

East and South East Leeds Area Action Plan

Leeds Local Development Framework



Development Plan Document
Preferred Options - The Future Emerges
June 2007

If you do not speak English and need help in understanding this document, please phone: 0113 247 8092 and state the name of your language. We will then contact an interpreter. We can assist with any language and there is no charge for interpretation.

(Bengali):-

যদি আপনি ইংরেজিতে কথা বলতে না পারেন এবং এই দলিলটি বুঝতে পারার জন্য সাহায্যের দরকার হয়, তাহলে দয়া করে 0113 247 8092 এই নম্বরে ফোন করে আপনার ভাষাটির নাম বলুন। আমরা তখন আপনাকে লাইনে থাকতে বলে কোন দোভাষীর (ইন্টারপ্রিটার) সাথে যোগাযোগ করব।

(Chinese):-

凡不懂英語又須協助解釋這份資料者，請致電 0113 247 8092 並說明本身所需語言的名稱。當我們聯絡傳譯員時，請勿掛斷電話。

(Hindi):-

यदि आप इंग्लिश नहीं बोलते हैं और इस दस्तावेज़ को समझने में आपको मदद की ज़रूरत है, तो कृपया 0113 247 8092 पर फ़ोन करें और अपनी भाषा का नाम बताएँ। तब हम आपको होल्ड पर रखेंगे (आपको फ़ोन पर कुछ देर के लिए इंतज़ार करना होगा) और उस दौरान हम किसी इंटरप्रिटर (दुभाषिण) से संपर्क करेंगे।

(Punjabi):-

ਅਗਰ ਤੁਸੀਂ ਅੰਗਰੇਜ਼ੀ ਨਹੀਂ ਬੋਲਦੇ ਅਤੇ ਇਹ ਲੇਖ ਪੱਤਰ ਸਮਝਣ ਲਈ ਤੁਹਾਨੂੰ ਸਹਾਇਤਾ ਦੀ ਲੋੜ ਹੈ, ਤਾਂ ਕਿਰਪਾ ਕਰ ਕੇ 0113 247 8092 'ਤੇ ਟੈਲੀਫ਼ੋਨ ਕਰੋ ਅਤੇ ਅਪਣੀ ਭਾਸ਼ਾ ਦਾ ਨਾਮ ਦੱਸੋ। ਅਸੀਂ ਤੁਹਾਨੂੰ ਟੈਲੀਫ਼ੋਨ 'ਤੇ ਹੀ ਰਹਿਣ ਲਈ ਕਹਾਂਗੇ, ਜਦ ਤਕ ਅਸੀਂ ਦੁਭਾਸ਼ੀਏ (Interpreter) ਨਾਲ ਸੰਪਰਕ ਬਣਾਵਾਂਗੇ।

(Urdu):-

اگر آپ انگریزی نہیں بولتے ہیں اور آپ کو یہ دستاویز سمجھنے کیلئے مدد کی ضرورت ہے تو براہ مہربانی اس نمبر 0113 247 8092 پر فون کریں اور ہمیں اپنی زبان کا نام بتائیں۔ اس کے بعد ہم آپ کو لائن پر ہی انتظار کرنے کیلئے کہیں گے اور خود ترجمان (انٹریپرٹ) سے رابطہ کریں گے۔

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EASEL – “THE FUTURE EMERGES” - HAVE YOUR SAY

Leeds City Council is consulting on the Preferred Options for EASEL between 18 June and 30 July 2007. The EASEL Area Action Plan Preferred Options and supporting documents are available for inspection at the Development Enquiry Centre, Development Department, Leonardo Building, 2 Rossington Street, Leeds, LS2 8HD (Monday-Friday 8.30am-5pm, except Wednesday 9.30am-5pm), the Central Library and the following libraries and One Stop Centres:

- Chapeltown Library
- Harehills Library
- Cross Gates Library
- Halton Library
- Oakwood Library
- Osmondthorpe Library
- Richmond Hill Library
- Seacroft Library
- Halton Moor One Stop Centre
- Osmondthorpe One Stop Centre
- North Seacroft One Stop Centre
- South Seacroft, One Stop Centre

The documents are also published on the Council's website. To download the proposals go to www.leeds.gov.uk/ldf

A questionnaire is available to make comments.

Please return your comments forms to the following address by 5pm Monday 30th July 2007:

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Development Department
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2 Rossington Street
Leeds
LS2 8HD

Telephone: 0113 247 8xxx
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Fax: 0113 247 6484

SEEKING INDEPENDENT ADVICE AND SUPPORT

Planning Aid provides free, independent and professional advice on planning issues to community groups and individuals who cannot afford to pay a planning consultant. Yorkshire Planning Aid also provides a programme of community planning, training, and education activities. For advice contact Planning Aid's Yorkshire and Humber office:

Case Worker: Mike Dando
Telephone: 01943 465870
Email: mike.dando@planningaid.rtpi.org.uk

Or Planning Aid's national office:

National Planning Aid Unit
Unit 419, The Custard Factory
Gibb Street, Birmingham, B9 4AA
Telephone/Fax: 0121 693 1201
Email: info@planningaid.rtpi.org.uk
Website: www.rtpi.org.uk

EASEL AREA ACTION PLAN – “THE FUTURE EMERGES”

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1. INTRODUCTION

EASEL AREA ACTION PLAN

The City Council is preparing an Area Action Plan for East and South East Leeds (EASEL). The Area Action Plan will show the location and type of land use change within the area over the next 15-20 years. The Area Action Plan will complement the EASEL Initiative¹, a joint public-private venture to regenerate the area, by ensuring that appropriate land is available for new housing, greenspace, employment, schools, shops, health, sports and community facilities.

What is an Area Action Plan?

Recently there have been major changes to the planning system, brought about by the Planning and Compulsory Purchase Act (2004). In Leeds, this means that the Unitary Development Plan will gradually be replaced by a Local Development Framework.

