

# FURTHER JUSTIFICATION FOR THE COMMUNITY INFRASTRUCTURE LEVY

AUGUST 2013

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## *JUSTIFICATION DOCUMENTS TO SUPPORT THE LEEDS CIL AT PRELIMINARY DRAFT CHARGING SCHEDULE STAGE:*

*These documents were published alongside the Leeds CIL Preliminary Draft Charging Schedule, and continue to be relevant supporting information for the Draft Charging Schedule. However, they are not reproduced again within this document and are set out below for information only.*

- *Leeds Community Infrastructure Levy Economic Viability Study (GVA, January 2013).*
- *Infrastructure Funding Gap (January 2013).*
- *Section 106 Data (January 2013).*
- *City Centre Office Evidence (January 2013).*

# EVOLUTION OF HOUSING CHARGING ZONES

## JUSTIFICATION FOR THE COMMUNITY INFRASTRUCTURE LEVY

August 2013

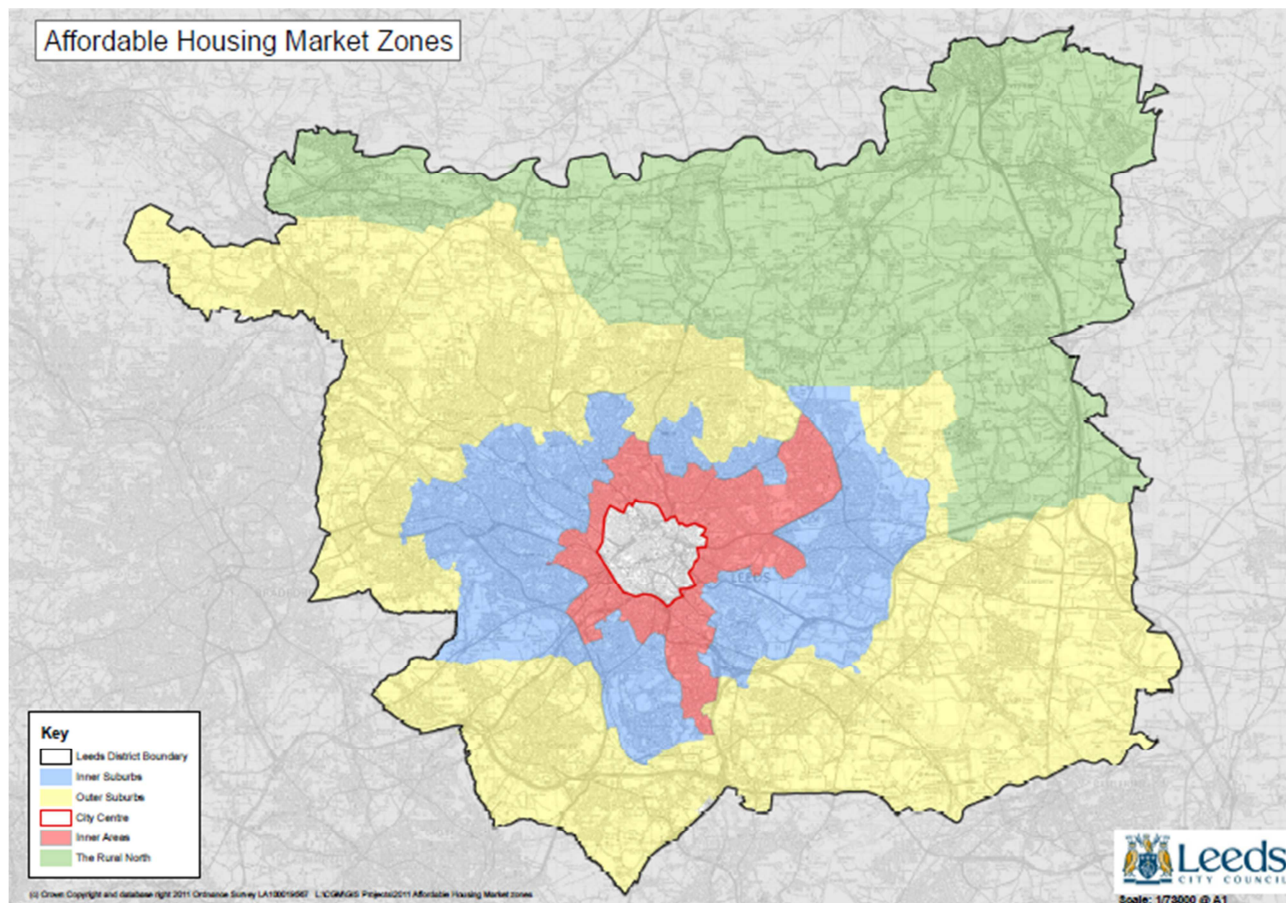
### 1.0 Introduction

1.1 This paper sets out the reasoning behind the evolution in the residential charging zones used for the CIL, and how they relate to the zones/housing areas in previous studies and the current and emerging Leeds affordable housing policy. The Council is replacing the existing Affordable Housing Supplementary Planning Guidance (SPG) and Interim Housing Policy with a new Supplementary Planning Document (SPD). For consistency this will align with the Community Infrastructure Levy (CIL) evidence and map base. There have also been changes raised as a result of the consultation on the CIL Preliminary Draft, resulting in the final CIL Draft Charging Schedule map at the end of this document.

### 2.0 Affordable Housing Policy Formulation

2.1 The SPG Annex 2005 was based upon the 'Assessment of Need for Affordable Housing' (November 2003) which split Leeds into 5 different housing market zones, (City Centre, inner city, inner suburbs, outer suburbs, outer areas/rural north).

*Figure 1 – Zones in Affordable Housing SPG Annex 2005 (and Interim Policy 2011)*



2.2 A Draft of the Affordable Housing SPD (September 2008) identified three main housing areas across the District; City Centre, the Inner Areas and the Outer Zone. Representations received stated that the Outer Zone was too large and should be split further with a north/south split, based on housing markets and characteristics. Although the SPD did not progress further at that time, the basis for analysis for producing key sources of evidence did take forward the four housing market zones; City Centre, Inner Areas, Golden Triangle (north), and Outer Area (south).

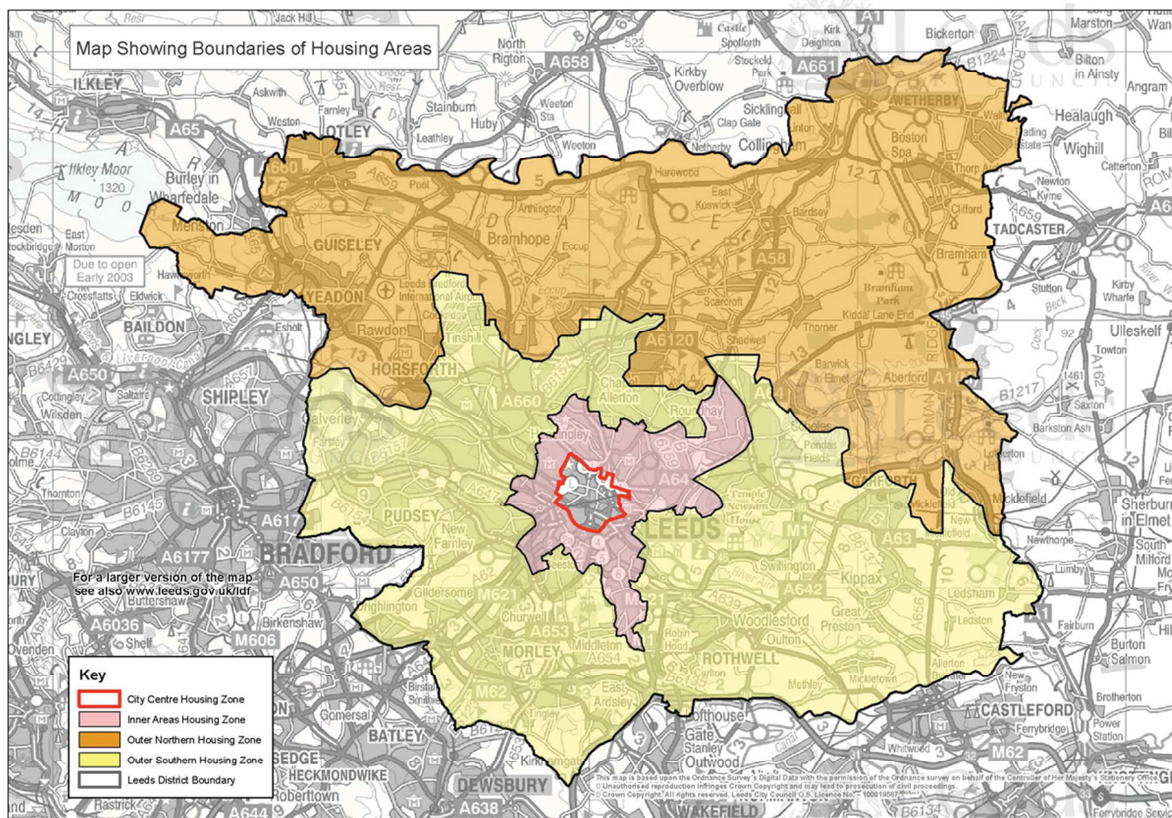
2.3 These four zones were therefore used for the affordable housing Economic Viability Assessment (EVA) 2010 and the Strategic Housing Market Assessment (SHMA) Update 2010. It was somewhat difficult to align the market value geographies identified within the EVA with the original five zones in the SPG but the results of the EVA were interpreted and applied to become the Interim Policy.

### 3.0 CIL Economic Viability Study (EVS)

3.1 As outlined above, the basis of the CIL EVS modelling used the same four zones as in the EVA (shown in the map below). This was necessary for 3 reasons:

- The need for simplicity as specified in the CIL Regulations and guidance.
- The need for consistency and clarity with the assumptions in the EVA so that the two documents work alongside each other.
- The need to input the different affordable housing levels into the modelling, so these levels were best based on the existing position which the EVA established (bearing in mind the complexities around the Interim Policy and the draft SPD as outlined above).

