
No	41 (4 comments)	21%	No	57 (2 comments)	31%
Other	6	3%	Other	4	2%
TOTAL	200		TOTAL	184	



- c) Allocating small-scale land in and on the edge of villages for affordable housing where necessary,
- d) Exploring the possibility for public sector land disposal for affordable housing.

	c)			d)	
Yes	113 (4 comments)	59%	Yes	149 (7 comments)	76%
No	76 (3 comments)	40%	No	44 (1 comment)	22%
Other	1	1%	Other	3	2%
TOTAL	190		TOTAL	196	



Other general comments	80
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Consultation Responses

Option a): The general response from housebuilders was that increased affordable housing should only be sought where there is an up-to-date and robust assessment of need and be subject to negotiation including site circumstances and viability. They considered that the Leeds Strategic Housing Market Assessment did not follow national good practice guidance so is unsound as evidence, and the 15-25% target band of the UDP should be retained. Others including the YHA thought that an increase would be consistent with the 30-39% indicative target for Leeds in the RSS. LCC's performance in negotiating affordable housing should be examined.

Option b): Housebuilders generally thought that reduced thresholds should to be justified by evidence of need. The recent reduction in the national threshold from 25 to 15 units needs time

to bed down'. One respondent felt a flexible threshold would be better, with each site judged on its merits. Others thought that the threshold should be reduced because developers have avoided provision by adjusting dwelling numbers/floorspace. A one unit threshold should be considered linked to a tariff system.

Option c): Identification of affordable housing sites on the edge of villages should be conditional - only where sites have access to public transport, only where need exists, only for local people. Creeping urbanisation and harm to the integrity and environment of villages need to be avoided. The scale of development needs to respect the size of villages. Green belt land should be avoided. Also consider allotments and market gardens.

Option d): No playing fields should be used as public sector land for affordable housing development. Affordable housing can be increased through greater development of market housing. Larger Greenfield sites should help significantly. An "eco town" would help.

General comments

Housebuilders suggested that the viability of development is critical. Higher targets and lower thresholds will be counter-productive if they merely render development unviable. Lower land prices will lead to overall housing supply being restricted because landowners will not sell their land.

It was suggested that the affordability of Headingley deserves special attention due to the erosion of the stock of affordable housing by the growth of student accommodation. Use of the Headingley Development Trust should be considered to reclaim housing occupied by students for affordable occupation.

A range of further comments included the following:

- There are particular needs to provide rural affordable housing and affordable houses rather than flats.
- Affordable housing should be well integrated and for all members of the community.
- Self-build and "Co-housing" should be considered.
- Affordable housing should be clearly defined.

Sustainability Appraisal

Economic: Neither option had significant economic impacts.

Social: There is little difference between the 4 options in terms of social impacts. For impact on educational and housing market disparities, options a), b) and c) are very positive for helping to create mixed communities such that school intakes should be more socially mixed. However, option d) could have less positive effects because council land tends to be located in areas of deprivation and lower educational achievement.

Environmental: Most of the options have neutral or no significant effects. The exception is option c) which has a number of potential negatives in terms of greenfield land-take, unsustainable travel, and impact on the landscape. All options are positive for local housing needs being met locally.

Conclusion: All options are generally positive although option d) has some social negatives and Option c) some environmental negatives.

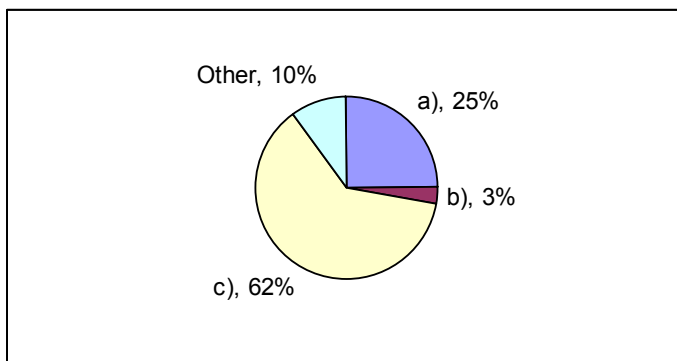
National and Regional Policy

All options accord with national and regional guidance, providing that evidence is available to demonstrate need for affordable housing. PPS3 sets an additional test of rural exception sites providing affordable housing for people who have local connections, as well as promoting mixed communities.

12. Leeds must provide new accommodation for gypsies and travellers. Should this be through:

- a) A variety of small sites spread around the city close to existing communities, services and infrastructure, or,
- b) On a large site on the fringe of the City, or,
- c) Extension of the existing site at Cottingley Springs.

a)	47 (13 comments)	25%
b)	5 (2 comments)	3%
c)	119 (20 comments)	62%
Other	20	10%
TOTAL	191	



Other general comments	8
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Consultation Responses

Of the 55 comments received, the majority favour small sites, favour no particular option or suggest that Gypsies and Travellers themselves should be asked.

Small sites - They are needed to reverse the ongoing exclusion of this group; that they are better for providing access to health and education services; that small sites would not over-stretch infrastructure and services; and that small sites are the only fair option in terms of human rights and to accord with recommendations of the recent Joseph Rowntree report. Some offer conditional support for the small site option that the sites will need to be adequately resourced and managed by Leeds City Council, surrounding areas must be kept litter free, a small criminal minority dealt with and that the potential environmental impact is taken into account in choosing locations.

Large fringe city site - There was little explicit support. One Parish Council suggests two or three sites like Cottingley Springs but only following consultation with Gypsies etc. One person favours "large" providing the Gypsies and Travellers are asked and questions the need for proximity to the strategic road network.

Cottingley Springs - Around a quarter of the comments favour extension at Cottingley Springs. Reasons are that it is better to control one site rather than many where local communities may be upset; "not in my back yard"; that services and infrastructure could be vastly improved; that concentration of peer pressure will encourage responsible tenants. One city councillor states he does not accept that we must do this again - neighbouring authorities do not provide this facility.

Sustainability Appraisal

Economic: There is no evidence of any effects on the economy or jobs at the existing site at Cottingley Springs, However if sites do result in negative effects then providing a number of small sites spread around is more likely to dilute them.

Social: All these options are generally positive in terms of social SA Objectives. This is because official sites cause less problems than illegal encampments and provide Gypsies and Travellers with stability and proper provision of services. Such as clean running water, waste collection and electricity. Option a) scores the most positives, particularly in terms of health and education

benefits by ensuring that Gypsies and Travellers live close to the facilities that they need, such as schools, health care and shops. It was also noted that option a) should help encourage integration between gypsies and the settled community where as options b) and c) keep them as distinctly separate.

Environmental: Most of the environmental impact cannot be decided until specific locations are identified for options a) and b). There are potentially negative scores for the impacts of a Gypsy site on landscape quality, local distinctiveness and historic environment.

Conclusion: Strong social benefits are derived from choosing option a). There may however be negative environmental impacts which will need to be identified and mitigated for once specific locations are earmarked.

National and Regional Policy

National policy set out in Circular 1/2006 "Planning for Gypsy and Traveller Caravan Sites". It expects Gypsy and Traveller accommodation needs to be dealt with in the same way as needs for housing. The Circular requires the number of pitches set out in the RSS to be addressed by allocations in a development plan document (DPD). The Core Strategy must provide guidance for where sites will be allocated in the DPD and for dealing with planning applications. Guidance criteria must be fair, reasonable and realistic and not place undue constraints on development of Gypsy and Traveller sites. Sites must be suitable and have a realistic prospect of being delivered. Transitional advice is given that where there is demonstrable need, including evidence of unauthorised encampments or early evidence from a Gypsy and Traveller Accommodation Assessment (GTAA), local authorities should address the need in their DPDs.

RSS Policy H5 sets the indicative numbers of pitches for the Yorkshire and Humber sub-regions, with 86 pitches apportioned to West Yorkshire. It expects local authorities to complete GTAAs by July 2008 and that LDFs should ensure adequate provision of sites.

Other Policy

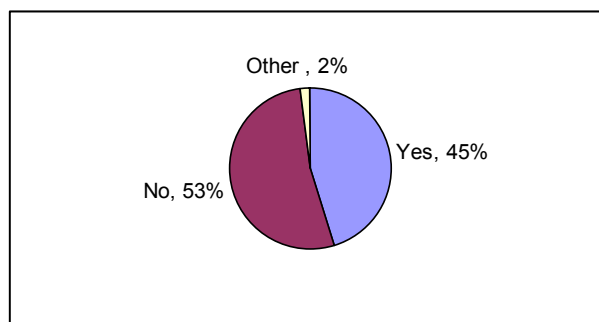
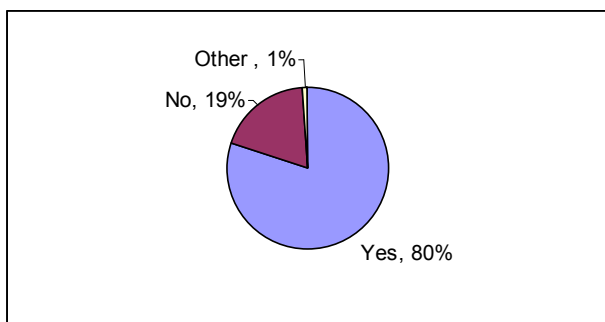
West Yorkshire local authorities commissioned a GTAA for completion in summer 2008.

Local authorities need to have regard to their statutory duties, including those in respect of homelessness under Part VII of the Housing Act 1996 and to their obligations under the Race Relations Act 1976 as amended by the Race Relations (Amendment) Act 2000.

13. The Leeds Housing Market Assessment reveals a need for a wider range of housing sizes and types than is currently being built. How should Leeds ensure that a wider variety of housing sizes and types are provided?

- a) A planning policy to control housing mix for all developments where appropriate,
- b) Allocating sites specifically for this purpose in suburban and rural areas appropriate for house building.

	a)			b)	
Yes	169 (8 comments)	80%		Yes	83 (5 comments) 45%
No	40 (1 comment)	19%		No	98 (10 comments) 53%
Other	2	1%		Other	3 2%
TOTAL	211			TOTAL	184



Other general comments	68
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Consultation Responses

General

- A widely shared response is that there are too many apartments and additional family housing is needed.
- A number of responses from residents and Parish Councils thought there are too many large executive houses in villages.
- It is also noted that Headingley has lost family housing from its housing mix through the growth of HMOs.
- The notion that mixed communities are desirable is not contested. A vibrant city needs mixed communities which foster a democratic spirit. Policy should recognise that a range of housing in a range of areas is needed in line with the housing market assessment. This must include rural areas.
- Self-build, co-housing and live-work units should be considered in the housing mix

Option a): Generally, housebuilders think that the public sector should not dictate sizes, mix or specification of market dwellings as these are choices for private individuals to make on the basis of income and personal circumstances. Control of size and mix will reduce the supply of housing and exclude some households from decent housing worsening the affordability crisis. The lack of flexibility, lack of evidence and failure to consider alternatives would be contrary to paragraph 4.24 iv, vii and ix of PPS12 and paragraph 11 of PPS3.

Some housebuilders suggested that the objective to broaden housing mix should be retained but with policy to “encourage” rather than require. The emphasis should also be to take account of site circumstances in deciding the housing mix, e.g. local community, local services, employment etc. The policy needs to take account of public transport service levels and accessibility, e.g. low density housing allowable where transport accessibility is not so good.

Other housebuilders suggest master-planning and development brief work should guide housing mix and creation of sustainable communities particularly for larger strategic land releases.

Any control over housing mix needs regular review with development partners to give responsiveness to changes in the market. Some housebuilders felt that control of mix would only be needed for windfall sites as allocations are likely to be developed with dwellings appropriate to site surroundings and location. One community forum recommends that flats should be limited to 10% of major developments.

Option b): This is favoured by housebuilders because the Leeds HMA shows that around half of households expecting to move and newly forming households prefer the outer suburbs as a location to live. These locations are appropriate for family housing because they have the open space, schools and community facilities.

Some residents and Parish Councils felt that greenfield site development in affluent areas has not helped address affordability problems. Rural areas should be avoided because green belt will be eroded. Why not allocations in other areas?

Sustainability Appraisal

Economic: neither option has any significant economic impacts.

Social: Both options are likely to be positive in terms of quality/disparity of housing, although there is a level of doubt over whether option b) on its own would deliver. In terms of social inclusion and cohesion, option a) is preferable as it is likely to provide more opportunity for occupiers of new housing to mix with existing communities.

Environmental: Option b) has potentially negative impacts in terms of greenfield land take, transport by vehicles and CO2 emissions and impact on the landscape.

Conclusion: Overall, option a) scores better in having positives for social inclusion and cohesion and no negatives. Option b) has a number of environmental negatives.

National and Regional Policy

PPS3 has strategic housing and planning policy objectives to create sustainable, inclusive, mixed communities (para 9) and to deliver a mix of housing for a wide variety of households (para 10) in all areas, both urban and rural. Advice in paragraph 24 advises on planning control over housing mix. It is carefully worded drawing a division in the level of control that can be applied between large strategic sites and smaller sites and expecting controls to relate to evidence of household need:

In planning at site level, Local Planning Authorities should ensure that the proposed mix of housing on large strategic sites reflects the proportions of households that require market or affordable housing and achieves a mix of households as well as a mix of tenure and price. For smaller sites, the mix of housing should contribute to the creation of mixed communities having regard to the proportions of households that require market or affordable housing and the existing mix of housing in the locality (PPS3 Para 24).

Other Policy

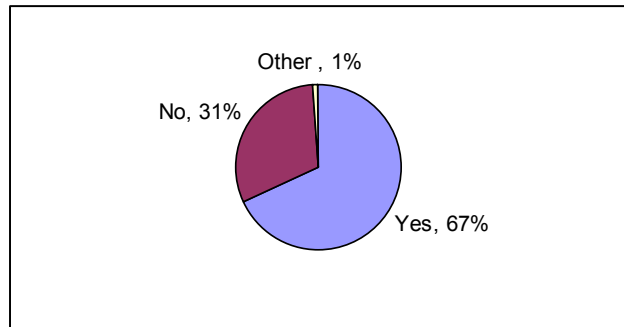
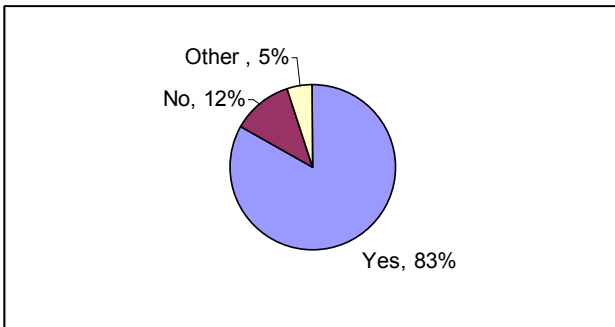
The City Council is preparing to introduce informal policy guidance to help control the housing mix of development sites. Background work explored evidence of housing mix in terms of i) existing stock, ii) historic trends of housing supply excluding the city centre, iii) household projections and iv) preferences expressed in the survey undertaken for the Leeds SHMA.

These do not give a conclusive steer on housing mix. Essentially, two of the indicators would favour provision of larger proportions of flats and smaller sized dwellings; the existing stock in Leeds is made up of 80% houses and household projections forecast growth predominantly of 1 person households. The other two indicators would favour provision of larger proportions of houses and larger dwellings; actual provision of new dwellings over the last 10 years has become increasingly dominated by flats; preferences of moving/forming households are for a broader range of dwelling types and sizes than are being developed.

14. Leeds needs to provide higher housing densities in order to both meet housing targets and to create sustainable communities. In particular, should the highest densities be promoted at the following locations:

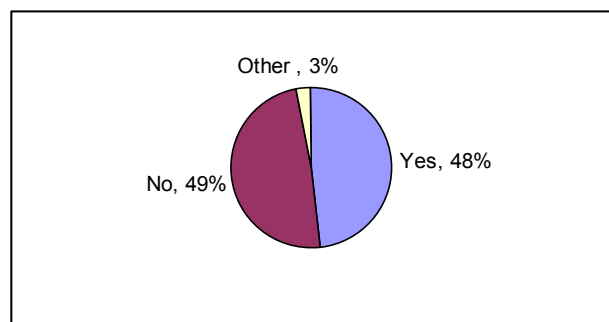
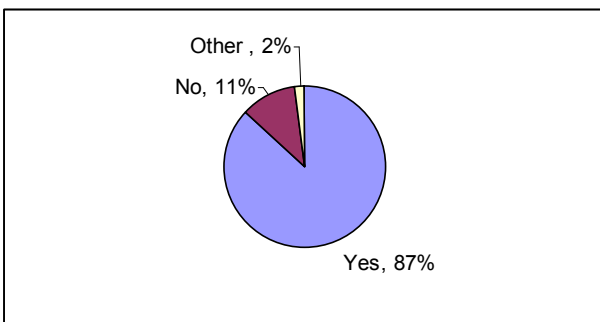
- a) In the City Centre,
- b) In town and district centres,

	a)			b)	
Yes	195 (10 comments)	83%	Yes	136 (2 comments)	67%
No	27 (7 comments)	12%	No	68 (4 comments)	31%
Other	12	5%	Other	2	1%
TOTAL	234		TOTAL	206	



- c) On public transport nodes (such as railway stations),
- d) On edge of City Centre locations.

	c)			d)	
Yes	184 (5 comments)	87%	Yes	95 (18 comments)	48%
No	24 (2 comments)	11%	No	97 (10 comments)	49%
Other	4	2%	Other	5	3%
TOTAL	212		TOTAL	197	



Other general comments	20
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Consultation Responses

In terms of quantitative responses, there were strong majorities of respondents in favour of higher density housing development in the city centre, town centres and at public transport nodes. However, opinion on higher densities at edge of city centre locations was equally split.

Options a) and b):

Support

A number of respondents made the point that higher densities should be supported in the city centre and town/district centres as they have excellent access to employment, services, facilities, public transport and are therefore highly sustainable. A related point is the ability of higher density development to help revitalise city and town centres by bringing underused floorspace

back into use, e.g. Living over the Shop (LOTS) initiatives.

Conditional support

However, a significant number of respondents thought that higher densities should not be allowed at the expense of loss of character of surrounding areas. Higher densities should only be supported with the caveat that the density must be capable of fitting within the local character and context and have facilities, particularly open/green space but also employment, schools, shops and health facilities. Also, not all town centres will be suitable for higher density development. A housebuilder made the point that higher density development should not be required where the market demand does not exist to deliver such development.

Metro propose an accessibility audit to assess viability of public transport to serve new development. One person thought public transport in Leeds is not good enough to support higher densities. Higher densities suited to areas with Section 8 items (Objective 8 – transport connections?).

Respondents mentioned a range of other factors for consideration in developing housing at higher densities: topography, net developable area, space about dwellings standards, stand-off distances, buffer zones, landscaping and trees and sufficiency of parking and access for deliveries and services.

Objection

A number of respondents felt that higher densities would generate an undesirable legacy for future generations. Average densities are already too high for human health and wellbeing. Over-concentration of higher density housing needs to be avoided. There is already oversupply and under-occupation of flats in the city centre. Higher densities squeeze out potential for houses. More support is needed to develop and sustain communities in the city centre rather than just buildings which end up empty or as second homes. Land in the city centre and edge of city centre should be reserved for employment, shopping and leisure development, not for housing. There is no need for policy to set minimum densities for the city centre as high densities are being achieved anyway.

Other solutions

A number of housebuilders made the point that higher density housing development is the wrong solution because Leeds needs more houses rather than flats as noted in paras 4.34 and 4.49 of the Issues and Alternative Options Plan and recognised in Leeds' SHMA. Lower densities (relative to city centre densities) would be more appropriate across the district and accord with Scenarios 3 and 4. The first sentence of Q14 should not be reflected in the Core Strategy. Whilst higher densities might be appropriate for the city centre, a more flexible approach should be adopted elsewhere. Some local centres and smaller settlements in the outer suburbs should be included for higher density development which would help meet needs identified in the Leeds SHMA. The Plan should set out a range of densities for different areas of Leeds. It should recognise there may be instances where densities below 30 dph (paragraph 47 of PPS3) are appropriate and justified.