The Local Development Framework for Leeds will be made up of a number of land-use documents which will guide and control development in Leeds. Area Action Plans are part of the Local Development Framework and are drawn up for areas where significant change is anticipated. The Area Action Plan for EASEL will identify areas for development and provide details on when and how proposals will be developed.

The Area Action Plan for EASEL will complement and support the EASEL Regeneration Initiative, by providing the statutory planning position to guide the implementation of proposals and to ensure that local people and other interested parties have the opportunity to help shape the plan before it is adopted. The plan will ensure that sufficient development areas are available to carry out the regeneration initiative.

What are Preferred Options?

Preparation of the EASEL Area Action Plan has been progressing since 2005. In Summer 2006 the Council published three different alternative futures for EASEL; this document “Alternative Options – Looking to the future” was subject to substantial public consultation. These comments have been used to help prepare the City Council’s “Preferred” Options for the EASEL area.

The Preferred Options set out for consultation the Council’s proposed policy direction, and highlight alternatives where appropriate. This document provides an opportunity for communities and stakeholders to respond to the Preferred Options proposed. Following a 6 week consultation period and consideration of the comments received the draft Area Action Plan will be published. The draft plan will be subject to a further formal consultation period and any unresolved issues will then be considered by an independent Government appointed inspector, who will make recommendations that the Council will be required to accept.

What is a Sustainability Appraisal?

The Area Action Plan is subject to a Sustainability Appraisal which considers the social, environmental and economic effects of the options prepared. The ‘EASEL Preferred Options Sustainability Appraisal’ is available on request or can be found online at www.leeds.gov.uk/ldf.

¹ Further information on the EASEL regeneration initiative can be found in Section 7 of this document.

2. LOCATION AND CHARACTERISTICS OF THE EASEL AREA

The EASEL area (shown on Plan 1) extends between Leeds City Centre and the Outer Ring Road, to the east of the city and covers an area of 1700 hectares (6.6 square miles). EASEL includes the neighbourhoods of Lincoln Green, Burmantofts, Harehills, Gipton, Seacroft, Halton Moor, Osmondthorpe, Richmond Hill and Cross Green. These are largely residential neighbourhoods, however, the amount of housing in relation to other uses varies between neighbourhoods. In general, neighbourhoods closer to the City Centre (Lincoln Green, Burmantofts, Harehills, Richmond Hill, and Cross Green) have a higher proportion of non-residential uses and a lower proportion of greenspaces. Gipton, Seacroft, Osmondthorpe and Halton Moor are more predominantly residential and have more greenspaces.

The type of housing varies significantly across the EASEL area and this in turn affects the overall character of each of the neighbourhoods. In very broad terms Lincoln Green and Burmantofts are characterised by tower blocks and maisonettes constructed in the late fifties/ early sixties. In Cross Green, Harehills and Richmond Hill pre-1919 terraces and back to back properties are the main property types. Gipton, Halton Moor, Osmondthorpe and Seacroft are characterised by semi - detached housing built between the 1930s and 1950s.

The area has many positive qualities, including a high proportion of long term residents with a strong sense of belonging and community spirit; a diverse mix of ethnic groups; varied topography and extensive greenspaces, and good access to the city centre. However, despite EASEL's many strengths Inner East Leeds a number of challenges exist. These relate to issues of deprivation (26 neighbourhoods within the EASEL area are within the 1% most deprived in the country) and low levels of aspiration and opportunity.

A significant proportion of the housing stock is in poor condition and there is limited choice in housing type, mix and tenure within neighbourhoods. Many households suffer fuel poverty and problems related to damp and condensation which impact on the health of residents. The living environment is generally poor across the area with either a lack of public greenspace, or substantial amounts of greenspace which are misused or not currently laid out or maintained as high quality spaces.

The EASEL area also faces problems of anti-social behaviour and crime. Cases of reported crime per 1,000 population in EASEL are approximately a third higher than for Leeds as a whole. Similarly, for criminal damage, the rate per 1,000 population for EASEL is nearly double that recorded for the Leeds Metropolitan District. In terms of economic hardship, unemployment in EASEL is higher than average for Leeds and both incomes and educational attainment are lower than average. The EASEL Baseline Report sets out in much greater detail the social, economic and environmental characteristics of the area and can be found at www.leeds.gov.uk/ldf

The City Council intends to narrow the gap between the most disadvantaged people and communities in this part of Leeds and the rest of the city and the EASEL Initiative will be an important means of achieving this. The Area Action Plan will reflect this aim, by building on the strengths of the area and identifying the opportunities which exist to address the weaknesses.

3. HOW THE PREFERRED OPTIONS HAVE BEEN DEVELOPED

INTRODUCTION

The Preferred Options take into account a number of considerations, these are:

- ❖ National, regional and local policy².
- ❖ The responses and views received on the three alternative options from stakeholders and members of the community³.
- ❖ The sustainability appraisal and how the alternative options scored in terms of key sustainability criteria⁴.
- ❖ Statistics and information on a wide range of issues, including deprivation, housing conditions, and the accessibility of sites. These are available in the EASEL Area Action Plan Baseline Report.

POLICY AND INITIATIVE LINKS

The Planning and Compulsory Purchase Act (2004) requires that Local Development Framework documents conform to other planning policies and strategies. National, regional, and local planning policies have implications for potential land uses in EASEL and the plan cannot be prepared in isolation from them.

National planning policies include relevant Planning Policy Statements (PPSs), Planning Policy Guidance Notes (PPGs) and Government Circulars. In particular, the Government's Sustainable Communities agenda has been crucial in driving and informing the likely content of the EASEL Area Action Plan.

The Sustainable Communities agenda is the Government's long term programme to create places where people want to live and work, now and in the future. A sustainable community should meet the diverse needs of existing and future residents, be sensitive to the environment and contribute to a high quality of life. It should be safe and inclusive, well planned, built and run, and offer equal opportunity and good services to all.

