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## DEVELOPMENT PLAN PANEL

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Meeting to be held in Civic Hall, Leeds, LS1 1UR on  
Tuesday, 7th August, 2012 at 1.30 pm

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### MEMBERSHIP

#### Councillors

M Coulson  
P Gruen  
R Harington  
J Lewis  
K Mitchell  
N Taggart (Chair)  
N Walshaw

C Campbell

B Anderson  
C Fox

T Leadley

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# A G E N D A

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

Item No	Ward	Item Not Open		Page No
3			<p><b>LATE ITEMS</b></p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstance shall be specified in the minutes).</p>	
4			<p><b>DECLARATION OF DISCLOSABLE PECUNIARY AND OTHER INTERESTS</b></p> <p>To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-18 of the Members' Code of Conduct. Also to declare any other significant interests which the Member wishes to declare in the public interest, in accordance with paragraphs 19-20 of the Members' Code of Conduct.</p>	
5			<p><b>APOLOGIES FOR ABSENCE</b></p> <p>To receive any apologies for absence.</p>	
6			<p><b>MINUTES - 2ND JULY 2012</b></p> <p>To approve as a correct record the minutes of the Development Plan Panel meeting held on 2<sup>nd</sup> July 2012.</p>	1 - 4
7	All Wards;		<p><b>LDF CORE STRATEGY - PUBLICATION DRAFT, ANALYSIS OF CONSULTATION RESPONSES: POLICY H6 - HOUSES IN MULTIPLE OCCUPATION (HMOS), STUDENT ACCOMMODATION AND FLAT CONVERSIONS</b></p> <p>To receive and consider a report from the Director of City Development setting out further changes to Policy H6 suggested by Councillor Walshaw for consideration by Development Plan Panel.</p>	5 - 12

Item No	Ward	Item Not Open		Page No
8	All Wards;		<p><b>LDF CORE STRATEGY - PUBLICATION DRAFT, ANALYSIS OF CONSULTATION RESPONSES: POLICY H7 ACCOMMODATION FOR GYPSIES, TRAVELLERS AND TRAVELLING SHOW PEOPLE</b></p> <p>To receive and consider a report from the Director of City Development outlining the consultation responses in relation to Policy H7, Accommodation for Gypsies Travellers and Travelling Show People.</p>	13 - 22
9	All Wards;		<p><b>LDF CORE STRATEGY - PUBLICATION DRAFT, ANALYSIS OF CONSULTATION RESPONSES: SP8, SP9, EC1- EC3 EMPLOYMENT</b></p> <p>To receive and consider a report from the Director of City Development outlining the consultation responses in relation to affordable housing.</p>	23 - 94
10	All Wards;		<p><b>LDF CORE STRATEGY - PUBLICATION DRAFT, ANALYSIS OF CONSULTATION RESPONSES: URBAN DESIGN, CONSERVATION, LANDSCAPE &amp; MANAGING ENVIRONMENTAL RESOURCES</b></p> <p>To receive and consider a report from the Director of City Development outlining the consultation responses in relation to Urban Design, Conservation, Landscape and Policies contained within the Managing Environmental Resources theme.</p>	95 - 212
11	All Wards;		<p><b>LDF CORE STRATEGY - PUBLICATION DRAFT, ANALYSIS OF CONSULTATION RESPONSES: IMPLEMENTATION AND DELIVERY</b></p> <p>To receive and consider a report from the Director of City Development outlining the consultation responses in relation to the Implementation and Delivery chapter.</p>	213 - 238
12			<p><b>DATE AND TIME OF NEXT MEETING</b></p> <p>Tuesday, 11<sup>th</sup> September 2012 at 1.30pm.</p>	

## Development Plan Panel

Monday, 2nd July, 2012

**PRESENT:** Councillor N Taggart in the Chair

Councillors B Anderson, C Campbell,  
M Coulson, C Fox, R Harington, T Leadley,  
J Lewis, K Mitchell and N Walshaw

### 8 Chair's Opening Remarks

The Chair welcomed all in attendance to the July meeting of the Development Plan Panel.

### 9 Declarations of Interest

There were no declarations of interest.

### 10 Apologies for Absence

There were no apologies for absence.

### 11 Minutes - 6th June 2012

**RESOLVED** – Subject to the inclusion of Councillors Campbell and Harington under minute no. 4, apologies for absence, that the minutes of the Development Plan Panel meeting held on 6<sup>th</sup> June 2012, be approved.

### 12 Leeds Site Allocations Development Plan Document (DPD) Site assessments

The Director of City Development submitted a report which presented proposed site assessment details.

The following information was appended to the report:

- Site proforma
- Green belt review methodology
- Sustainability appraisal framework.

The following officers attended the meeting and responded to Members' questions and comments:

- Phil Crabtree, Chief Planning Officer
- Robin Coghlan, Team Leader (Policy)
- Ian Mackay, Principal Planner (Beeston Hill and Holbeck).
- Lyla Peter, Team Leader (Data).

The key areas of discussion were:

- Concerns that the proforma was complicated and questions could be misinterpreted. Members requested that the assessment form and guidance notes be simplified and brought back to a future meeting of Development Plan Panel, for approval.

- Acknowledgement of the importance of Ward Member involvement, particularly in assessing suitability of sites.

## **RESOLVED –**

(a) That the Development Plan Panel notes the proposed site assessment details and that the information will be made available to communities undertaking preparation of Neighbourhood Plans, to enable a clear, transparent process and a consistent approach to site assessment.

(b) That the assessment form and guidance notes be simplified and brought back to the Development Plan Panel, for approval.

(c) That Ward Members be involved in the assessment of sites.

(Councillor Leadley joined the meeting at 2.00pm and Councillor James Lewis at 2.05pm.)

### **13 LDF Core Strategy - Publication Draft, Analysis of Consultation Responses: H5 Affordable Housing**

The Director of City Development submitted a report which presented a review of consultation responses in relation to affordable housing.

A copy of proposed changes to the Core Strategy was appended to the report.

The following officers attended the meeting and responded to Members' questions and comments:

- Phil Crabtree, Chief Planning Officer
- Robin Coghlan, Team Leader (Policy)
- Lyla Peter, Team Leader (Data).

The main areas of discussion were:

- Concerns about the use of wording in Policy H5: Affordable Housing, underlined as follows, 'Housing developments above a certain threshold should include a proportion of affordable housing to be normally provided on the development site.' Also, 'Affordable housing provision should be on site, unless off site provision or a financial contribution can be robustly justified.'
- Clarification about there being no site size threshold. It was agreed that clarification was needed to explain the role of the Supplementary Planning Document (SPD) in determining parts of Leeds that would be subject to the 10 or 15 dwelling threshold.
- Issues with the economic viability assessment linked to affordable housing, particularly that the current threshold meant that smaller schemes could avoid affordable housing and this ruled out contributions from developers of very expensive dwellings. It was suggested that a report be brought back to a future meeting of Development Plan Panel outlining the options for different thresholds, particularly dealing with thresholds in the smaller villages.

## **RESOLVED –**

- (a) That the Development Plan Panel endorses the analysis of the issues raised and suggested Core Strategy text changes (wording to be agreed in consultation with the Chair) for presentation to Executive Board for approval.
- (b) That a report be submitted to a future meeting of Development Plan Panel, which outlines the options for different thresholds.

(Councillor James Lewis withdrew from the meeting at 2.45pm during the consideration of this item.)

#### **14 LDF Core Strategy - Publication Draft, Analysis of Consultation Responses: Policy H6 - Houses in Multiple Occupation (HMOs), Student Accommodation and Flat Conversions**

The Director of City Development submitted a report which presented a review of consultation responses in relation to Policy H6 – Houses in Multiple Occupation (HMOs), Student Accommodation and Flat Conversions.

A copy of proposed changes to the Core Strategy was appended to the report.

The following officers attended the meeting and responded to Members' questions and comments:

- Phil Crabtree, Chief Planning Officer
- Robin Coghlan, Team Leader (Policy).

The key points of discussion were:

- Members questioned the relevance of the opening LCC response to concern about evidence to support the policy, as follows 'There has been a marked shift in UK tenure trends over the last 10 years towards the private rented sector.' It was suggested that the above wording be deleted.
- Councillor Walshaw (Chair of Inner North West Planning Sub Group) reported that the Inner North West Planning Sub Group had agreed some suggested text alterations to be circulated to officers for inclusion in a future report to the Development Plan Panel.

**RESOLVED** – That the Development Plan Panel endorses the analysis of the issues raised and suggested Core Strategy text changes (wording to be agreed in consultation with the Chair) for presentation to Executive Board for approval.

#### **15 LDF Core Strategy - Publication Draft, Analysis of Consultation Responses: Policy SP4 - Regeneration Priority Area and Policy SP5 - Aire Valley Leeds Urban Eco Settlement**

The Director of City Development submitted a report which presented a review of consultation responses in relation to Policy SP4 (regeneration priority areas) and Policy SP5 (The Aire Valley Leeds Urban Eco Settlement).

A copy of proposed changes to the Core Strategy was appended to the report.

The following officers attended the meeting and responded to Members' questions and comments:

Draft minutes to be approved at the meeting  
to be held on Tuesday, 7th August, 2012

- Phil Crabtree, Chief Planning Officer
- Robin Coghlan, Team Leader (Policy).

Members briefly discussed the role and status of the South Leeds Investment Partnership.

**RESOLVED** – That the Development Plan Panel endorses the analysis of the issues raised and suggested Core Strategy text changes for presentation to Executive Board for approval.

**16 LDF Core Strategy - Publication Draft, Analysis of Consultation Responses: Policy SP11 'Transport Infrastructure and Investment Priorities', Policy T1 'Transport Management' and Policy T2 'Accessibility Requirements for New Developments'**

The Director of City Development submitted a report which presented a review of consultation responses in relation to SP11 'Transport Infrastructure and Investment Priorities' T1 'Transport Management' and T2 'Accessibility Requirements for New Developments'.

A copy of proposed changes to the Core Strategy was appended to the report.

The following officers attended the meeting and responded to Members' questions and comments:

- Phil Crabtree, Chief Planning Officer
- Robin Coghlan, Team Leader (Policy)
- Tim Harvey, Project Manager (Transport Initiatives).

The key areas of discussion were:

- Constraints to the development of rail links, particularly the significant costs incurred, line capacity issues, etc.
- Clarification sought regarding the response submitted by British Waterways (see page 107 to the report). Members also queried whether Policy T2 (ii) should acknowledge that developer contributions could be used to improve canals. Officers agreed to consider revising the wording of T2 (ii) to address this point and submit a proposal to a future meeting of Development Plan Panel.

**RESOLVED** – That the Development Plan Panel endorses the analysis of the issues raised and suggested Core Strategy text changes (wording to be agreed in consultation with the Chair) for presentation to Executive Board for approval.

**17 Date and Time of Next Meeting**

Tuesday, 7<sup>th</sup> August 2012 at 1.30pm.

(The meeting concluded at 3.15pm.)





**Report of the Director of City Development**

**Report to: Development Plan Panel**

**Date: 7<sup>th</sup> August 2012**

**LDF Core Strategy – Publication Draft, Analysis of Consultation Responses:  
Policy H6 - Houses in Multiple Occupation (HMOs), Student Accommodation and  
Flat Conversions**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

**Summary of main issues**

1. An analysis of the consultation responses of Core Strategy Policy H6 was originally submitted to Development Plans Panel on 2<sup>nd</sup> July. At this meeting further comments were submitted by Councillor Walshaw and Officers have now reviewed these in full. This has led to additional amendments of the Policy and it is presented to Development Plans Panel for consideration.

**Recommendations**

Development Plan Panel is requested to:

- i) Consider the changes to Policy H6 proposed by Councillor Walshaw, with further explanatory supporting text proposed by Officers, and endorse the changes for presentation to Executive Board for approval.

## **1.0 Purpose of this Report**

- 1.1 To set out further changes to Policy H6 suggested by Councillor Walshaw for consideration by Development Plans Panel.

## **2.0 Background Information**

- 2.1 The report to Development Plans Panel on 2<sup>nd</sup> July, 2012 considered a range of comments and agreed a number of changes to Policy H6 and its supporting text. At this meeting further amended changes were introduced for consideration by Cllr Walshaw on behalf of the Inner North West Area Committee. These have now been considered by Officers and changes to the Policy and supporting text have been incorporated into the Policy and are presented here to Development Plans Panel. The additional changes have been highlighted in **bold** and can be viewed in Appendix 1.

## **3.0 Main Issues**

- 3.1 The changes affect parts A and B of the Policy. These changes add sections to the Policy and in doing so require further explanation within the main text of H6 for which Officers have made suggestions. The amendments add clarity to the policy and have been included within H6 for the reasons outlined below.
- 3.2 Part A iv) seeks to ensure that proposals for new HMOs address relevant amenity and parking concerns. Impacts on amenity are outlined in paragraph 5.2.21 and include excessive noise, untidy streetscapes from litter and bins, and anti-social behaviour. The policy mentions parking concerns as HMOs are usually populated by adults, rather than two adults and children in most family homes. Whilst this doesn't always equate to more cars per dwelling, as HMOs tend to be situated in the Inner areas with more dense housing, parking is an issue for many residents.
- 3.3 Part A v) is a more general policy that aims to retain suitable family housing in areas of high HMO concentrations. Not all housing is suitable for families and this distinction will be made by Officers based on a number of factors. These include the size of the property, its position in relation to busy roads, schools etc, or the amount of private amenity space available. The policy is necessary as it is more site specific than a blanket city wide approach to HMOs and allows Officers to take into account local factors.
- 3.4 Part B iv) remains but an additional part on residential amenity has been added for clarity. The policy is designed to guide the location of future purpose built accommodation. It is necessary to say why developers should avoid areas which are not easily accessible to the universities as this could impact on nearby residents and harm their amenity.
- 3.5 Before resubmission to Development Plans Panel legal advice has been taken on the validity of the policy. The amendments were considered acceptable however, Officers were advised to remove the section 'Additional policy may be needed in the future to deliver the strategic aims of Policy H6'. Referencing additional unwritten policy was considered to undermine H6 and may leave the Council open to

challenge. Its intention was also deemed superfluous as all Core Strategy policies will be subject to monitoring and review.

#### **4.0 Corporate Considerations**

As noted above, the Core Strategy, forms part of the Local Development Framework and once adopted will form part of the Development Plan for Leeds.

#### **4.1 Consultation and Engagement**

- 4.1.1 As outlined in this report, the Core Strategy Publication draft has been subject to a further 6 week period of consultation. This has been undertaken in accordance with the LDF Regulations and the City Council's adopted Statement of Community Involvement (SCI).

#### **4.2 Equality and Diversity / Cohesion and Integration**

- 4.2.1 An Equality Impact Assessment Screening was undertaken on the Core Strategy Publication draft, prior to consultation (see Core Strategy Executive Board Report, 10<sup>th</sup> February 2012). This concluded that equality, diversity, cohesion and integration issues had been embedded as part of the plan's preparation. For information and comment, the Screening assessment has also been made available as part of the supporting material for the Publication draft consultation. Within this overall context, it will be necessary to continue to have regard to equality and diversity issues, as part of the ongoing process of preparing the Core Strategy, including considering representations and next steps.

#### **4.3 Council Policies and City Priorities**

- 4.3.1 The Core Strategy, plays a key strategic role in taking forward the spatial and land use elements of the Vision for Leeds and the aspiration to the 'the best city in the UK'. Related to this overarching approach and in meeting a host of social, environmental and economic objectives, where relevant the Core Strategy also seeks to support and advance the implementation of a range of other key City Council and wider partnership documents. These include the Leeds Growth Strategy, the City Priority Plan, the Council Business Plan and the desire to be a 'child friendly city'.

#### **4.4 Resources and value for money**

- 4.4.1 The DPD is being prepared within the context of the LDF Regulations, statutory requirements and within existing resources.

#### **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 The DPD is being prepared within the context of the LDF Regulations and statutory requirements. The DPD is a Budgetary and Policy Framework document and as such this report is exempt from call-in by Scrutiny.

#### **4.6 Risk Management**

- 4.6.1 The Core Strategy is being prepared within the context of the LDF Regulations and the need to reflect national planning guidance. The preparation of the plan within the context of ongoing national reform to the planning system and in responding to local issues and priorities, is a challenging process. Consequently, at the appropriate time advice is sought from a number of sources, including legal advice and advice from the Planning Advisory Service and the Planning Inspectorate, as a basis to help manage risk and to keep the process moving forward.

## **5. Conclusions**

- 5.1 This report sets out further proposed changes to Policy H6 suggested by Councillor Walshaw and Officers for consideration by Development Plans Panel.

## **6. Recommendations**

- 6.1 Development Plan Panel is requested to:

i) Consider the changes to Policy H6 proposed by Councillor Walshaw, with further changes, proposed by officers to Core Strategy text (as detailed in Appendix 1 to the report) to supporting Core Strategy, and endorse the changes for presentation to Executive Board for approval.

## **7. Background documents<sup>1</sup>**

- 7.1 A substantial number of documents are available representing various stages in preparation of the DPD and the background evidence base and Equalities Impact Assessment Screening. These are all available on the City Council's web site (LDF Core Strategy Pages) web pages or by contacting David Feeney on 247 4539.

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<sup>1</sup> The background documents listed in this section are available for inspection on request for a period of four years following the date of the relevant meeting. Accordingly this list does not include documents containing exempt or confidential information, or any published works. Requests to inspect any background documents should be submitted to the report author.

## Appendix 1:

### Houses in Multiple Occupation, Student Accommodation, and Flat Conversions

5.2.18a Houses in Multiple Occupation (HMOs) are an increasingly popular part of the housing market within Leeds. As rooms can be rented individually they provide affordable accommodation used primarily by students, young people and those on lower incomes. Whilst the need for this type of accommodation is not in dispute, HMOs tend to be grouped together in certain inner city areas, becoming the dominant type of housing which can lead to social and environmental problems for local communities.

5.2.18b ~~As a city with two universities and a number of specialist colleges,~~ According to figures published by Unipol, Leeds had 43,500 students in 2010/11 of which approximately 30,500 sought accommodation through the private rented sector. *The City's Universities and specialist colleges are an important part of the Leeds economy, but* significant growth in student numbers in the past has led to high concentrations of student housing in areas of Headingley, Hyde Park and Woodhouse. This generated concerns about loss of amenity to long term residents *as well as wider concerns about the loss of housing suitable for families.*

5.2.19 Leeds' SHMA 2010 suggests a levelling off in growth in student numbers in the early years of the Plan which raises question marks over the future of approximately 4000 surplus student bed-spaces. However, demand is expected to continue for many students wanting to live in shared private residential houses which are now classed as HMOs.

5.2.20 The SHMA 2010 anticipates growth in the need for HMOs in the early years of the Plan to accommodate young people reliant on housing benefit and because of strong demand for private rented accommodation from working people unable to buy. This could affect all areas of Leeds, but is likely to be focussed on the inner areas popular for rented property.

5.2.21 Changes in occupation of houses from dwelling-house (class C3 of the use class order) to *small* shared houses (class C4) will require planning permission in the area affected by the HMO Article 4 Direction. This includes all of inner Leeds and the adjoining suburbs. *Changes of occupation to large shared houses (sui generis) already require planning permission in every part of the city. The government has recognised that high concentrations of HMOs in an area can lead to the following impacts:*

- *Increased anti-social behaviour, noise and nuisance*
- *Imbalanced and unsustainable communities*
- *Negative Impacts on the physical environment and streetscape*
- *Pressures upon parking provision*
- *Increased crime*
- *Growth in the private sector at the expense of owner-occupation*
- *Pressure on local community facilities*

- *Restructuring of retail, commercial services and recreational facilities to suit the lifestyles of the predominant population.*

5.2.22a Core Strategy policy needs to balance the need for growth in HMOs with the need to avoid ~~over~~ **high** concentrations which cause loss of amenity and undermine the health and stability of communities. ~~Ease of access to work and universities without needing a car also needs to be considered.~~ *New HMOs should be located in sustainable locations which allow ease of access to work and education by means of sustainable transport, whilst reducing the need to use the private car. **Proposals for new HMOs should look to address detailed local amenity issues as discussed in paragraph 5.2.21, including local parking pressures and impacts on neighbours.***

5.2.22b **Leeds has a diverse housing stock ranging from large Victorian terraces to modern city centre flats. Some houses tend to be more suitable for families and when these are in areas with high concentrations of HMOs they should remain available for occupation by families. Factors to consider include the size of the dwelling, the amount of garden and private amenity space available, location of the property and any prolonged period of vacancy.**

5.2.22c The decade 2001 – 2010 witnessed considerable development of new purpose built student accommodation particularly in and around the north west sector of the City Centre. Growth in this accommodation is to be welcomed in order to meet need and to deflect pressure away from private rented houses in areas of over-concentration. Nevertheless, care is needed to ensure that purpose built accommodation continues to be located with good access to the universities and does not itself become over-concentrated.

5.2.23 Conversion of houses into flats will be one of the means of meeting need for smaller households. However, this has to be reconciled with the importance of protecting local amenity and creating good standard dwellings with sufficient parking space and security. 'Deconversion' of previously converted flats back into dwelling houses is sometimes sought in order to cater for large families. This will usually be considered acceptable and, if involving only two units to one, does not normally need planning permission.

**POLICY H6: HOUSES IN MULTIPLE OCCUPATION (HMOs), STUDENT ACCOMMODATION, AND FLAT CONVERSIONS**

- A) Within the area of Leeds covered by the Article 4 Direction for Houses in Multiple Occupation (HMOs), development proposals for new HMOs will be determined:
- i) To ensure that a sufficient supply of HMOs is maintained in Leeds,
  - ii) To ensure that HMOs are distributed in areas well connected to employment and educational destinations associated with HMO occupants,
  - iii) To avoid detrimental impacts through high concentrations of HMOs, which would undermine the balance and health of communities.
  - iv) To ensure that proposals for new HMOs address relevant amenity and parking concerns.**
  - v) To avoid the loss of existing housing suitable for family occupation in areas of existing high concentrations of HMOs.**

~~Additional policy may be needed in the future to deliver the strategic aims of Policy H6. Based on these criteria, supplementary planning advice will set ceilings for the proportion of HMOs desirable in different geographies of Leeds.~~

- B) Development proposals for purpose built student accommodation will be controlled:
- i) To help extend the supply of student accommodation taking pressure off the need for private housing to be used,
  - ii) To avoid the loss of existing housing suitable for family occupation,
  - iii) To avoid excessive concentrations of student accommodation (in a single development or in combination with existing accommodation) which would undermine the balance and wellbeing of communities,
  - iv) To avoid locations which are not easily accessible to the Universities by foot or public transport or which would generate excessive footfall through ~~quiet~~ residential areas **which may lead to detrimental impacts on residential amenity.**
- C) Development proposals for conversion of existing houses into flats will be accepted where all the following criteria apply:
- i) The property is not a back-to-back dwelling;
  - ii) The property is of sufficient size (min. 100m sq gross) and the internal layout is shown to be suitable for the number of units proposed;
  - iii) The impact on neighbouring dwellings is not likely to be detrimental to the amenity of their occupants by virtue of the conversion alone or cumulatively with a concentration of converted dwellings, HMOs, or residential institutions;
  - iv) Where there is a demand for family sized accommodation and the property has (or has the potential for provision of) good access to suitable space for private recreation, provision is normally made for at least one family sized unit in the proposed mix of flats;
  - v) Sufficient easily accessible and appropriately located off and on street car and cycle parking is incorporated;
  - vi) The proposed dwellings provide satisfactory internal living accommodation in terms of daylight, outlook and juxtaposition of living rooms and bedrooms;
  - vii) Each dwelling has safe and secure (and where possible, level) access from the street and any parking areas and suitable accessible enclosures are provided for refuse storage.

*Sufficiency of supply' is to be measured with reference to the SHMA, Unipol Data, University Admission Forecasts and the effects of Housing Benefit rule changes*





**Report of the Director of City Development**

**Report to: Development Plan Panel**

**Date: 7<sup>th</sup> August 2012**

**Subject: LDF Core Strategy – Publication Draft, Analysis of Consultation Responses: Policy H7 Accommodation for Gypsies, Travellers and Travelling Show People.**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

**Summary of main issues**

1. The Core Strategy Publication Draft was subject to 6 weeks public consultation during February – April 2012. Section 3 of this report summarises the issues raised and the Table in Appendix 1 suggests how the City Council should respond. Appendix 2 illustrates how the text of the Core Strategy would need to be altered.
  
2. It is considered that there are no issues which are significant enough to justify major changes. The majority of comments warrant no changes, and a few issues warrant minor changes. The analysis and suggested changes are set out in Appendices 1 and 2.

**Recommendations**

Development Plan Panel is requested to:

- i) Note and comment on the contents of the report and the course of further action (as detailed in Appendix 1 to the report).

## **1.0 Purpose of this Report**

- 1.1 Within the context of the Core Strategy Initial Report of Consultation (6<sup>th</sup> June), the purpose of this report is to review consultation responses in relation to Policy H7, Accommodation for Gypsies Travellers and Travelling Show People. Appendix 1 attached, summarises the representors, key issues raised, the City Council's view and proposed action.

## **2.0 Background Information**

- 2.1 Following Consideration by the Development Plan Panel and Executive Board, a 6 week period of public consultation has been undertaken, commencing on 28<sup>th</sup> February to 12<sup>th</sup> April 2012. Consistent with the LDF regulations, this is a targeted stage of consultation, with emphasis upon requesting responses in relation to the "soundness" of the plan. Within this context, the consultation material comprised of a range of documents, which were subsequently made available on line or as paper copies, including:

- Core Strategy Publication Draft (Main Document)
- Sustainability Appraisal (& Non Technical Summary)
- Habitats Regulations Assessment Screening
- Equality Impact Assessment Screening
- Draft Infrastructure Delivery Plan
- Draft Core Strategy Monitoring Framework
- Health Topic Paper
- Report of Consultation on Preferred Approach (October – December 2009)

Links were also incorporated to the consultation web pages to the evidence based material, which has been prepared to help inform the emerging document (including the Employment Land Review, Leeds City Centre, Town and Local Centres Study, Housing Growth in Leeds, Strategic Housing Land Availability Assessment, Strategic Housing Market Assessment and the Leeds open space, sport and recreation assessment.

## **3.0 Main Issues**

- 3.1 Main issues of concern were on the evidence base, on allocation of sites, monitoring of provision, and flood risk. There was also confusion as to whether the policy was seeking provision for just 12 pitches (a pitch being the space needed for one family, which may have several caravans and vehicles on it).
- 3.2 As regards the evidence, Bradford Council were concerned that a clear requirement, based on the West Yorkshire Gypsy and Traveller Accommodation Assessment should be included. Other comments were that co-ordination with neighbouring authorities was needed to ensure compliance with requirements for the Duty to Cooperate as set out in the National Planning Policy Framework.
- 3.3 Several representors were concerned that Green Belt land should not be considered, or greenfield sites, and sites on brownfield land with access to schools, shops and facilities should be favoured. A number of smaller sites, accommodating

less numbers of pitches was favoured over one large site with a large number of pitches.

- 3.4 The Environment Agency requested that 'high flood risk' should be defined and made comments about the drainage of sites. There was also confusion as to whether the policy was seeking provision for just 12 pitches, and about short term and long term requirements.
- 3.5 Minor changes are recommended to clarify the short and long term needs and to define areas of high flood risk.

#### **4.0 Corporate Considerations**

As noted above, the Core Strategy, forms part of the Local Development Framework and once adopted will form part of the Development Plan for Leeds.

#### **4.1 Consultation and Engagement**

- 4.1.1 As outlined in this report, the Core Strategy Publication draft has been subject to a further 6 week period of consultation. This has been undertaken in accordance with the LDF Regulations and the City Council's adopted Statement of Community Involvement (SCI).

#### **4.2 Equality and Diversity / Cohesion and Integration**

- 4.2.1 An Equality Impact Assessment Screening was undertaken on the Core Strategy Publication draft, prior to consultation (see Core Strategy Executive Board Report, 10<sup>th</sup> February 2012). This concluded that equality, diversity, cohesion and integration issues had been embedded as part of the plan's preparation. For information and comment, the Screening assessment has also been made available as part of the supporting material for the Publication draft consultation. Within this overall context, it will be necessary to continue to have regard to equality and diversity issues, as part of the ongoing process of preparing the Core Strategy, including considering representations and next steps.

#### **4.3 Council Policies and City Priorities**

- 4.3.1 The Core Strategy, plays a key strategic role in taking forward the spatial and land use elements of the Vision for Leeds and the aspiration to the 'the best city in the UK'. Related to this overarching approach and in meeting a host of social, environmental and economic objectives, where relevant the Core Strategy also seeks to support and advance the implementation of a range of other key City Council and wider partnership documents. These include the Leeds Growth Strategy, the City Priority Plan, the Council Business Plan and the desire to be a 'child friendly city'.

#### **4.4 Resources and value for money**

- 4.4.1 The DPD is being prepared within the context of the LDF Regulations, statutory requirements and within existing resources.

## **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 The DPD is being prepared within the context of the LDF Regulations and statutory requirements. The DPD is a Budgetary and Policy Framework document and as such this report is exempt from call-in by Scrutiny.

## **4.6 Risk Management**

- 4.6.1 The Core Strategy is being prepared within the context of the LDF Regulations and the need to reflect national planning guidance. The preparation of the plan within the context of ongoing national reform to the planning system and in responding to local issues and priorities, is a challenging process. Consequently, at the appropriate time advice is sought from a number of sources, including legal advice and advice from the Planning Advisory Service and the Planning Inspectorate, as a basis to help manage risk and to keep the process moving forward.

## **5. Conclusions**

- 5.1 This report provides an overview of the issues raised about Policy H7 on accommodation for gypsies and travellers. There are no issues which are considered significant enough to justify any major changes, and most issues warrant no changes at all. The remaining issues warrant minor changes to the supporting text and policy.

## **6. Recommendations**

- 6.1 Development Plan Panel is requested to:

i) Endorse the analysis of the issues raised and any suggested Core Strategy text and policy changes (as detailed in Appendices 1 and 2 to the report) for presentation to Executive Board for approval.

## **7. Background documents<sup>1</sup>**

- 7.1 A substantial number of documents are available representing various stages in preparation of the DPD and the background evidence base and Equalities Impact Assessment Screening. These are all available on the City Council's web site (LDF Core Strategy Pages) web pages or by contacting David Feeney on 247 4539.

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<sup>1</sup> The background documents listed in this section are available for inspection on request for a period of four years following the date of the relevant meeting. Accordingly this list does not include documents containing exempt or confidential information, or any published works. Requests to inspect any background documents should be submitted to the report author.

## APPENDIX 1: Core Strategy Publication Draft - Analysis of Consultation Responses

### Policy H7 Accommodation for Gypsies, Travellers and Travelling Show People

Representor (include agent)	Representor Comment	LCC Initial Response	Action
<b>Concerns with evidence</b>			
<p>0100 Bradford Metropolitan District Council &amp; 5941 Bradford Council - Highways</p>	<p>Policy H7 does not set out a clearly stated policy position on the pitch requirement for the plan period. 'Planning policy for Traveller Sites' makes clear that Local Plans should set pitch targets based upon robust evidence to establish accommodation needs.</p> <p>No rationale given for 12 pitches decision. Does not conform with West Yorkshire Gypsy and Traveller Accommodation Assessment May 2008 which states: 2008 - 15 - For gypsies &amp; travellers - 48 standard pitches plus additional 6 transit pitches = 54 pitches For travelling show people – 8 pitches</p> <p>For 2016-26 - For gypsies and travellers - 34 standard pitches For travelling show people - 8 pitches Total Pitch requirements 2008-26 Gypsies and travellers - 88 pitches Travelling show people - 16 pitches</p> <p>The lack of required new provision could result in a greater number of unauthorised developments and encampments both within and adjoining the Leeds District.</p> <p>Change suggested: establish a clear and robust requirement for the plan period for Gypsies, Travellers and Travelling Showpeople.</p>	<p>The policy is not for 12 pitches only. H7 refers to finding <b>sites</b> of around 12 pitches per site. This should be amended to state 15 pitches per site in line with the Good Practice Guide which recommends the ideal site size should accommodate not more than 15 pitches (one pitch being for one family, which can include a number of caravans plus vehicles).</p> <p>The wording will be made clearer to avoid confusion between the immediate search for 12 pitches and the longer term search for sites.</p> <p>The West Yorkshire needs assessment was carried out in 2008, and whilst regard will be had to this, it is considered outdated. Para 5.2.27 refers to determining an up to date level of local need and undertaking further work to do this. It is considered that it would be misleading to put in an unrealistic requirement, and this would be contrary to Planning Policy for traveller sites CLG March 2012 (to be read in conjunction with the NPPF) which states that Local Plan policies should be realistic.</p>	<p>Minor change – refer to sites for 15 pitches, not 12 and make supporting text clearer in distinguishing between current short term work and longer term needs.</p>

Representor (include agent)	Representor Comment	LCC Initial Response	Action
2956 Cllr Thomas Leadley	Little evidence of consultation and co-ordination with neighbouring Planning authorities, which therefore is unsound as not being compliant with NPPF.	The West Yorks assessment was across the West Yorkshire authorities. The NPPF was published after the Core Strategy Publications Draft. Gypsy and Traveller provision will be a topic for continued discussion in meetings with neighbouring authorities, under the new duty to cooperate provisions of the NPPF.	No change.
<b>Allocation of sites</b>			
0106 Aberford Parish Council	Only Brownfield land with good (not reasonable) access to public transport, health care, schools, shops and local services should be allocated for this purpose. Not Green Belt or Greenfield.	Brownfield is first priority. CLG guidance 'Planning Policy for traveller sites' March 2012 allows for local authorities to make an 'exceptional limited alteration to the defined Green Belt boundary (which might be to accommodate a site inset within the Green Belt) to meet a specific, identified need for a traveller site through the plan making process.	No change.
4783 Mr Cedric Wilks	The use of green belt land for such sites would be a very big mistake. There is less trouble with sites for travelling showpeople.	Brownfield is first priority. CLG guidance 'Planning Policy for traveller sites' March 2012 allows for local authorities to make an 'exceptional limited alteration to the defined Green Belt boundary (which might be to accommodate a site inset within the Green Belt) to meet a specific, identified need for a traveller site through the plan making process.	No change.
4825 Morley Town Council	Policy has our general support, however, the statement in the summary box that 'The City Council will identify suitable sites (of no more than 12 pitches per site)' is in error and at odds with the second paragraph on p.63 which says that the need of all the Leeds-wide roadside families is twelve pitches in all. A small number of pitches rather than one massive one is needed.	General support welcome but note comments regarding clarity of text.	Minor change – refer to sites for 15 pitches, not 12 and make supporting text clearer in distinguishing between current short term work and longer term needs.

Representor (include agent)	Representor Comment	LCC Initial Response	Action
<b>Monitoring</b>			
4783 Mr Cedric Wilks	This is a policy requiring very strict monitoring and the greatest of care. Problems associated with travellers have been costly.	Noted	No change
<b>Flood Risk &amp; Site specific comments</b>			
0046 Environment Agency	<p>The term 'high flood risk' should be defined.</p> <p>Sites should have the capacity to connect to the public foul sewer. If discharge of foul drainage to ground is necessary, this should only be allowed in areas where there is low risk to the water environment. It would be useful if the policy text could make reference to the potential need for an Environmental Permit for any discharge of foul drainage to ground or surface water.</p>	<p>Agree term 'high flood risk should be defined'.</p> <p>This is a matter of detail not appropriate to a strategic Core Strategy and will be dealt with via subsequent DPDs (notably the Site Allocations DPD) and individual planning applications.</p>	<p>Minor Change: Amend policy H7 to include definition of high flood risk being zone 3.</p> <p>No Change</p>

## **APPENDIX 2 – RELEVANT TEXT CHANGES TO CORE STRATEGY**

### **Accommodation for Gypsies, Travellers and Travelling Show People**

- 5.2.24 In planning for all sections of the community to have access to decent housing, there is a need to make appropriate provision for gypsies, travellers and travelling showpeople. According to government guidance Core Strategies should provide criteria for future Site Allocations DPD, to enable sufficient sites to be allocated to provide for identified need.
- 5.2.25 The West Yorkshire Gypsy and Traveller Accommodation Assessment 2008 (GTAA) provided an overall assessment of the long term requirement for Gypsies and Travellers (residential and transit sites) and Travelling Showpeople. The GTAA identified that there was an unmet need for residential pitches (not including pitches for transit sites and travelling showpeople) up to 2015.
- 5.2.26 Following consideration of the GTAA findings, relevant guidance, local circumstances and the analysis of immediate short/medium term priorities, the initial focus of the City Council has been to address the housing needs of the Leeds based 'roadside' families, who have a housing need for 12 pitches, *in advance of producing future Site Allocations plans.*
- 5.2.27 In order to determine an up to date level of local need for the plan period, the City Council will undertake further monitoring, evidence based work and through appropriate mechanisms establish requirements. In order to guide the identification of sites to meet these requirements, Policy H7 sets out site selection criteria to accommodate additional pitches through the Site Allocations DPD.
- 5.2.28 Consultation responses from representatives of the Gypsy and Travellers community have previously indicated a strong preference for sites to be of a small size suited to occupation by close family groups, and reasonably located for local facilities. Extension of the existing site at Cottingley Springs was not favoured. It may not be possible to identify sites without considering exceptional and limited alterations to the Green Belt Boundary. Any alterations to the Green Belt boundary will need to be considered as part of the Site Allocations DPD. Alternatives will be explored before Green Belt locations are considered.



**POLICY H7 : ACCOMMODATION FOR GYPSIES, TRAVELLERS AND TRAVELLING SHOW PEOPLE**

The City Council will identify suitable sites (of around no more than 12 15 pitches per site) to accommodate Gypsies, Travellers and Travelling Showpeople, through a Site Allocations DPD, subject to the following criteria:

- i) Sites must be located near major roads and have reasonable access to public transport, health care, schools, shops and local services (and should not be located on land that is deemed unsuitable for general housing such as land that is contaminated, adjacent to refuse sites, landfill sites, heavy industry or electricity pylons.),
- ii) Sites should avoid zones of high flood risk (*zone 3 flood risk areas*),
- iii) The following order of preference for categories of land should be followed: brownfield, greenfield and Green Belt,
- iv) Alterations to the Green Belt boundary to accommodate sites will only be considered in exceptional circumstances, to meet a specific identified need. In such circumstances and as part of the Site Allocations DPD, ~~and~~ sites will be specifically allocated as a Gypsy, Traveller and Travelling Showpeople site only.
- v) Sites should avoid designated areas, including nature conservation sites and Special Landscape Areas and should not introduce unacceptable off-site impacts such as might occur from recreational pressures on such sites.

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**Report of the Director of City Development**

**Report to: Development Plan Panel**

**Date: 7<sup>th</sup> August 2012**

**Subject: LDF Core Strategy – Publication Draft, Analysis of Consultation**

**Responses: SP8, SP9, EC1- EC3 Employment**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

**Summary of main issues**

1. The Core Strategy Publication Draft was subject to 6 weeks public consultation during February – April 2012. Section 3 of this report summarises the issues raised and the Table in Appendix 1 suggests how the City Council should respond. Appendix 2 illustrates how the text of the Core Strategy would need to be altered.
  
2. Of the wide range of issues raised, none are considered to warrant any major changes to the Core Strategy and only a few minor changes. The analysis and suggested changes are set out in Appendices 1 and 2.

**Recommendations**

Development Plan Panel is requested to:

- i). Endorse the analysis of the issues raised and any suggested Core Strategy text changes (as detailed in Appendices 1 and 2 to the report) for presentation to Executive Board for approval.

## **1.0 Purpose of this Report**

- 1.1 Within the context of the Core Strategy Initial Report of Consultation (6<sup>th</sup> June), the purpose of this report is to review consultation responses in relation to affordable housing. Appendix 1 attached, summarises the representations, key issues raised, the City Council's view and proposed action.

## **2.0 Background Information**

- 2.1 Following Consideration by the Development Plan Panel and Executive Board, a 6 week period of public consultation has been undertaken, commencing on 28<sup>th</sup> February to 12<sup>th</sup> April 2012. Consistent with the LDF regulations, this is a targeted stage of consultation, with emphasis upon requesting responses in relation to the "soundness" of the plan. Within this context, the consultation material comprised of a range of documents, which were subsequently made available on line or as paper copies, including:

- Core Strategy Publication Draft (Main Document)
- Sustainability Appraisal (& Non Technical Summary)
- Habitats Regulations Assessment Screening
- Equality Impact Assessment Screening
- Draft Infrastructure Delivery Plan
- Draft Core Strategy Monitoring Framework
- Health Topic Paper
- Report of Consultation on Preferred Approach (October – December 2009)

Links were also incorporated to the consultation web pages to the evidence based material, which has been prepared to help inform the emerging document (including the Employment Land Review, Leeds City Centre, Town and Local Centres Study, Housing Growth in Leeds, Strategic Housing Land Availability Assessment, Strategic Housing Market Assessment and the Leeds open space, sport and recreation assessment.

## **3.0 Main Issues**

- 3.1 A summary of the main issues which have been raised is provided below.

### **Spatial Policy 8: Economic Development Priorities**

1. General support
  - Overall support for the policy approach and identified priorities.
2. National Planning Policy Compliancy issues
  - Concerned raised that only retail and employment uses are being promoted in centres and not all main town centre uses.

3. Employment sectors
  - Some concern raised that the policy does not fully recognised the regional economic priorities sufficiently and the role that neighbouring local authorities play in contributing to the Leeds' economy.
4. Employment locations
  - Individual sites were put forward for consideration and a general comment was raised concerning the need to further protect existing local jobs.
5. Evidence base
  - A development report was offered as evidence to support the Core Strategy's approach.

**Spatial Policy 9: Provision for Offices, Industry & Warehouse Employment Land and Premises**

1. General support for the policy approach.
2. Concerned raised regarding the methodology used to calculate the employment land figures and further details on what the figures actually mean.

**EC1: General Employment Land**

1. General support for the policy approach.
2. Employment Locations
  - Request for the policy to acknowledge the 'retention' and 'expansion' of local businesses in order to protect local jobs.
3. Provision of infrastructure
  - Request broadband and communication infrastructure to be included in the policy.
4. Employment types
  - Seeking clarification on the term 'general employment land'.

**EC2: Office Development**

1. General support for the policy approach.
2. National Planning Policy Compliancy issues which include floorspace threshold limits
  - Concerned raised that the office policy does not reflect the adopted NPPF new policy direction which requires sequential and impact assessment for office development.
  - Concerned the definition of small scale office development could limit business investment.
3. Employment Location
  - Concerns raised relating to the restrictions on new out of centre office development
  - Supported given to restricting new out of centre office development

- Further details are requested on the requirements for sequential and impact assessments.

### **EC3: Safeguarded Existing Employment Land and Industrial Areas**

1. General support for the policy approach.
2. National Planning Policy Compliancy issues
  - Concerns raised this policy could conflict with the new NPPF guidance which advises against the long term protection of employment sites.
3. Seeking further information on the policy meaning and guidance on how the policy intends to be applied.

## **4.0 Corporate Considerations**

As noted above, the Core Strategy, forms part of the Local Development Framework and once adopted will form part of the Development Plan for Leeds.

### **4.1 Consultation and Engagement**

- 4.1.1 As outlined in this report, the Core Strategy Publication draft has been subject to a further 6 week period of consultation. This has been undertaken in accordance with the LDF Regulations and the City Council's adopted Statement of Community Involvement (SCI).

### **4.2 Equality and Diversity / Cohesion and Integration**

- 4.2.1 An Equality Impact Assessment Screening was undertaken on the Core Strategy Publication draft, prior to consultation (see Core Strategy Executive Board Report, 10<sup>th</sup> February 2012). This concluded that equality, diversity, cohesion and integration issues had been embedded as part of the plan's preparation. For information and comment, the Screening assessment has also been made available as part of the supporting material for the Publication draft consultation. Within this overall context, it will be necessary to continue to have regard to equality and diversity issues, as part of the ongoing process of preparing the Core Strategy, including considering representations and next steps.

### **4.3 Council Policies and City Priorities**

- 4.3.1 The Core Strategy, plays a key strategic role in taking forward the spatial and land use elements of the Vision for Leeds and the aspiration to the 'the best city in the UK'. Related to this overarching approach and in meeting a host of social, environmental and economic objectives, where relevant the Core Strategy also seeks to support and advance the implementation of a range of other key City Council and wider partnership documents. These include the Leeds Growth Strategy, the City Priority Plan, the Council Business Plan and the desire to be a 'child friendly city'.

#### **4.4 Resources and value for money**

- 4.4.1 The DPD is being prepared within the context of the LDF Regulations, statutory requirements and within existing resources.

#### **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 The DPD is being prepared within the context of the LDF Regulations and statutory requirements. The DPD is a Budgetary and Policy Framework document and as such this report is exempt from call-in by Scrutiny.

#### **4.6 Risk Management**

- 4.6.1 The Core Strategy is being prepared within the context of the LDF Regulations and the need to reflect national planning guidance. The preparation of the plan within the context of ongoing national reform to the planning system and in responding to local issues and priorities, is a challenging process. Consequently, at the appropriate time advice is sought from a number of sources, including legal advice and advice from the Planning Advisory Service and the Planning Inspectorate, as a basis to help manage risk and to keep the process moving forward.

### **5. Conclusions**

- 5.1 This report provides an overview of the issues raised concerning policies SP8, SP9, EC1-EC3. With the exception of Policy EC2, it is not considered that any of the issues raised require the need for any major changes to the Core Strategy. Additional wording or minor changes have occurred to all other policies in order to help improve the scope of the policies except SP9 where there are no changes.

However due alteration in national planning policy there is a need to make major changes to Policy EC2:Office Development. These changes include requiring office development to understand sequential and impact assessments where appropriate. New floorspace threshold standards have been development and now included in the revised policy.

In addition to the policy amendments an Employment Background Paper is being prepared to help aid further understanding of Leeds' employment approach. This will not be new information but rather the bringing together of existing key evidence, strategies and guidance used to help formulate the Core Strategy policies.

### **6. Recommendations**

- 6.1 Development Plan Panel is requested to:

i). Endorse the analysis of the issues raised and any suggested Core Strategy text changes (as detailed in Appendices 1 and 2 to the report) for presentation to Executive Board for approval.

## **7. Background documents<sup>1</sup>**

- 7.1 A substantial number of documents are available representing various stages in preparation of the DPD and the background evidence base and Equalities Impact Assessment Screening. These are all available on the City Council's web site (LDF Core Strategy Pages) web pages or by contacting David Feeney on 247 4539.

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<sup>1</sup> The background documents listed in this section are available for inspection on request for a period of four years following the date of the relevant meeting. Accordingly this list does not include documents containing exempt or confidential information, or any published works. Requests to inspect any background documents should be submitted to the report author.



