



LEEDS CORE STRATEGY EXAMINATION

SCHEDULE OF MAIN MODIFICATIONS

November 2013

Leeds Local Development Framework

Schedule of Main Modifications

The following Main Modifications have arisen through the Core Strategy Examination process. The Modifications listed below and as set out in the attached Appendix, are based upon the Consolidated Core Strategy document (CD1/1). The source of the changes incorporate Modifications promoted in the City Council's Supplementary Statements and in response to issues raised at the individual Hearing Sessions. In terms of presentation, the deletion of text is denoted with a 'strike through' (~~strike through~~), with inserted new text in italicised in bold (***new text***).

Main Modification Number	Topic	Source of Modification
MM 1	Spatial Policy 1 Modifications to Policy wording.	Strategy Sessions Session 3, 8th October
MM 2	Spatial Policy 5 Modifications to Policy wording and supporting text.	Employment Session & reconvened Housing Session 5, 10th October & Session 16, 23rd October
MM 3	Spatial Policy 8 Modifications to Policy wording and supporting text.	Employment, Session 5, 10th October
MM 4	Spatial Policy 10 Modifications to Policy wording	Green Belt, Session 6, 10th October
MM 5	Policy CC1 – City Centre Development Modifications to Policy wording	City Council Statement (S9-1) Retail Retail, Session 9, 15th October
MM 6	Policy – H1 Managed Release of Sites Modifications to Policy wording	Reconvened Housing, Session 15, 23rd October
MM 7	Policy H3 Density Modifications to Policy wording and Glossary	Reconvened Housing, Session 15, 23rd October
MM 8	Policy H6 – Housing in Multiple Occupation (HMOS) Student Accommodation, and Flat Conversion Modifications to Policy wording	Houses in Multiple Occupation Session 10, 15th October
MM 9	Policy H7 – Accommodation for Gypsies, Travellers and Travelling Show People Modifications to Policy wording and supporting text	Gypsy & Traveller Accommodation Session 11, 16th October
MM 10	Policy H8 – Housing for Independent Living Modifications to supporting text.	Reconvened Housing Session 15, 23rd October
MM 11	Policy EC1 – General Employment Modifications to Policy wording and supporting text	Employment, Session 5, 10th October
MM 12	Policy EC2 – Office Development, Modifications to Policy wording, supporting text and Map 13	Employment, Session 5, 10th October
MM 13	Policy EC3 – Safeguarding Existing Employment Land and Industrial Areas Modifications to Policy wording and supporting text.	Employment, Session 5, 10th October

MM 14	Policy P8 – Sequential Impact Assessments for Main Town Centre Uses Modifications to supporting text.	City Council Supplementary Statement (S9/1)
MM 15	Policy P10 – Design Modifications to Policy wording and supporting text	Design/Heritage, Session 13, 17th October
MM 16	Policy P11 – Conservation Modifications to Policy wording and supporting text	Proposed Minor Modifications to the Consolidated version Core Strategy (CD04), Design/Heritage, Session 13, 17th October
MM 17	Policy T1 – Transport Management Modifications to Policy wording	Transport, Session 8, 14th October
MM 18	Policy T2 - Accessibility Requirements and New Development Modifications to supporting text and to Map 11	Transport, Session 8, 14th October
MM 19	Policy G4 – New Greenspace Provision Modifications to Policy wording	Open Space, Session 14, 17th October
MM 20	Policy EN1 – Climate Change & Carbon Dioxide Reduction Modifications to Policy wording	City Council Supplementary Statement (S12/1)
MM 21	Policy EN4 – District Heating Modifications to supporting text and Map 20	Climate Change/Sustainable Design & Construction, Session 12, 16th October
MM 22	Policy EN5 – Managing Flood Risk Modification to Policy wording	City Council Supplementary Statement (S3/1)
MM 23	Paragraph 6.38 – Monitoring	City Council Statement (S15/1)

MM 1. SPATIAL POLICY 1

SPATIAL POLICY 1: LOCATION OF DEVELOPMENT

To deliver the spatial development strategy based on the Leeds settlement hierarchy **and to concentrate the majority of new development within and adjacent to urban areas, taking advantage of existing services, high levels of accessibility, priorities for urban regeneration and an appropriate balance of brownfield and greenfield land, the distribution and scale of development will be in accordance with the following principles:-** the broad spatial framework for the location and scale of development is:

- (i) ~~To concentrate the majority of new development within urban areas taking advantage of existing services, high levels of accessibility and priorities for urban regeneration and an appropriate balance of brownfield and greenfield land. The largest amount of development will be located in the Main Urban Area with **and** Major Settlements, delivering significant amounts of development. Smaller Settlements will contribute to development needs, with the scale of growth having regard to the settlement's size, function and sustainability.~~
- (ii) ***In applying policy (i) above, the priority for identifying land for development will be as follows:*** That settlements within the hierarchy will guide the identification of land for development, with priority given in the following order:
 - a. Previously developed land and buildings within the **Main Urban Area / relevant** settlement,
 - b. Other suitable infill sites within the **Main Urban Area / relevant** settlement,
 - c. Key locations identified as sustainable extensions to the **Main Urban Area / relevant** settlement.
- (iii) For development to respect and enhance the local character and identity of places and neighbourhoods,
- (iv) To prioritise new office, retail, service, leisure and cultural facilities in Leeds City Centre and the town centres across the district, maximising the opportunities that the existing services and high levels of accessibility and sustainability to new development
- (v) To promote economic prosperity, job retention and opportunities for growth:
 - a. In existing established locations for industry and warehousing land and premises,
 - b. In key strategic* locations for job growth including the City Centre and Aire Valley Urban Eco-Settlement (as shown in the Key Diagram)
 - c. By retaining and identifying a portfolio of employment land in locations primarily within the urban area, maximising the opportunities that the existing services and high levels of accessibility provide to attract new development.
- (vi) To recognise the key role of new and existing infrastructure (including green, social and physical) in delivering future development to support communities and economic activity,
- (vii) In meeting the needs of housing and economic development (and in reflecting the conclusions of the Appropriate Assessment Screening), to seek to meet development requirements, without adverse nature conservation impacts upon Special Protection Areas and Special Areas of Conservation, in particular the South Pennine Moors (including Hawksworth Moor),
- (viii) To undertake a selective review of the Green Belt (as set out in Spatial Policy 10) to direct development consistent with the overall strategy,
- (ix) To encourage potential users of rail or water for freight movements to locate at suitable sites.