A variety of plans and policies at the regional and local level will also inform the Area Action Plan. For example, the emerging Regional Spatial Strategy identifies the EASEL area, along with the adjacent Aire Valley area as a significant growth area within the region. Furthermore, the Regional Spatial Strategy, as part of its planning framework for Yorkshire and the Humber, sets targets for local authorities in terms of the amount of housing required during the plan period. The Regional Spatial Strategy currently calls for the provision of 1930 dwellings per annum (average) in Leeds for the period up until 2016. However, the current review of the Regional Spatial Strategy is likely to set the requirement for Leeds at a much higher level. New housing within the EASEL area will contribute to this overall requirement for housing within Leeds.

At a district level, the Vision for Leeds (the Community Strategy for Leeds) has three key aims, the most important of which for EASEL is narrowing the gap between the most disadvantaged people and communities and the rest of the city. The existing Development Plan for Leeds, the City Council's Unitary Development Plan Review 2006 (UDP) provides the planning context and strategy for development within the EASEL area. Policies in the UDP are 'saved' under the Local Development Framework transitional arrangements for a period of three years or until they are replaced by Local Development Framework policies and documents – in this case the EASEL Area Action Plan and the emerging Core Strategy.

² See Section X of the EASEL Baseline Report at www.leeds.gov.uk/ldf

³ See the EASEL Report of Consultation – August 2006 (Reg 25) at www.leeds.gov.uk/ldf

⁴ See the EASEL Alternative Options Sustainability Appraisal Commentary at www.leeds.gov.uk/ldf

EASEL ALTERNATIVE OPTIONS – “LOOKING TO THE FUTURE” CONSULTATION DOCUMENT

Leeds City Council published the “Alternative Options – Looking to the future” consultation document in June 2006. This document introduced three alternative options for change in EASEL:

- ❖ Minor change
- ❖ Moderate change
- ❖ Transformational change

These options, summarised below, were not meant to be stark choices, but instead an example of the levels of change which could be achieved across the area through the EASEL initiative.

Option 1: Minor change

This option illustrated the ‘business as usual’ approach by setting out the changes which were already programmed by Leeds City Council and its partners to occur across the area. The option was referred to as ‘minor change’ because it assumed that the EASEL initiative was not implemented, other than the agreed phase 1 sites in Gipton and Seacroft and only limited change could therefore be achieved through existing funding mechanisms.

This option provided:

- ❖ 63 hectares of sites for development
- ❖ 2,220 new homes
- ❖ 7.5 hectares of employment land

Option 2: Moderate change

Option 2 provided a medium level view of the type of change which could occur across EASEL. This option was regarded as going some way to addressing the problems which the area faces and would ensure that regeneration was undertaken in a more comprehensive and sustainable manner.

This option provided:

- ❖ 151 hectares of sites for development
- ❖ 4,960 new homes
- ❖ 27 hectares of employment land

Option 3: Transformational change

Option 3 demonstrated how the EASEL initiative could achieve transformational change in the EASEL area. Substantial intervention would provide better quality homes and more housing choice for local people and would allow new people to move into the area.

This option provided:

- ❖ 293 hectares of sites for development
- ❖ 9,700 new homes
- ❖ 50.5 hectares of employment land

During the consultation period, over 900 members of the public attended open days, events and meetings. Most were positive about the need for change in the EASEL area to provide an improved quality of life for residents .

Some strong views emerged about the areas which should be redeveloped, particularly in relation to potential loss of greenspaces in South Seacroft and Osmondthorpe. These views were reflected in the questionnaire responses. In overall terms 63% of respondents who returned the questionnaire believed that Option 1 would bring about the most benefits to the EASEL area, 12% favoured Option 2 and 23% favoured Option 3 . A high proportion (94%) of those who considered Option 1 to be the most beneficial option did so on the basis of a site specific objection to the

potential loss of greenspace along the frontage of York Road, South Seacroft. These areas have been reinstated as greenspace in the Preferred Option, however, the Council consider that whilst this site specific concern is a valid one it is not appropriate for it to be the sole determinant in identification of the Preferred Options which should take a more balanced and longer term view of future development requirements.

ALTERNATIVE OPTIONS ‘LOOKING TO THE FUTURE’ – SUSTAINABILITY APPRAISAL COMMENTARY

A Sustainability Appraisal was undertaken of the three alternative Options and this has also helped to inform the contents of the Preferred Option. The Options were appraised against economic, social and environmental objectives.

The economic appraisal focused on the employment opportunities and conditions for economic growth and investment provided by each option. Subject to the proportion of employment uses brought forward on the designated mixed use sites and the implementation of transport links within and from the EASEL area, Option 3 is considered to have the greatest positive impact on the economic objectives as it allocates the largest amount of employment sites and provides the most significant improvements to the transport system.

The social appraisal focused on proposals for housing and key services and facilities, including schools, health, cultural, leisure and recreation facilities, in addition to social cohesion and inclusion. Option 3 was considered to have the greatest positive impact on social objectives, as it provides a comprehensive package of new housing and mixed use developments. The scale of development is sufficient to provide a realistic prospect of significant public transport infrastructure, new school provision and increased viability of existing and proposed centres.

In terms of the environmental appraisal, all three options would increase overall greenhouse gas emissions and the amount of waste generated. A key objective within the EASEL area is to achieve sustainable communities with positive environmental outcomes and any adverse implications minimised. Option 3 proposes significantly more development than Options 1 and 2 and as such the impact on air pollution and growth in waste potentially would be worse. However, there is the potential to bring about positive enhancements, such as the improvement of greenspace and general landscape quality, and the promotion of sustainable design and construction, waste recycling and energy efficiency.