**Appendix 1:**

**Core Strategy Publication Draft - Analysis of Consultation Responses**

**Employment: SP8, SP9, EC1, EC2 & EC3**

<b>Representor /Agent</b>	<b>Representor Comments</b>	<b>LCC Initial Response</b>	<b>Action</b>
<b>Q: 11 Spatial Policy 8 : Economic Development Priorities</b>			
<b>General support</b>			
Templegate (0057)	(Para 4.7.14) - Support the identification of Aire Valley Leeds within SP8, part iv as a location for job opportunities.	Support welcomed	No change
Highways Agency (0060)	Sustainable location principles expressed in the policy are welcomed. In particular the aims of improving access to employment activities by public transport, walking and cycling.  Supports - developing the city centre, Aire Valley and town/local centres as the main locations for office and retail development; and industrial and warehousing development in existing employment areas.	Support welcomed	No change
British Waterways (0338)	Support para (iv) which seeks to improve access to employment opportunities by walking and cycling across the District and especially in relation to the City Centre and Aire Valley Leeds.  Support para (viii) especially in relation	Support welcomed	No change

	to waterway locations which can utilise the Aire & Calder Navigation, as it is an operational commercial waterway for the transportation of waterborne freight.		
Airebank Developments (via White Young Green Planning) (0420)	Support the policy	Support welcomed	No change
British Library (via Drivers Jonas Deloitte) (5034)	Support bullet 2 in particular aspiration to continue to grow opportunities in the digital and creative sectors. The redevelopment of the British Library site at Boston Spa will enable digitisations.	Support welcomed	No change
Harrow Estates (via White Young Green) (0420)	Welcome the acknowledgement that housing and construction is a key employment sector which assists in delivering a competitive local economy.	Support welcomed	No change
Hammerson UK (via Barton Willmore) (4816)	Support the key priorities for encouraging economic development within the City.	Support welcomed	No change
The Ledston Estate, AR Briggs and Co, Meadowside Holdings Ltd(5681), The Hatfeild	Broad support for the employment priorities set out in the Core Strategy. It is important that the Core Strategy (and the planning system in general) is not seen as a barrier to economic growth and actually encourages and stimulates enterprise and innovation.	Support welcomed and comments noted	No change

Estate , The Bramham Park Estate, The Diocese of Ripon and Leeds) Lady Elizabeth Hastings, Estate Charity (via Carter Jonas)			
ASDA Stores Limited (via Osborne Clarke) (5889)	Support the City Centre and the town/local centres are identified as the core location for new retail and office employment in line with the NPPF.	Support welcomed	No change
<b>National Planning Policy Framework (NPPF) Compliancy issues</b>			
Hammerson UK (via Barton Willmore) (4816)	For clarity and consistency with the NPPF, criterion vii should be expanded to include all main town centre uses as defined in Annex 2.	Although main town uses have already been addressed in Spatial Policy 2. Agree to add 'main town centre uses' to criteria (vii) to ensure consistency with the National Planning Policy Framework.	<b>Proposed Modification - minor changes</b>  New wording added to the part (vii) of the policy:  (v) Developing the city centre and the town/local centres as the core location for new retail, <del>and</del> office employment <i>and</i> <i>other main town centre uses.</i>
ASDA Stores Limited (via Osborne Clarke) (5889)	It should be noted that retail development in other locations should be permitted subject to an assessment against the policies outlined in the National Planning Policy Framework. The Policies of the Core Strategy should be amended to reflect the content of the	Spatial Policy 8 reinforces the Core Strategy approach of a centres first approach. This approach is also consistent with the National Planning Policy Framework. This spatial policy will not remove the requirements of sequential and impact assessments	No change

	new NPPF.	where appropriate.	
<b>Employment sectors</b>			
Leeds Civic Trust (0062)	<p>The policy omits the need to maintain and provide small workshops and starting-up units for small manufacturing and engineering, particularly in low carbon industries which may be appropriate in town centre locations.</p> <p>Policy should be supporting the provision of small workshops located as part of mixed use development rather purely on employment areas. The policy could also encourage the retention/provision of workshop premises or start-up units especially where they help to retain historic buildings.</p>	Agree – small workshops and start up units have a role to play. For completeness their role will be recognised under Spatial Policy 8.	<p><b>Proposed Modification - minor changes</b></p> <p>A new criteria is added to the policy;</p> <p><i>(vi) Support the retention and provision of new business start-up units including small workshops, where appropriate.</i></p> <p>New paragraph added to the supporting text:</p> <p><i>4.7.14 Leeds and the region play an integral role in assisting emerging new businesses (business start up, investment in new projects) and encourage young entrepreneurship. These will be supported by the retention and provision of new small start up units including workshops in appropriate locations.</i></p>
PPL (via Scott Wilson) (0414)	<p>Concerns are raised regarding the lack of coverage of leisure and tourism issues.</p> <p>Paras 2.35, 2.36 (Profile Section) mentions the importance of leisure &amp; tourism. But there is no further mention of how leisure &amp; tourism are to be maintained and enhanced during the life of the Plan other than in relation to intensive facilities in the City Centre and other Town Centres.</p>	The Leisure and Tourism sectors are both important regional and local economic priorities. Agree to add both sectors to the policy and supporting text.	<p><b>Proposed Modification - minor changes</b></p> <p>“leisure and tourism” added to part (ii) of the Spatial Policy 8.</p> <p>(ii) Promoting the development of a strong local economy through enterprise and innovation, in facilitating existing strengths in financial and business services and manufacturing and to continue to grow opportunities in health and medical, low carbon manufacturing, digital and creative,</p>

	Suggest SP8 ii to include the leisure and tourism sectors.		<p>retail, housing and construction, social enterprise, <i>leisure and tourism</i> and the voluntary sector.</p> <p>New paragraph added to supporting text –</p> <p><i>4.7.5b Leisure and tourism are both employment sectors which are of significant importance to the regional economy. The Leeds City Region Employment and Skills strategy research for VisitBritain forecasts that tourism will be one of the UK's best performing sectors over the coming decade (2010 – 2020). It is also predicted that the hospitality industry is likely to follow the same growth pattern. The hospitality industry employs the highest percentage of young people (16-24 year olds).</i></p>
<p>Mr &amp; Mrs Haigh (via Directions Planning) (5121)</p> <p>Otley Town Partnership (via Directions Planning) (5121)</p>	Object to the inclusion of social initiative under criterion (vi) as it is not a planning matter and contrary to national guidance on planning gain.	Disagree – The purpose of this policy is to identify and support business innovation, entrepreneurship & economy growth across the whole of the district. Job creations in rural locations through social capital and inclusion initiatives are seen as a tool for fostering employment however they are not stand alone measures, it is therefore appropriate for this type of initiative to appear under this policy which focuses upon economic development priorities.	No change
Leeds University Union (5898)	Policy fails to make any reference to the role of the universities and students. Recommend another clause added to the policy – to assert that a competitive local economy will be supported through encouraging graduates of the city's	It is not the purpose of the policy to identify specific workforces however it is accepted that the role of all education institutions and students do have positive role to play contributing to the city's and region's economy, if	<p><b>Proposed Modification - minor changes</b></p> <p>New wording added to existing paragraph in the supporting text –</p> <p><i>4.7.8 The city's education institutions already</i></p>

	universities to remain in the city and use their skills and knowledge to benefit the area. This would require a commitment to working with local businesses to develop a greater graduate economy.	not beyond.  For completeness in reference to clause iii, additional wording will be included to the supporting text 'encouraging graduates of the city's education institutions to remain in the city and use their skills and knowledge to benefit the area.'	<i>play an important role in providing employability skills and training. Additionally they work hard to foster innovation and research outputs which contribute significantly to the local and regional economy. Graduates should be encouraged to remain in the city and use their skills and knowledge to help contribute to Leeds growing economy. Partnership working through local business mentoring and knowledge transfer should help to stimulate business innovation and creativity both locally and globally.</i>
Aberford Parish Council (0106)	Policy (section v) fails to recognise diverse rural economy.  The policy should enable a dispersed pattern of small scale, environmentally sensitive SME economic activity to be supported on appropriate sites, through the re-use of redundant buildings and on brownfield sites, in communities and to work towards continued sustainable land use through the farming and forestry and tourism sectors.	Agree – further information is required to identify how the rural economy is to be supported in development terms for example, <ul style="list-style-type: none"> <li>- conversion of existing building</li> <li>- promote the development and diversification of agricultural and other land-base rural businesses</li> <li>- support provision &amp; expansion of tourist and cultural facilities in appropriate locations</li> <li>- retention and development of local services and community facilities.</li> </ul> It is considered that these proposed changes will improve the readability of the policy and reflect the importance of rural issues which are also covered in the National Planning Policy Framework.	<b>Proposed Modification - minor changes</b>  New paragraph added to supporting text under the heading of Rural Economy;  <i>4.7.11b Outside the major settlements, small businesses and local services are a vital part of the economy and the life of the community. In order to grow and diversify the rural economy the following proposals should be supported, where appropriate;</i>  <ul style="list-style-type: none"> <li>○ <i>conversion of existing buildings</i></li> <li>○ <i>promote the development and diversification of agricultural and other land-base rural businesses</i></li> <li>○ <i>support provision &amp; expansion of tourist and cultural facilities in appropriate locations</i></li> <li>○ <i>retention and development of local services and community facilities.</i></li> </ul>
<b>Employment Locations</b>			
White Young Green	Thorp Arch Estate represents a significant facility in the North East which	It is acknowledged Thorp Arch Estate could positively contribute to the	No change

Planning (0420)	can help to implement the Spatial Vision.  Thorp Arch Estate should be included in the supporting text and the Key Diagram.	housing and employment needs. Paragraph 4.6.17 of the Core Strategy supports the Thorp Arch Estate.	
Leeds Bradford International Airport (via White Young Green Planning) (0420)	Para 4.7.13 SP8 refers to locations that have been selected to take advantage of strategic infrastructure which includes the Airport.  It is therefore suggested to include Leeds Bradford International Airport as an employment location in the Policy itself, as the organisation already employ 2,500 people. In the future there is the potential to create a 1,000 new jobs.	It is recognised that the airport is an employment hub and there is already existing opportunities in this area which can help city and regional economic growth.	See forthcoming DPP report on Spatial Policy 12.
MUSE Development – (via White Young Green) (0420)	This policy only makes a passing reference to the Enterprise Development Zone. SP8 should be amended to include a specific criterion which recognises support for Enterprise Development Zone.	The Enterprise Zone is already addressed in Spatial Policy 5. To avoid duplication it is not considered necessary to include further details in a specific criteria in policy SP8 as the existing coverage (within SP8) is appropriate. However agree to added a policy cross reference within the supporting text.	<p><b>Proposed Modification - minor changes</b></p> <p>A policy cross reference is added to the existing supporting text.</p> <p>4.7.14 East Leeds, the Leeds Bradford Corridor and South Leeds along with the City Centre and Aire Valley Leeds provide a number of other locations which will offer opportunity for the new job opportunity creations. <i>Aire Valley Leeds, the district's Enterprise Zone is an area covering 142 hectares. As detailed in Spatial Policy 5 the designation of the Zone should help attract long term investment to this area and benefits will be felt across the whole of the district.</i> Depending on the type of development, some locations are better suited than others. The Core Strategy will seek to ensure that a variety of suitable locations are available to ensure</p>

			future job growth.
<p>Otley Town Partnership (via Directions Planning) (5121)</p> <p>Mr &amp; Mrs Haigh (via Directions Planning) (5121)</p>	<p>Support the general principles of securing economic and job growth. However with reference to sections vii and viii, there are concerns that the Core Strategy will fail to protect existing employment sites or support job growth in Otley.</p> <p>Suggest amending the policy and para 4.7.3 to make wider reference to existing locations and sites being protected and job losses accounted for in the allocation land.</p>	<p>The focus of policy SP8 is to set out the overall economic strategy, integral to the Core Strategy approach is the promotion of the settlement hierarchy as the principle location for investment and housing growth. Within this context the Core Strategy and Site Allocation documents will provide a framework to support employment opportunities and job growth in settlements like Otley. The preparation of Neighbourhood Plan for Otley as one of the four pilots may provide further opportunities to identify employment sites and opportunities for local job growth.</p>	No change
Morley Town Council (4825)	<p>"Economic development opportunities and major sporting venues" is a heading on p.36 which should be re-worded along the lines of "Enabling development associated with sporting and cultural venues", to reflect the paragraph which should in turn be expressed in more general terms. Actual venues such as Headingley Carnegie Stadium and Leeds Arena should not be named; to do so makes the policy seem to favour named sites even before planning permission for enabling development has been sought.</p>	<p>The two stadia are presented as examples it is not intended to be a comprehensive list.</p>	No change
<b>Evidence base</b>			
White Young Green	A report was presented to the City Council in January 2012 which sets out	Support is welcomed.	No change



(0420)	the economic benefits of Headingley Carnegie Stadium. It is suggested that this report should form part of the formal evidence base of the CS. As it demonstrates a strong justification to support the text at para 4.7.9		
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Representor/Agent	Representor Comments	LCC Initial Response	Action
<b>Q: 12 Spatial Policy 9 : Provision for Offices, Industry &amp; Warehouse Employment Land &amp; Premises</b>			
<b>General support</b>			
Scarborough Development Group (via RED Property Services) (5719)	Support key role played by existing/extant consents for office development, such as Thorpe Park.	Supported noted	No change
<b>General objections</b>			
Morley Town Centre (4825)	On p.41 the sentence "The requirement for offices is expressed as floorspace, the margin of choice equals 8,611 square metres of floorspace per annum" does not make much sense. Does it contain an error? We noted that for industry the margin of choice was 6 hectares per annum	The Core Strategy adopts a pro-growth approach which is consistent with the National Planning Policy Framework.  A margin of choice provides an additional allowance of land supply which allows for the flexibility to offer a range and a choice of sites and premises to be available at any one time. Including a margin of choice for Leeds ensures supply is not constricted and enables options for existing businesses to expand or to relocated within the District.	No change
Wakefield Metropolitan District Council (0104)	Some significant concerns about the compliance with the legal requirements and its potential soundness.  Clearer justification for the scale of development, including employment and	The Council considers its evidence base to be sound.  The household projections as set out in the Leeds' Strategic Housing Market Assessment	No change

	<p>housing, needs to be provided. There appears to be an imbalance between scales of employment land/jobs and scale of housing land, without sufficient explanation or justification. The proposed employment land provision in the Leeds Publication Draft document builds in an oversupply of employment land so the situation set out in Policy EC1(c) (oversupply of land) will occur and lead to a dispersal of general employment opportunities.</p>	<p>(SHMA) are based on an employment-led scenario. This scenario measures the relationship between the population and the labour force (economic activity rate) and between the labour force and number of jobs in an area (labour force and job conversion factor).</p> <p>The job forecasts in this scenario have been taken from the Yorkshire Forward Regional Econometric Model in particular the Autumn 2010 Update. This is same job forecast data also underpins the Leeds Employment Land Review.</p> <p>The methodology for the Employment Land Review complies with national policy guidance - PPG4 Employment Land Reviews. However an employment background paper is being prepared to help aid further understanding of Leeds employment approach.</p>	
<p>Templegate Developments (via Barton Willmore Planning Partnership-Northern) (0057)</p>	<p>Object to para 4.7.18 - refers to a minimum of 1,000,000 square metres of land will need to be identified for office use. It refers to 840,000 square metres which currently has planning permission and states that additional floorspace will be identified in or on the edge of the City and town centres. It also states that no new out of centre office locations will be allocated. SP9</p>	<p>Purpose of SP9 is to establish the overall quantum of development requirements for the B class uses over the plan period. Whereas the supporting text to policy EC2 provides more detail.</p>	<p><b>Proposed Modification - minor changes</b></p> <p>New wording added to the supporting text to Policy EC2: Office Development</p> <p><i>Office-based land requirement</i></p>

	<p>(i) then refers to the provision of a minimum of 706,250 square metres of office (B1a class) floorspace in the district. It goes onto state that to provide flexibility when determining renewals on existing out of centre applications a minimum of an additional 160,000 square metres will be identified in or on the edge of the City Centre and town centres. Our client considers the text appears some what muddled and requires amending.</p> <p>Suggested change to amend SP9 to reflect a clear link between the requirement, the existing supply, the requirement throughout the plan period, whilst also recognising the need for flexibility in the overall level of provision.</p>	<p>The wording to the supporting text of policy EC2 is improved to help the understanding of the policy.</p> <p>An Employment Background Paper is being prepared to help aid further understanding of Leeds employment approach.</p>	<p>5.2.34 <i>Paragraph 4.7.18 to Spatial Policy 9 identifies that a minimum of 706,250sq.m of office floorspace will be provided over the Plan period. This provision will comprise of new and existing locations. The Leeds Employment Land Review (2010 Update) identified current commitments on sites which s appropriately 840,000sqm. However over a third of the existing supply is located outside the City Centre, resulting in further floorspace being needed to help prioritise the locating of offices in centres. These permissions this includes the remaining land at partially developed sites, such as the business park at Thorpe Park and office development at Leeds Valley Park.</i></p> <p>5.2.35 It is anticipated that current commitments, in the form of planning permissions, will be used to help meet the overall requirements identified above. <del>Current commitments on sites which the Leeds Employment Land Review (2010 Update) identified as appropriate to be retained amount to approximately 840,000 sq.m.</del> In order to provide flexibility when determining renewals of existing out of centre office applications, 160,000 sq.m of floorspace will be identified in or on the edge of the City and town centres. This will therefore bring the total office</p>
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			<p>floorspace required up to 1,000,000 sq.m</p> <p>5.2.36 <i>The breakdown of the existing supply of commitments—(840,000 sq.m) includes for out of centre sites amount to 322,470 sq.m, with a further 19,290 sq.m is located in or on the edge of town centres and 498,736sq.m is located in the City Centre. Spatial Policy 9 states that an additional Therefore the remainder of the 160,000 sqm will be identified will be located in, or on the edge of City and Town centres. Policy CC1: City Centre Development proposes to accommodate at least 655,000sq.m of office-based development, equating to 98% of the total provision with a further 3,710sq.m to be identified in or on the edge of town centres (2%). The proposed total of offices in or on the edge of town centres reflects the current percentage of commitments, scaled up to the new requirements. (for example 2.3% of the current total commitments are in or on edge of town centre and this rate will be carried forward).</i></p>
Highways Agency (0060)	There is concern that so much of the land available with existing planning consent is in 'out-of-centre' locations. It is accepted that there is little that can be done about this until consents fall due for renewal or expire. Given that there are relevant conditions relating to the capacity of junctions on the Strategic Road	Comments noted	No change

	Network attached to certain of the existing consents, it becomes a matter that the Agency will consider when the Site Allocations DPD is brought forward for consultation.		
Highways Agency (0060)	The Core Strategy is unsound - there is concern that the information provided on the distribution of employment development is not at a sufficient level of detail to enable the Agency to use its traffic models to develop a realistic assessment of the traffic impact of Core Strategy development proposals.	Leeds City Council are currently working with the Highways Agency and their consultants to access the impact of the Core Strategy on the Strategic Road Network. This work will provide a more detailed examination of the impacts than has been possible to date. The intention is to reach an agreed position on the impacts and agree appropriate mitigation where necessary.	Ongoing
Muse Developments (via White Young Green Planning) (0420)	This Policy should be amended to recognise that B1a office accommodation should also be supported on those sites which already benefit from consent for employment uses provided it can be demonstrated that there is no adverse impact on other relevant centres. Amending the text in this manner will ensure that B1a office accommodation can also be directed towards regeneration priority areas.	Policy EC2 already addresses office-based development which reinforces the NPPF approach.	No change
Land Securities & Evans Property Group (via Quod) (1091)	It is premature, and inconsistent with the NPPF, for the Core Strategy to remove the prospect for any out of centre office floorspace. In particular, such growth could support economic regeneration in outer areas of the District, and support existing investors who have a specific market requirement to be located beyond City or town centres.	The Core Strategy policies adopt centres first approach and a pro-growth approach which is consistent with the NPPF.	No change
Lady Elizabeth Hastings Estate Charity (via	It is appropriate for the Core Strategy to make adequate provision for the "traditional" employment land use sectors. The use of	Comments noted	No change

<p>Carter Jonas) (5681)</p> <p>Meadowside Holdings Ltd (via Carter Jonas) (5681)</p> <p>The Diocese of Ripon and Leeds (via Carter Jonas) (5681)</p> <p>The Hatfield Estate (via Carter Jonas) (5681)</p> <p>The Ledston Estate (via Carter Jonas) (5681)</p> <p>AR Briggs and Co (via Carter Jonas) (5681)</p> <p>The Bramham Park Estate (via Carter Jonas) (5681)</p>	<p>minimum targets is appropriate.</p>		
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Representor/Agent	Representor Comments	LCC Initial Response	Action
<b>Q: 30</b> <b>Q: 30a</b> <b>Supporting Employment Opportunities</b> <b>EC1 – General Employment Land</b>			
<b>General support</b>			
British Library (via Drivers Jonas Deloitte) (5034)	Support para ii), particularly in regards to the British Library site (have submitted it to the Site Allocations call for sites).	Supported welcomed	No change
<b>National Planning Policy Framework (NPPF) Compliancy issues</b>			
PPL (via Scott Wilson) (0414)	The draft Core Strategy needs to be amended to take account of the advice given in the recently published National Planning Policy Framework [quotes policies 9 and 28 of the NPPF]	<p>- Unclear which paragraph 9 is being referred to. Paragraph 9 (page 3) relates to ‘sustainable development’ whereas bullet point 9 which is a core planning principle under paragraph 17 relates to ‘mixed use development’. Either way the principles of ‘sustainable development’ and ‘mixed used development’ have already been addressed throughout the Core Strategy. For example the overall policy coverage in the Core Strategy would help to make positive Improvements to the quality of the built environment, natural and historic and the quality of life of its residents. Mixed used development opportunities are already included</p> <p>- Paragraph 28 of the NPPF refers</p>	No change



		<p>'supporting economic growth in rural area'. Supporting the growth of the rural economy is already a development priority which is identified in Spatial Policy 8: Economic Development Priorities.</p> <p>No further amendments would be needed as the policy approach complies with National Policy Planning Framework.</p>	
<b>Employment locations</b>			
<p>Lady Elizabeth Hasting Estate Charity AR Briggs, The Braham Park Estate, The Diocese of Ripon &amp; Leeds, The Ledston Estate, Meadowside Holdings Ltd , The Hatfield Estate (via Carter Jonas) (5681)</p>	<p>It is important to ensure that there is an appropriate supply of land sites and premises in accessible locations across the District.</p>	<p>Comments noted</p>	<p>No change</p>
<p>Otley Town Partnership (via Directions Planning) (5121)</p> <p>Mr &amp; Mrs Haigh (via Directions Planning) (5121)</p>	<p>Object to the Policy because it does not make reference to supporting the expansion or replacement of existing employment development and premises. The UDP (2006) included specific references to supporting existing businesses. Without such reference the Core Strategy provides no guidance as to whether the expansion of existing businesses and premises is acceptable.</p> <p>However support reference to the allocation of employment land within major</p>	<p>Although the supporting text to Spatial Policy 8 states the Core Strategy supports existing and future business activity and employment growth and existing employment areas. Neither the policy wording nor the supporting text explicitly refers to 'expansion' or 'replacement' of existing employment.</p> <p>Agree to include new wording to the supporting text to SP8 in order to strengthen the policy approach.</p>	<p><b>Proposed Modification - minor changes</b></p> <p>New wording added to supporting text in paragraph 4.7.3:</p> <p>4.7.3 This includes opportunities within existing settlements (including town and local centres), supporting <i>the expansion or replacement of existing employment premises and areas</i> land, promoting opportunities within Regeneration Priority</p>

	settlements, as securing employment land is important for the future of Otley.		Programme Areas (Spatial Policy 4) and potential locations associated with areas of longer term.
Leeds Civic Trust (0062)	<p>A policy is required on workshops and start up units which should be encouraged in local centres.</p> <p>Suggested change, Add to A): "Identifying locations for low-carbon industries which will be encouraged." "Encouraging the provisions of small workshops and start up units in local centres where they will not impact on environmental amenity but will provide local employment opportunities."</p>	<p>New wording relating to the provision of start-up units and workshops is now been included within Spatial Policy 8: Economic Development Priorities.</p> <p>The suitability of sites to accommodate new employment development for specific employment sectors will be matter for the Site Allocations documents, which will take into account national, regional and Core Strategy policies.</p>	<p><b>Proposed Modification - minor changes</b></p> <p>A new criteria refer to start-up units is added to Spatial Policy 8;</p> <p>(x) Support the retention and provision of new business start-up units including small workshops, where appropriate.</p> <p>New paragraph added to the supporting text:</p> <p>4.7.14 - Leeds and the region play an integral role in assisting emerging new businesses (business start up, investment in new projects) and encourage young entrepreneurship. These will be supported by the retention and provision of new small start up units including workshops in appropriate locations.</p>
PPL (via Scott Wilson) (0414)	<p>There is a lack of clarity on how the key policy objective of provision for employment will be met through the Settlement Hierarchy with particular reference to provision in "Villages and Rural Areas".</p> <p>Policy EC1 provides no opportunity for local employment land to serve "other"</p>	<p>The Core Strategy is aiming to meet the needs for the whole of Leeds in the most sustainable way as set out Spatial Policy 1: Location of Development</p> <p>1. The Spatial Vision and Spatial Policy 1: Location of Development set out how sites in</p>	<p><b>Proposed Modification - minor changes</b></p> <p>New paragraph added to supporting text under the heading of Rural Economy to Spatial Policy 8;</p> <p>4.7.11b Outside the major settlements, small businesses and</p>

	<p>villages. It does not acknowledge the valuable contribution small scale employment opportunities can make in the rural area.</p> <p>It is not clear how the future needs of these “other” settlements are to be met over the next 15 years.</p> <p>Suggested changes,</p> <ol style="list-style-type: none"> <li>1. More clarity on how sites in “other” settlements are to be identified and brought forward.</li> <li>2. Identification of the criteria against which the suitability of such sites are to be considered.</li> <li>3. Reconsideration of the requirement that development in such settlements must functionally require a rural location.</li> <li>4. An acknowledgement that some of these “other” settlements will require further development to maintain existing social and economic fabric.</li> <li>5. Inclusion of a policy encouraging conversion and reuse of traditional rural buildings.</li> <li>6. Acknowledgement of the importance and support for small scale employment opportunities in rural areas and in the Green Belt and not only rural villages.</li> <li>7. Clarity on the process for the adoption Neighbourhood Plans and timescales for this to happen.</li> </ol>	<p>other settlements will be brought forward. Paragraph 4.1.15 also refers to “all other settlements within rural area...development will only be permitted if it functionally require in a rural location’.</p> <ol style="list-style-type: none"> <li>2. Para 5.2.32 explains how sites have been assessed as part of the Employment Land Review. Land is assessed for its suitability, availability and deliverability. Suitability refers to the physical conditions, availability relates to planning permission status &amp; marketability and deliverability refers to likely associated development costs. It will be the responsibility of the forthcoming Site Allocation documents to determine the merits of all sites in more detail in order to accommodate new employment.</li> <li>3. Exceptions to the Core Strategy Vision would need to be judged on it own merit on a case by case basis.</li> <li>4. Spatial Policy 1: Location of Development and the Spatial Vision already sets out the Core Strategy approach on how sites ‘other’ settlements are brought forward.</li> <li>5. Agree – new wording to be added to Spatial Policy 8: Economic Development</li> </ol>	<p>local services are a vital part of the economy and the life of the community. In order to grow and diversify the rural economy the following proposals should be supported, where appropriate;</p> <ul style="list-style-type: none"> <li>○ conversion of existing buildings</li> <li>○ promote the development and diversification of agricultural and other land-base rural businesses</li> <li>○ support provision &amp; expansion of tourist and cultural facilities in appropriate locations</li> <li>○ retention and development of local services and community facilities</li> </ul>
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<b>Provision of infrastructure</b>			
<p>AR Briggs, Lady Elizabeth Hasting Estate Charity, Meadowside Holdings Ltd, The Hatfield Estate, The Ledston Estate, The Braham Park Estate, The Diocese of Ripon &amp; Leeds (via Carter Jonas) (5681)</p>	<p>As a point of principle the Core Strategy must support a dynamic economy and facilitate the creation of jobs and employment opportunities. It should support the creation of accessible flexible work space and the availability of appropriate infrastructure including high speed broadband/internet capability across the District.</p>	<p>Agree – communication infrastructure is an integral service which is needed to support economic growth. New wording will be added to the supporting text.</p>	<p><b>Proposed Modification - minor changes</b></p> <p>A new criteria is added to Spatial Policy 8;</p> <p><i>(vii) Support the advancement of high quality communications infrastructure to foster sustainable economic growth and to enhance business links.</i></p> <p>New paragraph added to the supporting text;</p> <p><i>4.7.13 Securing high quality communication infrastructure in particular initiatives to deliver super speed broadband technologies is critical to securing long term economic prosperity and improves business links both locally and</i></p>

			<i>internationally.</i>
<b>Employment types</b>			
Muse Developments (via White Young Green Planning) (0420)	<p>The current wording of this policy refers to “general employment land” but does not provide any further guidance on what is included with meaning of “general employment”. The Policy should be amended to provide use classes, rather than just descriptions of uses so that it is clear. As drafted, Policy EC1 does not make reference B1 offices and it should, as this generates employment.</p> <p>Part B of Policy EC1 refers to “other” uses with similar locational requirements to employment uses as sui generis. It is our view that this is not sufficiently encompassing and that the policy is too imprecise. The policy does not include for uses such as crèches, hotels and other uses which are common place in modern day employment parks. The policy should be amended to include for other uses that are complimentary to employment uses. Doing so would also encourage sustainable development by reducing the need to travel from employment hubs to undertake other activities. Not amending the condition could create unnecessary barriers should large employment sites come forward for renewals of planning applications. This could jeopardise major employment sites, in</p>	<ul style="list-style-type: none"> <li>- Agree – new wording to be added to the supporting text to clarify what ‘general employment land’ means.</li> <li>- Other main town centre uses for example, retail, health, education, culture, tourism and leisure are considered in more detail in the Placemaking chapter.</li> <li>- Disagree, policy EC1 is consistent with Spatial Policy 1: Location of Development, Spatial Policy 4: Regeneration Priority Programme Areas, Spatial Policy 5: Aire Valley Leeds Urban Eco Settlement.</li> </ul> <p>An Employment Background Paper is being prepared to help aid further understanding of Leeds employment approach.</p>	<p><b>Proposed Modification - minor changes</b></p> <p>New wording added to the existing paragraph 5.2.31 to the supporting text:</p> <p><i>For clarity, general employment land relates to all the B Class employment sectors except for offices. EC1 refers to research and development (B1b class), light industry (B1c), general industry (B2) and storage or distribution (B8).</i></p>

	<p>Regeneration Priority Areas coming forward and compromise the aims and objectives of Spatial Policies 1 and 4.</p> <p>Policy EC1 is not consistent with the aims of objectives of Spatial Policies 1, 4 and 5. It should be amended so that it is. Full support should be given to a range of uses to ensure that Regeneration Priority Areas are successful and the strategic aims and objectives of the Core Strategy are realised.</p>		
McGregor Brothers Ltd (via West Waddy ADP)	<p>Policy EC1 identifies the need for land to accommodate ....waste uses. However, policy SP9 makes no reference to waste uses. It is unclear therefore what the waste uses to which the policy refers are or what the need is for these uses.</p> <p>Para 5.2.33 also states that: in the event of an oversupply, consideration should be given as to whether the excess land is more appropriately used for other forms of development, with first priority given to other forms of economic development which accord with part A &amp; B of the Policy.’ This does not accord with the advice in para 51 of the NPPF.</p> <p>1. Either reference to waste uses should be deleted from policy EC1 or details should be provided of the type of uses referred to and how much land is needed to accommodate them.</p>	<p>1. Waste uses are set out as an example of one of the uses of General Employment land. In addition the Council has recently produced The Natural Resources and Waste Development Plan Document which already quantifies the need for waste uses. There will be no further requirement to delete ‘waste’ or quantify the need for waste uses separately as this already been done elsewhere.</p> <p>1. Disagree – the wording of the policy provides the flexibility to consider non-employment uses where an oversupply of land occurs. However for clarity the words “which accord” is to be replaced with “other than those uses”.</p>	<p><b>Proposed Modification - minor changes</b></p> <p>The new wording added to supporting text to the correct error. New wording ensures the policy and supporting text are the same.</p> <p>5.2.33 In the event of an oversupply, consideration should be given as to whether the excess land is more appropriately used for other forms of development, with first priority given to other forms of economic development <del>which accord</del> with <i>other than those set out</i> in part A &amp; B of the Policy. <i>Along with the total amount of employment land, consideration also needs to be given to the availability of employment land and premises in local areas of the district.</i></p>

	2. Para 5.2.33 should be amended to make it clear that residential use is acceptable where there is an oversupply of employment land and the reference to giving first priority to other forms of economic development should be removed.		
Renew (5105)	A gap has been identified where employment does not appear to be a recurrent theme throughout each of the policies as is the case with training and education for example. Equal weight could be given on the need to employ local people and encourage collaboration from major developers/developments enabling sustainable developments across the city.	These issues are already addressed in Spatial Policy 8: Economic Development Priorities.	No change

Representor /Agent	Representor Comments	LCC Initial Response	Action
<b>Q: 31 EC2 – Office Development</b>			
<b>General support</b>			
Scarborough Development Group (via RED Property Services) (5719)	Support the recognition that development will be focussed upon areas with existing commitments for office development.	Supported welcomed	No change
The Ledston Estate (via Carter Jonas)	It is appropriate that the Policy focuses upon a “centres first” approach consistent with NPPF and	Supported welcomed	No change

<p>(5681)</p> <p>The Hatfield Estate, The Bramham Park Estate, Lady Elizabeth Hastings Estate Charity, Meadowside Holdings Ltd, The Diocese of Ripon &amp; Leeds, AR Briggs &amp; Co (via Carter Jonas) (5681)</p>	<p>allows for the creation of office space appropriate in scale in other locations. For example NPPF considers it appropriate to allow for creation of office space in the rural areas for instance where this will bring redundant or underutilised buildings and premises back into use and generally support a diverse and vibrant rural economy.</p>		
<p>Arcadia Group (5723)</p>	<p>Agree with para 5.2.43 that states likely that non-employment uses (i.e. outside the B use classes) will be proposed on allocated employment sites or involve redevelopment of existing employment sites).</p>	<p>Supported welcomed</p>	<p>No change</p>
<p><b>National Planning Policy Framework (NPPF) Compliancy which include changes to the floorspace threshold issues</b></p>			
<p>Rockspring Hanover Property (via White Young Green</p>	<p>Support general aim of policy but need to clarify sequential and impacts tests against NPPF &amp; CS Policy P8</p>	<p>- Support the general aim of the policy.  - With reference to part (iv): At the time of writing this policy</p>	<p><b>Proposed Modification - minor changes</b></p> <p>Part (i) and (ii) has been swapped around to allowing the flow of the supporting text to reflect the flow of the policy. New wording added to exceptions part of the policy:</p>



<p>Planning) (0420)</p> <p>Templegate Development s (via Barton Willmore Planning Partnership-Northern) (0057)</p> <p>Airebank Development s (via White Young Green Planning) (0420)</p> <p>Muse Development s (via White Young Green Planning) (0420)</p>	<p>With reference to part (iv):</p> <ul style="list-style-type: none"> <li>- Support for small scale office floorspace acceptable in existing major employment areas. Limiting new office development to below 1500m2 is not reasonable when a new occupier to an existing office estate could demonstrate there will be no impact on existing centres.</li> <li>- Support the recognition within part (iv) of the policy that would allow out of centre office development in out of centre locations, including those Regeneration areas identified under SP4.</li> <li>- Concerned that part (iv) only applies to smaller scale office development (up to 1,500 square metres) would be acceptable in these locations.</li> <li>- Para 26 (NPPF) also refers to a default threshold of 2,500 square metres if there</li> </ul>	<p>the draft NPPF was in place which did not include offices as a main town centre use but this position has now changed.</p> <p>The threshold of the Core Strategy Publication Draft established a number of floorspace threshold standards which were used to help define what is meant by small, medium and large office developments. These standards were derived from the Council's Supplementary Planning Document on Travel Plans and this is where the 1,500sqm threshold came from.</p> <p>Further to the adopted NPPF setting an impact assessment threshold of 2,500sqm for large development. It was considered appropriate to review the Core Strategy definition of small office development against Council data. The review involved collating the floorspace sizes of existing offices in out of centre locations in villages and rural locations across the district. The average floorspace size equates to 250sq.m and the Council considers this new threshold would provide a generous threshold of what is regarded as small scale development.</p>	<p><b><u>POLICY EC2: OFFICE DEVELOPMENT</u></b></p> <p>Appropriate locations for allocations and windfall office development;</p> <p>(i) <del>Town Centres and edge of town centres are promoted as locations for office development. A target of 655,000sqm for the city centre and 23,000 sqm (equivalent to 2.3% of identified need over the plan period) of new office floorspace is set for locations in or on the edge of town centres to guide allocation documents.</del></p> <p>(ii) <del>The City Centre will be</del> The focus for most office development will be within and/or edge of the City Centre, <i>and designated</i> town and local centres. <del>Locations on the edge of the City Centre will also be appropriate for offices as part of mixed use development.</del></p> <p>Due to the availability of development opportunities in centre and edge of centre, out of centre proposals would normally be resisted <del>however there are with the exceptions of which are:</del></p> <p>(iii) Existing commitments for office development will be carried forward to meet the identified floorspace requirement over the plan period, unless it would be more sustainable for the land to be re-allocated to meet identified needs for other uses.</p> <p>(iv) To provide flexibility for businesses, smaller scale office development ( up to <del>1,500</del> 250 sqm) <del>will be acceptable in out of centre locations in the following locations-not be subject to sequential and impact assessments in the following locations;:</del></p> <ul style="list-style-type: none"> <li>i. Regeneration areas identified under Spatial Policy 4</li> <li>ii. <del>Other accessible locations (defined in Policy T2) within the Main Urban Area, Major Settlements and Smaller Settlements.</del> <ul style="list-style-type: none"> <li>ii <i>Settlements within the Hierarchy which do not have a designated centres as outlined in Map 4.</i></li> <li>iii <i>Villages or rural areas that are not included in the Settlements Hierarchy, which will also be subject to the accessibility standards as defined by Table 1 in Appendix 2.</i></li> </ul> </li> </ul> <p><i>Map xxx: shows which locations are subject to a sequential</i></p>
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<p>Land Securities &amp; Evans Property Group (via Quod) (1091)</p>	<p>is no locally set threshold. However, there is no justification for this lower threshold within the CSPD. Concerned that the imposition of a restricted approach to office development could undermine the delivery of sustainable economic growth, contrary to the NPPF.</p> <p>- Policy EC2 restricts office floorspace in out of centre locations to 1,500 sq m. The policy should be amended so that a larger element of B1 floorspace can be promoted in Regeneration Priority Areas in out of centre locations where it can be demonstrated that this will encourage regeneration potential. It is suggested that if the Council wish to promote Regeneration Priority Areas, consideration should be given to the implications of restricting B1 floorspace in out of centre locations to just</p>	<p>Although this new threshold which helps to define 'small' development, it does not preclude larger development opportunities. As any office development larger than 250sqm would be subject to sequential and/or impact assessments.</p> <p>Due to changes in national planning policy, new wording to be added to the policy and the supporting text to clarify the sequential and impact requirements. In additional a new map to be added to help illustrate the locations where assessments are required.</p> <p>- Part (v) of Policy EC2 refers to 'major employment areas'. Major is defined by any development above 2,500sq.m which is consistent with the National Planning Policy Framework.</p>	<p><i>assessment</i></p> <p>(v) In existing major employment areas, which are already a focus for offices, some small scale office floorspace may be acceptable where this does not compromise the centres first approach.</p> <p>New wording added to the supporting text to Policy EC2:</p> <p><b><u>Location of development</u></b></p> <p>5.2.37 <del>To encourage further office development to locate in centres, and in the context of the extensive availability of out of centre sites; Spatial Policy 2 already advises that</del> new proposals for offices will generally be encouraged to locate in or on the edge of the city and town centres. <i>However</i> the Council does recognise that in a district as large and varied as Leeds, and noting the changing emphasis of national guidance, many employment areas exist out of centre. Such locations play a valuable role in the Leeds economy in offering a choice of location for business and in providing local job opportunities. <i>Indeed</i> they can often be as accessible to a substantial local labour market as many of the smaller town centres. They can represent highly sustainable options particularly when located in the main urban area.</p> <p>5.2.38 <del>As noted above, no new out of centre office locations will be identified for allocation. National planning guidance expects out of centre or edge of centre office proposals to be subject to a sequential test to determine whether preferable sites exist either in-centre (first preference) or edge of centre (second preference).</del> To complement this, and for the avoidance of doubt, <i>sequential assessment for out-of-centre renewals and new development will be required subject to floorspace threshold requirements as set out in paragraph 5.2.41. the centres first approach will apply to the creation of new out of centre office areas even where this involves the renewal of existing planning permissions.</i></p> <p>5.2.39 <del>City Centre sites should be considered in sequential assessments for All sequential assessments for large scale proposals will be directed in the first instance to the City Centre. throughout the District, as Such</del></p>
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1,500 sq m.. This would ensure consistency with Spatial Policy 4.

- Policy EC2 identifies a series of criteria when out of centre office proposals may be considered. Criteria (iv) limits office development to that of a "small scale" and "up to 1,500sq.m", whilst criteria (v) (relating to major employment areas - the definition of which is unclear) is tested against whether the proposals compromise the town centres first approach. It is not clear what evidence base has been produced to justify the 1,500sq.m figure.

Notwithstanding this, the NPPF is clear that the appropriate tests for the consideration of office development in out of centre locations are sequential and impact assessments.

development would be expected to attract employees commuting from a wide catchment area, and below this scale of development a smaller catchment area may be identified based on likely travel to work patterns. ~~All centres within the identified catchment should be tested including the City Centre, if appropriate.~~

5.2.40 Offices can considerably enhance the vitality and viability of centres as well as provide an important source of local employment. Office development in town centres tend to be smaller in scale and located in mixed use buildings, for example above shop units. The capacity of each centre to accommodate new office floorspace will vary considerably depending on factors such as market preference, transport links and availability of land and premises.

~~5.2.41 The Policy below will be applied in accordance with the definitions for 'small', 'medium' and 'large' scale office development set out in the table below.~~

Scale	Office Floorspace (Gross Internal)	Approx no. of employees	Commentary
Small	Under 1,500 sq m	Less than 75	No significant tra impact
Medium	1,501 – 5,000 sq m	75-250	Gives rise to a 'significant travel impact'
Large	Over 5,000 sq m	More than 250	Regionally significant development

*Proposals for office development must accord with the following sequential and impact assessment requirements where appropriate,*

Scale	Office Floorspace (Gross Internal)	Sequential Assessment	Impact Assessment	Other Requirements
Small	Under 250 sq m located within rural areas or villages	No	No	Accessibility standards*
Small	Under 250 sq m	Yes	No	n/a

	<i>located within urban areas</i>			
<b>Medium</b>	251 – 2,499 sq m	Yes	No	n/a
<b>Large</b>	Over 2,500 sq m	Yes	Yes	n/a

*\* Table 1 in Appendix 2 of the Core Strategy sets out the accessibility standards and indicators for employment uses.*

*Locations which are subject to a sequential assessment are identified on Map xxxx.*

*5.2.42 It is considered appropriate for small scale offices and office extensions to be supported in regeneration areas and in accessible rural locations away from town and local centres, without the need for a sequential test. The threshold size of small scale is defined as 250sq.m. Therefore in regeneration areas and in those areas not served by a centre in rural areas or villages (as shown on Map 4) small scale office development (up to 250sq.m) will be permitted without the need to undertake a sequential test. Locations outside of the Settlement Hierarchy will need to demonstrate compliance to accessibility standards as outlined in Table 1, Appendix 2 of the Core Strategy. All office development larger than 250sq.m will need to undertake a sequential assessment.*

*5.2.43 (Formerly part of 5.2.37) Within this context, limited additional office development may be acceptable in out of centre locations where they are demonstrably sustainable, where proposals are of an appropriate scale to existing development and will not compromise the centres first approach.*

*5.2.44 National planning guidance advises when assessing applications for office development outside of town centres, an impact assessment will be required if the development is over 2,500sq.m. For the purposes of the Core Strategy it is considered appropriate to apply this threshold to large scale office development.*

**Employment locations**

<p>Rockspring Hanover Property (via White Young Green Planning) (0420)</p>	<p>The introduction of B1c uses needs to be recognised as appropriate in existing employment areas especially as this does offer the opportunity to deliver modern high tech employment such as health and medicine - one of the 7 key employment sectors identified in the Leeds Growth Strategy, which the CS seeks to facilitate.</p>	<p>Policy EC2 does not offer policy guidance for B1c uses. Please refer to EC1 or EC3. SP8 already identifies its support to key employment sectors which include the health and medicine sectors.</p>	<p>No change</p>
<p>British Library (via Drivers Jonas Deloitte) (5034)</p>	<p>Object to wholesale prohibition of new office development or the renewal of existing consents for such uses in out of centre locations.</p> <p>There may be instances where new office development or the redevelopment of existing office facilities outside of the defined city, town, or smaller settlements could be appropriate. The reprovision of existing potentially out-dated office facilities with purpose built storage and supporting office buildings on the British Library Boston Spa campus in support of the overall operational</p>	<p>This issue is already addressed. criteria (v) to Policy EC2 would support limited development in an out of centre location for existing major businesses which the British Library is an example of.</p>	<p>No change</p>

	<p>requirements of the Library would be appropriate if the office elements are of a scale that would not act to undermine the Council's centres first approach.</p> <p><b>SUGGESTED CHANGES</b> Wording amendment to show that the Council would consider proposals for out of centre office development if deemed to be of a scale appropriate to their function and one which would not act to undermine the centres first approach.</p>		
Leeds Civic Trust (0062)	<p>The policy seems to be suggesting that out of town permissions renewals will be subject to a sequential test. If so, that is to be supported, but the policy is not clear.</p> <p><b>SUGGESTED CHANGE</b> Para iii) should be re-written to be as strong as para 5.2.38 of the justification re the sequential assessment for out-of-centre renewals and new development. A policy is required on</p>	<p>Agree to improve the wording of the policy and supporting text to confirm sequential tests would be required for renewals.</p>	<p><b>Proposed Modification - minor changes</b></p> <p>New wording is added to the existing paragraph:</p> <p><i>5.2.38 As noted above, no new out of centre office locations will be identified for allocation. National planning guidance expects out of centre or edge of centre office proposals to be subject to a sequential test to determine whether preferable sites exist either in-centre (first preference) or edge of centre (second preference). To complement this, and for the avoidance of doubt, sequential assessment for out-of-centre renewals and new development will be required subject to floorspace threshold requirements as set out in paragraph 5.2.41. the centres first approach will apply to the creation of new out of centre office areas even where this involves the renewal of existing planning permissions.</i></p>

	workshops and start up units which should be encouraged in local centres.		
PPL (via Scott Wilson) (0414)	Policy EC2 makes no provision for local office developments [quotes policy 9 and 28 of the NPPF].	<p>- Unclear which paragraph 9 is being referred to. Paragraph 9 (page 3) relates to 'sustainable development' whereas bullet point 9 which is a core planning principle under paragraph 17 relates to 'mixed use development'.</p> <p>Either way the principles of 'sustainable development' and 'mixed used development' have already been addressed throughout the</p> <p>All issues have already been covered in Spatial Policy 8: Economic Development Priorities. There no need for duplication.</p>	No change
Cllr T Ledley (2956)	Some parts of Leeds been awarded CS protection of employment land without much supporting evidence or appeal history, is unsound. CS fails to protect employment land allocation in Morley (defined as the Morley North, Morley South and Ardsley and Robin Hood wards in Shepherd Homes'	Policy EC3 is revised to safeguard existing employment land where there is a planning need for sites to be retained across Leeds. NPPF paragraph 22 gives a strong message that employment land should not be retained unnecessary. However the rewording of policy EC3 makes clear that there will be a criteria based approach to try to retain employment uses where	No change

	appeal dismissed in 2006 against refusal of application 231702/03 for 200 houses off Britannia Road).	identified by an assessment of the supply and demand of sites across both the district and the surrounding area where necessary.	
<b>General comments</b>			
St James Securities Ventures (Leeds) Ltd (via Indigo Planning) (3010)	<p>The Leeds Employment Land Review (2010) identifies a potential shortfall of available employment land in some areas of the District.</p> <p>However, there is a healthy supply in Inner East Leeds.</p> <p>Where there is an oversupply there should be de-allocation of sites for alternative uses in accordance with the recently published NPPF (reference to paragraphs 14, 21). Our Client's site at Coal Road should be allocated for a range of commercial uses including retail, hospital, and business uses within the Site Allocations DPD.</p>	The suitability and the merits of individual sites to be allocated or de-allocated will be a matter for the Site Allocations Development Plan Document (DPD) taking into account national, regional and Core Strategy policies.	No change
Otley Town Partnership (via Directions Planning)	Object to the Policy because it does not make reference to supporting the expansion or replacement of existing office	SP8 is a strategic policy which sets out the context for job growth and economic development priorities over the plan period.	<p><b>Proposed Modification - minor changes</b></p> <p>New wording added to supporting text in paragraph 4.7.3:</p> <p>This includes opportunities within existing settlements (including town and</p>