*Figure 2 – Map of housing areas (used for EVA, SHMA Update 2010, and EVS original modelling)*



3.2 However it was always intended that these would be refined somewhat after the modelling was complete. The CIL Regulations require the zones to be shown on a precise map base, and promote simplicity and the use of easily identifiable boundaries. The original boundaries used elements such as wards and postal codes and in some instances there were anomalies when compared at a detailed level against aerial mapping. Therefore in using officer and Member local knowledge along the detailed line of each boundary and the characteristics of the sites and locations they passed through (and the need for consistency and for boundaries to be based on available viability evidence) a number of relatively minor changes were made. These are outlined below.

#### Splitting original outer southern zone into two

- 3.3 The EVA (and some later work done in Summer 2012 to determine whether the Interim Policy was still appropriate) showed that the Interim Policy levels of affordable housing are at the maximum viable (albeit with a reduction in the 15 unit threshold, i.e. a pro rata monetary contribution for schemes below this level). The CIL EVS found that there was some difference in viability within the broad outer southern area and recommended that the area be split into two, otherwise for the purposes of the CIL the whole zone would need to be charged at the lowest potential CIL rate. The key difference with setting the CIL rates from the affordable housing rates is that the latter are targets whereas the CIL will be mandatory and non-negotiable and therefore needs more sensitivity in setting the precise rates.
- 3.4 The original southern outer area was all modelled at the interim policy 15% affordable housing rate, with sufficient difference within it to justify a maximum CIL of £50 psm in the broad outer south area and £25 psm in the broad outer central area. N.B. these were the potential maximum rates, which were subsequently reduced for the Preliminary Draft Charging Schedule to rates of £45 and £24. Therefore the CIL map has an extra zone within it; with the former outer south being split into outer south and outer central areas.
- 3.5 The CIL payments and the provision of affordable housing (and other S106s) are all coming out of the same 'pot', i.e. the amount available for contributions after reasonable costs and profit have been factored into the appraisals. The £21 psm difference between the two zones means on an average house of 88 sqm the outer south would pay a CIL of £3,960 and the outer central would pay a CIL of £2,112. Therefore this difference is meaningful enough in terms of the potential CIL to be collected to warrant having two zones, but compared with the much higher costs of providing an extra unit of affordable housing (i.e. an increased percentage) it is not sufficient. For example, in a scheme of 15 houses the outer southern area would pay £27,720 more CIL than the outer central area. If the 15% affordable housing threshold were raised to 17% that would require one additional affordable housing unit, which would clearly cost more than the maximum £27,720 'available'.
- 3.6 The interim affordable housing policy boundary between the inner suburbs and the outer suburbs (blue and yellow on Figure 1 above) was considered the best alignment for the CIL boundary within the original outer southern housing zone.
- 3.7 This was slightly brought inwards to follow the green belt boundary around Middleton (the effect of which puts Middleton Park in the Outer South zone and makes Middleton appear to stand alone) as green belt has a viability impact on value. It



was also considered that minor alterations to align the boundary along the line of the M1, but including all of the Aire Valley AAP area within the outer central area, were most appropriate due to the nature of the local communities and for the clarity of using a major physical attribute.

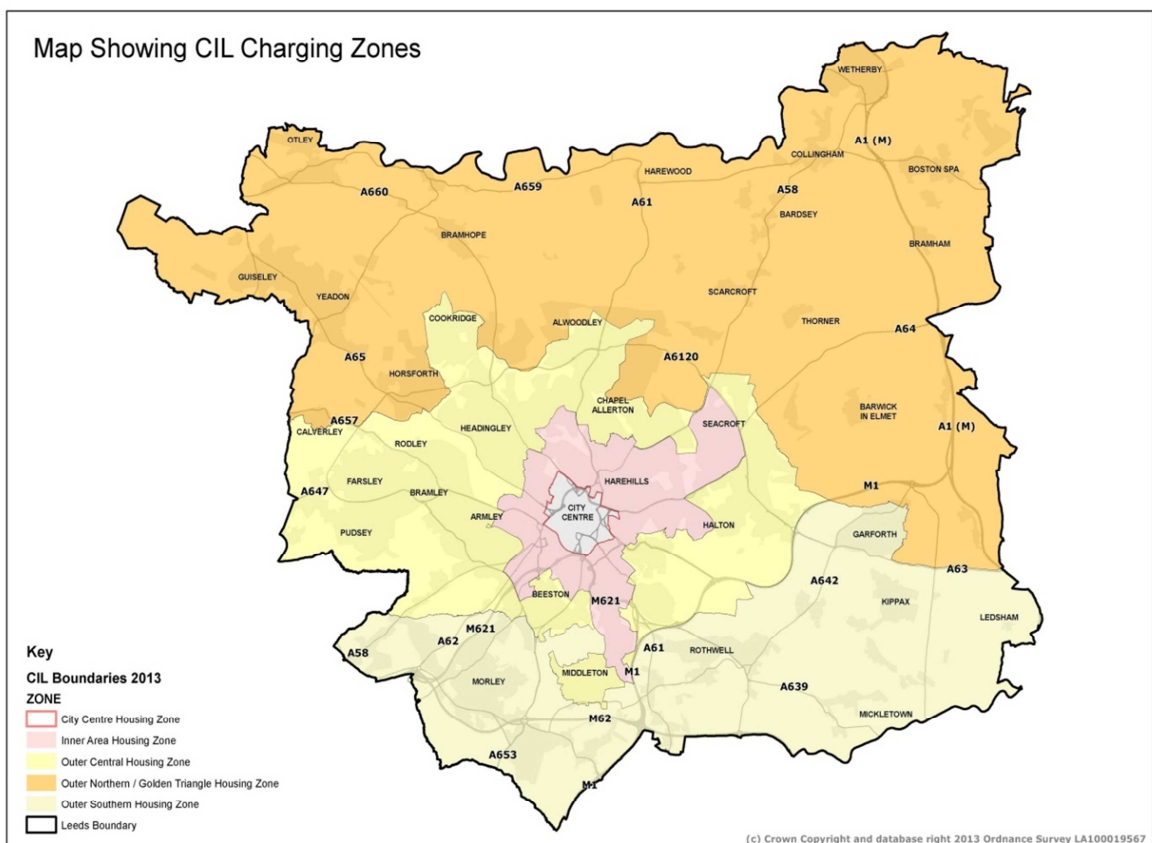
Alterations to original Golden Triangle boundary

- 3.8 The original boundary split the East Leeds Extension across two zones, and viability considerations mean the whole site should be in a single zone. As a proxy a calculation was done for the Grimes Dyke permission (directly adjacent to the ELE) which showed that if it were in the lower CIL zone it would raise less CIL receipts than agreed in the S106. Although there are very large S106 requirements associated with the ELE which will require further consideration to work alongside the CIL and the Reg123 List, it was placed within the Golden Triangle zone at Preliminary Draft stage. Representations were invited on this approach.
- 3.9 Similar considerations applied to the anomalous boundary between Garforth and Micklefield where viability was considered to be broadly the same, and therefore the whole area was put within the same outer north zone. For similar reasons Calverley is better related in viability characteristics to the rest of Horsforth and the northern zone and the boundary was changed to address this. Development Plan Panel (DPP) on 19th December agreed this broad extent of the zones.

Outcome

- 3.10 The above alterations to the map used in the modelling work for the CIL EVS led to the following map being presented to DPP on 14th January:

Figure 3 – Draft CIL Charging Zones presented to DPP 14<sup>th</sup> January 2013



- 3.11 Members considered that the Cookridge area shared the characteristics of the highest charging zone and also contains many potential greenfield sites which would therefore be more viable. Whilst there is a difference in the average house prices for Horsforth and Cookridge, they are not sufficiently different to warrant them being in different zones, indeed, semi-detached average sales were higher in the last twelve months in Cookridge than Horsforth. This is also possible because the rate for the Outer North is an average taken from the low, medium and high beacon settlements, and because of the other requirements in the CIL guidance concerning simplicity etc. Officers and GVA agreed that the boundary between the outer northern and central zone should align with the Outer Ring Road (between Horsforth and Roundhay Park) as a clear boundary with different broad housing market characteristics either side.
- 3.12 Justification for the approach taken so far can be found in e.g. the Central Lancashire Examiner's report: "The revised boundary of the Inner Preston Zone suggested by the City Council... does not rigidly follow the CST ward boundaries. In places, it follows physical features including roads and railway lines, with the effect that some streets which might otherwise have been within the zone are not. Consequently, it does not entirely mirror the viability evidence. However, the extent to which the zone's boundaries divert from those of the CST wards is limited. Only very small areas are affected. In addition, the City Council says that where this deviation does occur, it reflects their local knowledge of the housing market and the way the neighbourhoods involved are perceived by those who live there. In the context of these factors, I take a pragmatic approach. As I see it, the degree of inconsistency with the evidence is not of such significance that it renders the delineation of the Inner Preston Zone inappropriate."
- 3.13 Therefore the final CIL zones in the Preliminary Draft Charging Schedule were agreed at DPP 29th January and Executive Board 15th February 2013. The Outer Northern zone (no longer called the Golden Triangle to avoid confusion with the larger established Golden Triangle stretching between Leeds/York/Harrogate) is north of the Outer Ring Road and also on its western extent is aligned with the green belt boundary as the best indicator of value/viability implications either side of it.