DISCOUNTED OPTIONS AND AMENDMENTS TO OPTION 3

In order to meet the strategic objectives of the Vision for Leeds and the objectives of the Area Action Plan to bring about long lasting change in the EASEL area, the Preferred Options must ensure that sufficient development opportunities and improvements are included to bring about the level of change required to achieve sustainable communities. To this end, Option 3 broadly provides the opportunity to transform EASEL and create places where people will be happy to live and work now and in the future. The table in Appendix A provides further detail on the discounted options.

The Council’s Preferred Options relate most closely to Option 3, but are subject to a number of alterations which have arisen following feedback received as part of the consultation exercises. Appendix B summarises the most significant changes between Option 3 and proposals now put forward in the Preferred Options.

FORMAT OF THE PREFERRED OPTIONS

The Preferred Options for EASEL are set out as follows:

The objectives of the Area Action Plan (Section 4):

This section establishes the vision and objectives for the EASEL Area Action Plan which define the overall strategy for the area and guide more detailed policies.

Strategic Themes (Section 5):

The Preferred Options need to ensure that the objectives of the Area Action Plan can be achieved. This section sets out the Preferred Options within eight strategic themes which will guide the approach to development in EASEL. The themes are: housing; mixed use; priority improvement areas; retail and local services; education; greenspace and recreation; transport and movement; and design and sustainability. Under each theme there is consideration of which of the plan's objectives are being met.

Neighbourhood Strategies (Section 6):

The EASEL area is made up of a number of distinct neighbourhoods. For the purpose of this document, five neighbourhood groupings have been identified: Lincoln Green, Burmantofts and Harehills; Cross Green and Richmond Hill; Gipton; Halton Moor and Osmondthorpe; and Seacroft. The proposals for each neighbourhood are set out in broad terms and have been informed by the feedback received on the Alternative Options. The proposals will be worked up into more detailed neighbourhood plans which will show how each area is to be developed and allow further opportunity for residents to comment.

Delivery, Phasing and Monitoring (Section 7):

This section outlines the steps that the Area Action Plan will take to ensure that the proposals described in Sections 4, 5 and 6 are achieved and monitored.

4: THE OBJECTIVES OF THE AREA ACTION PLAN

The Preferred Options for delivering change in EASEL are driven by the vision and key objectives of the Area Action Plan. The vision and objectives have been developed in response to the current issues and realities of the area and have been agreed in consultation with local people and stakeholders.

The Vision: To provide sustainable communities in which people will choose to live and work, now and in the future

This lies at the heart of what the Area Action Plan is trying to achieve and is the driver and justification for the Preferred Options.

For communities to be sustainable they must offer decent homes at prices people can afford, good public transport, schools, medical facilities, shops and a safe clean environment. It is the task of the Area Action Plan to ensure that these requirements are effectively addressed in order to create places that people are proud to call their own. Image transformation will also be required to address poor perceptions of the area and will be tackled through improvements to the area's natural assets and the development of statement buildings at key gateway locations.

In order to achieve the vision for EASEL, a number of objectives have been developed which are informed by the key principles for building sustainable communities.

Objective 1: To improve housing opportunities by improving quality and increasing the variety in type and tenure

In order to attract new residents and offer greater opportunities to existing residents the range of housing in EASEL needs to be diversified. Sustainable inclusive communities require a mix of housing types and tenures to maintain stable and viable communities.

Objective 2: To provide new employment opportunities in the area and links to major employment opportunities nearby

Leeds is an economic success story; it has transformed itself from an industrial city into a broadly based commercial centre. However, not all of Leeds' inhabitants have been able to share in the city's economic success; the proportion of unemployed in EASEL is almost double that of Leeds as a whole. In order to address the higher than average levels of worklessness in EASEL, local people need to access the employment opportunities which exist elsewhere in the city. Improving physical access is crucial to achieving this alongside the provision of training opportunities. The allocation of land to facilitate new local employment and training opportunities is also required to assist in the area's regeneration and provide jobs for local residents.

Objective 3: To improve access and movement within EASEL and provide links to surrounding areas by sustainable transport modes

Car ownership is significantly lower in this part of Leeds. It is therefore crucial that the communities in EASEL are provided with frequent and reliable bus services and safe pedestrian and cycle routes, so that they are able to access jobs, education, retail, leisure and local facilities. A well connected community is key to achieving sustainable communities with reduced dependence on the private car.

Objective 4: To provide greater opportunities for healthy lifestyles

The link between deprivation and poor health, including heart disease and obesity, is well established. The Area Action Plan must provide greater opportunities for healthy lifestyles through the provision of facilities that promote walking and cycling as sustainable transport modes, and in the provision of high quality greenspace and leisure provision.

Objective 5: To ensure the provision of suitable and accessible neighbourhood facilities, including leisure, health, retail, education/training and community facilities

Shops and services must be located at accessible locations. Existing local centres should be strengthened through the wider provision of services and an improved retail offer. Where service and retail deficiencies have been identified across the EASEL area, the plan will look to promote new local centres.

Objective 6: To improve the quality of the natural environment

The EASEL area has attractive, but underused, natural assets. The Wykebeck Valley, for example, is a valuable environmental and amenity resource which should be capitalised upon to create a strong sense of place and to encourage pride in the area.

Objective 7: To improve the quality and safety of the built environment by providing high quality design and sustainable building which will assist in raising the profile of the area

Good design is key to the success of the EASEL regeneration project. High quality design and statement buildings can assist in raising the profile of the area, giving it an identity, allowing residents to be proud of where they live, and increasing investor confidence in the area. Design can also be used as a means of promoting crime prevention by creating safe and secure communities with good natural surveillance. The regeneration initiative can help to reduce the area's contribution to climate change and increase its adaptability to future change through encouraging more adaptable forms of building and sustainable methods of construction and minimising the use of natural resources..

• 5: STRATEGIC THEMES

HOUSING

The presence of a stable housing market is a key element of sustainable and mixed communities. The EASEL area must provide neighbourhoods where people want to live and have the opportunity to live. This means creating choice, by providing a good mix of housing.