MM 2. SPATIAL POLICY 5

4.5 Aire Valley Leeds

- 4.5.1 Aire Valley Leeds (AVL) is a major economic development and regeneration within the country and city region situated to the south east of the City Centre. It extends to over 1,300 hectares and contains over 450 hectares of sites, which are available for development in the short to medium term, as well as areas of longer term potential. The area sits within the Main Urban Area of the Settlement Hierarchy extending from the M1 motorway into the City Centre along both banks of the River Aire Corridor (see Map 6) and forms a substantial and transformational development opportunity of national significance. AVL has an existing employment base of 800 businesses, employing around 30,000 people and also provides a considerable opportunity for local jobs growth with capacity to support some 35,000 new jobs. Many of the neighbourhoods within and surrounding AVL are within the country's 10% most deprived (most are located within the East Leeds and Inner South Leeds regeneration programme areas), and a key aim is to link residents to current and future economic opportunities within AVL.
- 4.5.2 The unique selling point for AVL remains the delivery of a sustainable new district for the city and its region, delivering new jobs and homes. AVL, which has been identified as one of Leeds City Region's Urban-Eco Settlements, will promote sustainable development by seeking the delivery of commercial and residential areas which have high quality environment, energy efficient buildings and operations, low carbon and green business, sustainable transport, **retail and** community facilities and linked areas of green infrastructure including a new city park in the South Bank area of the City Centre. Delivery of these ambitions will require major improvements to the area's infrastructure such as new public transport routes, bridges, schools and health facilities. In terms of regeneration and housing growth, good initial progress is underway in the delivery of a sustainable low carbon community, commencing with the H2010 housing development at Yarn Street in Hunslet, which incorporates a combined heat and power plant. Map 6 shows the key locations that have been identified as having potential to accommodate major housing and mixed use development within the UES; The South Bank, Hunslet Riverside/Cross Green and Skelton Gate.
- 4.5.3 In addition, a significant part of the AVL area (142 hectares) alongside the East Leeds Link Road has recently been approved by Government as an Enterprise Zone (see Map 6). This will help stimulate economic growth by simplifying procedures for planning applications and offering business rate discounts to new business. In turn, this will help provide the catalyst for an area, which will make a significant and lasting contribution to the economic viability and the region and Leeds.
- 4.5.4 In reflecting the overall strategic role of AVL as part of the Core Strategy, in contributing to job and housing growth, Strategic Policy 5, sets out a series of aspirations for the area. These will be delivered through the preparation of the AVL Area Action Plan which is currently underway and is to provide a framework for site allocations and infrastructure requirements to complement the wider regeneration programme.

SPATIAL POLICY 5: AIRE VALLEY LEEDS URBAN ECO-SETTLEMENT

Aire Valley Leeds (Urban Eco-Settlement) is identified (see Key Diagram) as a strategic location, providing ~~between~~ **a minimum** of 6,500 ~~and 9,000~~ new homes, ~~and~~ at least 250 hectares of land for employment uses (including research and development, industrial, and warehouse development) **and new retail services of an appropriate scale (in accordance with the approach set out in Policies P5 and P7).**

A review of existing allocations, commitments, and other opportunities in the area will be undertaken through the Aire Valley Leeds Area Action Plan. The most suitable sites for the above uses will be retained, and co-ordinated measures put in place to address any infrastructure and other physical constraints to development of the land. Sites which are less suitable may be re-allocated for other uses.

MM 3. SPATIAL POLICY 8

4.7 Economic Development Priorities

Rural economy

4.7.12 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 **reflecting** Green Belt **purposes 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.

~~4.7.13 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-based 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.xx 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 **and apprenticeships**, appropriate to the individual development.

Supporting most new employment development within urban and rural areas

4.7.xx 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.xx 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 new job 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.xx Securing high quality communication infrastructure, in particular initiatives to deliver super speed broadband technologies is critical to securing long term economic prosperity and improved business links both locally and internationally.

4.7.xx Leeds and the region **have an important** ~~play an integral~~ role in assisting emerging new businesses **links** (business start-up, investment in new projects) and encourage young

entrepreneurism. 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 growth and diversification of the*** rural economy, consistent with the Settlement Hierarchy and the protection and enhancement of a high quality rural environment. ***Outside the Main Urban Area, Major Settlements and Small 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-based rural businesses***
 - ***support provision & expansion of tourist and cultural facilities in appropriate locations***
 - ***retention and development of local services and community facilities.***
- (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, 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 subject to landscape, townscape and amenity considerations.***
- (x) Support the retention and provision of new business start-up units including small workshops, where appropriate.

MM 4. SPATIAL POLICY 10

SPATIAL POLICY 10: GREEN BELT

A selective review of the Green Belt will need to be carried out to accommodate the scale of housing and employment growth identified in Spatial Policy 6 and Spatial Policy 9, as well as an additional contingency to create new Protected Areas of Search (to replace those in the UDP which will be allocated for future development). The selective review will generally consider Green Belt release around:

- (i) the Main Urban Area (Leeds City Centre and surrounding areas forming the main urban and suburban areas of the city);
- (ii) Major Settlements of Garforth, Guiseley/Yeadon/Rawdon, Morley, Otley, Rothwell and Wetherby;
- (iii) Smaller Settlements (listed in Table 1 : Settlement Hierarchy);

Exceptionally, sites ~~outside~~ **unrelated to the *Main Urban Area, Major Settlements and Smaller Settlements, Settlement Hierarchy*** could be considered, where they will be in sustainable locations and are able to provide a full range of local facilities and services and within the context of their Housing Market Characteristic Area, are more appropriate in meeting the spatial objectives of the plan than the alternatives within the Settlement Hierarchy. Otherwise review of the Green Belt will not be considered to ensure that its general extent is maintained.

In assessing whether sites in the selective Green Belt review should be allocated for development, the following criteria will be applied:

- (iv) Sites will be assessed against the purposes of including land in Green Belts identified in national guidance (National Planning Policy Framework). These purposes are:
 - o to check the unrestricted sprawl of large built up areas,
 - o to prevent neighbouring towns from merging,
 - o to assist in safeguarding the countryside from encroachment,
 - o to preserve the setting and special character of historic towns; and
 - o to assist in urban regeneration.
- ~~(v) Development proposals not part of the selective Green Belt review will be considered against the suite of Green Belt policies saved from the UDP and through the emerging guidance and legislation of the Localism Act.~~

MM 5. POLICY CC1: CITY CENTRE DEVELOPMENT

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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

This will be achieved through implementation of outstanding permissions, decision making on planning applications, master-planning, and identification of appropriate sites and mixed use allocations through LDF allocations documents, according to the following criteria:

- a) Favouring locations with the best public transport accessibility for large scale offices,
- b) Encouraging residential development including new buildings and changes of use of existing providing that it does not prejudice the town centre functions of the city centre and that it provides a reasonable level of amenity for occupiers
- c) Hospital, university, college, and cultural facilities to be retained in the City Centre.
- d) ***Comparison retail proposals will be subject to a sequential order of preference of Primary Shopping Quarter, then edge of the Primary Shopping Quarter, then the rest of the City Centre. Proposals for comparison retail space located outside of the Primary Shopping Quarter will undergo a sequential assessment to demonstrate that there are not site opportunities within other sequentially preferable locations. Impact Assessments will be in line with the requirements of Policy P8.***~~Comparison retail space will only be permitted outside of the Prime Shopping Quarter when it cannot be accommodated within the Prime Shopping Quarter, or in the case of bulky goods retailing space cannot be accommodated also in areas designated for bulky goods retailing. This will be according to NPPF sequential testing, and, in the case of proposals of 2,500sqm or more according to NPPF impact testing.~~
- e) ***It is recognised that in many cases the Primary Shopping Quarter will not be an appropriate location to direct Bulky Goods. Therefore, where this is demonstrated through a Sequential Test, Bulky Goods proposals will be directed to within the City Centre boundary, and then on to fringe areas beyond the City Centre boundary that are well connected by Public Transport corridors and that are not more than 300m from the City Centre boundary. Impact Assessment will be in line with the requirements of Policy P8.***
- f) Considering proposals for convenience retailing as follows:
 - i) Up to 200 sqm acceptable anywhere within the city centre,
 - ii) 201 – 372 sqm sequential test to include the Prime Shopping Quarter and any Local Convenience Centres if they fall within 300m walking distance, or if the proposal is not complementary to the function of office areas or entertainment or cultural destinations, including the waterfront
 - iii) 373 – 1,499 sqm (gross) sequential test to include the Prime Shopping Quarter, all Local Convenience Centres and those centres identified in Policy P1 that fall within a 5 minute inbound off-peak drive time,
 - iv) 1,500 sqm and above sequential test as per iii) above plus an impact assessment on the Prime Shopping Quarter and Local Convenience Centres and centres identified in iii) above,
 - v) aggregating floorspace together for the purposes of the above thresholds if more than one unit is proposed,