<p>(5121)</p> <p>Mr &amp; Mrs Haigh (via Directions Planning) (5121)</p>	<p>development for the same reasons as stated in our comments relating to Policy EC1.</p>	<p>The supporting text in paragraphs 4.7.2 refers to 'supporting existing and future businesses' and paragraph 4.73 state 'future job growth - includes opportunities within existing settlements (including towns and local centres), supporting existing employment areas'.</p> <p>Accept the terms "expansion" and "replacement" do not appear in section viii. How new wording is to be added to the supporting text.</p>	<p>local centres), supporting <i>the expansion or replacement of</i> existing employment <i>premises and areas land</i>, promoting opportunities within Regeneration Priority Programme Areas (Spatial Policy 4) and potential locations associated with areas of longer term</p>
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Representor/Agent	Representor Comments	LCC Initial Response	Action
<b>Q: 31a EC3 – Safeguarding Existing Employment Land &amp; Industrial Area</b>			
<b>General support</b>			
British Library (via Drivers Jonas Deloitte)  (5034)	Support EC3, and in particular support restrictions on proposals for non employment uses in existing employment locations unless it can be proven that the loss will have no detrimental impact on local requirements. The Library wish to retain their presence within the District and to raise the profile of the Boston Spa.	Support welcomed	No change
Otley Town Partnership (via Directions Planning) (5121)  Mr & Mrs Haigh (via Directions Planning) (5121)	Welcome Policy EC3, as it recognises one of our key concerns which are that local employment opportunities are being eroded and lost forever as a result of the redevelopment of employment sites for housing.  An additional criterion is suggested to be added to the Policy which refers to the need to protect a range of employment sites for different types of business and also size of business. Such matters should be considered specifically as part of the assessments referred to under criteria (i) and (ii).	Policy EC3 is revised to safeguard existing employment land where there is a planning need for sites to be retained. The new wording will help to protect a range of employment sites for different types and sizes of businesses.	<b>Proposed Modification - minor changes</b>  New wording is added and some re-ordering of existing text has occurred in the policy. These changes have not resulted in changing the meaning of the policy but instead are considered to help improve the application of the policy. These changes are:  <del>The Employment Land Review identifies the following local sub areas – Inner North East, Inner North West, Inner West, Outer North West and Outer North East where there are currently shortfalls in employment land provision.</del>  <i>A) Proposals for a change from B Use Classes on sites which were last used or allocated for employment to other economic development uses including town centre</i>

			<p><i>uses or to non-employment uses will only be permitted where:</i></p> <p><del>Development of sites for non-employment uses, which were last used or allocated for employment will only be permitted where;</del></p> <ul style="list-style-type: none"> <li><i>(i) Existing buildings and land are considered to be non-viable in terms of market attractiveness, business operations, age, condition and/or compatibility with adjacent uses and</i></li> <li><i>(ii) The proposal would not result in the loss of a deliverable employment site necessary to meet the employment needs during the plan period ('employment needs' are as identified Spatial Policies 8 &amp; 9); or</i></li> <li><i>(iii) <del>In areas of shortfall</del> The proposal will deliver a mixed use development which continues to provide for a good range of local employment opportunities and would not undermine the viability of the remaining employment site; and</i></li> </ul> <p><i>B) Where a proposal is located in an area of shortfall as identified in the most recent Employment Land Review, non-employment uses will only be permitted where:</i></p> <p>The loss of the employment provision on the site can be mitigated <i>sufficiently</i> by the availability of <del>identified sites existing employment land and premises</del> in the *surrounding area which are suitable to meeting the employment needs of <i>the area</i></p>
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		<p>(*surrounding area will be defined by drive time and public transport accessibility in Policy T2); and</p> <p>And new wording added to the supporting text to Policy EC3:</p> <p><b><u>Safeguarding existing employment land and industrial areas</u></b></p> <p>5.2.42a The Council has a commitment to deliver an appropriate local balance between potentially competing uses of land, particularly housing and employment. The market alone will not necessarily deliver that balance, especially where land value for housing are substantially higher than those achievable for (B Class) employment uses.</p> <p><i>5.2.42b Policy EC3 applies to proposals on sites currently or last in use for employment purposes within the B Class Uses (B1a – offices, B1b - Research &amp; Development, B1c - Light industry, B2 - General Industrial; and B8 - Storage or Distribution). The issue to be determined is whether there is a planning need for the site to remain in employment uses. There is a shortage of employment sites in certain locations but potential oversupply in others. The conclusions relating to land supply in the Leeds Employment Land Review (2010 Update) and subsequent updates will be a key consideration when making assessments of proposals for the development of existing employment sites.</i></p>
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			<p>5.2.43a <del>During the Plan period it is very likely that non-employment uses (i.e. outside the B use classes) will be proposed on allocated employment sites or involving redevelopment of existing employment sites.</del> Leeds as with other major cities can be characterised as a place where both 'strong' and 'weak' markets coexist. Therefore as part of an integrated approach at local level, these market conditions will require an appropriate planning response (as set out in Policy EC3) to consider necessary interventions to manage them. <i>Policy EC3 sets the criteria for the release of land from employment allocations and the release of land or buildings at present or last in employment uses, whilst maintaining safeguards for the supply of employment land and premises where the need is clear.</i></p> <p>5.2.43b <i>This is a criteria based policy which applies to the consideration of planning applications. Part A, which includes bullet points (i) to (iii), relates to sites not identified in area of shortfall and therefore assessed on a District-wide basis. Whilst Part B (iv) refers to only sites located within areas of shortfall.</i></p> <p><u>Part A: For all sites across the District</u></p> <p><i>(i) Relates to points (ii) and (iii) where existing premises/site are considered non-viable in marketability terms. Non-viable may be defined as:</i></p>
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			<ul style="list-style-type: none"> <li>• <i>property or land has remained empty or vacant for a period of time despite being marketed, or</i></li> <li>• <i>the employment space no longer serves the needs of businesses, and may be incompatible with neighbouring uses through noise and amenity issues.</i></li> </ul> <p>(ii) <i>Relates to any proposals on employment land, sites or premises which already have an employment allocation* or identified in the Employment Land Review in place for B Use Class employment type.</i></p> <p><i>(* Current land/premises allocated for employment uses will be safeguarded until their long term future is reviewed and determined through the LDF Allocation documents.)</i></p> <p><i>Employment needs are identified in Spatial Policy 8 which defines the key job sectors whilst Spatial Policy 9 sets out the amount of land needed to deliver these employment sectors over the plan period.</i></p> <p><i>Applies to land or premises previously or currently used for employment but which are not allocated.</i></p> <p>(iii) <i>The nature of the mixed use proposal should deliver the Core Strategy employment objectives</i></p>
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			<p>as identified in Spatial Policy 8 and 9.</p> <p><u>Part B: Proposals in Shortfall Areas</u></p> <p><i>Part B refers to sites in shortfall areas. Applications will be assessed using an appropriate definition of “surrounding area” as agreed between the Council and the applicant with reference to Table 1 – Accessibility Standards and Indicators for Employment and Social Infrastructure Uses in Appendix 2.</i></p> <p><i>The availability of sites and past take up in the surrounding area will be assessed to determine how much supply should be maintained to achieve the economic objectives of the Core Strategy..</i></p> <p>5.2.43c Local need is calculated for the total amount of land that will be required in an area based on projected population change. This calculation will identify surplus and deficit of any local provision.</p> <p>5.2.44 Leeds Employment Land Review (Update 2010) identified a potential shortfall of available employment land in some areas of the district, particularly in the north and west of the city. Over the last decade there has also been a significant loss of existing employment sites to other types of development, particularly new housing encouraged by the focus on Brownfield development. Whilst redevelopment is often positive, consideration also has to be given</p>
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			<p>to the retention of local employment opportunities. Therefore, in areas where there is <i>an identified</i> shortfall in the provision of employment land there will be a presumption against loss of employment sites to other uses.</p> <p><del>5.2.45 The areas to be used for this purpose are the ten sub areas referred to as Area Committees covering all of the areas in Leeds: Inner North West; Outer North West; Inner West; Outer West; Inner North East; Outer North East; Inner East; Outer South Outer East and Inner South. Each sub area includes a number of settlements which are covered by the committees.</del></p> <p><i>5.2.45 The Leeds Employment Land Review (2010 Update) identifies the following local sub areas - Inner North East, Inner North West, Inner West, Outer North West and Outer North East where there are currently shortfalls in employment land provision.</i></p> <p><i>5.2.46 Many of these areas where deficiencies exist are in locations where land is not available and accessibility is also an important issue, particularly the needs of businesses to access transportation networks. Subsequent updates of the Leeds Employment Land Review will monitor and bring up to date any changes to these areas.</i></p>
<p>Arcadia Group (via Montagu Evans</p>	<p>Support the policy and decision to not include Inner East as an area with a</p>	<p>Comments have been noted</p>	<p>No change</p>



LLP) (5723)	shortfall in employment land provision based on the evidence base of the Employment Land Review.		
<b>National Planning Policy Framework (NPPF) Compliancy issues</b>			
<p>Otley Town Partnership (via Directions Planning) (5121)</p> <p>Mr &amp; Mrs Haigh (via Directions Planning) (5121)</p> <p>Tesco Stores Ltd (via DPP) (5543)</p> <p>Yelcon Limited (via DPP) (5543)</p> <p>Trinity College (via Bidwells) (5547)</p>	<p>This policy needs to be reviewed and updated in light of the NPPF.</p> <p>Policy EC3 does not accord with para 22 of the NPPF as such is unsound.</p> <p>Recent appeal decisions suggest that the areas of shortfall identified do not in fact have a shortage of employment land and the Policy does not, in any event, take any account of market demand. In our view the Policy should not and cannot only apply to certain areas of the City. It should be made a more general policy which is more flexible and which allows the individual circumstances of sites to be assessed, having regard to market demand and supply and also to the suitability of the site in question for continued employment use, a factor which is not covered by the Policy at all.</p> <p>Also suggest that clarity be added to the Policy as to what is meant by employment uses. There therefore needs to be recognition within the Policy, or the accompanying text, as to what constitutes employment generating development as it is no longer correct or appropriate to restrict this to the traditional B Classes as suggested in the NPPF.</p>	<p>- Paragraph 22 of the National Planning Policy Framework advises to 'avoid long term protection of sites allocated for employment where there is no reasonable prospect of the site being used.'</p> <p>Spatial Policy 9 sets out the land requirements for offices, industries and warehouse which is needed to deliver the Core Strategy vision over its 15 years plan period. The assessment of potential employment sites and locations are based on their suitability, availability and deliverability which is the same criteria applied to each site assessed in the Leeds Employment Land Review (2010 Update). Subsequent updates of this study will continue to review the suitability of existing employment site and this approach is endorsed by national planning guidance.</p> <p>- Policy EC3 already allows for a degree of flexibility to release land for non-employment use whether the site is in area of</p>	No change

	<p>Our concern is that certain policies of the plan are so prescriptive that they will actually have the opposite effect and stifle investment.</p>	<p>shortfall or not. The policy would allow for the release land for other non-employment uses where there is no planning need for the site to remind in employment uses.</p> <p>- What is meant by employment uses?</p> <p>Policies SP8 (partially), SP9, EC1 – EC3 refers to the B class employment sectors which are B1a - offices, B1b - research &amp; development, B1c - light industry, B2 General Industrial; and B8 Storage or Distribution. The need for other employment development (main town centre uses) for example retail, health, education, culture, tourism, leisure are considered in detail elsewhere in the Core Strategy.</p> <p>An Employment Background Paper is being prepared to help aid further understanding of Leeds employment approach.</p>	
<p><b>General objections</b></p>			
<p>Morley TC (4825)</p>	<p>Sub section ii) b - mentions safeguarding of employment land in a few areas of Leeds. It does not mention such safeguarding in Morley.</p> <p>Reference is given to an appeal case – Shepherd Homes (23/702/03). The</p>	<p>Policy EC3 is revised to safeguard existing employment land where there is a planning need for sites to be retained across Leeds. NPPF paragraph 22 gives a strong message that employment land should not be</p>	

	<p>appeal relates to 200 houses proposed at Britannia Road, Morley which would result in housing being partly located on land allocated for employment via the UDP.</p> <p>The Inspector's decision and reasoning were so clear that since then there have been no applications to build houses on UDP employment allocations in Morley. From para 214 of NPPF we may take it that Local Plans adopted since the Planning and Compulsory Purchase Act of 2004, including the Leeds UDP Review of 2006, remain in force for the time being.</p> <p>it would be unreasonable not to carry employment safeguarding in Morley forward into LDF CS unless and until the merits of individual sites have been assessed any strategic policy which failed to incorporate such safeguarding would be unsound.</p>	<p>retained unnecessary. However the rewording of policy EC3 makes clear that there will be a criteria based approach to try to retain employment uses where identified by an assessment of the supply and demand of sites across both the district and the surrounding area where necessary.</p>	
<p>McGregor Brother Ltd (via Westwaddy ADP) (5884)</p>	<p>Policy EC3 is not clear in a number of respects.</p> <p>1. it is not clear whether the policy relates to all existing employment land or only where there are currently shortfalls in employment land provision.</p> <p>The supporting text in paragraphs 5.2.44 and 5.2.45 which only lists nine sub areas omitting Outer East.</p> <p>2. , the policy states under clause (i) that</p>	<p>Agree the wording of the policy and supporting text should be revised in order to improve the understanding of the policy approach.</p> <p>An Employment Background Paper is being prepared to help aid further understanding of Leeds employment approach.</p>	<p><b>Proposed Modification - minor changes</b></p> <p>New wording is added and some re-ordering of existing text has occurred in the policy. These changes have not resulted in changing the meaning of the policy but instead are considered to help improve the application of the policy. The changes are:</p> <p><del>The Employment Land Review identifies the following local sub areas – Inner North East, Inner North West, Inner West, Outer North West and Outer North East where</del></p>

	<p>'the proposal would not result in the loss of a deliverable employment site.' This presumably means a site allocated for employment use.</p> <p>Clause (i) also refers to ' "employment needs" as identified in spatial Policies 8 &amp; 9.' However, SP8 &amp; SP9 are worded in broad terms so it is not clear how these employment needs would be defined and applied in relation to an individual site.</p> <p>3. under clause (ii) that 'The loss of the employment provision on the site can be mitigated by the availability of identified sites in the *surrounding area which are suitable to meeting the needs of employment (*surrounding area will be defined by drive time and public transport accessibility in Policy T2).'</p> <p>There are a number of uncertainties in this clause, including:</p> <ul style="list-style-type: none"> <li>- what are 'identified sites?'</li> <li>- what constitutes the 'surrounding area'</li> </ul> <p>Policy T2 does not refer to 'surrounding areas,' nor does it define 'drive time and public transport accessibility. Appendix 2 relates to proposals for new employment - it does not provide any indication as to how conversion of employment land to other uses will be judged acceptable 'by the availability of identified sites in the surrounding area which are suitable to meeting the needs of employment.'</p>		<p><del>there are currently shortfalls in employment land provision.</del></p> <p><i>A) Proposals for a change from B Use Classes on sites which were last used or allocated for employment to other economic development uses including town centre uses or to non-employment uses will only be permitted where:</i></p> <p><del>Development of sites for non-employment uses, which were last used or allocated for employment will only be permitted where;</del></p> <p>(i) <i>Existing buildings and land are considered to be non-viable in terms of market attractiveness, business operations, age, condition and/or compatibility with adjacent uses and</i></p> <p>(iv) The proposal would not result in the loss of a deliverable employment site necessary to meet the employment needs during the plan period ('employment needs' are as identified Spatial Policies 8 &amp; 9); or</p> <p>(v) <del>(iii) In areas of shortfall</del> The proposal will deliver a mixed use development which continues to provide for a good range of local employment opportunities and would not undermine the viability of the remaining employment site; and</p> <p><i>B) Where a proposal is located in an area of shortfall as identified in the most recent Employment Land Review, non-employment uses will only be permitted</i></p>
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	<p>This policy has the potential to conflict with Spatial Policy 6, which states that for new housing development there will be a preference for brownfield land, which in most cases will be land that has formerly been in employment use.</p>		<p><i>where:</i></p> <p>The loss of the employment provision on the site can be mitigated <i>sufficiently</i> by the availability of <del>identified sites</del> <i>existing employment land and premises</i> in the *surrounding area which are suitable to meeting the employment needs of <i>the area</i> (<del>*surrounding area will be defined by drive time and public transport accessibility in Policy T2</del>); and</p> <p>And new wording added to the supporting text to Policy EC3:</p> <p><b><u>Safeguarding existing employment land and industrial areas</u></b></p> <p>5.2.42a The Council has a commitment to deliver an appropriate local balance between potentially competing uses of land, particularly housing and employment. The market alone will not necessarily deliver that balance, especially where land value for housing are substantially higher than those achievable for (B Class) employment uses.</p> <p>5.2.42b <i>Policy EC3 applies to proposals on sites currently or last in use for employment purposes within the B Class Uses (B1a – offices, B1b - Research &amp; Development, B1c - Light industry, B2 - General Industrial; and B8 - Storage or Distribution). The issue to be determined is whether there is a planning need for the site to remain in employment uses. There is</i></p>
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		<p><i>a shortage of employment sites in certain locations but potential oversupply in others. The conclusions relating to land supply in the Leeds Employment Land Review (2010 Update) and subsequent updates will be a key consideration when making assessments of proposals for the development of existing employment sites.</i></p> <p><i>5.2.43a During the Plan period it is very likely that non-employment uses (i.e. outside the B use classes) will be proposed on allocated employment sites or involving redevelopment of existing employment sites. Leeds as with other major cities can be characterised as a place where both 'strong' and 'weak' markets coexist. Therefore as part of an integrated approach at local level, these market conditions will require an appropriate planning response (as set out in Policy EC3) to consider necessary interventions to manage them. Policy EC3 sets the criteria for the release of land from employment allocations and the release of land or buildings at present or last in employment uses, whilst maintaining safeguards for the supply of employment land and premises where the need is clear.</i></p> <p><i>5.2.43b This is a criteria based policy which applies to the consideration of planning applications. Part A, which includes bullet points (i) to (iii), relates to sites not identified in area of shortfall and therefore assessed on a District-wide basis. Whilst Part B (iv) refers to only sites located</i></p>
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			<p><i>within areas of shortfall.</i></p> <p><u><i>Part A: For all sites across the District</i></u></p> <p><i>(i) Relates to points (ii) and (iii) where existing premises/site are considered non-viable in marketability terms. Non-viable may be defined as:</i></p> <ul style="list-style-type: none"><li><i>a) property or land has remained empty or vacant for a period of time despite being marketed, or</i></li><li><i>b) the employment space no longer serves the needs of businesses, and may be incompatible with neighbouring uses through noise and amenity issues.</i></li></ul> <p><i>(ii) Relates to any proposals on employment land, sites or premises which already have an employment allocation* or identified in the Employment Land Review in place for B Use Class employment type.</i></p> <p><i>(* Current land/premises allocated for employment uses will be safeguarded until their long term future is reviewed and determined through the LDF Allocation documents.)</i></p> <p><i>Employment needs are identified in Spatial Policy 8 which defines the key job sectors whilst Spatial Policy 9 sets out the amount of land needed to deliver these employment sectors over the plan period.</i></p>
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			<p><i>Applies to land or premises previously or currently used for employment but which are not allocated.</i></p> <p><i>(iii) The nature of the mixed use proposal should deliver the Core Strategy employment objectives as identified in Spatial Policy 8 and 9.</i></p> <p><u><i>Part B: Proposals in Shortfall Areas</i></u></p> <p><i>Part B refers to sites in shortfall areas. Applications will be assessed using an appropriate definition of “surrounding area” as agreed between the Council and the applicant with reference to Table 1 – Accessibility Standards and Indicators for Employment and Social Infrastructure Uses in Appendix 2.</i></p> <p><i>The availability of sites and past take up in the surrounding area will be assessed to determine how much supply should be maintained to achieve the economic objectives of the Core Strategy plan.</i></p> <p>5.2.43c Local need is calculated for the total amount of land that will be required in an area based on projected population change. This calculation will identify surplus and deficit of any local provision.</p> <p>5.2.44 Leeds Employment Land Review (Update 2010) identified a potential deficiency of available employment land in</p>
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			<p>some areas of the district, particularly in the north and west of the city. Over the last decade there has also been a significant loss of existing employment sites to other types of development, particularly new housing encouraged by the focus on Brownfield development. Whilst redevelopment is often positive, consideration also has to be given to the retention of local employment opportunities. Therefore, in areas where there is <i>an identified</i> shortfall in the provision of employment land there will be a presumption against loss of employment sites to other uses.</p> <p><del>5.2.45 The areas to be used for this purpose are the ten sub areas referred to as Area Committees covering all of the areas in Leeds: Inner North West; Outer North West; Inner West; Outer West; Inner North East; Outer North East; Inner East; Outer South Outer East and Inner South. Each sub area includes a number of settlements which are covered by the committees.</del></p> <p><i>5.2.45 The Leeds Employment Land Review (2010 Update) identifies the following local sub areas - Inner North East, Inner North West, Inner West, Outer North West and Outer North East where there are currently shortfalls in employment land provision.</i></p> <p><i>5.2.46 Many of these areas where deficiencies exist are in locations where</i></p>
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			<i>land is not available and accessibility is also an important issue, particularly the needs of businesses to access transportation networks. Subsequent updates of the Leeds Employment Land Review will monitor and bring up to date any changes to these areas.</i>
Telereal Trillium (0345)	<p>Notwithstanding the need to safeguard some employment land, Policy EC3 or its supporting text should recognise the need for a degree of flexibility in certain circumstances in development of sites for non-employment uses, whether in recognised shortfall areas or not.</p> <p>The agent makes reference to a specific site which has already been put forward as part of the SHLAA process. The site is Government buildings, Otley Road. The site is not allocated for employment use.</p>	<p>Policy EC3 already allows for a degree of flexibility to release land for non-employment use whether the site is in area of shortfall or not.</p> <p>The suitability of sites to accommodate new employment development for specific employment sectors will be matter for the Site Allocations documents, which will take into account national, regional and Core Strategy policies.</p>	No change
Meadowside Holdings Ltd, The Braham Park Estate, The Diocese of Ripon & Leeds, The Ledston Estate, AR Briggs & Co, The Hatfield Estate Lady Elizabeth Hastings Estate Charity(via Carter Jonas) (5681)	<p>The Core Strategy should not include targets for brownfield land. Symptomatic of this is the statement at Para 5.2.44 which has resulted in the “significant loss of existing employment sites to other types of development”. It is appropriate for the Core Strategy to safeguard existing employment sites and to support the release of greenfield locations for the provision of housing.</p>	<p>The National Planning Policy Framework permits brownfield targets. While Policy EC3 of the Core Strategy allows for the release land for other non-employment uses where there is no planning need for the site to remind in employment uses.</p> <p>In addition, the aim of Spatial Policy 7: Distribution of Housing Land and Allocations and Spatial Policy 10: Greenbelt will seek to identify sites for housing.</p>	No change

**Non- duly made comments**

<p>Otley and Yeadon Liberal Democrats</p>	<p>The strategy does not do enough to promote local working and would prefer to see more positive policies with regard to this including land allocation for local jobs.</p>	<p>The focus of policy SP8 is to set out the overall economic strategy, integral to the Core Strategy approach is the promotion of the settlement hierarchy as the principle location for investment and housing growth. Within this context the Core Strategy and Site Allocation documents will provide a framework to support employment opportunities and job growth in settlements like Otley. The preparation of Neighbourhood Plan for Otley as one of the four pilots may provide further opportunities to identify employment sites and opportunities for local job growth.</p>	<p>No change</p>
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## Appendix 2. Proposed changes to Core Strategy.

### 4.7 Economic Development Priorities

4.7.1 The aim in Leeds is to secure long term economic growth and stimulate jobs that are associated with a successful economy. In doing so, it seeks to spread the benefits of that growth to all residents across the whole of the district.

#### **Provision and safeguarding supply of land and buildings for offices, industrial and warehousing sectors**

4.7.2 The Core Strategy supports existing business and future business activity and employment growth in identifying how much land will be needed to provide new employment in the period up to 2028 in the office, warehousing and industrial sectors (the traditional 'B' use classes).

4.7.3 To ensure the potential for future job growth, the Leeds Employment Land Review (2010 Update) has identified a requirement for 706,250 sq. m of office space and 493 hectares of industrial and warehousing land to be provided to 2028. The portfolio of sites and premises to accommodate the forecasted job growth and development will be identified through LDF Allocation documents and the Proposals Map. The approach of the Core Strategy is to support economic growth and development in key locations (including the City Centre and the Aire Valley – Urban Eco Settlement), as well as supporting a broad portfolio of opportunities. This includes opportunities within existing settlements (including town and local centres), supporting *the expansion or replacement of existing employment premises and areas land*, promoting opportunities within Regeneration Priority Programme Areas (Spatial Policy 4) and potential locations associated with areas of longer term housing growth.

#### **Promoting a strong local economy**

4.7.4 The Core Strategy prioritises a number of employment sectors identified in the Leeds Growth Strategy and Employment Land Review. The Leeds Growth Strategy focuses on seven employment sectors which are,

- § Health and Medical;
- § Financial and Business Services;
- § Low Carbon Manufacturing;
- § Retail
- § Digital and Creative Industries;
- § Housing and Construction; and
- § Social Enterprise and the voluntary sector

4.7.5a Whilst the above represent the prioritised employment sectors, the Yorkshire Futures Regional Econometric Model (REM) (which provides employment forecasting data for the Leeds Employment Land Review) predicts that between the period of 2010 to 2028, the five fastest growing sectors of the economy in Leeds (in terms of Full Time Equivalent employment) are likely to be,

- § Business Services,
- § Retailing,
- § Banking and Insurance,
- § Construction and

## § Hotel and Catering

4.7.5b *Leisure and tourism are both employment sectors which are of significant importance to the regional economy. The Leeds City Region Employment and Skills strategy research for VisitBritain forecasts that tourism will be one of the UK's best performing sectors over the coming decade (2010 – 2020). It is also predicted that the hospitality industry is likely to follow the same growth pattern. The hospitality industry employs the highest percentage of young people (16-24 year olds).*

4.7.6 The employment sectors are considered to be the key local economic drivers needed to support the retention of existing businesses and drive future economic prosperity. It is the role of the Core Strategy to formulate the policies and allocate land for office use and for general industrial use (B1b, B1c, B2, B8) which will result in accommodating these employment sectors. The sectors that are prioritised in the Leeds Growth Strategy will also be accommodated through these allocations.

### **Job retention and creation reducing barriers to employment opportunities**

4.7.7 There is a strong correlation between unemployment/economic inactivity and skills levels. Leeds is the main employment centre in the City Region, accounting for just under a third of all jobs. However the Leeds City Region Initial Labour Market Evidence Base (published in 2010) states the region suffers from the dual challenge of low workforce skills levels and significant concentrations of worklessness. Although the recession has significantly reduced the demand for jobs in the short term, in order to be prepared for the medium to long demand for skilled labour there are potential challenges at both ends of the age spectrum. Demand side analysis suggests future growth in the City Region will occur in occupations and sectors which will require higher levels of skills. Many of the jobs lost in the recession have been in lower skilled occupations which are not expected to return. Potentially the flow of entrants into the workforce may not have the skills required to compete in a labour market where the job market will demand higher skills levels.

4.7.8 *The city's education institutions already play an important role in providing employability skills and training. Additionally they work hard to foster innovation and research outputs which contribute significantly to the local and regional economy. Graduates should be encouraged to remain in the city and use their skills and knowledge to help contribute to Leeds growing economy. Partnership working through local business mentoring and knowledge transfer should help to stimulate business innovation and creativity both locally and globally.* It is therefore essential that training and skills development, sites and premises, transport infrastructure, enterprise and innovation are promoted and linked as part of the overall spatial planning framework.

### **Economic development opportunities & Major Sporting venues**

4.7.9 Leeds has a number of high profile sports venues that attract major events. In principle, the Council supports improvement at its major sporting venues, such as Headingley Carnegie Stadium and Elland Road. It also recognises that such developments may not always be financially viable and may therefore require some form of enabling development to retain valuable sporting resources and realise the wider economic and social benefits for the City. The Council is in principle willing to consider such enabling development providing that it is demonstrated to be necessary and that the scale of enabling development is no more than is required to bridge any funding gap. Any proposals for enabling development will need to be

clearly tied to the associated development by legal agreement. Similar considerations may apply to the City's major leisure and cultural attractions such as the Arena, City Museum and Royal Armouries.

### **Improve accessibility to employment opportunities**

4.7.10 Leeds along with Bradford and York has more people travelling in to the City Region to work rather than out. Commuting flows into Leeds are particularly significant, with over 100,000 people travelling work in the city. Although Leeds acts as a focal point within the City Region, there are individuals who face significant barriers to participating in the labour market and are much less likely to commute to access employment. It is the aim of the Core Strategy to improve transport links and ensure that a sufficient supply of appropriate range and mix of employment land and premises are available across a broad range of job sectors.

### **Rural economy**

4.7.11a Overall a balance needs to be struck between providing local employment opportunities, promoting sustainable patterns of development and protecting the character of the countryside and Green Belt designations. The District's Major Settlements have a vital role in serving surrounding rural areas and in providing local job opportunities. In preparing the LDF Allocations documents, sufficient land needs to be made available for economic development purposes (for example rural social enterprises) in these locations taking into account the needs of the wider rural catchment area.

4.7.11b *Outside the major settlements, small businesses and local services are a vital part of the economy and the life of the community. In order to grow and diversify the rural economy the following proposals should be supported, where appropriate;*

- *conversion of existing buildings*
- *promote the development and diversification of agricultural and other land-base rural businesses*
- *support provision & expansion of tourist and cultural facilities in appropriate locations*
- *retention and development of local services and community facilities.*

### **Supporting training / skills and job creation initiatives**

4.7.12 In order to ensure residents are able to access local job opportunities, employers and developers will be required through planning obligations to enter into local labour and training agreements, appropriate to the individual development.

### **Supporting most new employment development within urban and rural areas**

4.7.13 New employment locations are identified to relate to the Settlement Hierarchy and will provide a link between housing and jobs. The identified locations (as shown in the Key Diagram) have been selected to take advantage of the District's strategic infrastructure which includes the highway and rail network, the Airport, flood defence and major utilities. The Infrastructure Delivery Plan will provide a co-ordinated framework for longer term investment and delivery.

4.7.14 East Leeds, the Leeds Bradford Corridor and South Leeds along with the City Centre and Aire Valley Leeds provide a number of other locations which will offer opportunity for the new job opportunity creations. *Aire Valley Leeds, the district's*

*Enterprise Zone is an area covering 142 hectares. As detailed in Spatial Policy 5 the designation of the Zone should help attract long term investment to this area and benefits will be felt across the whole of the district. Depending on the type of development, some locations are better suited than others. The Core Strategy will seek to ensure that a variety of suitable locations are available to ensure future job growth.*

*4.7.13 Securing high quality communication infrastructure in particular initiatives to deliver super speed broadband technologies is critical to securing long term economic prosperity and improves business links both locally and internationally.*

*4.7.14 Leeds and the region play an integral role in assisting emerging new businesses (business start up, investment in new projects) and encourage young entrepreneurship. These will be supported by the retention and provision of new small start up units including workshops in appropriate locations.*

## **SPATIAL POLICY 8: ECONOMIC DEVELOPMENT PRIORITIES**

A competitive local economy will be supported through:

- (i) The provision and safeguarding of a sufficient supply of land and buildings, as part of a wide portfolio of sites to match employment needs and opportunities for B class uses.
- (ii) Promoting the development of a strong local economy through enterprise and innovation, in facilitating existing strengths in financial and business services and manufacturing and to continue to grow opportunities in health and medical, low carbon manufacturing, digital and creative, retail, housing and construction, social enterprise, *leisure and tourism* and the voluntary sector.
- (iii) Job retention and creation, promoting the need for a skilled workforce, educational attainment and reducing barriers to employment opportunities.
- (iv) Seeking to improve accessibility to employment opportunities by public transport, walking and cycling across the district and especially in relation to job opportunities in the City Centre and Aire Valley Leeds (Urban Eco Settlement and Enterprise Zone).
- (v) Supporting the rural economy, consistent with the Settlement Hierarchy and the protection and enhancement of a high quality rural environment.
- (vi) Supporting training / skills and job creation initiatives via planning agreements linked to the implementation of appropriate developments given planning permission.
- (vii) Developing the city centre and the town/local centres as the core location for new retail, ~~and~~ office employment *and other main town centre uses*.
- (viii) Supporting development in existing locations/sites for general industrial and warehouse, particularly in locations which take full advantage of existing services, high levels of accessibility and infrastructure (including locations and sites accessible by rail and/or waterway).
- (ix) Support the advancement of high quality communications infrastructure to foster sustainable economic growth and to enhance business links.*
- (x) Support the retention and provision of new business start-up units including small workshops, where appropriate.*

### **REVISED WORDING TO POLICY EC1**

#### **b) Supporting Employment Opportunities**

5.2.31 The Leeds Employment Land Review (2010 Update) identifies that there are 85 sites in the existing portfolio for general employment use, amounting to 400 hectares. Almost 50% of this land area is comprised of UDP allocated employment land. The LDF Allocations documents will seek to identify the additional 143 hectares of land for general employment uses.



For clarity, *general employment land relates to all the B Class employment sectors except for offices. EC1 refers to research and development (B1b class), light industry (B1c), general industry (B2) and storage or distribution (B8).*

5.2.32 The assessment of potential employment sites and locations will be based on their suitability, availability and deliverability, which is the same criteria applied to each site assessed in the Leeds Employment Land Review. Suitability refers to the physical conditions of the site for example the topography and general sustainable development factors for example access to public transport or freight provision. Availability considers whether planning permission is in place for employment or alternative uses and whether the site has been actively marketed in the past for employment uses. Deliverability refers to the likely associated costs of developing the sites in order to be able to bring the site/location forward during the plan period. This approach reflects the suggested criteria in the Office of Deputy Prime Minister guidance on Employment Land Reviews published (2004).

5.2.33 An oversupply position will have been reached if more land is allocated and/or has planning permission in the district than is needed to meet the outstanding requirement until the end of the Plan period and this also represents more than ten years worth of supply. ~~Consideration needs to be given to the availability of employment land and premises in local areas of the district.~~ In the event of an oversupply, consideration should be given as to whether the excess land is more appropriately used for other forms of development, with first priority given to other forms of economic development ~~which accord with~~ *other than those set out* in part A & B of the Policy. *Along with the total amount of employment land, consideration also needs to be given to the availability of employment land and premises in local areas of the district.*

## **POLICY EC1: GENERAL EMPLOYMENT LAND**

- (A) General employment land will be identified, in the first instance, to meet the identified need for land to accommodate research and development, industry, warehousing and waste uses over the plan period (as identified in Spatial Policy 9) including a margin of choice for the market by:
- i) Carrying forward existing allocations and other commitments that have been assessed to be suitable, available and deliverable for general employment use or,
  - ii) Identifying new allocations of general employment land to address deficiencies in the existing supply over the district and within local areas in the following locations, subject to the suitability, availability and deliverability of that land:
    - In accessible locations within the Main Urban Area, Major Settlements and Smaller Settlements; including sites with good access to the motorway, rail and waterways networks;
    - Within regeneration areas identified in Spatial Policy 4.
    - Within established industrial areas;
    - Within urban extensions linked to new housing proposals to help deliver sustainable mixed use communities.
  - iii) Phasing the release of the land consistent with the overall strategy for major regeneration and housing growth.
  - iv) Identifying freight storage / distribution opportunities as part of the overall employment land requirement set out in Spatial Policy 9. The site search will be focused in the following locations:
    - Along rail corridors, particularly in the Aire Valley
    - Along the Aire and Calder Navigation
- (B) Other uses (*i.e.* sui generis) with similar locational requirements to the employment uses set out under (A) which are generally less well suited to locating in centres, residential areas or other environmentally sensitive areas are acceptable on general employment sites.
- (C) In the event of an oversupply position being reached during the plan period, general employment land allocations will be acceptable for uses other than those set out in parts (A) and (B) of this policy providing the proposal accords with overall strategy and other plan policies.

## **REVISED WORDING TO POLICY EC2**

### **Office Development**

#### **Office-based land requirement**

5.2.34 *Paragraph 4.7.18* to Spatial Policy 9 identifies *that a minimum of 706,250sq.m* of office floorspace will be provided over the Plan period. This provision will comprise of new and existing locations. *The Leeds Employment Land Review (2010 Update) identified current commitments on sites which amount appropriately to 840,000sqm. However over a third of the existing supply is located outside the City Centre, resulting in further floorspace being needed to help prioritise the locating of offices in centres. These permissions* this includes the remaining land at partially developed sites, such as the business park at Thorpe Park and office development at Leeds Valley Park.

5.2.35 It is anticipated that current commitments, in the form of planning permissions, will be used to help meet the overall requirements identified above. ~~Current commitments on sites which the Leeds Employment Land Review (2010 Update) identified as appropriate to be retained amount to approximately 840,000 sq.m.~~ In order to provide flexibility when determining renewals of existing out of centre office applications, 160,000 sq.m of floorspace will be identified in or on the edge of the City and town centres. This will therefore bring the total office floorspace required up to 1,000,000 sq.m

5.2.36 *The breakdown of the existing supply of commitments (840,000 sq.m) includes for out of centre sites amount to 322,470 sq.m, with a further 19,290 sq.m is located in or on the edge of town centres and 498,736sq.m is located in the City Centre. Spatial Policy 9 states that an additional* Therefore the remainder of the 160,000 sqm will be identified ~~will be located in, or on the edge of City and Town centres.~~ *Policy CC1: City Centre Development proposes to accommodate at least 655,000sq.m of office-based development, equating to 98% of the total provision with a further 3,710sq.m to be identified in or on the edge of town centres (2%).* The proposed total of offices in or on the edge of town centres reflects the current percentage of commitments, scaled up to the new requirements. ~~(for example 2.3% of the current total commitments are in or on edge of town centre and this rate will be carried forward).~~

**The proposed distribution of office allocations will be:**

Location	Gross Total Floorspace		Net total Floorspace*
	Existing planning permissions	Proposed new locations	
Out of Centre	322,470sq.m	-	322,000sq.m
In or On Edge of Town Centres	19,290sq.m	3,710sq.m	23,000sq m
City Centre	498,736sq.m	156,264sq.m	655,000sq m
<b>Total proposed allocations</b>	<b>approx. 840,000sq.m</b>	<b>approx. 160,000sq.m</b>	<b>approx. 1,000,000sq.m</b>

\*All figures are rounded to the nearest 1,000sq.m

## Location of development

5.2.37 To encourage further office development to locate in centres, and in the context of the extensive availability of out of centre sites; *Spatial Policy 2 already advises that new proposals for offices will generally be encouraged to locate in or on the edge of the city and town centres. However* the Council does recognise that in a district as large and varied as Leeds, and noting the changing emphasis of national guidance, many employment areas exist out of centre. Such locations play a valuable role in the Leeds economy in offering a choice of location for business and in providing local job opportunities. *Indeed* they can often be as accessible to a substantial local labour market as many of the smaller town centres. They can represent highly sustainable options particularly when located in the main urban area.

5.2.38 As noted above, no new out of centre office locations will be identified for allocation. *National planning guidance expects out of centre or edge of centre office proposals to be subject to a sequential test to determine whether preferable sites exist either in-centre (first preference) or edge of centre (second preference).* To complement this, and for the avoidance of doubt, *sequential assessment for out-of-centre renewals and new development will be required subject to floorspace threshold requirements as set out in paragraph 5.2.41.* the centres first approach will apply to the creation of new out of centre office areas even where this involves the renewal of existing planning permissions.

5.2.39 City Centre sites should be considered in sequential assessments for *All sequential assessments for large scale proposals will be directed in the first instance to the City Centre.* throughout the District, as Such development would be expected to attract employees commuting from a wide catchment area, and below this scale of development a smaller catchment area may be identified based on likely travel to work patterns. All centres within the identified catchment should be tested including the City Centre, if appropriate.

5.2.40 Offices can considerably enhance the vitality and viability of centres as well as provide an important source of local employment. Office development in town centres tend to be smaller in scale and located in mixed use buildings, for example above shop units. The capacity of each centre to accommodate new office floorspace will vary considerably depending on factors such as market preference, transport links and availability of land and premises.

5.2.41 The Policy below will be applied in accordance with the definitions for 'small', 'medium' and 'large' scale office development set out in the table below.

Scale	Office Floorspace (Gross Internal)	Approx no. of employees	Commentary
Small	Under 1,500 sq m	Less than 75	No significant travel impact
Medium	1,501 – 5,000 sq m	75-250	Gives rise to a 'significant travel impact'
Large	Over 5,000 sq m	More than 250	Regionally significant development

Proposals for office development must accord with the following sequential and impact assessment requirements where appropriate,

<b>Scale</b>	<b>Office Floorspace (Gross Internal)</b>	<b>Sequential Assessment</b>	<b>Impact Assessment</b>	<b>Other Requirements</b>
<b>Small</b>	Under 250 sq m located within rural areas or villages	No	No	Accessibility standards*
<b>Small</b>	Under 250 sq m located within urban areas	Yes	No	n/a
<b>Medium</b>	251 – 2,499 sq m	Yes	No	n/a
<b>Large</b>	Over 2,500 sq m	Yes	Yes	n/a

\* Table 1 in Appendix 2 of the Core Strategy sets out the accessibility standards and indicators for employment uses.

Locations which are subject to a sequential assessment are identified on Map xxx:

5.2.42 It is considered appropriate for small scale offices and office extensions to be supported in regeneration areas and in accessible rural locations away from town and local centres, without the need for a sequential test. The threshold size of small scale is defined as 250sq.m. Therefore in regeneration areas and in those areas not served by a centre in rural areas or villages (as shown on Map 4) small scale office development (up to 250sq.m) will be permitted without the need to undertake a sequential test. Locations outside of the Settlement Hierarchy will need to demonstrate compliance to accessibility standards as outlined in Table 1, Appendix 2 of the Core Strategy. All office development larger than 250sq.m will need to undertake a sequential assessment.

5.2.43 (Formerly part of 5.2.37) Within this context, limited additional office development may be acceptable in out of centre locations where they are demonstrably sustainable, where proposals are of an appropriate scale to existing development and will not compromise the centres first approach.

5.2.44 National planning guidance advises when assessing applications for office development outside of town centres, an impact assessment will be required if the development is over 2,500sq.m. For the purposes of the Core Strategy it is considered appropriate to apply this threshold to large scale office development.

## POLICY EC2: OFFICE DEVELOPMENT

Appropriate locations for allocations and windfall office development;

- (i) ~~Town Centres and edge of town centres are promoted as locations for office development. A target of 655,000sqm for the city centre and 23,000 sqm (equivalent to 2.3% of identified need over the plan period) of new office floorspace is set for locations in or on the edge of town centres to guide allocation documents.~~
- (ii) ~~The City Centre will be~~ The focus for most office development will be within and/or edge of the City Centre, *and designated* town and local centres. ~~Locations on the edge of the City Centre will also be appropriate for offices as part of mixed use development.~~

Due to the availability of development opportunities in centre and edge of centre, out of centre proposals would normally be resisted ~~however there are~~ *with the* exceptions ~~of which are:~~

- (iii) Existing commitments for office development will be carried forward to meet the identified floorspace requirement over the plan period, unless it would be more sustainable for the land to be re-allocated to meet identified needs for other uses.
- (iv) To provide flexibility for businesses, smaller scale office development ( up to 1,500 250 sqm) will be acceptable in out of centre locations in the following locations not be subject to sequential ~~and impact~~ assessments in the following locations;:
- i. Regeneration areas identified under Spatial Policy 4
  - ii. ~~Other accessible locations (defined in Policy T2) within the Main Urban Area, Major Settlements and Smaller Settlements.~~
    - ii *Settlements within the Hierarchy which do not have a designated centres as outlined in Map 4.*
    - iii *Villages or rural areas that are not included in the Settlements Hierarchy, which will also be subject to the accessibility standards as defined by Table 1 in Appendix 2.*

*Map xxx: shows which locations are subject to a sequential assessment*

- (v) In existing major employment areas, which are already a focus for offices, some small scale office floorspace may be acceptable where this does not compromise the centres first approach.

## **REVISED WORDING TO POLICY EC3**

### **Safeguarding existing employment land and industrial areas**

5.2.42a The Council has a commitment to deliver an appropriate local balance between potentially competing uses of land, particularly housing and employment. The market alone will not necessarily deliver that balance, especially where land value for housing are substantially higher than those achievable for (B Class) employment uses.

5.2.42b *Policy EC3 applies to proposals on sites currently or last in use for employment purposes within the B Class Uses (B1a – offices, B1b - Research & Development, B1c - Light industry, B2 - General Industrial; and B8 - Storage or Distribution). The issue to be determined is whether there is a planning need for the site to remain in employment uses. There is a shortage of employment sites in certain locations but potential oversupply in others. The conclusions relating to land supply in the Leeds Employment Land Review (2010 Update) and subsequent updates will be a key consideration when making assessments of proposals for the development of existing employment sites.*

5.2.43a ~~During the Plan period it is very likely that non-employment uses (i.e. outside the B use classes) will be proposed on allocated employment sites or involving redevelopment of existing employment sites.~~ Leeds as with other major cities can be characterised as a place where both 'strong' and 'weak' markets coexist. Therefore as part of an integrated approach at local level, these market conditions will require an appropriate planning response (as set out in Policy EC3) to consider necessary interventions to manage them. *Policy EC3 sets the criteria for the release of land from employment allocations and the release of land or buildings at present or last in employment uses, whilst maintaining safeguards for the supply of employment land and premises where the need is clear.*

5.2.43b *This is a criteria based policy which applies to the consideration of planning applications. Part A, which includes bullet points (i) to (iii), relates to sites not identified in area of shortfall and therefore assessed on a District-wide basis. Whilst Part B (iv) refers to only sites located within areas of shortfall.*

#### **Part A: For all sites across the District**

(i) *Relates to points (ii) and (iii) where existing premises/site are considered non-viable in marketability terms. Non-viable may be defined as:*

- *property or land has remained empty or vacant for a period of time despite being marketed, or*
- *the employment space no longer serves the needs of businesses, and may be incompatible with neighbouring uses through noise and amenity issues.*

(ii) *Relates to any proposals on employment land, sites or premises which already have an employment allocation\* or identified in the Employment Land Review in place for B Use Class employment type.*

*(\* Current land/premises allocated for employment uses will be safeguarded until their long term future is reviewed and determined through the LDF Allocation documents.)*

*Employment needs are identified in Spatial Policy 8 which defines the key job sectors whilst Spatial Policy 9 sets out the amount of land needed to deliver these employment sectors over the plan period.*

*Applies to land or premises previously or currently used for employment but which are not allocated.*

(iii) *The nature of the mixed use proposal should deliver the Core Strategy employment objectives as identified in Spatial Policy 8 and 9.*

#### Part B: Proposals in Shortfall Areas

*Part B refers to sites in shortfall areas. Applications will be assessed using an appropriate definition of “surrounding area” as agreed between the Council and the applicant with reference to Table 1 – Accessibility Standards and Indicators for Employment and Social Infrastructure Uses in Appendix 2.*

*The availability of sites and past take up in the surrounding area will be assessed to determine how much supply should be maintained to achieve the economic objectives of the Core Strategy.*

5.2.43c Local need is calculated for the total amount of land that will be required in an area based on projected population change. This calculation will identify surplus and deficit of any local provision.

5.2.44 Leeds Employment Land Review (Update 2010) identified a potential shortfall of available employment land in some areas of the district, particularly in the north and west of the city. Over the last decade there has also been a significant loss of existing employment sites to other types of development, particularly new housing encouraged by the focus on Brownfield development. Whilst redevelopment is often positive, consideration also has to be given to the retention of local employment opportunities. Therefore, in areas where there is **an identified** shortfall in the provision of employment land there will be a presumption against loss of employment sites to other uses.