Figure 4 – CIL Charging Zones presented to DPP 29<sup>th</sup> January 2013 Showing Changes

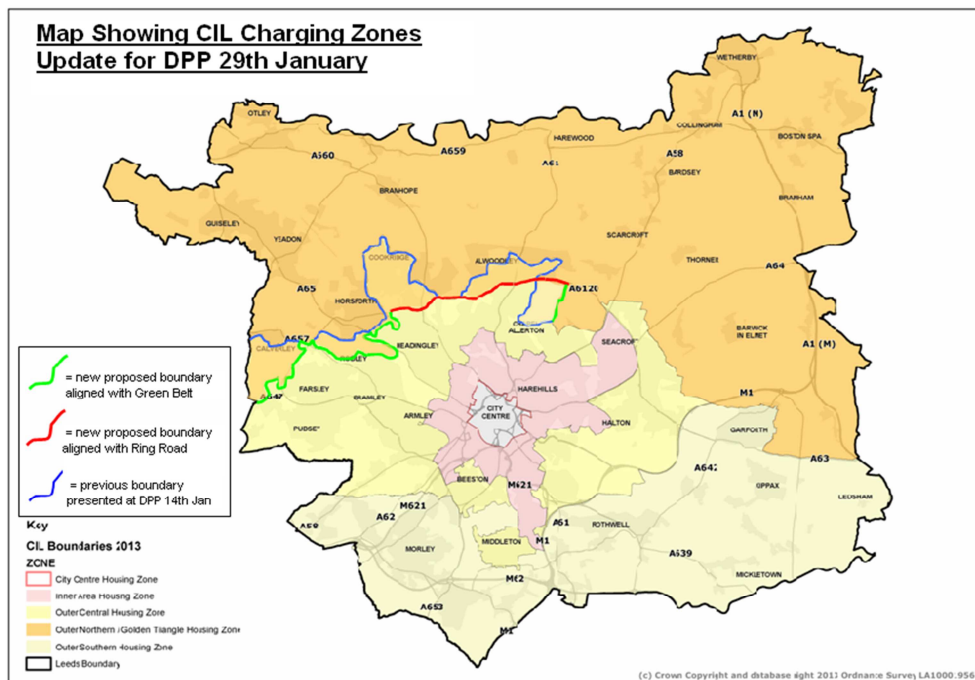
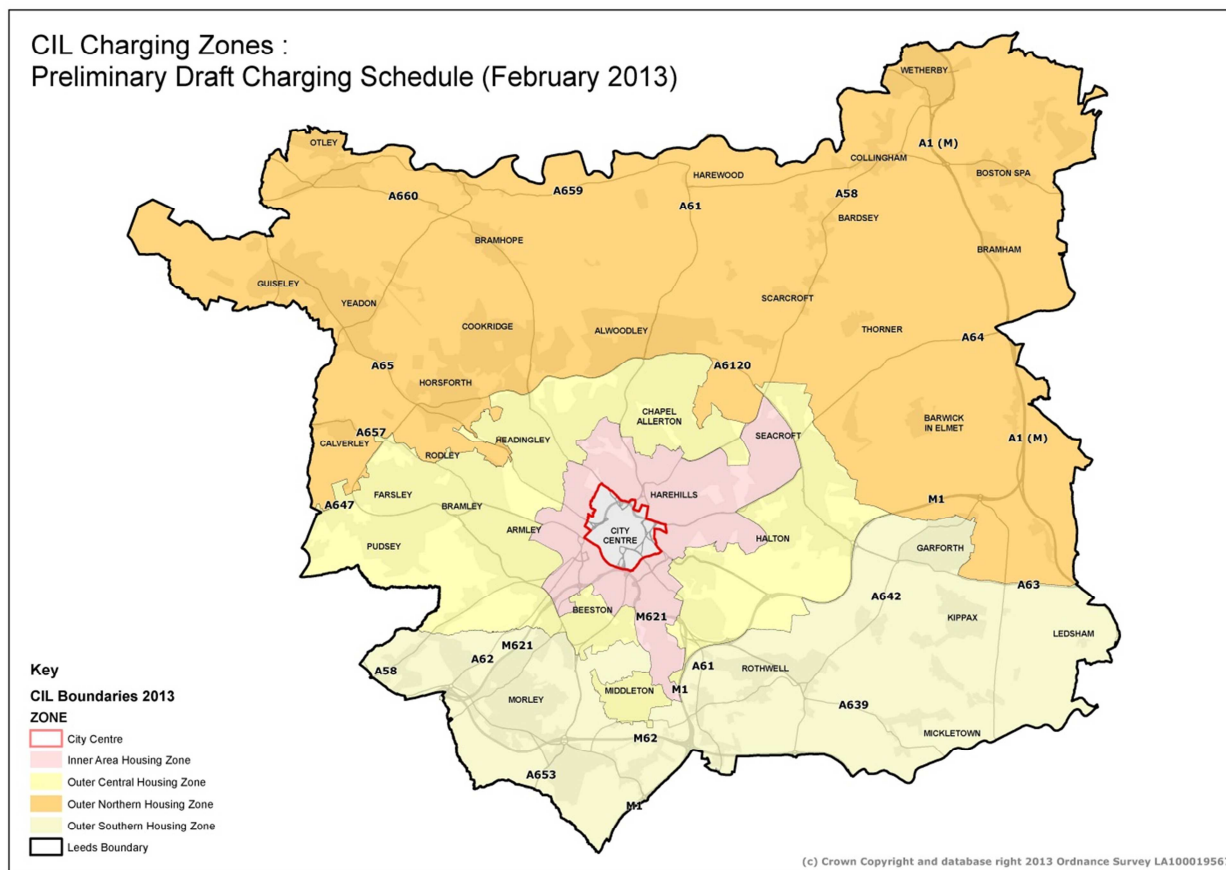


Figure 4 – Final Preliminary Draft Charging Schedule Zones, February 2013



#### 4.0 Public Consultation on the Preliminary Draft Charging Schedule (PDCS) and Subsequent Changes

4.1 A number of responses were received to the PDCS consultation which related to the charging zones. In summary, these comments were:

- a) Support the different charging zones.
- b) Zones in the PDCS are not the same as those within the previous EVA for affordable housing and the SHMA updates and therefore are not consistent. No justification or evidence to demonstrate why this is the case, e.g. land to the east of Garforth. The change of boundary has resulted in Cookridge, East of Leeds, Micklefield, and Otley moving from a medium zone to the highest and will stifle development. Market values demonstrate they are medium value area (£45 psm) and can't sustain the £90 CIL rate.
- c) Would like to see the boundary revised to the previous proposal for 8 market areas of sales values as in Table 15 of EVS.
- d) Inner Area should encompass the Seacroft Hospital site and Cross Gates. Would use the Leeds-York railway to the south and the A6120 to the east of Seacroft Hospital. Would better reflect the characteristics of the local housing market of Osmondthorpe and Harehills rather than e.g. such as Whitkirk and Chapel Allerton, and Seacroft has more in common with the Inner Area in terms of Indices of Multiple Deprivation. It would also align with the EASEL boundary, recognising the importance of the Seacroft Hospital site in helping to deliver regeneration aspirations for that area.
- e) Micklefield, East Leeds, Calverley and Horsforth are in same zone as Aberford, Scarcroft, Thorne, Boston Spa, Wetherby, Yeadon and Bramhope yet are unable to generate same yields.
- f) Zones need more justification. Residential zones are too broad and generalised. Realise that there is national guidance and regulations but not satisfied that the outcome has

enough fine tuning to take account of the realities of individual sites. This should be taken up with the government. Concern that greenfield housing development might be diverted towards the cheaper southern zone. A step from £45 sqm to £90 sqm between adjoining areas of land seems unreasonable.

- g) Should include all the Chapelton conservation area in the Inner Area as otherwise might potentially discourage investment in the northern part.
- h) Unclear on what basis boundary is drawn around the Garforth area, the M1 and A1 might be more appropriate. The land south of the M1 was not included in the Aberford Neighbourhood Plan area as it bore more relationship with Garforth, so a similar exclusion should be in the CIL.

4.2 The Council's response to the individual representations is set out in the separate responses document. As a result of these comments, a few changes were made to the boundary as outlined below. N.B. the zones have been slightly renamed for the Draft Charging Schedule.

4.3 Land to east of Garforth and Micklefield now in South (£45 psm) with boundary with the North (£90 psm) moved northwards along the M1/A1 - the nearest settlement to Micklefield is Garforth (a medium value beacon in the outer south). The EVS demonstrates that average land values (market value benchmarks) are approximately £114,500 per acre (excluding small sites) for these settlements. The average land value within medium beacon settlements falls to £87,500 per acre with CIL at £50 psm (assuming Code 4). This is below the £100k threshold for unconstrained sites and reflects a drop in value of circa 24%, so this is marginal. In this context it is proposed that Micklefield and land to the east of Garforth be included within the South zone (£45 psm), with the boundary revised to be the M1/A1. This is in line with the representation received.

4.4 East Leeds Extension (ELE) to be moved into the Outer zone (£23 psm), with new Outer boundary along the outside edge of the East Leeds Extension / start of the Green Belt - The original Housing Characteristics Areas map placed the majority of the ELE within the Outer South area. The PDCS map for the CIL placed it in the Outer North, with the boundary between the Outer North and the Outer Central being the inside edge of the allocation. This was to reflect that it is greenfield. However, In recognition of the significant S106 costs which will remain over and above any CIL charge, it is now proposed to move it into the adjoining £23 psm Outer zone. The ELE is envisaged to include a S106 contribution (potentially via a roof tax) to the East Leeds Orbital Road estimated in total as £65m, other highways works, two to three primary schools, new bus stops and bus routes, and travel plan requirements including Metrocards. As an example, the Northern Quadrant scheme for 2,000 houses is to provide a two form entry primary school, a £3.56m secondary school contribution, a contribution to the ELE Integrated Public Transport Strategy, new bus stops, travel plan requirements including a co-ordinator post of £192k, Metrocards, a new bus subsidy of up to £1.2m, works to a number of junctions on the existing outer ring road, and longer term improvements to Junction 46 of the M1. As a consequence the CIL rate needs to reflect these costs, which is why it is set at £23 psm otherwise there is the possibility that it would undermine this key area of housing growth for the City. This rate also reflects that the closest housing markets would be Whinmoor and Manston rather than the northern villages.