such that where a realistic alternative opportunity exists in-centre in the first instance, or edge of centre in the second, or where the impact on the viability and vitality of the Prime Shopping Quarter, a centre or Local Convenience Centres would be significantly adverse, proposals will be resisted.

g) All other Town Centre uses will be supported within the City Centre boundary provided the use does not negatively impact on the amenity of neighbouring uses and that the proposal is in accordance with all other Core Strategy policies.

h) A concentration of shops with ground floor frontages should be maintained in the Prime Shopping Quarter for reasons of vitality. Proposals for non-retail use should not result in the proportion of retail frontage length falling below 80% in Primary Frontages or below 50% in Secondary Frontages.

Proposals for uses outside of the "A" class will not be permitted within designated ground floor frontages.

Nb All threshold are for Gross Internal Area

MM 6. POLICY H1: MANAGED RELEASE OF SITES

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LDF Allocation Documents will phase¹ the release of allocations according to the following criteria in order to ensure sufficiency of supply, geographical distribution in accordance with Spatial Policy 7, and achievement of a previously developed land target of 65% for the first 5 years and 55% thereafter. Subject to these considerations, phases with the earliest release should be made up of sites which best address the following criteria:

- i) Location in regeneration areas,
- ii) Locations which have the best public transport accessibility,
- iii) Locations with the best accessibility to local services,
- iv) Locations with least impact on Green Belt objectives,
- v) Sites with least negative and most positive impacts on existing and proposed green infrastructure, green corridors, greenspace and nature conservation,

Consideration will be given to bringing forward large sites, of more than 750 dwellings, to facilitate, early delivery in the Plan period.

In special circumstances, allocated sites may be permitted to be released in advance of their phasing outlined above, so long as the permitted site delivers infrastructure and housing investment that is needed within Regeneration Priority Areas. In such cases, suitable mechanisms will be agreed to ensure that delivery within the Regeneration Priority Area occurs either before, or in conjunction with the delivery of the permitted site.

The Council will maintain ~~Where a five year supply (plus appropriate NPPF buffer) of deliverable housing sites cannot be demonstrated through annual monitoring, consideration will be made to~~ ***through considering*** release ***of*** the subsequent phase or phases of sites to help address the shortfall. Any release of further phases of housing land will only be considered if it is found that either:

- ~~i) Delivery on PDL in the past year has met the target;~~
- ~~ii) Delivery on PDL is expected to meet the target for the next five years; or~~
- ~~iii) A sufficient number of sites (equivalent to the five year supply figure minus the windfall allowance) are reasonably capable of being developed.~~

¹ Phase means a series of sequential bandings of site preference

MM 7. POLICY H3: DENSITY OF RESIDENTIAL DEVELOPMENT

POLICYH3: DENSITYOFRESIDENTIAL DEVELOPMENT

Housing development in Leeds should meet or exceed the following **net** densities unless there are overriding reasons concerning townscape, character, design or highway capacity:

- i) City Centre and fringe* - 65 dwellings per hectare
- ii) Other urban areas - 40 dwellings per hectare
- iii) Fringe urban areas - 35 dwellings per hectare
- iv) Smaller settlements - 30 dwellings per hectare

Special consideration will be given to the prevailing character and appearance in Conservation Areas.

* fringe is defined as up to 500m from the boundary

GLOSSARY:

Density A measurement of the intensity of residential land use, usually measured by the number of dwellings per hectare (dph). **Net h**Housing density is calculated by dividing the **developable** area (*i.e. excluding land for roads, Greenspace etc.*) within the red line boundary of the planning approval by the total number of units granted permission. ~~The normal minimum density for housing is 30 dph.~~

**MM 8. POLICY H6: HOUSING IN MULTIPLE OCCUPATION (HMOs)
STUDENT ACCOMMODATION, AND FLAT CONVERSIONS**

5.2.26 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. ***In the interpretation of H6Aiii it is recognised that some streets (or a part of a street) may already have such a high concentration of HMOs that the conversion of remaining C3 dwellings will not cause further detrimental harm. Also, in the interpretation of H6Av it may be the case that the remaining C3 dwellings would be unappealing and effectively unsuitable for family occupation. In such circumstances policy H6A would not be used to resist changes of use of such dwellings to HMOs.***

5.2.xx ***In order to encourage landlords to experiment with lettings of HMOs to non-HMO occupants, the Council will consider granting flexible C3/C4 permissions for new and existing C4 HMOs. This will enable a C4 HMO to convert to a C3 dwelling house without losing the potential to revert back to C4 use within a fixed period (normally 3 years). The permission will enable flexibility to let a property between C3 and C4 uses during the specified period. On expiry of the dual use period, the use of the property at this time will become the permanent use of the property.***

MM 9. POLICY H7: ACCOMMODATION FOR GYPSIES, TRAVELLERS AND TRAVELLING SHOW PEOPLE

Accommodation for Gypsies, Travellers and Travelling Show People

- 5.2.28 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 Show people** 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 **Planning for Travellers 2012, local planning authorities should identify a need for Gypsies, Travellers and Travelling Show people's accommodation for the plan-period and allocate sufficient sites (pitches and plots) to meet** identified needs.
- 5.2.29 **The Council maintains a site for Gypsies and Travellers at Cottingley Springs, Gildersome with 41 pitches and is (subject to securing planning permission) progressing an extension to this to provide for 12 additional pitches alongside improvements to the existing services. There are currently no authorised plots for Travelling Show people within Leeds, although there are currently 7 families living with the consent of landowners. In accordance with national guidance, "pitch" means a pitch on a Gypsy and Traveller site and "plot" means a pitch on a Travelling Show person's site (often called a "yard"). This terminology differentiates between residential pitches for Gypsies and Travellers and mixed-use plots for Travelling Show people, which may need to incorporate space or to be split to allow for the storage of equipment.**
- ~~5.2.29 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.~~
- ~~5.2.30 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.~~
- 5.2.30 In order to determine an up to date level of **identified** local need for the plan period, the City Council **prepared a local assessment of Gypsy and Traveller needs in 2013 which is in line with national guidance. At November 2013, 19 Gypsies and Travellers were seeking pitch accommodation, which along with other identified needs (either 'doubling-up' or 'roadside') and an estimate of growth, equates to a need for around 41 pitches throughout the plan-period. Engagement with Gypsies and Travellers is an important part of the planning process and this will continue so as to help address specific needs and ensure that additional needs that may arise throughout the plan-period are planned for. At November 2013 there is no evidence of any further concealed or unmet need within Leeds. Where such needs arise the local assessment will be updated to reflect them and this may require the identification of additional sites during the plan period.** 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.
- 5.2.31 **For Travelling Show people the Travelling Showmen's Guild has indicated that there is a need to provide suitable provision for 15 families throughout the Core Strategy plan period i.e. on 15 plots. They advise that this should be provided on either one or two sites (approximately 1 hectare in total), which would also contain some transit provision.**
- 5.2.32 **The Council will allocate land for Gypsies, Travellers and Travelling Show people on the basis of the identified needs in Policy H7 through the Site Allocations DPD. In line with**