A key housing issue to address in the EASEL area is to provide a greater mix of tenures in predominantly Council owned areas, by introducing new private housing. This in turn will allow a greater range of house types to be developed. This is likely to involve development at higher density than currently exists in parts of the EASEL area which will create a more sustainable population to support a greater range of local facilities and retail provision.

Preferred Option 1:

169 hectares has been identified as potential new housing land across the EASEL area, to provide approximately 6,700 new houses. The sites are identified on the proposals map and in Section 6 Neighbourhood Proposals.

Detailed masterplanning will be required to establish precise boundaries, and development areas within sites, however, redevelopment could potentially involve the replacement of approximately 2,400 housing units through, negotiation and acquisition, where appropriate.

Development of these sites will be subject to the following requirements:

1. Guideline densities of 50 dwellings or more per hectare where sites are located within designated town centres, on the edge of the City Centre or close to public transport nodes.
2. Guideline densities of between 30-50 dwellings per hectare net on all other sites.
3. A mix of house types and sizes.
4. High quality urban design and landscaping.
5. At least 20% affordable housing, up to 2011 (at a proportion of rented housing 50% and sub market housing 50%) and at least 25% affordable housing 2011 – 2016, then subject to further review.
6. On-site amenity greenspace at a level of 0.2 hectares per 50 dwellings, or an equivalent commuted payment for off-site provision where appropriate.
7. Consideration of further planning obligations needed to achieve sustainable development. This list is not exhaustive but could include any of the following: new schools, school extensions or supporting infrastructure, training centres and schemes, community facilities, new road or drainage infrastructure, public transport improvements, public realm improvements, public art and recycling facilities.

Background:

The introduction of new housing in EASEL is crucial if levels of owner occupation are to increase and the aspiration to provide a greater range of housing choices is to be met.

National planning guidance provided by PPS3 (Housing) states that local planning authorities should create sustainable, inclusive, mixed communities in all areas. A mix of housing, particularly in terms of tenure and price and a mix of different households such as families with children, single person households and older people, should be sought.

The areas have been identified as having housing potential based on any of the following reasons:
- They are cleared or substantially cleared sites

- They include less sustainable housing stock based on information provided by East North East Homes Leeds.
- They are within areas of low rates of owner occupation and score badly in terms of the Government's Index of Multiple Deprivation.
- They adjoin vacant areas of land and are needed to achieve comprehensive redevelopment within an area
- They are underused greenspace or appear to be surplus to requirements (to be further informed by detailed survey)

The development of new homes in the EASEL area will provide sustainable development to contribute to the housing requirements for the Leeds district detailed in the Unitary Development Plan and within the emerging Regional Spatial Strategy for Yorkshire and the Humber.

Planning Policy Statement 3 (PPS3) provides guidance relating to the appropriate density for new residential development and indicates that Local Authorities may wish to set out a range of housing densities, depending on site specific circumstances, rather than one broad density range. Sites which are highly accessible and have significant existing infrastructure, in terms of local facilities, are capable of accommodating more intensive development and the density of housing development should reflect this. The density of housing sites in other locations should not fall below 30 dwellings per hectare, reflecting guidance provided by PPS3.

The affordable housing target has been informed by a number of aspects: the AAP objective of increasing variety in type and tenure of housing, the Leeds Housing Market Assessment and the Council's Supplementary Planning Guidance on Affordable Housing. It is considered that the percentage of affordable housing proposed will allow for the creation of a balanced sustainable community, by providing opportunities for existing residents whilst encouraging new families to the area.

MIXED USE

Within the EASEL area there are comparatively high levels of unemployment and economic inactivity, poor skills levels and low levels of household income, which combine to impact negatively on many residents' quality of life.

The EASEL Initiative, through partnership between public, private and voluntary sector bodies aims to raise employment levels (particularly for those with multiple barriers to work), and create opportunities for local residents to improve their skills and training and successfully compete in the labour market. The Area Action Plan can complement the Initiative in two major ways; by ensuring that sufficient land is available to meet employment and training needs within the area, and by improving physical access to employment opportunities across the city, in particular the City Centre, and the Aire Valley and Thorpe Park employment areas.

Given that there are major employment opportunities nearby it will not be necessary to allocate significant new areas for employment purposes within EASEL. However, it is sustainable to make provision for some local employment both to reduce residents' need to travel and support local business facilities. In many parts of the EASEL area, housing and employment uses operate side by side and residents have the opportunity to work close to their homes. This sustainable pattern of development can be continued by introducing a number of mixed use sites into the plan. 'Mixed use' as the term suggests means a mixture of compatible land uses, such as housing, employment and local facilities. It can be fairly flexible in terms of appropriate uses and requires sensitive design to ensure compatibility of uses.

Preferred Option 2:

92ha hectares have been identified as having potential for mixed use development across the EASEL area. The sites are shown on the Proposals Map and in Section 6 Neighbourhood Proposals

It is estimated that the sites will provide approximately 48 hectares for employment uses and approximately 44 hectares for housing and local facilities. Detailed masterplanning will be required to establish the mix of uses and identify which properties are to be retained and those which are to be redeveloped. The areas identified could potentially involve the creation of over 2,000 new jobs and approximately 2,200 houses. This is a broad indication only and could be subject to significant variation dependant on the overall mix of uses, however, it is important to understand that these sites do offer the opportunity for further new housing in addition to the housing potential sites identified under Preferred Option 1.

Mixed use sites will provide the opportunity for:

1. 'Start up' space for local businesses.
2. Opportunities in the health, science and research sectors, linked to St James Hospital.
3. Housing, subject to the requirements set out in Preferred Option 1.
4. Small scale retail facilities to support new and existing residents in the locality
5. Office development will only be permitted by exception, where significant regeneration benefits can be demonstrated.⁵
6. Local labour agreements – developers will be expected to enter into agreements to ensure that new jobs are made available to local people.
7. The training of local people through existing agencies, to develop local skills and match them with the requirements of local employers.