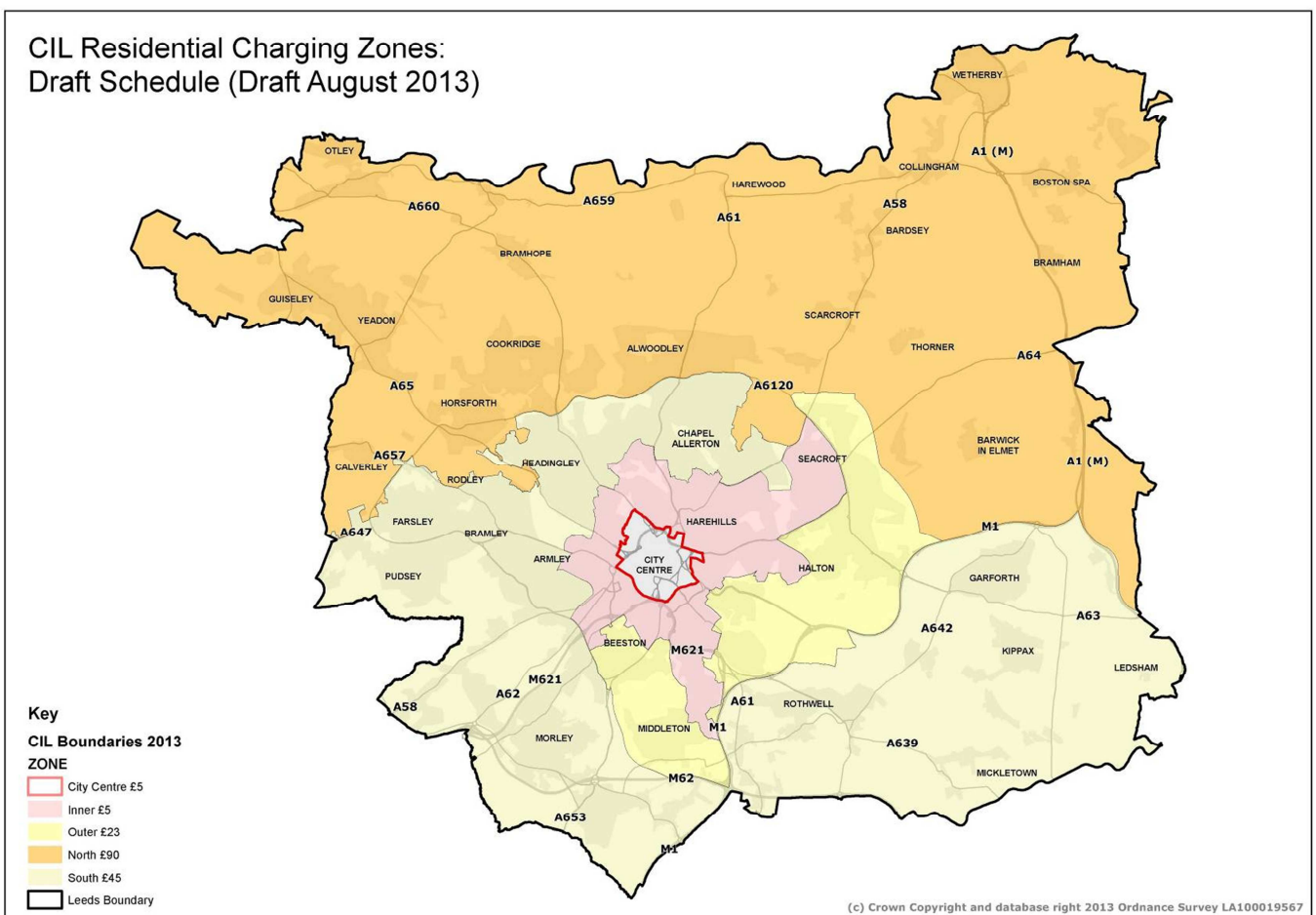
4.5 South (£45 psm) extended to include all of the former Outer Central area to the west/north of the City Centre/Inner Area i.e. Pudsey, Farsley, Bramley, Kirkstall, Meanwood, Moortown, Chapel Allerton, Roundhay – in both the EVA and the EVS



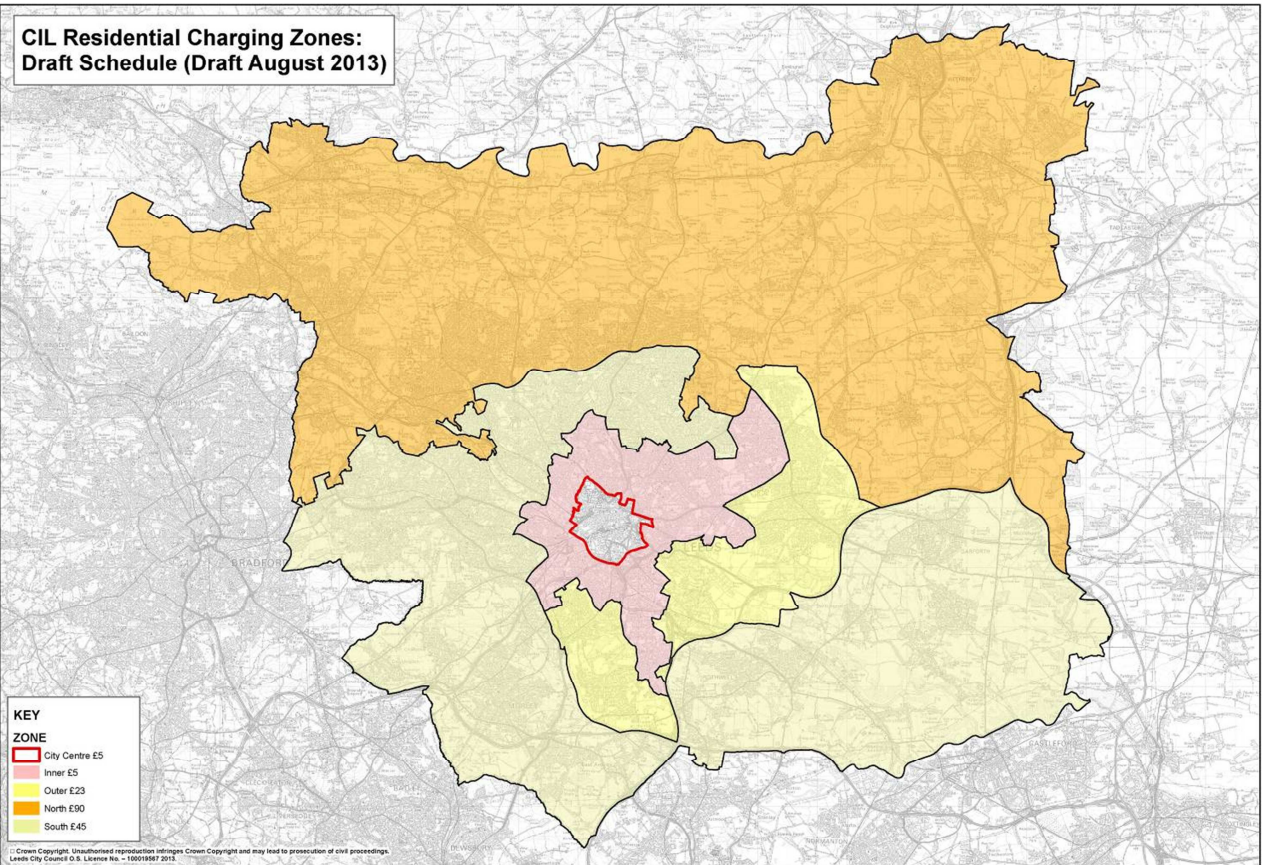
the areas of Moortown and Moor Allerton were used as 'high value beacon settlements' in the Outer Area, and Pudsey and Garforth were used as medium value beacons. It is therefore now considered an error that the PDCS showed Pudsey, Moortown, and Moor Allerton in the Outer Central £24 zone. It is more appropriate for them to be within the same £45 zone as Garforth as the modelling shows they can bear up to £50 CIL charge along with their neighbouring areas.

4.6 Middleton area – The map would have better clarity around Middleton if the Outer zone boundaries are aligned with clear physical features rather than with the green belt. The Tingley Station site is more related to West Ardsley than Middleton and is therefore been placed within the £45 Outer zone. The boundary is therefore now the A6110 / railway line to the southwest, and the M62 / M1 to the southeast.

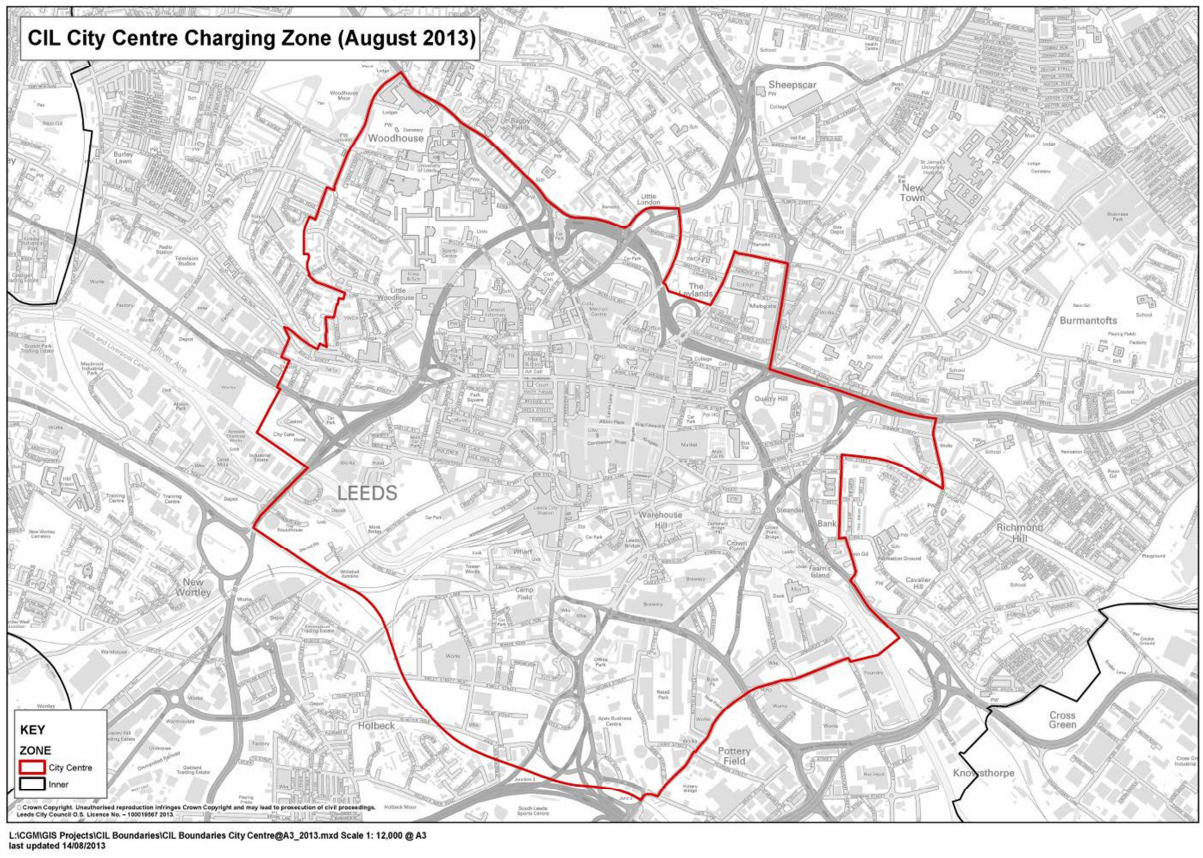
Figure 5 –Draft Charging Schedule Zones, July 2013