Option c): Some commentators see good links to public transport as paramount for higher density development. Good transport *corridors* should be identified as suitable locations. Metro propose an accessibility audit to assess viability of public transport to serve new development. One person thought public transport in Leeds is not good enough to support higher densities. Higher densities suited to areas with Section 8 items (Objective 8 – transport connections?).

Option d): Landowners suggested Kirkstall Road and New Wortley in close proximity of the rest of the city centre as suitable locations for higher density development. Kidacre St, within the city centre is also a good location. A contrasting comment is that the public transport accessibility gets too thin at the edges of the city centre to support higher housing densities. Barrett Northern suggest edge of city centre locations provide opportunity for higher density family housing, but not in the same category as the highest densities. A transition between centres and suburbs is

valuable, so densities should be limited in edge of centre locations.

Sustainability Appraisal

There is very little difference in impacts between the options. They are all positive in terms of reducing pressure for greenfield development but could have negative impacts in terms of greenspace provision and impact on the appearance of areas of distinctive character and historic buildings.

National and Regional Policy

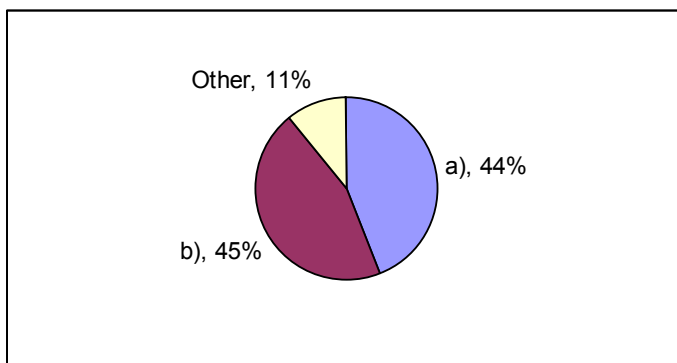
Para 16 notes the importance of new development integrating with neighbouring buildings and the local area generally in terms of scale, density, layout and access.

Paras 46 and 47 set a national minimum density of 30 dwellings per hectare but suggest that Local Planning Authorities should develop more detailed housing density policies. Factors to be considered are i) spatial vision and strategy including housing demand/need and the availability of suitable land in the area, ii) capacity of infrastructure, services and facilities such as open space, iii) efficient use of land and climate change, iv) accessibility, particularly public transport accessibility, v) the characteristics of the area, vi) the desirability of achieving high quality, well-designed housing having regard to the need to design development to respect its context.

15. Which location do you think is most important for industry, manufacturing, warehousing and distribution?

- a) *A wide range of sites across Leeds, easily accessible to local people by a variety of transport methods, or,*
- b) *A smaller number of large, strategic sites, with good transport connections, attractive to the market, and capable of providing a modern and efficient operating environment.*

a)	97 (28 comments)	44%
b)	98 (18 comments)	45%
Other	23	11%
TOTAL	218	



Consultation Responses

Overall options a) and b) both gained about equal responses in favour. Respondents did state that the answer depends on the type of employment use, its impact on residential surroundings, and its workforce / distribution needs. Bearing this in mind, the majority of respondents who made comments considered that both options would be required.

Those in favour of option a) centred around the need for increased localisation including the needs of small local businesses; benefits of local employment; reductions in travel and congestion as there would be less commuting; better access for local communities and disadvantaged populations; and more local economic activity. In particular, a reduction in travel distances through this option will be vital as Leeds is forced to move towards a low-carbon economy. This option is suited to rural areas, and would help stop outlying towns becoming dormitory towns. Many historic areas already have this mix of small-scale industry, and should be preserved. It was felt nodal transport connections need improving before option b) can work, and that such large sites are created without local reference or any beneficial impact on local communities.

Points made regarding Option b) were the need for excellent public transport links, and also that sites should have direct motorway access, and the potential for canal use.

Developers primarily required locational flexibility, particularly in respect of offices. It was noted that as the Leeds employment land review identifies an oversupply of employment land within Leeds; there is therefore the opportunity to remove the ‘bad neighbour’ uses from residential areas. This could then be used for housing to meet targets. Specific sites were identified as having the potential for strategic employment sites, including as part of eco-towns.

The Environment Agency considered that industrial development should be maintained in the existing industrial areas, supported by infrastructure improvements. The Highways Agency would not support any policy that would generate significant amounts of additional traffic on the strategic route network, and therefore option a) would distribute traffic generation, although this is dependent on the individual locations of the sites. Leeds Teaching Hospitals considered that the

aim to provide a healthy and pleasant city environment would suggest locating industrial concerns in defined areas. It also mentioned the need to consider the public sector as a major employer within the city. The Assembly is encouraged that the Core Strategy is in line with regional policy in that it clearly emphasises that new office proposals should be guided to the City Centre, and that the pattern and scale of provision of allocated employment land should be determined by local employment land reviews.

Sustainability Appraisal

Economic: Option a) performs best against Objective 1 because better local accessibility to the labour force will create conditions to improve disparities in the labour market. Option b) performs better against Objective 2 because this is allowing for businesses to locate where market preference is strongest around good transport routes.

Social: Neither option has much impact apart from on Objective 8 where option a) has a positive effect because the proximity of workplaces to neighbourhoods provides greater opportunity for the socially excluded to get into work and thereby become better integrated into society.

Environmental: Many of the impacts will depend on precisely which sites are developed. Option a) scores better in terms of meeting local employment needs locally, but worse in terms of the impact of pollution and the effect of development on distinctive and historic townscape. Option b) scores less well in terms of pressure for greenfield development and impacts on biodiversity and landscape quality.

Conclusion: the options are fairly balanced. Option a) is slightly better in social terms and meeting needs locally. Option b) is better in terms of economic growth.

National and Regional Policy

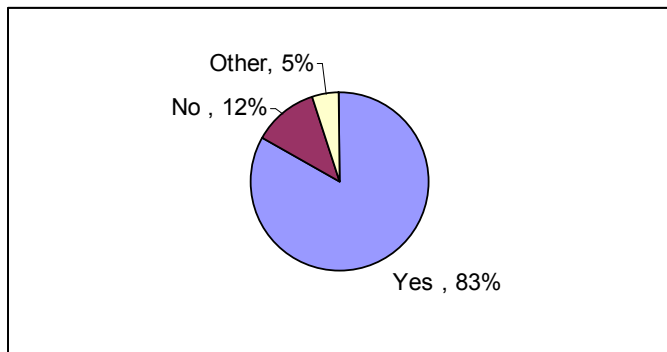
RSS Policy E3 requires that the pattern and scale of provision of allocated employment land should be determined by local employment land reviews (Proposed Changes reinforces this requirement). Policy E2 and E3 require that new office proposals are guided to the City Centre (unchanged by Proposed Changes).

Other Policy

See Leeds Employment Land Review.

16. Should a selection of the best existing employment sites and buildings within Leeds District be protected for employment use?

Yes	168 (32 comments)	83%
No	24 (8 comments)	12%
Other	10	5%
TOTAL	202	



Consultation Responses

The great majority were in favour of protecting employment sites, although the answer does depend on how the 'best' sites are identified. There may also need to be some limit on how long they are to be protected. A number of respondents were in favour of encouraging mixed-use and small-scale employment on all employment sites and other sites.

Those in favour were primarily because of the need to resist the rising value of land for housing, and because it would reduce commuting. In particular, respondents wanted employment that meets local needs and supports small industries. Where sites are allowed to be redeveloped for other purposes, this should only be if existing businesses can relocate within the same community. It was felt that based on changing global markets it is highly possible that it will be strategically necessary to re-establish some industries in the UK, so there is the need to reserve brownfield sites for this.

Those against considered that each site should be considered independently, that it should be demand led, or that if buildings are no longer required for employment use, they (or the site) should be reused. Based on the Leeds Employment Land Review, where there are brownfield or degraded greenfield sites with adequate public transport, consideration should be given for using some for housing.

Developers mentioned specific sites that should be retained or not. The main requirement was for flexibility to reflect evolving market requirements, emerging regional policy, and because there is an exiting overprovision. The potential for a site to change from an employment use to another use will depend on the individual circumstances and the need to maintain a level of supply in the light of up to date evidence. Some of the 'best' employment locations may also be the 'best' for other uses, such as housing. A protection policy is too blunt an instrument to respond to changing circumstances. One point in favour was because employment rates need to be protected to enhance Leeds' role as regional capital.

The Assembly is encouraged that the emerging AVL AAP proposes to de allocate 100-125 ha of employment land (including land identified for offices), but is still concerned that Skelton Business Park would accommodate 102, 000 sq m of office development. Yorkshire Water requires the most realistic forecast of future land uses in order to provide the necessary level of infrastructure, and Metro stated that the highest trip generating uses should be in the most accessible locations.

Sustainability Appraisal

Economic: Option a) is much more positive than b), as b) would become more negative over time as sites and land is developed for other uses generating a shortage of space for business and employment growth.

Social: There would be no impacts in terms of health, education and crime, with the impacts on social inclusion and cohesion being balanced out.

Environmental: Redevelopment of sites achievable through option b) provides opportunity for certain improvements such as remediation of contaminated land and buildings designed to higher sustainability standards, designed to minimise waste and designed to improve the appearance of the landscape. These effects become positive over time, as initial negative impacts on construction waste and energy used for redevelopment are outweighed. There are no other significant impacts from the options, or the impacts would depend on the nature of development.

Conclusion: Option a) is very positive in terms of economic objectives and generally neutral for social and environmental objectives. Option b) is negative in terms of economic objectives but scores better in terms of certain environmental objectives.

National and Regional Policy

Table 14.8 has been deleted in the Secretary of State's Proposed Changes and Table 14.6 has been modified. The Proposed Changes has also inserted Table 14.7A, which sets out the potential annual job growth from 2006 by different land uses. In Leeds the potential job growth for Industry (B1b/B2) is forecasted at 2,180 and is 440 for Storage/Distribution (B8) from 2006.

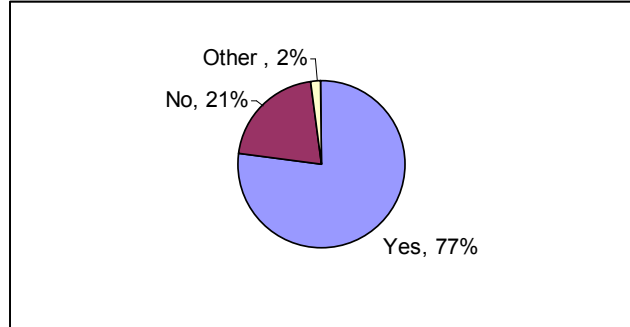
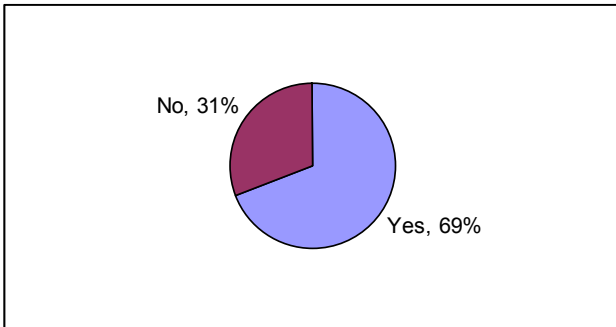
Other Policy

See Employment Land Review.

17. In planning for future economic opportunities in Leeds, is there a need to make some employment land only available for the following specialised uses?

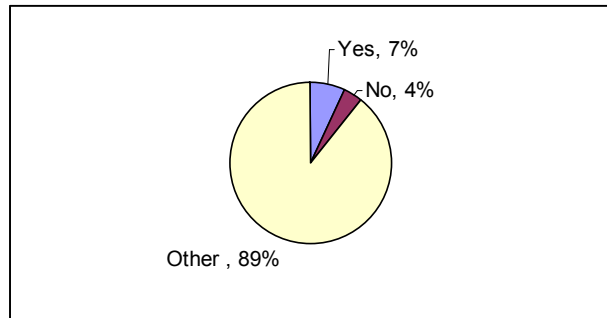
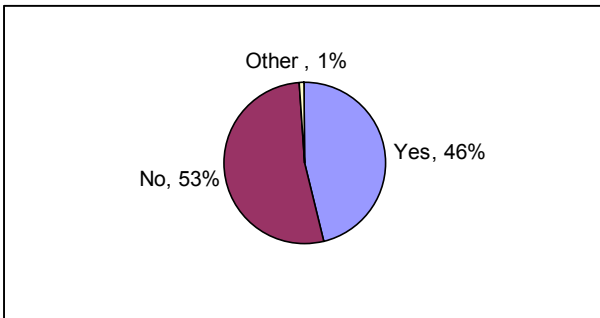
- a) *Research and Development / innovative / science industries,*
- b) *Industries connected to rail / waterways infrastructure,*

	a)			b)	
Yes	119 (10 comments)	69%	Yes	135 (1 comment)	77%
No	53 (1 comment)	31%	No	37 (1 comment)	21%
Other	-	-	Other	3	2%
TOTAL	172		TOTAL	175	



- c) *Media / creative industries,*
- d) *Other.*

	c)			d)	
Yes	75 (2 comments)	46%	Yes	4 (3 comments)	7%
No	86 (1 comment)	53%	No	2 (1 comment)	4%
Other	1	1%	Other	51	89%
TOTAL	162		TOTAL	57	



Consultation Responses

There was majority support for a) and b), with c) have equal numbers of those in favour and those against. It was queried as to what grounds were used to identify these particular industries.

Those generally in favour felt in order to compete at the highest European level of investment for business Leeds needs to have a wide portfolio of sites including some dedicated to particular business sectors. The grouping of R&D in science parks engenders growth and creates kudos nationally and internationally as well as providing graduate employment, important for Leeds with its large student population. Additionally, there is the scope to consider small towns for development as specialised centres. Infrastructure for b) is fixed so these sites need to be protected.

Respondents against thought there should be flexibility to accommodate future change and

innovation, otherwise there is the danger of losing opportunities if policy is too prescriptive. All employment should have equal opportunities at each protected site. Alternatively, it was felt that high tech industry and R&D poses little conflict with residential uses so sites should all be mixed use. a) and c) are also to some extent footloose.

It was felt variously that the policy should more specifically favour the following industries: bio-technology, medical instrument/drug manufacture, products that require a high degree of integration between research and manufacturing, low-carbon industries, sustainable living research, manufacturing (possibly only small-scale), market gardens, crafts/artisan scale production, food production, textiles, green industries e.g. recycling, jobs to combat climate change.

Sustainability Appraisal

Economic: *In terms of provision of employment and reducing disparities in the labour market, it was considered that options a) and c) would be positive by providing good quality jobs. In terms of impact on the economy generally, all options are considered very positive, by ensuring land is available for economic growth sectors.*

Social: All options could be positive for the objective of education if opportunities to provide training are taken.

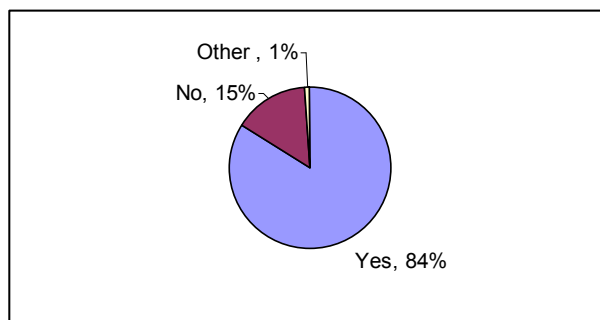
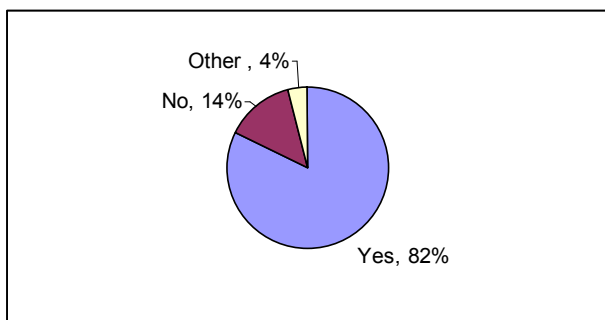
Environmental: The options have varied and complex impacts. The impact on provision of greenspace could be negative if greenfield land is built on, or positive if greenspaces are provided in new development. In terms of minimising use of greenfield land and impact on the landscape, option b) could be negative in the long run as its land take increases. Biodiversity could be destroyed or enhanced by all the options depending upon the circumstances of each case. In terms of impact on CO2 emissions and sustainable travel a) is positive because research can push boundaries of environmental science and travel technologies and b) is positive as an opportunity to transport goods by sustainable modes. In terms of meeting local needs locally, option a) could be positive as improved R&D and creative industries are likely to allow services to be accessed in Leeds that were previously only available in London and the South East.

Conclusion: All the options would have generally positive or neutral impacts. Only option b) has a potentially negative impact in terms of land take in the long term which could increase pressure on greenfield land. The positive effects are balanced between the three options.

18. Leeds needs to encourage a diverse and robust economy. Which of the following measures should be used to help accomplish this?

- a) **Using planning agreements to require the provision of a proportion of low cost business space in new employment developments,**
- b) **Using planning agreements to encourage new developments to train and recruit a proportion of local new labour market entrants.**

	a)			b)	
Yes	155 (7 comments)	82%	Yes	153 (22 comments)	84%
No	26 (0 comments)	14%	No	28 (8 comments)	15%
Other	7	4%	Other	2	1%
TOTAL	188		TOTAL	183	



Consultation Responses

The great majority of respondents supported both these measures. However, the comments received were generally not in favour. This was because such blanket planning agreements are contrary to Circular 05/2005 (developer contributions) as they should only be sought where it is reasonable and directly relevant to the development. For instance, high quality office development in the city centre would not necessarily be the most appropriate location for the provision of low cost business space. Each development proposal should be considered on its own individual merits. It is also not practical to require new developments to train and recruit a proportion of new local labour market entrants. This appears to be reliant on the fact that all new developments will be linked to a single defined occupier, which would not be case in terms of speculative high quality office development in the City Centre, for instance. It was felt that it would place an unreasonable burden on developers and businesses and could preclude development. The point was also made that if sites are designated for business use then land costs will be lowered anyway and will automatically provide more low-cost business space.

Respondents in favour were primarily because low cost premises are vital to the survival of small businesses, and these measures would encourage further entrepreneurship and stimulate the regional economy. Small local business start ups are being pushed out or prevented from expanding due to rising rents, and if rents are too high no new industries will be sustainable. It could also help prevent land banking, and prevent larger firms setting up in Leeds then bringing in its own non-local labour force. It was, however, also queried how these measures would be policed, and that the public sector should be included in apprenticeship schemes.

Sustainability Appraisal

Economic: Both options are very positive in promoting economic growth, employment and reducing disparities.

Social: The objective to improve education would be very positively affected by option b), and the objectives to improve social cohesion would be positively affected by both options, particularly option b). Better community cohesion may be a long term benefit of this.

Environmental: Only the objective to promote local availability of goods and services is affected positively by both options, with other objectives unaffected.

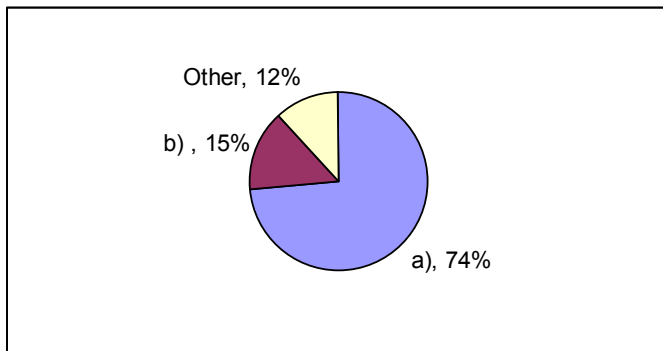
Other Policy

Developer Contributions Circular 05/2005.