national guidance, where there is no identified need, a criteria based policy can provide a basis for decision taking. Therefore, in order to guide the allocation of sites to meet requirements and assess planning applications, Policy H7 sets out site selection criteria to accommodate pitches and plots within Leeds. 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.

5.2.33 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 *in the Site Allocations Plan* to accommodate *the following identified needs*:

- **41 pitches for Gypsies and Travellers (of no more than 15 pitches per site),** and
- **15 plots for Travelling Show people (to be accommodated on either one or two sites),** through a Site Allocations DPD,

The allocation of sites and decisions on planning applications will be subject to the following criteria:

- ~~Sites~~ **Pitches and plots** 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.),
- ~~Sites~~ **Pitches and plots** should avoid zones of high flood risk (zone 3 flood risk areas),
- The following order of preference for categories of land should be followed: brownfield, greenfield and Green Belt. **Alterations to the Green Belt boundary to accommodate pitches and plots will only be considered in exceptional circumstances, to meet a specific identified need. In such circumstances and as part of the Site Allocations DPD, sites will be specifically allocated as a Gypsy, Traveller and Travelling Show people's site only.**
- ~~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, site will be specifically allocated as a Gypsy, Traveller and Travelling Showpeople site only.~~
- ~~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.~~

MM 10. POLICY H8: HOUSING FOR INDEPENDENT LIVING

Housing for Independent Living (including Elderly People, and People with Impaired Mobility)

5.2.33 It is important that the Core Strategy seeks to plan for a range of housing needs and Independent Living. The Strategic Housing Market Assessment 2010 anticipates that Leeds will have a significantly greater proportion of older people by 2026 than in 2010, with a 16% increase in households aged over 65, a 30% increase in over 75s and a 70% increase in households aged over 85 years. In absolute terms the projection suggests that across Leeds there will be an additional 22,000 households with a head of household aged over 65. Most households over 65 are likely to continue to live in standard housing which needs to be capable of adaptation. Within the overall context of housing provision, the concept of “Lifetime” homes is broadly supported, as a basis to meet housing needs in the long term. Furthermore, it is desirable that all new housing should be built to the latest accessible housing design standards including the following design features.

Item	Standard
Driveways for parking	Gradient of 1:20
	Crossfall of 1:40
	Minimum size of 6m x 3.6m
Access Routes to from parking or pavements/pedestrian routes	Minimum surface width of 1.2m
	Must not rely on steps
	Must have a gradient less than 1:20
Principal Entrance Door	Shall have a 1200mm x 1200mm level landing clear of door swing
	Shall have a threshold no higher than 15mm
	Minimum effective clear opening width of 800mm

MM 11. POLICY EC1: GENERAL EMPLOYMENT LAND

b) Supporting Employment Opportunities

5.2.36 The Leeds Employment Land Review (2010 Update) identifies there are 85 sites in the existing portfolio for general employment use, amounting to 400 hectares. Almost 50% of this land area comprises 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).

5.2.37 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 consider whether planning permission is in place for employment or alternative uses and whether the site has been actively been 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).

~~5.2.38 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.~~

MM 12. POLICY EC2: OFFICE DEVELOPMENT

Office-based land requirement

5.2.39 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 include the remaining land at partially developed sites, such as the business park at Thorpe Park and office development at Leeds Valley Park.

5.2.40 It is anticipated that current commitments, in the form of planning permissions, will be used to help meet the overall requirements identified above. 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.

5.2.41 The breakdown of the existing supply of commitments 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 160,000 sq.m will be identified 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 3,710 sq.m to be identified in or on the edge of town centres (2%).

The proposed distribution of office allocations will be:

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

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

5.2.42 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.

5.2.43 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 5.2.46.

5.2.44 All sequential assessments for large scale proposals will be directed in the first instance to the City Centre. 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.

5.2.45 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 tends 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.

5.2.46 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 250 500 sq m located within rural areas or villages	No	No	Accessibility standards*
Small	Under 250 500 sq m located within urban areas	Yes	No	n/a
Small	Up to 500 sq m	No	No	Accessibility standards*
Medium	254 501 – 2,499 sq m	Yes	No	n/a
Large	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 13:

5.2.46 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 ~~250~~ **500** sq.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 ~~250~~ **500** sq.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 ~~500~~ sq.m will need to undertake a sequential assessment.

5.2.48 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.

- 5.2.49 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 **to use** considered appropriate to apply this threshold to large scale office development.

POLICY EC2: OFFICE DEVELOPMENT

Appropriate locations for allocations and windfall office development;

- (i) 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 focus for most office development will be within and/or edge of the City Centre, and designated town and local centres.