**CIL Residential Charging Zones:  
Draft Schedule (Draft August 2013)**



**CIL City Centre Charging Zone (August 2013)**





## **FURTHER EVIDENCE ON RETAIL RATES**

### **JUSTIFICATION FOR THE COMMUNITY INFRASTRUCTURE LEVY**

**August 2013**

#### **Introduction**

- 1.1 The Council can set a Community Infrastructure Levy charge on new floorspace in Leeds. In the context of the Council's ambition for sustainable growth for the City's economy and its recovery from the recession, setting the CIL rates needs very careful consideration to meet the Council's challenges. The Council needs to make sure financial contributions are secured to help meet the very large infrastructure needs of the City. However, this needs to be balanced to guard against rates being too high and potentially undermining future housing and economic growth. In particular, nationally there is dynamic change in the retail sector, and Leeds has a fragile albeit recovering City Centre office market.
- 1.2 There is also the relationship to consider between the CIL and business rates, as clearly if the CIL does deter new development then the Council also loses out on those annual payments which would further reduce infrastructure funding. Examples of large format retail business rates are £71 psm for the Holt Park Asda (£360k per year) and £66 psm for the City Centre Primark (£456k per year). Yearly income from business rates could therefore in many cases be higher than the one off payment generated by the CIL, even with a CIL at higher rates than now proposed in the Draft Charging Schedule.
- 1.3 The Guidance does recognise that not all developments will be viable under a CIL regime and that rates should not be set by reference to individual developments. However, in particular for town and City Centre brownfield sites unless the CIL is set at a reasonable rate, it may continue to be more profitable to maintain a site in use for parking. For example, annually the Markets car park has revenue of £990k, Becket Street of £399k, and the Courthouse car park in Otley of £40k.
- 1.4 These are therefore key reasons why the Council has made the judgement for the retail rates (and City Centre office rates previously) to be reduced further from the potential maximum than has been done for the residential rates.
- 1.5 Further evidence to determine at what rate the retail figures should be reduced to has been sought relating to the current retailing market and specific applications/land sales. There is a rapidly changing retail market including the continuation of chains going into administration, an increasing move to online stores including a greater use of the internet for supermarket shops; a reduction in the weekly supermarket spend, and the sector overall rationalising its store presence. The major food retailers have cut back on their requirements in 2013 as a result of the recession (i.e. since the publication of the Viability Study), and LCC Asset Management consider that there has been a general drop of about 30% of the prices that they are now prepared to pay. This is borne out by the 2012 annual reports showing e.g. a drop in pre-tax profits of 14.5% for Tesco, 7% for Morrisons, and 1.4% for Sainsbury's. In particular that is the first drop in annual profits for Tesco since the 1990s, which has also written down £804m of its UK property portfolio.

- 1.6 The enabling/regeneration qualities of retail developments was reflected in the Viability Study, but in also awaiting the impact of Trinity and Victoria Gate in the City Centre, it is appropriate to provide more of a viability cushion to this sector as a whole. The Council also needs to be mindful of their role as enabling development. The Council's Asset Management team has confirmed that all the major food retailers have cut back on their requirements in 2013 as a result of the recession, and there has been a general drop of about 30% of the prices that the retailers have been prepared to pay. This is borne out by various news reports about the 'big 4' supermarkets' profits and that they have recently written down their property portfolio. This postdates the Economic Viability Study and the rates in the Preliminary Draft Charging Schedule.
- 1.7 The Preliminary Draft Charging schedule proposed retail rates for above 500 sqm new floorspace of £158 in the City Centre and £248 outside it. It is now proposed to respond to the retail concerns and those raised by some representations by separating out the different retail categories of convenience (supermarkets) and comparison goods, and charging them different rates. The supermarket rates have been lowered by 30% from the Preliminary Draft rates and the comparison rates have been lowered by 78% (adjusted to the nearest £5). There is also an increase in the minimum size charged for comparison retail from 500 sqm to 1,000 sqm to improve viability for stores likely to be developed in centres. The rates in the Draft Charging Schedule are as follows:

Type of retail	CIL Draft Charging Schedule rate
Supermarkets above 500 sqm in City Centre	£110/ psm
Supermarkets above 500 sqm outside City Centre	£175/ psm
Comparison above 1,000 sqm in City Centre	£35/ psm
Comparison above 1,000 sqm outside City Centre	£55/ psm

- 1.8 It must be remembered that current S106s payments are not necessarily what retailers can afford but a calculation based on policy requirements, and therefore it is possible to apply a CIL charge way in excess of this and still demonstrate viability (e.g. as has been done in the Viability Study). However, a review of recent S106 agreements does provide a useful context to cross-check the CIL rates:
- Otley Road in Guiseley comparison retail = £46 psm
  - Carr Crofts retail in Armley = £69 psm
  - The representation on the Preliminary Draft from Asda considers the total S106 cost of their Middleton scheme to be £2.36m, or £377 psm. Under the CIL regime there would no longer be the requirement to pay the £1.05m public transport improvements or the £40k district centre improvements, so Asda would have paid a S106 of £1.27m (£202 psm). This leaves an additional £174 psm (£1.09m) as a minimum CIL which could be paid without increasing the overall amount.
  - Holt Park District Centre - if not brought forwards by Asda the likely land value of the 1,500 sqm is £500k to £1m depending on the user. At a CIL of £174 psm for convenience retail the total payment would be £261k (26% to 52% of the land value), for comparison retail it would be £82.5k (8% to 17%).
  - Victoria Gate (Hammersons) – the total Phase one S106 in the 2012 outline permission is £271.5k (plus £502.4 agreed for public transport contribution for phase two). Under a CIL regime it would not include the public transport



improvements of £247.5k, so would pay a S106 of £24k. Broken down by the floorspace in the current 2013 phase one applications (John Lewis GIA 26,427 sqm and other retail 9,036 sqm = total 35,463 sqm) that equals a rate of £7 psm. With the CIL set at £35 psm as proposed, the CIL payment would be £1.19m, i.e. £942.5k more than the current 1st phase S106.

## LEEDS AFFORDABLE HOUSING COMPLETIONS

### JUSTIFICATION FOR THE COMMUNITY INFRASTRUCTURE LEVY

August 2013

#### Introduction

- 1.1 The CIL Guidance 2013 set out the new requirement that “as background evidence, the charging authority should also prepare and provide information about the amounts raised in recent years through section 106 agreements. This should include the extent to which affordable housing and other targets have been met” (Paragraph 22). The amounts raised in S106s have been previously published in the Justification Paper supporting the CIL Preliminary Draft Charging Schedule. This short paper therefore sets out how Leeds has met its affordable housing targets over the last few years. The information is taken from the Leeds Authority Monitoring Report 2012 (paragraphs 6.17/6.18 and Tables 12/13, available on the Council’s website), and updated for the 2012/13 financial year.
- 1.2 Indicator H5 monitors gross affordable housing completions using data from the Housing Strategy Statistical Appendix. 495 affordable housing units were completed in 2011/12, with 54 delivered through S106 Agreements, 308 through grant assisted schemes, and 133 through Government initiatives. The delivery rates also place emphasis on the ability of the market to purchase housing. Overall 2032 units (gross) were completed in 2011/12. If the number of units that were grant funded are deducted, there is a private market development rate of 1591 units, which means that 78% of all housing completions were delivered through private schemes. The 2011 Strategic Housing Market Assessment reviewed ability to buy and noted that over the life of the plan, it is expected that only 65% of all housing need will be met by market forces. 360 affordable units were delivered in 2012/13, with 72 being via S106s demonstrating an increase.

#### *Gross affordable housing completions 2008/09 to 2011/12*

Period	Social rented	Intermediate	Total
2008/09	157	253	410
2009/10	84	329	413
2010/11	341	438	779
2011/12	279	216	495
2012/13	-	-	360

#### *Affordable housing completions by delivery sector 2011/12 and 2012/13*

Period	Section 106	Grant assisted	Government initiatives	Leeds Local Authority Mortgage Indemnity scheme
2011/12	54 (11%)	308 (62%)	133 (26%)	-
2012/13	72 (20%)	274 (76%)		14 (4%)

- 1.3 The Executive Board report 13th March 2013 also set out that the Council continues to support and facilitate the delivery of affordable housing including via the Homes and Communities Agency’s 4 year Affordable Homes Programme. It is expected that approximately 1,400 affordable homes will have been delivered via this route by March 2015. The Leeds Local Authority Mortgage Scheme was approved by Executive Board in 2012 which provides a mortgage indemnity for first time buyers in partnership with the Leeds Building Society. It is aimed that the scheme will support around 30 first time buyers to purchase a home and unlock associated chains of house purchases.