⁵ This excludes site M1 (Seacroft District Centre) which as a defined district centre could be developed for a full range of appropriate town centre uses including offices.

8. High quality urban design and landscaping.

Background:

In order to maximise the impact of physical regeneration, it is essential that local people are able to access employment opportunities and that aspirations and income levels are raised.

The Leeds Local Enterprise Growth Initiative will support local enterprise development in the EASEL area through increasing entrepreneurship, assisting businesses by tackling barriers to growth and helping them to make the most of opportunities and promoting the area as an investment opportunity.

In addition to construction sector jobs created by the regeneration initiative, new employment sites within EASEL could provide a wide range of job opportunities for local people. Some 2,000+ jobs are likely to be provided. This could however, vary significantly due to the uncertainty regarding the scale of employment uses within the mixed use areas and the variation in type of job which may be provided.

The estimated employment offer that may be generated from the mixed use allocations has been considered in terms of existing employment uses, compatibility with adjacent uses and the overall employment land supply for the Leeds district.

A shortage of “start up” space for local businesses has been identified as a problem across much of the EASEL area. This can be addressed in the AAP together with the opportunity to expand research and development facilities in association with St. James Hospital and the potential to increase the profile of Seacroft town centre by extending its presence to the Outer Ring Road.

Office development will be accepted in principle only in existing town centres in accordance with Planning Policy Guidance note 6 (Planning for town centres) which regards them as town centre uses. Offices will only be permitted outside of town centres where a significant regeneration benefit for the local area can be demonstrated.

PRIORITY IMPROVEMENT AREAS

Parts of the EASEL area – Cross Green, Harehills and Richmond Hill - are characterised by densely populated pre-1919 housing, a significant proportion of which are back to back properties. Some of this housing is poor quality and no longer fit for purpose. These areas are also characterised by both a lack of private outdoor space and public greenspace. A high proportion of the housing in this area is either privately owned or privately rented.

In order to provide mixed and sustainable communities in these older housing areas, a range of deliverable actions are required. Housing improvements, the selective replacement of houses and a wide range of environmental improvements may be required in areas of particularly poor quality housing. Alternatively, in areas with more generalised problems of deprivation and anti-social behaviour, a broader package of regeneration measures may be required including measures to physically uplift the area such environmental improvements to the streetscape and more limited housing improvements.

Preferred Option 3:

Investment through the regeneration initiative and other public and private sources will be directed to the identification and implementation of improvements required within Priority One and Priority Two Improvement Areas.

Schemes for the improvement of these areas will be supported by area appraisals which will outline the proposals and will be subject to detailed consultation with the local community.

The actions required within each Improvement Area will address the physical problems of each area and are likely to include a range of the following:

1. The external repair of blocks or groups of properties. This might involve re-painting, re-roofing or the provision of new doors and windows.
2. The acquisition and clearance of unsustainable properties and their replacement with new properties, greenspace or other compatible uses.
3. A small number of demonstration projects which will show how back to backs can be reconfigured into more modern and desirable properties, for example by knocking through two back to back properties to create one large family home.
4. Environmental improvements, such as tree planting, new boundary treatments and the creation of new greenspace.
5. The introduction of traffic calming and Homezone schemes to create safer more attractive streets where children are able to play.

Background:

The identification of Improvement Areas will assist in widening the quality and choice of housing in EASEL, help to reduce the density of housing and bring about improved housing and environments, which will assist in raising the profile of these areas.

Areas identified for potential improvements have a number of problems relating to overcrowding, poor physical condition of properties and lack of modernisation. Information on the type of housing (e.g. back-to-backs, or through terraces) has helped to inform which areas are in most need of housing intervention. The areas characterised by a predominance of type 2 back-to-backs will be targeted for improvement. They are the oldest and smallest back-to-backs in Leeds, generally have a front door opening directly onto the street and a lack of private outdoor space.

Information on ownership; stability of the housing market, (tenancy lengths, voids and turnover) and levels of deprivation, and anti-social behaviour have also helped to determine the areas most in need of intervention or at risk from decline.

RETAIL AND LOCAL SERVICES

The provision of a good range of shops and services is key to creating successful communities and vibrant neighbourhoods. Shops and facilities provide local services; they are places where people can meet and shop, often without having to travel by car. This helps to safeguard the environment because people have less need to drive and pollution is reduced. The safety of areas is also improved and there are added health benefits if more people walk and cycle.

Preferred Option 4:

The town and district centre allocations within the Unitary Development Plan (policy S2) will be carried forward into this plan.

New local centres have been identified on the Proposals Map, to address the following situations:

- 1. To formally recognise existing clusters of retail and local services**
- 2. To address identified deficiencies across the plan area in association with planned new development.**

Town centres within or adjacent to the EASEL area are currently allocated at Seacroft, Cross Gates, Harehills Corner, and Halton.

Harehills Lane, currently a local centre is proposed for extension and will be upgraded to a town centre.

Existing neighbourhood centres at Lincoln Green, Upper Accommodation Road Richmond Hill, and Coldcotes Circus are identified as local centres.

New local centres are identified at Gipton, Halton Moor, and York Road Richmond Hill.

New retail provision and community facilities should be concentrated in district and local centres. If additional capacity is required in these areas of EASEL, priority will be given to sites on the edge of these centres.

Main town centre uses, including retail, leisure and offices, will be promoted in town, district and local centres within EASEL. Other uses will not normally be permitted, unless ancillary to a main town centre uses.

Background:

Concentrating development in existing centres is consistent with Central Government guidance provided by Planning Policy Statement 6 (Planning for town centres). Local authorities should promote and enhance existing centres, by focusing development in them and by encouraging a wide range of services, including a diverse retail offer.

The Preferred Option identifies a number of local centres. In most cases, this allocation recognises the existing retail function and is intended to support further retail development, so that vitality and viability of these centres is strengthened.