~~5.2.45 The areas to be used for this purpose are the ten sub-areas referred to as Area Committees covering all of the areas in Leeds: Inner North West; Outer North West; Inner West; Outer West; Inner North East; Outer North East; Inner East; Outer South **Outer East** and Inner South. Each sub-area includes a number of settlements which are covered by the committees.~~



5.2.45 *The Leeds Employment Land Review (2010 Update) identifies the following local sub areas - Inner North East, Inner North West, Inner West, Outer North West and Outer North East where there are currently shortfalls in employment land provision.*

5.2.46 *Many of these areas where deficiencies exist are in locations where land is not available and accessibility is also an important issue, particularly the needs of businesses to access transportation networks. Subsequent updates of the Leeds Employment Land Review will monitor and bring up to date any changes to these areas.*

**Insert  
Map 12 City of Leeds Management Areas**

**POLICY EC3: SAFEGUARDING EXISTING EMPLOYMENT LAND AND INDUSTRIAL AREAS**

The Employment Land Review identifies the following local sub areas—Inner North East, Inner North West, Inner West, Outer North West and Outer North East where there are currently shortfalls in employment land provision:

*A) Proposals for a change from B Use Classes on sites which were last used or allocated for employment to other economic development uses including town centre uses or to non-employment uses will only be permitted where:*

~~Development of sites for non-employment uses, which were last used or allocated for employment will only be permitted where;~~

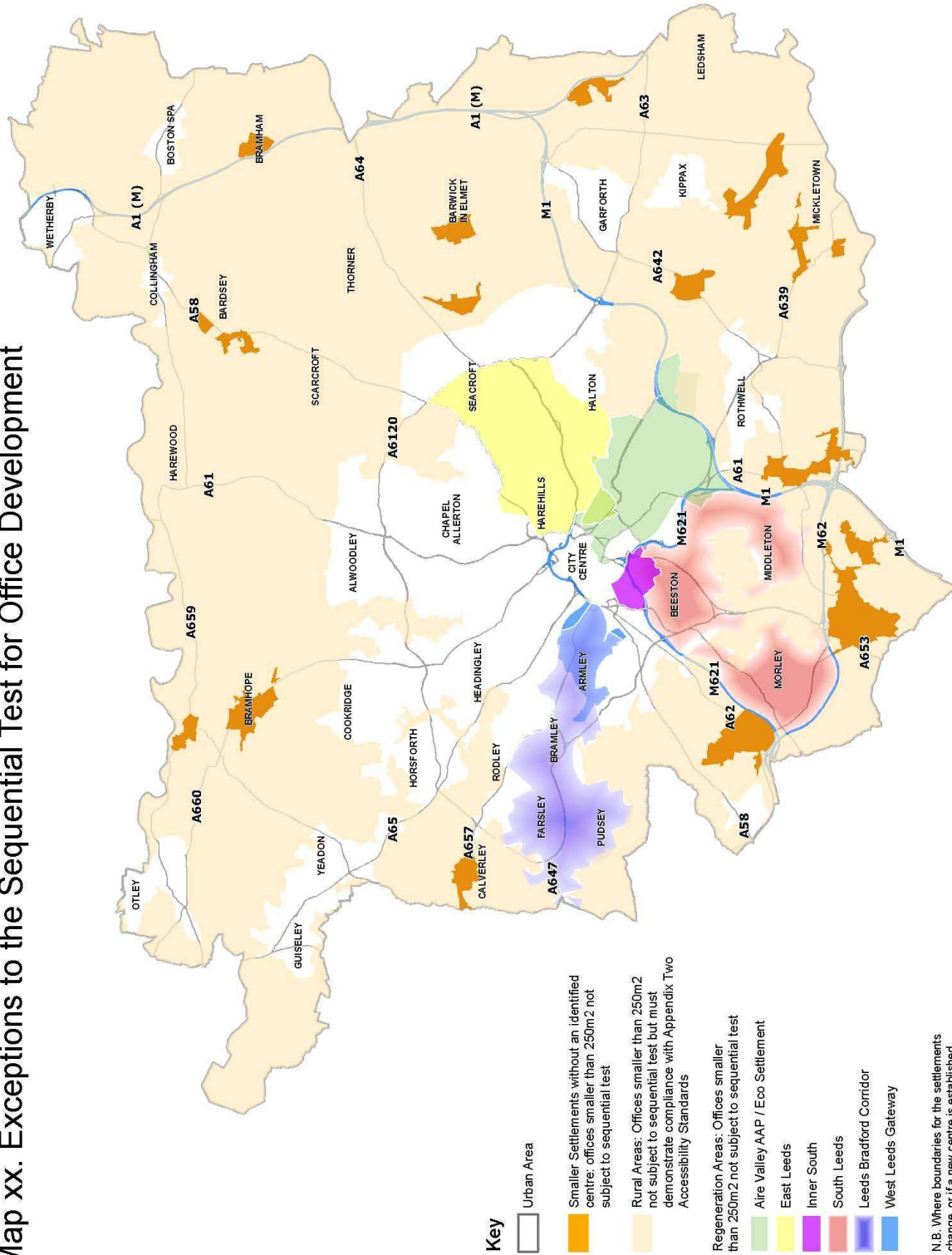
- (i) Existing buildings and land are considered to be non-viable in terms of market attractiveness, business operations, age, condition and/or compatibility with adjacent uses and*
- (ii) The proposal would not result in the loss of a deliverable employment site necessary to meet the employment needs during the plan period ('employment needs' are as identified Spatial Policies 8 & 9); or*
- (iii) (iii) In areas of shortfall The proposal will deliver a mixed use development which continues to provide for a good range of local employment opportunities and would not undermine the viability of the remaining employment site; and*

*B) Where a proposal is located in an area of shortfall as identified in the most recent Employment Land Review, non-employment uses will only be permitted where:*

The loss of the employment provision on the site can be mitigated *sufficiently* by the availability of ~~identified sites~~ *existing employment land and premises* in the \*surrounding area which are suitable to meeting the employment needs of *the area* (\*surrounding area will be defined by drive time and public transport accessibility in Policy T2); and

# Appendix 3. Proposed map to support Core Strategy Policy EC2 – Office Development

Map xx. Exceptions to the Sequential Test for Office Development



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**Report of the Director of City Development**

**Report to: Development Plan Panel**

**Date: 7<sup>th</sup> August 2012**

**Subject: LDF Core Strategy – Publication Draft, Analysis of Consultation Responses: Urban Design, Conservation, Landscape & Managing Environmental Resources**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

**Summary of main issues**

1. The Core Strategy Publication Draft was subject to six weeks public consultation during 28<sup>th</sup> February to 12 April 2012. This report covers the following Core Strategy topics Urban Design, Conservation, Landscape and topics contained within the Managing Environmental Resources theme. Section 3 of this report summarises the issues raised and the table. For each of these topics in turn Appendix 1 suggests how the City Council should respond and Appendix 2 illustrates how the text of the Core Strategy would need to be altered.
  
2. The majority of the changes are minor, with the exception of a major change to incorporate a new policy and supporting text concerning the delivery of new cemeteries and burial space. Other comments raise issues which can be addressed by minor text changes to add clarification and aid understanding. The analysis and suggested changes are set out in Appendices 1 and 2.

**Recommendations**

Development Plan Panel is requested to:

i) Endorse the analysis of the issues raised and any suggested Core Strategy text and policy changes (as detailed in Appendices 1 and 2 to the report) for presentation to Executive Board for approval.

## **1.0 Purpose of this Report**

- 1.1 Within the context of the Core Strategy Initial Report of Consultation (6<sup>th</sup> June), the purpose of this report is to review consultation responses in relation to the Core Strategy topics Urban Design, Conservation, Landscape and Policies contained within the Managing Environmental Resources theme. Appendix 1 attached for each topic, summarises the representors key issues, the City Councils response and proposed action. This is followed by an Appendix 2, which sets out how the Core Strategy text should be altered in response to proposed changes.

## **2.0 Background Information**

- 2.1 Following Consideration by the Development Plan Panel and Executive Board, a 6 week period of public consultation has been undertaken, commencing on 28<sup>th</sup> February to 12<sup>th</sup> April 2012. Consistent with the LDF regulations, this is a targeted stage of consultation, with emphasis upon requesting responses in relation to the “soundness” of the plan. Within this context, the consultation material comprised of a range of documents, which were subsequently made available on line or as paper copies, including:

- Core Strategy Publication Draft (Main Document)
- Sustainability Appraisal (& Non Technical Summary)
- Habitats Regulations Assessment Screening
- Equality Impact Assessment Screening
- Draft Infrastructure Delivery Plan
- Draft Core Strategy Monitoring Framework
- Health Topic Paper
- Report of Consultation on Preferred Approach (October – December 2009)

- 2.2 Links were also incorporated to the consultation web pages to the evidence based material, which has been prepared to help inform the emerging document (including the Employment Land Review, Leeds City Centre, Town and Local Centres Study, Housing Growth in Leeds, Strategic Housing Land Availability Assessment, Strategic Housing Market Assessment and the Leeds Open Space, Sport and Recreation Assessment.

## **3.0 Main Issues**

- 3.1 In relation to the Core Strategy topics covered in this report, alongside a number of representations expressing support, the main issues raised during the consultation period can be summarised as:

### **Urban Design**

- Need to strengthen and improve the clarity of Policy P 10 and supporting text,

### **Conservation**

- Need to strengthen and improve the clarity of Policy P 11 and supporting text,

### **Landscape**

- Need to improve the clarity of the supporting text in relation to the importance of landscape and the analysis of landscape character,

### **Green Infrastructure & Greenspace Policies**

- Confusion over users incorrectly interpreting the key diagram as a site specific proposals plan & identification of additional areas which respondents feel should be identified as green infrastructure due to some misconceptions and misinterpretation over the strategic green infrastructure definition,
- The open space standard for the city centre is too low and should be 25 sq.mtrs per unit,
- Greenspace and open space standards are unsound as they have not been viability tested & are too high and will make development unviable and are too onerous,
- CIL would be the most appropriate mechanism to deal with greenspace provision
- Greenspace standards: The council do not have an up-to-date playing pitch strategy to support the outdoor green space standard, There are no indoor sports standards, the open space assessment (PPG17 study) is out of date and did not consult relevant sport governing bodies, there is no policy on new cemeteries and burial space for local needs, the access standard for playing pitches and bowling greens at a 10 minute drive is too far and should be a 15 minute walk as for tennis courts, concern that the development industry is becoming entirely responsible for making good identified greenspace deficiencies, greenspace standards are not appropriate to all development such as old people's accommodation,
- There is no reference to protection of sports facilities in the community,
- The open space evidence base is unsound and contains errors which require correction. Analysis areas obscure serious shortages in some inner city areas. Requires more local analysis areas.
- Document is flawed in relation to public health and recreational open space.

### **Protection of Important Species & Habitats and Biodiversity Improvements**

- Need to clarify and strengthen the protection of species and habitats and for improved technical information.

### **Energy & Natural Resources**

- Policy EN1 repeats national policy by replicating the Building Regulations targets within the Core Strategy,
- There is a lack of evidence for Policy EN1, that the renewables and CO<sub>2</sub> targets won't make development unviable.
- Policy EN2, changes to the BREEAM and CfSH methodologies, BREEAM and CfSH being abandoned by Government viability of applying all aspects of BREEAM and CfSH, need for flexibility for special cases such as historic buildings/conversions/extensions/special purpose buildings.
- Policy EN3, need to clarify and strengthen the supporting text.
- Policy EN4, concerns regarding viability issues.

### **Flood Risk**

- Need to clarify the supporting text and Policy wording (EN5) to regarding the application of the sequential test and requirements of the NPPF,

### **Minerals**

- Need to make more explicit reference to the identification of Minerals Safeguarding Areas (MSAs)

3.2 For each of these topics in turn, the analysis and suggested changes are set out in Appendices 1 and 2 attached.

## **4.0 Corporate Considerations**

As noted above, the Core Strategy, forms part of the Local Development Framework and once adopted will form part of the Development Plan for Leeds.

### **4.1 Consultation and Engagement**

4.1.1 As outlined in this report, the Core Strategy Publication draft has been subject to a further 6 week period of consultation. This has been undertaken in accordance with the LDF Regulations and the council's adopted Statement of Community Involvement (SCI).

### **4.2 Equality and Diversity / Cohesion and Integration**

4.2.1 An Equality Impact Assessment Screening was undertaken on the Core Strategy Publication draft, prior to consultation (see Core Strategy Executive Board Report, 10<sup>th</sup> February 2012). This concluded that equality, diversity, cohesion and integration issues had been embedded as part of the plan's preparation. For information and comment, the Screening assessment has also been made available as part of the supporting material for the Publication draft consultation. Within this overall context, it will be necessary to continue to have regard to equality and diversity issues, as part of the ongoing process of preparing the Core Strategy, including considering representations and next steps.

### **4.3 Council Policies and City Priorities**

4.3.1 The Core Strategy, plays a key strategic role in taking forward the spatial and land use elements of the Vision for Leeds and the aspiration to the 'the best city in the UK'. Related to this overarching approach and in meeting a host of social, environmental and economic objectives, where relevant the Core Strategy also seeks to support and advance the implementation of a range of other key City Council and wider partnership documents. These include the Leeds Growth Strategy, the City Priority Plan, the Council Business Plan and the desire to be a 'child friendly city'.

### **4.4 Resources and value for money**

4.4.1 The DPD is being prepared within the context of the LDF Regulations, statutory requirements and within existing resources.

## **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 The DPD is being prepared within the context of the LDF Regulations and statutory requirements. The DPD is a Budgetary and Policy Framework document and as such this report is exempt from call-in by Scrutiny.

## **4.6 Risk Management**

- 4.6.1 The Core Strategy is being prepared within the context of the LDF Regulations and the need to reflect national planning guidance. The preparation of the plan within the context of ongoing national reform to the planning system and in responding to local issues and priorities, is a challenging process. Consequently, at the appropriate time advice is sought from a number of sources, including legal advice and advice from the Planning Advisory Service and the Planning Inspectorate, as a basis to help manage risk and to keep the process moving forward.

## **5. Conclusions**

- 5.1 This report provides an overview of the issues raised in relation to the Urban Design, Conservation, Landscape topics and Policies contained within the Managing Environmental Resources theme. The majority of responses can be addressed as minor changes, with the exception of a major changes to introduce a new criteria based policy for Cemeteries and Burial grounds.

## **6. Recommendations**

- 6.1 Development Plan Panel is requested to:

i) Endorse the analysis of the issues raised and any suggested Core Strategy text changes (as detailed in Appendices 1 and 2 to the report) for presentation to Executive Board for approval.

## **7. Background documents<sup>1</sup>**

- 7.1 A substantial number of documents are available representing various stages in preparation of the DPD and the background evidence base and Equalities Impact Assessment Screening. These are all available on the city council's web site (LDF Core Strategy Pages) or by contacting David Feeney on 247 4539.

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<sup>1</sup> The background documents listed in this section are available for inspection on request for a period of four years following the date of the relevant meeting. Accordingly this list does not include documents containing exempt or confidential information, or any published works. Requests to inspect any background documents should be submitted to the report author.



**Appendix 1**

**Core Strategy Publication Draft - Analysis of Consultation Responses**

**Policy P10 and General comments on Urban Design**

Representor/Agent	Representor Comments	LCC Initial Response	Action
Leeds Civic Trust	<p>1) The 10 urban design principles mentioned in 5.3.38 (and adopted in 2005) should be spelled out in Policy P10. These are not currently SPD and therefore should be included in the policy to give them statutory status.</p> <p>2) Under point (iii) there is some potential conflict about protection and enhancement, especially as far as skylines are concerned. At least reference should be made here to the adopted Tall Buildings Strategy.</p> <p>3) Also in this policy, cross-reference should be included to Neighbourhoods for Living, the Sustainable Construction and Design Guide and the green infrastructure policies in the CS. It is suggested that the 10 urban design principles mentioned in 5.3.38 (and adopted in 2005) in Policy P10. Reference should be made here to the adopted Tall Buildings Strategy. Cross-references should be included to Neighbourhoods for Living, the</p>	<p>1) The Ten Urban Design Principles are adopted (Executive Board, January 2005) and it is considered sufficient that they are mentioned in para 5.3.38.</p> <p>2) iii) Skylines: Fundamental approach to good urban design is to protect and enhance skylines, views, vistas, glimpses. It is not considered essential to modify this element but a further pointer towards Tall Buildings Strategy may be appropriate.</p> <p>3) Noted</p>	<p>1) No change</p> <p>2) Proposed change Include reference to Tall Buildings Strategy in 5.3.39 <i>The following policy sets out an overarching approach to a consideration of design. This policy approach is supported by a range of SPD's supporting design including Neighbourhoods for Living; City Centre Urban Design Strategy; Tall Buildings Strategy;</i></p> <p>3) Proposed change, Suggest links to documents and SPD guidance at the end of the Design section in</p>

	Sustainable Construction and Design Guide and the green infrastructure policies in the CS		para 5.3.39 <i>The following policy sets out an overarching approach to a consideration of design. This policy approach is supported by a range of SPD's supporting design including Neighbourhoods for Living; City Centre Urban Design Strategy; Tall Buildings Strategy; Building for Tomorrow Today; and the wealth of Village and Neighbourhood Design Statements.</i>
British Library (via Drivers Jonas Deloitte)	1) Support para 2 in particular in relation to the approach taken to consultation on design. The British Library is committed to the exploration of high quality and innovative design as exemplified through its recent planning approvals. The need to develop and pursue a consultation strategy that is appropriate to the nature and location of the development is considered essential and felt to be appropriate recognised within the wording of P10.	1) Support welcomed. British Library proposals were a success due to early engagement with stakeholders and design teams.	1) No change
West Yorkshire Archaeology Advisory Service	1) The National Planning Policy Framework makes clear (para.6) the purpose of the planning system is to deliver sustainable development. Para 7 of the NPPF is explicit in	1) NPPF is explicit in its support for good design to run throughout the planning process. This has been supported by two recent NPPF based Inspectorate decisions where the importance of design was paramount.	1) Proposed change Suggest minor rewording of Policy P10 principle ii) <i>and enhances the district's existing, historic</i>

	<p>stating that the environmental aspect of sustainable development is to help protect and enhance "our natural, built and historic environment"</p> <p>The following changes are proposed, Policy P10 Design is too narrow and restrictive in specifically identifying only "historically and locally important buildings" as being the aspect of the historic environment that needs to be protected and enhanced.</p>	<p>However, would tend to agree that the Policy is too narrow and does not cover the many aspects and wide remit that design has.</p>	<p><i>and natural assets, in particular, historic and natural site features and locally important buildings, spaces, skylines and views.</i></p>
<p>The Ledston Estate, The Hatfeild Estate, The Diocese of Ripon and Leeds, Meadowside Holdings Ltd, The Bramham Park Estate, A R Briggs and Co, Estate Charity, Lady Elizabeth Hastings Estate Charity (via Carter Jonas).</p>	<p>1) Previous comments relating to this policy would suggest that it should be a strategic spatial policy as it relates to all development in the District. We would maintain this position. Good quality design lies at the heart of Government guidance and the principles of sustainable development.</p>	<p>1) Comments noted. Design is an integral part of the document as reflected by Policy P10 and within Spatial Vision in Place making (iii)</p>	<p>1) No change</p>
<p>Inner NW Area Committee Planning Sub Group</p>	<p>Concern that P10 is unsound, within the context of the Planning Inspectorate document 'Local Development Frameworks: Examining Development Plan Documents: Soundness Guide'.</p> <p>1) The first part of Policy P10 which the group would like to comment on is point iv) of Policy P10 which states:</p>	<p>1) Comments noted. 'Practical issues' such as car, cycle parking, waste etc do present some challenges to new developments and the suggestion of 'positive' design is welcomed and supported. Such suggestions</p>	<p>1) Proposed change (iv) Car parking, cycle, waste and recycling storage <i>should be</i></p>

	<p>[Proposals will be supported where they accord with the following key principles:]</p> <p>(iv) Car parking, cycle, waste and recycling storage are integral to the development. The group believes that it is not simply enough to require that 'car parking, cycle, waste and recycling storage are integral to the development' but that an emphasis should be placed on the requirement to design these aspects positively. The group notes that this is an emphasis placed by national government in the National Planning Policy Framework. It is also considered that the drafted wording of point iv) significantly reduces the effectiveness of this policy and does not reflect the emphasis placed on amenity issues which is shown in para. 5.3.39. As has been demonstrated in many recent housing (and other) developments in Leeds where the design of car parking and cycle, waste and recycling storage has not been given sufficient consideration, this has had a significant impact on the character and sustainability of the overall developments. The absence of an emphasis on 'positive design' in relation to car parking and cycle, waste and recycling storage would leave the Council with a policy which leads to ineffective development management</p>	<p>should be defensible at Planning appeal if necessary and an application was refused for such a reason.</p>	<p><i>designed in a positive manner and be are integral to the development</i></p>
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	<p>outcomes.</p> <p>2) The group would also like to comment on paragraph 5.3.39. The group welcomes the emphasis on good quality design but feels that the above paragraph is a suitable point to make reference to Neighbourhood and Village Design Statements which include detailed character assessments of local areas and place an emphasis on design principles which should be given consideration as part of prospective developers design process. It is noted that Neighbourhood Design Statements are mentioned on page 60 of the Core Strategy in paragraph 5.2.8 in relation to housing density and the group feels that paragraph 5.3.39 is also a relevant point to give reference to these documents.</p> <p>The INWAC Planning Sub Group consider that the following redraft of Policy P10 would address the concerns raised in section 5.          “New development for buildings and spaces, and alterations to existing, should be based on a thorough contextual analysis to provide good design appropriate to its scale and function. New development will be expected to deliver high quality innovative design that has evolved, where appropriate, through</p>	<p>2) Support comments to refer to Neighbourhoods for Living and the various local design guidance that is being produced. It should also be noted that designing out crime is just one aspect of good design and perhaps this policy places greater emphasis on these issues than is necessary. Perhaps a rewording of these elements could better capture the wide remit of design guidance available rather than simply focus on very specific issues. The existing saved guidance that exists (‘Neighbourhoods for Living’ and VDS/NDS etc) should also be noted together with the national guidance set out in ‘Secured by Design’ to ensure consistency with the requirements set out by the NPPF</p>	<p>2) Proposed Change          Suggest links to documents and SPD guidance at the end of the Design section in para 5.3.39 <i>The following policy sets out an overarching approach to a consideration of design. This policy approach is supported by a range of SPD’s supporting design including Neighbourhoods for Living; City Centre Urban Design Strategy; Tall Buildings Strategy; Building for Tomorrow Today; and the wealth of Village and Neighbourhood Design Statements.</i></p>
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	<p>community consultation and which respects and enhances the variety of existing landscapes, streets, spaces and buildings according to the particular local distinctiveness and wider setting of the place, contributing positively towards place making and quality of life and be accessible to all. Proposals will be supported where they accord with the following key principles;</p> <ul style="list-style-type: none"><li>(i) The size, scale and layout of the development is appropriate to its location and respects the character and quality of the external spaces and the wider locality,</li><li>(ii) The development protects the visual, residential and general amenity of the area including useable space, privacy, noise, air quality and satisfactory penetration of daylight and sunlight,</li><li>(iii) The development protects and enhance the district's historic assets in particular existing natural site features, historically and locally important buildings, skylines and views,</li><li>(iv) Car parking, cycle, waste and recycling storage should be designed in a positive manner and be integral to the development,</li><li>(v) The development creates a safe and secure environment that reduce the opportunities for crime without compromising community cohesion,</li><li>(vi) The development is accessible</li></ul>		
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	<p>to all users. The INWAC Planning Sub Group consider that the following redraft of paragraph 5.3.39 would address the concerns raised in section 5. 5.3.39</p> <p>There are a variety of issues that require consideration at the outset of the design process which include but are not limited to; designing out crime; disabled access; the orientation of buildings to address amenity issues such as air quality, daylight, noise and privacy; waste and recycling storage; and car and cycle parking. Developers are required to cross reference other development plan policies on relevant issues such as flood risk mitigation, renewable energy measures and sustainable construction to ensure that they are integral to the design process. Developers should also give careful consideration to Neighbourhood and Village Design Statements which place an emphasis on area specific character and design principles.</p>		
C/o Hileys Solicitors (via LDP Planning)	<p>1) Encouraged by the policies seeking to ensure the protection of existing nature conservation interests, green space and the historic environment, as well as policies seeking to achieve highest possible design standards. Standards in P10 are not unduly onerous but it is considered that highest possible standards of design</p>	<p>1) Broad support for policy noted. Disagree with philosophy that highest quality of design should not be aimed for in all locations as this could undermine the NPPF and Core Strategy's approach to place making and local distinctiveness. New developments such as those near or within Conservation Areas often require higher attention to the way the building looks by definition. However good design is about much more than this, the functionality, practicality, sustainability and aesthetics are all equally important and this is reflected</p>	<p>1) No change</p>

	<p>should be integrated into developments which are located close to sensitive locations. P10 refers to the protection and enhancement of the districts historic assets with reference to particular site features, however greater appreciation should be given to the wider benefits of development, including connectivity between spaces, sustainability and promoting the reuse of redundant (not necessarily Previously Developed) and inefficiently used land.</p>	<p>strongly in the NPPF. It is important to note that design is important throughout Leeds, regardless of location, with no exceptions.</p>	
<p>Leeds, York and North Yorkshire Chamber of Commerce</p>	<p>1) 8.4 With reference to the City Centre connectivity to the 'City rim' (Diagram 6), concern is expressed that insufficient emphasis is placed upon the importance that quality public realm should play in enhancing this connectivity. (c) Policy CC3 talks about improving connections to the City Centre. Again the role of quality public realm needs to be emphasised as a mechanism to deliver this objective. Good public realm plays a vital part in connecting the City Centre to the Rim. This policy should be redrafted to reflect this.</p>	<p>Agree that public realm is highly important and wholeheartedly agree that connections over the rim are essential for the future sustainability of the City. Sites at the city centre margins are essential to achieve good connections to the 'rim' areas and the principle of this should be recognised. The quality of links is not completely concerned with the physical appearance of public realm but more about the way the spaces and routes function, i.e. are there active frontages etc to create a sense of belonging and safety.</p>	<p>1) Proposed change</p> <p>Emphasise public realm and importance of well designed and desirable linkages in P10 Design. See revised P10 i) <i>appropriate to its context and respects the character and quality of surrounding buildings; the streets and spaces that make up the public realm and the wider locality</i></p> <p>Revise CC1 (iv) 'Supporting services and open spaces <i>and improvements to the public realm.</i>'</p>



Leeds, York and North Yorkshire Chamber of Commerce	1) We strongly recommend that the core strategy contains a specific aspirational policy on the improvement and creation of Public Realm that includes our City Centre, suburbs and surrounding towns and villages. The distinctive character of these areas should be enhanced and encouraged to create a richness that makes up the overriding character of Leeds.	Two points here. One regarding the public realm improvements and secondly regarding the appreciation and enhancement of the respective distinctive characters of Leeds. Noted but considered there is sufficient mention in the CS about local distinctiveness and public realm. Reference is made to greenspaces and public realm in the supporting text for policy G5. Suggest additional wording in CC1 and P10 to include specific mention of public realm.	1) Proposed change wording changed in P10 <i>appropriate to its context and respects the character and quality of surrounding buildings; the streets and spaces that make up the public realm and the wider locality.</i> Revise CC1 (iv) 'Supporting services and open spaces and improvements to the public realm.'
Leeds, York and North Yorkshire Chamber of Commerce	As a guide the Urban Design Principles formed by the Chamber's QPS Group should be adopted as policy (perhaps through incorporation into Policy P10). The principles are: a) Provide a context and venue for social interaction. b) Designed primarily for the pedestrian. c) Design the space as 'an outdoor room'. d) Create a clear and lively relationship between indoor and outdoor uses. e) Cater for different uses; provide an inclusive not exclusive place. f) Plan a 24 hour space. g) Key elements must be robust and attractively designed. h) Ensure the space becomes of the existing urban hierarchy.	Noted. Broad principles are consistent with our Ten Urban Design Principles but it is considered that this level of detail on the public realm is beyond the scope of the Core Strategy. However, it should be noted that the QPS'Group's principles have been well received and are used on a day to day basis, as guiding principles in public realm work.	1) No change
Leeds, York and North Yorkshire	Public Realm forms a vital part of our City's infrastructure forming the	Important points noted but it is considered there is sufficient mention in the CS about high quality design	1) Proposed Change wording changed in

<p>Chamber of Commerce</p>	<p>majority of open space between developments. This space provides the connections that make out City work, and space for recreations, leisure, relaxation and social intercourse. The importance of the quality both in design, materials and maintenance is well recognised in enhancing both the quality of our built environment and people's wellbeing. The relationship between our buildings, transport infrastructure and public realm must be recognised as a vital element in improving the quality of our city and neighbouring towns and villages. The adoption of this quality is paramount if the city is to attain its status as the best City ion the UK by 2028.</p>	<p>and the public realm. Socially and economically the importance of public realm (spaces, streets, parks etc) is recognised on several levels. Reference is also made to the public realm in the supporting text for policy G5. Suggest additional wording in CC1 and P10 to include specific mention of public realm.</p>	<p>CC1(iv) and Policy P10 as above and supporting text</p> <p><i>5.3.36 Good design is central to making successful places. The Council supports good design that conserves and responds to local character. This is evident in the Vision for Leeds 2011-2030 and the City Priority Plan (2011-2015), which states that "Our purpose is to improve life for the people of Leeds and make our city a better place", and in the wealth of design documents the Council has adopted. Good design is a key aspect of sustainable development and essential in creating places in which current and future generations can live a high quality of life which is fulfilling and healthy. Good design goes beyond aesthetic considerations and should address the connections between people and places and the integration of new development into the</i></p>
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			<p><i>built environment. Design can also assist in tackling the most cross cutting issues of sustainable development such as climate change, car dependence, community cohesions and health and wellbeing. The vast majority of people who live and work in the Leeds City Region do so in an urban environment. Their quality of life depends heavily upon the quality of their environment. In order to continue its economic success in a sustainable manner, and in order to achieve its aim of being the Best City in the UK by 2030, Leeds must build upon and retain the high quality of its built and natural environment.</i></p> <p><del>5.3.37 Leeds' townscape is rich in quality and ranges from leafy suburbs and villages to market towns, former mining towns, inner urban areas and a vibrant City Centre Centre. The urban</del></p>
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			<p><i>environment of Leeds is rich in quality and ranges from leafy suburbs and rural villages to market towns, industrial towns, inner urban areas and a vibrant city centre. Good Urban Design can help understanding of these unique and special places and inform opportunities for appropriate development that is respectful and enhances our City as a whole. An overarching aim is to create and sustain people-friendly places for the benefit of the residents and businesses of Leeds and endeavouring to support developers seeking to deliver highest quality design solutions.</i></p> <p>5.3.38 Leeds recommends the ten Urban Design Principles, which were adopted by the City Council (Executive Board in January 2005), for creating successful design. An essential element is to include representatives from a</p>
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			<p>wide range of disciplines to form a Design Team, as for design to be successful all disciplines need to be considered from the early onset of a project. Design workshops are a useful tool for developing the design and can provide an opportunity for local people to be involved, ensuring that the end result is fit for purpose. They will help to develop the best outcome and will inform the production of Design and Access Statements. This will encourage the design and retention of attractive, walkable neighbourhoods, serving residents, businesses and visitors well. Creativity and appropriate innovation is encouraged to achieve excellent place-making for the 21<sup>st</sup> century, with sustainable solutions respecting and providing for future generations. <i>The City Council has a long-standing commitment to delivering high quality urban</i></p>
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			<p><i>design. This is reflected in the Ten Urban Design Principles (adopted by Executive Board in January 2005) as a basis to inspire and enhance the design quality in Leeds and provide a robust framework for creating successful places at all levels. Together with early stakeholder working in the form of design workshops and consultation, investing in good urban design can create economically successful development that functions well and has a lasting effect now and into the future</i></p> <p>5.3.39 Add following text after "...design process".</p> <p><i>The following policy sets out an overarching approach to a consideration of design. This policy approach is supported by a range of SPD's supporting design including Neighbourhoods for</i></p>
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			<p><i>Living; City Centre Urban Design Strategy; Tall Buildings Strategy; Building for Tomorrow Today; and the wealth of Village and Neighbourhood Design Statements.</i></p> <p><i>Neighbourhoods for Living and the City Centre Urban Design Strategy contain principles and process guidance which should be used to lead to excellence and responsive design.</i></p>
Leeds, York and North Yorkshire Chamber of Commerce	Green Infrastructure plays a key role in the vitality and quality of the City and the distinctiveness of Leeds as an urban settlement can be enhanced through greater emphasis being placed upon its existing assets, in particular the 'green corridors' which run into the City Centre. Their role and quality should be better recognised in order to ensure that Leeds is a distinctive and beautiful city for future generations.	Noted. GI is another essential ingredient in the overall desirability, biodiversity and ultimately sustainability of the City. Detailed policies for GI are included as Strategic Policy 13 and Policy G1. The supporting text for G5 specifically mentions green infrastructure in the city centre	1) No change
Leeds, York and North Yorkshire Chamber of Commerce	Support is provided to the general recognition in the document of its quality and importance in improving the environment, connectivity and people's wellbeing as well as enhancing a sense of place. However, whilst the core strategy	Agree, Although public realm is considered important it is in general covered by other wider design policies. Suggest additional wording in supporting text of P10 and revise wording in P10 i) and CC1 (iv)	2) Proposed change  Emphasise public realm and importance of well designed spaces and linkages in supporting text of P10 and revised

	<p>does make reference to design quality at various points through the document in very broad terms, insufficient emphasis is placed upon the importance of public realm in both the City Centre and the remainder of the District. There are large areas of poor open space within the City Centre and across the wider area. Much greater emphasis should be placed upon enhancing quality rather than blanket protection of spaces (e.g. Para 5.1.20).</p>		<p>P10 i) and CC1 (iv) <i>appropriate to its context and respects the character and quality of surrounding buildings; the streets and spaces that make up the public realm and the wider locality</i></p> <p>Revise CC1 (iv) 'Supporting services and open spaces <i>and improvements to the public realm.</i>'</p>
English Heritage	<p>Policy P10: We support this Policy especially Criterion (iii) relating to the historic environment. It is essential that new developments respect those elements which contribute to the distinctive character of the various parts of the District and, in the case of Criterion (iii), to the significance of its heritage assets.</p>	Support welcomed	1) No change
Aberford Parish Council	<p>Policies P10 - P12 We believe there is a strong role to play in these policy areas for village and neighbourhood design statements where these have been adopted by the City Council or are in preparation. Specific reference to the status of these plans and the need for reference to be made to them should be outlined in these policies (and others where</p>	<p>Agree. It should be noted that where Village and Neighbourhood Design Statements have been prepared and adopted as SPD's, these are recognised as part of the LDF and will be used to inform planning decisions.</p>	1) No change



	appropriate).		
Barwick in Elmet & Scholes Parish Council	Policy P10 Design as drafted is strongly supported along with the content of Paragraph 5.3.39.	Support welcomed	1) No change
Leeds Residential Property Forum (via Bury & Walker Solicitors)	<p>Recycled waste and recycling storage - Often it is not feasible/practical to meet the kind of requirements that can be imposed by the Council which mean that otherwise appropriate development cannot go forward. The Forum objects to the inclusion of this provision.</p> <p>Accessibility for all users - Whilst the Forum is supportive of ensuring that so far as is practicable access is made available to all it has to be recognised that in certain types of properties, especially conversions, this is simply not feasible and therefore to expect this in all types of development is unrealistic and inappropriate.</p>	These issues are dealt with on their own merits in every application and the weight given to such policies will be at the officer's discretion. Where such solutions can be accommodated the policy shall be applied, however it is recognised that in all cases such standards cannot be implemented and a balanced decision will have to be taken place in such cases.	1) No change
The Victorian Society	Policy P10: we support this policy in general and in particular section (iii) "The development protects and enhances the district's historic assets...historically and locally important buildings.	Support welcomed	1) No change
Hammerson UK Properties Ltd (via Barton Willmore)	Support the general aim of this policy. However, the policy should allow flexibility for developments which accord in principle with the Spatial Development Strategy and Spatial Policies. Policy P10 should therefore be reworded to allow for exceptions to the key principles on a	Support welcomed. It is possible that accommodation may have to be made for different circumstances and every case is judged on its respective merits. However it is not felt that the principles are unduly onerous.	1) No change

	<p>case by case basis. For example, a scheme may offer a number of wider benefits that would outweigh failure to comply with one of the key principles, or compliance with all of the listed key principles may have an adverse impact on the overall viability and delivery of future development schemes. As drafted the policy makes no allowance for such exceptions.</p>		

## **APPENDIX 2 – CHANGES TO CORE STRATEGY TEXT**

### **POLICY CC1: CITY CENTRE DEVELOPMENT**

The City Centre will be planned to accommodate at least the following:

- (i) 655,000 sqm of office floorspace.
- (ii) 31,000 sqm of net additional retail space (comparison), following completion of the Trinity and Eastgate schemes and subject to need being confirmed in a further retail study.
- (iii) 10,200 dwellings.
- (iv) Supporting services and open spaces *and improvements to the public realm*

#### **Design, Conservation and Landscape**

##### **Design**

~~5.3.36 Good design is central to making successful places. The Council supports good design that conserves and responds to local character. This is evident in the Vision for Leeds 2011-2030 and the City Priority Plan (2011-2015), which states that “Our purpose is to improve life for the people of Leeds and make our city a better place”, and in the wealth of design documents the Council has adopted.~~ *Good design is a key aspect of sustainable development and essential in creating places in which current and future generations can live a high quality of life which is fulfilling and healthy. Good design goes beyond aesthetic considerations and should address the connections between people and places and the integration of new development into the built environment. Design can also assist in tackling the most cross cutting issues of sustainable development such as climate change, car dependence, community cohesions and health and wellbeing. The vast majority of people who live and work in the Leeds City Region do so in an urban environment. Their quality of life depends heavily upon the quality of their environment. In order to continue its economic success in a sustainable manner, and in order to achieve its aim of being the Best City in the UK by 2030, Leeds must build upon and retain the high quality of its built and natural environment.*

~~5.3.37 Leeds’ townscape is rich in quality and ranges from leafy suburbs and villages to market towns, former mining towns, inner urban areas and a vibrant City Centre.~~ *5.3.37 Leeds’ townscape is rich in quality and ranges from leafy suburbs and villages to market towns, former mining towns, inner urban areas and a vibrant City Centre. The urban environment of Leeds is rich in quality and ranges from leafy suburbs and rural villages to market towns, industrial towns, inner urban areas and a vibrant city centre. Good Urban Design can help understanding of these unique and special places and inform opportunities for appropriate development that is respectful and enhances our City as a whole. An overarching aim is to create and sustain people-friendly places for the benefit of the residents and businesses of Leeds and endeavouring to support developers seeking to deliver highest quality design solutions.*

5.3.38 Leeds recommends the ten Urban Design Principles, which were adopted by the City Council (Executive Board in January 2005), for creating successful design. An essential element is to include representatives from a wide range of disciplines to form a Design Team, as for design to be successful all disciplines need to be considered from the early onset of a project. Design workshops are a useful tool for developing the design and can provide an opportunity for local people to be involved, ensuring that the end result is fit for purpose. They will help to develop the best outcome and will inform the production of Design and Access Statements. This will encourage the design and retention of attractive, walkable neighbourhoods, serving residents, businesses and visitors well. Creativity and appropriate innovation is encouraged to achieve excellent place making for the 21<sup>st</sup> century, with sustainable solutions respecting and providing for future generations. *The City Council has a long-standing commitment to delivering high quality urban design. This is reflected in the Ten Urban Design Principles (adopted by Executive Board in January 2005) as a basis to inspire and enhance the design quality in Leeds and provide a robust framework for creating successful places at all levels. Together with early stakeholder working in the form of design workshops and consultation, investing in good urban design can create economically successful development that functions well and has a lasting effect now and into the future*

5.3.39 There are a variety of issues that require consideration at the outset of the design process which include but are not limited to; designing out crime; disabled access; the orientation of buildings to address amenity issues such as air quality, daylight, noise and privacy; waste and recycling storage; and car and cycle parking. Developers are required to cross reference other development plan policies on relevant issues such as flood risk mitigation, renewable energy measures and sustainable construction to ensure that they are integral to the design process. *The following policy sets out an overarching approach to a consideration of design. This policy approach is supported by a range of SPD's supporting design including Neighbourhoods for Living; City Centre Urban Design Strategy; Tall Buildings Strategy; Building for Tomorrow Today; and the wealth of Village and Neighbourhood Design Statements. Neighbourhoods for Living and the City Centre Urban Design Strategy contain principles and process guidance which should be used to lead to excellence and responsive design.*

#### **POLICY P10: DESIGN**

New development for buildings and spaces, and alterations to existing, should be based on a thorough contextual analysis to **and** provide good design **that is** appropriate to its **location**, scale and function.

New development will be expected to deliver high quality innovative design that has evolved, where appropriate, through community consultation and which respects and enhances the variety of existing landscapes, streets, spaces and buildings according to the particular local distinctiveness and wider setting of the place, contributing positively towards place making and quality of life and be accessible to all. *inclusive design that has evolved, where appropriate, through community consultation and thorough analysis and understanding of an area. Developments should respect and enhance existing landscapes, streets, spaces and buildings according to the*

*particular local distinctiveness and wider setting of the place with the intention of contributing positively to Place Making, quality of life and wellbeing.*

Proposals will be supported where they accord with the following key principles;

- (i) The size, scale, *design* and layout of the development ~~is appropriate to its location and respects the character and quality of the external spaces~~ is appropriate to its *context* and respects the character and quality of *surrounding buildings; the streets and spaces that make up the public realm and the wider locality,*
- (ii) The development ~~protects the visual, residential and general amenity of the area including useable space, privacy, noise, air quality and satisfactory penetration of daylight and sunlight,~~ *and* enhances the district's existing, *historic* and natural assets, in particular, historic *and natural site features and locally important buildings, spaces, skylines and views.*
- (iii) The development ~~protects and enhance the district's historic assets in particular existing natural site features, historically and locally important buildings, skylines and views,~~ the visual, residential and general amenity of the *area through positive design that protects and enhances surrounding routes, useable space, privacy, air quality and satisfactory penetration of sunlight and daylight.*
- (iv) Car parking, cycle, waste and recycling storage *should be designed in a positive manner and be* are integral to the development,
- (v) The development creates a safe and secure environment that reduce the opportunities for crime without compromising community cohesion,
- (vi) The development is accessible to all users.

**Appendix 1**

**Core Strategy Publication Draft - Analysis of Consultation Responses**

**Policy P11 - Conservation**

Representor/Agent	Representor Comments	LCC Initial Response	Action
0023 Otley Conservation Task Force	<p>(1) References are exclusively to "Leeds' identity" and does not include Otley and other settlements.</p> <p>(2) Objection to the word "mimic" in respect of new buildings and preference for contextual architecture that responds to character of the conservation area.</p> <p>(3) Typo in last para of boxed text : "conservation area" should be changed to "conservation areas".</p> <p>(4) New clause required referring to Living over the Shop.</p>	<p>(1) Throughout the CS "Leeds" is used as shorthand for Leeds MD which includes the urban area and its hinterland.</p> <p>(2) "Mimics" can mean ludicrous or ridiculous imitation and a better word is "copies".</p> <p>(3) Intention is to refer to conservation areas in general.</p> <p>(4) Policy P2 last para has commitment to providing housing in town centres, which includes Otley, above ground floor in the primary and secondary shopping frontages.</p>	<p>(1) No change.</p> <p>(2) Proposed change para 5.3.41: word "copies" should be substituted for "mimics".</p> <p>(3) Proposed change to last paragraph of P11 to "conservation areas".</p> <p>(4) No change.</p>
Rep no 0062 Leeds Civic Trust	<p>(1) Support for 'local listing'.</p> <p>(2) <i>Require</i> rather than encourage archaeological investigations in specified areas.</p> <p>(3) Obligations should tie refurbishment of listed buildings to development (as distinct from enabling development), and that where entered into these should be enforced.</p> <p>(4) Council's Building at Risk Register not kept up to date and should not be the only indicator of risk.</p>	<p>(1) The production of a "local list" has a role, but the resource implications need to be established before a commitment can be given to such a list. Neighbourhood plans could be a means to identify "locally listed" buildings.</p> <p>(2) Para 3 repeats section 128 and 129 of the NPPF and should be omitted. Leeds Civic Trust's comment is therefore irrelevant.</p> <p>(3) This is covered by the fifth para of P11.</p> <p>(4) It is the most comprehensive survey of the condition of historic assets and is considered to be reasonably accurate.</p>	<p>(1) No change.</p> <p>(2) Proposed change: omit para 3 of P11.</p> <p>(3) No change.</p> <p>(4) No change.</p>

		It is hoped to combine the resources of the City Council and the Leeds Civic Trust to improve its accuracy.	
0085 CAMRA	(1) DCS does not include a section on heritage. (2) Pubs given insufficient importance, especially in regeneration schemes.	(1) P11 is a heritage policy with associated justification text. (2) Although there are several listed pubs in Leeds, they do not represent a building type which defines the character of Leeds as, say, mills do.	(1) No change. (2) No change.
0099 English Heritage	(1) para 1 reformulates national planning policy guidance and gives no indication of which assets are considered to be of special importance to the character of the city. (2) Para 5 should refer to English Heritage's Buildings at Risk Register and the range of assets in the City Council's register should be widened. (3) Para 5.3.43 should identify Regeneration Priority Areas. (4) No indication of how locally significant non-designated heritage assets will be identified. (5) Enabling development can be applied to Registered Parks and Gardens and other assets. This policy repeats national policy and is redundant. (6) Para 3: archaeological investigations are not optional but a requirement. (7) Para 2: impact on significance should be assessed. (8) Para 5.3.42: Conservation Area Appraisals and Management Plan should be used to determine appropriateness of development	(1) Section 10 of the NPPF says that "Plans and decisions need to take local circumstances into account, so that they respond to the different opportunities for achieving sustainable development in different areas." There is an opportunity to reflect the local priorities for Leeds to maintain its distinct identity and P11 should be amended. (2) The City Council's register incorporates English Heritage's register and does not have to be explicitly referred to. It would better reflect Government policy which requires local authorities to set out a positive strategy for the conservation and enjoyment of the historic environment as a totality (not just listed buildings), including heritage assets most at risk through neglect, decay or other threats. (3) Regeneration Priority Areas in Section 4.4 of the DCS are major regeneration areas which address social and economic deprivation. Opportunities may exist within these Areas for area-based conservation-led regeneration schemes, but schemes	(1) Proposed change to para 1 of P11 adding: <i>"...and their settings will be conserved, particularly those elements which help to give Leeds its distinct identity: - the Victorian and Edwardian civic and public buildings, theatres, arcades, warehouses and offices within the City centre and the urban grain of yards and alleys. - the nationally significant industrial heritage relating to its textile, tanning and engineering industries, including its factories, chimneys and associated housing. - its legacy of public parks, gardens and cemeteries. The 19<sup>th</sup> century transport network, including the Leeds and Liverpool Canal.</i>

	<p>proposals.</p>	<p>outside these Areas cannot be ruled out. Amend policy accordingly.</p> <p>(4) Non-designated heritage assets will be identified as development proposals come forward or in advance in a "local list" (but see response (1) Rep no 0062 above).</p> <p>(5) The NPPF, paras 203-206 set out the requirements for the use of planning conditions and obligations. Development plan policies are therefore a crucial pre-determinant in justifying the seeking of any planning obligations since they set out the matters which, following consultation with potential developers, the public and other bodies, are agreed to be essential in order for development to proceed [emphasis added]." It is therefore considered appropriate to include this para.</p> <p>(6) Para repeats section 128 and 129 of the NPPF and should be omitted to avoid duplication.</p> <p>(7) Agreed. Amend text.</p> <p>(8) Agreed. Amend text.</p>	<p>(2) Proposed change to para 5 to refer to "<i>register of historic assets at risk</i>" instead of "buildings at risk register."</p> <p>(3) Proposed change: add further paragraph to P11: "<i>Conservation-led regeneration schemes will be promoted. Priorities for new schemes will be in Regeneration Priority Areas, but schemes outside these areas may be identified where eligibility criteria are met.</i>"</p> <p>(4) No change.</p> <p>(5) No change.</p> <p>(6) Proposed change: delete para 3 of P11.</p> <p>(7) Proposed change to second sentence of para 3: "Heritage statements assessing the significance of assets, <i>the impact of proposals</i> and mitigation measures..."</p> <p>(8) Proposed change: add new second sentence to 5.3.42: "<i>Within conservation areas, development proposals will be assessed against the respective conservation</i></p>
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			<i>area appraisal and the Council will seek to conserve those elements which have been identified as contributing to the special interest of that conservation area.”</i>
0106 Aberford Parish Council	(1) There is a strong role for village and neighbourhood design statements.	(1) Agree. It should be noted that where village and neighbouring design statements have been prepared and adopted as SPDs, these are recognised as part of the LDF and will be used to inform planning decisions.	(1) No change.
0420 White Young Green for Airebank Developments	(1) Para 6 does not provide a robust cast for enabling development. (2) Para 5.3.43: economic development should be the priority where heritage assets are uneconomic.	(1) No change. Para 6 clearly articulates the justification for enabling development. (2) No change. NPPF seeks to balance social, economic and environmental objectives and provides the justification for setting aside presumption in favour of preserving heritage assets.	(1) No change. (2) No change.
29500 Conservative Group	(1) Should be reference to NPPF which requires justification for loss of historic assets.	(1) The intent of the NPPF is reflected in the DCS.	(1) No change.
3059 The Victorian Society	(1) 5.3.44: Buildings at Risk policy not strong enough and needs enforcement. (2) Industrial buildings need special policy. (3) Local listing required to protect buildings outside conservation areas. (4) A timescale for the objective of appraising the conservations areas should be set. The absence of Article 4 Directions in conservation areas is a concern.	(1) Para 5 of P11: should refer to appropriate action to secure repairs and sustainable use, including use of provisions in P(LB&CA)A 1990. Amend wording of P11 (2) Agreed. See response (1) to Rep no 0099 which refers to importance of conserving Leeds’ industrial buildings. (3) See response (1) to Rep no 0062 above. (4) The City Council is committed to carrying out appraisals for all of its	(1) Proposed change by adding extra sentence to para 5 P11: <i>“Where appropriate, the City Council will use the statutory provisions of the planning acts to secure repairs.”</i> (2) Proposed change – see response (1) to Rep no 0099. (3) No change.

		conservation areas, but the timescale for this has yet to be established. Article 4 directions have not been appropriate to the conservation areas appraised so far, but may be identified as appropriate in future appraisals.	(4) No change.
4816) Barton Willmore for Hammerson, UK Properties	(1) Exception to P11 where historic environment cannot be conserved.	(1) No change. NPPF seeks to balance social, economic and environmental objectives and provides the justification for setting aside presumption in favour of preserving heritage assets.	(1) No change.
5051 West Yorkshire Archaeology Advisory Service	(1) As Rep no 0099 (1). (2) As Rep no 0099 (7) (3) As Rep no 0023 (1) (4) As Rep no 0099 (6)	(1) Agreed. See response (1) to Rep no 0099. (2) Agreed. See response (7) to Rep no 0099 (3) Not agreed. See response (1) to Rep no 0023. (4) Not agreed. See response (6) to Rep 0099.	(1) Proposed change to para 1 of P11. See wording (1) Rep no 0099. (2) Proposed change to second sentence of para 3. See wording (7) Rep no 0099. (3) No change. (4) Proposed change – deletion of para. See Rep 0099 (6).
5681 Carter Jonas for -The Hatfield Estate, the Ledston Estate, the Diocese of Ripon and Leeds, Lady Elizabeth Hastings, AR Briggs and Co, the Bramham Park Estate	(1) No strategic objective relating to built or historic environment.	(1) Objective 12 supports the “positive use of the historic environment.”	(1) No change
Leeds Chamber of Commerce	(1) Provision for conservation is confined to a review of the City Centre Conservation Area boundary following an appraisal. (2) More proactive approach required in line with Section 12 of NPPF.	(1) Policy 11: Conservation applies City-wide. (2) Policy 11 <i>is</i> a positive approach to managing the historic environment.	(1) No change. (2) No change.