## **LEEDS INFRASTRUCTURE FUNDING GAP (UPDATE)**

### **JUSTIFICATION FOR THE COMMUNITY INFRASTRUCTURE LEVY**

**August 2013**

#### **Introduction to the Funding Gap**

- 1.1 This paper sets out the justification for progressing with the development of a Community Infrastructure Levy (CIL) in Leeds and forms part of the evidence base for the Leeds CIL Preliminary Draft Charging Schedule.
- 1.2 The Planning Act 2008 (as amended), the Localism Act 2011, and the Community Infrastructure Levy Regulations 2010<sup>1</sup> (the CIL Regulations 2010) set out that a charging authority can collect a CIL in its area. In particular, the CIL Regulations 2010 state at Regulation 14 that authorities must strike an appropriate balance between “the desirability of funding from CIL (in whole or in part) the actual and expected estimated total cost of infrastructure required to support the development of its area, taking into account other actual and expected sources of funding and the potential effects (taken as a whole) of the imposition of CIL on the economic viability of development across its area.”
- 1.3 Statutory guidance ‘Community Infrastructure Levy Guidance’ (December 2012, CLG) states at paragraph 12 that: “A charging authority needs to identify the total cost of infrastructure that it desires to fund in whole or in part from the levy. In order to do this, the charging authority must consider what additional infrastructure is needed in its area to support development and what other funding sources are available (for example, core Government funding for infrastructure, which will continue following the introduction of a levy, anticipated section 106 agreements and anticipated necessary highway improvement schemes funded by anyone other than the charging authority) based on appropriate available evidence.”
- 1.4 The guidance goes on to state at paragraph 14: “In determining the size of its total or aggregate infrastructure funding gap, the charging authority should consider known and expected infrastructure costs and the other sources of possible funding available to meet those costs. This process will identify a Community Infrastructure Levy infrastructure funding target. This target should be informed by a selection of infrastructure projects or types (drawn from infrastructure planning for the area) which are identified as candidates to be funded by the levy in whole or in part in that area. The Government recognises that there will be uncertainty in pinpointing other infrastructure funding sources, particularly beyond the short-term. The focus should be on providing evidence of an aggregate funding gap that demonstrates the need to levy the CIL.”
- 1.5 This paper is intended to set out the aggregate funding gap in line with the above guidance and regulations.

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<sup>1</sup> As amended by the Community Infrastructure Levy (Amendment) Regulations 2011 and 2012

## Infrastructure Projects

- 1.6 The CLG guidance states that information on the Council's infrastructure needs should be drawn directly from the infrastructure planning that underpins its Development Plan (paragraph 13). The existing development plan for Leeds is the Unitary Development Plan Review (2006) and this is being replaced by the emerging Local Development Framework (LDF). Within the LDF the Leeds Core Strategy is about to undergo Examination (in October 2013). The Core Strategy is supported by an Infrastructure Delivery Plan (IDP), The IDP identifies the current infrastructure provision in the Leeds District, and where possible bearing in mind funding uncertainties and shorter timescales of partner infrastructure providers, the critical infrastructure necessary for the delivery of the Core Strategy over the plan period including funding gaps and priorities.
- 1.7 A CIL funding gap of £1.3 billion was identified in January 2013 in the CIL justification paper 'Infrastructure Funding Gap' in order to support the Preliminary Draft Charging Schedule and justify progression with the CIL in Leeds. The information was based on the published draft IDP (March 2012), updated with amendments and refinements as a result of further consultation and discussion with infrastructure service providers. Taking into account the list of infrastructure needs, a fuller assessment was made of sources of funding for each item of infrastructure identified and whether CIL was an appropriate tool for plugging any gaps, once other sources of funding had been explored. This review resulted in a much shorter list of infrastructure items, as set out in the paper.
- 1.8 This exercise has been repeated now that the final IDP for the Core Strategy has been published. Table 1 below therefore provides the most up to date information on the Leeds funding gap for the purposes of the CIL. For many projects no alternative sources of funding have yet been identified, so the full cost has been included for funding from the CIL, albeit that in reality it is expected that such other sources would come forwards for instance as new Government programmes and grants become available. This is in line with the CIL guidance as outlined further below.
- 1.9 The guidance states that "where infrastructure planning has been undertaken specifically for the CIL and was not tested as part of another examination, the CIL examiner will need to test that the evidence is sufficient in order to confirm the aggregate infrastructure funding gap and total target amount that the authority proposes to raise through the levy" (paragraph 17). However, in Leeds, the infrastructure evidence will have been tested at examination of the Core Strategy and therefore in line with paragraph 18 it is not intended that the CIL examination should re-open detailed discussion on this infrastructure planning.
- 1.10 Table 1 should not therefore be considered to be the Council's programme for spending on infrastructure, or the definitive list of the infrastructure items to which the CIL will contribute. The infrastructure projects or types of infrastructure that LCC intends will be wholly or partly funded by CIL will be set out in its Regulation 123 list. Table 1 is the best available information at this time on the funding gap for the infrastructure needed to support planned development in the District, and for which CIL is a suitable mechanism for contributing to filling that gap. Infrastructure requirements and costs may change over the plan period and will be updated accordingly in future revisions of the IDP or supporting CIL documentation.



- 1.11 Predicting future levels of funding beyond the short-term is difficult and it is particularly problematic in the current economic and funding climate, where funding has considerably reduced from the levels available in previous years. Where exact levels of funding are unknown and therefore are not included within funding assumptions, Table 1 identifies indicative future funding sources and expected value, in line with national guidance.
- 1.12 For instance, the resources available to fund the Council's infrastructure provision may be provided by central Government in the form of supported borrowing and grants (normally for specific purposes, and particularly from the Department for Transport and the Department for Education), in the form of grants from other external bodies, or from developer contributions. Funding sources investigated for LCC services also include the capital programme including Council tax, generation of capital receipts, the New Homes Bonus, and other innovative sources of funding and borrowing such as TIF and the Aire Valley Enterprise Zone. The recent City Deal for the Leeds City Region and the 'West Yorkshire Plus Transport Fund' will also be very important tools in bidding for funding and attracting investment.
- 1.13 **In summary, an overall 'CIL funding gap' of £1.24 billion has been identified for the Leeds District up to 2028.**

**TABLE 1 - INFRASTRUCTURE POTENTIALLY TO BE FUNDED FROM THE COMMUNITY INFRASTRUCTURE LEVY UP TO 2028**

TOPIC	SCHEME	TOTAL COST	CONFIRMED FUNDING SOURCES	FUNDING GAP	DELIVERY NOTES
<b>PUBLIC TRANSPORT, PEDESTRIAN AND CYCLE</b>					
<b>Cycle</b>	Leeds Core Cycle Network <b>Route 1</b> East Middleton Spur	£190k	None	£190k	Spur to extend coverage of route 3. LTP3 scheme post 2014
<b>Cycle</b>	Leeds Core Cycle Network <b>Route 4</b> Adel Spur	£157k	None	£157k	Spur to extend coverage of route 15. LTP3 scheme post 2014
<b>Cycle</b>	Leeds Core Cycle Network <b>Route 6</b> North Morley Spur	£448k	None	£448k	Spur to extend coverage of route 13. LTP3 scheme post 2014
<b>Cycle</b>	Leeds Core Cycle Network <b>Route 7</b> Scholes to City Centre	£611k	None	£611k	Connects to Penda's Way (17) and Wyke Beck Way (16). LTP3 scheme post 2014
<b>Cycle</b>	Leeds Core Cycle Network <b>Route 8</b> Rothwell to City Centre	£887k	None	£887k	Connects to Route 3 and Aire Valley. LTP3 scheme post 2014
<b>Cycle</b>	Leeds Core Cycle Network <b>Route 11</b> Farnley - Leeds City Centre	£1.107m	None	£1.107m	Links to Route 10. LTP3 scheme post 2014
<b>Cycle</b>	Leeds Core Cycle Network <b>Route 13</b> Morley to City Centre	£932k	None	£932k	Links to White Rose shopping centre and Holbeck regeneration area. LTP3 scheme post 2014
<b>Cycle</b>	Leeds Core Cycle Network <b>Route 14</b> A64 York Rd corridor improvements	£482k	None	£482k	Connects with Route 16. LTP3 scheme post 2014
<b>Cycle</b>	Leeds Core Cycle Network <b>Route 17</b> Penda's Way	£1.441m	None	£1.441m	Links to Routes 7 and 14. LTP3 scheme post 2014

<b>Pedestrian</b>	Public Right Of Way Network	£1.2m	£800k from LTP, grants, and on-site provision	£400k	The Leeds ROWIP will be reviewed again by 2017. If all of the identified projects were to be delivered over the next ten years, the City Council would need to seek funding between £2.3m and £3.9m, including through S106, West Yorkshire Transport Plan and third party grants. The Plan should mainly be viewed as an aspirational document highlighting improvements (which in part) are over and above the basic statutory requirements. A cautious estimate has therefore been used of £1.2m (half the lowest estimate) to reflect that schemes are aspirational. The current PROW network is a LTP3 scheme, supported through LTP3 for next 3 years with £75k and likely to extend beyond this through ongoing work. An assumption of £75k LTP funding has therefore been assumed for each 3 year period = £300k. Additional 3 <sup>rd</sup> party grants and provision on site as part of development schemes has assumed an additional £500k.
<b>Public Transport</b>	Bus - A61 Quality Bus Corridor enhancements and Alwoodley park and ride	Not yet costed	None	Not yet costed	TfL study
<b>Public Transport</b>	Bus - A64 Quality Bus Corridor extension and Grimes Dyke park and ride	Not yet costed	None	Not yet costed	TfL study
<b>Public Transport</b>	Bus - Elland Road Park and Ride	£600,000	LTP3 IT Block & S106, Metro	£300,000	LTP3 scheme, but dependent on Elland Road Masterplan and contributions from other partners. Assume 50%
<b>Public Transport</b>	Bus - Gelderd Road Bus Priority	£30,000	None	£30,000	LTP3 scheme
<b>Public Transport</b>	East Leeds Link Road park and ride	£5m	None	£5m	Part of package of transport connectivity enhancements. Funding prioritised in 'West Yorkshire Plus' Transport Fund (which includes DfT devolved major scheme funding)
<b>Public Transport</b>	Leeds NGT trolleybus network; Stourton - Holt Park, Stourton Park and Ride, Bodington Park and Ride	£250.6m	£173.5m DfT, £77.1m LCC and Metro	£20m	Overall cost £250m, due to start construction late 2016/17, start of operations 2020. To make application for Transport & Works Act Order Summer/Autumn 2013. Some committed S106s.
<b>Public Transport</b>	Leeds NGT trolleybus network extension to East Leeds (including City Centre loop)	£97.4m	None	£48.74m	NGT extension to St James' Hospital and east Leeds (WYTF scheme) Currently unfunded, further study required. Assume for purposes of funding gap 50% grant funded.