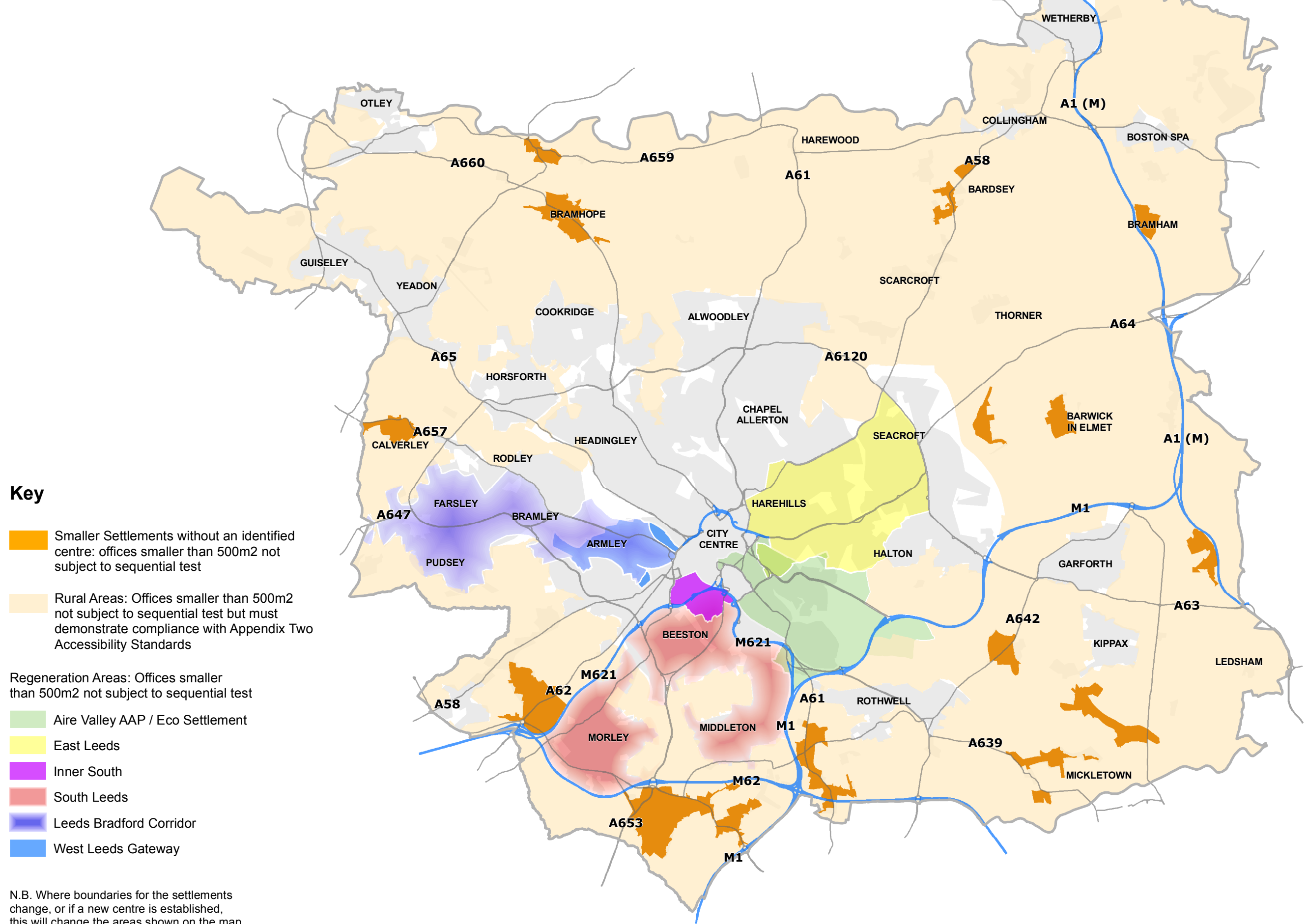
Due to the availability of development opportunities in centre and edge of centre, out of centre proposals would normally be resisted. **Exceptions would apply where**, with the exceptions of,

- (iii) **There are** existing commitments for office development ~~will~~ **that can** 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) **There is a need** to provide flexibility for businesses, **so that** small scale office development (up to ~~250~~ **500** sqm) will not be subject to sequential assessments in the following locations;:
 - i. Regeneration areas identified under Spatial Policy 4
 - 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 13: shows which locations are subject to a sequential assessment

Update to Map 13, to reflect the EC2 (iv) amendment to the threshold (i.e. 250 to 500 sqm).

Map 13. Locations Subject to Sequential Assessment



Key

-  Smaller Settlements without an identified centre: offices smaller than 500m² not subject to sequential test
-  Rural Areas: Offices smaller than 500m² not subject to sequential test but must demonstrate compliance with Appendix Two Accessibility Standards

Regeneration Areas: Offices smaller than 500m² not subject to sequential test

-  Aire Valley AAP / Eco Settlement
-  East Leeds
-  Inner South
-  South Leeds
-  Leeds Bradford Corridor
-  West Leeds Gateway

N.B. Where boundaries for the settlements change, or if a new centre is established, this will change the areas shown on the map.

MM 13. POLICY EC3: SAFEGUARDING EXISTING EMPLOYMENT LAND AND INDUSTRIAL AREAS

Safeguarding existing industrial and warehouse employment sites and premises

Safeguarding existing employment land and industrial areas

5.2.50 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 values for housing are substantially higher than those achievable for employment uses.

5.2.51 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.

5.2.52 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.

5.2.53 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 all sites not identified in an 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 outside of areas of shortfall

Bullet point (i) relates to employment allocations and other land identified in the Leeds Employment Land Review (2010 Update) or future updates of the review. Employment needs are identified in Spatial Policy 9 which sets out the amount of land needed over the plan period.

Bullet point (ii) applies to all existing premises and land previously or currently used for employment uses but which are not allocated. Non-viable may be defined as:

- ***property or land has remained empty or vacant for a period of time despite being marketed (for a minimum of 12 months), or***
- ***the employment space no longer serves the needs of businesses, and may be incompatible with neighbouring uses through noise and amenity issues.***

Bullet point (iii) provides opportunity for mixed use proposals to deliver the Core Strategy employment objectives as identified in Spatial Policy 8 and 9.

Part A: For all sites across the District

~~(i) Relates to points (ii) and (iii) where existing premises/site are considered nonviable 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) (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.~~

~~(* 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.~~

Part B: Proposals in shortfall areas

Part B refers to **general employment** sites in shortfall areas. **Please see Glossary for the definition of general employment land.** 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.

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

5.2.55 Leeds Employment Land Review (Update 2010) identified a potential shortfall of available **general** 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. While redevelopment is often positive, consideration also has to be given to retention of local employment opportunities. Therefore, in areas where there is an identified shortfall in the provision of **general** employment land there will be a presumption against loss of **general** employment sites to other uses.

5.2.45 (This paragraph has been removed)

5.2.56 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. ***It may not always be possible to address deficiencies in some area due to the lack of availability of suitable sites.*** 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 ***and identify any new areas.***

5.2.57 ~~Many of these areas where deficiencies exist are in locations where land is not available and.~~

POLICY EC3: SAFEGUARDING EXISTING EMPLOYMENT LAND AND INDUSTRIAL AREAS

Part A: For all sites across the District outside of areas of shortfall

A) Proposals for a change from ~~B Use Classes~~ ***of use*** 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:

~~(ii)~~ **(i)** 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 identified in Spatial Policy ~~ies 8 & 9~~).

Or

(ii) 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.

Or

(iii) ***The proposal will deliver a mixed use development which continues to provide for a range of local employment opportunities and would not undermine the viability of the remaining employment site;***

And where appropriate,

Part B: For sites in shortfall areas

B) Where a proposal located in an area of shortfall as identified in the most recent Employment Land Review ***would result in the loss of a general employment allocation or an existing use within the Use Classes B1b, B1c, B2 and B8***, non-employment uses will only be permitted where:

The loss of the ***general employment site or premises*** ~~the employment provision on the site can be mitigated~~ ***offset*** sufficiently by the availability of existing ***general*** employment land and premises in the ~~surrounding area~~ ***(including outside the areas of shortfall)*** which are suitable to meeting the employment needs of the area

Glossary:

Employment Land Employment land relates to all B Class employment sectors including office floorspace (B1a Use Class) and general employment land.

General employment land includes research and development (B1b class), light industry (B1c), general industry (B2) and storage or distribution (B8) but excludes office floorspace (B1a).