## **APPENDIX 2 – CHANGES TO CORE STRATEGY TEXT**

### **Conservation**

- 5.3.40 The historic environment of buildings and spaces is one of the key contributors to Leeds' identity, making it visually distinct from other cities. Leeds' historic environment is a finite resource which needs careful management, particularly in the balance between preservation and change.
- 5.3.41 In all cases change, especially harmful change, should be justified. The good management of the historic environment relies on informed conservation which identifies the historic significance of buildings and spaces and strategies to overcome harm. On the whole, considered innovation should be encouraged, except where the context demands a response which mimics copies the host. Sustainable construction is as relevant in an historic context as it is elsewhere.
- 5.3.42 Character assessments and management plans will be prepared and reviewed for conservation areas and other areas of significance. *Within conservation areas, development will be assessed against the respective conservation area appraisal and the Council will seek to conserve those elements which have been identified as contributing to the special interest of that conservation area.* Characterisation studies will be used to inform and understand the contribution of the historic environment.
- 5.3.43 The link between conservation and regeneration is strong and not mutually exclusive. Leeds has been fortunate in being awarded funding for several area-based conservation-led regeneration schemes, attracting inward investment from the public sector which has been more than matched by the private sector. There have been dramatic changes in the perceptions of the area caused by relatively small incremental enhancement which has at the same time sustained local identity and reinforced local pride. Opportunities for area-based conservation-based led regeneration schemes will be identified and applications for funding will be submitted where resources allow. These schemes shall be targeted at areas of the city which possesses an historic character and where there are significant regeneration opportunities.
- 5.3.44 The strong economy of Leeds has ensured that the stock of historic buildings are in use, but there is a significant number of listed buildings which are in poor repair and can be called Buildings at Risk. Where appropriate the repair and refurbishment of Buildings at Risk will be secured through planning condition or planning obligation.

## **POLICY P11: CONSERVATION**

The historic environment, consisting of archaeological remains, historic buildings townscapes and landscapes, including locally significant undesigned assets and their settings, will be conserved *and their settings will be conserved, particularly those elements which help to give Leeds its distinct identity:*

- *the Victorian and Edwardian civic and public buildings, theatres, arcades, warehouses and offices within the city centre and the urban grain of yards and alleys.*
- *the nationally significant industrial heritage relating to its textile, tanning and engineering industries, including its factories, chimneys and associated housing.*
- *its legacy of public parks, gardens and cemeteries.*
- *the 19<sup>th</sup> century transport network, including the Leeds and Liverpool Canal.*

Development proposals will be expected to demonstrate a full understanding of historic assets affected. Heritage statements assessing the significance of assets, *the impact of proposals* and mitigation measures will be required to be submitted by developers to accompany development proposals.

~~Archaeological investigation as part of development will be encouraged and information gained shall be used to enhance the Historic Environment Record.~~

Innovative and sustainable construction which integrates with and enhances the historic environment will be encouraged.

*Conservation-led regeneration schemes will be promoted. Priorities for new schemes will be in Regeneration Priority Areas, but schemes outside these areas may be identified where eligibility criteria are met.*

The Council maintains a ~~buildings at risk register~~ *register of historic assets* to help it prioritise action and will seek to impose planning conditions or obligations for their repair and refurbishment where appropriate. *Where appropriate, the City Council will use the statutory provisions of the planning acts to secure repairs.*

Enabling development may be supported in the vicinity of Listed Buildings and in Conservation Area ~~Areas~~ where linked to the refurbishment or repair of heritage assets. This will be secured by planning condition or planning obligation.

**Appendix 1**

**Core Strategy Publication Draft - Analysis of Consultation Responses**

**Policy P12 – Landscape**

Representor/Agent	Representor Comments	LCC Initial Response	Action
0018 Harrogate Borough Council	Policy could be more effective if it referred to related documents such as any Landscape Character Assessment	Agree. Refer to Leeds Landscape Assessment and to the list of relevant background documents that will be in the Core Strategy	‘Proposed Change’ Add a note regarding related documents under para 5.3.49 (1)
0023 Otley Conservation Task Force	<p>The comments are very much confined to Otley but they also refer to “cross – boundary” issues relating to Landscape context.</p> <p>The comments make reference to various sections of the Core Strategy that are not relevant to Landscape Policy</p> <p>The comment suggests that paragraph 5.3.49 should be expanded to clarify the term “<u>mitigated against</u>” to prevent mitigation being relocated to another site where it will not be relevant.</p>	<p>Note: these comments are almost identical to comment 5890 by Mr I Andrew</p> <p>Agree that there is inter-visibility beyond the boundaries of Leeds</p> <p>These comments will be considered in the relevant sections of the analysis.</p> <p>Comment accepted.</p>	<p>‘Proposed Change’ Add a note under para 5.3.49 (2) that refers to landscapes beyond Leeds city boundaries</p> <p>No change</p> <p>‘Proposed Change’ Add wording under para 5.3.49 (3) that refers to mitigation being <u>appropriate</u></p>

	<p>The comment suggests another paragraph should be added to reinforce the references in Paragraphs 5.3.47 and 5.3.48 to nationally-important landscapes just outside the administrative boundary (such as Nidderdale AONB in this instance)- this is another reference to cross – boundary issues which has been dealt with above (2)</p> <p>The comment suggests changing the actual policy P12 where it refers to “Leeds’ townscapes and landscapes” to a broader list to include market towns etc.</p>	<p>This is another reference to cross – boundary issues which has been dealt with above (2)</p> <p>The existing description is adequate for the purpose.</p>	<p>No change</p> <p>No change</p>
0062 Leeds Civic Trust	<p>The policy seems only to be concerned about the effect of new development on existing landscapes. Mention should be made of creating new distinctiveness</p> <p>The LA is required to carry out landscape character assessments which will guide development, as indicated within the recently published NPPF</p>	<p>New distinctiveness is covered by the word “enhance” in para 5.3.48 i.e. <i>The Council seeks to protect and enhance the varied landscapes of Leeds</i></p> <p>NPPF clause 170 states: <i>Where appropriate, landscape character assessments should also be prepared.....</i> Leeds has a recently updated Landscape assessment already which is sufficient for present needs. Also clause 170 of the NPPF is written in the context of Historical Landscape Assessment which is not directly relevant to this policy.</p>	<p>No change</p> <p>No change</p>

	<p>Policy appears weak because the saved policies in the UDP cover detailed aspects</p> <p>The comments make reference to sections of the Core Strategy that are not relevant to Landscape Policy</p> <p>The comments recommend that a new policy should be created on existing and proposed Public Realm.</p>	<p>This has been addressed in a proposed change (1) in reply to 0018 above. The text of the policy will now make reference to related documents which will include saved policies.</p> <p>These comments will be considered in the relevant sections of the analysis.</p> <p>The Public Realm is a very broad term but it does relate to landscape so we would agree that some mention should be made in the policy text. The term may also be related to other policies.</p>	<p>No change</p> <p>No change</p> <p>'Proposed Change' Add the phrase "<i>Public Realm</i>" in para 5.3.47</p>
0099 English Heritage	<p>The Policy is very generic and provides no indication which landscapes might be of special importance. It is suggested to amend the Policy to provide more locational specificity</p>	<p>The policy actually does state in para 5.3.47 that all types of landscape are important. Para 5.3.49 also states that landscape assessments are not limited but can be appropriate to any form or scale.</p> <p>Specific locations are identified in the Leeds Landscape Assessment. The figure entitled Management Strategies within this document does give some evaluation of quality as does the Special Landscape Areas.</p>	No change
0106 Aberford Parish Council	<p>Strong role for village and neighbourhood design statements.</p> <p>Specific reference to the status of these plans and the need for reference to be made to them in these policies (and others where appropriate).</p>	<p>The role of Village and Neighbourhood Design Statements is recognised and a number of these have been adopted as guidance and as Supplementary Planning Documents as a basis to inform planning decisions.</p>	No change
2656 CPRE	CPRE would welcome an inclusion	All documents relevant to the Landscape policy	No change

Yorkshire & Humber	<p>of conserving existing landscape designations as defined in the Unitary Development Plan, in order to strengthen the Policy.</p> <p>The comment also refers to Policy EN3 Low Carbon Energy, and to the desire to protect internationally designated nature conservation sites.</p>	<p>P12 will be listed under relevant documents in the Core Strategy. A change is already proposed to reference Saved Policies within the text of the Landscape policy in para 5.3.49 in response to 0018 above</p> <p>These issues are addressed in the relevant policy sections.</p>	No change
5051 West Yorkshire Archaeology Advisory Service	<p>WYAAS is currently carrying out an English Heritage-funded project to characterise West Yorkshire's Historic Landscape (expected completion by c2015). They are urging that the Historic Landscape Characterisation work be mentioned in the Core Strategy as influencing what might be appropriate in maintaining local character as per the NPPF (see para 170 and para. 156, bullet point 5 )</p> <p>They claim that this, maintaining of local character, would be directly relevant to Policy P12: Landscape.</p>	<p>Historic Landscape Characterisation is an emerging document which may be available c 2015. This document will be relevant so it can be added to the list of relevant documents that will be in the Core Strategy. It is already proposed to add a reference in the Landscape policy to the list of relevant documents in the Core Strategy (as in para 5.3.49 in response to 0018 above)</p> <p>Maintaining landscape character is adequately covered in the policy wording under para 5.3.47 and 5.3.48</p>	<p>No change</p> <p>No change</p>
5681 Meadowside Holdings Ltd; The Hatfeild Estate; The Bramham Park Estate; The Ledston Estate; The Diocese of	<p>Supportive comment of the policy as it recognises the intrinsic value of much of the landscape around the City which makes up 70% of the District by area.</p> <p>Arbitrary local designations should</p>	<p>The wording of the policy does equally recognise the whole of the Leeds district including the urban areas</p> <p>Non specific comment</p>	<p>No change</p> <p>No change</p>



Ripon & Leeds; Lady Elizabeth Hastings, Estate Charity; AR Briggs and Co, via Carter Jonas	be avoided.		
5890 Mr Ian Andrew	the same as those in 0023 (Otley Conservation Task Force)	These comments have already been responded under 0023 above	No change

## **APPENDIX 2 – CHANGES TO CORE STRATEGY TEXT**

### **Landscape**

- 5.3.45 Leeds is the second largest metropolitan authority area in the country, encompassing a wide variety of landscapes and land-uses. As well as the intensive urban landscape of the City Centre, and the associated landscapes of the outer urban settlements, almost 70% of the authority is made up of rural landscapes.
- 5.3.46 Landscape provides the setting for our day-to-day lives and contributes towards our 'sense of place'. Its distinctiveness is a consequence of its character, quality, biodiversity, cultural, archaeological and historical form, to function as an environment for plants, animals and us, and as a recreational resource.
- 5.3.47 Landscape does not just mean special or designated landscapes, for example Special Landscape Areas or Sites or Local Nature Areas, nor does it only apply to the countryside. Landscape can also mean landscape character which is the pattern that arises from the combination of both natural and cultural components. Landscape can be perceived *in numerous forms including large open spaces, the public realm, a park, a small patch of land, a garden or a single tree.* All are important elements in their own right.
- 5.3. 48The Council seeks to protect and enhance the varied landscapes of Leeds and the assets they contain. Landscape assets can mean anything from locally valued trees, to the countryside or nationally designated landscape, fauna and flora. The Council also seeks to provide stewardship of valued existing landscapes in the absence of development.
- 5.3.49 Landscape is integral to the planning and design process of development. *Consideration shall be given to relevant Council Documents such as UDP saved policies and background information including the Leeds Landscape Assessment.* Landscape assessments are not limited to Environmental Impact Assessments but can be appropriate for any form or scale of development. Early engagement with the City Council is encouraged to ensure that any negative impacts on landscape *(either within or beyond Leeds city boundaries)*, as a result of development proposals, are averted. ~~or mitigated against~~ *Where negative impacts cannot be averted then appropriate mitigation must be provided.*

### **POLICY P12: LANDSCAPE**

The character, quality and biodiversity of Leeds' townscapes and landscapes, including their historical and cultural significance, will be conserved and enhanced to protect their distinctiveness through stewardship and the planning process.



**Core Strategy Publication Draft - Analysis of Consultation Responses**

**SP13, G1 to G6**

**SP13 Strategic Green Infrastructure**

<b>Representor/Agent</b>	<b>Representor Comments</b>	<b>LCC Initial Response</b>	<b>Action</b>
0106 Aberford Parish Council	This policy rightly identifies the importance of the Limestone Ridge as key strategic green infrastructure for the district. However, the key diagram and map 14 only identifies part of this character area as defined by the Countryside Commission (character area 30). The whole of the magnesian limestone area should be included and include the settlements contained within it.	The character area exercise was not an exercise to identify areas of Green Infrastructure. The countryside commission character areas include land outside the scope of SGI as explained at para 4.10.5. The explanation of SGI could be improved in this section by reordering of the paragraphs. The cross reference to the information shown on map 14 and the key diagram could also be improved.	Minor change: Reorder paragraphs 4.10.3 to 4.10.6 and improve cross reference to map 14 and key diagram.
0112 Boston Spa Parish Council	There is little reference to hedgerows and the important contribution that they make to the landscape. <i>More emphasis should be placed on the importance of hedgerows and in particular trees within hedgerows.</i>	SGI is not limited to landscape but to the many functions that it can perform. However, agree that hedgerows can form an equally important role within SGI and, therefore, should be referenced.	Minor change. Insert reference to <i>hedgerows</i> in paragraph 4.10.3
4572 Leeds Local Access Forum	the absence from the document of any reference to public rights of way (PROW)	Agree with objector. This was addressed in the preferred approach but is absent from the	Minor change. Insert new paragraph between 4.10.3 & 4.10.4.

Representor/Agent	Representor Comments	LCC Initial Response	Action
	<p>and the PROW network is a serious omission. The Strategy can be made more effective by inclusion of the following paragraphs:</p> <p>Not all of Leeds' GI is easily accessible, and therefore one of the key objectives of the Core Strategy is to improve people's access, wherever they live, to a network of greenspaces, including major city parks, green corridors, river and canal corridors, nature reserves and woodlands.</p> <p>The network of public rights of way (PROW) represents the arteries that help people access the countryside and urban greenspace, linking people with place, and linking urban to rural. Leeds has a total path network of 799km of footpaths, bridleways and byways, plus a number of 'permissive' paths that enhance this network.</p> <p>Included within this total are key strategic routes (such as the Leeds Country Way), local recreational routes (such as the Meanwood Valley Trail)</p>	<p>publication draft. Additional paragraph to be inserted similar to that suggested with some minor amendments.</p>	<p><i>"4.10.3 a Not all of Leeds' strategic Green Infrastructure is easily accessible. An objective of the core strategy is to improve access. The network of public rights of way (PROW) represents the arteries that help access the countryside and urban green space, linking people with place, and linking urban to rural. Leeds has a network of 799km of footpaths, bridleways and byways. Leeds City Council has prepared a Rights of Way Improvement Plan (ROWIP), which sets out an Action Plan over the period 2009-2017. There is an interdependent relationship between the need to protect, enhance and add to the strategic Green Infrastructure and supporting improvement of the PROW network in planning the future of Leeds. All development proposals should have regard to the ROWIP where relevant."</i></p> <p>Add reference to ROWIP in glossary.</p>

Representor/Agent	Representor Comments	LCC Initial Response	Action
	<p>and open access land, with Hawksworth Moor the largest area.</p> <p>The Council has prepared a Rights of Way Improvement Plan (ROWIP), which sets out an Action Plan over the period 2009-2017. There is therefore a strong and interdependent relationship between the need to protect, enhance and add to the GI and the corresponding need to support the improvement of the PROW network in planning the future of Leeds at all spatial levels. All development proposals should have regard to the ROWIP where relevant.</p>		
5121 Directions Planning on behalf of Mr Haigh	<p>We cannot understand why agricultural land has been identified as Green Infrastructure, as it does not fit within the description of Green Infrastructure and it does not perform several of the functions.</p> <p>In particular, we object to the inclusion of land to the west of Dewsbury Road and east of Morley, as shown on the Key Diagram, because it does not perform any of the functions</p>	<p>The Key Diagram is indicative. Map 1 in the Map Book of the Core Strategy Preferred Approach is deliberately blurred in that location, to demonstrate a mixture of GI and non GI, as the open land adjoins the settlement limits of Morley. The diagram is not site specific. The use of strips as a notation was designed in order to avoid having any site specific edge but to indicate the strategic location. Agree that a Green Belt designation is not sufficient in its own right to</p>	<p>Minor change: Amend text at 4.10.4 to assist understanding of SGI shown on plan 14 and key diagram. Also legend needs amending to refer to SGI and not GI.</p>

Representor/Agent	Representor Comments	LCC Initial Response	Action
	<p>set out in diagram 5, and certainly does not perform several of the functions as stated is a requirement of Green Infrastructure under paragraph 4.10.5. The land is ploughed for crops, which limits the biodiversity value of the land. The size of the land means it is of limited economic value. There are no rights of way over the land so it does not provide a recreational function and also does not deliver health and well-being value. It is not in an areas subject to flood risk, and it does not contribute to the townscape of Morley given it is beyond the limits of the settlement and borders relatively modern housing development. The land is currently Green Belt, but this designation should not automatically result in reaching the conclusion that the land also fulfils the function of Green Infrastructure. The Council appear to be layering constraints unnecessarily. The definition and functions of</p>	<p>generalise land as fulfilling the multi-functionality of SGI. It is not necessary to establish the definition of SGI within a policy.</p>	

<b>Representor/Agent</b>	<b>Representor Comments</b>	<b>LCC Initial Response</b>	<b>Action</b>
	Green Infrastructure should be spelt out in the actual policy rather than the supporting text. If the policy is intended to maintain and enhance key corridors then it is necessary for the policy itself to set out all policy considerations.		

**G1 Enhancing and Extending Green Infrastructure**

<b>Representor/Agent</b>	<b>Representor Comments</b>	<b>LCC Initial Response</b>	<b>Action</b>
0046 Environment Agency	The policy should set out a requirement that development proposals should ensure that opportunities for flood storage creation are incorporated as appropriate.	Disagree. This issue is adequately accommodated at policy EN5 and explained as one of the functions of GI at SP13. Further direction as part of this policy is not appropriate.	No change
0050 Leeds, York and North York Chamber of Commerce	Green infrastructure plays a key role in the vitality and quality of the City and the distinctiveness of Leeds as urban settlement can be enhanced through greater emphasis being placed upon its existing assets, in particular the 'green corridors' which run into the City Centre. Their role and quality should be better recognised in order to ensure that Leeds is a distinctive and beautiful city for future	Noted. These themes run through the document from the objectives through to the specific policies regarding GI.	No change



Representor/Agent	Representor Comments	LCC Initial Response	Action
0062 Leeds Civic Trust	<p>generations.</p> <p>Whilst G2 mentions biodiversity, this is an important aspect of green infrastructure which is not mentioned in the justification and policy G1. Add to G1 (v) provision for and retention of biodiversity and wildlife</p>	Agree	<p>Minor change. Insert additional criterion to policy G1 as follows: “(v) provision for and retention of biodiversity and wildlife”.</p>
0111 Barwick in Elmet & Scholes Parish Council and 5874 Barwick in Elmet & Scholes Neighbourhood Development Plan Steering Group	<p>Maintaining a Green Buffer Zone between the Leeds urban area and the villages of Scholes, Thorner and Barwick in Elmet in the outer North East Quadrant has long and historically been the position of Leeds City Council. MAP 14 indicates no such protection. It is appreciated that allocated land for the East Leeds Urban Extension and an Orbital Road is projected in this area, therefore the importance of green infrastructure at this location is deemed essential.</p>	<p>No buffer zone is identified or referred to in the Leeds UDP, unless this is a reference to the fact that the land is identified as Green Belt.</p> <p>The majority of the land referred to currently functions as intensively managed agriculture. This land does not satisfy the Strategic Green Infrastructure multi-functional requirements established at para 4.10.5.</p>	No change.
1982 Sport England	<p>This policy and the supporting text read as solely being concerned with natural conservation. This term also includes sporting facilities and informal recreation. GI maps include key area areas of</p>	<p>Agree that sport and recreation needs referencing within the supporting text, but disagree that this requires inclusion within the policy. Not all functions are listed, nor is that the purpose of the policy.</p>	<p>Minor change: Amend supporting text at para 5.5.1 to include reference to “<i>sport</i>”</p>

Representor/Agent	Representor Comments	LCC Initial Response	Action
	<p>outdoor sports facilities and routes used by runners and cyclists. Policy G1 and others in this section should acknowledge sport and recreational needs of GI and deal with potential conflicts between these uses and natural conservation. Sport England propose bullet i) is expanded to include “and where sites have a sporting or recreation function” after the semi colon.</p>		
2391 Yorkshire Wildlife Trust	<p>Welcome this policy and particularly support the use of green roofs. It would be beneficial if developers produced a site based plan to demonstrate how green infrastructure would be multifunctional and deliver sustainability objectives as suggested by Natural England. This is supported by the NPPF which states that 'Local planning authorities should: set out a strategic approach to their Local Plans, planning positively for the creation, protection, enhancement and management of networks of</p>	<p>Noted. These issues are also addressed in G2, G7, G8 and SP13.</p>	<p>No change</p>

Representor/Agent	Representor Comments	LCC Initial Response	Action
	biodiversity and green infrastructure’.		
4572 Leeds Local Access Forum	Recommend the Strategy be made more consistent with national planning policy. In particular, paragraph 75 of the recently-published National Planning Policy Framework states: Planning policies should protect and enhance public rights of way and access. Local authorities should seek opportunities to provide better facilities for users, for example by adding links to existing rights of way networks, including National Trails.	Agree, include additional text Opportunities are taken to enhance public rights of way (PROW) by adding links to the existing PROW network.	Minor change. Insert additional criterion into policy G1 <i>“Opportunities are taken to protect and enhance the public rights of way PROW network through avoiding unnecessary diversions and by adding new links.”</i>
5121 Directions Planning on behalf of Otley Town Council and Mr and Mr A Haigh	Criterion (i) contradicts the first part of the policy, as the Green Infrastructure function cannot be retained or improved if land is to be developed. This needs to be removed or more clearly explained, as otherwise it will lead to conflicts. The circumstances in which criterion (iv) will be applied requires clarification. It is not appropriate to simply state ‘opportunities’, as appropriate opportunities need to be	The initial observation is incorrect. Development and the retention of GI function and enhancement are not mutually exclusive. The proposed development will need to be sympathetic to its location within SGI to achieve the policy goal. This is the approach advocated by the policy. Agree that criterion (iv) is not specific, but not all sites are appropriate for tree cover depending on site specific issues. Opportunities do not need to be defined.	No change.

Representor/Agent	Representor Comments	LCC Initial Response	Action
	<p>defined within the Policy. We therefore object to Policy G1 in its present form. However, we do support the aim of the Policy in general, particularly as Otley has an aspiration to improve the green network by securing improvements to the river banks and increasing public access. Whilst much of the riverbank is open to the public, there are stretches which remain inaccessible due to historic development patterns. Redevelopment of sites along the river corridor, such as Ashfield Works, provides opportunities to improve accessibility. This Policy will help secure those improvements and supports the Otley Riverside Plan.</p>	<p>Overall support of policy intent is noted.</p>	
<p>5681 Carter Jonas on behalf of The Bramham Park Estate, Meadowside Holdings, The Diocese of Ripon &amp; Leeds, The Hatfield Estate, Lady Elizabeth Hastings</p>	<p>Whilst supporting the basis of this policy we would question the effectiveness of the policy, and the Council's ability to deliver green infrastructure, where land required may be in third party ownership or otherwise beyond the control of a developer, particularly the ability to link networks and to</p>	<p>The concern over delivery is noted This reality is true of all strategically ambitious projects which require an extended time frame and the cooperation of many parties to be delivered. The links can only ever be delivered over the longer term as and when sites come forward for development or large funded capital works schemes are created such as</p>	<p>No change</p>

<b>Representor/Agent</b>	<b>Representor Comments</b>	<b>LCC Initial Response</b>	<b>Action</b>
Estate Charity, The Ledston Estate, AR Briggs & Co,	provide transition as required by provisions (ii) and (iii).	the Trans-Pennine Trail.	
5719 RED Property Services on behalf of Scarborough Development Group	Support	Noted	No change
5867 LDP Planning on behalf of Hileys Solicitors	G1 could effect the delivery of housing in some areas of the district	Noted	No change
5872 Mr Martin Gostling	Map 14 is unsound as it is not effective as it does not recognise the green infrastructure located around Rawdon. There is substantial green infrastructure to the North of Rawdon. The area sits between Rawdon, the airport and Horsforth. The Billing is a fantastic landscape feature that commands impressive far reaching views towards the Dales to the North, across the entire city and beyond to countryside around the A1 to the East and to the fells south of West Yorkshire. This is one of the many reasons why this area of green land is much used by residents.	This land is not strategic in scale and does not satisfy the SGI requirements established in para 4.10.5. It is not the purpose of SGI to identify the landscape quality.	No change

**G2 Creation of New Tree Cover**

<b>Representor/Agent</b>	<b>Representor Comments</b>	<b>LCC Initial Response</b>	<b>Action</b>
0062 Leeds Civic Trust	welcome the intention to increase tree cover, particularly in urban areas. However, there appears to be a resistance to this because of the perceived effect on underground services and street management. The wording of the last sentence of the policy will not ensure street tree planting. Replace with "Development in the urban area of the city, including the city centre will include the planting of street trees in appropriately designed pits to increase the area of tree canopy cover".	Agree wording needs to be strengthened.	Minor change. Replace final sentence of G2 as follows: <i>"Development in the urban area of the city, including the city centre, will include the planting of street trees in appropriately designed pits to increase the area of tree canopy cover"</i>
2391 Yorkshire Wildlife Trust	We support the planting of trees within the district however it should be highlighted that trees should not be planted on land which is already of high biodiversity value unless it is appropriate to the ecology of the site.	Noted, but if the site in the scenario highlighted is of such high biodiversity value it is most unlikely that the council will ever be required to consider an application for development. The policy includes the term 'appropriate' which would accommodate this remote possibility.	No change.
4825 Morley Town Council	Agree that woodlands are deficient in Morley. Wasteful coal-burning between about	Noted.	No change.

Representor/Agent	Representor Comments	LCC Initial Response	Action
	1850 and 1970 killed many trees. Since the 1960s there has been much planting and some self-seeding, so the landscape is less bald than it was forty years ago.		
5681 Carter Jonas on behalf of The Bramham Park Estate, Meadowside Holdings, The Diocese of Ripon & Leeds, The Hatfield Estate, Lady Elizabeth Hastings Estate Charity, The Ledston Estate, AR Briggs & Co,	The policy is not strategic and can be deleted as it can be dealt with under the provision (iv) of G1.	Incorrect assertion. Policy G1 is concerned with enhancing green infrastructure. Policy G2 concerns both rural and urban locations; specifically mentioning street trees and increasing tree cover in the city centre. Some of these areas, where additional tree planting is required do not fall into the provisions of policy G1.	No change.

**G3 Standards for Open Space, Sport and Recreation**

Representor/Agent	Representor Comments	LCC Initial Response	Action
0062 Leeds Civic Trust	Generally support the new and improved standards set out in these three policies. However, the open space standard for city centre residential development at 4sqm /person is pitiful in comparison to the 80sq m per residential unit for development outside the city centre. Families need to be attracted to the city	The evidence and justification for the city centre open space standard is set out in the council's open space study at chapter 12. This document also explores the definitions of open space, green space and civic space. The study accepts that the city centre is deficient in open space and green space for the needs of the residents	Minor changes. Add definition of open space to the glossary as follows: <i>"Open space – Greenspace with the addition of civic space, usually comprising hard landscaped open areas for public gathering and churchyards.</i>

Representor/Agent	Representor Comments	LCC Initial Response	Action
	<p>centre especially city centre south and this figure needs upward revision, if only for City Centre South, where the intention should be to attract existing and newly-formed families from those singles and couples already living in the city centre. The city centre requirement is for “open space” which is not defined in the glossary, whereas elsewhere the requirement is for “greenspace”. This reflects the apparent reluctance of the city council to provide “green” areas (i.e. grass) in the city centre as opposed to paved areas. Yet grassed areas are important oases in the heavily built up city centre, as can be witnessed on any sunny summer day when the few such areas there (Park Square and Merrion Gardens to name more or less the only two) are crowded with people taking advantage of the cool grass. There should be clear identification of locations for aspirational new greenspace provision, especially when it is a case of connecting green corridors for wildlife and footpaths/cycleways. These should not be substituted for ‘off-site’ green space provision. Need</p>	<p>and visitors. Deficiencies will be explored in more detail through the site allocations document. However, the deficiencies of an area need to be balanced with the crucial role of the city centre as the centre of commerce for the region, the size of sites which are likely to become available and land values. Policy decisions need to be both viable and deliverable –see NPPF 2012).</p>	



Representor/Agent	Representor Comments	LCC Initial Response	Action
	to identify areas deficient of green space		
0092 Home builders Federation	Stipulating that major developments must contribute to sports and play provision in accordance with standards set out in the policy is unsound as it has not been assessed for its impact on the viability of housing delivery as required by the NPPF. The requirement may also be unlawful as being contrary to the CIL Regulations.	Policy ID2 considers the potential duplication between S106 obligation financial contributions and the introduction of CIL. This does not become an issue until the council adopts CIL or April 2014 when pooling of five financial contributions sought through s106 agreements will be contrary to the CIL regulations. Until this time the three revised tests will continue to be applied to any financial contribution sought through a planning obligation. Viability testing is currently being considered as part of the council's preparations for adoption of CIL. Viability testing of green space contributions, both on-site and off-site was also considered as part of the viability testing undertaken by DTZ for the affordable housing SPD. On-site delivery of green space for residents of new residential development will remain unaffected by the introduction of CIL.	No change.
1186 ID Planning on behalf of TG & MF Emsley 5671 ID Planning on behalf of ELE	The increased green space requirements are unsound as the increased green space standards have not been justified or its impact viability tested. It is	The standards are explained and justified in considerable detail in the council's open space assessment which forms part of the evidence for the core strategy. Viability testing is	

<b>Representor/Agent</b>	<b>Representor Comments</b>	<b>LCC Initial Response</b>	<b>Action</b>
<p>Northern Quadrant Consortium, Wortlea Estates, Great North Developments Ltd c/o Evans Property Group, Barratt Homes, David Wilson, Great North Developments, Robert Ogden Partnership Ltd, Redrow Homes (Yorkshire) Ltd, Edmund Thornhill Estates, Housebuilder Consortium 5867 LPD Planning on behalf of Hileys Solicitors 5895 Barratt Homes, David Wilson Homes, Yorkshire Homes</p>	<p>maintained the increased standards would compromise the delivery of family dwellings due to the percentage of each development site that would be given over to meet this requirement.</p>	<p>currently being considered as part of the council's preparations for the adoption of CIL.</p> <p>The overall green space standards do not differ from the UDP standards. It is the policy application of the standards and the split between the various typologies which is different.</p>	
<p>1982 Sport England</p>	<p>Although we would welcome the aims of this section it has not been founded on a robust and credible evidence base. This requirement is reiterated in the NPPF at paragraph 158 which states that local authorities should ensure that local plans are based on adequate, up to date and relevant evidence.</p>	<p>To update this study every three years is unrealistic. The detailed data collection took over a year to complete and involved considerable staff resources. Over 2,000 sites were quality assessed and plotted. However, major influences on playing field and outdoor sports supply such as remodelled BSF and PFI schools were not audited until</p>	<p>No change.</p>

Representor/Agent	Representor Comments	LCC Initial Response	Action
	<p>The Leeds Open Space and Recreation Assessment is already out of date with much of the data collection dating back to 2008/09. Sport England advise that to be up to date research should ideally be reviewed annually and as a minimum reviewed or monitored every three years. Leeds has seen huge changes in its playing field stock since 2008.</p> <p>This evidence is weak in terms of its methodology which does not follow fully the requirements of a playing pitch strategy and should not be substituted as such. Sport England has fundamental concerns over the identification of standards for outdoor sports facilities in policy GS3. This evidence is flawed in that it has lacked any consultation with the sport's governing bodies concerned, who have a strategic role and knowledge of demand and supply as well as their own targets to drive up participation through their whole sport plans. We understand a pitch strategy was produced by the authority in 2002 but has never been revisited since.</p> <p>On the basis of an up to date</p>	<p>completion of the construction works in order to ensure the data was robust. The indoor sports data considered the latest closures at East and South Leeds sports centres to ensure the audit data was as robust as possible.</p> <p>The open space assessment was never intended to fulfil the role of a playing pitch assessment. Indeed, the PPG17 assessment acknowledges that the 2002 playing pitch assessment requires an update, see paragraphs 3.38, 3.41 and in Chapter 13, action point 19.</p> <p>The standard for outdoor sports provision safeguards the status quo pending the production of an up-to-date playing pitch strategy.</p> <p>Sports bodies and strategic sports partnerships were consulted at various stages during preparation of the study.</p> <p>Protection of green space using these standards is considered at policy G6. Protection of community facilities is considered at policy P9. See amendments to P9 to specifically reference sport and</p>	

Representor/Agent	Representor Comments	LCC Initial Response	Action
	evidence base, the Core Strategy should contain policies that protect and enhance both indoor and outdoor sport facilities. The policy should also encourage the development of new sport facilities in locations where they will serve demand. The policy should be clear that the loss of such facilities should only be acceptable where a suitable replacement is provided, or a robust assessment of need has demonstrated that the facility is genuinely surplus to requirement.	recreation facilities.	
2391 Yorkshire Wildlife Trust	Whilst we understand that NE's Accessible Natural Green space standard cannot be achieved within the area we feel that the standards set in Policy G3 should be seen as a minimum and that consideration should be given to how this can be improved in the future. Opportunities to create new areas of green spaces which link into the green infrastructure network should be identified at an early stage to ensure that they can be protected from development. Larger sites should also be required to create a green infrastructure delivery plan.	Noted.	No change
5666 J and J Design	Core Strategy is silent on the need	Agree that this is currently an	Major change

Representor/Agent	Representor Comments	LCC Initial Response	Action
on behalf of Horsforth Gospel Trust	<p>for Cemeteries and Burial Space. The increasing population in Leeds will result in increased need for burial facilities in order to meet the needs of members of the community who require Christian burial (and other religions) and will not accept cremation. The failure to provide policy support to address local needs will be likely to result in the Council failing to meet its Vision for Leeds and especially Objectives 11 and 24. For these reasons we submit that the CS will fail the test of 'effectiveness'.</p> <p>ADD 5.3.35A Leeds City hosts three crematoria and 22 cemeteries, which were opened between 1845 (Beckett Street) and 1932 (Lofthouse). Several of these, particularly in the north west of the City, have reached capacity. These continue as an integral part of the Green Infrastructure of the City. The need to travel to remote alternative cemeteries if contrary to the Core Strategy objective 16. It is recognised that provision of new cemetery space will be required during the plan period. The</p>	<p>omission, given the impending shortages of burial space and its spatial importance.</p> <p>Although the objector has raised the objection as an omission under community facilities it is also related to the other green space types discussed in the environmental resources section, although a provision standard will not be created.</p> <p>A criteria based policy would be more efficient than that suggested. The policy as suggested duplicates existing legislation which requires the authority to provide sufficient burial space to meet need.</p>	<p>Insert new policy and supporting text as <i>"The city accommodates three crematoria and 22 cemeteries. Several of these, particularly in the north west of the city, are near capacity. Provision of new cemeteries and burial space will be required during the plan period. Future provision will be in the form of extensions to existing cemeteries combined with new smaller, locally based sites.</i></p> <p><i>Policy xx – Cemeteries and Burial Space</i></p> <p><i>Development proposals for cemetery and burial facilities will be permitted where they can demonstrate:</i></p> <ul style="list-style-type: none"> <li>• <i>easy access by public transport, walking and cycling;</i></li> <li>• <i>easy and safe access to people with disabilities;</i></li> <li>• <i>there would not be demonstrably harmful impact on the character of the surrounding area and the amenities of nearby residential properties and other uses; and</i></li> <li>• <i>the scale is appropriate to identified local need.</i></li> </ul>

Representor/Agent	Representor Comments	LCC Initial Response	Action
	<p>Council will also make provision for green burials. Cemetery provision is not inappropriate development within the green belt.</p> <p>Policy 9A – Cemeteries and Burial Grounds.</p> <p>New cemetery space and burial grounds will be provided to meet the needs of communities during the plan period. The scale of provision will reflect the level of need within the community and its proposed location will have regard to the accessibility of the site together with appropriate environmental considerations including ground conditions.</p>		
5681 Carter Jonas on behalf of The Bramham Park Estate, Meadowside Holdings, The Diocese of Ripon & Leeds, The Hatfield Estate, Lady Elizabeth Hastings Estate Charity, The Ledston Estate, AR Briggs & Co,	We have no comment upon this policy but would reiterate the position that quantity of provision should be balanced against quality and accessibility to areas of open space.	Noted	No change
5857 Friends of Allerton Grange Fields	Support Principle of G3 and the exclusion of education from Outdoor Sports Provision as it is	The justification for the 10 minute drive time (i.e. 3.2km) standard to playing fields and bowling greens is	No change

Representor/Agent	Representor Comments	LCC Initial Response	Action
	<p>recognised that school outdoor sports facilities are not always available or desirable for open public use.</p> <p>Question why a 3.2km accessibility criterion has been set for bowling greens and grass playing pitches? It is not clear from the PPG17 Leeds Open Space, Sports and Recreation Assessment as to how this accessibility criterion has been justified. Feel that grass playing pitches should be within walking distances of residential areas. It is noted that 720metres is used as the accessibility criteria for Tennis Courts. Believe that there is a strong case to apply the same accessibility criteria (720 metres) for grass playing pitches (as tennis courts and grass playing pitches are both Outdoor Sports open space types as recognised by PPG17). Support the 720metres accessibility criteria for Parks and Gardens.</p> <p>From reviewing the PPG17 'Leeds Needs and Opportunities for Open Space, Sport and Recreation Report' (July 2011), note that the western part of Roundhay Ward (as part of Inner Leeds North East) has a deficiency in green space</p>	<p>detailed at paragraphs 7.61, 7.67 to 7.68 of the Leeds open space assessment.</p> <p>Support is welcomed for the other standards.</p>	

Representor/Agent	Representor Comments	LCC Initial Response	Action
	provision.		

**G4 New Greenspace Provision**

Representor/Agent	Representor Comments	LCC Initial Response	Action
0062 Leeds Civic Trust	<p>Generally support the new and improved standards set out in these three policies. However, the open space standard for city centre residential development at 4sqm /person is pitiful in comparison to the 80sq m per residential unit for development outside the city centre. Families need to be attracted to the city centre especially city centre south and this figure needs upward revision, if only for City Centre South, where the intention should be to attract existing and newly-formed families from those singles and couples already living in the city centre. The city centre requirement is for “open space” which is not defined in the glossary, whereas elsewhere the requirement is for “greenspace”. This reflects the apparent reluctance of the city council to provide “green” areas (i.e. grass) in the city centre as opposed to paved areas. Yet grassed areas are important oases in the heavily built up city centre, as can be witnessed on any sunny summer day when the few such</p>	<p>The evidence and justification for the city centre open space standard is set out in the council’s open space study at chapter 12. This document also explores the definitions of open space, green space and civic space. The study accepts that the city centre is deficient in open space and green space for the needs of the residents and visitors. However, this needs to be balanced with the crucial role of the city centre as the centre of commerce for the region, the size of sites which are available and land values.</p> <p>Proposals already exist which identify sites in the southern part of the city centre for new public realm and green space enhancements. The sites at South Bank and Sovereign Street will significantly increase the quantity and accessibility of open space in the central and South area.</p>	No change



Representor/Agent	Representor Comments	LCC Initial Response	Action
	<p>areas there (Park Square and Merrion Gardens to name more or less the only two) are crowded with people taking advantage of the cool grass. There should be clear identification of locations for aspirational new greenspace provision, especially when it is a case of connecting green corridors for wildlife and footpaths/cycleways. These should not be substituted for 'off-site' greenspace provision.</p>		
0092 Home Builders Federation	<p>Stipulating that developments of 10 or more dwellings outside the city centre must contribute green-space of 80 square metres per unit is unsound as it has not been assessed for its impact on the viability of housing delivery as required by the NPPF. The requirement may also be unlawful as being contrary to the CIL Regulations.</p> <p>The NPPF requires that any requirements infrastructure contributions or other requirements should be assessed for viability to ensure that the CS is deliverable. The Council has not carried out such an assessment. The Economic Viability Assessment makes no allowance for the cost of this requirement. If the Council wishes to provide for green-space then the CIL</p>	<p>Policy ID2 considers the potential duplication between S106 obligation financial contributions and the introduction of CIL. This does not become an issue until the council adopts CIL or April 2014 when pooling of five financial contributions sought through s106 agreements will be contrary to the CIL regulations. Until this time the three revised tests will continue to be applied to any financial contribution sought through a planning obligation. Viability testing is currently being considered as part of the council's preparations for adoption of CIL. On-site delivery of green space for residents of new residential development will remain unaffected by the introduction of CIL.</p>	No change.