<b>Public Transport</b>	Leeds NGT trolleybus network Line 3 - extension to Aire Valley Leeds	£98.3m	None	£49.15m	NGT extension from City Centre to Aire Valley. Funding prioritised in 'West Yorkshire Plus' Transport Fund (which includes DfT devolved major scheme funding), which includes the Aire Valley Park and Ride. Assume for purposes of funding gap 50% grant funded.
<b>Public Transport</b>	Railways - Additional park and ride capacity local rail stations	Not yet costed	None	Not yet costed	Additional park and ride capacity at West Yorkshire rail stations. Pontefract and Mirfield to be progressed through IP1 funded by LTP but are yet to be approved, further study required.
<b>Public Transport</b>	Railways - East Leeds Parkway Station, Micklefield	£10.1m	National Rail/ DfT/ Metro	£5.05m	Scheme identified in regional RUS and Initial Industry Plan for CP5 (2014-19) awaiting publication of Network Rail business plan expected 2013 and subsequent decision on funding. Upgrade to City Region Parkway scheme would be contingent on funding and business case. Implications of Trans-Pennine electrification on this scheme yet to be understood. Funding prioritised in 'West Yorkshire Plus' Transport Fund (which includes DfT devolved major scheme funding). Scheme for 'smaller' station is not currently funded but forms part of the HLOS for CP5. Assume 50% CIL.
<b>Public Transport</b>	Railways - Horsforth Woodside Station	Not yet costed	None	Not yet costed	Requires further study. Outline business case is prepared but scheme has no status in DfT publication "Investment in Local Major Transport Schemes" and is not included in LTP Railplan 7. To be progressed with developer funding. No funding from Network Rail for this scheme.
<b>Public Transport</b>	Railways - Leeds City Station new platform and platform 17 extension	£30m	DfT	£15m	Scheme is not currently funded but forms part of the High Level Output Specification for Control Period 5 (2014-2019). Assume 50% DfT for purposes of CIL gap.
<b>Public Transport</b>	Railways - TransPennine electrification between Manchester Victoria and Leeds, and on through Garforth to Colton Junction west of York	£1.5m	DfT/Metro LPA & developer contributions for Garforth only	£1.5m	Announced in Chancellor's Statement Nov 2011. Preliminary feasibility work undertaken, with a view to implementation around 2016/17, although likely DfT will ask for programme to be accelerated. Work on GRIP stage 3 started Autumn 2012. DfT commitment to fund core route Stalybridge to Leeds, Neville Hill to Colton Junction and Selby. Only potential CIL contribution would be access improvements at Garforth station £1.5m (total costs over £100m).



<b>Public Transport</b>	Yorcard - provision of card vending machines and top-up points, integration of other services onto smartcards (school and leisure), on-bus equipment, enabling internet sales, development of Leeds City Region MetroCard product by smart media.	Not yet costed	£6.14m	Not yet costed	<p>Yorcard will allow passengers to load money on to their tickets, the new system should be in place across West Yorkshire and York by early 2014. Key targets include developing a county-wide retail network including local shops, vending machines and an online 'top up' service. Almost 400 buses run by smaller operators would be fitted with smartcard readers, while further work on the complex back-office systems that make the scheme work would continue. Transdev Keighley and Arriva have already switched on their smartcard readers, and First are currently testing their equipment, much of West Yorkshire's bus fleet will soon be smartcard enabled. Currently it is just senior, disabled and blind concessionary pass-holders who can swipe on to local bus services, the scheme is aimed to open up to all bus users as soon as possible. Establishing a smartcard retail network, equipping more vehicles and completing the development of back-office technology are the next steps to extending smartcard travel to all bus users, rather than just concessionary pass-holders, and eventually rail passengers as well.</p> <p>West Yorkshire Integrated Transport Authority Executive Board on April 27 2012 agreed £6.14m to be spent on the project from the Better Bus Area Fund (£4.33 million plus £0.65 million relating to York City Council funding) and LTP3 funding £1.16million. Later phases assume contributions from City Region Authorities and Metro although split not yet determined. Metro, together with local bus operators, recently made a successful Better Bus Area Fund bid to the Department for Transport for almost £5m to develop West Yorkshire's smartcard network.</p>
<b>Airport</b>	Leeds Bradford International Airport tram-train link - fixed link from the Harrogate Rail line	£132.6m	None	£66.3m	Unfunded, but included within the City Region Connectivity Study and Core Strategy priority (on Key Diagram). Assume some City Deal funding for purposes of CIL funding gap.
<b>HIGHWAYS</b>					
<b>Highways (local)</b>	A6110 Outer Ring Road improvements	£17.6m	WYTF	£8.8m	Highway improvement package for the A6110 from M621 Jn 1 to A647 Stanningley Bypass. Includes enhanced pedestrian and cycling facilities as well as junction improvements at key intersections. Complements measures planned elsewhere on the Leeds Outer Ring Road. Funding prioritised in 'West Yorkshire Plus' Transport Fund (which includes DfT devolved major scheme funding). Assume 50% CIL.

<b>Highways (local)</b>	A6120 dualling – Dawson’s Corner-Horsforth	£24.2m	None	£24.2m	Conversion of single carriageway to dual carriageway (TfL scheme)
<b>Highways (local)</b>	Aire Valley Leeds - East Leeds Link Road and river crossing	£24.8m	Enterprise zone borrowing, developer funding, WYFT	£12.3m	New river bridge and link road to connect East Leeds Link Road with Pontefract Road. Includes Skelton Grange link route protection for a new road link and river crossing into the Cross Green Development area and improvement at the junction between Skelton Grange Road and Pontefract Road. In LCC Capital Programme Dec 2011 £2.5m provided to support a new spine road in the AVL enterprise zone. This will enable public transport to connect to East Leeds and enable local people to access the new jobs. The LEP has agreed that Leeds will use funding raised from increased business rates in the Enterprise Zone to pay the borrowing costs for this investment, with a potential role for the CIL. Funding prioritised in 'West Yorkshire Plus' Transport Fund (which includes DfT devolved major scheme funding)
<b>Highways (local)</b>	Armley Gyrotory major improvement	Not yet costed	£130K contribution from LTP3 IT Block	Not yet costed	TfL scheme - linked to City Square improvements. This would form part of the city centre transport strategy which is still in development and not yet costed.
<b>Highways (local)</b>	City Square renaissance public space and public transport priority	Not yet costed	WYTF	Not yet costed	TfL study. This would form part of the City Centre transport strategy which is still in development. Identified as 'West Yorkshire Plus' Transport Fund priority.
<b>Highways (local)</b>	Horsforth Roundabout	£2.8m	LTP3 matched with developer funding	£2.8m	Improvements to the A6120 / A65 junction to replace the existing roundabout with a signalled junction to alleviate congestion and improve road safety. The proposals fit with the longer term strategy for the Leeds Outer Ring Road and will match LTP3 funding with developer funding.
<b>Highways (local)</b>	King Lane roundabout	£1.7m	WYTF	£850k	Improvements to the A6120 / King Lane junction to replace the existing roundabout with a signalled junction to alleviate congestion and improve road safety. Funding prioritised in 'West Yorkshire Plus' Transport Fund (which includes DfT devolved major scheme funding). Assume 50% CIL.
<b>Highways (local)</b>	Meadow Lane / Victoria Road scheme	Not yet costed	None	Not yet costed	Meadow Lane / Victoria Road scheme. This would form part of the city centre transport strategy which is still in development. Identified as 'West Yorkshire Plus' Transport Fund priority.
<b>Highways (local)</b>	Moortown Outer Ring Road junction signalisation and improvement	£2.4m	WYTF	£1.2m	Signalisation of existing A61/A6120 roundabout. Funding prioritised in 'West Yorkshire Plus' Transport Fund (which includes DfT devolved major scheme funding). Assume 50% CIL.

<b>Highways (local)</b>	Thornbury Barracks roundabout	£3.4	DfT Pinch Point bid with LTP3 contribution	£3.4	Improvements to the A647 / B6154 junction to replace the existing roundabout with a signalled junction to alleviate congestion and improve road safety. Provision of bus priority on A647. Awaiting Pinch Point funding decision - expected May 2013.
<b>Highways (strategic)</b>	M621 Corridor Management Plan	Not yet costed	None	Not yet costed	M621 Corridor Management Plan. Ongoing work which will be fed by the Leeds Infrastructure Study that the HA are producing (as at March 2013), level of intervention required not yet ascertained or costed until have details of LCC's City Centre Transport Strategy.
<b>Highways (strategic)</b>	A65-A658 Link Road (bypassing Rawdon and Horsforth) - includes extension of A65 Quality Bus Corridor to serve the airport.	£30m	Dft and developers	£15m	At early development but initial work shows a potentially robust benefit cost ratio within DfT guidelines, and is included within the City Region Connectivity Study. Cost estimate £35.7m. Funding prioritised in 'West Yorkshire Plus' Transport Fund (which includes DfT devolved major scheme funding) with private sector contribution plus s106/CIL (assume 50%).
<b>Highways (strategic)</b>	Loop road extensions	Not yet costed	None	Not yet costed	Proposed south west and south east extensions of the Loop road. This remains a concept rather than a defined scheme. It would form part of the city centre transport strategy which is still in development. Identified as 'West Yorkshire Plus' Transport Fund priority
<b>Highways (strategic)</b>	M1 J46 southbound slip road - ramp metering	Not yet costed	Highways Agency	Not yet costed	Original target 2015 although currently being renegotiated to be traffic dependent. The scheme is to be delivered by Leeds City Council under a Section 6 agreement with the Highways Agency. Current Agreement states works to be delivered in 2019.
<b>Highways (Strategic)</b>	M62 J27 lengthening of west facing slip roads	Not yet costed	None	Not yet costed	Potential safety scheme required longer term. Not yet costed but expected to be more than £10m.
<b>Highways (Strategic)</b>	M62 J29 Lofthouse Interchange	Not yet costed	None	Not yet costed	Significant capacity enhancements required to interchange in medium to longer term. Further work required to identify schemes. Unfunded.
<b>Highways (Strategic)</b>	M62 J30 improvements to west bound off slip and signalisation	Not yet costed	None	Not yet costed	Unfunded
<b>EDUCATION AND COMMUNITY</b>					