19. Rural employment. Do you think that:

- a) *Certain rural parts of Leeds should be treated as self-contained priority areas for rural employment, including promoting and safeguarding of existing employment land and premises, or,*
- b) *Rural areas should be considered an integral part of the Leeds economy with no special exceptions to promote and retain rural employment?*

a)	147 (14 comments)	74%
b)	29 (4 comments)	15%
Other	24	12%
TOTAL	200	



Consultation Responses

Although it was noted that rural areas are integral to the city’s economy, the great majority of responses and comments preferred option a). This was because rural areas/towns/communities have different issues and needs to the more urban area of Leeds, and need to retain their identity, sense of community, and role in serving their rural hinterlands (including those outside the Leeds District). In addition, a key point was that local employment would be more sustainable as it would reduce the need to commute, through encouraging diversity and employment opportunity.

While supporting option a), one developer considered that the Core Strategy needs to make more of the distinction between urban and rural areas, alongside increased support for PPS7 principles. Paragraph 4.26 is untrue in stating that the “rural areas of Leeds have less necessity for local rural employment as they are bound into the economy of Leeds as a whole.” Rural employment is quite distinct in nature and character to jobs found within urban areas and they are not all linked to the urban economy, e.g. garden centres, farm shops, and leisure activities such as fishing.

Respondents proposed that the key to integration is to support farms to provide for local daily needs of the population of Leeds. Rural areas should provide employment in market gardening, farming, renewable energy, and sustainable forestry, for local consumption. The agricultural service industry should be promoted. Policy should include the scope to diversify from traditional rural employment to more modern forms, e.g. in modified farm buildings.

Some respondents said that existing employment land should be safeguarded, but not expanded, especially into greenfield land. It was recognised that rural communities need protection from the pressure of developers buying sites/buildings for redevelopment for houses. It was also proposed that all new houses in rural areas should be work-live units. In order to implement this self-contained policy, rural areas would need to be carefully defined.

Sustainability Appraisal

Economic: Option a) scores positively for both employment growth/disparities and economic growth as it gives more freedom to business development in rural areas. Option b) is negative as

it may prevent development or retention of rural business such as offices. The benefits of a) may be partially offset by those people disadvantaged in the labour market finding it difficult to reach out-of-town rural locations.

Social: Both options are neutral for most of the social objectives, with option a) considered positive for social inclusion, because business employment can assist this.

Environmental: the impact of both options is varied and complex. Option a) is very positive in terms of meeting employment needs locally and potentially positive in avoiding development in the city centre and Aire Valley areas prone to flood risk. It is negative in terms of pressure on greenfield land and impact on the landscape (worsening over time) and in terms of sustainable transport and emissions because of travel needed to remoter locations. The impact on distinctive townscape character and historic townscape depends upon the nature of building and sensitivity of location. Option b) is positive for avoiding pressure on greenfield land, but negative in terms of meeting employment needs locally. It is neutral for the other objectives.

Conclusion: Overall, option a) scores better particularly in terms of the economic objectives and in terms of the social and environmental objectives concerned with social inclusion and local employment locally. However, it may have negatives in terms of impact on greenfield land, landscape and car transport and emissions. Option b) is negative in terms of economic objectives, but largely neutral for social and environmental objectives.

National and Regional Policy

PPS7.

A key spatial priority identified in Policy YH1 of the draft RSS is to “Support towns as hubs for the rural economy and as service centres”; Policy E7 for the rural economy reinforces this priority.

Other Policy

YHA's 'Scrutiny 12 - The Rural Economy' (2008): cannot have 'one size fits all' policies for urban and rural areas. Recommends YF to develop strategy to engage with rural areas within city regions.

20. Hierarchy of centres. Which hierarchy of centres should the Core Strategy adopt?

a) *The following hierarchy:*

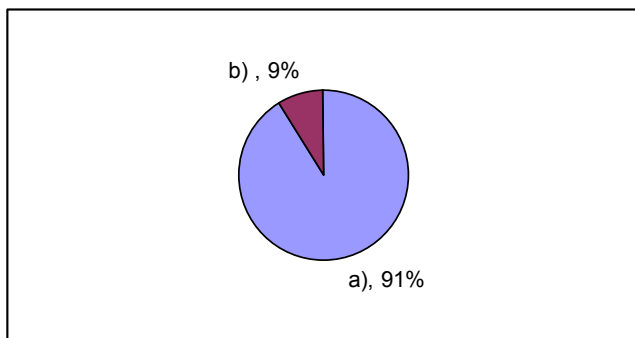
- *The City Centre – for major shopping, leisure and office development,*
- *Principal Town and District Centres – for shops, supermarkets and a range of non-retail services (such as banks, libraries, restaurants, offices and estate agents),*
- *Local Centres – for a basic range of facilities for local needs,*
- *Neighbourhood shops.*

Or,

b) *A different hierarchy or network. Please suggest an alternative hierarchy or network.*

c) *If you think there are any other town and district centres, or local centres, which are not listed in the Issues and Alternative Options document, please list them below.*

a)	181 (13 comments)	91%
b)	18 (17 comments)	9%
TOTAL	199	



c) and other general comments	37
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Consultation Responses

The great majority of respondents supported leaving the hierarchy as established. The residents were primarily concerned with the protection and promotion of local facilities. There was a level of support for inverting the hierarchy accordingly, although how this would work in practice was not explained further. Comments from interest groups all preferred to maintain the current hierarchy, although they also proposed that LCC should support local shops and assist shopping parades to be viable.

Other proposed networks included adding centres such as Owlcotes, and dispersal of offices in order for more walk to work journeys and less traffic congestion. There was a proposal to have principal town and district centres on different levels in the hierarchy, although the implications of this was not elaborated. One developer supported the hierarchy but stated that it should also not prohibit the development of one-off sites as appropriate.

M&S said that the hierarchy should acknowledge the role of existing, accessible, out-of-centre locations, so that the final bullet should read “neighbourhood shops and other established retail locations that are, or could be, well served by a choice of mean of transport.” This would more closely reflect paragraph 2.44 of PPS6 by acknowledging that such locations would be sequentially preferable to less accessible out-of-centre locations. In addition, the word “basic” should be removed from the description of Local Centres, as misleading as different customer requirements in respect of choice, quality and price. M&S queried why the word ‘principal’ had been used in the context of town and district centres as it implies an additional hierarchy.

Locations for new centres or changes in the designation of centres:

Residents and interest groups proposed Bramhope (LC); Aireborough; The Green in Guiseley; Boston Spa as LC; Upper Wortley centre (around the Netto store); Old Farnley and New Farnley as LCs; Yeadon/Guiseley station housing development (LC); and Yeadon High Street. It was also queried as to why Street Lane in Roundhay is not a TC as it has two supermarkets, banks etc, and similarly Farsley is included as a TC in the Town and District Centre funding stream and is of a similar size to some of the other TCs listed. Other centres should be identified in areas of increased population/building, or based around rail access. There needs to be close liaison with Bradford CC.

Developers supported the proposed designation of town and local centres, and in addition, Colton was proposed as a DC, and Stanningley Bottom proposed to expand to a DC as it is equidistant from Pudsey and Farsley and has a rising residential population. The Core Strategy should identify new centres allocated in AAPs, e.g. York Road at Richmond Hill (EASEL). M&S will be improving the store at Moortown as an anchor to the centre, so supports its elevation to a TC.

The Assembly considers 'Table 4' is confusing in that it does not distinguish between Principal Towns and District Centres, and the accompanying text does not spell out how the Core Strategy is further developing the RSS Core Approach to suit local circumstances. The RSS Proposed Changes to Policy YH6 should be noted. It now suggests LDFs may exceptionally include other principal towns to those identified in Draft RSS (2005) provided that they are consistent with the Plan's core approach and meet set criteria. This would be to reflect local circumstances and evidence. The Assembly would therefore anticipate LCC identifying a number of District Centres (as with the Principal Towns) which should be evidenced in terms of their potential role, opportunities, type of development to be distributed to them and their relationship with the wider settlement hierarchy.

The Theatres Trust noted that facilities for major leisure and entertainment use should be located wherever is most suitable which may not necessarily be in the city centre. Additionally a balanced leisure scene would provide custom outside of normal working/shopping hours.

Sustainability Appraisal

Economic: - There are clear economic benefits resulting from adopting a hierarchical approach to centres. It helps ensure the vitality and viability of centres by providing a focal point for activity so that together the shops and services can attract enough customers to help make each other viable. This also helps to ensure that the associated jobs are provided in the most accessible locations.

Social: - A hierarchy of centres helps facilitate community participation by ensuring that the civic buildings are located in the most accessible locations. They also provide a focal point where different people come together and are therefore positive in terms of community cohesion.

Environmental: - Option a) results in many positive environmental impacts; it is an efficient use of land, it reduces journeys by ensuring that everything is in one place, it enables us to plan better for waste recycling, it helps maintain the character and distinctiveness of an area and it helps ensure that buildings in historic centres remain in a viable use.

Conclusion: - Leeds must adopt a hierarchy of centres in order to ensure a sustainable future for the district.

National and Regional Policy

Option a) reflects approach of PPS6.

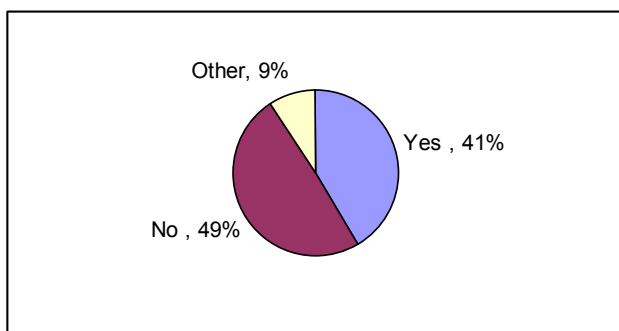
The RSS Proposed Changes replaces 'regional centres' with 'regional cities'; 'sub-regional centres' with 'sub regional cities and towns'; and 'principal service centres' with 'principal towns'. This terminology should be reflected in the Core Strategy.

21. The following criteria have been used to identify which town and district centres have the potential for expansion:

- **physical potential for wider expansion or infill,**
- **the potential for regeneration (including level of Leeds City Council ownership) with appropriate positive interventions,**
- **good public transport connections,**
- **sufficiency of car parking (existing and possible),**
- **existing success and market demand, and,**
- **additional constraints, e.g. presence of conservation areas and listed buildings.**

Are there any other criteria which should be used to determine the centres for expansion? If Yes, please state which.

Yes	69 (53 comments)	41%
No	83 (2 comments)	49%
Other	18	9%
TOTAL	170	



Consultation Responses

A number of additional criteria were suggested, with residents and interest groups suggesting similar themes, although it was also suggested that further expansion is not sustainable and may not be necessary to maintain/improve quality of life.

Transport

- Elaborate c) to include train links, the percentage of additional possible rail journeys into the city centre, and the distance from the city centre. The criteria should address congestion levels, and any limitations to solving congestion.
- Elaborate d), whereby some residents wanted more parking within this criteria, whereas some wanted it to include the potential for transport demand measures, or expansion only to be if there was less parking in order to encourage a transport modal shift. Terms such as 'sufficiency' and 'good' need to be more clearly defined within the criteria, i.e. how is this judged? It was also felt that the LTP2 and bus strategy fails to address good public transport connections, i.e. c) and d).

Facilities and Services

The access to, number of, and impact on medical facilities / school places / police services etc, was suggested, as was the impact on existing traders, shopping mix, and other centres. This links to issues of the mix, type, and usage of existing provision, and the potential to attract a balanced community.

Other

Other suggested criteria not already covered in the CS include:

- current levels of employment and future opportunities.
- compatibility with existing plans.
- proximity to attractions, other centres, employment, and out of town facilities.

- maintain character, protect surrounding area from development creep, sufficient brownfield sites (not greenfield).
- existence of accessible greenspace/countryside.

Retailers welcomed that the criteria do not only focus on existing characteristics but also future opportunity for growth. They also considered that the criteria should include where there are known operator requirements to address deficiencies and/or meet the needs of local communities through provision of new facilities or the expansion/remodelling of existing facilities. One retailer thought that the Council should not limit the centres in which growth is possible, with growth and demand located where they can best meet community needs.

Developers required more clarity within the criteria, particularly 'good public transport' as this depends on specifics and peripherality of area. Other suggestions were the presence of underutilised greenspace, links to strategic road network, and the need for additional facilities to serve a local catchment area. Policies should encourage retail development of an appropriate scale in local centres which are suitable for an increasing community. The development of nearby sites and the associated additional need and demand could support expansion/intensification.

As the CS is the first document to formally identify LCs, developers suggested that LCs suitable for expansion or intensification should also be identified in a similar manner to TCs. This would be to serve expanding communities, and in recognition of the increased RSS target.

The potential expansion of Leeds City Centre should be identified. This is to meet the economic objectives of the growth and development of Leeds as a 'Regional Centre' and provide added value by offering a choice of sites and opportunities for growth and urban renaissance.

The Environment Agency stated that centres which would need sequential testing are Hunslet, Kirkstall, Meanwood, Otley, and Rothwell. English heritage welcomed that impacts on historic assets is a criteria (although not necessarily a 'constraint').

A number of specific elaborations were suggested in regards to the matrix of centres in the Appendix of the Background Paper.

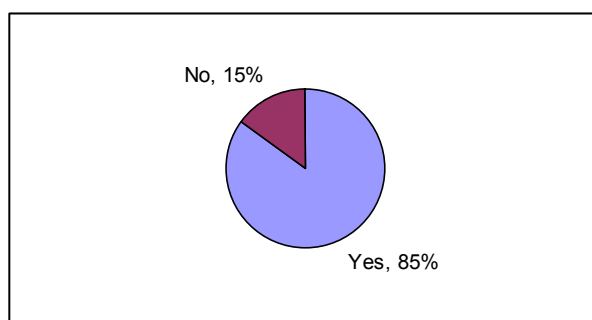
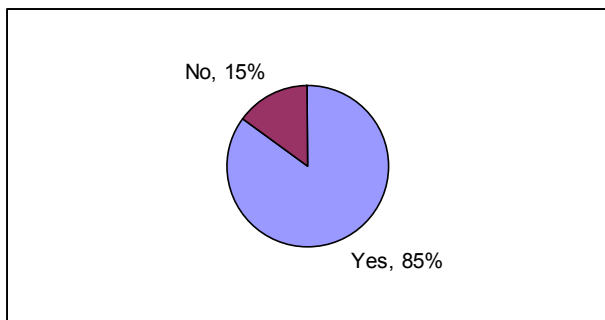
Sustainability Appraisal

Not assessed.

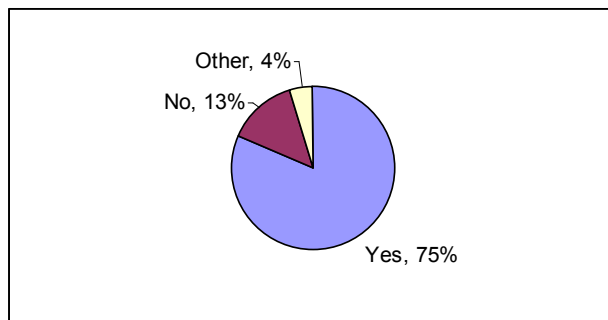
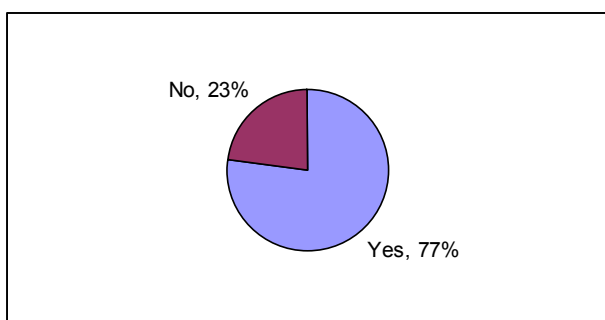
22. Leeds City Council is committed to maintaining and enhancing the viability and vitality of all its town and district centres across the District. Some of the centres have potential for growth. Leeds City Council has identified that:

a) The following centres have the ability to intensify their use within existing boundaries:

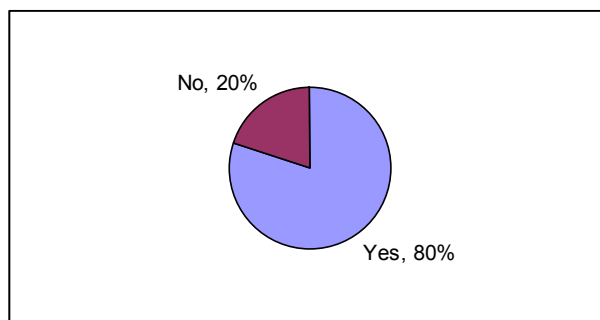
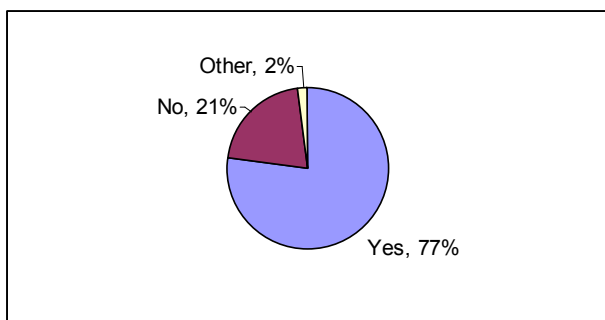
	Armley			Bramley	
Yes	51	85%	Yes	50	85%
No	9	15%	No	9	15%
TOTAL	60		TOTAL	59	



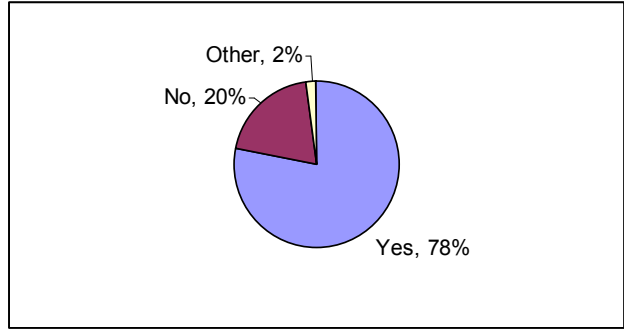
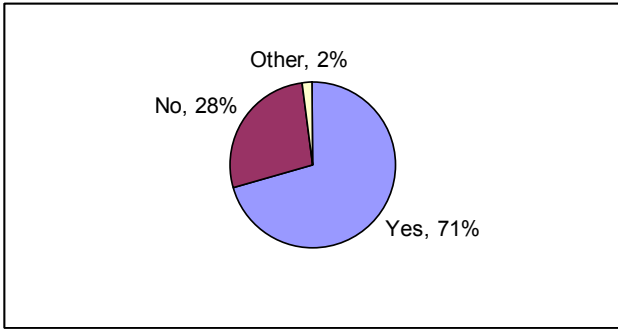
	Cross Gates			Dewsbury Road	
Yes	54	77%	Yes	42	75%
No	16	23%	No	12	13%
Other	-	-	Other	2	4%
TOTAL	70		TOTAL	56	



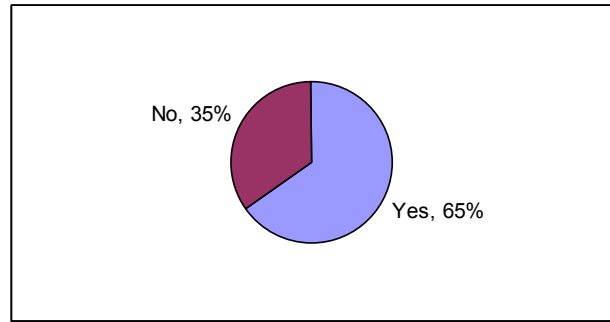
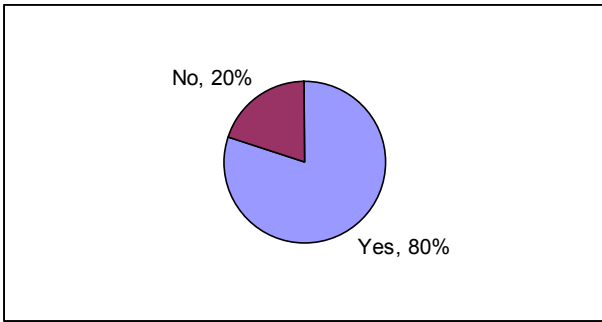
	Garforth			Halton	
Yes	51	77%	Yes	48	80%
No	14	21%	No	12	20%
Other	1	2%	Other	-	-
TOTAL	66		TOTAL	60	