MM 14. POLICY P8: SEQUENTIAL IMPACT ASSESSMENTS FOR MAIN TOWN CENTRE USES

D) PROPOSALS FOR ALL OTHER EDGE OF CENTRE OR OUT OF CENTRE MAIN TOWN CENTRE USES

TOTAL GROSS SIZE OF BUILT DEVELOPMENT	SEQUENTIAL ASSESSMENT	IMPACT ASSESMENT	WITHIN RESIDENTIAL AREAS: CATCHMENT AREA (RADIUS) INBOUND DRIVE TIME	OUTSIDE RESIDENTIAL AREA: CATCHMENT AREA (RADIUS) INBOUND OFF PEAK DRIVE TIME
A2, A3, A4, A5 0-1,499 SQM	YES	NO	5 MINUTE	10 MINUTE AND CITY CENTRE (INCLUDING EDGE OF)
A2, A3, A4, A5 0-1,500+ SQM	YES	YES	10 MINUTE AND CITY CENTRE	15 MINUTE AND CITY CENTRE (INCLUDING EDGE OF)
MAIN TOWN CENTRE USES EXCEPT CLASS A 0-500SQM	YES	NO	5 MINUTE	
MAIN TOWN CENTRE USES EXCEPT CLASS A 0501 -1,499 SQM	YES	NO	10 MINUTE AND CITY CENTRE (INCLUDING EDGE OF)	
MAIN TOWN CENTRE USES EXCEPT CLASS A 1,500+ SQM	YES	YES	15 MINUTE AND CITY CENTRE (INCLUDING EDGE OF)	

MM 15. POLICY P10: DESIGN

- 5.3.41 Good design is a key aspect of sustainable development and essential in creating places in which current and future generations can ~~live~~ **enjoy** 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 cohesion 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, historic and natural environment.
- 5.3.42 ~~The urban environment of Leeds is rich in quality and ranges~~ **Leeds has a rich and diverse urban environment. It ranges** from leafy suburbs, and rural villages, to market ~~and towns~~, industrial towns, inner urban areas and a vibrant city centre. Good Urban Design can **reinforce the distinctiveness of** these unique and special places. ~~and~~ **It should** inform opportunities for appropriate ~~contextual~~ 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~~ **whilst** endeavouring to support developers seeking to deliver **the** highest quality design solutions.

POLICY P10: DESIGN

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

New development will be expected to deliver high quality 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, **waterscapes**, 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 context and respects the character and quality of surrounding buildings; the streets and spaces that make up the public realm and the wider locality. 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,
- (ii) The development protects 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 the visual, residential and general amenity of the area through ~~positive~~ **high quality** 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 integral to the development,
- (v) The development creates a safe and secure environment that reduces the opportunities for crime without compromising community cohesion,
- (vi) The development is accessible to all users.

MM 16. POLICY P11: CONSERVATION

5.3.xx ***There are complementary 'Saved' Development Plan conservation policies which should be considered in conjunction with this policy (see paragraph xxxx and appendix xxxx).***

5.3.xx 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. ***In new design,*** ~~On the whole, considered innovation~~ ***which takes account of its surroundings*** should be encouraged except where the context demands a response which ***fully reflects the character of adjoining properties*** ~~response which copies the host.~~ Sustainable construction is as relevant in an historic context as it is elsewhere.

5.3.xx 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. ***Except for the most minor changes, it is expected that developers will consult the Heritage Environment Record maintained by the West Yorkshire Archaeology Advisory Service which contains information on all know archaeological sites, including battlefields, historic parks and gardens and some conservation areas.***

~~On the whole, considered innovation should be encouraged, except where the context demands a response which copies the host. Sustainable construction is as relevant in an historic context as it is elsewhere.~~

5.3.xx 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, such as the West Yorkshire Historic Landscape Characterisation Project, will be used to inform and understand the contribution of the historic environment.

5.3.xx 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.xx 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 undesignated assets and their settings, will be conserved and enhanced, 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 country houses, public parks, gardens and cemeteries.
- the 19th century transport network, including the Leeds and Liverpool Canal.

Development proposals will be expected to demonstrate a full understanding of historic assets affected, including any known or potential archaeological remains. **Where** appropriate, 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.

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 also** be **considered** ~~identified~~ where ~~eligibility criteria are met~~ the historic environment offers potential as a catalyst for the wider regeneration of the area.

~~The Council maintains~~ A register of historic assets at risk 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~~ **historic assets** where linked to the refurbishment or repair of heritage assets. This will be secured by planning condition or planning obligation.

MM 17. POLICY T1: TRANSPORT MANAGEMENT

5.4 A WELL CONNECTED DISTRICT

- 5.4.1 Increased economic prosperity and population growth are likely to lead to increasing pressure upon the local transport infrastructure. In particular, greater levels of car use will lead to significantly higher levels of congestion affecting more hours of the day, and will also generate greenhouse gases that contributes towards climate change. In order to tackle these two issues new transport infrastructure will be provided during the plan period (See Spatial Policy 11). However it will also be necessary to use other initiatives to manage the level of car use and to gain maximum benefits from investment in more sustainable choices **as outlined in Proposal 11 of the Local Transport Plan**, and ~~and~~ This will be delivered through Policy T1.
- 5.4.2 A Supplementary Planning Document (SPD) containing parking policies for Leeds District, is being prepared in-line with national guidance and local policies. The Parking SPD will outline policies which seek to ensure that there is adequate provision of parking across the city for shoppers, visitors and commuters to support the vitality of the city and town centres as well as the wider transport strategy objectives for Leeds. Detailed parking standards to achieve the policy objectives will be outlined in the Parking SPD, which will replace the UDP parking standards.

POLICY T1: TRANSPORT MANAGEMENT

To complement the provision of new infrastructure ~~and Proposal 11 of the Local Transport Plan~~ the Council will support the following management priorities:

- (i) Develop and provide tailored, interactive, readily available information and support that encourages and incentivises more sustainable travel choices on a regular basis.
- (ii) Sustainable travel proposals including travel planning measures for employers and schools. Further details are provided in the Travel Plan SPD and the Sustainable Education Travel Strategy.
- (iii) Parking policies controlling the use and supply of car parking across the city:
 - a) To ensure adequate parking for shoppers and visitors to support the health and vitality of the city and town centres.
 - b) Delivering strategic park and ride for the city which supports the City Centre vision and provides greater traveller choice.
 - c) To support wider transport strategy objectives for sustainable travel and to minimise congestion during peak periods.
 - d) Limiting the supply of commuter parking in areas of high public transport accessibility, such as the City Centre.

Further details will be provided in the Parking Policy SPD.

MM 18. POLICY T2: ACCESSIBILITY REQUIREMENTS AND NEW DEVELOPMENT

Accessibility

- 5.4.3 A key element of accommodating an increased population whilst minimising traffic growth is to ensure that new development is located in accessible locations that provide a real choice of sustainable transport alternatives. ***In accordance with Proposal 12 of the Local Transport Plan*** ~~As part of this~~, accessibility standards have been developed (based on the RSS evidence base) that define the minimum standards that a new development will need to meet. The standards are set to ensure that all new development, including sites in rural areas and smaller settlements, occurs in sustainable locations which are accessible to a range of key destinations. Where these standards do not apply, investment will be required so that they can be achieved.