Representor/Agent	Representor Comments	LCC Initial Response	Action
	<p>provides the most appropriate mechanism for raising the funds for doing so. Requiring that all developments make a contribution could be contrary to the CIL Regulations.</p>		
<p>480 Dacre Son and Hartley on behalf of Taylor Wimpey and Ashdale, Miller Homes, Kebbell, Keyland Developments, Mirfield, Chartford, Warner, Redrow, Barratt York, Barratt Leeds 1938 Redrow Homes Yorkshire</p>	<p>Object to G4 as this implies that in areas of existing deficiency development projects alone, and specifically residential development will become entirely responsible for making good identified deficiencies. A more flexible and balanced approach is required which is more consistent with policies G1, G3 and G6 and the content of the NPPF. The proposed standard of 80sqm/dwg would mean that for a one hectare site of 30 dwellings the on-site green space requirement would be 2,400 sqm, equivalent to nearly one quarter of the total. This is a significant increase on the UDP requirement which equated to 40sqm/dwg which is currently required on the basis of provision on or adjacent to the site.</p>	<p>The policy only requires that new residential development provide new green space proportionate to the needs generated by the development whilst complying with the standards for provision established in G3. New provision on residential development will do nothing to tackle existing quantitative green space deficiencies in an area. The population increase resulting from the development will off-set the new greenspace supply.</p> <p>The UDP N2 and N4 green space hierarchy if properly calculated resulted in a requirement of 80 sq.mtrs per dwelling. Only the amenity space requirement was 40 sq.mtrs per unit. The council has actually reduced the standard for amenity space, but this is compensated by the new requirements</p>	

Representor/Agent	Representor Comments	LCC Initial Response	Action
	<p>At paragraph 5.5.13 of the text to G3 and elsewhere in this section the Council recognise that there is a need to more fully investigate deficiencies in provision and the ways in which these might be rectified. We would like the text to recognise that where there is a requirement to improve provision this has to be balanced against the requirements of other infrastructure shortcomings e.g. affordable housing, density, highway networks.</p>	<p>for allotment and natural greenspace. The text at paragraph 5.5.17 allows for alternative methods of greenspace delivery in lieu of on-site, taking into account the specific circumstances of the individual development.</p>	
1935 McCarthy & Stone	<p>Object to G4's proposal of 80sqm of green space to be provided per dwelling. The quality external greenspace and well designed internal communal areas are most important for our elderly residents. Residents will use high quality external seating areas but don't require large spaces to play sports! When considering amenity space the residents' lounge and the other communal facilities contained within the building need to be taken account of as these are well used. Residents of this form of specialised housing are on average 78 years of age upon entry, and therefore tend to spend a considerable amount of time in their apartments. It is therefore appropriate that, wherever possible,</p>	<p>This policy does not expect any provision of play facilities. It is not included within the 80 sq.mtrs as the council has opted for an equipped facility per 1,000 children standard. The equipped play facilities standard identified at G3 would not apply to elderly persons development as it would not generate occupants under the age of 18 years. Paragraph 5.5.17 already allows for alternative approaches to greenspace provision.</p>	No change

Representor/Agent	Representor Comments	LCC Initial Response	Action
	<p>lively or interesting views or pleasant and peaceful scenery should be visible from all rooms, but with an emphasis on quality of provision and not quantity. Often the more favoured aspects are those on the busiest road frontage or those facing the main entrance and car parking area where activity is present. Review this policy and the unnecessary burden it seeks to impose which will impact on the viability and ultimately the supply of new housing.</p>		
1982 Sport England	<p>The policy makes no requirement or allowance for indoor sport despite being included in the open space assessment. This Sport England's facilities planning model is referenced in the indoor facilities chapter however the paragraph and bullet points overlapping pages 168-9 have no dates against these statements apparently extracted from our annually run national modelling. In 2009 Sport England did do some discrete modelling using the FPM, using base data from 2008 and specifically looking at swimming pool provision in the south east of the district. This is now 3 years old and while robust in its time would benefit from updating to take account of closures and refurbishments that</p>	<p>Protection of outdoors sports green space green space is considered at policy G6. Protection of community facilities, such as indoor sports provision is considered at policy P9. See amendments to P9 to specifically reference sport and recreation facilities.</p>	<p>No change.</p>

Representor/Agent	Representor Comments	LCC Initial Response	Action
	<p>have occurred since that time. On the basis of an up to date evidence base, the Core Strategy should contain policies that protect and enhance both indoor and outdoor sport facilities. The policy should also encourage the development of new sport facilities in locations where they will serve demand. The policy should be clear that the loss of such facilities should only be acceptable where a suitable replacement is provided, or a robust assessment of need has demonstrated that the facility is genuinely surplus to requirement.</p>		
<p>1186 ID Planning on behalf of TG &amp; MF Emsley 5671 ID Planning on behalf of ELE Northern Quadrant Consortium, Wortlea Estates, Great North Developments Ltd c/o Evans Property Group, Barratt Homes, David Wilson, Great North Developments, Robert Ogden Partnership Ltd, Redrow Homes</p>	<p>The increased greenspace requirements of G4 are unduly onerous and unsound as the increased green space standards have not been justified or its impact viability tested. It is maintained the increased standards would compromise the delivery of family dwellings due to the percentage of each development site that would be given over to meet this requirement. UDP requirement is 40 m2 per dwelling. Where OT is submitted, 10% is required of site area. The CS doubles the amount of public open space contribution to be provided. If 500 dwellings are provided on site at</p>	<p>The standards are explained and justified in considerable detail in the council's open space assessment which forms part of the evidence for the core strategy. Viability testing is currently being considered as part of the council's preparations for adoption of CIL. The overall greenspace requirement for new residential development in areas of deficiency does not differ from the UDP standards. It is the policy application of the standards and the split between the various typologies which is different.</p>	<p>No change</p>

Representor/Agent	Representor Comments	LCC Initial Response	Action
(Yorkshire) Ltd, Edmund Thornhill Estates, Housebuilder Consortium 5867 LPD Planning on behalf of Hileys Solicitors 5895 Barratt Homes, David Wilson Homes, Yorkshire Homes	<p>a density of 40 units/ha, than public open space requirement on a site measuring 12.5 ha would be 4 ha. This is unrealistic and severely reduces viability of development. It is considered that the requirement in the UDP of 40m<sup>2</sup>/unit is more appropriate. It states within the CS that where sufficient open space exists than contributions of equal value will take priority. What 'equivalent value' would be for 4 ha of land (as in scenario listed). Secondly, this provides no benefit for the development of sites located in close proximity to existing areas of green space and community facilities. Although contributions may be payable for the upkeep of existing open spaces and facilities the cost of upkeep should be significantly less than the cost of providing new areas where locations are deficient in Public Open Space.</p>		
5681 Carter Jonas on behalf of The Bramham Park Estate, Meadowside Holdings, The Diocese of Ripon & Leeds, The Hatfield Estate, Lady Elizabeth Hastings	<p>No comment upon this policy but would reiterate the position that quantity of provision should be balanced against quality and accessibility to areas of open space.</p>	Noted	No change

Representor/Agent	Representor Comments	LCC Initial Response	Action
Estate Charity, The Ledston Estate, AR Briggs & Co,			

**G5 Open space provision in the city centre**

Representor/Agent	Representor Comments	LCC Initial Response	Action
0062 Leeds Civic Trust	Generally support the new and improved standards set out in these three policies. However, the open space standard for city centre residential development at 4sqm /person is pitiful in comparison to the 80sq m per residential unit for development outside the city centre. Families need to be attracted to the city centre especially city centre south and this figure needs upward revision, if only for City Centre South, where the intention should be to attract existing and newly-formed families from those singles and couples already living in the city centre. The city centre requirement is for “open space” which is not defined in the glossary, whereas elsewhere the requirement is for “greenspace”. This reflects the apparent reluctance of the city council to provide “green” areas (i.e. grass) in the city centre as opposed to paved areas. Yet grassed areas are important oases in the heavily	<p>The evidence and justification for the city centre open space standard is set out in the council’s open space assessment at chapter 12. This document also explores the definitions of open space, greenspace and civic space. The study accepts that the city centre is deficient in open space and greenspace for the needs of the residents and visitors. However, this needs to be balanced with the crucial role of the city centre as the centre of commerce for the region, the size of sites which are available, land values and deliverability.</p> <p>Proposals already exist which identify sites in the southern part of the city centre for new public realm and green space enhancements. The sites at South Bank and Sovereign Street will significantly increase the quantity and accessibility of open space in the central and South area</p> <p>Agree that it is not always appropriate to seek equivalent off-site contributions when on site open space would be more</p>	<p>Minor change.</p> <p>Amend the text in policy G5 to improve delivery of open space and ensure the policy impact endures beyond adoption of CIL.</p> <p>Within the City Centre, open space provision will be sought for sites over 0.5 hectares as follows:</p> <ul style="list-style-type: none"> <li>(i) Commercial developments to provide <del>an equivalent</del> <i>minimum</i> of 20% of the total site area.</li> <li>(ii) Residential development to provide <del>an equivalent</del> <i>minimum</i> of 0.41 hectares of open space per 1,000 population.</li> <li>(iii) Mixed use development to provide <i>the greater area</i> <del>an equivalent</del> of either 20% of the total site area, or a minimum of 0.41 hectares per 1,000</li> </ul>

Representor/Agent	Representor Comments	LCC Initial Response	Action
	<p>built up city centre, as can be witnessed on any sunny summer day when the few such areas there (Park Square and Merrion Gardens to name more or less the only two) are crowded with people taking advantage of the cool grass. There should be clear identification of locations for aspirational new greenspace provision, especially when it is a case of connecting green corridors for wildlife and footpaths/cycleways. These should not be substituted for 'off-site' green space provision.</p> <p>Increase requirement for greenspace for residential development in the city centre to at least 25 sq m per residential unit: this requirement could be related to development within City Centre South.</p>	<p>appropriate given that opportunities are limited. The policy is also likely to become redundant on the introduction of CIL or April 2014 due to the restriction on pooled contributions. The policy will require rewording to achieve a more balance approach and remain effective. Criterion (iii) requires additional guidance on which of the calculations will be used for mixed use development.</p> <p>No evidence is offered for the suggested increase of 25 sq. mtrs per unit.</p> <p>Such a provision standard would require the delivery of approximately 25 hectares of new open space provision over the plan period based on estimated numbers of new residential units within the city centre. To provide a comparison, there is currently 28.45 hectares of open space within the city centre. The policies within the core strategy need to be realistic and deliverable.</p>	<p>population of open space.</p> <p><i>In areas of adequate open space supply or where it can be demonstrated that not all the required on site delivery of open space can be achieved due to site specific issues, contributions towards the City Centre park and new pedestrianisation will take priority.</i></p>



Representor/Agent	Representor Comments	LCC Initial Response	Action
0092 Home Builders Federation	<p>Stipulating that housing sites over 0.5 ha in size must contribute open-space of 0.41 ha per 1,000 population, and mixed use sites 20% of the site area etc is unsound as it has not been assessed for its impact on the viability of housing delivery as required by the NPPF. The requirement may also be unlawful as being contrary to the CIL Regulations.</p> <p>The NPPF requires that any requirements infrastructure contributions or other requirements should be assessed for viability to ensure that the CS is deliverable. The Council has not carried out such an assessment. The Economic Viability Assessment makes no allowance for the cost of this requirement. If the Council wishes to provide for green-space then the CIL provides the most appropriate mechanism for raising the funds for doing so. Requiring that all developments make a contribution could be contrary to the CIL Regulations.</p>	<p>Policy ID2 considers the potential duplication between S106 obligation financial contributions and the introduction of CIL. This does not become an issue until the council adopts CIL or April 2014 when pooling of five financial contributions sought through s106 agreements will be contrary to the CIL regulations. Until this time the three revised tests will continue to be applied to any financial contribution sought through a planning obligation. Viability testing is currently being considered as part of the council's preparations for adoption of CIL. On-site delivery of green space for residents of new residential development will remain unaffected by the introduction of CIL.</p>	No change.
4816 Hammerson UK Properties Ltd (via Barton Wilmore)	<p>Concerned that this policy does not allow flexibility for developments which accord in principle with the Spatial Development Strategy and Spatial Policies. Policy G5 should</p>	<p>The policy already allows for sufficient flexibility to take into account site specific circumstances.</p>	No change.

<b>Representor/Agent</b>	<b>Representor Comments</b>	<b>LCC Initial Response</b>	<b>Action</b>
	therefore be reworded to allow for exceptions to the open space requirements on a case by case basis. For example, a scheme may offer a number of wider benefits that would outweigh failure to comply with one of the open space requirements, or compliance with all of the listed requirements may have an adverse impact on the overall viability and delivery of future development schemes within the City Centre. As drafted the policy makes no allowance for such exceptions.		
5681 Carter Jonas on behalf of The Bramham Park Estate, Meadowside Holdings, The Diocese of Ripon & Leeds, The Hatfield Estate, Lady Elizabeth Hastings Estate Charity, The Ledston Estate, AR Briggs & Co,	No comment upon this policy but retain the right to do so if the situation changes.	Noted	No change

**G6 Protection and Redevelopment of Existing Green Space**

<b>Representor/Agent</b>	<b>Representor Comments</b>	<b>LCC Initial Response</b>	<b>Action</b>
0062 Leeds Civic Trust	Private residential gardens and landscaped grounds of other uses also	These issues are already addressed in policies P10 design,	No change.

Representor/Agent	Representor Comments	LCC Initial Response	Action
	<p>make a significant contribution to the landscape quality of places, and evidence of this is contained in most of the Village and Neighbourhood Design Statements which include character appraisal of local areas. However, such areas are not protected because the policy only refers to greenspace which is defined as publicly accessible. Extend to include the same protection for those areas of open space such as gardens and other private land which make a visual contribution to the character of an area.</p>	<p>P12 landscape and UDP GP5.</p> <p>NDS and conservation area appraisals will where necessary and appropriate consider this in a greater level of detail.</p>	
0099 English Heritage	<p>Policy H2 seeks to safeguard from future housing development greenfield land that has intrinsic value as amenity space or which makes a valuable contribution to the visual, historic and/or spatial character of an area. Under the provisions of Policy G6, however, existing greenspaces within the District's settlements could be developed if the applicants satisfy one of its three Criteria. Policy G6 needs to include similar provisions to Policy H2 in order to protect areas of amenity value within settlements. Add an additional Paragraph following Policy G6 Criterion (iii) along the following lines:- "Development of greenspace which is of intrinsic value as amenity space or makes a valuable contribution</p>	<p>These issues are already addressed in policies P10 design, P12 landscape and UDP GP5.</p>	No change.

Representor/Agent	Representor Comments	LCC Initial Response	Action
	to the visual, historic or character of the area will not be permitted.”		
2703 Cllr John Illingworth	<p>The conclusion of the PPG17 assessment that sports provision is generally adequate (with some localised areas of deficiency) and that few major policy adjustments are required is insecure for the following reasons:</p> <p>(1) Arithmetical and classification issues. Much of the recreational land identified in North West Leeds is private open space and not effectively open to the public or has been earmarked for disposal and will not be permanently available for sporting use. When this land is excluded from the totals there is a severe deficiency in provision which has not been adequately reflected in core policies. Calculations for other areas should be checked.</p>	<p>(1) An error relating to the University of Leeds pitches at Lawnswood; West of Lawnswood Cemetery and the YMCA pitches adjacent has been corrected. The impact of the error is 5 playing pitches and three tennis courts are stated as public, when they are private.</p> <p>The data is continually being cleaned and refined to improve reliability. The error above has been corrected and will inform the ongoing work on the site allocations DPD.</p> <p>There are 715 playing pitches in Leeds. The data currently indicates that 315 are public. This would reduce to 310 when the above error</p>	No change.

Representor/Agent	Representor Comments	LCC Initial Response	Action
	<p>(2) The boundaries of the assessment areas obscure the very serious lack of recreational open space in the most deprived communities close to the city centre. If the boundaries mirrored community boundaries more closely, it would reveal a very serious deficiency near the city centre which is currently hidden.</p> <p>(3) The guidance from the National Institute for Health and Clinical Excellence (NICE) envisages a substantial increase in physical activity, particularly among disadvantaged groups, and it is difficult to see how this can be accommodated within the currently identified provision under PPG17. The Core Strategy is fundamentally flawed in relation to Public Health and Recreational Open Space. Council statistics are misleading. Public Consultation should be repeated when these arithmetical issues have been resolved.</p>	<p>is corrected. As an error it is less than 2% of the public pitches or less than 1% of the playing pitch total.</p> <p>(2) The assessment areas were based on the 10 area committee areas applicable at the time. The observation is correct and can be viewed visually on the various open space plans throughout the assessment. The proposed standards can be applied at different spatial scales and reveal different results. This work will be undertaken as part of the site allocations preparation.</p> <p>(3) The assessment notes that many sites throughout the city are currently underused. There are many reasons for a lack of use, most relating to quality. Quality improvements are continuously being sought where resources are available. Other areas simply lack provision of any green space. These areas of acute deficiency will be highlighted in future LDF documents such as the site allocations DPD where site specific issues can be considered.</p> <p>Public health bodies have</p>	

Representor/Agent	Representor Comments	LCC Initial Response	Action
		commented on the previous iterations of the core strategy. Their suggested alterations and actions have been accommodated where possible. They have assisted in the preparation of various evidence base documents. The core strategy has also been subject to a Health Impact Assessment (HIA), prepared with the assistance of health professionals and public health bodies. No specific evidence is provided regarding where the 'flaws' exist. The council are continuing to work with health professionals on a range of implementation issues such as the East Leeds Extension proposals and the large site to the rear of Seacroft hospital.	
5681 Carter Jonas on behalf of The Bramham Park Estate, Meadowside Holdings, The Diocese of Ripon & Leeds, The Hatfield Estate, Lady Elizabeth Hastings Estate Charity, The Ledston Estate, AR Briggs & Co,	No comment upon this policy but retain the right to do so if the situation changes.	Noted	No change

## **APPENDIX 2 – CHANGES TO CORE STRATEGY TEXT**

### **4.10 Managing Environmental Resources and Green Infrastructure**

4.10.1 The district's environmental resources are crucial, not just in ensuring quality of life, but also sustaining life itself. The natural world regulates the atmosphere and climate, and plays a part in breaking down waste. It provides the resources that we all use for our daily lives by providing clean air and water, land for growing food, open spaces for our health and well being, minerals to use for building and the resources to provide heat and power. We have an obligation to protect our environmental resources and to pass on to future generations the natural wealth that we have inherited. In addition, there is the requirement to safeguard and conserve biodiversity. Biodiversity in Leeds is not constrained to designated nature conservation sites or merely concerned with rare or threatened species or habitats, it is equally about ensuring that widespread and common species remain an integral part of a sustainable natural environment. *The Leeds Habitat Network seeks to show where the most important ecological areas and ecological corridors are in relation to each other (see Map 16).*

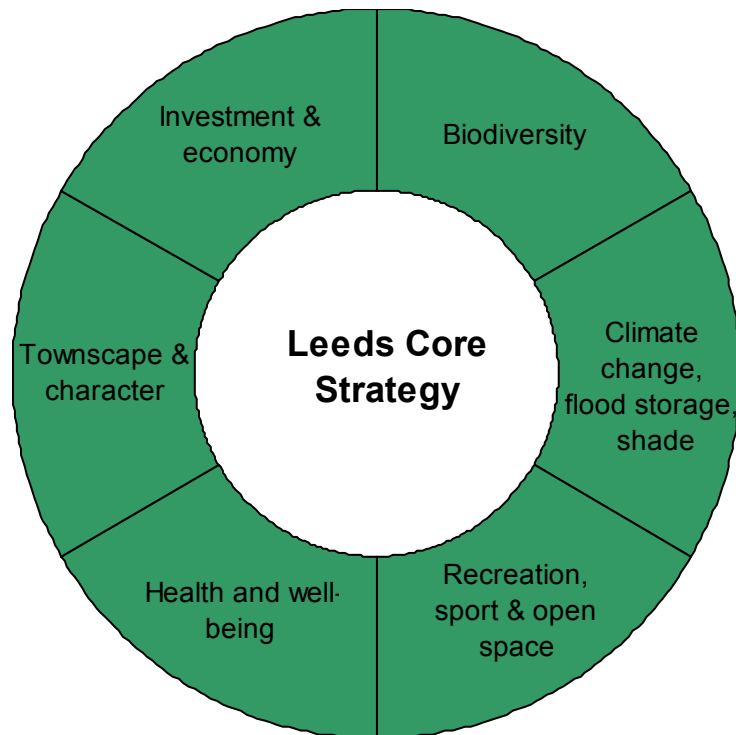
4.10.2 The rivers Aire and Wharfe and their tributaries are a dominant feature of the Leeds district. This means that there is a large proportion of the population at risk from flooding. Parts of Leeds City Centre are subject to a 1 in 20 year risk of flooding from the River Aire. There are also a number of settlements at risk along the River Wharfe in the North of the district. The South Eastern area of the district also experiences flooding from the River Calder. In considering areas of the district where future growth should take place, the Council has sought to avoid areas of high flood risk. The Leeds Flood Alleviation Scheme is intended to provide a 1 in 200 year standard of protection against flooding along the River Aire in the long term.

*Strategic Green Infrastructure is that which has strategic importance across the district due to its size and significance to the city. At this strategic level, Green Infrastructure can include natural and managed green areas in both urban and rural settings. It also includes the strategic connections between green areas for the benefit of people and wildlife. The inclusion of areas forming part of the Strategic Green Infrastructure network does not necessarily mean that no development can take place in these areas (unless precluded by other policies). Development opportunities in appropriate circumstances can provide a basis to ensure that Green Infrastructure can be delivered or achieved (for example within the lower Aire Valley).*

4.10.3 Green Infrastructure is the network of multi-functional green spaces, both urban and rural, which includes protected sites, woodlands, *hedgerows*, nature reserves, river corridors, public parks and amenity areas, together with green links. It extends from urban centres through green corridors to open countryside and supports the natural, recreational and ecological processes which are integral to the health and quality of life of sustainable communities. A key function of Green Infrastructure is to help maintain and enhance the character and distinctiveness of local communities and the wider setting of places. *The other possible functions are shown in diagram 5 below.*

4.10.4 Integral to Leeds' resilience to climate change is the importance of identifying, linking and extending Strategic Green Infrastructure as shown on *Map 14* and increasing the amount, distribution and accessibility of green space. The Core Strategy and the LDF will ensure that the Strategic Green Infrastructure networks found across Leeds are maintained and strengthened in order to fulfil the functions illustrated below and any potential conflicts are minimised.

**Diagram 5: Functions of Green Infrastructure**



4.10.5 Green Infrastructure has to carry out several of these functions in order to create robust and multifunctional networks. Integral to the overall spatial approach of the Core Strategy is the desire to maintain and enhance an integrated network of Strategic Green Infrastructure in the long term *as shown on Map 14*.



## **SPATIAL POLICY 13: STRATEGIC GREEN INFRASTRUCTURE**

The Strategic Green Infrastructure for the Leeds district is *indicated* on the Key Diagram. This infrastructure performs many important functions and provides for opportunities for recreation. Within these areas the Council will maintain and, in partnership with others, enhance the following key corridors:

- (i) The Aire Valley, along the river and canal corridors and including; West Leeds Country Park and Kirkstall Valley Park to the north; Fairburn Ings; St Aidans and Aire Valley Leeds to the South, incorporating the proposed Urban eco-Settlement (which has particular aims to strengthen green links to Leeds City Centre, the lower Aire Valley, Temple Newsam, and Rothwell Country Park);
- (ii) South Leeds (including the Morley-Middleton-Holbeck corridor);
- (iii) The Limestone Ridge (which runs North-South at the Eastern edge of the district);
- (iv) The Wharfe Valley;
- (v) Wyke Beck Valley;
- (vi) Woodhouse Ridge;
- (vii) Meanwood Valley;
- (viii) Tong Cockersdale;
- (ix) Gledhow Valley.

4.10.7 In complementing the whole network of Green Infrastructure as Leeds develops and grows, it is essential to improve the quantity, quality and accessibility of green spaces serving the people living and working in the district. The provision of green space is vital for the continued health and well being of the residents and visitors of Leeds. Across the district there are 1,750 green space sites, 278 children's play facilities and 154 indoor sports sites serving the Leeds population. Overall there is good green space provision in Leeds, which is influenced by the presence of six city parks and many large natural spaces on the edge of the urban area.

## **5.5 MANAGING ENVIRONMENTAL RESOURCES AND GREEN INFRASTRUCTURE**

### **a) Green Infrastructure and Greenspace**

#### **Opportunities to Enhance Green Infrastructure**

5.5.1 One of the key distinguishing features of the Leeds district is the way in which the countryside runs into the main built up areas along corridors and valleys. These corridors are important for wildlife, local distinctiveness and character, but they also enable communities to access green space for *sport*, recreation and exercise close to where they live, including providing easy access to the countryside. These corridors and valleys are evidence that urbanising development can retain the functions and enhance the quality of Green Infrastructure. New development will need to integrate Green Infrastructure functions within the proposals.

5.5.2 There are important opportunities to enhance Green Infrastructure within and around such corridors which are illustrated on the Key Diagram and identified in Spatial

Policy 13: Strategic Green Infrastructure. In advancing this approach to maintaining and enhancing the strategic network of Green Infrastructure in Leeds, Policy G1 provides a framework to manage long term provision. In securing such opportunities, consideration will need to be given to the proximity of the South Pennine Moors Special Protection Area and Special Area of Conservation (Hawksworth Moor). Within this context, developers will need to liaise closely with the Local Planning Authority and Natural England, regarding any significant effects upon this area. Specifically, they should check that their contribution to Green Infrastructure and location with respect to existing networks and corridors, are consistent with the longer nature conservation objectives of this site.

#### **POLICY G1: ENHANCING AND EXTENDING GREEN INFRASTRUCTURE**

Where a development is considered to be acceptable within or adjoining areas defined as Green Infrastructure on Map 14 or on any future LDF allocation documents, development proposals should ensure that:

- (i) Green Infrastructure/corridor function of the land is retained and improved, particularly in areas of growth;
- (ii) Where appropriate, the opportunity is taken to extend Green Infrastructure by linking green spaces or by filling in gaps in Green Infrastructure corridors, including (where relevant) extending these into Leeds City Centre. Street trees and green roofs are particularly encouraged;
- (iii) A landscaping scheme is provided which deals positively with the transition between development and any adjoining open land;
- (iv) The opportunity is taken to increase appropriate species of woodland cover in the district;
- (v) *Provision for and retention of biodiversity and wildlife;*
- (vi) *Opportunities are taken to protect and enhance the public rights of way (PROW) network through avoiding unnecessary diversions and by adding new inks.*

#### **Trees and Woodland**

5.5.3 Trees and woodland cover are important components of Leeds' landscape character. West Yorkshire Ecology information (2003) show that there were 3,660 hectares of woodland (sites of over 2 hectares) within the Leeds district, representing 6.45% of the land area. Over 1,282 hectares (sites over 2 hectares) is owned and managed by the Council. These woodlands vary in size and complexity, from the large estates at Temple Newsam and Chevin Forest Park, to small, urban woodlands such as Skelton Wood in North East Leeds. The Council plans to increase the amount of woodland cover for the benefit of both people and wildlife as well as improve landscape quality. The need to maintain and increase tree cover also helps to combat the effects of climate change such as providing valuable shade in the densely developed areas that will suffer most from rising temperatures.

5.5.4 Woodland Trust research recommends that everyone should have access to a minimum of 2 hectares of woodland within 500 metres of where they live, and a minimum of 20 hectares of woodland within 4km of where they live. This information

is shown on Map 15 below and identified a general deficiency in South West Leeds of large woodland sites.

- 5.5.5 If this is applied to the Leeds district, it would mean an increase in woodland cover of 577 hectares, a 16.5% increase on current cover, taking the total area up to 4,260 hectares (or 7.5% of the land area of Leeds). It would also mean the creation of one new large woodland (20 hectares in size) located in the South West area of the district.
- 5.5.6 This represents a very ambitious target, creating on average 30 hectares a year for 20 years and it takes no account of the need to increase the urban tree population, such as individual trees, including street trees, and small copses. However, given that tree and woodland planting will help Leeds respond to climate change and flood alleviation, as well as improve biodiversity and levels of amenity, it is considered that a specific target is required. Priority will be given to advance planting sites of woodland blocks, copses and linear tree belts in areas where:
1. There is a local deficiency of woodland (see Map 15),
  2. It would link existing isolated small woods and associated valuable habitats,
  3. It would enhance the landscape character or screen negative views.
- 5.5.7 In taking forward such proposals, the City Council (and other bodies as appropriate), will need to liaise with Natural England, should there be any tree-planting proposals in the near vicinity of the South Pennine Moors Special Protection Area, to ensure its protection from habitat change or the adverse impact of predator species.
- 5.5.8 Trees in Towns II (DCLG 2008) noted that the mean tree canopy cover in towns and cities in England is an average of 8.2%. In Leeds it is 6.9%, considerably below the national average. Considering that the main conurbation will suffer adverse impacts from the heat island effect in the future, the amount of tree cover in Leeds needs to increase. The initial target is equivalent to the national average, which will require the planting of an additional 32,000 trees in the urban area during the Plan period.

#### **POLICY G2: CREATION OF NEW TREE COVER**

Development which would result in harm to, or the loss of, Ancient Woodland and Veteran Trees will be resisted.

In supporting the need and desire to increase native and appropriate tree cover, the Council will, on its own initiative and through the development process, including developer contributions, work towards increasing appropriate species of woodland cover in the district. Delivery will involve planting in both urban and rural areas, and partnership with the Forestry Commission, Natural England and landowners. Development in the urban area of the city, including the city centre will *include* the *planting* of street trees *in appropriately designed pits* to increase the area of tree canopy cover.

#### **Greenspace Standards**

- 5.5.9 Leeds is a city which benefits from good overall provision of greenspace. However, this is not distributed evenly across the city and as a result, some areas have very little local greenspace. Greenspace in Leeds is under pressure from both

development and increased usage as the city's population grows. Those areas with the least access to greenspace are often the same areas under the greatest pressure for development. Given these pressures, greenspace needs to be protected to ensure its continued valuable contribution for existing and future generations, as once lost to development it is likely gone forever. The Council will protect existing green spaces where required and appropriate, and seek to enhance their quality and accessibility. Where supported by evidence and in the delivery of wider planning benefits, opportunities to improve existing greenspace quality may be delivered through redevelopment of greenspace.

5.5.10 Where opportunities arise, the Council will use the development process to increase the amount of greenspace consistent with population growth and to address areas of greenspace deficiency and quality. In considering the future growth of Leeds, there is a need to ensure that there is an adequate provision of quality and accessible greenspace, including publicly accessible natural greenspace, and space for more formal recreation and allotments. The green space needs of the district have been identified in the Leeds Open Space, Sport and Recreation Assessment.

5.5.11 In application of the greenspace standards, an average household size is used to calculate the population of existing areas and the impact of proposed developments. The City Council used 2.4 persons per dwelling to convert the greenspace standards in Policy G3 to calculate the combined new greenspace provision per dwelling in Policy G4.

5.5.12 In developing Policy G3, the City Council has achieved the highest standard of Natural England's Accessible Natural Greenspace Standard (ANGSt), that is possible given the inherent limitations of the district, due to the large extent of the urban area. This has included a review of natural greenspace available in the district. The Council aspires to maximise recreation near to where people live, which can help to avoid adverse impact and the more sustainable use of sensitive nature conservation sites for recreational purposes.

### **POLICY G3: STANDARDS FOR OPEN SPACE, SPORT AND RECREATION**

The following open space standards will be used to determine the adequacy of existing supply and appropriate provision of new open space:

<b>Type</b>	<b>Quantity (per thousand people)</b>	<b>Accessibility</b>	<b>Quality*</b>
<b>Parks and gardens</b>	1 hectare	720 metres	Good (7)
<b>Outdoor sports provision</b>	1.2 hectares (excludes education provision)	Tennis court 720 metres, bowling greens and grass playing pitches 3.2 km, athletics tracks, synthetic pitches 6.4 km	Good (7)
<b>Amenity Green space</b>	0.45 hectares	480 metres	Good (7)
<b>Children and Young People's equipped play facilities</b>	2 facilities	720 metres	Good (7)
<b>Allotments</b>	0.24 hectares	960 metres	Good (7)
<b>Natural green space</b>	0.7 hectares main urban area and major settlements, 2 hectares other areas	720 metres and 2 km from site of 20 hectares	Good (7)
<b>City Centre open space provision all types (including civic space)</b>	0.41 hectares	720 metres	Good (7)

*\*Sites were scored out of 10. See the Leeds Open Space, Sport and Recreation Assessment for information about quality standards.*

5.5.13 Through future LDF documents, the Council will investigate the potential to remedy existing deficiencies in provision and quality of green spaces, outdoor sports and children's play facilities in the areas of greatest deficiency in accordance with the above standards, other Council open space and leisure strategies, and relevant legislation.

#### **New Greenspace**

5.5.14 In areas of deficiency, the priority is provision of new green space and improved green links to existing greenspace. In areas where sufficient green space already exists, even for communities which are growing, the most efficient use of land may not be achieved by seeking new provision. In these circumstances, developments should make the best use of existing provision by contributing towards improving the access and quality of existing greenspace to ensure the needs of the expanded community can be accommodated.

5.5.15 Normally, the minimum acceptable size of new greenspace provision is 0.2 hectares, which should be integral to the development and provided as a contiguous greenspace area. Aggregated, fragmented spaces, scattered across development sites will not be acceptable due to their limited functionality. However, it is recognised that there is a role for smaller areas of green space or 'pocket parks' in

densely developed areas, subject to suitable management arrangements being in place.

Where development of two or more contiguous sites is planned to be implemented over a number of years, on-site greenspace may be sought on individual sites, even below the 0.2 hectares minimum, in a manner that will eventually allow the co-location of greenspaces to create a viable community greenspace area in excess of 0.2 hectares.

5.5.17 Not every development site is capable of accommodating the required greenspace within the site boundary. The majority of these cases arise in town centre or high rise locations. In these circumstances, and taking into account the characteristics of the site, it may be acceptable to deliver the greenspace off-site, within the same locality, or potentially a combination of off-site and on-site.

5.5.18 The new greenspace provision in policy G4 is based on the application of the provision standards in Policy G3.

#### **POLICY G4: NEW GREENSPACE PROVISION**

On site provision of green space of 80 square metres per residential unit, will be sought for development sites of 10 or more dwellings that are outside the City Centre and in excess of 720 metres from a community park and which are located in areas deficient of green space.

In areas of adequate supply, contributions of an equivalent value towards safeguarding and improvement of existing green space will take priority over the creation of new areas.

#### **City Centre Greenspace**

5.5.19 The City Centre, as illustrated on the Key Diagram, is a focus for both residential and economic growth, limiting the potential for provision of all greenspace types. The green space standards have been modified for the densely developed location and take into account the likely greenspace requirements of the larger City Centre population by 2028.

5.5.20 New development in the city centre will be required to support implementation of the new city park at the South Bank of the River Aire and creation of a network of improved green spaces and public realm infrastructure throughout the city centre. This support could be in the form of land or off-site financial contributions. Improved links to this network should also consider access to the larger greenspaces located at the boundary of the city centre, such as Woodhouse Moor.

## **POLICY G5: OPEN SPACE PROVISION IN THE CITY CENTRE**

Within the City Centre, open space provision will be sought for sites over 0.5 hectares as follows:

- (i) Commercial developments to provide a *minimum* of 20% of the total site area.
- (ii) Residential development to provide a *minimum* of 0.41 hectares of open space per 1,000 population.
- (iii) Mixed use development to provide the *greater area* of either 20% of the total site area, or a minimum of 0.41 hectares per 1,000 population of open space.

*In areas of adequate open space supply or where it can be demonstrated that not all the required on site delivery of open space can be achieved due to site specific issues, contributions towards the City Centre park and new pedestrianisation will take priority.*

### **Protection and Redevelopment of Greenspace**

- 5.5.21 The quality of a greenspace is as important as its size and location. A large space which does not drain, on a steep gradient with old and broken facilities, offers very little to attract users to the space. However, a modest site which is well maintained with a variety of quality facilities will likely be well used and valued by the community. Access to the spaces can be considered in both its proximity to users and any physical barriers such as busy roads, rivers or railway lines. In addition, a site should have convenient access points that reflect its physical size and function.
- 5.5.22 The areas of the city with the lowest overall green space provision in terms of quantity and accessibility are predominantly traditional high density housing areas of inner city Leeds. Improving the level of greenspace provision in these areas is a priority for the council. However, the development sites which come forward in these areas are usually small, make these areas the greatest challenge in delivering new greenspace provision. Where useable and functional greenspace cannot be provided on site, the deficit will be mitigated by improving access, quality and links to existing greenspace in the locality. When addressing replacement greenspace or in a situation where green space cannot be provided on site, 'locality' is defined as the area within the accessibility standard for the green space typology identified in Policy G3.
- 5.5.23 There will only be an adequate supply of greenspace, where the needs of the existing community are satisfied in all space types as set out in policy G3 (greenspace standards), and there is an additional capacity of 10% of the total accessible green space, taking into account the impact of the development proposal under consideration. An allowance capacity of 10% is required to maintain the existing supply whilst absorbing the cumulative pressure on greenspace from small developments that do not contribute towards the quantitative provision or improvement of greenspace.
- 5.5.24 If the above calculation reveals a type of greenspace is in excess of adequate supply, then prior to release for other uses it must also be assessed to ensure that it offers no potential for transformation to any other green space type deficient in the same area. For example, an area may have an adequate supply of amenity

greenspace, but a deficiency of allotments. Prior to release of the surplus amenity greenspace for redevelopment, the potential of the amenity space to be used for allotments should be thoroughly assessed.

5.5.25 The precise nature of the green space improvements sought or new green space provided as a result of new residential development will be subject to the circumstances of the local areas and community consultation. The Leeds Open Space, Sport and Recreation Assessment (PPG17 Audit) identified a range of sites across the city that would benefit from qualitative improvement to increase their function and value.

5.5.26 Where supported by evidence and in the delivery of wider planning benefits, opportunities to improve existing green space quality may be delivered through redevelopment of green space. Such an approach will need to demonstrate a clear relationship between the loss of greenspace, improved quality of greenspaces in the same locality and support of the local community living in the locality.

#### **POLICY G6: PROTECTION AND REDEVELOPMENT OF EXISTING GREEN SPACE**

Greenspace (including open space in the City Centre) will be protected from development unless one of the following criteria is met:

- (i) There is an adequate supply of accessible greenspace/open space within the analysis area and the development site offers no potential for use as an alternative deficient open space type, as illustrated in the Leeds Open Space, Sport and Recreation Assessment, or,
- (ii) The green space/open space is replaced by an area of at least equal size, accessibility and quality in the same locality; or
- (iii) Where supported by evidence and in the delivery of wider planning benefits, redevelopment proposals demonstrate a clear relationship to improvements of existing greenspace quality in the same locality.

#### **Cemeteries and Burial Space**

*5.5xx The city accommodates three crematoria and 22 cemeteries. Several of these, particularly in the north west of the city, are near capacity. Provision of new cemeteries and burial space will be required during the plan period. Future provision will be in the form of extensions to existing cemeteries combined with new smaller, locally based sites*

#### ***Policy Gx – Cemeteries and Burial Space***

*Development proposals for cemetery and burial facilities will be permitted where they can demonstrate:*

- easy access by public transport, walking and cycling;*
  - easy and safe access to people with disabilities;*
  - there would not be demonstrably harmful impact on the character of the surrounding area and the amenities of nearby residential properties and other uses; and*
- the scale is appropriate to identified local need.*



**Appendix 1**

**Core Strategy Publication Draft - Analysis of Consultation Responses**

**Policy G7 - Protection of Important Species and Habitats**

<b>Representor</b>	<b>Representor Comments</b>	<b>LCC Initial Response</b>	<b>Action</b>
0058 Natural England Consultation Service	Habitats Regulations Assessment Taking into account Regulations 102 of The Conservation of Habitats and Species Regulations 2010, Natural England agrees that the Core Strategy will not lead to a likely significant effect on any European site. Therefore an Appropriate Assessment is not required.	The comment is “for information only” – no need for an Appropriate Assessment as no significant impact on any international sites.	No Change
5681 The Ledston Estate, Meadowside Holdings Ltd, Lady Elizabeth Hastings, Estate Charity, The Hatfeild Estate, The Diocese of Ripon and Leeds, AR Briggs and Co The Bramham Park Estate (via Carter	Previous comments upon this Policy sought to distinguish between nationally designated species and habitats and those which are of local importance. This is not assisted by Map 16 which indicates no variation in the Habitat network. The Policy does not address this matter and we would repeat the position that the protection of species, habitats and sites must be proportionate to their status and designation.  Whilst that remains the case we consider that Policy G7 is not	Saved Policy N50 has a clear explanation of the hierarchy of designated sites through the UDP’s supporting text and they are clearly referred to in Policy N50.  The comments also question the habitats shown on Map 16 in relation to whether they are of an equal importance. This can be resolved by amending the text referring to Map 16 in two different sections of the supporting text to make it clearer what it is trying to achieve:  Amend the text in 4.10.1 to refer to the Leeds Habitat Network. Amend the text in 5.5.29 to explain the features that make up Map 16.  There is also a justifiable concern that Map 16 includes some areas of habitat value that are too low to justify inclusion on this map (Phase 1 habitat survey data has been included that shows Arable land and	No Change  Minor Change – amendments to existing supporting text at 4,10.1 and 5.5.29  Minor Change - amendments to Map 16

Jonas)	consistent with Government policy and is therefore unsound.	<p>Improved Grassland but these are too low habitat value to be included and so need to be removed): Amend Map 16 to only include: designated sites, mapped watercourses, UK BAP Priority habitats, woodlands, Phase 1 data (minus low habitat value categories) – this amended map will be amended through working with West Yorkshire Ecology and will be ready by the time of the final Core Strategy publication.</p> <p>The comments refer to the need to “distinguish between nationally designated species and habitats” and this is a justifiable concern as the policy text and supporting text does not refer to “species” – only habitats. By adding in some wording to the policy this can be addressed by including UK Biodiversity Action Plan (UK BAP) Priority Species which have been identified nationally by the Joint Nature Conservation Committee (a statutory adviser to the Government on nature conservation) and are available on their website <a href="http://www.jncc.defra.gov.uk">www.jncc.defra.gov.uk</a> and also West Yorkshire BAP Priority Species that have been identified by the West Yorkshire Biodiversity Partnership (list available from West Yorkshire Ecology).</p> <p>There is also a lack of reference to UK Biodiversity Action Plan (UK BAP) Priority Habitats. In order for the policy to be consistent in relation to the hierarchy of habitats and species it seeks to recognise, a reference needs to be made to UK BAP Priority Habitats that have been identified nationally alongside the UK BAP Priority Species (referred to above). These UK BAP Priority Habitats can be seen on the Defra Multi Agency Geographic Information for the Countryside (MAGIC) website <a href="http://magic.defra.gov.uk/">http://magic.defra.gov.uk/</a></p>	<p>Minor Change – amend policy text to refer to UK and West Yorkshire BAP Priority Species</p> <p>Minor Change – amend policy text to also refer to UK BAP Priority Habitats</p>
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## **APPENDIX 2 – CHANGES TO CORE STRATEGY TEXT**

### **Policy G7- Protection of Important Species and Habitats**

#### **4.10 Managing Environmental Resources and Green Infrastructure**

4.10.1 The district's environmental resources are crucial, not just in ensuring quality of life, but also sustaining life itself. The natural world regulates the atmosphere and climate, and plays a part in breaking down waste. It provides the resources that we all use for our daily lives by providing clean air and water, land for growing food, open spaces for our health and well being, minerals to use for building and the resources to provide heat and power. We have an obligation to protect our environmental resources and to pass on to future generations the natural wealth that we have inherited. In addition, there is the requirement to safeguard and conserve biodiversity. Biodiversity in Leeds is not constrained to designated nature conservation sites or merely concerned with rare or threatened species or habitats, it is equally about ensuring that widespread and common species remain an integral part of a sustainable natural environment. *The Leeds Habitat Network seeks to show where the most important ecological areas and ecological corridors are in relation to each other (see Map 16).*

#### **Natural Habitats and Biodiversity**

5.5.27 Biodiversity is not just about rare or threatened species or habitats, it is equally concerned with ensuring that widespread and common species remain an integral part of a sustainable natural environment. There are many undesignated areas of habitat that are of value as part of the ecosystem. These include areas of woodland, grasslands, hedgerows, waterways and water bodies, gardens, allotments, shelter belts, farmland and field margins, scrub, and other open spaces. The Core Strategy provides broad overarching policies for biodiversity, whilst also addressing related climate change issues and provide the strategic support for future LDF allocation documents and any other emerging policy guidance.

5.5.28 Central to this approach is the need to:

- Protect and enhance the natural environment of the district,
- Ensure that biodiversity is fully considered and that opportunities for enhancement are sought in decisions affecting the use and development of land,
- Seek opportunities to enhance the permeability (the ability to move between habitats) and connectivity of habitat networks and green infrastructure to increase biodiversity. Permeability and the recognition of the need for a variety of habitats for the sustainability of biodiversity will become increasingly important as part of species adaptation to the effects of climate change,
- In partnership with relevant agencies, review the local wildlife and geological site designation system in line with Government recommendations and keep these updated.

## **POLICY G7: PROTECTION OF IMPORTANT SPECIES AND HABITATS**

Development will not be permitted which would seriously harm, either directly or indirectly, any sites designated of national, regional or local importance for biodiversity or geological importance or which would cause any harm to internationally designated sites, *or would cause harm to the population or conservation status of UK or West Yorkshire Biodiversity Action Plan (UK BAP and WY BAP) Priority species and habitats*. In considering development proposals affecting any designated sites *and UK or WY BAP Priority species or habitats*, the needs of the development and the requirements to maintain and enhance biological and geological diversity will be examined.

Other than the above requirement particular account will be taken of:

- The extent and significance of potential damage to the interest of any national, regional or local site, *or UK or WY BAP Priority species or habitat*; and
- Demonstration that the need for the development outweighs the importance of any national, regional or local site, *or UK or WY BAP Priority species or habitat*; and
- The extent that any adverse impact could be reduced and minimised through protection, mitigation, enhancement and compensatory measures imposed through planning conditions or obligations and which would be subject to appropriate monitoring arrangements.

5.5.29 Networks of natural habitats provide a valuable resource. They can link sites of biodiversity Importance and provide routes or stepping stones for the migration, dispersal and genetic exchange of species in the wider environment. To avoid fragmentation and isolation of natural habitats, networks need to be protected from inappropriate development, and, where possible, development should strengthen or integrate with the network. This will *partly* be achieved as part of a wider strategy for the protection and extension of Green Infrastructure, including open space and access routes such as canals and rivers, including those within the urban area and rural settlements. The existing network of habitats is shown on Map 16, which combines the results of Phase 1 habitat survey and existing national and local ecological and nature conservation designations and protections, *and UK Biodiversity Action Plan UK Priority Habitats and other criteria that have been agreed with West Yorkshire Ecology. In order to map the Leeds Habitat Network in more detail at a local level there may be the need for additional up-to-date Phase 1 habitat surveys.*

## **POLICY G8: BIODIVERSITY IMPROVEMENTS**

Development will be required to demonstrate:

- (i) That there will be an overall net gain for biodiversity commensurate with the scale of the development, including a positive contribution to the habitat network through habitat protection, creation and enhancement; and
- (ii) The design of new development, including landscape, enhances existing wildlife habitats and provides new areas and opportunities for wildlife; and
- (iii) That there is no significant adverse impact on the integrity and connectivity of the Leeds Habitat Network.