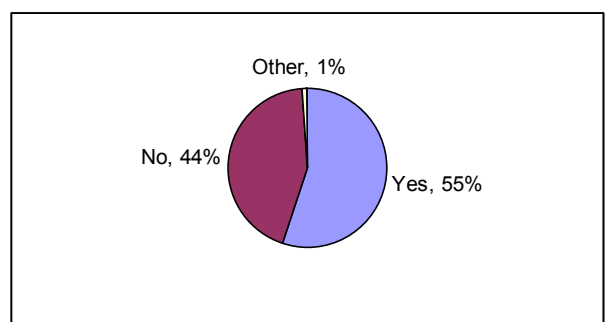
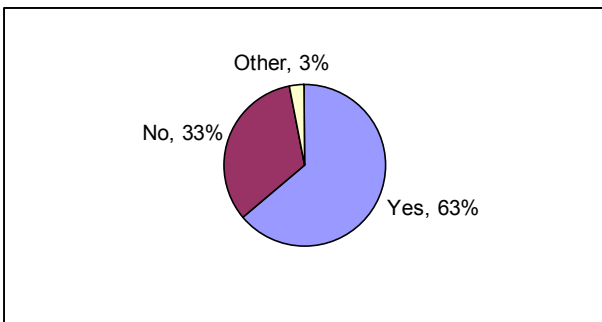
Harehills Lane			Holt Park		
Yes	46	71%	Yes	46	78%
No	18	28%	No	12	20%
Other	1	2%	Other	1	2%
TOTAL	65		TOTAL	59	



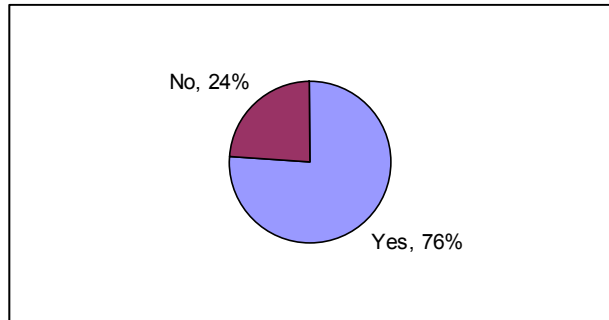
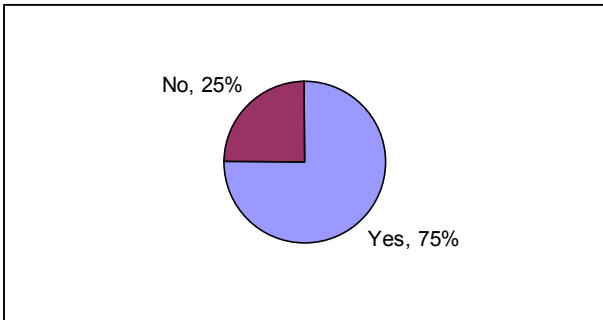
Hunslet			Kirkstall		
Yes	49	80%	Yes	47	65%
No	12	20%	No	25	35%
TOTAL	61		TOTAL	72	



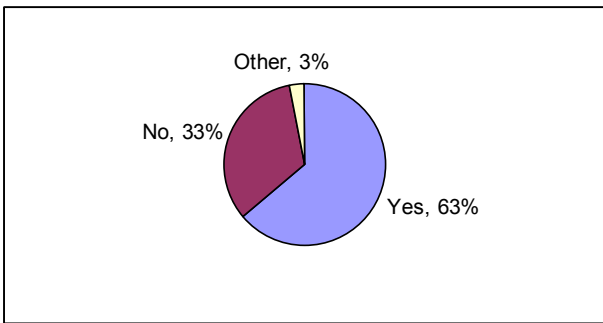
Meanwood			Otley		
Yes	40	63%	Yes	74 (3 comments)	55%
No	21	33%	No	60	44%
Other	2	3%	Other	1	1%
TOTAL	63		TOTAL	135	



Rothwell			Seacroft		
Yes	43	75%	Yes	51	76%
No	14 (1 comment)	25%	No	16	24%
TOTAL	57		TOTAL	67	



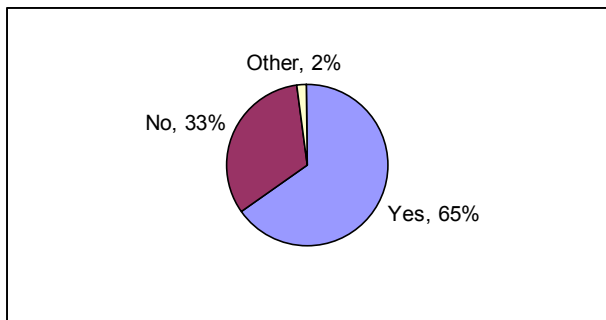
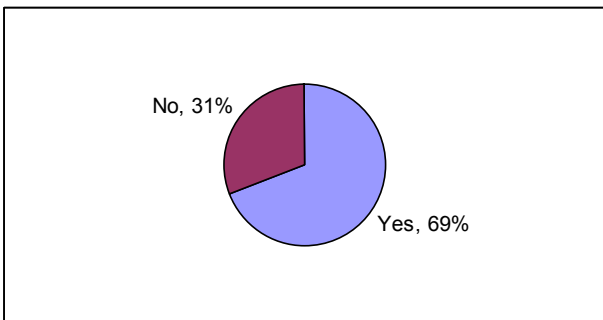
Yeadon		
Yes	43	63%
No	39 (1 comment)	33%
Other	1	3%
TOTAL	83	



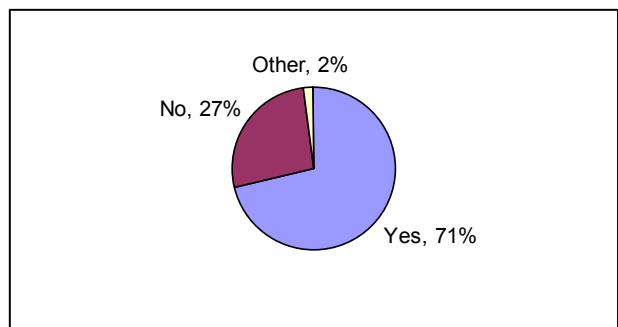
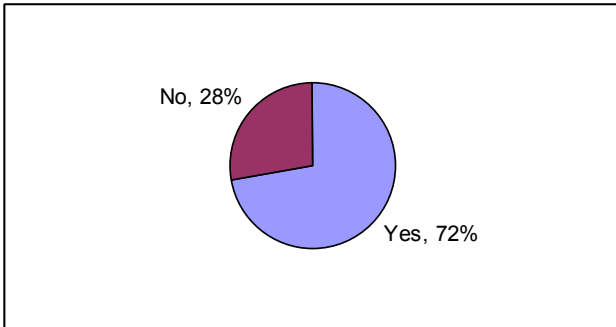
Other comments	55
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b) The following centres have the ability to intensify their use within existing boundaries and expand beyond their existing boundaries:

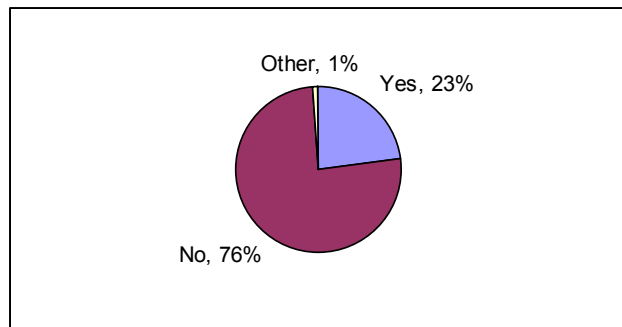
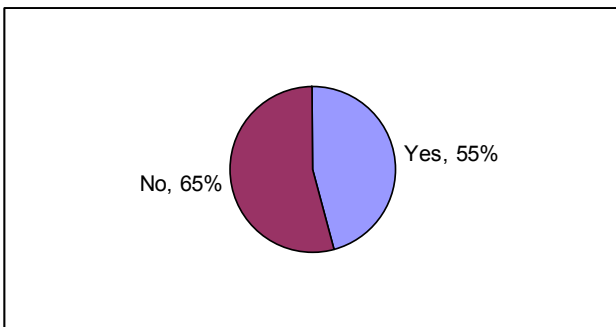
Dewsbury Road			Garforth		
Yes	37	69%	Yes	39 (1 comment)	65%
No	17	31%	No	20	33%
Other	-	-	Other	1	2%
TOTAL	54		TOTAL	60	



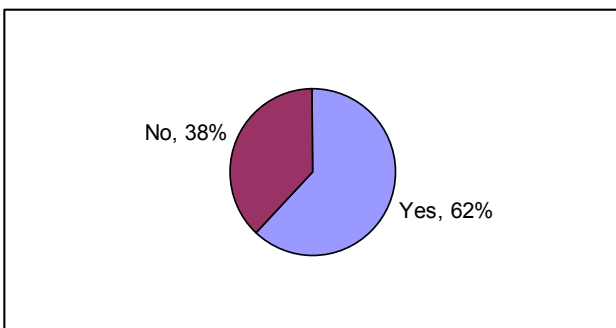
Harehills Lane			Hunslet		
Yes	39	72%	Yes	39	71%
No	15	28%	No	15	27%
Other	-	-	Other	1	2%
TOTAL	54		TOTAL	55	



Kirkstall			Otley		
Yes	34	55%	Yes	31 (3 comments)	23%
No	28	65%	No	102	76%
Other	-	-	Other	2	1%
TOTAL	62		TOTAL	135	



Seacroft		
Yes	41(1 comment)	62%
No	25	38%
TOTAL	66	



Other comments	43
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Consultation Responses

Intensify:

Residents were both in favour and against specific towns identified for intensification. Additional ones proposed were: Guiseley; Pudsey as is on rail network; Bramhope; Arthington; Pool;

Wetherby; Morley; Colton; Thorpe Park; Beeston; Middleton; Belle Isle; Compton Road; Headingley Arndale Centre (in need of regeneration); Chapel Allerton; Horsforth Town Street; and Woodsley Road (Woodhouse Street).

Disagreement was primarily with Otley because of its poor transport connections, congestion, and public transport capacity issues (a new bridge or bypass is required), and with Guiseley, Yeadon, and Rawdon because of congestion, infrastructure pressure, and impact on the semi-rural character. This is, however, in part likely due to the proportionally high levels of responses from residents in these areas as opposed to elsewhere in the District.

Developers considered that Guiseley should be included within this category, as should the city centre; particularly the western rim to include Kirkstall Road Renaissance Area, and also that development of the former Vickers Factory would support the intensification of Cross Gates. M&S considered that Moortown Corner should be included as having intensification potential, as M&S are at an advanced stage of proposals for an extension and have assembled land to facilitate this.

Interest groups proposed Wetherby within this category, that intensification should be based on existing rail links, and that it must take into account congestion. Groups in Otley both agreed and disagreed that Otley has capacity and infrastructure to accept growth within the town. Groups considered that more detailed documents should be drawn up in consultation with communities in order to determine this point.

Expand:

Over 75% of residents disagreed with the expansion of Otley. It is likely, however, that there was some confusion that the proposed expansion would involve developing on greenfield sites, which is not the case. Particular points raised are that Otley doesn't have good enough public transport connections, or sufficient car parking, and should only extend if a bypass/bridge is built. Excessive expansion would ruin Otley's tourism potential.

Other points raised by residents and interest groups are that other centres such as Headingley must not be left to wither, and that no centres should be expanded unless on a rail link. Additional centres proposed for expansion were: Wetherby; Moortown; Morley; Beeston; Middleton; Belle Isle; Meanwood; Bramley; Boston Spa, and Seacroft. The recent planning permission in Bramley to expand outside the existing boundary was also referred to.

Developers made three additional proposals for expansion. As Rothwell currently suffers from a lack of family housing, it should be expanded to support a more sustainable community. There is an opportunity for the expansion of employment or residential development in the Parlington Estate to the north of Garforth. Finally, Stanningley Bottom is well placed to provide increased sustainable residential development, with an improved retail offer. Another developer agreed with all centres identified as long as expansion does not inhibit local provision in nearby regeneration areas. Asda encourages the Council to allow growth in out-of-centre locations where it can meet wider sustainability, economic, and social objectives, including meeting local needs and promoting competitiveness.

Metro stated that expansions must be sustainable, e.g. careful consideration given to the level of parking to be provided. Another agency considered that provision of a public transport hub should be considered if centres expand/intensify.

Sustainability Appraisal

Economic: Option a) performs better than b) against the objective to tackle disparities in the labour market because centres are more easily accessible to all, including the economically disadvantaged. Growth at centres in deprived areas could have particularly positive effects. Option b) performs better against the objective for general economic growth because it offers more choice and less restriction on business location. Growth at centres without congestion and with good public transport infrastructure would be particularly positive.

Social: Option a) scores better than b) against several of the social objectives, particularly those where facilities would be more accessible to all, and those concerning social inclusion and cohesion. Particular centres that could have positive impacts from growth include: Hunslet, Harehills Corner, Bramley, Dewsbury Rd, Armley, Crossgates, Harehills La, Seacroft, Middleton and Kirkstall.

Environmental: Option a) scores better than b) on most of the environmental objectives, particularly avoiding development of greenfield land, sustainable travel and reduced CO2 emissions, meeting local needs locally, and reducing the impact of pollution. Wetherby and Kirkstall have high flood risk areas within the defined town centres which could pose problems for certain types of growth, and a number of centres have greater sensitivities in terms of townscape and extensive historic character.

Conclusion: Option a) to identify centres for growth is generally the most positive, particularly for social and environmental objectives.

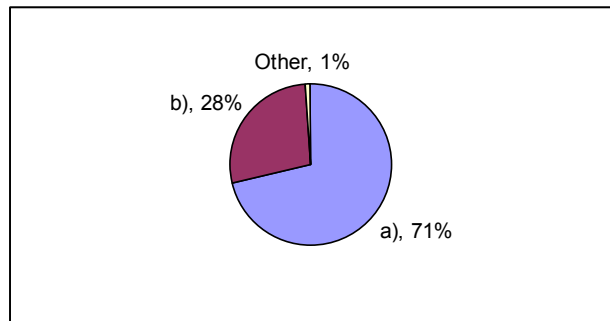
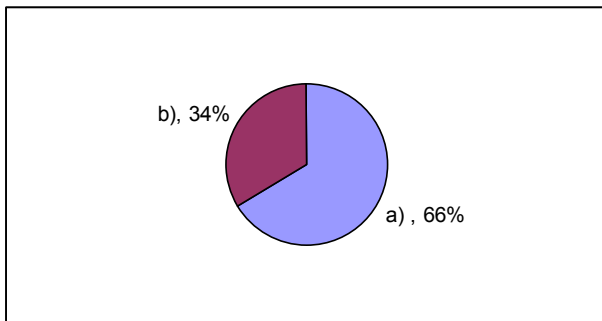
23. National planning policy does not support expansion of existing out of town centre shopping centres, particularly for retail uses. So, should:

- **Owlcotes (Pudsey) ,**
- **White Rose (Morley),**
- **Colton,**
- **Killingbeck,**

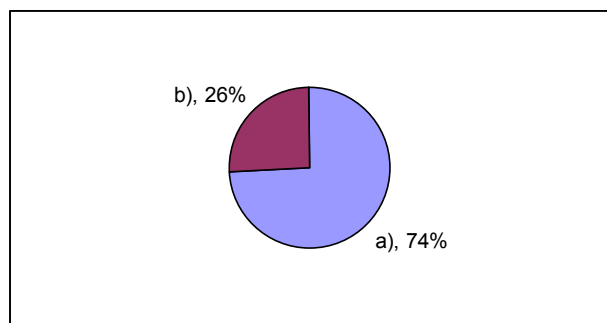
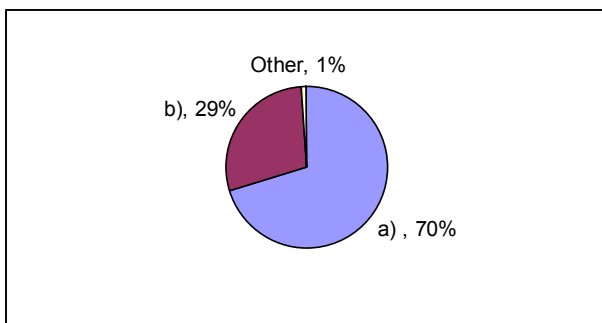
a) **be contained as they are, or,**

b) **within the context of their potential impact on traditional centres and the City Centre, could they be encouraged to diversify their function and integrate into the surrounding communities?**

	Owlcotes			White Rose	
a)	90	66%	a)	95	71%
b)	46	34%	b)	37 (1 comment)	28%
Other	-	-	Other	1	1%
TOTAL	136		TOTAL	133	



	Colton			Killingbeck	
a)	88	70%	a)	92	74%
b)	37	29%	b)	33 (1 comment)	26%
Other	1	1%	Other	-	-
TOTAL	126		TOTAL	125	



Other comments	53
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Consultation Responses

Some residents wanted this to be left to the market to decide, others wanted no diversification in order to concentrate on smaller scale localised retail development, and others wanted diversification but only if linked to a transport modal shift with better public transport. Diversification into a functioning local centre should only be to allow housing, or smaller, local, and more varied businesses. It was noted that Crown Point and Thorpe Arch are also out of town centres.

Developers and retailers predictably promoted diversification and expansion:

- Asda proposed that the Council should take a flexible and permissive approach to the location of retail growth in order to meet the very significant level of housing and population growth.

- Land Securities and Evans Property Group consider that as part of a regeneration strategy for the whole of south Leeds, including future investment and job creation, the White Rose area could become an economic and enhanced public transport hub. This is especially relevant in the context of the potential for a new urban neighbourhood in south Leeds, as set out in CS Scenario 4. It should be designated as a principal town centre but with any additional retail floorspace contingent upon the delivery of other development and regeneration objectives. Allowing for diversification and integration with surrounding areas at the White Rose centre would bring a wider offer to the local community and a number of benefits in line with para 2.51 of PPS6. In line with para 2.16 of PPS6 they recommend a criteria-based approach in the Core Strategy which prioritises and safeguards existing centres but also sets out the circumstances by which expansion of out-of centre shopping facilities could occur.
- M&S also referenced PPS6, whereby although Para 2.14 makes clear that the development of new, or the expansion of existing, out-of-centre regional or sub-regional shopping centres is 'unlikely' to meet Government's town centre policies, it does not seek to prevent all new development at such centres, where there are needs that would otherwise remain unmet. It is inappropriate not to plan positively for the evolution of out-of-centre shopping centres, where change would diversify their role and enable them to better meet the needs of their surrounding local communities and, in so doing, complement other existing centres. It will also be necessary for retailers and existing occupiers of out-of-town shopping centres to remodel their stores in order to meet changing customer needs.
- Regent Retail Parks Partnership seek the inclusion of the Junction 1 (M621) Retail Park within the list of major out of centre shopping centres in Leeds. It is well established, accessible by a choice of means of transport, and provides a wide range of retail facilities. It performs as a linked trip destination and has a key role within the shopping hierarchy of Leeds serving the shopping needs of the immediate and surrounding area, which should be recognised within the Core Strategy. It should be encouraged to diversify its function and integrate into the surrounding community.