POLICY T2: ACCESSIBILITY REQUIREMENTS AND NEW DEVELOPMENT

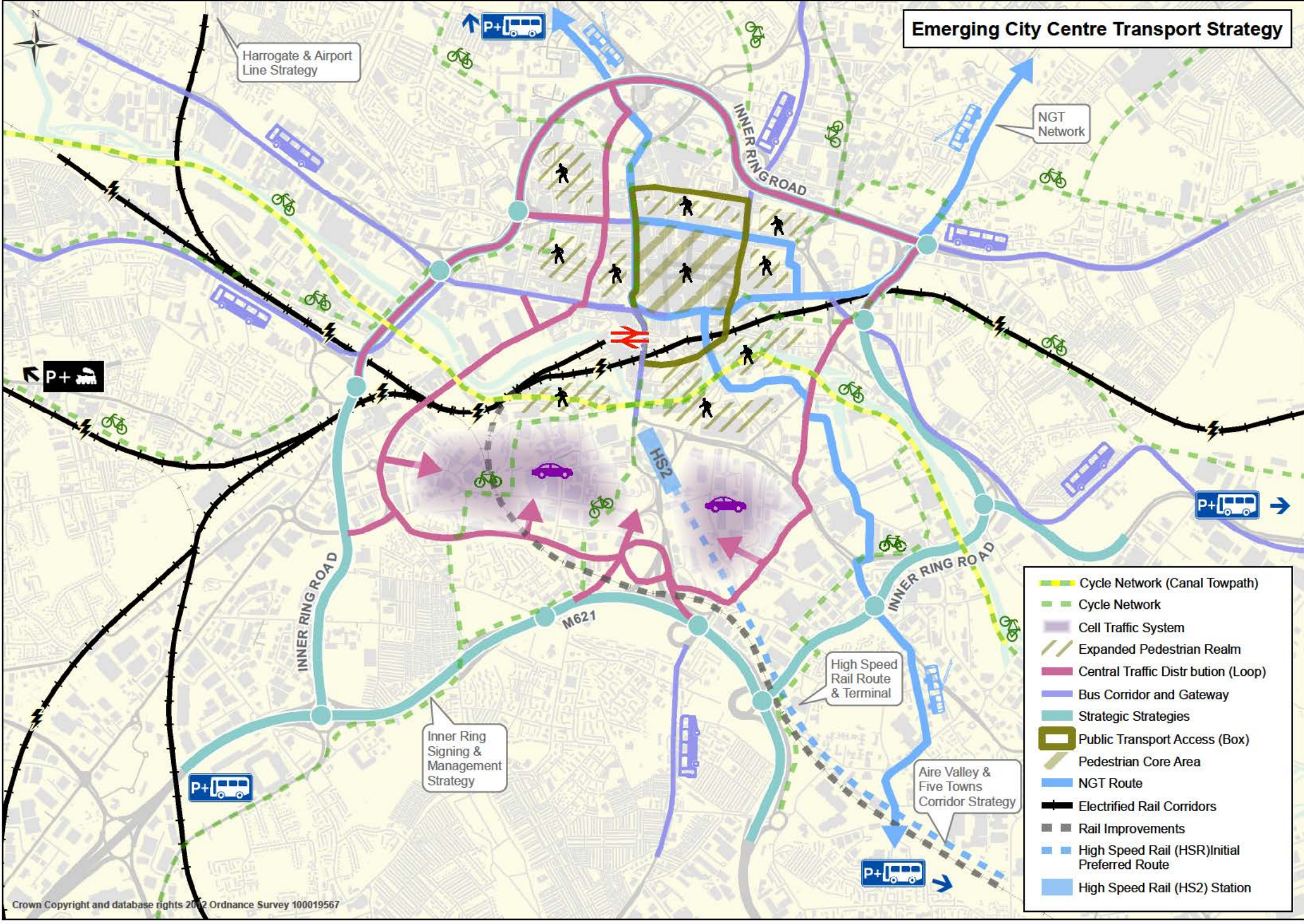
New development should be located in accessible locations that are adequately served by existing or programmed highways, by public transport and with safe and secure access for pedestrians, cyclists and people with impaired mobility, ~~in accordance with Proposal 12 of the Local Transport Plan.~~

- (i) In locations where development is otherwise considered acceptable new infrastructure may be required on/off site to ensure that there is adequate provision for access from the highway network, by public transport and for cyclists, pedestrians and people with impaired mobility, which will not create or materially add to problems of safety, environment or efficiency on the highway network.
- (ii) Developer contributions may be required for, or towards, improvements to the off site highway and the strategic road network, and to pedestrian, cycle, and public transport provision. These will be secured where appropriate through Section 106 Agreements and/or the Community Infrastructure Levy, and by planning conditions.
- (iii) Significant trip generating sites **uses** will need to provide Transport Assessments/ Transport Statements in accordance with national guidance.
- (iv) Travel plans will be required to accompany planning applications in accordance with national thresholds and the Travel Plans SPD.
- (v) Parking provision will be required for cars, motorcycles and cycles in accordance with current guidelines.

See Appendix 2 for the specific accessibility standards to be used across Leeds.

Update to Map 11, to show the canal towpath.

Emerging City Centre Transport Strategy



- Cycle Network (Canal Towpath)
- - - Cycle Network
- Cell Traffic System
- Expanded Pedestrian Realm
- Central Traffic Distribution (Loop)
- Bus Corridor and Gateway
- Strategic Strategies
- Public Transport Access (Box)
- Pedestrian Core Area
- NGT Route
- Electrified Rail Corridors
- - - Rail Improvements
- - - High Speed Rail (HSR) Initial Preferred Route
- High Speed Rail (HS2) Station

MM 19. POLICY G4: NEW GREENSPACE PROVISION

POLICY G4: NEW GREENSPACE PROVISION

On site provision of greenspace 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 for those which are located in areas deficient of greenspace.

In areas of adequate supply, contributions of an equivalent value towards the safeguarding and improvement of existing greenspace will take priority over the creation of new areas. ***In this circumstance, qualitative improvements would be needed to address the pressures placed upon existing greenspace in the form of increased usage and increased demand arising from new residential development.***

MM 20. POLICY EN1: CLIMATE CHANGE – CARBON DIOXIDE REDUCTION

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), 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 criteria (ii) will contribute to meeting criteria (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.

MM 21. POLICY EN4: DISTRICT HEATING

5.5.49 *The Department of Energy and Climate Change's (DECC) document, The Future of Heating (2013) says "Local authorities are in the best position to undertake the Energy Master planning of areas suitable for heat networks and the initial assessment of the feasibility of projects. They are well placed to act as 'brokers', for example putting together prospective promoters of projects with prospective providers and customers for heat." In addition, local authorities are encouraged to consider low carbon and renewable heat networks through the National Planning Policy Framework published in 2012. The framework encourages local planning authorities to identify opportunities for development that can draw their energy supply from decentralised, renewable or low carbon energy supply systems and for co-locating potential heat customers and suppliers.* 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 Victoria Gate area, in the provision of a 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.