**Appendix 1**

**Core Strategy Publication Draft - Analysis of Consultation Responses**

**Policy G8 - Biodiversity Improvements**

<b>Representor</b>	<b>Representor Comments</b>	<b>LCC Initial Response</b>	<b>Action</b>
Yorkshire Wildlife Trust	The Trust fully supports this policy. The NPPF which states that 'The planning system should contribute to the natural and local environment by: minimising impacts on biodiversity and providing net gains in biodiversity where possible... including by establishing coherent ecological networks that are more resilient to current and future pressure' (paragraph 109).	Positive general comment.	No Change
5681 The Ledston Estate Meadowside Holdings Ltd Lady Elizabeth Hastings Estate Charity, The Hatfeild Estate (via Carter Jonas), The Diocese of Ripon and Leeds AR Briggs and Co The Bramham Park Estate (via Carter Jonas)	As with the comments with G7 above, it is not clear how this policy adds to national policy. It makes no distinction between features of national importance or of local merit. The policy is not effective and should be deleted.	Comments all addressed through LCC Response for G7	Changes made to Policy G7 and supporting text but none needed for Policy G8

**Appendix 1**

**Core Strategy Publication Draft - Analysis of Consultation Responses**

**EN1: Climate Change – Carbon Dioxide Reduction**

<b>Representor/Agent</b>	<b>Representor Comments</b>	<b>LCC Initial Response</b>	<b>Action</b>
	<b>Energy efficiency, fabric first</b>		
Hallam Land Management Ltd; Templegate Developments; Ashdale Land and Property Company Ltd (via Barton Willmore Planning Partnership- Northern)	the Council should encourage improved energy efficiency to the building fabric in the first instance (the ‘fabric first approach’ endorsed by the Carbon Trust), before seeking an element of on-site renewable energy generation	The intention of EN1i) is to allow developers total flexibility in how they meet the CO2 reduction target and we would support fabric 1 <sup>st</sup> approach	Proposed minor change (ii): clarify intention of the policy to encourage fabric first.
Redrow homes, barratt david Wilson, great north development, housebuilder consortium, ELE northern quadrant, Robert Ogden, Wortlea Estates, Edmund Thornhill	Government moving away from code towards zero carbon standards which takes a fabric first approach. As this may change during plan period, the CS should just refer to latest national policy.	As above.  The council cannot write core strategy policy based on speculation about national policy changes. If changes occur during the plan period, they will be taken into account in planning decisions and incorporated as and when the Core Strategy is updated.	No change
	<b>Off site low carbon contribution</b>		
Hallam Land Management Ltd; Templegate Developments; Ashdale Land and Property Company Ltd (via Barton Willmore Planning Partnership- Northern)	Our Client would also question the effectiveness of the proposed ‘low carbon scheme’ and the lack of any guidance in the Core Strategy as to how any off-site contribution might be calculated.	The council accepts that we do need to develop guidance about how off site contributions will be calculated but this doesn’t need to be contained within the core strategy.	No change

Sainsbury's (via Turleys)	Should mirror national approach and timetable for allowable solutions.	Our policy approach is entirely consistent with NPPF and the policy is flexible to allow the most cost effective and appropriate mix of on/off site contributions.	Proposed minor change (ii): clarify allowable solutions in section 6.1.
CDP Ltd	Financial contributions as alternative to meeting policy is contrary to government policy/legislation	We have made a unilateral undertaking to support development.	No change
	<b>Standards higher than national/Viability</b>		
Hallam Land Management Ltd; Templegate Developments; Ashdale Land and Property Company Ltd (via Barton Willmore Planning Partnership- Northern)	Council has not assessed the local standards to ensure that development is deliverable which would provide competitive returns to land owners and developers (paragraph 173 of the NPPF).	The council is working hard to strike a balance between viability and achieving policy objectives. In terms of viability issues, any implications on the Core Strategy Policy in terms of viability is being addressed as part of the background work in the developing Community Infrastructure Levy (CIL).	No change
Hallam Land Management Ltd; Templegate Developments; Ashdale Land and Property Company Ltd (via Barton Willmore Planning Partnership- Northern)	it is important that any commuted sum/off-site provision is also subject to the same test of viability in the context of other developer contributions that may be required	We can confirm that this is the process that will be followed.	No change
Home Builders Federation	Unsound to require 20% in excess of building regulations for 10 dwellings or more. NPPF requires that local standards are assessed to ensure that development is deliverable and provides competitive returns. Viability very precarious in parts of district, 20% policy will derail housing delivery.	* This makes larger developments with better opportunities for cost effective carbon savings go beyond building regulations in order to build the supply chain necessary to meet future more challenging targets for all buildings.	No change
White Young Green Planning	It is unreasonable to require new developments to meet standards that are	As * above	No change

Leeds Trinity University College Caddick Developments Harrow Estates D Westwood & Son	more onerous than national standards and these should be removed. Such an approach is not compliant with NPPF para 95 which advises that applicants should adopt nationally prescribed standards. Should not impede economic growth.		
Leeds Civic Trust	Same target as proposed for the building regulations which go further and cover existing buildings	As * above	No change
Dacre Son and Hartley (Miller, Barrett York, Chatford, Taylor Wimpey, Kebbell, Keyland, Barratt Leeds, Tayor Wimpey and Ashdale, Redrow, Mirfield, Warner)	Policy repeats national policy and there is no need for inclusion in core strategy	As * above	No change
Airebank, muse, (via WYG planning)	EN1 could make some schemes unviable. Does not have flexibility. Should be amended to include flexibility.	The intention of EN1i) is to allow developers total flexibility in how they meet the CO2 reduction target and we would support fabric 1 <sup>st</sup> approach.	No change
SJS Property (via David Lock)	20% policy is not justified as there is no evidence that it will not render major developments unviable. Jeopardises housing/employment land needs. Not consistent with national policy as local plans need to be underpinned by robust evidence base.	In terms of viability issues, council will consider CO2 implications on the CS Policy in terms of viability is being addressed as part of the background work in the developing Community Infrastructure Levy (CIL).	No change
Aviva and Crown Estate (via Indigo)	Admirable aspirations and support proposal to reduce co2 and achieve wider sustainability objectives. Policies should be consistent with national zero carbon standards (not exceed) and adopt nationally described standards. York Inspector raised 'key concerns' that there were a large number of costs in the core strategy ... and no evidence that shows the development still deliverable with all the extra costs.	As * above  In terms of viability issues, council will consider CO2 implications on the CS Policy in terms of viability is being addressed as part of the background work in the developing Community Infrastructure Levy (CIL).	No change



Quod	20% could be very onerous given forthcoming changes to BRs	As * above	No change
Sainsbury's (via Turleys)	Welcomes sustainability and co2 reductions but objects to EN1,2,4. Should be delivered through national standards.	As * above	No change
Sainsbury's (via Turleys)	Wetherby application used significant amounts of renewables and yet a technical and commercial challenge to go 20% below 2010 BR standards.	The council recommends pursuing a fabric first approach rather than focussing on renewables as this is likely to be most cost effective.	No change
Sainsbury's (via Turleys)	Meeting current and proposed changes to BR will significantly reduce CO2 emissions from all dev, therefore contributing to Leeds' targets.	This statement is unfortunately incorrect. Leeds is a growing city and all new development that is not carbon neutral adds to total emissions from Leeds, therefore need to constrain emissions from dev as soon as possible	Proposed minor change (ii) Strengthen contextual info in 5.5.33 to include this fact.
Ledstone Estate, bramham park estate, meadowside holdings, diocese of ripon and leeds, AR Briggs, hatfield estate, lady Elizabeth hastings estate (via carter jonas)	Policy should refer to the role of BR and how they compliment the planning/dev management process. Aspiration is laudable but is not consistent with national policy.	We believe that this is entirely consistent with national policy and reflects the growing importance of localism, where a local authority has greater freedoms to address issues of significant local importance.	No change
Chamber of Commerce	We fully support the strategic principles of the core strategy and the need to encourage low carbon development in Leeds but do strongly recommend that technical work is undertaken to fully understand the implications of these policies and the difficulties that are likely to arise during their implementation. We are concerned to ensure that the aspiration to encourage low carbon development in Leeds does not impede economic growth and the viability of developments and that the policies on carbon reduction targets are not inconsistent with the NPPF.	The Council is working hard to strike a balance between viability and achieving policy objectives. In terms of viability issues, any implications on the CS Policy in terms of viability is being addressed as part of the background work in the developing Community Infrastructure Levy (CIL).	No change

	<b>Energy assessment</b>		
CDP Ltd	Requiring an energy assessment at the initial planning stage, prior to specified end user occupant requirements, is time consuming and costly. Submission of the EA prior to construction should instead be a condition of planning permissions.	It is essential that an Energy Assessment is completed and submitted with the initial planning application in order for the developer to demonstrate that they have complied with policies EN1(i)&(ii) and for planning officers to verify the statement. This should be based on expected end user requirements; where this changes, an updated EA should be submitted prior to construction	Proposed minor change (ii) to clarify expectation
	<b>Flexibility</b>		
Hammerson (via Barton Willmore)	Support policy but request flexibility to relax this policy where developments deliver wider benefits which outweigh failure to meet carbon policies.	** Expectation is that this would be negotiated on an exceptional basis if the developer presented convincing arguments.	No change
British Library (driver jonas deloitte)	Some buildings have very particular needs (i.e. British Library has low oxygen needs) so should reword to indicate the aspirational nature of the targets.	As ** above.	No change
Scarborough Development Group	Support EN2 and reference to ambitious carbon reduction targets. However, a fair policy should allow for debate about detailed solution for each development.	The intention of EN1i) is to allow developers total flexibility in how they meet the CO2 reduction target.	No change
Hileys Solicitors (via LDP planning)	Support principle of EN1, need to reduce CO2 accepted. BUT need to consider whether all new developments can be carbon neutral after 2016? Look to give more flexibility in the wording to allow future schemes in highly sustainable locations or which provide community benefit to have more flexibility.	As ** above Additionally, off-site contributions can be used where carbon neutral is not viable on site.	No change
	<b>Conversions</b>		
Leeds Residential Property Forum (via Bury)	No dispensation for conversions to account for the additional problems and costs.	We agree with this point. The policy should not make conversions impossible as existing buildings contain high levels	Proposed minor change (ii) Add a qualification for conversions in same way as for EN2

		of embedded carbon.	
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**Appendix 1**

**Core Strategy Publication Draft - Analysis of Consultation Responses**

**EN2 Sustainable Design and Construction**

<b>Representor/Agent</b>	<b>Representor Comments</b>	<b>LCC Initial Response</b>	<b>Action</b>
	<b>BREEAM/CODE out of date</b>		
TGMF, consortium of housebuilders, Great north developments c/o Evans Property Grp, ELE Northern quadrant, Edmund thornhill estates, Barratt david Wilson homes, barratt david wilson homes Yorkshire homes, wortlea, redrows (via ID planning)	Policy will be out of date. Gov moving from BREEAM/Code to zero carbon standards, which takes a fabric first approach. Should refer to latest national guidance rather than set specific local targets. Repeats national standards so no need to include.	*The Building Research Establishment updates their methodology and standards regularly, supporting the transition to a low carbon future in a changing climate. It is important to recognise that BREEAM and CfSH cover wider issues than reduction of Global Warming Gasses. There is no known move by the Government to abandon the CfSH, and if they did BRE Global will continue with this methodology which existed before the Government adopted it. BREEAM and CfSH are accepted as consistent and systematic means to ensure development address climate mitigation & adaptation and wider sustainability issues. It is essential to the LDF that the core documents contain improving output targets for development, and that these targets cover local as well as national sustainable construction objectives.	Proposed modification to clarify text ii) minor change in 5.5.35 to 5.5.37
Templegate, Hallam land mgmt, Ashdale land and property (via Barton Willmore planning partnership northern)	BREEAM/Code requirements can change over time so this policy may become obsolete very quickly. Suggested change that development meets the relevant & prevalent sustainable	We want major developments to meet higher than national standards and the BRE methodology ensures flexibility for developers within a certifiable standard that will achievable improving standards	No change,

	construction standards for that type of development.	over time.	
Dacre Son and Hartley (Miller, Barrett York, Chatford, Taylor Wimpey, Kebbell, Keyland, Barratt Leeds, Taylor Wimpey and Ashdale, Redrow, Mirfield, Warner)	Object to this policy, it is likely to be out of date by the time the CS is adopted.	As * above	No change
Redrow	Policy will be out of date. Gov moving from BREEAM/Code to zero carbon standards, which takes a fabric first approach. Should refer to latest national guidance rather than set specific local targets. Policy repeats national.	As * above	No change
Sainsbury's	BREEAM standards change periodically therefore highly likely that Excellent today will be superseded in future.	This is the benefit of the BRE methodology, that it continually improves as it updates its standards regularly every few years After 2016 we will review the targets, and if there are any significant changes to the BRE methodology, reflect this in the Core Strategy as part of ongoing monitoring, through the AMR (Authority Monitoring Report).	No change
Chamber of Commerce	We fully support the strategic principles of the core strategy and the need to encourage low carbon development in Leeds but do strongly recommend that technical work is undertaken to fully understand the implications of these policies and the difficulties that are likely to arise during their implementation. We are concerned to ensure that the aspiration to encourage low carbon development in Leeds does not impede economic growth and the viability of developments and that the policies on	Issue with regard to carbon reduction targets already covered in response for EN2 Analysis of Consultation Responses document	No change

	carbon reduction targets are not inconsistent with the NPPF.		
	<b>National standards</b>		
Leeds Civic Trust	Same target as proposed for the building regulations which go further and cover existing buildings	BREEAM and CfSH standards are wider, as well as giving the opportunity to go beyond, Building Regulations.	No change
Leeds Civic Trust	No reference to Sustainable Development Design Guide	Would be useful to reference and agree to cross reference.	Proposed minor mod (ii) Add reference to Sustainable Design SPD in 5.5.37
White Young Green Planning, Leeds Trinity University College Caddick Developments, Harrow Estates D Westwood & Son	It is unreasonable to require new developments to meet standards that are more onerous than national standards and these should be removed. Such an approach is not compliant with NPPF para 95 which advises that applicants should adopt nationally prescribed standards. Should not impede economic growth.	The NPPF calls for local authorities to secure radical actions in relation to measures to address climate change. The use of the CfSH and BREEAM standards is consistent with Government policy and nationally described standards, and although the changes for the construction industry are challenging, the stepped increases are appropriate and achievable.	No change
Muse, Airebank (via WYG)	All non residential buildings must achieve BREEAM Excellent, does not recognise that not all can economically achieve that score. Should be amended for flexibility. Also goes further than NPPF does.	Only major developments are required to meet these standards, which are stepped increases and the BRE methodology ensures flexibility for developers within a certifiable standard that will be achievable improving standards over time.	No change
Home Builders Federation	There is no national standard that requires compliance with the Code as Council erroneously states.	To clarify we state in 5.5.37 that we take account of the Government's recommended increases in the code over time. The standards have been used by Government as a means to ensure systematic improvements in sustainable construction outputs on the path to meet EU carbon reduction targets and address climate change adaptation.	No Change
Ledstone Estate,	See no justification for housing or	The NPPF calls for local authorities to	No change

Bramham Park Estate, Meadowside Holdings, diocese of Ripon and Leeds, AR Briggs, Hatfield estate, Lady Elizabeth Hastings Estate (via Carter Jonas)	commercial dev to exceed the national stds set out by Code/BREEAM	secure radical actions in relation to measures to address climate change. The use of the CfSH and BREEAM standards is consistent with Government policy and nationally described standards, and although the changes for the construction industry are challenging, the stepped increases are appropriate and achievable.	
	<b>Viability</b>		
Home Builders Federation	Prescribing full compliance with Code (not just energy) goes further than BR so this is a local requirement exceeding national standards. Therefore needs to be assessed for impact on housing viability in combination with all other policies in CS.	A large part of the code applies to climate change issues and is therefore essential. The flexibility within the codes allows developers to respond efficiently to site conditions and constraint. Early identification of the required improving sustainable construction outputs allows developers to effectively integrate and reduce the cost of these essential works, accommodate this into their economic models and land-price negotiations. Adopting the CfSH improves the built environment and the quality of the buildings. In terms of viability issues, any implications on the CS Policy in terms of viability is being addressed as part of the background work in the developing Community Infrastructure Levy (CIL)	No Change
Aviva and Crown Estate (via Indigo)	Admirable aspirations and support proposal to reduce co2 and achieve wider sustainability objectives. Policies should be consistent with national zero carbon standards (not exceed) and adopt nationally described standards. York Inspector raised 'key concerns' that there were a large number of costs in the core strategy and no	Focussing on larger developments with better opportunities for cost effective carbon savings to go beyond building regulations will help to build the supply chain necessary to meet future more challenging targets for all buildings. CS policies are consistent with local and national policies and in accordance with	No Change

	evidence that shows the development still deliverable with all the extra costs.	the NPPF requirement to support the transition to a low carbon future in a changing climate and to secure high quality design and good standards of amenity.	
Evans Homes no. 2 (via Driver Jonas Deloitte)	Object to requirement for all developments of 10 or more homes to be code 6. No flexibility and potential to make a number of schemes unviable, particularly smaller ones. Insufficient evidence behind policy. Revisit requirement to include flexibility – unsound if inflexible.	The CfSH allows developers flexibility in the means to meet the targets, and the minimum standards are lower to start with, increasing in step with the need to improve sustainable construction standards across Leeds.	No change
Asda stores (via Osborne clark)	BREEAM Excellent is a challenging target and not developed in relation to any local evidence. Wording in appropriate as requires developers to comply with standards without ability to negotiate. First evidence base to support policy and ensure viability not frustrated is required. Second, policies should have flexibility to review on case by case basis.	The BREEAM assessment method allows negotiations over appropriate flexible outputs whilst setting improving minimum standards over time that need to be met. It ensures that there is a consistent and systematic improvement in the built environment across the city	No Change
	<b>Changes to BREEAM method</b>		
Sainsburys	Requests that council considers the implication of meeting BREEAM Excellent under new 2011 guidance, which has significantly increased cost and complexity.	The costs and complexity relating to development are increasing as the need to meet climate change mitigation and adaptation increases. The Government recommends a step approach to allow for the industries involved to learn to integrate change better, reduce costs and make allowances for these necessary changes. The BREEAM method allows this to take place in a measured and considered manner.	No Change
CDP Ltd	BREEAM excellent places considerable financial and practical challenges re viability and may be technically unfeasible. Needs to be reviewed in light of recent changes to	The usefulness of BREEAM as a standard setting tool is that it is based on a methodology that allows developers flexibility. It appropriately	No Change



	BREEAM std, especially since changes were made after publication of Sustainable Design and Construction SPD, which this policy is based on. Will affect viability and deliverability of non residential development.	adjusts internal targets through independent research and progressively tightens the minimum requirements to meet the growing challenge of addressing EU and national climate change targets. Development that follow these changes become increasingly more energy efficient and economically resilient to the effects of climate change.	
	<b>Flexibility/special cases</b>		
English Heritage	Support wording of EN2 to only apply to conversions where feasible, recognising the special needs of some historic buildings	**Conversions, refitting, refurbishment and buildings of historic significance can provide a challenge for developers in regard to meeting the proposed targets. The Planning process allows for developers to suggest an appropriate resolution if a lower target is justified.	*Proposed minor change ii) Insert in 5.5.36 area
Sainsbury's	No objection in principal to use of BREEAM but significant concerns over mandatory Excellent. Experience has shown for building extensions, BREEAM is not practical given the constraints of extension.	BREEAM can be applied to re-fits, conversions and extensions. It would be inappropriate that changes to major developments are not subject to BREEAM methodology, and the minimum that would be expected is that they would not jeopardise the sustainable construction achievements of the existing building	Proposed minor ii) As * above
Sainsbury's	Request that council replace Excellent with 'very good with an aspiration to excellent'. OR reword the policy to state flexibility applied depending on the size, location and development status of the application.	The BREEAM assessment method allows negotiations over appropriate flexible outputs of development whilst setting improving minimum standards over time that need to be met. It ensures that there is a consistent and systematic improvement in the built environment across the city.	No change.
Hammerson (via Barton Willmore)	Support general aim of policy but request flexibility to relax this policy where developments which accord in principle with	Expectation is that this would be negotiated on an exceptional basis if the developer presented convincing	No change

	<p>general aims of sustainable development and spatial policies. Request that reworded to allow for exceptions on a case by case basis where a scheme offers wider benefits that would outweigh not meeting SD requirements or where compliance would impact overall viability. Code/ BREEAM ratings should be targets not minimum requirements.</p>	<p>arguments in relation to other overwhelming benefits, technical issues relating to the BRE methodology or as part of an overall viability application.</p>	
<p>British Library (via Drivers Jonas Deloitte)</p>	<p>BREEAM Excellent is a challenging target and not developed in relation to any local evidence. Wording in appropriate as requires developers to comply with standards without ability to negotiate. Not always appropriate i.e. BL specialist storage needs. Reword to make target aspirational and give recognition to operational and design requirements of specific developments.</p>	<p>As ** above</p>	<p>Proposed minor ii) As * above</p>

## **APPENDIX 2 – CHANGES TO CORE STRATEGY TEXT**

### **b) Energy and Natural Resources**

#### **Climate Change**

- 5.5.30 The Climate Change Act 2008 established a new approach to managing and responding to climate change in the UK. The Act created a legally binding target to reduce the UK's emissions of greenhouse gases to at least 80% below 1990 levels by 2050. This is delivered through a series of five year 'carbon budgets', designed to ensure that the Council make steady progress towards this long term target. A carbon budget is a cap on the total quantity of greenhouse gas emissions emitted in the UK over a specified time. Under a system of carbon budgets, every tonne of greenhouse gas emitted between now and 2050 will count. Where emissions rise in one sector, corresponding falls in another sector will have to be achieved.
- 5.5.31 In May 2009, the Government introduced legislation creating the first three legally binding carbon budgets. The budgets are 2008-2012 (22% reduction in CO<sub>2</sub> emissions below 1990 levels), 2013-2017 (28% reduction) and 2018-2022 (34% reduction).
- 5.5.32 These carbon budgets, whilst owned and delivered at a national level, will have a profound effect on all activities at a local level. Policy tools and financial incentives have been put in place to drive down emissions from transport, housing and business across the country. Building Regulations have introduced tighter CO<sub>2</sub> targets and a trajectory has been put in place to reduce emissions from new housing to zero by 2016, and from non-domestic development to zero by 2019. As Leeds is forecast to grow both in terms of housing numbers and new business premises, it is particularly important to ensure that these are as close to zero emission as possible, as soon as possible, to avoid the need for deeper cuts in other sectors.
- 5.5.33 The Leeds Climate Change Strategy (2009) was developed through the Leeds Initiative in partnership with the public, private and third sector. This contains a target to reduce emissions from Leeds by 80% between 1990 and 2050. In 2010, the Council adopted a further target to reduce emissions by 40% between 2005 and 2020. In the four years to 2009, the city reduced emissions by 14.4%, requiring a *further* reduction of approximately 2.5% per year until 2020. *Leeds is a growing city and all new development that is not carbon neutral adds to total emissions from Leeds (both on site emissions and emissions associated with transport). Therefore, there is a strong policy imperative to constrain emissions from all development as soon as possible.*
- 5.5.34 The Core Strategy climate change policies are designed so that new development contributes to our ambitious carbon reduction targets. However, the Council aim to do this in a flexible way that supports developers to achieve carbon reductions at lowest cost and in a way that benefits future building occupants. Building Regulations set a minimum energy efficiency standard applicable to all buildings, and in order to keep on track to achieve the 2050 target, the Government will increase this standard over the next decade. Developers currently have to demonstrate that proposed developments are within the Target Emissions Rate. However, because of the need to maintain a decent standard of living in the face of

significant growth, the Council is seeking a 20% CO2 reduction beyond the Building Regulation standard. Energy efficient buildings also reduce household fuel bills (and support initiatives for 'affordable warmth'), improve business competitiveness and create jobs in the energy service sectors. Economies of scale mean that energy efficiency measures are less costly on larger developments, and the policies are, therefore, only applied to 'major development.' *It is important to note that policy EN1(i) is highly flexible, allowing developers to choose the most appropriate and cost effective carbon reduction solution for their site. We would expect developers to take a 'fabric first' approach and, over time, supplement this with increasing levels of on-site district heating and low/zero carbon technologies. It must be remembered that the cost implications of installing carbon reduction measures are much lower when included in a new building than when they are retrofitted.*

#### **POLICY EN1: CLIMATE CHANGE – CARBON DIOXIDE REDUCTION**

All developments of 10 dwellings or more, or over 1,000 square metres of floorspace, *(including conversion where feasible) whether new-build or conversion*, will be required to:

- (i) Reduce total predicted carbon dioxide emissions to achieve 20% less than the Building Regulations Target Emission Rate until 2016 when all development should be zero carbon; and,
- (ii) Provide a minimum of 10% of the predicted energy needs of the development from low carbon energy.

Carbon dioxide reductions achieved *through in-meeting* criteria ~~(i)~~ *(ii)* will contribute to meeting criteria ~~(ii)~~ *(i)*.

*Criteria (ii) will be calculated against the emissions rate predicted by criteria (i) so reducing overall energy demand by taking a fabric first approach will reduce the amount of renewable capacity required.*

If it can be demonstrated that decentralised renewable or low carbon energy generation is not practical on or near the proposed development, it may be acceptable to provide a contribution equivalent to the cost of providing the 10%, which the council will use towards an off-site low carbon scheme. The opportunity to aggregate contributions to deliver larger scale low carbon projects would be implemented independent of the development. Wherever possible, the low carbon projects would be linked with local projects that would bring local benefits.

It is likely that the approach of pooling off-site contributions through planning obligations will be replaced by CIL in April 2014.

Applicants will be required to submit an Energy Assessment with their application *based on expected end user requirements* to demonstrate compliance with this Policy. *Where end user requirements change significantly, an updated EA should be submitted prior to construction.*

#### **Sustainable Design and Construction**

5.5.35 The Vision for Leeds (2011–2030), City Priority Plan (2011–2015) and Council Business Plan (2011-2015), commit the city as a whole and the Council specifically,

to make Leeds a lower carbon city. Within this overall context and through the City Council's Carbon & Water Management Plan (March 2011), BREEAM (Building Research Establishment Environmental Assessment Method) is an aspiration but essential in any new build and Very Good in major refurbishment projects. City carbon reduction targets are to reduce CO<sub>2</sub> emissions by 40% between 2005 and 2020. At the same time climate change adaptation needs to be addressed systematically and progressively in regard to the built environment and development across the city. To ensure there is a consistent approach to development improvements the Building Research Establishment's (BRE) approach has been identified as an independent and systematic methodology based on a robust environmental weighting system that covers a wide range of sustainable construction issues yet allows flexibility in relation to site and developer options.

5.5.36 For residential development, the relevant standard is the 'Code for Sustainable Homes' (CfSH). For non residential development, the relevant standard is the Building Research Establishment Environmental Assessment Method (BREEAM). The Council aims to make increasingly higher levels of the Code a requirement for major development in the district. will require developers to apply these assessments to major development in the district (see Policy EN2 table) as the additional costs of attaining improved sustainable construction outcomes are best met by economies of scale. In cases involving conversions, refitting, refurbishment, and historic buildings, a pragmatic approach will be taken with the expectation that the BRE methodology will still be applied, with agreed areas of lower achievement if shown to be appropriate. The BRE methodology allows for flexibility across a wide range of environmental areas, and consistently improves key environmental issues, covering improvements to; energy and CO<sub>2</sub> emissions, water use, materials, surface water run off, waste, pollution, health and well being, management and ecological value

5.5.37 To take account of the Government's recommended increases in the code over time, a gradually increasing target for the Code and BREEAM requirement is proposed for Leeds. This is shown in the table within Policy EN2, and it is for developers to decide how they meet the standard in conjunction with addressing Policy EN1 (carbon emissions reduction and on-site Low and Zero Carbon (LTZ) energy targets) (apart from the carbon emissions reduction requirement). The energy efficiency requirement is explained in Policy EN1. The targets for CO<sub>2</sub> reductions in Policy EN1 are challenging, being higher than those currently proposed in the code, but this is considered necessary longer term in Leeds to help tackle climate change. The dates are effective at the time of submission of a planning application, although in cases with delayed implementation, or delayed phases, there is an expectation that those parts of the development will be built to the higher sustainable construction standards of the later date. Further guidance, information and advice on sustainable construction in Leeds is set out in 'Building for Tomorrow for Today: Sustainable Design and Construction Supplementary Planning Document'. Developers should also follow the guidance in the Sustainable Development Design Guide and adopt where possible the Secure by Design code.

## **POLICY EN2: SUSTAINABLE DESIGN AND CONSTRUCTION**

To require developments of 1,000 or more square metres or 10 or more dwellings (including conversion where feasible) to meet at least the standard set by BREEAM or Code for Sustainable Homes as shown in the table below. A post construction review certificate will be required prior to occupation.

	2012	2013	2016
Leeds Code for Sustainable Homes requirement	Code level 3	Code level 4	Code level 6
Leeds BREEAM standard for non-residential buildings requirement	Very Good	Excellent	Excellent

### **Low Carbon Energy Infrastructure**

5.5.38 The Council aims to achieve a grid-connected renewable energy target of 75 MW by 2021. A breakdown of how this target could be achieved from different sources of renewable energy is included in the Natural Resources and Waste DPD. Potential exists for a number of sources of renewable energy within Leeds, including electricity from wind power, water power (hydro-power), solar energy (active solar), landfill gas, electricity and heat from biomass treatment and waste plants, and combined heat and power (CHP). Heat network distribution is expected to be extensively progressed during the plan period. As well as larger, more commercial projects for renewable energy (0.5 MW and above), potential also exists for smaller, community based projects where the benefits are fed back into the local area. *For clarity, policy EN3 is specifically designed to encourage commercial scale electricity generation. Policies EN1 and EN4 also support low carbon heating and cooling technologies.*

### **Wind Power**

5.5.39 Beyond the urban area there are opportunities for large-scale wind energy generation in areas of higher wind speeds. The average wind speed at 45 metres above ground level is shown on Map 17. However, there are constraints due to the operation of Leeds Bradford International Airport and other local airfields and the need to protect the amenity of residents. Detailed policy criteria against which wind energy applications will be judged is set out in the Natural Resources and Waste DPD.

5.5.40 There are also opportunities for wind micro-generation, and the Council is currently investigating the potential for grid-connected turbines on land in its own ownership. These could potentially contribute 36 MW of energy towards the 75 MW target. More information on this is included in the city council's Carbon and Water Management Plan 2011 – 2021.

### **Hydro Power**

5.5.41 Potential exists for the development of hydropower facilities on the rivers Wharfe, Aire and Calder. Whilst these are likely to have capacity for small-scale generation producing up to 100 kw, some of the weirs are large enough to have potential to contribute to the overall requirement for grid-connected renewable energy. *All development that potentially has a negative impact on hydro power use of the weirs, and or the associated works, must be developed to integrate their use as renewable*

*energy sites, or protect future use.* It is believed that the rivers Wharfe and Aire have potential to physically accept up to ten small-scale waterpower devices. If all were to go ahead the total capacity is unlikely to exceed 2 MW. Such schemes will be supported subject to environmental impact assessments, and provision of integrated fish passes. The Council is progressing hydro-power schemes at Armley Mills and Thwaite Mill on the River Aire, and the other weirs also offer potential for new hydro power generation. These locations are shown on Map 18. The waterways serve a multitude of uses, from a route for freight to forming part of the landscape as well as facilitating renewable energy.

### **Biomass Treatment**

5.5.42 Biomass can be used in chip or pellet form to be combusted for heat and combined heat and power. Sources of biomass are food waste, green waste and agricultural waste from households, commerce, landscape/ forestry contractors and agricultural waste.

### **Solar Energy (Active Solar)**

5.5.43 Solar energy is collected through either photovoltaic or solar thermal panels. Electricity can be produced from photovoltaic panels, however, these have limited potential for large-scale electricity generation. As most installations require connections to the national grid (as they produce the most electricity at times of low demand) they can still contribute towards renewable energy targets. Solar thermal systems capture energy from sunlight to meet a proportion of a building's hot water demands.

5.5.44 Approximately 8sqm of photovoltaics is needed for each 1 kW of installed capacity on a favourably orientated façade or roof. To install just 1 MW of electricity from photovoltaics, therefore, require 8,000 m<sup>2</sup> of panels. Leeds has a huge resource of facades and roofs facing into the southerly quadrant, enough to produce several MWs of electricity if fitted with photovoltaics. Feed in Tariffs (FITs) for large solar installations are now available and help provide a viable business case for retrofitting existing buildings.

### **Landfill Gas**

5.5.45 Landfill gas qualifies as a renewable energy because it is a low-carbon source. Within Leeds, there has been recent production investment of an additional 2MW at Skelton Grange, Aire Valley and 1 MW at Peckfield, Micklefield landfill sites. However, it should be recognised that landfill gas generation will decrease with time as the resource becomes exhausted. A reasonable assumption is that by 2021 the output from landfill gas would be approximately 9 MW, but will tail off thereafter, depending on commercial factors, as well as gas yield.

### **Electricity and Heat from Waste**

5.5.46 Substantial potential exists for energy from waste through the provision of strategic waste management facilities to deal with municipal waste and commercial and industrial waste. The Natural Resources and Waste DPD allocates sites suitable for energy from waste. Developments within a viable distance from these facilities are expected to connect into the heat distribution network.

### **POLICY EN3: LOW CARBON ENERGY**

The Council supports appropriate opportunities to improve energy efficiency and increase the large scale (above 0.5MW) commercial renewable energy capacity, as a basis to reduce greenhouse gas emissions. This includes wind energy, hydro power, biomass treatment, solar energy, landfill gas, and energy from waste.

Protection of internationally designated nature conservation sites will be a key consideration, including relevant Policies contained as part of the Natural Resources & Waste Development Plan Document. Proposals for biomass power generation are required to supply an assessment of the potential biomass resource available (including location) and the transport implications of using that resource. Any development that may lead to an adverse effect on the integrity of a European site will not be supported.

#### **Heat Distribution Networks (District Heating)**

- 5.5.47 By distributing heat to multiple users through a pipe network, up to several thousand homes and businesses can be connected to the same sustainable heat source.
- 5.5.48 Future Energy Yorkshire have completed a study which recommends the establishment of a strategic body ('Energy Leeds') whose role would be to take responsibility for the delivery of energy related activities. These activities could include the co-ordination and delivery of heat networks. This role is particularly important to enable developments to reach code levels 5 and 6 of the Code for Sustainable Homes (as required under Policy EN2). Heat distribution is most likely to be viable in areas of higher density. Opportunities exist around Leeds City Centre (for example major development proposals for the Eastgate area, in the provision of an new energy centre, low carbon heating, cooling, electricity generation and potentially other utilities), the Aire Valley, the universities and St James University Teaching Hospital, as a consequence of high heat loads, which offer the potential for low carbon energy for local communities.
- 5.5.49 The Council has mapped the areas of greatest potential for the creation of heat networks across the district (see Map19). Where there is an existing heat network then it is expected that new developments will make the necessary connections. Where there is no heat network, but there is a low cost heat source such as energy from waste facilities, then opportunities should be taken through proposals for developer to investigate the potential for connection. Where neither existing heat networks nor low cost heat sources are available or feasible then a new heating plant/energy centre needs to be provided.
- 5.5.50 Heat Density is the annual heat demand in KWh divided by 8,760 (the number of hours in a year), to give a heat demand, and then divided by the area of land concerned. This calculation is key to evaluating heating network viability. Research conducted by the Department of Energy and Climate Change into the potential for district heating in the UK has found that areas with a heat density above 3,000 kWh/km<sup>2</sup> is currently required to create a viable network. The higher the heat density the more cost effective the network. As technology and expertise improve the current viability threshold will decrease.



#### **POLICY EN4: DISTRICT HEATING**

Where technically viable, *appropriate for the development*, and in areas with sufficient *existing or potential* heat density, developments of *1,000 or more square metres or 10 dwellings or more (including conversions where feasible)* should propose heating systems according to the following hierarchy:

- (i) Connection to existing *district heating* networks,
- (ii) ~~Use Construction of a site wide district heating network served by a new low carbon heat source/communal heating system supplied with low carbon heat where technically viable/feasible,~~
- (iii) *Collaboration with neighbouring development sites or existing heat loads/sources to develop a viable shared district heating network,*
- (iv) In areas where *district heating is currently not viable, but there is not potential for future district heating networks*, all development proposals will need to demonstrate how *sites have been designed are future proofed* to allow for connection to a *future an area-wide district heating network*.

(iv)

*All major developments will be expected to contribute (either financially or in-kind) towards the creation of new, or enlargement of existing, district heating networks. Such contributions will be secured through the use of legal agreements and subsequently financial contributions through the CIL once introduced.*

*Carbon savings and renewable energy generation achieved under this policy will contribute to EN1(i) and EN1(ii).*

**Core Strategy Publication Draft - Analysis of Consultation Responses**

**Policies EN5 (Managing Flood Risk – EN7 Minerals)**

Representor/Agent	Representor Comments	LCC Initial Response	Action
	<b>Policy EN5 - Managing Flood Risk</b>		
0046 Environment Agency	<p>Para 5.5.51: This paragraph states:                      ‘In considering areas of the district where future growth should take place, the Council has therefore sought to avoid areas of high flood risk in accordance with the sequential approach.....’.</p> <p>The Technical Guidance accompanying the NPPF sets out that development should be steered to areas with the lowest probability of flooding first (flood zone 1) moving onto flood zone 2 (medium probability) then flood zone 3 (high probability). Without definition of the term ‘high flood risk’, the above paragraph does not make clear that the Council will be applying the sequential approach. On face value, this paragraph could be read that the Council have sought to avoid Flood Zone 3 only. This approach would be contrary to the NPPF.</p> <p>We welcome the policy relating to flood risk and the way in which it signposts to the relevant polices within your Natural Resources and Waste</p>	<p>Managing the implications of flood risk, is a key issue for development, as part of the Development Management process and the LDF. It is not intended that the sequential approach will only be applied to Flood Zone 3 sites. The Council will apply the sequential approach as set out in the NPPF. In developing the Core Strategy’s overall approach to housing growth, background technical work has been undertaken to map a range of key attributes and constraints. This includes flood risk areas including Zones 3a and 3b (high probability &amp; functional flood plain). The purpose of the work at this stage is to provide an initial assessment and a basis upon which to undertake more detailed assessment in relation to specific sites as part of the Site Allocations DPD. Consideration of the sequential approach is therefore integral to this technical work. The City Council intends to provide a technical background note to explain the approach taken.</p>	<p>Further background information to be provided.</p> <p>No change.</p>

	<p>DPD.</p> <p>With regard to Policy EN5, the broad approach of the policy is welcomed, however as currently worded part (i) of policy EN5 is not in conformity with the NPPF in so far as the application of the flood risk sequential test is concerned. We consider that the policy is ambiguous as to whether the flood risk sequential test will be applied. As written, the policy does not state clearly that it is necessary for the sequential test (avoidance) to be carried prior out to the consideration of mitigation measures.</p> <p>Suggested change that the Council have favoured sites in flood zone 1 and sought to avoid flood zones 2 and 3 in accordance with the sequential approach. We do wish to propose some changes. This policy needs to more robust in that it should clearly state avoidance before mitigation. Consideration should be given to the opportunity to include a requirement for developed functional floodplain to be returned to functional floodplain wherever possible within this policy and accompanying text.</p>	<p>Support welcomed and recognition that the NR&amp;WDPD includes a series of detailed policies regarding the management of flood risk. In terms of the Policy EN5, the need for clarity is accepted and minor wording changes are therefore proposed, to the supporting text and to the policy wording, to acknowledge the importance of avoiding areas of flood risk and to confirm that the sequential approach will not only apply to Flood Zone 3 sites only In addition, the policy as drafted predates the introduction of the NPPF and therefore reference to PPS25 will need to be replaced with the NPPF.</p> <p>The point regarding the need to take opportunities for developed functional floodplain to be returned to functional floodplain is noted.</p>	<p>Minor change</p> <p>Amend final sentence of Para. 5.5.51 to read;</p> <p><del>In considering areas of the district where future growth should take place the Council has therefore sought to avoid areas of high flood risk in accordance with the sequential approach set out by the National Planning Policy Statement 25. , the sequential approach set out in the NPPF, will be applied.</del></p> <p>Amend Policy EN5 to read:          (i)  <del>Avoiding or Avoiding development in flood risk areas by applying the sequential approach and where this is not possible, mitigating development in flood risk areas in line with guidance in PPS25 by mitigating measures,</del></p>
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			<i>in line with the NPPF, both in the allocation of sites for development and in the determination of planning applications.</i>
2391 Yorkshire Wildlife Trust	SUDs schemes should be used to help reduce the amount of runoff. The Trust would recommend that SUDS be designed with biodiversity in mind, the CIRIA website <a href="http://www.ciria.com/suds/">http://www.ciria.com/suds/</a> gives information on designing SUDs to enhance biodiversity. Green roofs can also be part of a sustainable drainage system and can enhance biodiversity	The City Council has extensive planning guidance in place which recognised the importance of sustainable urban drainage. More recently this has been incorporated into the Sustainable Design and Construction SPD. The importance of Green roofs is noted and is currently reflected in Core Strategy Policy G1.	No change.
5681 The Ledston Estate, The Bramham Park Estate, The Hatfeild Estate, Lady Elizabeth Hastings Estate Charity, The Diocese of Ripon and Leeds, AR Briggs and Co, Meadowside Holdings Ltd (via Carter Jonas)	Management of flood risk is an important consideration which can affect the lives of the community and business activity. Recent announcements regarding be availability of home insurance indicates that areas of flood risk should be avoided. We would suggest that it is important in reviewing the suitability of future housing allocations including current PAS sites that areas of flood risk should be avoided	Comments Noted	No change
	<b>Policy EN6 - Strategic Waste Management</b>		
0046 Environment Agency	We welcome this policy and feel it is in line with your Natural Resources and Waste DPD. We do feel however that where you state “The Council will ensure that sufficient sites are provided across” this could be replaced by “The Council will ensure that sufficient sites are provided without detriment to the environment across the district”.	Support welcomed. The desire to manage any detrimental impacts upon the environment of Leeds, which may arise from such proposals, is integral to the policy approach of the NRWDPD and through existing saved UDP Development Management policies.	No change.
	<b>Policy EN7 - Minerals</b>		
0099 English Heritage	Paragraph 5.5.56 states that “the Core Strategy	The importance of building stone as	No change.

	<p>ensures the protection of resources for the future”. However, although there are various minerals resources in the District, only three (surface coal, sand and gravel) are protected under the provisions of Policy EN7. From our perspective, the District is an important supplier of building stone. In line with national policy guidance, it is important that this resource is also given adequate protection through the LDF. If it is the intention of the Core Strategy to provide protection for the range of minerals detailed in Paragraph 5.5.56, the wording of Policy EN7 should be amended.</p> <p>Suggested change to amend Policy EN7 to make it clear that protection for the mineral resource of the District is not simply limited to surface coal and sand &amp; gravel.</p>	<p>an important resource for the repair and restorations of vernacular building has been recognised through the provision of a specific policy within the NR&amp;WDPD</p>	
0414 PPL (via Scott Wilson)	<p>The policies and references to minerals in the draft Core Strategy and the Natural Resources and Waste DPD to which the Core Strategy refers are considered to be sound.</p>	Support Welcome	No change
1922 The Coal Authority	<p>The Coal Authority supports in principle Policy EN7 which sets out the strategic framework for the Mineral Safeguarding Area for the surface coal resource which has been designated through the Natural Resources DPD. This has ensured internal consistency between the DPDs which make up the overall Leeds LDF. However, the Mineral Safeguarding Areas identified in Policy EN7 are not illustrated within the Core Strategy either on the Key diagram or a separate plan. The text in the Core Strategy is also not explicit in where the reader can find these MSAs delineated which reduces the effectiveness of Policy EN7. This is not supported.</p>	<p>The issue of MSA has been considered in detail as part of the NR&amp;WDPD Examination process. Through this process a MSA plan has been developed and will be incorporated into the DPD and Proposals Map upon adoption. The suggested minor wording change, to improve clarity and cross referencing is therefore agreed.</p>	<p>Proposed change to incorporate the words: <i>“The MSA for coal and sand and gravel is considered in detail as part of the Natural Resources and Waste DPD. The Proposals Map will be updated to show these areas, following adoption of the DPD”.</i></p>

	<p>Suggest the following minor wording addition at the end of paragraph 5.5.58: “The MSAs for coal and sand and gravel are shown on the Proposals Map which accompanies the Natural Resources and Waste DPD”, To ensure that the spatial extent of the MSAs contained in Policy EN7 is appropriately referenced to allow the reader to know where the MSAs are actually illustrated. The Coal Authority would be happy to negotiate alternative suitable wording and to enter into discussions ahead of any examination hearing process to try and reach a negotiated position</p>		
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## **APPENDIX 2 – CHANGES TO CORE STRATEGY TEXT**

### **Flood Risk**

5.5.51 The rivers Aire and Wharfe and their tributaries are a dominant feature of the Leeds district. However, parts of Leeds City Centre have a 1 in 20 year risk of flooding from the River Aire, and the Environment Agency estimates that there are over 3,862 homes and nearly 700 businesses at risk of river flooding from the River Aire alone. Redevelopment of land within this area will be generally acceptable, subject to appropriate mitigation, including the Leeds Flood Alleviation Scheme. Leeds also experiences flooding from the River Calder adjacent to the district's south eastern boundary. In considering areas of the district where future growth should take place ~~the Council has therefore sought to avoid areas of high flood risk in accordance with the sequential approach set out by the National Planning Policy Statement 25. ,~~ *the sequential approach set out in the NPPF, will be applied.*

5.5.52 In recent years Leeds has also experienced problems created by surface water flooding. Smaller watercourses and drains are far more susceptible than the larger river systems to flash flooding as a result of localised intense rainfall. With changing climate patterns it is expected that storms of this nature will become increasingly common, potentially increasing the risk posed to properties situated in close proximity to local water courses. Policy EN5 has been developed in order to manage both fluvial and pluvial sources of flooding. Further details on the actions identified in Policy EN5 are in the Natural Resources and Waste DPD.

### **POLICY EN5: MANAGING FLOOD RISK**

The Council will manage and mitigate flood risk by:

- (i) ~~Avoiding or~~ *Avoiding development in flood risk areas by applying the sequential approach and where this is not possible, mitigating development in flood risk areas in line with guidance in PPS25 by mitigating measures, in line with the NPPF,* both in the allocation of sites for development and in the determination of planning applications.
- (ii) Protecting areas of functional floodplain as shown on the Leeds SFRA from development (except for water compatible uses and essential infrastructure).
- (iii) Requiring flood risk to be considered for all development commensurate with the scale and impact of the proposed development and mitigated where appropriate.
- (iv) Reducing the speed and volume of surface water run-off as part of new build developments.
- (v) Making space for flood water in high flood risk areas.
- (vi) Reducing the residual risks within Areas of Rapid Inundation.
- (vii) Encouraging the removal of existing culverting where practicable and appropriate.
- (viii) The development of the Leeds Flood Alleviation Scheme.

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Report author: Lora Hughes  
50714

**Report of the Director of City Development**

**Report to: Development Plan Panel**

**Date: 7<sup>th</sup> August 2012**

**Subject: LDF Core Strategy – Publication Draft, Analysis of Consultation**

**Responses: Implementation and Delivery**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

**Summary of main issues**

1. The Core Strategy Publication Draft was subject to 6 weeks public consultation during February to April 2012. Section 3 of this report summarises the issues raised and the Table in Appendix 1 suggests how the City Council should respond. Appendix 2 illustrates how the text of the Core Strategy would need to be altered.
  
2. Comments received have helped improve the document, and many representations gave general support to this Chapter. It is considered that there are no issues which are significant enough to justify major changes. The majority of comments warrant no changes, and a few issues warrant only minor changes to the supporting text in order to add clarity. A number of detailed changes were also requested to the Infrastructure Delivery Plan. The analysis and suggested changes are set out in Appendices 1 and 2.

**Recommendations**

Development Plan Panel is requested to:

- i) Note and comment on the contents of the report and the course of further action (as detailed in Appendix 1 to the report), for presentation to Executive Board.

## **1.0 Purpose of this Report**

- 1.1 Within the context of the Core Strategy Initial Report of Consultation (6<sup>th</sup> June), the purpose of this report is to review consultation responses in relation to the Implementation and Delivery chapter. Appendix 1 attached, summarises the representors, key issues raised, the City Council's view and proposed action.

## **2.0 Background Information**

- 2.1 Following Consideration by the Development Plan Panel and Executive Board, a 6 week period of public consultation has been undertaken, commencing on 28<sup>th</sup> February to 12<sup>th</sup> April 2012. Consistent with the LDF regulations, this is a targeted stage of consultation, with emphasis upon requesting responses in relation to the "soundness" of the plan. Within this context, the consultation material comprised of a range of documents, which were subsequently made available on line or as paper copies, including:

- Core Strategy Publication Draft (Main Document)
- Sustainability Appraisal (& Non Technical Summary)
- Habitats Regulations Assessment Screening
- Equality Impact Assessment Screening
- Draft Infrastructure Delivery Plan
- Draft Core Strategy Monitoring Framework
- Health Topic Paper
- Report of Consultation on Preferred Approach (October – December 2009)

Links were also incorporated to the consultation web pages to the evidence based material, which has been prepared to help inform the emerging document (including the Employment Land Review, Leeds City Centre, Town and Local Centres Study, Housing Growth in Leeds, Strategic Housing Land Availability Assessment, Strategic Housing Market Assessment and the Leeds open space, sport and recreation assessment.

## **3.0 Main Issues**

### Infrastructure Delivery Plan

- 3.1 Infrastructure providers provided detailed comments on the Infrastructure Delivery Plan, primarily relating to updates on specific schemes identified in the Infrastructure Schedule, or schemes which have not yet been included. Some alterations to the descriptive text were also requested.
- It is proposed to incorporate all the requested changes. The IDP is a draft 'living' document and has always been intended to be updated prior to the Submission stage of the Core Strategy, based on the most up to date infrastructure information.

## Implementation and Delivery

- 3.2 Further evidence is needed that there will be enough funding to provide the necessary infrastructure.
- Although close working with partner infrastructure providers is underway and ongoing, specific funding can only be identified for a few years in advance due to the shorter planning timescales of the providers. National guidance identifies that this is an acceptable approach for the Core Strategy to take. The Site Allocations DPD will further develop the approach to ensure sufficient infrastructure provision in areas of growth. This will be aligned with the development of the Community Infrastructure Levy and investigation of the range of other funding mechanisms. The phasing strategy also means that the development will not all occur at once. Monitoring and review mechanisms for the Core Strategy and Site Allocations DPD will also help to identify funding streams.
- 3.3 Further emphasis is needed on the delivery mechanisms and timescales in order to actually deliver the Core Strategy policies. The implementation policy also needs to be more specific.
- It was considered useful and important to include an overall implementation and delivery policy which shows the Council has considered all the issues and intends to deliver the Core Strategy accordingly, but the list of mechanisms has to be generic as a mixture of all the measures will apply at different times in relation to different policies.
- 3.4 Policy ID1 should include reference to overall delivery through neighbourhood plans.
- Neighbourhood plans and community involvement are already referenced in the supporting text to this policy, and community involvement and production of further guidance are already within the policy itself. Importantly, further support for neighbourhood plans will be emphasised elsewhere in the Core Strategy (in relation to other comments made in this regard). However, consider that a reference to neighbourhood plans can be included within ID1.
- 3.5 The NHS commented that it is not clear what targets and indicators are being set to monitor impact on health improvements and to reduce health inequalities.
- The intention of suite of Core Strategy policies as a whole is to increase active travel and sustainable transport, but policies need targeted monitoring and it would be very difficult to measure exactly what affect individual policies would have on specific health aspects such as obesity. Will continue to undertake close working with health providers.
- 3.6 There should be further references to partnership working.
- Agree it is appropriate to include further references at appropriate points within the chapter.
- 3.7 It is also proposed to include within the Implementation and Delivery Chapter some additional text on 'Allowable Solutions'. This is not as a result of a specific representation but due to further clarity of guidance emerging at national level. Allowable solutions is a delivery mechanism which expands on the text in Policy EN1 (Climate Change - Carbon Dioxide reduction) which states that if it is not

practical to provide 10% of the energy needs of the development from low carbon energy, then it may be acceptable to provide an equivalent contribution towards an off-site low carbon scheme.

### Planning Obligations and Developer Contributions

- 3.8 The overall approach to developer contributions and the development of the Community Infrastructure Levy was welcomed by a number of respondents.
- 3.9 The Core Strategy should quote the proposed CIL rates and set out priorities for its spending, including the amount proposed to be given to local communities.
- The CIL is developed under different Regulations and through a separate consultation and examination process. The levy rates should not be included in the Core Strategy in order that they can be revised as necessary as economic conditions change. In addition, the evidence base is still being developed and so there is not yet an indication of the potential rates in Leeds. The detailed spending and governance arrangements are also still to be determined and are outside the remit of the Core Strategy (other than through this broad policy support).
- 3.10 Deliverability of the whole Core Strategy needs to be tested.
- This will be undertaken as part of the Community Infrastructure Levy Economic Viability Study, currently underway and expected to be completed by October.
- 3.11 The policy should take into account the need to consider economic viability, flexibility, and negotiation specifically in regards to developer contributions.
- The NPPF does now include reference to flexibility in this regard, so consider that the supporting text should be updated accordingly. However, it is not necessary to directly refer to it within the policy. This is primarily because viability will remain a material consideration for decision makers to balance against policy requirements in individual cases.
- 3.12 The examples of planning obligations should also refer to social contract clauses such as local labour and training agreements.
- Agree that should reference and reinforce these, as they are cross-referenced in the economy chapter as potential planning obligations.