Metro considered Moor Allerton Centre, Seacroft, Crown Point Retail Park, and the A65 Retail Park (particularly the cinema site) should be added to the list of Out of Town Centre Shopping Centres. The Highways Agency in principle supported diversifying, as by better accommodating for the needs of the local communities, the improved functioning of these shopping centres could potentially reduce vehicular traffic on the wider road network. But the policy must not attract additional trips to these centres, but seek to transform them from out of town centres to local centres serving new or enhanced communities. Other interest groups thought there is the potential for a rail link and transport interchange at White Rose. Again, any diversification should promote smaller businesses, and truly meet local community needs, although without reducing the function of existing town and local centres. It was considered that if public transport was enhanced, alongside reduced parking/parking charges, the redundant parking could be used for new residential or commercial development to create more viable centres.

Sustainability Appraisal

Economic: - Option b) could be a serious threat to the vibrancy of the city centre and town and district centres; Option a) performs much better.

Social: - There were not considered to be any particularly significant impacts on social sustainability appraisal objectives.

Environmental: - Option a) does not have any particular impact on environmental sustainability appraisal objectives. However, option b) has a number of negative impacts and potential negative impacts. Public transport serving out-of-town centres is not likely to be as good as at existing town centres (several of which also have a rail station) therefore it could encourage private car use if existing town centres decline as a result of option b). This in turn would increase greenhouse gas emissions. Additionally, existing historic town centres could decline in the face of competition from out-of-centre centres and this could lead to historic buildings becoming empty and derelict.

Conclusion: - Economic and environmental sustainability appraisal objectives indicate that all four of the out-of-centre centres should be contained as they are.

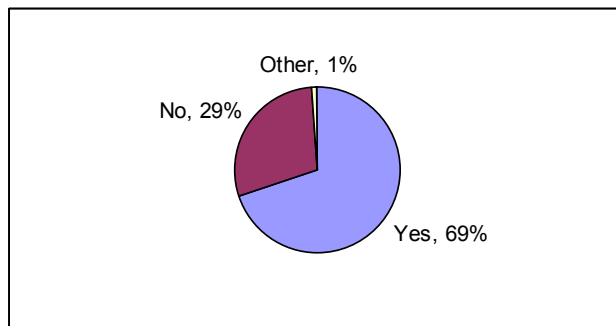
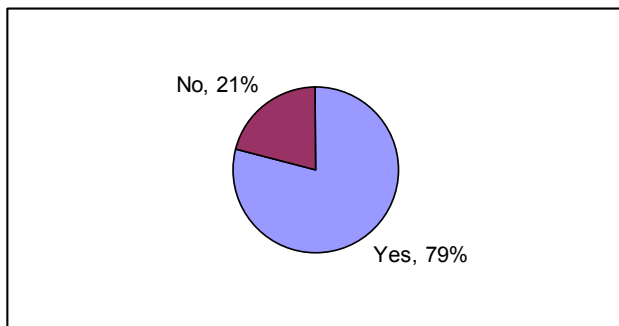
National and Regional Policy

PPS6.

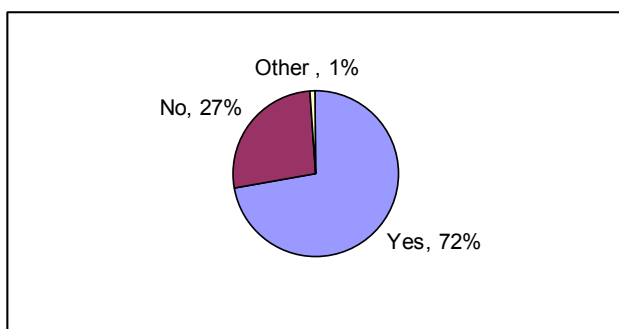
24. Leeds needs to develop major cultural and leisure facilities. Where should these be located?

- a) *Within the City Centre,*
- b) *Adjacent to the City Centre,*
- c) *Outside the City Centre but in locations highly accessible by public transport.*

	a)			b)	
Yes	146 (6 comments)	79%	Yes	106	69%
No	39	21%	No	45	29%
Other	-	-	Other	2	1%
TOTAL	185		TOTAL	153	



	c)	
Yes	127(1 comment)	72%
No	47	27%
Other	2	1%
TOTAL	176	



Other comments	70
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Consultation Responses

The majority of respondents answered 'yes' to all three locations, with sustainable accessibility being crucial. It was widely noted that different types of facility will have different requirements, so location will depend on factors such as use, land area, access requirements etc.

Residents were both for and against the principle of the need for these types of facilities. There was support for facilities to be in the city centre, but also that the city centre is not always accessible and so relevant facilities e.g. leisure centres should be near the people they serve. Out of centre locations should include links to the national public transport network. The river frontage could be maximised.

Developers noted that the policy should include attractions that might be developed or extended which depend on specific geographic characteristics, or build upon an existing attractions, such

as Harewood House. A specific site for major cultural and leisure facilities including a country park aspect was proposed at Parlington as it's already identified under Policy LT5B/3 of the UDP. This could be either as a stand alone development or part of a wider residential and employment development.

Agencies and interest groups noted that distant town centres must not be forgotten, e.g. there are no cinemas in Otley, although the only places accessible from some communities is the city centre. It was also stated that any location will require good motorway access as facilities they will attract people from outside the city, who in reality will travel by car even though this may be unsustainable. It was considered that flexibility in location is essential to attract outside investment. Leeds Teaching Hospitals Trust considers some facilities could be used for health use on a session care basis, which could mean better access for patients and avoid dedicated under-utilised healthcare facilities.

The Theatres Trust requested that theatres are included in the list of cultural facilities, and would like policies to protect existing, and encourage new, theatre provision. Leeds Met Uni considers that so the location of student populations and education facilities should be a priority consideration, as students both contribute, and benefit from, such facilities. CANPLAN (Chapel Allerton) would like the Council to consider the existing grassroots innovations arising from the suburbs which result in new forms of cultural activities (e.g. Café Scientifique, Seven Arts Centre). Encouraging the diversity of the suburbs in this way could help to make Leeds a competitive European city in line with the Aims and Objectives.

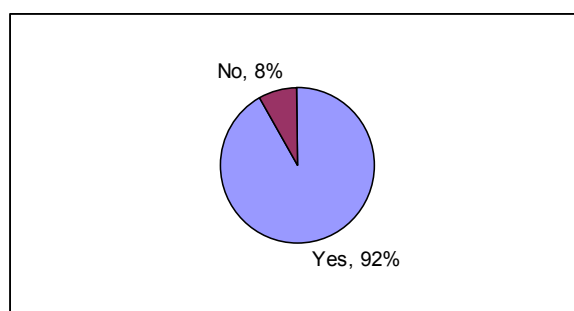
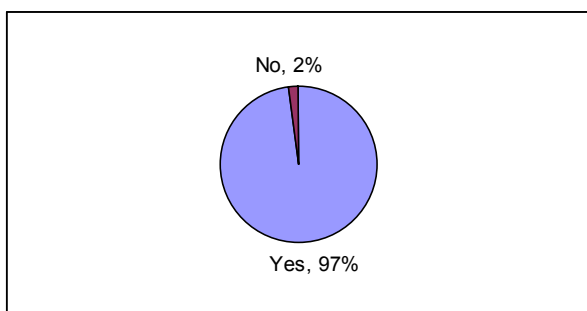
Sustainability Appraisal

Sustainability appraisal results indicate that option a) is the best. It helps the city centre to remain vibrant, it maximises accessibility to cultural, leisure and recreational activities, it promotes efficient balanced development, and it encourages the use of public transport as the city centre is well-serviced and this in turn reduces greenhouse gas emissions.

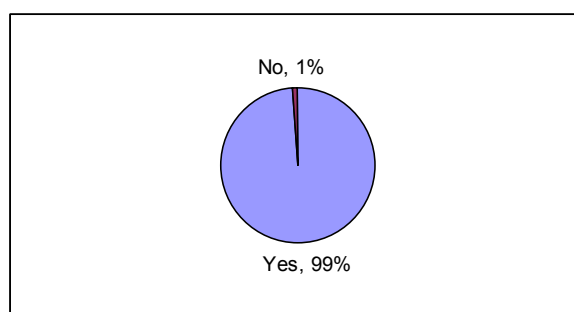
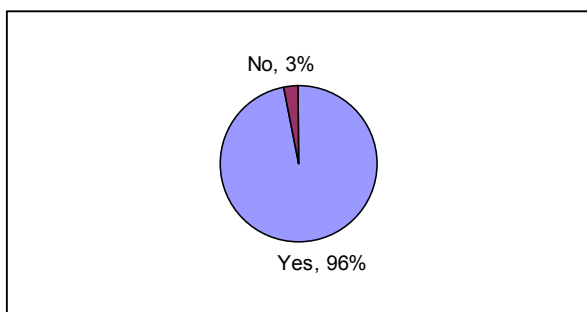
25. Leeds needs to maximise opportunities for people to improve their health and well being. How should this be undertaken?

- a) Provision of a green infrastructure throughout the District,
- b) Improved provision of public sports halls and leisure centres,
- c) Provision of safe, car free routes for cycling and walking,
- d) Retain and where possible increase the provision of allotments.
- e) Ensure provision of an accessible network of health facilities.

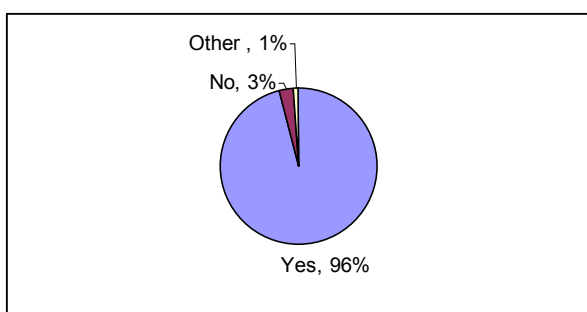
a)			b)		
Yes	204 (1 comment)	97%	Yes	189 (3 comments)	92%
No	5	2%	No	16 (1 comment)	8%
Other	1	<1%	Other	-	-
TOTAL	210		TOTAL	205	



c)			d)		
Yes	211	96%	Yes	213 (14 comments)	99%
No	7	3%	No	2 (1 comment)	1%
Other	1	<1%	Other	-	-
TOTAL	219		TOTAL	215	



e)		
Yes	202 (1 comment)	96%
No	6 (1 comment)	3%
Other	2	1%
TOTAL	210	



Other comments	57
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Consultation Responses

All parties overwhelmingly supported all the options in order to improve health and well being, and particularly in areas known to have poor health and poor access to recreation facilities. Green spaces and green infrastructure should be strongly protected, both for its amenity and its ecological value. Particular points included that the right of way network should be referred to as part of green infrastructure, and should be improved and extended rather than just maintained, and that demand for allotments is not currently met. Activity should be built into daily routine, rather than only at leisure centres, with local facilities required. Improvements in public transport and associated reduction in car use are essential in order to help improve health. Encouraging local food production would reduce traffic and provide healthier food.

Cycling provision needs improvements, with proposals that it should be integral in all major developments, have routes separate from the highway, and have better secure cycle parking. As well as cycling and walking, there needs to be better provision for different groups, such as young people, people with disabilities, equestrian activities, older people, and city centre users.

Specific ideas included widening the use of schools for leisure/community use, having increased partnership with the private sector, support tree planting programmes, and support and develop existing facilities rather than build new ones.

Developers proposed two specific sites for countryside recreational pursuits; near to Garforth, and the development of appropriate uses in the green belt adjoining the Aire Valley. It was also proposed that where allotments do fall into disrepair, they should be redeveloped. There was a concern that proposals need to be realistic and deliverable, especially where proposals rely on private landowners.

Leeds Teaching Hospitals stated that access to community healthcare facilities needs to consider hospital provision, because as more care shifts to local settings hospitals will become more specialised, and this may mean additional travel from some parts of the city.

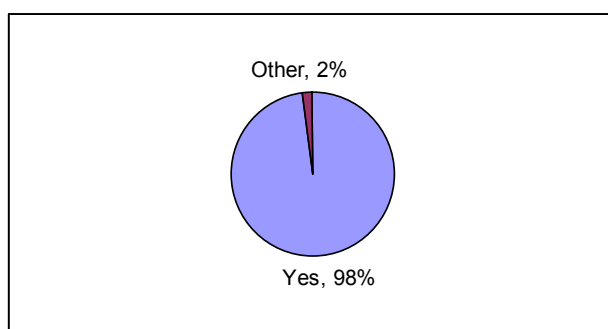
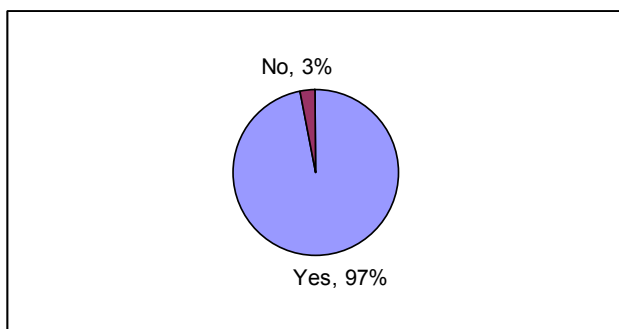
Sustainability Appraisal

Generally all of these options scored well against economic, social and environmental sustainability appraisal objectives. Only the sustainability appraisal objective about minimising pressure on greenfield land and using brownfield land for development had negative scores, for option a) and d). Protecting green infrastructure and increasing the provision of allotments could reduce the amount of brownfield land available for development and therefore increase pressure for development in the green belt in order to accommodate the required housing numbers. This could be mitigated for by building at higher densities.

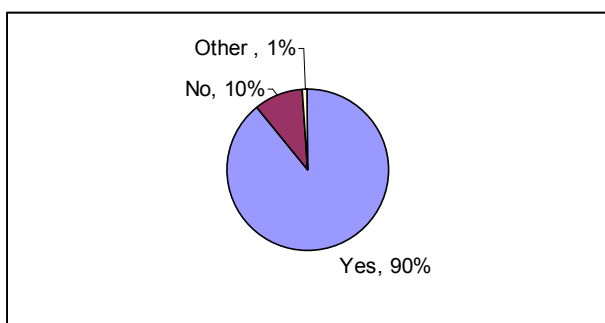
26. Leeds needs to support the provision of high quality education by:

- a) Encouraging schools and colleges to make their facilities available for wider community use,
- b) Locating schools where they are most accessible to the communities they serve,
- c) Encouraging the location of new further education provision within the city centre and town and district centres.

	a)			b)	
Yes	198 (2 comments)	97%	Yes	201 (2 comments)	98%
No	6	3%	No	1	<1%
Other	-	-	Other	4	2%
TOTAL	204		TOTAL	206	



	c)	
Yes	173 (1 comment)	90%
No	19	10%
Other	1	1%
TOTAL	193	



Other comments	49
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Consultation Responses

There was a great majority of support for all the proposals.

Option a): Facilities need to be more affordable and not PFI. PFI should include stricter controls over timings and costs of community access. LCC should encourage local providers (including individual schools). School buildings should be given to the community when no longer needed rather than sold/built on. However, widening community use should only be if the spare capacity is available in the opinion of the school and teachers, and should not diminish the primary objective of school use. Additionally, some FE activities should be the preserve of commercial enterprises or private clubs.

Option b): A few respondents commented that fossil fuel use would be reduced if children went to school locally, and particularly if they walked to school. There should therefore be no freedom of

choice of school if it would involve car journeys, with distance and ability to walk there being selection criteria.

Option c): The city centre and fringe need vastly improved schools in order to persuade families to live there. The main comments were that greater dispersal of FE provision is desirable as there is already a high concentration in city centre, and that outlying areas are marginalised due to transport and cost implications. Provision should be local. Leeds Metropolitan University stated that provision should be encouraged in all existing and accessible locations, not just the city centre. Buildings should be fit for purpose, and should be redeveloped where this is not the case. For this reason policies should not protect higher education sites.

Other comments were that FE is sufficient so existing schools should be improved, and that school buildings should be part of the townscape, rather than isolated in large sites. Community café societies also provide a wider educational and cultural provision and social innovation, than more formal FE provision.

Sustainability Appraisal

All three options scored well against economic, social and environmental sustainability appraisal objectives and no negative impacts were identified. This supports the need for high quality education as an integral part of creating sustainable communities.

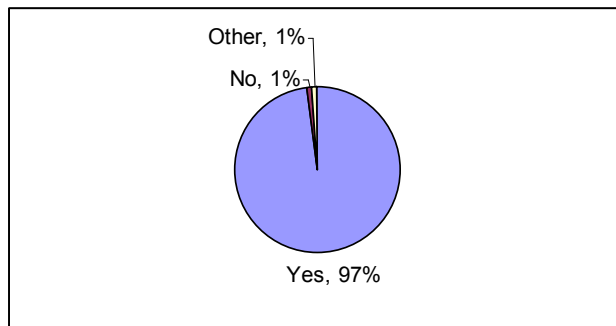
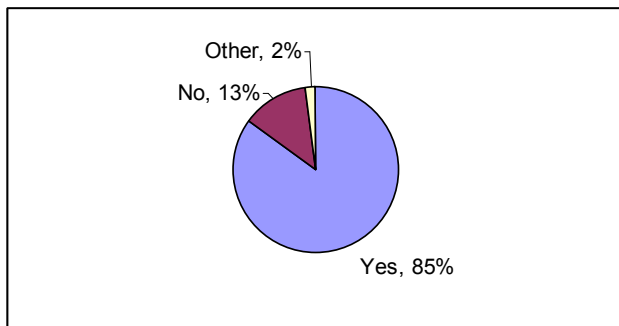
Other Policy

Schools policy, school admissions policy.

27. Leeds wants to provide greater choice in travel options open to people in order to encourage the use of the most sustainable forms of transport. Which of the following measures do you think would be most effective?