<b>Education</b>	School requirement District wide resulting from Core Strategy housing growth	£474m	Developer contributions / CIL / LCC sites, LCC budget	£474m	<p>Approximate build costs (notwithstanding land costs) approximately:            £5 million for 1 form entry primary school            £7 million for 2 form entry primary school            £20 million for 5 form entry secondary school            £30 million for 8 form entry secondary school</p> <p>The need for adequate and appropriate school provision is factored into decisions regarding the strategic location of development outlined in the Core Strategy and in particular more detailed proposals in relation to specific areas of the City and individual development sites are being worked up for the Site Allocations Plan. In very broad terms the overall growth to 2028 equates to 83 new form entry (without adjustments for location and current capacity), to be provided by extensions and new schools. The size of schools will depend on the size of development planned and a range of potential sizes of schools can be modelled but the most likely scenario assumes that for primary a 2 form entry will be chosen and for secondary an 8 form entry school. Therefore build costs are approximately:            42 x 2FE primary schools = £294m            6 x 8FE secondary schools = £180m total = £474m</p>
<b>Libraries</b>	Libraries	Not yet costed	LCC capital funding/ward based funding	Not yet costed	Increase in population may lead for need for reconfiguration of existing libraries. Funded and delivered when necessary through S106 / CIL / LCC capital funding/ward based funding.
<b>Community Centres</b>	New community centres as necessary	Not yet costed	None	Not yet costed	Increase in population may lead for need for new community centres, or enhanced use/reconfiguration of existing centres. Funded and delivered when necessary through S106 / CIL / ward based funding.
<b>FLOOD DEFENCE</b>					
<b>Flood Defence</b>	River Aire Flood Alleviation Scheme (FAS) – Phase 1	£52m	LCC capital programme £10m, ERDF £10m, RGF £4m, FDGiA £8.8m, BID £1m, developers £1m	£17.2m	<p>Phase 1 - Create flood defences protecting the city from flooding along a 3.5 kilometre stretch of the River Aire between Leeds Central Station and downstream to Knostrop Weir. Phase 1 will provide a 1 in 75 years Standard of Protection from flooding. Completion anticipated 2015, subject to planning permission and funding availability. The FAS Phase 1 comprises 3 elements to be undertaken as funding becomes available :</p> <p>i) Remove existing weirs, install moveable weirs at Knostrop / Crown Point            ii) Provide defences: embankments, terracing, setting back of defences, walls as required between Leeds Train Station and Granary Wharf            iii) Remove Knostrop Cut to merge the Canal and River Aire</p>

					£47m cost plus £5m maintenance. Assumed funding sources, although none yet confirmed: European Regional Development Fund £10m, Regional Growth Fund £4m, Flood Defence Grant in Aid (FDGiA) via Yorkshire Regional Flood and Coastal Committee and EA £8.8m, Business Improvement District (assume nominal £1m), development industry contributions (assume nominal £1m outside of the CIL).
<b>Flood Defence</b>	River Aire Flood Alleviation Scheme – Phase 2	£25m	ERDF, BID, FDGiAF Jessica, LCC, development industry contributions	£25m	Phase 2 - to provide a 1:75 year Standard of Protection along the River Aire, from Newlay Bridge the City Centre and from Knostrop to Woodlesford.  2012 Phase 2 has not been sufficiently costed to allow for an accurate figure, but £25m is the best estimate possible – this is a minimum figure so as not to overstate the cost gap.
<b>Flood Defence</b>	River Aire Flood Alleviation Scheme – Phase 3	£25m	ERDF, FDGiA, BID Jessica, LCC, development industry contributions	£25m	Phase 3 - to increase the overall level of protection offered by the defences to a 1:200 Standard of Protection for the whole scheme.  Phase 3 has not been sufficiently costed to allow for an accurate figure, but £25m is the best estimate possible – this is a minimum figure so as not to overstate the cost gap.
<b>GREEN INFRASTRUCTURE AND LEISURE</b>					
<b>Green Infra</b>	62 Community Parks city wide.	£6m	None	£6m	In order to gain understanding of standards of all parks and green space, an assessment programme was devised in 2004 to assess a representative sample of 144 parks and green spaces over a rolling 3 year period against the national Green Flag standard criteria. This investment is required to achieve the Parks and Green Space Strategy target of all 62 Community Parks attaining the national Green Flag standard by 2020. Prior to the CIL being introduced S106 funding is generally used for this purpose.
<b>Green Infra</b>	7 City Parks – Major Visitor Attractions	£10m	Assume external funding of £8m	£2m	Investment required to develop our City Parks: Roundhay Park, Temple Newsam, Lotherton Hall, Middleton Park, Golden Acre Park, Otley Chevin and Kirkstall Abbey. Funding is primarily sourced from external bodies namely Heritage Lottery Fund, assume 80% of costs.
<b>Green Infra</b>	Allotments city wide	£1.5m	Developer contributions	£1.5m	There is currently a waiting list of 1100 people requesting an allotment across the city, and increased housing growth will increase pressure on allotments. To accommodate this provision significant investment is required to create new allotment sites and to provide for the future level of demand. Prior to the CIL being introduced S106 funding is generally used for this purpose.

<b>Green Infra</b>	City Centre Park and smaller pocket parks in city centre	£34.5m	None, in partnership with developers	£25.88m	£4.5m investment is required to develop the smaller pocket parks in the City Centre i.e. Hanover Square, Lovell Park, Queens Square, and Sovereign Street. For the city centre park a broad estimate including restructuring works of some of the highways is £40m. As the highway works may be scaled back a cautious estimate of £30m for this has therefore been used. Some of this will be provided through direct redevelopment, assume 25%.
<b>Green Infra</b>	City Centre public realm	Not yet costed	In part through development of sites	Not yet costed	Identified in Core Strategy as aspiration and key priority for development of City Centre.
<b>Green Infra</b>	Development of new woodland (location not yet determined)	Not yet costed	None	Not yet costed	Ambition in the Core Strategy and other LCC plans but not costed as will be broken down into specific projects.
<b>Green Infra</b>	District wide child fixed play, MUGA, and skate/BMX improvements as result of new housing development	£35.3m	Provided on larger sites by developers circa £17.7m	£12.5m	<p>Example costs from S106 equivalent: At 2012 rates, greenspace calculator gives cost per child for play as £975. At 0.62 children per house and 0.1 children per flat = costs £605 per house and £98 per flat (rounded). Core Strategy housing figures of 74,000 dwellings gross to 2028, of which target is 25% flats, = total cost of child play £35,356,400.</p> <p>Some of this would be provided by developers within their sites, so assume it can be discounted by half (£17.7m). A proportion of the remainder will also be incorporated within the specific schemes listed below, and therefore there a further discount has been applied of £1.2m (community parks) + £4m (outdoor recreation) leaving a total gap of £12.5m.</p>
<b>Green Infra</b>	Green Infrastructure improvements in the Aire Valley	Not yet costed	None	Not yet costed	Green infrastructure and green space will be provided across the Aire Valley in relation to both specific development sites and structural masterplanning. Information on costs not yet available.

<b>Green Infra</b>	Improvements to greenspace quantity and/or quality as result of new housing development. Includes Playing pitch and facilities improvements at; Prince Philips Centre, Sharpe Lane Middleton, Woodkirk Valley, Neville Road Playing pitches, Thorpe Park Playing pitches, Rothwell Sports Centre, Fleet Lane, Tinshill Recreation Ground, The Crescent Tingley	£55.25m	None	£55.25m	<p>The increase in population will lead to need for new areas of greenspace as well as improvements to existing parks. Core Strategy housing figures of 74,000 dwellings gross to 2028, of which target is 25% flats.</p> <p>Example cost taken from the current S106 policy equivalent is £67,574,718. Assumptions are at 2012 rates, that maintenance is only taken for N2.1, 50% of all N2 greenspace would be provided within sites (and therefore no contribution necessary), and that a further 50% of the sites which do not provide it on site would be located within an area of adequate provision (and therefore no contribution for N2.2 and N2.3). Some of this £67.6m figure would also be incorporated within the specific schemes listed below, and therefore has been discounted by a further £3.6m (community parks) + £8m (outdoor recreation) + £75k (allotments) = £55.25m total cost.</p>
<b>Green Infra</b>	Outdoor recreation city wide	£20m	Developers via S106s (until CIL), £5m match funding in grants.	£15m	Parks and Countryside are responsible for the majority of parks and green spaces throughout the city. New housing growth and increased usage means that they will require investment to improve standards. Prior to the CIL being introduced S106 funding is generally used for this purpose, along with additional match funding from external sources (assume £5m).
<b>Leisure</b>	Aireborough Leisure Centre Refurbishment	£3.8m	None	£3.8m	Refurbish changing rooms, reception, and exterior, extend gym, access work. By 2020 and dependent on funding.
<b>Leisure</b>	Fearnville and East Leeds Leisure Centre replacement	£12.5m	None	£12.5m	Re-provision of Fearnville and East Leeds Leisure Centre in the form of one new, purpose built, wellbeing centre, with a commitment to deliver and resource by 2013 / 2015. Investment continues to be sought for this proposal, a PFI bid was unsuccessful. Develop a sustainable community asset transfer model in-line with this development. Cost £10m - £15m.
<b>Leisure</b>	Kippax and Garforth Leisure Centre replacement	£10.5m	None	£10.5m	Re-provision of Kippax and Garforth Leisure Centre in the form of one new or re-furbished swimming pool, fitness suite and other appropriate dry side sports facilities, with a commitment to resource and deliver by 2017. Cost £8m - £13m.
<b>Leisure</b>	Kirkstall Leisure Centre	£1m	None	£1m	Refurbish changing room, re-orientate reception, works to heating / lighting / ventilation, reception, access. By 2020 and dependent on funding.
<b>Leisure</b>	Pudsey Leisure Centre	£2m	None	£2m	New entrance and frontage, interior refurbishment, extend gym. By 2020 and dependent on funding.



<b>Leisure</b>	Rothwell Leisure Centre	£5.8m	None	£5.8m	Pool hall refurbishment - new atrium, circulation and relaxation area. Refurbish dryside changing, additional car parking, fitness studio / spinning area, extend gym. By 2020 and dependent on funding.
<b>Leisure</b>	Wetherby Leisure Centre	£1.4m	None	£1.4m	Refurbish changing rooms, extend gym, access work. By 2020 and dependent on funding.
<b>TOTAL FUNDING GAP TO 2028 POTENTIALLY FOR THE CIL</b>		<b>£1.53 billion</b>	<b>-</b>	<b>£1.24 billion</b>	<b>(Total cost = £1,532,235,000) (Funding gap = £1,240,705,000)</b>