Accessibility to shops and services has been examined across the plan area and there appears to be particular gaps in provision within the Halton Moor and Gipton areas. Potential new local centres have been identified within these communities with the aim of attracting investment and providing local facilities. This approach is advocated by national planning advice on town centres (PPS6), which suggests that local authorities should identify deficiencies in provision and where appropriate, define new centres.

EDUCATION

Education is key to the success of the EASEL regeneration project. Educational attainment is currently comparatively lower in EASEL than in Leeds as a whole and if young people are to access quality employment opportunities, attainment along with aspirations need to be raised.

The provision of high quality education in terms of built form, reputation and teaching excellence is critical, not only for the area's existing residents, but also if the area is to successfully attract new families.

Preferred Option 5:

The replacement of schools, or the extension to existing schools, will be promoted in the EASEL area, where there is an identified need as shown on the Proposals Map and in Section 6 Neighbourhood Proposals.

Overall requirements will be influenced by pupil numbers generated within new and existing development and capacity within existing schools. It is estimated that the following provision will be required, however, this will need to be subject to regular review:

1. Extensions to Harehills Primary, Bankside Primary and Grange Farm Primary School.
2. New Primary Schools to serve longer term needs in Richmond Hill, South Seacroft and Gipton.

Developer contributions towards new school provision will be obtained via housing developments where new housing generates a need which cannot be met by existing local education facilities.

Justification:

Sustainable communities require schools, further and higher education institutions with good performance levels and other opportunities for lifelong learning.

The approach to education supports the long term planning aspirations of Education Leeds (the Local Education Authority) for education provision in the EASEL area. These aspirations intend to address problems of over-subscription of schools, the poor condition of some existing school buildings and the proposed introduction of new housing in some parts of EASEL which may create demand for more school places.

Requiring developer contributions to assist in the provision of new or improved educational facilities is consistent with national government guidance, provided by Circular 05/05 and Leeds City Council Supplementary Planning Guidance 11 "Section 106 contributions for school provision".

GREENSPACE AND RECREATION

The areas within EASEL characterised by older terraced housing are built to high density and have a general lack of both public and private greenspace. In contrast, other areas have a large amount of open space, but some of it is poor quality and under-utilised.

All residents should have access to safe, good quality usable greenspace for amenity and recreational purposes. Good quality greenspace will help to raise the profile of the area, provide an attractive environment that people can be proud of and provide new opportunities for active lifestyles, which can help address issues of poor health and obesity.

The Wykebeck Valley is a key asset to the area, but at present is an underused resource. The opportunity exists to promote this space for leisure and amenity uses and in doing so, develop a strategic green link, connecting Roundhay Park to the north with Temple Newsam to the south.

Preferred Option 6:

Greenspaces to be protected from development are identified on the Proposals Map as existing greenspace, allotments, playing fields and proposed greenspace (p).

Proposed greenspace improvement areas are indicated by a green star symbol.

New housing developments will be expected to provide:

- 1. On-site amenity greenspace at a level of 0.2 hectares per 50 dwellings**
- 2. Or an equivalent commuted payment for:**
 - a. New off-site provision; or**
 - b. The improvement of existing greenspace within the EASEL area.**

As a general guide to the location of new greenspace the Proposals Map shows the potential housing sites within which significant new areas of greenspace may be developed. These areas are shown diagrammatically by a green square which represents 10% of the housing potential area. New greenspace will also be provided within housing areas within Mixed Use allocations.

Background:

Government guidance, provided by Planning Policy Guidance note 17 (Planning for open space, sport and recreation) recognises that well planned and maintained open spaces and good quality sports and recreational facilities can play a major part in improving people's sense of well being in the place they live. As a focal point for community activities, they can bring together residents and provide opportunities for social interaction. Open spaces and recreational facilities also have an important role in promoting healthy living.

Local authorities are encouraged to set standards for the provision of open space, to reflect local circumstances. Developers will be asked to contribute to the establishment of a hierarchy of greenspaces, as set out by saved UDP policies N2 to N4 and Supplementary Planning Guidance Note 4 "Greenspace relating to new housing development". The Area Action Plan will be informed by a PPG17 Assessment of greenspace in the Leeds district. This assessment will be undertaken in 2007-8 and will provide a comprehensive and robust assessment of the existing and future needs of the community, for open space and sports facilities.

TRANSPORT AND MOVEMENT

High quality public transport services are vital for people living in the EASEL area. Levels of car ownership are significantly lower in this part of the city, so reliable and frequent services are key to local people accessing employment, education, retail and other community facilities. Current barriers to movement are the absence of core public transport routes linking communities across the centre of EASEL and constrained access to the Aire Valley to the south, where there is scope for in the region of 29,000 new jobs.

The provision of safe and accessible walking and cycling routes is important in order to widen travel choice by encouraging more sustainable options to the private car, and to promote active and healthy lifestyles.

Preferred Option 7: Sustainable transport modes will be promoted which will give priority to pedestrians, cyclists and public transport users.

Developers will be expected to contribute to improved physical infrastructure and improved public transport services. Indicative new and improved public transport routes are shown on the Proposals Map and Transport Plan.

Existing pedestrian and cycle routes including the Wyke Beck Way will be extended and linked to create a comprehensive network of routes across the plan area.

Improved public transport provision will be required to address:

1. Linkages between the City Centre and across EASEL
2. Linkages between EASEL and the Aire Valley employment area
3. Linkages within the plan area and to other adjoining communities.

To deliver these changes, proposals are in preparation for a rapid transit route across the area linking Seacroft transport interchange with St. James Hospital and the City Centre. Provision within the proposals is also made to enhance the existing A64 York Road Quality Bus Corridor (linking to Grimes Dyke Park and Ride) and the A58 Easterly Road public transport corridor. The bus network will need to meet the need for improved connectivity within and beyond EASEL. Targeted highway improvements are likely to be needed to assist movement through the area and address safety issues.