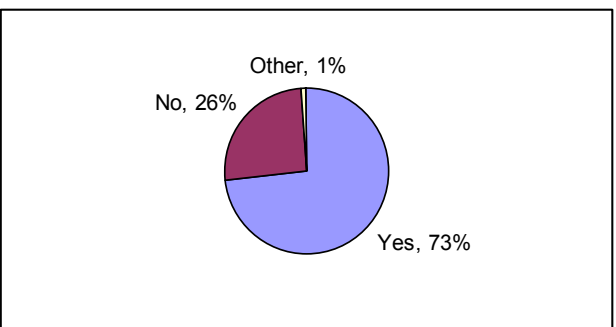
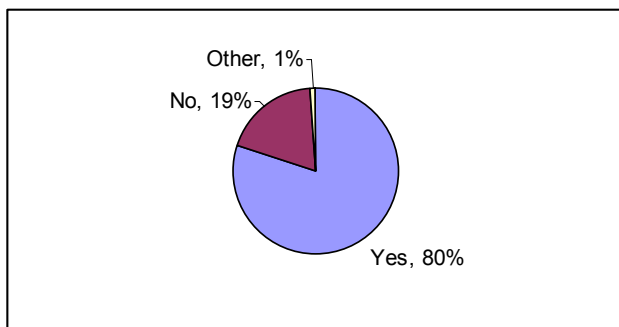
- a) *Park and Ride,*
- b) *High quality public transport systems,*

	a)			b)	
Yes	163 (4 comments)	85%	Yes	213 (4 comments)	97%
No	25 (1 comment)	13%	No	3	1%
Other	4	2%	Other	3	1%
TOTAL	192		TOTAL	219	



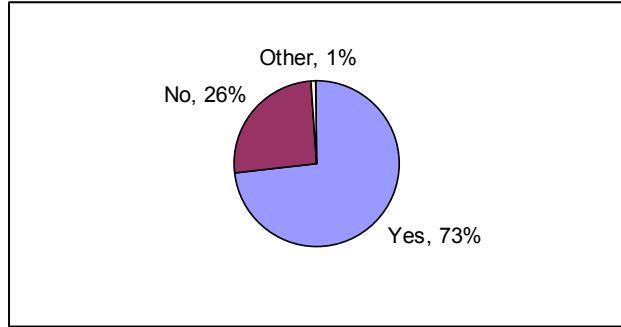
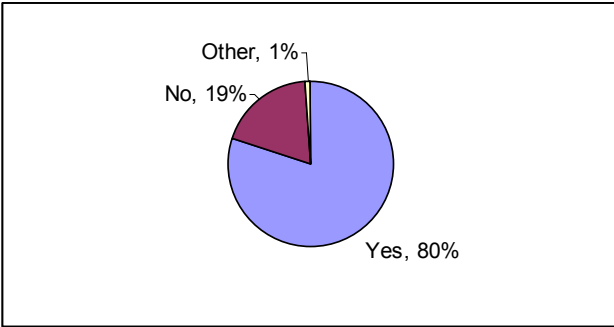
- c) *Car free or limited access areas e.g. pedestrianisation and Home Zones,*
- d) *Car parking management and controls,*

	c)			d)	
Yes	153	80%	Yes	127 (1 comment)	73%
No	36	19%	No	46	26%
Other	2	1%	Other	2	1%
TOTAL	191		TOTAL	175	



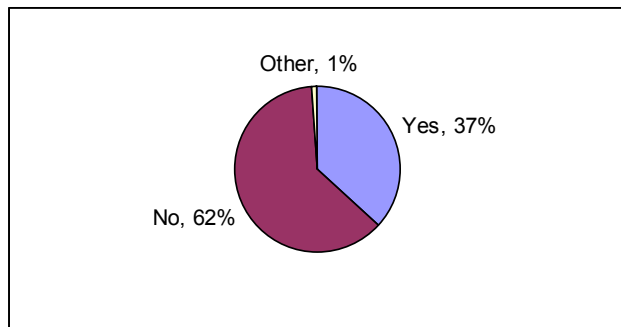
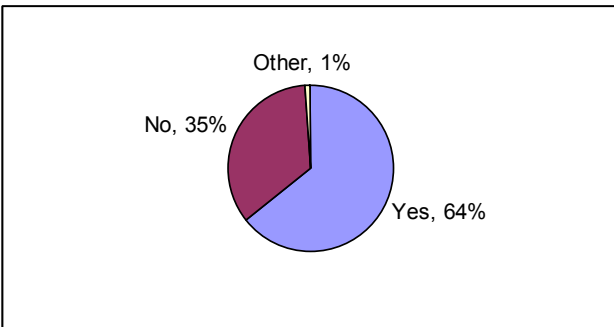
- e) *Safe and accessible walking and cycle routes,*
- f) *Business and school travel plans to ensure sustainable transport patterns in existing and new developments,*

	e)			f)	
Yes	202 (1 comment)	80%	Yes	172 (1 comment)	73%
No	7	19%	No	13	26%
Other	4	1%	Other	4	1%
TOTAL	213		TOTAL	189	



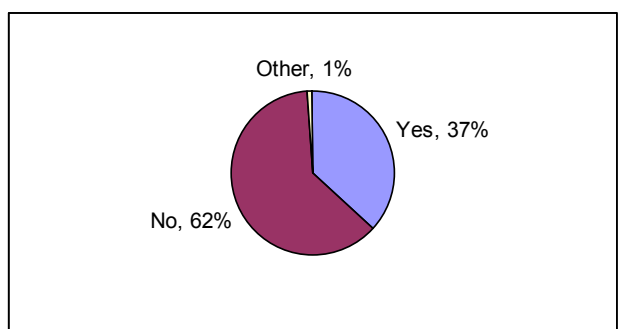
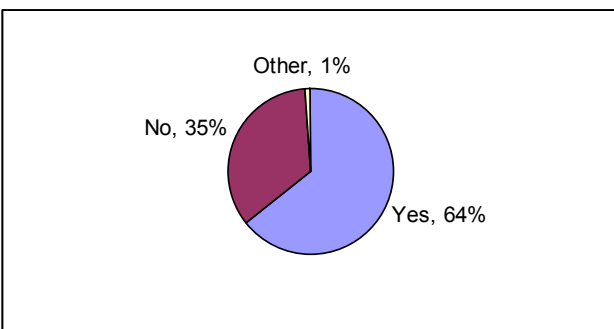
- g) Effective traffic management to give priority to high occupancy vehicles,**
h) Demand management measures such as road user charging,

	g)			h)	
Yes	117 (2 comments)	64%	Yes	70	37%
No	64	35%	No	117	62%
Other	2	1%	Other	2	1%
TOTAL	183		TOTAL	189	



- i) Low emission zones to improve air quality e.g. for the City Centre,**
j) More local rail stations.

	i)			j)	
Yes	129 (1 comment)	64%	Yes	200 (2 comments)	37%
No	53	35%	No	8	62%
Other	1	1%	Other	2	1%
TOTAL	183		TOTAL	210	



Consultation Responses

Option a)

There is a large support for Park and Ride particularly on high volume traffic corridors and where close to public transport i.e. rail stations, and where the whole journey cannot be completed by public transport. It could be tied in with major developments to make it financially viable. Metro in particular would support it where associated with increased rail capacity or bus where there is a positive cost benefit ratio, and consider it should also be linked to better control of city centre car parking via pricing or reduced supply.

Other points are:

- One person mentions Station Top Otley.
- BTCV would only support if public transport much improved.
- Needs to be linked to quality public transport.
- Once people have driven so far they will just carry on, limited capacity of proposals.
- Should be provided all along routes not just at urban edge.
- Motorcycle provision should also be promoted as less polluting and takes up less space.

Option b)

Again a high response in favour. Comments are:

- NGT system and tram train network has potential though significant developer contributions required, rail/tram node based on principal centres and cheap fares rather than road pricing, not in private ownership, not bus and should be cheap clean and have priority at rush hours. Deregulated so little control.
- Reopen disused rail lines and open new ones.
- New rail stations suggested at Horsforth Woodside, Ardsley, East Leeds, Kirkstall, and White Rose, all with Park and Ride. Also Apperley Bridge, Otley and Pool.
- Need to take account of developments on the Leeds/Selby/E. Coast line.
- Supertram could be replaced with BRT with extension to Tingley and Park and Ride.
- Better integration of transport modes and bus priority measures needed.
- Public transport prices also need controlling.

Option c) had a fairly strong level of support though a degree of disagreement.

Option d) was generally in favour though a degree of dissent. Metro in particular are in favour of reduced supply and pricing. One respondent points to the need for transport plans.

Option e) – had very strong support. Will need a business plan for future use and maintenance, should be a top priority and linked to public transport stops and stations. Cycle routes need to be separate from traffic. Should also link with Greenspace and recreation areas.

Option f) had strong support. Ramblers consider should connect greenspaces and recreational areas as well as work and home. Need to be properly implemented and monitored.

Option g) had general support but also a fair degree of dissent. Metro was the main supporter as benefits to cost and efficiency of public transport, needs rigid enforcement to be effective. One person proposed bus lanes should be converted to high occupancy vehicle lanes.

Option h) was generally a negative response but with over a third in favour. Metro commented that substantial investment is also needed in public transport. Other comments were that it won't work, is a cost to the economy, and there is enough tax already.

Option i) had a significant support but a degree of dissension. Metro commented that improved public transport and restraint of car is needed. Also and electric NGT will benefit air quality.

Option j) had almost total support.

General Comments

- One investor is keen to ensure that there is no blanket requirement for developer contributions towards transport infrastructure.
- Scenario 4 should include prerequisite in favour of siting new development near to rail stations.
- Need to integrate all these measures.
- Better rail provision would reduce need for airport expansion.
- Decentralise employer units i.e. City Council.
- Make better use of the Ring Road and arterial routes.

- Parlington and North Newhold could be developed using existing and improved Public transport.
- Need to take account of wider rail and other transport network decisions and opportunities for new rail stations.
- Metro considers it worthwhile re-iterating the Objectives of the Leeds City Region Transport Vision in this section, e.g. a statement along the lines of “Delivering this LDF will support the wider objectives of the city region for the economy, health, education, social inclusion initiatives and the environment by:
 - Meeting the movement needs of the city region, its residents, its workers and its visitors
 - Supporting growth and delivering agglomeration and other wider economic benefits
 - Facilitating sustainable development; and
 - Making best use of the transport assets in the city region.”
- New Radial Roads should be built in advance to serve new developments.
- Airport should not impinge on other regional ones.
- Better provision for pedestrians needed.
- Increased student numbers are commuting; need better rail provision particularly from Harrogate and Ilkley.
- People need to be attracted away from their cars not forced out of them.
- Prioritise building houses near transport routes.
- More goods should be moved by rail to reduce HGV numbers.
- Enforcement needs to be better.
- New road link from A65 suggested.
- Difficult to provide domiciliary health care. Some patients using hospitals may not be able to use public transport. Also difficult for staff.
- Hopper buses to serve estates away from main routes.
- Restrict hours of travel to the city centre.
- Integrate various transport operators.
- More Homezones and 20mph zones.

Sustainability Appraisal

Economic: Generally all options have positive impacts because they improve accessibility to jobs, shops, and services. Car user charging should not be selected as an option on its own because if introduced without providing other alternative means of travel, it could penalise those in rural areas and could affect those with marginal businesses sensitive to changing patterns. A similar point was noted for option d), in that if car parking restrictions are too tight without alternative measures it could affect the customer base of vulnerable businesses.

Social: Generally positive for all the options. Public transport in itself can help bring people together and home zones and pedestrianised areas provide space for communal uses/ events. It was noted that option h) road user charging could penalise those who live in rural areas or with poor public transport and therefore are reliant on the car. Option h) should therefore be introduced alongside other options such as option a) park and ride and option j) more local rail stations.

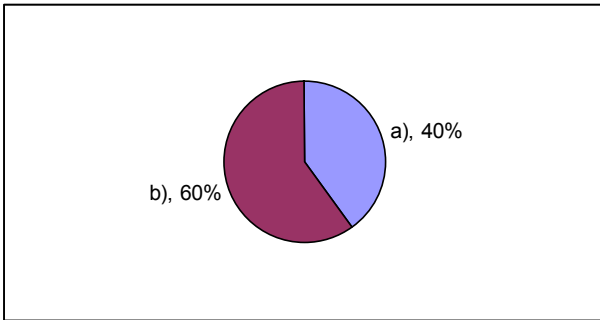
Environmental: The options proposed tend to have few significant impacts on environmental sustainability appraisal objectives, however they do help reduce vehicle emissions and reduce air and noise pollution by reducing the use of the private car. There was a concern that there may be a local rise in air pollution at park and ride sites but this is offset by the general traffic reduction, especially in the inner city residential areas. An implication of this may be to ensure that park and ride facilities are located on the edge of the urban area and not too closely integrated into existing communities. A specific concern regarding option d) on restricting car parking spaces, is that it could encourage the paving over of front gardens to provide off-street parking spaces. This would have a negative impact on the quality and distinctiveness of the built environment and managing flood risk as it would increase the speed of surface water run off and exacerbate flash flooding.

Conclusion: The options work synergistically together so that option d) car parking controls and option h) road user charging need to be introduced at the same time as the other options to ensure that alternative forms of travel are provided, otherwise they result in negative impacts. Park and ride facilities should be located on the edge of urban areas and should use porous surfaces (to avoid increased surface run off).

28. Leeds should allow Leeds Bradford Airport to expand to accommodate the air travel needs of either:

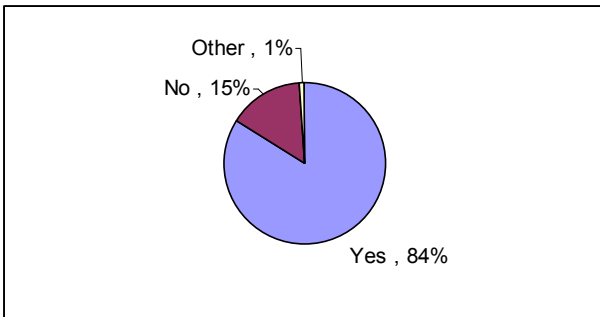
- a) *Those living and working in the City Region,*
- Or,
- b) *Those living and working both in and beyond the City Region.*

a)	66 (1 comment)	40%
b)	98 (1 comment)	60%
TOTAL	164	



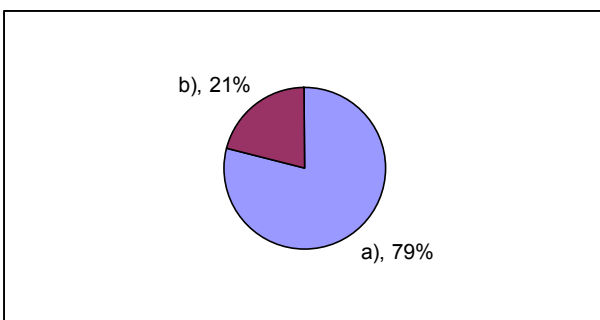
- c) *Allow Airport expansion only if supported by improved surface access by public transport,*

Yes	150 (1 comment)	84%
No	27	15%
Other	1	1%
TOTAL	178	



- d) *Allow Airport expansion only if supported by measures to mitigate the effects of aircraft noise.*

a)	137 (1 comment)	79%
b)	36 (2 comments)	21%
TOTAL	173	



Other comments	89
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Consultation Responses

Options a) and b)

Just over half considered it should be beyond the City Region.

Only two people commented; one to ask how do you regulate, the other to say expansion will contribute to climate change.

Option c)

Most thought yes but only two commented; should relate to an objective view of carbon emission and should be business related rather than holidays, should be linked to Leeds/Harrogate Line.

Option d)

The majority support this view with only 3 comments; no flights between 12.00 and 6.00am, two others consider should not expand due to carbon footprint.

Sustainability Appraisal

Economic: Expansion of the airport brings positive impacts for the economic success of Leeds and job creation in a wide range of jobs. There is a direct correlation between the greater the expansion and the more Leeds can be economically competitive. Consequently, option b) scores more positively.

Social: Expansion of the airport increases accessibility to other cities and cultures. Option b) spreads the benefit even further across the region.

Environmental: Both options will increase air travel and therefore increase greenhouse gas emissions. Option b) increases air travel even greater than option a) and therefore it results in major negative scores. However, it was noted that technological advances may allow aircraft to be 'cleaner' in the future. There was also a concern that if option b) requires an increase in the run way this could increase surface water run-off and exacerbate flash flooding. This could be mitigated for if it is possible to use porous materials for the construction of the runway. Option b) will increase the number of journeys to and from the airport and this in itself exacerbates negative impacts.

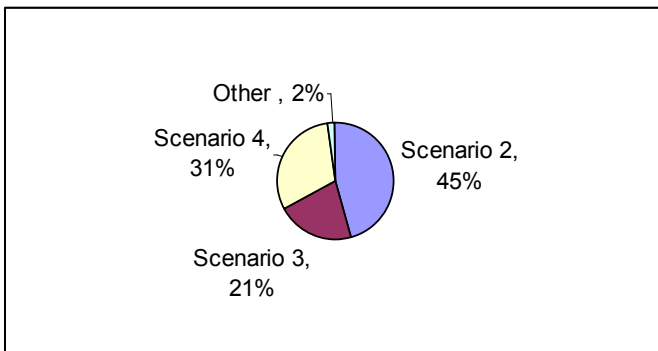
Conclusion: Sustainability appraisal highlights the conflict between economic and environmental sustainability appraisal objectives. Expansion of the airport to serve beyond the Leeds City Region has strong economic positive impacts, it also has strong environmental negative impacts. However, advances in technology may allow negative impacts to be mitigated for, such as 'cleaner', quieter aeroplanes and use of porous materials for runways. A specific concern regarding the airport's location is that it is poorly served by public transport (no rail link) and has a number of residential communities living close by. Consequently, expansion will increase the number of journeys to and from the airport with impacts due to increased congestion, noise and pollution. The core strategy therefore considers two further options for mitigation of the bad effects of airport expansion (i.e. only if with improved surface access by public transport, and/or with measures to mitigate the effects of aircraft noise). The sustainability appraisal of the two options showed that impacts are generally neutral or positive. However there were concerns about the impact of a new road/rail on wildlife habitats and landscape quality.

29.

a) Given that Scenario 1 'Base Line/Business as Usual', will continue to provide development needs in the near future, what development form should the City take in the future?

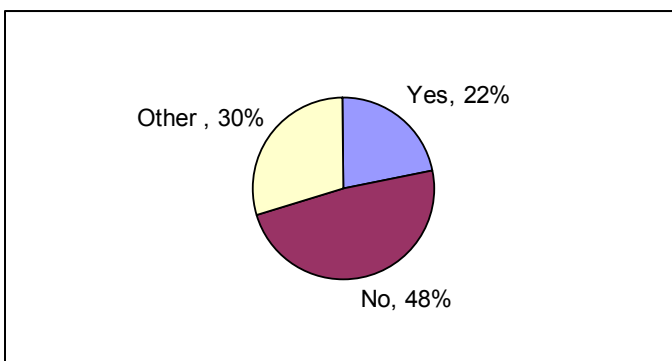
- Scenario 2 'The Compact City',
- Scenario 3 'Dispersed Development Hubs',
- Scenario 4 'New Urban Neighbourhoods'.

Scenario 2	100 (8 comments)	45%
Scenario 3	46 (11 comments)	21%
Scenario 4	69 (3 comments)	31%
Other	5	2%
TOTAL	220	



b) Are there any other Scenario options, which you feel should be considered?

Yes	32 (31 comments)	22%
No	69 (6 comments)	48%
Other	43	30%
TOTAL	144	



Consultation Responses

Scenario 2: Will reduce need to travel but needs combining with Scenario 4 to provide necessary growth. Will fail to provide the choice in housing needed highlighted by HMA. Allows concentration on areas with good public transport. YHA commented that S2 has the potential to deliver RSS Core Approach.

Scenario 3: Developers generally favour this scenario 3 as it imposes less constraints on their activity. One developer favoured a scenario which balances growth between key regeneration areas within the main urban area and dispersed growth within the outer areas of the city communities beyond the urban edge. This would counteract the negative effect of the higher densities within the city and would allow the outer satellite communities to grow. Lack of new

housing opportunities force prices up and polarised static population. Also allows development of both green and brownfield land which could be in sustainable locations. Will provide choice of location radiating from centres. However, the YHA consider that it does not have the potential to deliver the RSS Core Approach, and other comments were that this scenario is unsustainable and is unacceptable due to the resultant urban sprawl.

Scenario 4: This will ensure development is spread across Leeds including south Leeds and M62 corridor. It was considered by some to be the only option which would meet demand. It would provide healthy communities and be sustainable, and would reduce commuting pressures. The YHA commented that S4 has the potential to deliver RSS Core Approach. However, some developers considered this scenario would not provide the choice needed as development would be concentrated onto a few areas. Other comments were that it would be supported without the East Leeds Extension, that it should exclude north Leeds as this doesn't require regeneration, that Micklefield should be in S4 due to good rail links, and that the scenario will involve drastic action to improve transport links, particularly to the south western parts of the District.

Other scenarios:

- Could combine 3 and 4.
- PAS land should be left till urban areas have been developed.
- PAS should be developed to provide choice.
- 2 and 3 could be combined and provide a growth area based on Vickers site and Cross Gates.
- 2 and 4 should be combined as 3 is not appropriate, however 4 will need good quality public transport.
- 2 with east orientated elements of 3 and 4.
- Combine 1 and 4 and release greenspace to make up shortage of brownfield.
- Scenario with new urban neighbourhoods in the green belt with good public transport. Should be less emphasis on Leeds as a centre for growth and more on the growth of other centres to reduce travel to Leeds.
- Scenario with wedges of land centred on good public transport both in the city and outside.
- A different scenario based on a rail node city linking city centre, airport, fast commuter train to Garforth, Rothwell (Woodlesford station), Morley, and Pudsey nodes. All to be linked by frequent circular bus centre.
- A new town outside Leeds would be better.
- More agricultural use of Green Belt coupled with Scenario 4 plus eco villages to integrate housing, jobs, rural skills and low impact building.
- Minimal growth should be a scenario. A growth in housing is not sustainable.
- S2 with no A660 corridor growth but new urban development in Aire Valley, Micklefield and Kippax served by A1, A63 corridor based on eco building and millennium village.