5.5.50 ~~The Council has mapped the areas of greatest potential for the creation of heat networks across the district (see Map 20).~~ *DECC has developed a heat map for England, which helps to identify areas of high heat demand and potential sources of heat supply. The current heat map shows total heat demand for public, commercial, industrial and residential buildings. DECC have made this data available to local authorities and the council is now undertaking a significant piece of work that will broaden our evidence base further. This is the Strategic Heat Programme, led by Leeds City Region, which has two elements. First, a high level heat map covering the entire city and city region, identifying areas that currently have high heat demand, potential anchor loads, major heat supply plant and their replacement dates, potential heat supply locations and the estimated heat demand of future developments, in order to help guide the implementation of this policy to the most appropriate areas for district heating. Essentially, those areas identified as having high current/future heat demand will have a presumption in favour of district heating. Second, the study will develop an Energy Masterplan for the Aire Valley and city centre. This will be achieved by conducting a very detailed study of potential DH opportunities in the Aire Valley and city centre, building on previous studies. The Energy Masterplan will provide information on preferred network routes, potential customers and a detailed business case for implementation. Map 20 shows the locations with the greatest potential for the creation of heat networks, this map will be updated with the Strategic Heat Map when it becomes available in 2014.* 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

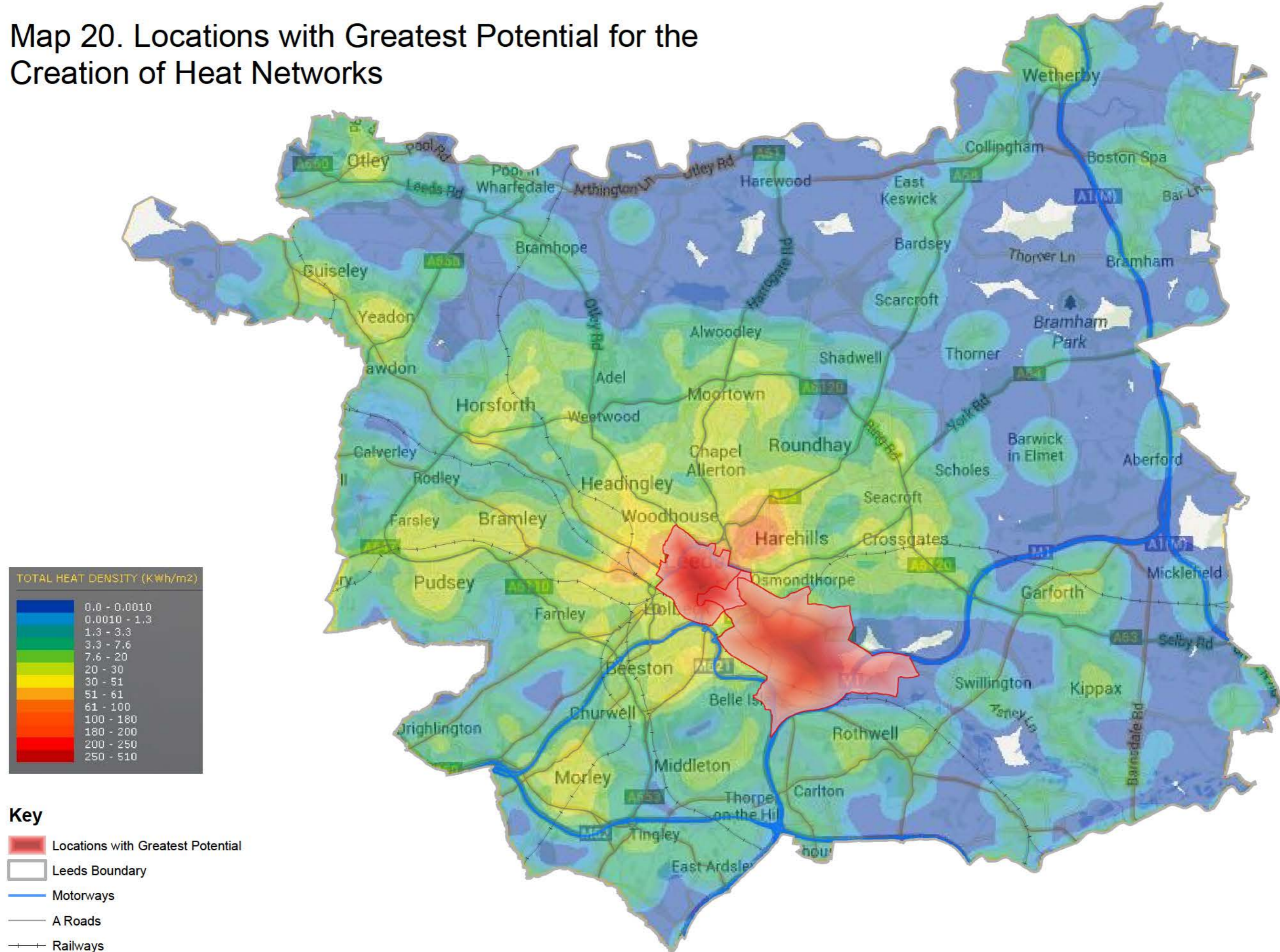
heat sources are available or feasible then a new heating plant/energy centre needs to be provided.

5.5.51 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/km² is currently required to create a viable network. ***The National Heat Map referenced above and available from <http://tools.decc.gov.uk/nationalheatmap/> shows that much of Leeds is already above this threshold.*** The higher the heat density the more cost effective the network. As technology and expertise improve the current viability threshold will decrease.

5.5.52 The Council always encourages pre-application discussions but ultimately the developer has responsibility for preparing the assessment for their site, and submitting it with their planning application. The information will then be assessed as part of the planning application by the development control officer, with support from technical officers in the council, who will ultimately determine whether or not district heating is technically viable, appropriate to the development and in an area with sufficient potential to accommodate a district heating scheme. However, before this formal planning stage is reached, the Council has an important role to support developers, in order to facilitate the development of district heating networks across the city. This support will be initiated when a developer comes in for a pre-application meeting, where it will be explained to them what is required to meet EN4 and what assistance the Council can give. Specialist energy and sustainable construction officers will help developers to evaluate options for their site and if other approaches to low carbon and distributed energy are more appropriate will recommend these alternatives to both developers and development control officers.

Update to Map 20 (Locations with Greatest Potential for the Creation of Heat Networks), to reflect the updated information in the web link.

Map 20. Locations with Greatest Potential for the Creation of Heat Networks



MM 22. POLICY EN5: MANAGING FLOOD RISK

POLICY EN5: MANAGING FLOOD RISK

The Council will manage and mitigate flood risk by:

Avoiding development in flood risk areas, ***where possible***, by applying the sequential approach and where this is not possible by mitigating measures, in line with the NPPF, both in the allocation of sites for development and in the determination of planning applications.

- (i) Protecting areas of functional floodplain as shown on the Leeds SFRA from development (except for water compatible uses and essential infrastructure).
- (ii) Requiring flood risk to be considered for all development commensurate with the scale and impact of the proposed development and mitigated where appropriate.
- (iii) Reducing the speed and volume of surface water run-off as part of new build developments.
- (iv) Making space for flood water in high flood risk areas.
- (v) Reducing the residual risks within Areas of Rapid Inundation.
- (vi) Encouraging the removal of existing culverting where practicable and appropriate.
- (vii) The development of the Leeds Flood Alleviation Scheme.

MM 23. MONITORING (PARAGRAPH 6.38)

- 6.38 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. ***This will report on those indicators and targets set out in the Core Strategy Monitoring Framework.***
- 6.39 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.~~