## **4.0 Corporate Considerations**

As noted above, the Core Strategy, forms part of the Local Development Framework and once adopted will form part of the Development Plan for Leeds.

### **4.1 Consultation and Engagement**

- 4.1.1 As outlined in this report, the Core Strategy Publication draft has been subject to a further 6 week period of consultation. This has been undertaken in accordance with the LDF Regulations and the City Council's adopted Statement of Community Involvement (SCI).

## **4.2 Equality and Diversity / Cohesion and Integration**

- 4.2.1 An Equality Impact Assessment Screening was undertaken on the Core Strategy Publication draft, prior to consultation (see Core Strategy Executive Board Report, 10<sup>th</sup> February 2012). This concluded that equality, diversity, cohesion and integration issues had been embedded as part of the plan's preparation. For information and comment, the Screening assessment has also been made available as part of the supporting material for the Publication draft consultation. Within this overall context, it will be necessary to continue to have regard to equality and diversity issues, as part of the ongoing process of preparing the Core Strategy, including considering representations and next steps.

## **4.3 Council Policies and City Priorities**

- 4.3.1 The Core Strategy, plays a key strategic role in taking forward the spatial and land use elements of the Vision for Leeds and the aspiration to the 'the best city in the UK'. Related to this overarching approach and in meeting a host of social, environmental and economic objectives, where relevant the Core Strategy also seeks to support and advance the implementation of a range of other key City Council and wider partnership documents. These include the Leeds Growth Strategy, the City Priority Plan, the Council Business Plan and the desire to be a 'child friendly city'.

## **4.4 Resources and value for money**

- 4.4.1 The DPD is being prepared within the context of the LDF Regulations, statutory requirements and within existing resources.

## **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 The DPD is being prepared within the context of the LDF Regulations and statutory requirements. The DPD is a Budgetary and Policy Framework document and as such this report is exempt from call-in by Scrutiny.

## **4.6 Risk Management**

- 4.6.1 The Core Strategy is being prepared within the context of the LDF Regulations and the need to reflect national planning guidance. The preparation of the plan within the context of ongoing national reform to the planning system and in responding to local issues and priorities, is a challenging process. Consequently, at the appropriate time advice is sought from a number of sources, including legal advice and advice from the Planning Advisory Service and the Planning Inspectorate, as a basis to help manage risk and to keep the process moving forward.

## **5. Conclusions**

- 5.1 This report provides an overview of the issues raised about the Implementation and Delivery chapter. There are no issues which are considered significant enough to justify any major changes, and most issues warrant no changes at all. The remaining issues warrant only minor changes to the supporting text and updating the Infrastructure Delivery Plan.

## **6. Recommendations**

6.1 Development Plan Panel is requested to:

i) Endorse the analysis of the issues raised and any suggested Core Strategy text changes (as detailed in Appendices 1 and 2 to the report) for presentation to Executive Board for approval.

## **7. Background documents<sup>1</sup>**

7.1 A substantial number of documents are available representing various stages in preparation of the DPD and the background evidence base and Equalities Impact Assessment Screening. These are all available on the City Council's web site (LDF Core Strategy Pages) web pages or by contacting David Feeney on 247 4539.

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<sup>1</sup> The background documents listed in this section are available for inspection on request for a period of four years following the date of the relevant meeting. Accordingly this list does not include documents containing exempt or confidential information, or any published works. Requests to inspect any background documents should be submitted to the report author.

## APPENDIX 1:

### Core Strategy Publication Draft - Analysis of Consultation Responses

#### ID1 and ID2 and Infrastructure Delivery Plan

Representor	Representor Comments	LCC Initial Response	No change / Main change / Minor change
<b>Qu 65 IMPLEMENTATION AND DELIVERY - GENERAL</b>			
Andrew Hepworth (5864)	<ul style="list-style-type: none"> <li>-What are the requirements of providing supporting infrastructure?</li> <li>-Will the full cost of providing supporting infrastructure be met by developers?</li> <li>-If more housing is built in Morley, where do LCC propose any additional schools, nurseries, health centres and the like to be sited? Morley Academy is already over subscribed.</li> </ul>	<p>The IDP can inevitably only identify specific funding for a few years in advance due to the shorter timescales of partner infrastructure providers, and this is acceptable under national guidance. The CIL will help to pay for some of this infrastructure, and developments will also have to make sure site specific requirements are provided such as sewage, and (on larger sites) schools. Other funding sources and statutory requirements for service provision will remain as at present.</p> <p>The Site Allocations DPD will further develop the approach to ensure sufficient infrastructure provision in areas of growth. LCC has worked closely with infrastructure providers in developing the CS and IDP, and will continue to do so in working up further detailed allocations. Infrastructure sufficiency will also still remain a consideration at planning application stage.</p>	No change
Drighlington Parish Council (0136)	No clear evidence that enough funding could be found to provide the schools, health centres, dental practices, community buildings, roads and sewage which would be needed to support large amounts of new housing in Outer South West Leeds.		
Otley Town Partnership (via Directions Planning 5121)	The deliverability of the Core Strategy needs to be thoroughly tested, particularly in relation to the deliverability of housing allocations such as the extension to the East of Otley. Otherwise adoption may be delayed if objectors are able to prove there is reasonable doubt that certain allocations will be delivered.	The overall viability of the CS is being tested through the Community Infrastructure Levy Economic Viability Study (under tender June 2012). The deliverability of housing sites has been appraised through the Strategic Housing Land Availability Assessment which involved market testing by the SHLAA Partnership, and only those considered as deliverable have been included in the CS projections.	No change

Renew (5105)	<ul style="list-style-type: none"> <li>-Where actions are required to implement policy which is outside the direct control of LCC, an agreement should be put in place with the organisation to ensure the delivery of the policies. This should be transparent and with rigorous monitoring procedures for compliance. This will ensure all developments follow a consistent procedure in their approach to e.g. employment, training and education.</li> <li>-Agree strongly with emphasis on partnership working but paragraph on the Leeds Housing Investment Plan should emphasise the importance of partnership working to deliver housing growth and investment and combines effectively public and private sector investment.</li> <li>-Community Involvement - Does the SCI need to be reviewed and refreshed to take account of the provisions of the Localism Act and the issues involved in housing growth and development? i.e. what extent and depth of community consultation will be expected of developers, and what is meant by 'extensive community consultation and engagement' on neighbourhood planning?</li> <li>-Supporting Evidence - this could make reference to the requirement for local housing market and needs assessments.</li> <li>-Strongly support links between greenfield and brownfield development and look forward to supporting the investigation of how this could work in practice.</li> <li>-Monitoring - important that the CS can be flexible enough to meet future changes in housing market conditions, economic circumstances and changing consumer demand and preference.</li> <li>-Emphasis is required on the delivery mechanisms and timescales for implementation of the policies. There appears to be realistic timescales outlined in the IDP but not with the timescale of the actual strategy/policies. The introduction of a short, medium and long-term phased timescale approach would be acceptable.</li> </ul>	<ul style="list-style-type: none"> <li>-Approaches to employment, training, and education linked to developments would be ensured through Legal S106 Agreements as at present.</li> <li>-Agree that can include this additional wording to emphasise partnership working.</li> <li>-LCC is currently reviewing options to update the SCI. Neighbourhood planning is a new process with limited guidance on consultation requirements, but LCC fully intends to enable communities to undertake extensive consultation in each area.</li> <li>-Not considered to be necessary as already lists a few studies as examples.</li> <li>-Support welcomed.</li> <li>-Agree and consider CS contains sufficient flexibility to allow this.</li> <li>-It is considered that a timescale approach would not apply to most of the CS policies. Development management decisions, monitoring, and the ongoing development of the IDP are the mechanisms by which delivery can be measured and policies implemented.</li> </ul>	Minor change – add wording re partnership working to 6.8.
Leeds, York and North York Chamber of Commerce (1736)	How the CS deals with development management and deliverability should be clearer. It is not acceptable to rely on SPDs as suggested in paragraph 6.4.	Paragraph 6.4 provides one example of the range of measures by which the CS will be implemented and delivered. SPDs would be produced as appropriate, alongside other documents as outlined in the paragraph, and would not be relied on for every further development of policy, or implementation.	No change



<b>Qu 66 ID1 – IMPLEMENTATION AND DELIVERY MECHANISMS</b>			
<b>Neighbourhood Plans</b>			
Leeds Civic Trust (0062)	Support the commitment to community consultation but suggest there should be support for communities preparing Neighbourhood Plans. ID1 add “The Council will encourage the preparation of Neighbourhood Plans within the district to assist in the delivery of the CS.”	Neighbourhood Plans are referenced at 6.12 and 6.20, and Policy ID1 already contains a commitment to community involvement, and development of further guidance (which includes neighbourhood plans). Importantly, neighbourhood planning and the localism agenda will be further emphasised elsewhere at a more appropriate place in the CS (in relation to other comments received in this regard).  However, consider can include reference to neighbourhood plans within ID1.	Minor change – in ID1 change ‘community involvement’ to ‘working with communities including through neighbourhood planning’, plus additional text at 6.12.
Boston Spa Parish Council (0112), Barwick-in-Elmet & Scholes Nhood Dev Plan (5874)	Paragraph 6.20 - Neighbourhood planning regulations and national policy have now been confirmed which can and should allow LCC to react positively now as the uncertainty is removed. Insert in Policy ID1 “The Local Planning Authority will support Parishes and communities in time and resource to enable Neighbourhood Development Plans to be prepared which support the Implementation and Delivery Mechanisms policy.”		
Conservative Group (2950)	Insufficient emphasis on the localism agenda, the involvement of local communities, and the role that Neighbourhood Plans play in helping to deliver new development. More discussion needed about the importance of Parish Councils.		
<b>Further detail required</b>			
Meadowside Holdings Ltd, The Hatfield Estate, The Bramham Park Estate, The Diocese of Ripon and Leeds, The Ledston Estate, Lady Elizabeth Hastings Estate Charity, AR Briggs and Co (via Carter Jonas 5681)	Some nine measures are set out through which the Council will seek to ensure that the CS is delivered. Concerned that the list is somewhat generic and fails to be specific on the matters and policies set out in the CS. Whilst not suggesting exhaustive coverage of this matter we would expect that the Council could tabulate what measures it anticipates using with what partners rather than the generic basket of measures listed.  Consider that the policy has not been positively prepared and is not specific enough to be meaningful. In its present guise it is unsound.	It is acknowledged that the list is generic, because a mixture of all the measures will apply at different times in relation to different policies, and with different partners. The supporting text sets out the issues in detail. It was considered useful and important to include an overall implementation and delivery policy which shows that the Council has considered all these issues and intends to deliver the CS accordingly, and will develop them further at the appropriate times. The policy will be better used in this role rather than through setting strict parameters of which measures should be used to deliver each policy.	No change

<b>Miscellaneous</b>			
NHS Leeds (5693)	<p>Not clear what investment plans will be supporting encouraging people to be more active and making journeys by sustainable transport. Use of green space and active travel are key areas where spatial planning can contribute to health improvement and reducing health inequalities but it is not clear what targets and indicators are being set by the CS to monitor its impact on these.</p> <p>Similarly it is not clear what mechanisms will be in place as the CS is implemented to assess policies or schemes to identify mitigations or enhancements to the impact on physical activity. The Joint Strategic Needs Assessment (JSNA) can be used to determine geographic distribution of risk factors such as obesity, and hence to plan, target and monitor spatial planning approaches (e.g. green space allocation, pedestrian oriented design etc). A useful source of guidance is the Active Planning Toolkit funded by NHS Gloucestershire (2011).</p>	<p>The CS monitoring considered including specific health indicators, but it is clearly very difficult to measure exactly what affect individual CS policies would have on specific aspects such as obesity when there are so many wide ranging factors involved. The intention of the suite of CS policies as a whole is to increase active travel and sustainable transport, especially from policies relating to greenspace and community facilities, but it was considered important to ensure that policies have targeted monitoring. The CS would not expect to be as comprehensive in its monitoring as the JSNA.</p> <p>The Active Planning Toolkit includes a checklist for strategies policies and plans:</p> <p>“Evidence</p> <ul style="list-style-type: none"> <li>–The JSNA is used to identify health needs and inequalities most susceptible to planning intervention.</li> <li>–Population and demographic change is forecasted and mapped, including future housing and regeneration sites.</li> <li>–There is GIS analysis of spatial features particularly relevant to physical activity including: accessibility to shops, employment, services by active travel modes; accessibility to open space; spatial analysis of health issues.</li> </ul> <p>Core Strategy:</p> <ul style="list-style-type: none"> <li>–Addresses health in a spatial and locally distinctive way by promoting physical activity.</li> <li>–Prioritises a spatial pattern whereby daily needs can be met within walking or cycling distance.</li> <li>–Followed through into Area Action Plans and Supplementary Planning Documents.</li> <li>–Criteria for the assessment of the level of physical activity generated are included in development proposals.</li> <li>–Site allocation criteria include assessing the impact on physical activity.</li> </ul> <p>Monitoring:</p> <ul style="list-style-type: none"> <li>–The AMR includes health and physical activity indicators.”</li> </ul> <p>It is considered that the Leeds CS does address all these guidance points.</p>	<p>No change (although continue to undertake close working with health providers, and include JSNA issues and local risk factors in working towards the Site Allocations DPD)</p>

Highways Agency (0060)	The Agency regards the IDP as a living document and will continue to work with the Council to develop sustainable solutions that allow the Strategic Road Network to continue to meet its strategic role. Chapter 6 on delivery stresses the need to work with partners, particularly in the context of the IDP, to identify and bring forward infrastructure schemes needed to facilitate development proposals in the CS. Policy ID1 merely states that the Council will undertake to ensure delivery and implementation of the CS although it does make reference to partnership working.	Ongoing partnership working with the Highways Agency is welcomed.	No change
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#### Qu 67 ID2 – PLANNING OBLIGATIONS AND DEVELOPER CONTRIBUTIONS

Leeds, York and North York Chamber of Commerce (1736)	It is important that the requirements for developers to contribute to transport improvements are not overly onerous. In particular, a requirement for large up-front contributions can impair the viability of developments. We will consider carefully the Infrastructure Plan, and the forthcoming work on the Community Infrastructure Levy.	Acknowledged and look forwards to further responses as part of the development of the CIL.	No change
<b>Support</b>			
Metro (1933)	The transport infrastructure needed to deliver the LDF will be to some extent reliant on developer contributions. Whilst we acknowledge that large upfront contributions can impair the viability of new developments, the introduction of a CIL scheme should make contributions more equitable across a number of development opposed to placing the onus on a single development. Metro therefore support this policy.	Support welcomed.  The CIL rates will be developed as outlined in the Regulations and national guidance, which ensure a robust approach is taken including taking account of the need for caution in relation to market conditions, and viability at site specific and District level. This includes consultation with relevant stakeholders.	No change
Miller Strategic Land, Andrew Ramsden (via Spawforths 2663)	Supports the approach to infrastructure planning and CIL. CIL will deliver a number of benefits in the form of more legal certainty enabling sub-regional infrastructure and the mitigation of cumulative impacts to be funded from CIL, a broader (and therefore fairer) range of developments contributing, improvements in transparency, and greater certainty and predictability as to the level of contribution which will be required. A cautionary approach should be taken towards CIL to ensure that a robust approach is adopted, particularly if affordable housing is introduced through the Localism Bill, and the interaction of CIL with Section 106 agreements.		
Otley Town Partnership (via Directions Planning 5121)	ID2 welcomed, as there is a desire in Otley to secure development of a leisure centre and sports facilities, and to improve the educational and training offer through improved facilities.		

<b>Spending of CIL funds</b>			
Otley Town Partnership (via Directions Planning 5121)	Wish to see the provision of new leisure facilities included in the CIL Charging Schedule.	The Government set up the CIL specifically to create funds to address the strategic infrastructure needs across the District.	No change
Morley Town Council (4825)	Expenditure of CIL should be linked closely to the local communities in which it is generated, it should not become a general fund to be raided regardless of its points of origin.	The Council is working on the evidence base to determine the CIL rates, with consultation on the Preliminary Draft Charging Schedule anticipated in winter 2012. The CIL Regulations set out that the CIL is developed through a completely separate consultation and examination process to the CS.	
Tony Blackmore (5871)	A substantial percentage of the CIL levy to be allocated to communities directly affected. The quantity should be quoted.	Therefore the levy rates cannot be included in the CS. This is also important so that the CIL can be revised as necessary as economic conditions change.	
Leeds Civic Trust (0062)	Should be clearly set out aims for where CIL is to be directed and what the priorities are for spending. Monitoring of those targets should be made publicly available. Add "The Council will set out priorities for the use of CIL, and will monitor spending and publish annual reviews of the use of CIL."		
Aberford Parish Council (0106)	Vital that the CIL levy charging schedule be included in the CS (including the meaningful proportion of CIL to be devolved to those communities directly affected by development) in order to pass the soundness test.		
Boston Spa Parish Council (0112), Barwick-in-Elmet & Scholes Nhood Dev Plan (5874), Barwick in Elmet & Scholes Parish Council (0111)	Details of the CIL are not included in the CS contrary to the IDP Paragraph 7.8. CS paragraph 4.1.14 recognises that this matter is of considerable importance and so should be clarified to reflect paragraph 6.32. Provide details of the proposed CIL tariff prior to examination in public, Consult and engage with all stakeholders seeking formal responses and determine the soundness of any proposals. The Inspector must be afforded the opportunity to make recommendations before the development plan is adopted.	The spending and governance of the CIL is not a matter for the examination. However, setting out priorities and monitoring and publishing collection and spending information is required by the Regulations. The detailed spending and governance arrangements for the levy funds in Leeds are still to be determined and are outside the remit of the CS other than through this broad policy support, as they need to take account of the indication of the amount which will be raised. In addition, the Government is still to publish the final Regulations setting out the meaningful proportion to be given directly to local communities. It is expected that a wide range of types of infrastructure could be funded by the CIL.	
Conservative Group (2950)	Schools in the city are already under some stress and there will need to be a mechanism set up to fund new school building. We suggest that the CIL if properly used and with the right amount of emphasis of local retention of funds could be used to address some of the problems that might occur with regard to school places. Certainly school places and the planning for the delivery of these should feature more strongly in the CS.		
Highways Agency (0060)	It will be vital for the Agency to be fully involved in discussions on the CIL, both at stakeholder meetings and on a one-to-one basis, in order to ensure that the physical mitigation measures that are needed on the Strategic Road Network and at its junctions to enable traffic generated by new developments to be accommodated can be funded in order to allow those developments to proceed.		

<b>Viability and flexibility</b>			
Property Company, Templegate Developments, Hallam Land Management (via Barton Willmore Planning Partnership-Northern 0057)	Policy ID2 does not recognise economic viability in relation to planning obligations and developer contributions. All requests for contributions and on-site requirements, such as affordable housing, should be considered together in an assessment of economic viability. The Council should therefore work closely internally in order that individual requests for obligations/contributions do not cumulatively threaten the viability of a development. It is therefore recommended that the policy references that economic viability of developments as an important factor in determining the type and level of obligations/contributions.	It is not considered necessary to directly refer to viability or flexibility in the policy, as ID2 states that obligations and contributions will be required, but does not state the amount or type.  The supporting text to ID1 and in particular the section on contingency from Para 6.18 addresses the need for flexibility, including direct reference to the changing economy. Para 6.28 in relation to ID2 also references viability, and Para 6.3 states that the planning applications where viability is a concern should be submitted with a full viability assessment.	Minor change – reference NPPF paras 203 to 206 in supporting text in relation to market conditions and flexibility.
Airebank Developments, Muse Developments (via WYG Planning & Design 0420)	Does not allow applicant to demonstrate viability of schemes to enable a negotiation to take place regarding planning obligations and contributions. Excluding such flexibility from ID2 could seriously harm development coming forward in line with Spatial Policies, which would undermine the CS. NPPF Paragraph 205 states: "where obligations are being sought or revised, local planning authorities should... be sufficiently flexible to prevent planning development being stalled". ID2 does not comply with the requirement of the NPPF and should be amended accordingly.	S106s take account of viability, in that ultimately the decisions made by Members have to be a compromise between the full range of 'ideal' S106 contributions, and what it is viable to provide. Viability will remain a material consideration in planning decisions, and this is reinforced by the NPPF which has a clear focus on delivery.	
Hammerson UK Properties Ltd (via Barton Willmore) (4816)	Amend ID2 to provide sufficient flexibility for developer contributions to be negotiated in order to prevent planned development being stalled, in accordance with NPPF para 205.		
Renew (5105)	Must indicate CS flexibility to adapt to a variety of scenarios including for example, changeable economic conditions affecting the city. This is pertinent with reference to stipulating Section 106 agreements and the CIL where viability can be affected by a changeable state of the economy once a major development scheme has been through the planning process.	The CIL rate has to be set using viability evidence. The setting of the CIL charges will	

Meadowside Holdings Ltd, The Hatfield Estate, The Bramham Park Estate, The Diocese of Ripon and Leeds, The Ledston Estate, Lady Elizabeth Hastings Estate Charity, AR Briggs and Co (via Carter Jonas 5681)	Narrative within the policy justification sets out a pragmatic tone; it does not reflect the most recent version of NPPF. Guidance contained in the NPPF suggests that the burden of obligations individually or cumulatively should not render development proposals unviable. Indeed it suggests that proposals should come forward where there is a willing landowner and willing developer who should be able to expect reasonable returns.	include consideration of a range of economic positions to allow for flexibility.  However, acknowledge that ID2 was drafted based on the CIL Regulations, which do not reference viability specifically relating to planning obligations. The NPPF does expand on this slightly at paras 203 to 206 and therefore agree that NPPF should also be referenced in the supporting text.	
Hammerson UK Properties Ltd (via Barton Willmore) (4816)	The Draft Charging Schedule should set out the exceptional circumstances by which relief from CIL will be granted in accordance with the CIL Regulations. This should provide flexibility on a case by case basis to enable the delivery of developments that accord in principle with the Spatial Development Strategy and Spatial Policies.	This is outside of the remit of the CS. The Council has yet to take a decision on whether it will offer CIL relief through exceptional circumstances, and consultation on the Charging Schedule will allow for representations on such matters.	No change
<b>Miscellaneous</b>			
Highways Agency (0060)	There is no reference to working with partner infrastructure providers in either the Policy or the supporting text. The Agency considers this part of the plan unsound because of the lack of any reference to working with partner infrastructure providers.	Policy ID2 needs to be read in the context of the whole of Chapter 6, which has a strong emphasis on partnership working, especially at paras 6.5 – 6.9. The CIL Regulations and national guidance also require consultation and ensuring close links with providers. However, agree could include specific reference to working with partners in relation to ID2.	Minor change – add reference to continuing to work with partner infrastructure providers after 6.31.
Renew (5105)	Appropriate to mention Construction Yorkshire's involvement in developing a social contract clause which has been used on major public sector developments across the city to ensure developments provide social benefits to the community. It would be helpful if the CIL referred to Corporate Social Responsibility as a key outcome.	The Council encourages inclusion of social contract clauses, as referenced at 4.7.12 in relation to the economic development priorities: "in order to ensure that residents are able to access local job opportunities, employers and developers will be required through planning obligations to enter into local labour and training agreements,	Minor change – add reference to supporting text 6.28 that S106s also include training / skills and job creation initiatives and

		<p>appropriate to the individual development.” They are also referenced in Spatial Policy 8(vi): “Supporting training/skills and job creation initiatives via planning agreements linked to the implementation of appropriate developments given planning permission.”</p> <p>Therefore agree that text relating to ID2 should also reference and reinforce local labour agreements in para 6.28.</p>	<p>local labour agreements.</p>
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Qu 72 INFRASTRUCTURE DELIVERY PLAN			
Highways Agency (0060)	<p>Makes various detailed comments relating to the wording within the IDP and the specific schemes and gaps within the Schedule.</p> <p>Key comments include:</p> <ul style="list-style-type: none"> <li>• Consider is currently unsound, but will work with LCC with the objective of resolving outstanding matters and thereby enabling the Agency to declare the IDP sound.</li> <li>• The IDP should remain a living document after submission, examination and adoption of the Core Strategy.</li> <li>• The general lack of cost information suggests that there is still a significant amount of work to be done to bring the IDP to a level where it can function as a robust part of the Core Strategy evidence base.</li> <li>• IDP should update schemes in relation to changes requested from Highways Agency representations on other elements of the CS, including that further traffic impact assessments need to be undertaken for some of the schemes proposed.</li> </ul>	<p>As the IDP is a draft 'living' document it will be updated prior to CS Submission, and therefore all proposed changes relating to wording and scheme updates are intended to be incorporated. The IDP will continue to be updated as necessary following adoption of the CS to reflect changing circumstances and priorities.</p> <p>Highways Agency comments in relation to requiring further evidence for specific schemes are being considered in relation to the transport chapter of the CS.</p>	Minor change - Update IDP to reflect Highways Agency comments and additions.
Metro (1933)	<p>Metro will work closely with LCC to ensure that the IDP is updated to reflect current and future LTP Implementation Plans.</p> <p>Makes various detailed comments and updates relating to the specific schemes and gaps within the Schedule, primarily the linkages with the LTP3. Raises queries and asks for clarifications.</p>	<p>As the IDP is a draft 'living' document it will be updated prior to CS Submission, and therefore all proposed changes relating to wording and scheme updates are intended to be incorporated.</p>	Minor change - update IDP to reflect Metro comments and additions.
Lee Davidson (2960)	<p>No mention of the processes of dedication/creation of Public Rights of Way. Should reference the 10 year Action Plan within the Rights of Way Improvement Plan. The IDP is pervaded by the 'highways' mode of thinking which is ignorant of the special aspects of Public Rights of Way. It could actually obstruct access to important sources of sustainable transport funding for the very same green network which the CS is promoting. Should consult with the Leeds Local Access Forum.</p>	<p>As the IDP is a draft 'living' document it will be updated prior to CS Submission, and therefore all proposed changes relating to wording and scheme updates are intended to be incorporated. This includes adding text relating to public rights of way and gaining stakeholder input on this as necessary.</p>	Minor change - update IDP to reflect comments re PROW and Improvement Plan.
University of Leeds (1029)	<p>The Innovation City Leeds building and bio-incubator project has been cancelled.</p>	<p>As the IDP is a draft 'living' document it will be updated prior to CS Submission, and therefore all proposed changes relating to wording and scheme updates are intended to be incorporated.</p>	Minor change - update IDP to remove bio-incubator project.



National Grid (4823)	<p>Provides list of all National Grid's substations, high voltage electricity overhead transmission lines / underground cables, and gas transmission assets within Leeds District.</p> <p>Northern Power Grid owns and operates the local electricity distribution network, and Northern Gas Networks owns and operates the local gas distribution network.</p>	<p>As the IDP is a draft 'living' document it will be updated prior to CS Submission, and therefore all proposed changes relating to wording and scheme updates are intended to be incorporated.</p>	<p>Minor change - update IDP to reflect National Grid comments and additions.</p>
English Heritage (0099)	<p>Welcomes:</p> <ul style="list-style-type: none"> <li>• The acknowledgement of the importance of maintaining the heritage assets of the District in order to ensure that the cultural infrastructure of Leeds is safeguarded for the future.</li> <li>• The intention to improve the quality of existing open spaces.</li> <li>• The intention to create a network of improved green spaces and public realm throughout the City Centre.</li> <li>• The intention for improvements to quality of existing greenspaces as a result of new housing developments.</li> </ul> <p>Supports and makes comments on various specific schemes within the Schedule (or identifies schemes which are not listed): Armley Mills, Town Centre Improvement Programme for Chapel Allerton, Hunslet Mills, Tower Works scheme within Holbeck Urban Village, Central Library, Art Gallery, refurbishment of the streetworks in Holbeck, Temple Works, Kirkgate Market, First White Cloth Hall, refurbishment of Kirkgate.</p> <p>Infrastructure Delivery Plans and/or supporting Supplementary Planning Guidance on Developer Contributions should identify the ways in which CIL, planning obligations and other funding streams can be used to implement the historic environment strategy and policies within the LDF.</p>	<p>Support welcomed.</p> <p>As the IDP is a draft 'living' document it will be updated prior to CS Submission, and therefore all proposed changes relating to wording and scheme updates are intended to be incorporated. The IDP will continue to be updated as necessary following adoption of the CS to reflect changing circumstances and priorities.</p> <p>Development of the CIL is a separate workstream, and will be informed by a modified version of the IDP.</p>	<p>Minor change - update IDP to reflect English Heritage comments and additions.</p>

<p>NHS Leeds (5693)</p>	<p>Welcomes the decentralised and co-location model of provision of health facilities, and the inclusion of active travel.</p> <p>Transport challenges should include key facts relating to journeys made by cycling or walking.</p> <p>Strategies to help improve connectivity in terms of local people accessing services in other areas of Leeds should be included in developments.</p> <p>The implications of the Health and Social Care Bill 2012 with its new arrangements for commissioning health services will need to be carefully integrated into Core Strategy processes, and future demand for health services assessed and mapped against current capacity and its accessibility as developments across Leeds are planned and implemented.</p>	<p>Support welcomed.</p> <p>As the IDP is a draft 'living' document it will be updated prior to CS Submission, and therefore all proposed changes relating to wording and scheme updates are intended to be incorporated.</p> <p>The CS as a whole aims to improve connectivity on a macro and micro scale and therefore consider that further discussion within the IDP is unnecessary.</p> <p>The CS and IDP have been developed alongside commissioners and providers to ensure that areas identified for growth have sufficient existing health infrastructure, or have the scope to provide additional. This will be ongoing through the Site Allocations DPD work. The incorporation of many aspects of health commissioning into LCC will allow even closer working.</p>	<p>Minor change – include key facts relating to journeys made by cycling or walking.</p>
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## **APPENDIX 2 – RELEVANT TEXT CHANGES TO CORE STRATEGY**

### **6. IMPLEMENTATION AND DELIVERY**

6.1 In order for the Core Strategy to be successful and to achieve our Vision and the sustainable development of Leeds, there needs to be mechanisms in place to ensure that the policies set out in the previous chapters will achieve this. Delivery and implementation of the Strategy and the individual policies is clearly integral to it being effective. There are many different ways in which the Council will undertake this. Developer contributions/planning obligations, the Community Infrastructure Levy, and the Council's monitoring programme are discussed in separate sections in this chapter, and the range of other mechanisms are set out below.

#### Development Management and Further Guidance

6.2 Making planning decisions on sustainable development through development management is an integral delivery mechanism of the Core Strategy, and the planning system generally. It is through the proper and consistent assessment of proposals against the Local Development Framework and other relevant national and local policies and guidance that the delivery of the Core Strategy Vision will be achieved. Enforcement measures will be undertaken where necessary in order to ensure that planning controls are being complied with.

6.3 An element of development management is also recognising that schemes need to be deliverable, and planning applications where viability is a concern should be submitted with a full Viability Assessment which contains sufficient evidence to enable officers to properly assess a scheme.

6.4 Where appropriate the Council will develop detailed guidance, allocations of sites, delivery, targets, and monitoring through Development Plan Documents and Supplementary Planning Documents. This is in order to give more certainty regarding delivery, and allow for changing circumstances through the life of the Core Strategy. Strategic site work is already underway re. delivery frameworks and master plans to provide implementation mechanisms.

#### Partnership Working and the Infrastructure Delivery Plan

6.5 The Council will continue to work with partners, stakeholders, local communities, landowners, businesses, and developers in order to create joint visions for the future. This will ensure that development occurs in a planned way aligned with the Core Strategy and is viable and deliverable. The Council will also take a positive and cooperative approach to potential investors to promote and support development and the economy across Leeds.

6.6 Partnership working is particularly important alongside infrastructure providers, to plan for and deliver at the right times the necessary infrastructure to support the new development across Leeds. Throughout the development of the Core Strategy the Council has worked in partnership with infrastructure providers, including across internal directorates and external agencies, to identify infrastructure required to enable new development in Leeds. Regeneration partnerships and plans are also a contingency mechanism to help bring forward development opportunities.

6.7 As a result, to support the Core Strategy the Council has produced the Leeds Infrastructure Delivery Plan (IDP) which identifies the current infrastructure provision across the District, and identifies funding gaps, priorities, and critical infrastructure necessary for the delivery of the Core Strategy over the whole time period. It provides an overarching framework for the Council's and other service providers' plans and programmes, to bring them into one place and to ensure that everyone is planning for the predicted level and locations of future

growth. The IDP also enables providers to more effectively target areas of need and achieve greater efficiencies, for instance in identifying co-location possibilities.

6.8 For example, the Leeds Housing Investment Plan is a document through which the city's housing investment requirements are articulated and informs its collaboration with the Homes and Communities Agency. The plan indicates the strategic context for housing investment, priority areas and investment themes which include Housing for Older People, new affordable housing, addressing empty properties, public and private sector stock requirements, and meeting the housing needs of specific communities and to meet demographic change. *The Plan is an example of the importance of partnership working to deliver housing growth and investment.* Its content has been incorporated within the IDP.

6.9 The Schedule within the IDP sets out the strategic infrastructure which is needed to help deliver the aims of the Core Strategy, and this will be reviewed to make sure that changing circumstances, timetables, and funding sources are accounted for. Setting out targets, the infrastructure needed, actions the Council will take, the phasing, who are working partners and where the funding will come from demonstrates the Council's transparent approach to delivery. The infrastructure needs and aspirations identified at the community level through neighbourhood planning and the localised spending of the Community Infrastructure Levy will be reflected in future updates of the IDP.

#### Working with Communities Community Involvement

6.10 Another element of working in partnership is through community involvement. The Leeds Statement of Community Involvement (SCI) (2005) sets out how and when the City Council will involve the community in preparing planning policy documents and in making decisions on planning applications. In making sure that development and infrastructure which is needed or planned for by a community is delivered, it is important to gain early community consultation and ongoing support, plus gain consensus on local priorities.

6.11 The Government's localism agenda also puts listening to communities and gaining local consensus at the heart of the planning system, and this is another way which helps the City Council to implement development that is needed. The Community Infrastructure Levy is discussed in detail below, but this is also another method by which communities will be involved in the provision and delivery of infrastructure, through their control over spending a 'meaningful proportion' of the receipts from the CIL.

6.12 Communities can choose to prepare a Neighbourhood Plan for their area, *and neighbourhood planning is supported by the City Council. Neighbourhood plans are a very important mechanism to co-ordinate implementation and delivery at the local level.* Through extensive community consultation and engagement, the community can help shape site allocations in their areas, *or identify other local priorities.* They can set out clear aspirations for improvement, and identify priorities for spending.

#### Use of Council Assets

6.13 The use and development of Council owned land, or the sale of that land, will be essential in some areas in order to promote growth, and to achieve the most sustainable forms of development. The City Council undertakes to use its assets wisely and at the appropriate times in order for this to occur. Protection and improvement of environmental assets on Council owned land is a similarly important aspect of the delivery of the Core Strategy.

6.14 The Council also has powers of compulsory purchase to buy land and properties where that is essential in order to attain the objectives, such as site assembly in town centres or Regeneration Priority Areas. It is one option which can be used to ensure delivery, however, the Core Strategy is based on the co-operation of those involved in development and so it is not anticipated to be a major element of the delivery or a sole mechanism to deliver sites. We are committed to the statutory processes of delivery through the planning

application process by developers and landowners and other voluntary methods of developing land.

#### Supporting Evidence

- 6.15 A very wide evidence base has been created in drafting the Core Strategy. This evidence helps to ensure that the Core Strategy is robust, viable, and deliverable, while retaining an element of flexibility for future changes in the market. For instance, outputs from updating of the evidence base such as the Strategic Housing Land Availability Assessment, the Employment Land Review, the Strategic Housing Market Assessment, and a very wide range of other work and studies, provide ongoing detailed understanding of population change across the District, and how that feeds into the need for land. The Council has ensured that because it is based on evidence, the Core Strategy policies, the overall Vision, and the development proposals that will occur to achieve it will be viable and deliverable.

#### Funding and Promotion

- 6.16 The Council will make all attempts to gain a range of funding, including through bidding to the Local Enterprise Partnership, national and European sources and programmes, and through any other funding mechanisms available. The Council will also progress programmes and development incentives in order to advance and prioritise aspects including infrastructure, improvements to the environment, and business promotion. This includes promoting Leeds as a city at a wider level within the national and international arena in order to attract investment and fulfil the Vision for Leeds and Core Strategy ambitions.

#### Greenfield and Brownfield Development

- 6.17 A site on greenfield land could be linked together with a site on brownfield land, so that development of the more valuable greenfield site can help to also pay for development of the brownfield site. This is one mechanism which can help to make sure that brownfield land can be viable, and that the regeneration and sustainable development aims of the Core strategy can be delivered. The details of how this mechanism would work in practice are being investigated by the Council, and as a result a specific policy on this approach is not included in the Core Strategy. However, it is seen as an important aspiration of the Plan and for the delivery of brownfield land, and so it is the Council's broad ambition for that this will be progressed.

#### Allowable Solutions

- 6.XX *The Government has proposed the idea of Allowable Solutions as a way of providing flexibility for delivering zero carbon new buildings. Allowable Solutions is a term that can be applied to any approved carbon-saving measure that would be available to developers from 2016 to allow for the carbon that they would not normally be required to mitigate on-site through Carbon Compliance (achieved through the energy efficiency of the building fabric, the performance of heating, cooling and lighting systems, and low and zero-carbon technologies). Carbon Compliance and Allowable Solutions measures will both be needed to meet the zero-carbon Building Regulations in 2016 and each will need to be submitted, checked and verified as part of Building Control approval.*

- 6.XX *At present the current Government has made no formal announcement what will constitute an acceptable Allowable Solution, but it is anticipated that they will include:*
- *'On-site' options (but not duplicating Carbon Compliance measures) e.g. home electric vehicle charging.*
  - *'Near-site' options (within the Local Planning Authority area in which a specific development is built) e.g. investment in creation or expansion of locally planned low carbon energy infrastructure such as district heating or renewable energy schemes.*
  - *'Off-site' options (outside the Local Planning Authority area in which a specific development is built) e.g. investment in energy storage and demand-side management projects to assist overcoming intermittent renewable energy supply.*

### Contingency

- 6.18 There is inevitably an element of uncertainty in delivery when plans and strategies are drawn up, as it is not possible to foresee all eventualities for all events and situations. However, in producing the Leeds Core Strategy and its evidence base the Council and partners have tried to address a range of situations, outcomes, and alternatives, including the detailed interpretations of the policies and their spatial outcome. This is alongside the recognition that some key elements of the strategy are essential to achieving the overall Vision and the delivery of the necessary sustainable growth for Leeds.
- 6.19 The key example of the need to consider contingency has been the drastic changes to the national and local economy in the past few years, which has greatly altered the whole range of market sectors, and impacted on development viability, reduced public and private funding, and social issues such as increased unemployment and lower spending power. The Core Strategy has been developed in these changing circumstances and therefore is based on flexibility for the future. Across the evidence base realistic market scenarios and viability considerations have been used, alongside contingency for when they improve, in order to address this.
- 6.20 Another example needing contingency is the changing context of national and regional planning policy and funding programmes as a result of national and local political shifts. For instance, the National Planning Policy Framework, and neighbourhood planning powers have recently been developed and have required the Council to respond accordingly. To a certain extent changes in policy cannot be foreseen, but through basing the Leeds Core Strategy on local evidence and local characteristics then planning policy in Leeds will continue to be able to react to such changes with local interests at the forefront.
- 6.21 PPS12 identifies that the Government recognises that the budgeting processes of different agencies may mean that less information may be available when the Core Strategy is being prepared than would be ideal. It states that “it is important therefore that the Core Strategy makes proper provision for such uncertainty and does not place undue reliance on critical elements of infrastructure whose funding is unknown. The test should be whether there is a reasonable prospect of provision. Contingency planning – showing how the objectives will be achieved under different scenarios – may be necessary in circumstances where provision is uncertain.”
- 6.22 Some of the infrastructure planned for Leeds is essential for the proper delivery of the Core Strategy whereas other infrastructure is less critical. These delivery strands have been identified as such in the IDP, to enable funding streams to be prioritised. As much certainty as possible at the present time regarding funding has also been indicated. Should key projects not receive funding, then the Council can respond at that time as necessary through other mechanisms, such as changing the type of infrastructure proposed (e.g. the new NGT has evolved out of the former ‘Supertram’), safeguarding land for the future for when funding does become available, or looking for funding from a different source such as developer contributions or a partnership with the private sector.
- 6.23 Monitoring is an important aspect of contingency as it provides up to date evidence and feedback to enable review of the policies and progress towards the Vision, and can identify reasons why progress may be slow. Monitoring of the Leeds Core Strategy is discussed further below.
- 6.24 Policy ID1 therefore summarises the methods by which the Council will ensure delivery and implementation of the Core Strategy.

## **POLICY ID1: IMPLEMENTATION AND DELIVERY MECHANISMS**

The Council will undertake to ensure the delivery and implementation of the Core Strategy through a variety of mechanisms, initiatives, and investment decisions, including:

- Partnership working,
- *Working with communities, including through neighbourhood planning, Community involvement,*
- Use of Council assets,
- Supporting evidence,
- Further guidance and development management,
- Bidding for funding sources and promoting the City for this purpose,
- The use of innovative funding opportunities (such as Tax Incremental Financing to help stimulate local investment, Business Improvement Districts (BIDS), European Development Fund, New Homes Bonus, Community Infrastructure Levy, Asset Leverage - either directly using City Council assets or through an Asset Liquidity Vehicle / Joint Venture),
- Linking greenfield and brownfield development,
- Recognising the need for contingency planning.
- *Allowable Solutions*

### **Planning Obligations and the Community Infrastructure Levy**

- 6.25 The Council reaches decisions on planning applications based on whether they accord with the relevant policies. However, in some instances, it may be possible to make development proposals acceptable which might otherwise be unacceptable in planning terms, through the use of planning obligations. They can be used to prescribe, compensate, and/or mitigate the impact of a development.
- 6.26 Planning obligations (often referred to as Section 106 agreements or developer contributions) are legal obligations negotiated by the landowner or developer with the Council in response to a planning application or are entered into unilaterally by landowners and developers. They are used to make development proposals acceptable in planning terms, and in order to mitigate against the impact new development will have upon the city's existing infrastructure, such as transport provision, local community facilities, and greenspace.
- 6.27 Planning obligations can either be used to provide something on site as part of a development, e.g. affordable housing, or alternatively through a financial contribution towards provision off site, e.g. towards public transport improvements. Wherever possible, in Leeds such aspects that are feasible should be provided on site as part of new developments. In certain instances where on site provision is not feasible, or the development will impact on infrastructure away from the site, a financial contribution will be considered more appropriate.

*Obligations are also used to ensure non-physical measures, such as training/skills and job creation initiatives and local labour agreements; Spatial Policy 8(vi) sets out that these will be sought across Leeds via planning agreements. Travel plans are another non-physical measure undertaken via S106 Agreements.*

- 6.28 Developer contributions will also be expected to take a role in the funding and delivery of any required new infrastructure as a result of the cumulative impact of the high level of growth proposed for Leeds. Therefore, planning obligations will be used to secure matters including education and training provision, green space and public realm, and transport

provision such as highway improvements, cycle routes, **and** public transport improvements, **and travel plans**. Contributions for a very wide range of aspects which are impacted as a result of new development could be sought, although the Council will bear in mind that schemes need to be viable. Residential developments will be required to provide affordable housing provision as outlined in Policy H5, and this will continue to be undertaken through a Section 106 Agreement.

- 6.29 Not all these measures will be applicable in each case. In accordance with guidance contained within Circular 05/2005 'Planning Obligations', **and** the legal tests contained in the Community Infrastructure Levy (CIL) Regulations, **and the NPPF**, the nature and scale of any planning obligation required has to be related to the scale and type of development proposed, and three tests have to be met:  
"A planning obligation may only constitute a reason for granting planning permission for the development if the obligation is:  
(a) necessary to make the development acceptable in planning terms;  
(b) directly related to the development; and  
(c) fairly and reasonably related in scale and kind to the development."

*In relation to planning obligations the NPPF also states that local planning authorities should take account of changes in market conditions over time, and where appropriate should be sufficiently flexible to prevent planned development from being stalled.*

- 6.30 The Community Infrastructure Levy is a tariff system that local authorities can choose to charge on new developments in their area by setting a Charging Schedule. The CIL Regulations initially came into force in April 2010, and greatly limit a local authority's ability to seek financial contributions under Section 106 agreements after the 6th April 2014. As such, S106 agreements will no longer be available for wider pooled infrastructure contributions, e.g. for public transport or city-wide greenspace improvements, although they will still have an important role for mitigating on site issues.
- 6.31 As a result, the Council is progressing with developing a CIL for Leeds and is aiming to have a CIL adopted for Leeds by April 2014 at the latest. Throughout the Core Strategy references to planning obligations and contributions include both S106 and the CIL, and any other mechanisms which the Government may introduce to collect developer contributions through the timescale of the Core Strategy. *The Council will continue to work with partner infrastructure providers in developing the CIL rates and determining its spending priorities.*
- 6.32 The CIL aims to support and incentivise sustainable growth as it will directly meet some of the infrastructure needs created by new growth. This is because a meaningful proportion of it will be spent on infrastructure and projects to directly benefit those communities where the growth is located, and because it will provide more certainty and confidence to developers. It will also enable developers to more accurately assess their costs at the outset so that in the longer term there should be fewer instances where there are difficulties based on viability, unlike the current Section 106 process.
- 6.33 The Levy must strike a balance between providing sufficient infrastructure funding, whilst not having a detrimental impact on the economic viability of development as a whole across the area. It should not be set so high that it will be at the margin of viability across the great majority of sites. The Government considers that if the CIL is set at a sensible rate, there will only be rare instances where the addition of the CIL is the tipping point which makes schemes unviable.
- 6.34 The CIL will be charged at a rate of £ per sq metre and applies to all development of new buildings that people normally use. The CIL does not apply to development for charitable purposes or for affordable housing. It also does not apply to developments under 100 sqm, unless they are for housing (housing of any size is subject to CIL). It only applies to the net increase of floorspace in cases of redevelopment or change of use, and only new outline or



full planning applications after the date at which the CIL is adopted will be liable. The CIL can only be waived for individual developments in very exceptional circumstances, although it is possible to set the levy at zero for specified types of development or geographical areas, based on viability evidence.

6.XX *It should be noted that the possibility of using Allowable Solutions as referred to above and in relation to Policy EN1, will also need to be developed further in order to align with the ongoing use of planning obligations and the CIL. Although it is difficult to determine this until further Government guidance is produced, it is included in this Implementation Chapter in order that all policy requirements for contributions are highlighted in one section of the Core Strategy.*

## **POLICY ID2: PLANNING OBLIGATIONS AND DEVELOPER CONTRIBUTIONS**

Section 106 planning obligations will be required as part of a planning permission where this is necessary, directly related to the development, and reasonably related in scale and kind in order to make a specific development acceptable and where a planning condition would not be effective.

In order to provide the necessary infrastructure and facilities to support the growth of Leeds and the proposals and policies in the Core Strategy, developer contributions will be sought through Section 106 planning obligations and the Community Infrastructure Levy as appropriate.

### **MONITORING**

- 6.35 Delivery and implementation is closely linked to monitoring. The Council will measure the performance of the Core Strategy by assessing how effective its policies and proposals are in delivering its vision and objectives. Monitoring of the Core Strategy policies will be undertaken through the production of an annual Authority Monitoring Report (AMR), which local authorities are required to produce every year.
- 6.36 The AMR also identifies actions that need to be taken to rectify any issues raised, i.e. if the objectives and Vision are not being met. This could include adjusting the implementation of the policies, or might even identify a need for a partial or full review of one of the Development Plan Documents. Monitoring will allow for the implementation and adjustment of phasing, in particular related to the housing policies. There are also a range of other processes including other Council Departments' monitoring systems, national indicators, resident surveys, and City Region work which will help to ensure that the Core Strategy is monitored and implemented accordingly. Further details on monitoring are set out as part of the Core Strategy Monitoring Background paper.

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