General Comments:

- Generally scenarios need to be quantified more to be assessed and to see how they perform in terms of house numbers.
- High densities could impact adversely on historic environment.
- Should focus on enhancement of the countryside.
- Expansion should be of a scale that supports improved infrastructure.
- Review of Green Belt may be needed to cope with increased numbers.
- One comment that NE quadrant is free from development.
- Favour development on periphery of urban area to allow development of choice of housing.
- Full provision of light rail and allied community building, also brownfield development and social housing, also discourage speculative building.
- Concentrate on existing urban areas rather than waste greenfield sites.
- Satellite towns should remain as separate.
- Area to north of the Chevin should be protected and developed for leisure with Otley being developed to serve this, tourism and with good green credentials.
- More needs provided for locally.

Sustainability Appraisal

Economic:

- Scenario 2 may lead to housing uses squeezing out employment uses- which could reduce job opportunities and economic investment. This would increase in the long term as housing pressure increases. This could be mitigated against by including policies to safeguard employment land.
- Scenario 3 could worsen accessibility to jobs for people living in the rim area as jobs become more dispersed. This could be mitigated against by ensuring provision of improved public transport. Under Scenario 3, businesses would have more choice over location in the short term, but in the long term the congestion would get worse and choke investment. Results in the long term will depend on the level of success of public infrastructure.
- Scenario 4 could boost jobs in the construction industry in the short term as new urban neighbourhoods are developed. Additionally, Scenario 4 could lead to development of office parks on motorway junctions and local employment hubs which could improve accessibility to jobs locally in theory because jobs will be created close to where people live, however there is no guarantee that people living locally would secure the jobs available near to where they live as it will depend on their skills and training and the type of jobs on offer. People living in the City Centre would have good (physical) accessibility to the jobs in any of the employment hubs and the City Centre. However it was also noted that Scenario 4 could lead to a situation where locating employment out of the City Centre could undermine the City Centre's viability. This would worsen accessibility to jobs in the long term because the City Centre is always going to be the easiest to access by public transport. This could be mitigated against by including policies to control levels of floor space/ quantity of employment within hubs and by ensuring a good provision of public transport infrastructure between hubs and the City Centre.

Social:

- Scenario 2 has negative scores against health objectives because it could compound conditions that impact on health e.g. air quality and stress, by putting extra pressure on green space and creating denser, closer living conditions. However it may be easier to police and therefore reduce crime. The intense pressure for development in the compact area could mean that cultural and leisure uses are pushed out. Scenario 2 will result in higher density housing and there would be less opportunity for large low density executive type homes and therefore there may be less of a range, however it creates more of a level playing field and therefore helps reduce disparities and may help build confidence in inner city areas. It builds on existing communities and makes it easier to provide community facilities and therefore scores well under objectives on community participation and cohesion.
- Scenario 3 means that more open spaces can be provided in the urban area and this is beneficial to health through space for exercise and mental well being. In terms of quality of housing and reducing housing disparities, Scenario 3 could enable a greater range of sizes to be provided but it could reduce demand for housing in some areas of the city and therefore have a negative impact on regeneration objectives.
- Scenario 4 provides more opportunity for a wider range of choices of house size, style tenure etc and introduces opportunity for higher standards of energy efficiency, however strong affordable housing policies will be needed to ensure that a mixed community develops. The police and health providers will need to ensure appropriate allocation of resources to meet the need in the new areas of demand.

Environmental:

- Scenario 2 is the most efficient use of urban land and does most to minimise pressure on green field land and preserve the rural landscape. It has a number of positive environmental impacts, particularly in terms of reducing the need to travel, reducing the journey length and enabling efficient, comprehensive public transport to be provided. This also helps to reduce greenhouse gas emissions and pollution. However there are some serious negative impacts as it would almost certainly require development in high flood risk areas and coupled with the reduction in green corridors and greenspaces for urban cooling, scores a major negative in terms of improving Leeds' ability to manage extreme weather conditions and climate change.
- Scenario 3 is almost the converse of the impacts on scenario 2. It increases pressure on greenfield land, impacts on the rural landscape and could hamper regeneration activity in the inner city. It is likely to result in longer journeys and will need a more widespread public

transport system (which may have implications in terms of viability). However it should enable us to avoid flood risk areas and provide lots of green spaces for urban cooling.

- Scenario 4 provides an opportunity for development to be built to higher energy efficiency standards and design neighbourhoods based on higher sustainable construction principles than normal. This has particular environmental positive impacts in terms of reducing and managing waste and pollution. On the whole, Scenario 4 avoids flood risk areas, except the Aire Valley and City Centre where a Sequential Test is required to ensure that housing is not unnecessarily located in the highest flood risk areas. It is unclear how Scenario 4 will impact on travel as it aims to reduce travel by ensuring that peoples needs are met locally within the neighbourhood where they live, however there could be travel between neighbourhoods and therefore it is important to ensure that the satellites are linked up well with public transport.

Conclusion: Sustainability appraisal of the scenarios was helpful in identifying where scenarios could be improved and where additional policy interventions are required to ensure mitigation against negative impacts. This includes public transport infrastructure (particularly for Scenarios 3 and 4), safeguarding of employment land (for Scenario 2) and affordable housing policies to ensure mixed communities develop (for all Scenarios, particularly Scenario 4 to ensure that hubs do not polarize into wealthy areas and poor areas). However the sustainability appraisal did not show any clear 'winner' in terms of choosing the most sustainable scenario.

Other General Questionnaire Comments and Associated Submissions

There were 58 other general responses. Some of these are related to specific questions or themes, but for clarity have been reported separately from the analysis of these questions. Many of the comments are from agencies or stakeholder bodies.

Summary of comments to follow.

3.2 MORLEY HIGH SCHOOL QUESTIONNAIRE RESPONSES

Further to the Youth Council session a specific questionnaire was requested for Morley High School. This section analyses the results.

Profile of Respondees (155 in total)

Age	13	-	9	Gender	
	14	-	21	Male	-
	64				
	15	-	39	Female	- 91
	16	-	45		
	17	-	34		
	18	-	7		

1. What do you think of the 3 development options described in the 'What's in it for young people' briefing? (Please rank 1 to 3 in order of preference). Can you suggest any other options worth thinking about?

- The 'cramming' option (Scenario 1) 3rd
- The 'spreading' option (Scenario 2) 2nd
- The 'green/concentrating' option (Scenario 3) 1st

Summary of responses to Q.1

- Regeneration of small towns like Morley by improving shopping and leisure facilities.
- Just improve existing buildings and areas instead of building new ones.
- More outdoor sports areas e.g. outdoor skiing/boarder areas.
- Option for first time buyers, so houses aren't as pricey.
- Instead of building across, build up e.g. apartments.
- More transport.

2. On what sort of land should most of the new housing be built? (Please rank 1-4 in order of preference)

- Land that's been built on before ('brownfield' land) 1st
- Green open land within towns 2nd
- Green open land on the edge of towns Joint 3rd
- Green belt/countryside outside the towns Joint 3rd

3. How much of the new housing built should be cheap enough for the poorest people to afford?

- 40% or more 2nd
- 30-39% 1st
- 29% or less 3rd

4. Should new housing be of all sizes, types and tenures (i.e. to buy, to rent etc) so it meets everyone's needs?

Yes/No

Yes

5. New community facilities, like youth clubs, sports centres, libraries etc should only be built where you can easily get to them, e.g. on foot, by bike, bus or train?

Agree/disagree. Why?

Agree

Summary of responses to Q.5

- Easier for people to access.
- People can use them regularly.
- People of all wealth and transport users can get to them.
- Place for young people to go and less anti-social behaviour.
- Used to the maximum with minimum cost to the community.
- Less congestion and pollution.
- No more need building.
- We are fine as we are and it will become full of snobs.

6. Where there is money for new open space as part of new housing development, how and where should it be spent?

- **On new open space provided with the new houses** 2nd
- **On new open space or sports facilities nearby** 3rd
- **On improving existing open space and sports facilities nearby** 1st

7. Which of the following do you think will make the biggest impact on reducing global warming? (Please rank 1-3 in order of preference)

- **Making new buildings more energy efficient** 2nd
- **Incorporating renewable energy production (e.g. via solar panels) into all new major building projects** 1st
- **Increasing the number of renewable energy generation schemes (e.g. wind farms)** 3rd

8. Which of the following do you think would encourage more sustainable travel? (Please rank your top 3 in order of preference)

- **Park and ride** 3rd
- **High quality public transport (e.g. trains, buses)** 1st
- **Strict controls on car access and parking** Joint 5th
- **Safe and accessible walking and cycle routes** 2nd
- **High occupancy vehicles lanes on motorways and main roads** 7th
- **Road congestion charging (like in central London)** Joint 5th
- **More local rail stations** 4th

3.3 FORUM FOR THE FUTURE EVENT

This event on the 19th October 2007 was a full day of presentations and workshop discussions with key local and regional stakeholder agencies, including stakeholders within Leeds City Council. The key speakers were Jonathan Porritt and Hilary Benn MP, alongside Leeds City Council Civic Architect, the Deputy Chief Executive, the Substitute Member for Development, and the Director of City Development. 71 people attended on the day.

The following points are a summary record of the event's various workshop sessions. They have been grouped into general headings based around the scenarios, and the different themes of the Core Strategy.

Scenarios

- Scenarios 3 and 4 would put pressure on greenbelt?
- Would there be demand for scenario 4?
- Scenario 4 how can we ensure scenario 4 people won't drive to where they live? Concern that new focus points will encourage car journeys?
- Scenario 4 move away from flood risk: impact on development in Aire Valley?
- Scenario 4, disposed, more resilient to city centre and future resource constraint.
- A housing ladder within areas - scenario 4?
- Scenario 4 would have oil /petrol supply problems.
- Scenario 4 talk about population growth.
- Scenario 4 avoids flood risk.
- How robust is Scenario 4 to future risk change in plans?
- Role of city centre in Scenario4?
- Scenario 4 needs good transport links.
- Use Scenario 2 with good transport initially, moving to Scenario 4.
- Scenario 2-4 more attractive to future investment.
- Concentrating development within existing urban area. Should provide jobs close to housing.
- Growth nodes compliment city centre not compete.
- Can still build on existing structure.
- Scenario 5, i.e. scenario 2 and 4.
- Existing AAP's surely set scenarios for core strategy?
- Will LCC test scenarios 1-4 against future scenarios e.g. (resource scarcity, petrol, oil, climate change)?
- Thinking the unthinkable e.g. free public transport for children. Interrelation with other strategies and governance structures. Holland? Quality principal that a 6year old child can cycle.
- Some developers looking at floating homes!
- People better able to comment on 'how' to design to address their issues, not 'chose a scenario'.
- Maintain economic engine of city with decoupling of growth.
- Develop eco towns in regeneration areas.

Transport and Infrastructure

- Polycentric model is reliant on good transport links. Scenarios predicted on good transport, how can we make decisions without knowing transport info?
- 30% of city land is not built upon i.e. roads etc, therefore tackle transport, free up space.
- Love affair of cars must come to an end - no more development predicated on car.
- Need to strengthen transport improvements.
- Make other transport corridors (A roads) more viable/sustainable. Overhaul trains and buses and bring in to scenarios.
- Transport not just on arteries but around radius.
- Neighbourhoods not isolated as dependant on key city routes.
- Extend free bus services and for young people, not just new roads.

- Public transport can be limiting to disabled persons - facilities are not available to them to move about the city.
- Improve perception of public transport.
- What transport links will be needed in 2050?
- Must ensure sustainable infrastructure - at correct times.
- Easier to expand existing schools than build new ones.
- Future Natural Resources and Waste DPD will consider some aspects. Difficult with deregulated energy.

Housing Needs

- 25% of city flats are unoccupied yet still more are being built.
- Culture of home ownership - need to consider rental?
- Growth of second homes.
- Demographics of Leeds and what type of housing is needed in the future - retirement Villages?
- Aging population needs to be considered.
- Identity of individual communities e.g. housing ladders.
- Young people mortgage problems.

Consultation

- Involve residents groups.
- Encourage community groups who could otherwise not engage e.g. learning disabilities, children.
- Planning is holistic, aiming to provide for whole community: targeting different social groups through consultation.
- Inclusively of consultation e.g. children etc.
- Equality needs to be built in to the heart of the document.

Design and identity

- A city people want to live in and stay in. Hang on to local identities - living in 'parts of Leeds'.
- Village approach to living around city maintained.
- Greener boulevards, European style.
- Spatial expression is only one element of sustainable development, also need to consider quality of design.
- General public find city centre inaccessible.
- Higher densities not wanted in suburban areas.

Health / young people

- Provide community based facilities for young people.
- Design buildings and places to counter obesity.
- Health impact assessment on scenarios and planning proposals at specific scales.

Greenspace/Green Belt

- People hold greenspace dear.
- Planners be careful how use green on maps. Is it green or actually paved with a few trees?
- Develop green open space/corridors. Need a better distribution of greenspace of good quality.
- How far prepared to walk to green space?
- Currently not looking at greenbelt.

Other

- The Core Strategy should set the vision and then bid for resources.
- Don't be criticised for past approaches, plan for success.
- Need to deliver strong policy and incentives.
- Aire Valley – conflict between employment and housing land.
- Linkages with City Centre Strategy SPD?
- Jobs within new urban areas?
- Leeds to have best cultural facilities after London - consider across scenarios.
- Must remember flooding.

3.4 YOUTH COUNCIL EVENT

Leeds Youth Council is a democratically elected group of young people who represent the 'Voice of young people in Leeds'. The Council reaches out to approximately 38,000 students, because all Leeds Youth Councillors sit on their School Council or Student Union.

There were six attendees at the two hour session on the 14th November. The workshop was facilitated by Planning Aid, based around the general themes of the Core Strategy questionnaire and focussed on those issues the Youth Council felt to be of most importance.

Place	Good thing	Bad thing
Morley	Quiet, local services.	Too many people, unclean environment, crime, ASB, secondary schools, transport links, too polluted.
Garforth	Feeling of community, shops and facilities, education services, cultural facilities,	Very built up, loss of open spaces, attitude to elderly.
Richmond Hill	Transport links, access to services.	Very built up, crime.
Harehills	Transport links, schools.	Crime, fighting.
Pudsey	Old and new open spaces, market place, park, access to green areas, cultural facilities.	Poor transport, lack of variety in town centre of entertainment uses – lots of pubs.

Where should the new houses go in Leeds?

Good things about lots of new houses:

- Choice of type of housing, e.g. flats, small houses, larger houses.
- More jobs.
- More shops and facilities.
- Better transport links.
- More lively and energetic places.
- More businesses, or existing business grow.

Bad things about lots of new houses:

- More stretched services.
- More pollution including noise pollution.
- Bigger towns.
- Lose community feel.
- Increased crime.
- Less friendly.
- Increased traffic.
- Less greenspace.
- Increased density – houses built closer together.
- Less job opportunities.
- Decrease in property values.
- Increase in people claiming benefits.
- Increased litter.

Votes for general housing location:

- Brownfield – 4
- Abstain – 1

- Greenfield – 1
- Employment land – 6
- More density – 1

Votes on where housing should go once all the brownfield land is built on:

- Greenfield in built up areas – 1
- Greenfield on the edge of towns – 2
- Some of both – 1

Responses to the introduction to 4 possible scenarios for future development of Leeds:

- Morley – needs some more housing and could take up to say 8,000 new houses but not more. More housing could be a way to get better transport links and improvements to schools etc. But any development would need to keep greenspaces within and on the edge of Morley.
- Scenarios 2, 3 and 4 are all extreme. Something in between would be better. Under scenario 4, areas would become very overcrowded. Better to spread out the housing. Would be better if there were more than just 6 areas.
- Or – could build closer to Leeds centre not further out.
- Pudsey – not enough space to grow outwards apart from to the north towards Horsforth.
- May be good to build on the area out towards Wetherby – plenty of space. Maybe an eco-town – where all houses eco-friendly. Janet explained this has been considered for Aire Valley where there is a lot of surplus land allocated for employment. Everyone thought eco-towns were a good idea, provided they were planned properly and could last into the future.

Core Strategy Themes

Planning Aid suggested two themes to discuss – climate change and transport. Everyone agreed to these themes.

New developments should provide a % of their own power. % to increase in future.

- All agreed with principle. Shouldn't be just new developments but existing ones too. Should be on a sliding scale, so that bigger developments provide a higher percentage than smaller ones.

Targets for reducing carbon emissions.

- All agreed with principle. Cars could use biofuel.

Targets for “adaptation” e.g. green roofs and planting schemes in urban areas to reduce likelihood of extreme climate change.

- All agreed with principle. Should plan for it now, even if we don't know how likely it is to happen. Better safe than sorry.

Flooding – how much development should happen in flood risk areas?

- If high risk e.g. 1 in 100 years – none. If lower risk e.g. 1 in 1000 years – can build on it but with flood defence measures to prevent flooding. Could build canals in flood risk areas to take floodwaters.

Should Leeds Bradford Airport expand?

- Yes but only if transport links to it are improved.
- Yes but only if noise can be controlled.

Should it be just for Leeds and Bradford or should it serve the region?

- Regional, as more flight choices, easier to get to.

Ways to improve public transport:

- Park and Ride – yes, even better park and cycle.
- High quality public transport systems – yes.
- Car free areas – yes, no, yes with park and ride.
- Car parking control – don't know.
- Electric pool cars - yes.
- Travel plans – yes, no.
- High Occupancy Vehicle Lanes – yes, don't know.
- Congestion charging – yes, no, yes with good quality public transport.
- Low emission zones – yes.

3.5 PARK LANE COLLEGE YOUNG PEOPLE WORKSHOPS

Five workshop sessions took place at different lessons at the College, facilitated by Planning Aid. In total student attendance was 52. The workshop was based around the general themes of the Core Strategy questionnaire and focussed on those issues the teenagers felt to be of most importance.

Place	Good thing	Bad thing
Allerton Bywater	Near Castleford.	Too quiet.
Alwoodley	Quiet, nice, little crime, good access.	Affordable housing for 1st time buyers.
Armley	Accessible.	Anti-social behaviour among young people in parks.
Austhorpe	Proximity to countryside/ shops/ housing.	Little to do for young people, fast food outlets and impact on environment i.e. litter.
Barwick	Lovely village.	Poor transport links.
Beeston	Close knit community, good transport, some new facilities e.g. gym, proximity to City Centre and White Rose.	Racism, fighting, no new facilities, poor image especially since London bombings, Divided areas and 'scrotes', very diverse which leads to gang wars in some areas, not a lot to do, street crime.
Belle Isle	Proximity to City Centre and some quiet areas, nothing good.	Some rough areas and vandalism, bad everything, gang warfare.
Boston Spa	Quiet area.	Not enough for young people to do. High cost of houses – affordability issues.
Bradford*	Good shopping, new developments	Anti social behaviour in centre, nothing bad.
Brighouse	Poor transport links to Leeds.	Poor environmental health standards in takeaways and some restaurants.
Burmantofts	Quiet.	Not much to do for students.
Castleford*	Community spirit good.	Not enough to do in Leeds.
Chapel Allerton	Everything's good, facilities and events, it's improving.	Poor balance of shops/demise of local shops, affordability of housing, snobbish and class issues.
Chapelton	Multi cultural community, strong sense of identity through Dance School etc, variety of restaurants.	Poor image/stereotyped as a problem area, limited activities for youth – supposed to be able to use the media centre but use restricted.
Cookridge	Good access to other places.	Anti-social behaviour.
Drighlington	Quiet area.	Too quiet and borders onto some rough areas.
East End Park	Central/ accessible/ good public transport.	Litter and vandalism, fast food outlets and impact on the environment and anti-social behaviour.
Farsley	Community feel and association with local football club.	Rough council estate which needs improvement.
Gildersome	Good location close to amenities such as the Showcase cinema complex.	Community split into 2 halves (working class and middle class) and the two sectors do not mix, high crime rate, expensive houses which prices out many local people.
Gipton	Nothing is good, nice park that is not utilised and could do with improving.	High crime rate, large numbers of empty properties, poor housing, high number of teenage mums, poor environment, ASB (student had been attacked twice).
Guisley	Quiet and peaceful.	Isolated / poor public transport, not much to do for students.

Halifax*	Town centre and good for meeting people.	High crime in some areas.
Halton	Nr Temple Newsam, friendly and close community.	High crime rates.
Headingley	Shops/bars.	Too much student accommodation.
Holt Park	Nice area.	Snobby/poor balance of age ranges i.e. not enough young people.
Lofthouse	Good public transport.	Nothing to do.
Marlborough Grange	Proximity to City Centre.	Congestion.
Meanwood	Parts are nice but there are parts that aren't.	Crime, anti-social behaviour.
Middleton	Nothing is good, public transport.	Poor housing maintenance and poor environment to live in, everything's bad except public transport.
Moortown	Buses, supermarket.	Crime, anti-social behaviour, chavs.
Oulton	Quiet and clean.	Main road and congestion.
Outwood*	New developments, Cosmopolitan, London feel.	Poor timetabling by train to Leeds out of peak times, need more trains carriages.
Pudsey	Quiet.	Not enough to do.
Roundhay	Park, shops, housing, restaurants, proximity to the park, loads to do, central, accessible, good public transport.	Nothing for young people, crime, not much to do for young people, drug culture and anti-social behaviour.
Seacroft	Good transport links.	Near A64 and congestion.
Shadwell	Being able to see the stars/ green spaces i.e. environment.	Anti-social behaviour.
Tyersal	Good public transport.	Crime, anti-social behaviour.
Wakefield*	Shops and restaurants.	Congested.
West Park	Good sense of community and friendly.	Close to areas with crime and anti-social behaviour problems.
Wortley	Good community spirit, easy access to City Centre.	Nuisance behaviour, flooded very badly, not much to do.

*The people who lived outside Leeds were asked to comment about travel to and from Leeds and impressions of the city.

Pros/Cons of new housing development for an area

- Lack of affordability for local people rather than 'incomers'. Wherever they are built there needs to be more affordable and preferably council houses.
- The new apartments in the centre were liked but they are too expensive and not built for local people.
- Housing is too expensive for local workers, but appears to be no problem to those on benefits; therefore a percentage of new social housing should be for young local people with employment at affordable prices.
- Eco-housing was liked but an example was given about building them in Beeston where no one can afford them and no one outside Beeston would want to live there.
- Possibly too many houses in too small an area causing poor facilities if no schools built etc. This has happened in one area already with 2 new estates and the High School was closed causing large classes or long travel to school/college.
- Loss of / need to protect the countryside.
- More congestion.
- More crime and rubbish etc, better to make use of and improve what we already have.
- Issue of integration – need to integrate social and private housing better.
- Concern that increasing the number of new homes in an area could make it more desirable and push up prices.

Scenarios

	Number of votes
Scenario 2	10
Scenario 3	9
Scenario 4	29

- Many felt that they could not decide
- Scenario 2 – some felt this maximised the use of established transport corridors, whilst others thought that it focused growth on expensive areas, which local people could not afford.
- Scenario 2 would cause too much congestion.
- Scenario 3 gives more choice of place and chance to avoid city centre.
- Scenario 4 – some felt that this would provide alternatives to the town centre, whilst others thought it would just encourage similar congestion problems in the suburbs over time – recreating the problems Leeds already has.
- Scenario 4 would yield new communities, but would they be improved?
- Scenario 4 would be a bad idea because the city centre is already too crammed.
- General view to develop away from the town centre as the town centre prices were too expensive.
- ‘Building up not across’.

Culture and Leisure

- Best location would be adjacent to the City centre with good transport links.
- Need more facilities such as ice skating, a music arena, e.g. Doncaster and Sheffield.
- Cost of such services was raised as an issue.
- Consensus that new facilities should be located on periphery of town centre.
- Elland Road was suggested as an ideal location for a major concert venue/arena.
- Desire to avoid more building in the city centre, with a feeling that it was already congested enough.
- Kirkstall as a possible location i.e. adjacent to the city centre. Others felt this would be too far out. When asked about locating such a facility within the heart of the city one student raised the issue of where to place it.

Economy

- Too many offices / empty office space.
- Why design fancy office buildings when the money wasted on design could be used to build more houses for local people.

Health

- All liked greenspaces but only if they are well maintained (rather than just city centre parks maintained), e.g. well lit and safe, and to include all rural greenspaces also.
- Gipton Park used to be well used and liked by the Community, now no lights, thugs, no go in dark, poor ground areas.
- Do not build on greenspaces.
- When brownfield sites are built on, make sure that they are secure for people to move into and do not return the same jobs etc that lived there previously.
- Young people must have something to do in new build areas as part of the new build.

The Built Environment

- Generally in favour of more pedestrianisation.
- Need for more cycle lanes.
- Need for more crossings.
- Need for more cycle lanes.
- Desire to save our greenspaces – London has more greenspaces than Leeds!

- General feeling that there are enough greenspaces in Leeds and that these spaces need to be protected, improved and enhanced.

Education

- All thought education buildings should be used by communities and more made of them even to be used for 24 hours. They need better security, not just caretakers being responsible and not "open houses". The sessions must be affordable for all.
- Youth clubs could be established in the buildings.
- Following a vote, 13 were in favour and 4 were against the idea of use of schools / colleges for community use. In favour was the potential of Learning Centres, and to maximise the use of buildings which otherwise are stood empty. Concerns against were that the college was full enough already, concerns about sharing facilities and related it to sharing Park Lane College. General consensus that young people would not be keen on using schools for social activities, due to the image of going back into school. There is also the issue of safety and security.

Transport

- More buses, including at night to outer areas. Better bus punctuality, more bus lanes to help this. Better cleanliness.
- Park and ride was welcomed if in the correct place and reasonably priced. Some showed limited enthusiasm for this due to the fact that many don't drive yet.
- An underground system was suggested like Tube/Metro.
- What happened to the trams, they would have been good?
- Free city bus great, but could it not be a bigger bus and go round both ways, as it is a long way back to town from college if you are going for a train.
- Reference to travel prices being too high.
- In favour of more safe pedestrian routes.
- Discussed road pricing and mainly students were against this.
- Parking is far too expensive in the city centre.

4. NEXT STEPS

Responses to the Issues and Alternative Options will be considered and used to help prepare the Preferred Options document, which is anticipated to be published for public consultation in winter 2008. This is the document that sets out what Leeds City Council considers should be the direction of spatial development for Leeds, although it is still a draft for comment and potential change. There will be a further period of consideration following this consultation before the final proposed Strategy is submitted to the Secretary of State later in 2009.

As part of this process, a number of stakeholder workshops are planned in summer 2008. These will be based on the main issues arising out of the Issues and Alternative Options consultation. They will also consider the Sustainability Appraisal, and the policy drivers directing growth and development, including the newly adopted Regional Spatial Strategy.

5. FURTHER INFORMATION

Further information about the Core Strategy is available by emailing LDF@leeds.gov.uk or by telephoning a member of the Core Strategy Team on 0113 247 8075.



Originator: Paul Gough

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Report of the Director of City Development

Development Plan Panel

Date:10 June 2008

Subject: Report of Area Action Plans Preferred Options Consultations on West Leeds Gateway

Electoral Wards Affected:

Armley
Farnley & Wortley

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

EXECUTIVE SUMMARY

1. Public consultation on the Preferred Options for the West Leeds Gateway Area Action Plan (AAP) took place between 26th February and 8th April 2008. This report describes the level of responses received, provides the main 'headlines' arising from the consultation and outlines the next steps to be undertaken in moving forward to the final stage of plan preparation, the publication of Submission Draft AAP.
2. Consultation responses will play an important part in developing the submission draft and a full Report of Consultation will form part of the submission Draft AAP. A further period of formal consultation will take place when the draft AAP is submitted to the Secretary of State; in the intervening time, informal consultation and information sharing will be ongoing.

1.0 Purpose of This Report

- .1 To advise Development Plan Panel of responses relating to public consultation undertaken on the Preferred Options for the West Leeds Gateway Area Action Plans and the proposed next steps.

2.0 Background Information

- 2.1 A series of Area Action Plans (AAP's) are being prepared as part of the Local Development Framework (LDF) for Leeds. They are statutory plans which will set out the council's future planning policy within areas of major change and/or areas in need of regeneration. They focus on the implementation of development proposals and provide a mechanism for ensuring development is of an appropriate scale, location, mix and quality.

2.2 As statutory plans they are prepared under a process prescribed by national regulations. The West Leeds Gateway AAP is being prepared in accordance with the following timetable:

- Early Issues for Consultation stage – Summer 2005
- Issues and Alternative Options – Autumn 2006 (regulation 25)
- **Preferred Options stage (regulation 26) – Feb. to April 2008**
- Submission stage (regulation 28) – Autumn 2008
- Public Examination – June 2009
- Adoption – Jan. 2010

2.3 The West Leeds Gateway AAP Preferred Options Paper was approved by the Development Plan Panel for public consultation on 15th January 2008 and consultation took place on the Preferred Options between 26th February and 8th April 2008. LDF regulations and council's Statement of Community Involvement require a precise 6 week consultation period and notification to be sent to organisations the council considers to be either interested in or affected by the proposals.

3.0 Summary of the Preferred Options Paper

3.1 The AAP Preferred Options Paper detailed how the WLGAAP area could potentially be regenerated based on **7 themes for action**;

- **Design and the Environment, Landscape, Biodiversity and Sustainability;**
- **Greenspace, Linkages and West Leeds Country Park;**
- **Outdoor Advertising;**
- **Design, Signage and Identity;**
- **Transport;**
- **Health;**
- **Employment and Training;**

and **7 Neighbourhood Proposals** where policies and action will be concentrated;

- **Central Armley including Town Street, Mistress Lane, Theaker Lane and Far Fold;**
- **Armley Mills;**
- **Canal Road and Ledgard Way;**
- **Canalside;**
- **New Wortley and the Gyrotory;**
- **Oldfield Lane, Wortley;**
- **Tong Road/Wellington Road Corridor.**

The remainder of this report sets out:

- the consultation methods undertaken
- a summary of responses
- initial conclusions following the consultation
- the next steps

4. Consultation

Publicity

4.1 In order to publicise the plan the following documents were distributed across the AAP area:

- 1000 Preferred Options Main Reports were made available at key locations throughout the area.

- 1500 summary documents providing a more accessible outline of the key proposals and containing the consultation questions was also made available at key locations throughout the area. A copy of the Summary document is attached to this report.
- 4 x1000 publicity postcards were distributed to a variety of public locations including shops, libraries, One Stop Centres, leisure centre and health centres.
- 2500 questionnaires
- 5000 fliers advertising the exhibitions were distributed to local communities, businesses and interested parties.
- 800 Armley Conservation Area leaflets made available to coincide with the wider WLG consultation.
- Visual displays were put up at a number of key locations throughout the Plan area to advertise the events and to outline the Preferred Options.
- A Press Release was issued from the City Council's Press Office and an article appeared in the Yorkshire Evening Post.

Exhibitions

- 4.2 Exhibitions providing information boards detailing the proposals for West Leeds were put in place at various locations with a range of the above documents.
- 4.3 Drop-in sessions to give local people the opportunity to discuss the Area Action Plan with officers and provide the opportunity to ask questions and give feedback were held throughout the 6 week consultation period. Copies of the flyers, postcards, and Preferred Options document and comments form were available at all events.
- 4.4 The drop in sessions were staffed by Officers from the Development Department with support from Leeds West NW Homes at specified times including day, evening and weekend sessions.
- 4.5 The New Wortley Community Centre Exhibition was also manned by the Royal Town Planning Institute's Planning Aid Staff at various times in order to provide a day long presence and assist people to make their views known via this impartial body.
- 4.6 7 venues were used for the exhibitions:

Armley Library – staffed, the exhibition was in place during the whole 6 week consultation period.

Somerfield supermarket – staffed 26th February – 1st March

Netto Shopping Centre – staffed 10th March 15th March

Armley Leisure Centre – 17th March – 22nd March

Armley Moor Health Centre – 26th March – 28th March

New Wortley Community Centre – staffed 3rd March – 8th March

Highfield Methodist Church Hall - staffed 2nd April 2008

Press

- 4.7 A press release was issued from the City Councils Press Office and an article appeared in the Yorkshire Evening Post and Armley Today. The Armley Tourist Board website also posted an article highlighting the WLGAAAP and the opportunity to make representations.

Briefings and Presentations

- Planning Aid was briefed prior to own events which were held in New Wortley for the benefit of the local community.

- A briefing for local businesses was held at Armley One Stop Centre on 22nd January 2008.
- A presentation was given to the West Inner Area Committee on the 7th February 2008.
- Wortley Ward Members were briefed prior to the publication of the WLGAAP preferred options document on 18th February 2008.
- A briefing was given at the West Outer Area Committee on the 22nd February 2008.
- A briefing was given at the WLG Regeneration Board on 4th March 2008.
- A workshop was held at St Bartholomew's Primary School on the 20th March at which the WLGAAP was discussed and documents supplied.
- An Armley Initiative meeting was attended on 7th April 2008 with a presentation made about the Area Action Plan and the need for people to get involved in it and submit their comments.

Website and Electronic Comments Form

- 4.8 The consultation documents were also available to view and download on the Leeds City Council website (www.leeds.gov.uk/ldf) along with an online electronic comments form.

Mail Consultees

- 4.9 A full set of WLGAAP Preferred Options documents were sent to statutory bodies, libraries, Councillors and adjoining Councils with letter or email notification sent out to all other interested parties.
- 4.10 Postcards and questionnaires were posted through the doors of residents where staff time allowed and local residents in New Wortley were provided with summary documents, main documents and questionnaires which were distributed through letterboxes around the New Wortley estate.

Acknowledgement Letter

- 4.11 An acknowledgement letter has been sent to all respondents.

5. Responses

Representations Received

- 5.1 **96** individual representations were received. These were from national organisations, government bodies, local groups, local business, consultants and local residents. In addition, Planning Aid reported back on behalf of New Wortley residents who had attended drop in sessions.
- 5.2 As well as the 96 individual responses two petitions were sent in which again raised objections to the proposals for New Wortley, particularly in relation to proposed demolitions. These had **326** and **27** signatures and included names and addresses.

- 5.3 Overall there were **449** respondents to the consultation.
- 5.4 The drop in sessions also attracted significant interest and were attended by **310** individuals over the 6 weeks. The most successful of these events were held in the two supermarkets in Armley town centre (Somerfield and Netto), where each four hour staffed event attracted between 20 and 90 individuals.

6. Key Headlines arising from the consultation

- 6.1 Overall the responses showed a strong support for the wide range of proposals contained in the Preferred Options document. The exception to this related to demolitions and redevelopment opportunities in New Wortley where the support dropped to around 50% of those that responded to the questionnaire. Further to this, there were over 350 signatures on petitions raising their objections to demolition.
- 6.2 In general however, there was widespread support for the policies that were laid out across the 7 strategic themes and 7 character areas. This included support for improved non-vehicular access, environment, greenspace and safety around the 'Gateway' area and beyond. There was also support for the Plan's emphasis on the retention of existing employment sites. The main messages emerging from the consultation at this stage are detailed below.

Central Armley

- Support for finding a new future for No. 2 Branch Road (Mike's Carpets), a Listed Building which is in urgent need of improvement.
- A need to improve car parking around Armley Town Street in order to support local businesses.
- Support for better traffic management.
- Support for environmental improvements to the streetscene in Armley town centre
- Quality improvements needed to improve the appearance of the retail units on Town Street, particularly the units built in the 1970's.

Armley Mills

- Improved access to the canal towpath is seen as a major issue, particularly for the disabled. This should be provided at Armley Mills as it has the most appealing and safe potential access point in the local area.
- The museum should be developed to include a possible shop and café as well as providing a pleasant picnic area and potentially supporting recreational uses in the vicinity.
- The area around Armley Mills and Dunkirk Hill needs to be made more accessible and an improved environment with better signage for road and pedestrian users.

Greenspace/Links/Transport

- Widespread support for the protection and improvement of greenspace. However, there is a need to set out the basis or justification for the selection of priority sites for investment.
- The PPG 17 review of greenspace should underpin future proposals for greenspace in the WLG.
- Support for improved pedestrian and cyclist links both within WLG and to the city centre and Kirkstall Regeneration Area. These need to be safe, well lit and accessible as presently most major routes are dominated by the car and do not provide an attractive non motorised vehicular alternative.
- Cycle lanes should be separate to the highway in order to make them safe and attractive to cyclists.
- While pedestrian and cyclist links are important, improvements should not be at the expense of biodiversity.
- A new rail halt in WLG area is widely supported.

Armley Gyrotory

- Linkages from the WLG to the city centre for pedestrians and cyclists via the gyrotory need significant improvements as presently it is a very unattractive and unsafe route.
- The access point on to the gyrotory for motorised vehicles from Wellington Road should have traffic lights in line with all the other junctions as it is dangerous at present.

New Wortley

- There were a strong objections raised on the proposed demolition of houses, other than the 'T' blocks in the New Wortley estate.
- The majority of the local community expressed a strong preference for the refurbishment and upgrading of existing properties, as opposed to demolitions.
- Greenspace within the estate should be protected and environmental improvements undertaken.
- Land identified as having development potential adjacent to Phil May Court should be safeguarded and improved as a play area for children as it is a safer environment for children than other local sites as a result of the security provided by overlooking from Holdforth Green.
- Gasholder should be removed if possible as it is unsafe and unattractive.

Delivery and Implementation

A key dimension of Area Action Plans (and the LDF more generally) is the emphasis placed upon delivery and implementation. Within this context, the response from the Government Office stressed that the document will need to be strengthened in terms of its overall delivery, detailed implementation and monitoring by the time it is submitted for independent examination. This aspect of the plan is therefore a key priority for the council to address (with partners) to ensure that there is a robust and realistic delivery plan in place which is integral to the AAP. Therefore:

- The submission document needs to establish the way that the proposals will be implemented. This should include details on:
 - The sources of funding to support the intended action.
 - Lead agency for implementing each policy and proposal
 - A timetable establishing how and when the proposals contained within the AAP will be taken forward successfully.
 - Refined spatial objectives with clear outputs, targets and indicators to ensure deliverability.

7.0 Next Steps

- 7.1 The representations received on the Preferred Options clearly have a major influence on shaping the Submission Draft AAP. A formal Report of Consultation is being prepared and this will accompany the documentation for the next stage and provide an explanation for any changes to the Plan in the light of the comments made. In addition to the Report of Consultation, progression of the AAP and changes to proposals will be charted through its accompanying Sustainability Appraisal.
- 7.2 Consideration is being given to all the comments received in consultation with partner agencies, particularly West Leeds Area Management and Leeds West NW Homes. However, given the comments made at the Preferred Options stage, it is clear that further thought and refinements to the Plan need to be given to the following **key issues**:
1. The scale of proposed demolitions in New Wortley, in consultation with West North-West Homes, and the timing of housing decency works to the properties that remain.
 2. Agree a framework or planning brief to secure the future of Armley Mills, ensuring that it connects into the neighbouring area effectively and realises its full potential.
 3. The need to develop a realistic delivery plan to clearly demonstrate that the AAP will be successful in facilitating the regeneration of west Leeds.
- 7.3 Once the plan has been refined in this way, it will be re-presented to the Panel to seek approval for it to be submitted to the Secretary of State and to be placed on deposit for a final round of consultation prior to it reaching the Examination Stage.
- 7.4 As part of the discussions that will take place to help to finalise the plan over the coming weeks, the views of ward members will be sought, and also the West Leeds Gateway Board.

8.0 Conclusions

- 8.1 This report provides a brief overview of responses on the West Leeds AAP and shows that considerable efforts have been made to ensure widespread engagement. Whilst significant support has been expressed for many aspects of the Plan, there are still a number of key issues to be resolved before it can be finalised.

9.0 Recommendations

- 9.1 The Development Plan Panel is asked to note the comments made on the AAP Preferred Options for West Leeds and note the actions which are being taken to move the plan forward towards adoption.