Background:

Quality of life is dependent on people's ability to access jobs, shopping, leisure facilities and services. A 21st century public transport and system that helps people travel within and between communities and reduces dependence on the private car is integral to achieving sustainable communities within the EASEL area. A well connected community should also have the appropriate facilities to encourage safe local walking and cycling.

Barriers to movement and the lack of linkages across the area have been highlighted by local people as a key issue that currently faces EASEL.

Unemployment and lack of employment opportunities have also been highlighted as problems which face the EASEL area. The improvement of links to areas outside EASEL, in particular the Aire Valley employment area and the City Centre, is crucial if local people are to access job opportunities which exist elsewhere in Leeds.

Developer contributions towards physical infrastructure improvements and public transport provision are an approach advocated by Government Circular 05/05 and Leeds City Council's emerging Supplementary Planning Document "Public Transport Improvements and Developer Contributions".

DESIGN AND SUSTAINABILITY

Good design is key to the success of the EASEL regeneration project and it has some relevance to each of the themes previously considered. High quality design and iconic architecture can significantly raise the profile of an area. Landmark buildings can help to raise local distinctiveness and sense of place, allowing residents to be proud of where they live, and increasing investor confidence in the area.

Good design can help to create lively places with distinctive character; streets and public spaces that are safe, accessible, pleasant to use and human in scale; and places that inspire because of the imagination and sensitivity of their designs.

Preferred Option 8:

The highest standards of design will be required in all new development. Future development within the EASEL area will be guided by a design code – an illustrated guide which will provide clarity on acceptable design quality within the area.

Development will be expected to conform to the guidance provided in the City Council's "Neighbourhoods for Living" guide for residential design in Leeds and address the principles of sustainability in design which are outlined in the City Council's emerging Sustainable Design and Construction guide including:

- Renewable resources
- Recycling
- Accessibility
- Appropriate techniques to minimise the impact of surface water discharges, such as the use of Sustainable Urban Drainage Systems (SUDS).

All housing developments will be required to:

- Comply with Secure by Design standards
- Meet EcoHomes energy efficiency 'very good' standard
- Meet Lifetime Homes standards

The following documents should be submitted in support of all planning applications:

1. A Design and Access statement
2. A Sustainability Statement

Background:

The EASEL area is characterised by a general lack of variety in buildings within neighbourhoods. Some neighbourhoods have a predominance of semi-detached houses built by the Council, others are predominantly terrace. Improved design and sustainability standards in new development will create a new image for the area and assist in reducing the impact of climate change. Careful design will ensure that development respects local context, offers choice and variety in housing within connected layouts which improve access to facilities and public transport.

6: NEIGHBOURHOOD PROPOSALS

The following section provides details of proposals within each of the themes in Section 5. These are identified on the Proposals Map and the more detailed Neighbourhood Plans. Sites identified are all 0.2ha or above. They are identified in individual neighbourhoods within EASEL and indicate the land use changes the Council proposes to help create a mixed and balanced sustainable community. The regeneration of the area will only be successful if these land use proposals can be implemented and supported by additional proposals to reduce worklessness, improve training facilities and educational attainment. The EASEL Initiative Regeneration Plan will outline further measures to be implemented to regenerate the area.

When looking at the proposals it is important to understand that more detailed neighbourhood plans will be prepared. In many cases the AAP identifies broad areas which are shown as Housing Potential or Mixed Use Potential areas. Not all of the existing property within these areas will be demolished. It is likely that a substantial amount may be demolished, but until more detailed master planning is underway it will not be possible to identify which properties will be retained and which need to be demolished.

LINCOLN GREEN, BURMANTOFTS AND HAREHILLS

Housing and mixed use allocations

The following sites are allocated:

Site ref	Site name	Site size ha	Existing uses	Proposed uses
M5	Arcadia / Torre Road / Lupton Avenue	43.0	Employment uses, residential, vacant land, greenspace	Residential, greenspace, light industrial uses.
M6	York Road, Torre Road	2.0	Highways depot, vehicle licensing depot	Business support and training centre
M7	Compton Road / Florence Street	6.0	Vacant land, residential, workshop unit, community uses, retail	Retail, offices, community, health, local services centre, housing.
M10	Lincoln Green Road / Beckett Street	19.0	Residential, retail, community uses, Primary School, vacant school, greenspace.	Residential, greenspace, primary school, light industrial uses, Research & Information uses linked to life science and medical technology.
M11	Gathorne Terrace	0.7	Community use, vacant land, open space, informal car parking	Community use

Improvement areas

The following areas are allocated as Priority One Improvement Areas:

1. Shepherds Lane area, Harehills
2. The Lambtons and Lascelles, Harehills
3. The Bayswaters, Harehills

The following areas are allocated as Priority Two Improvement Areas:

1. The Dorsets and Sandhursts, Harehills
2. The Luxors, Conways and Ashtons, Harehills
3. The Strathmores and Seaforths, Harehills

Town and district centres

Main town centre uses (retail, office and leisure) will continue to be directed to existing centres at:

1. Harehills Corner
2. Harehills Lane

The centre at Harehills Lane will be extended as part of site M7 to allow increased provision of services.

To formalise the existing retail and local services provision, the existing centre at will be allocated at:

3. Lincoln Green to provide local facilities in the short to medium term
4. In the longer term there is an aspiration to relocate the local centre closer to St James Hospital. During the consultation on the alternative options stakeholders expressed the view that the location of local facilities within Lincoln Green should be closer to St. James Hospital to increase the viability of services and strengthen links between the hospital and the community. This will be subject to further consideration as part of a retail and local needs assessment during the master planning of this area.

Transport and Movement

Proposals to develop a comprehensive package of transport improvements for the Harehills Lane corridor are included to address issues of transport integration for public transport, cyclists and pedestrians. The proposals will also address matters of road safety, urban realm design, and parking.

Education

Additional land will be required to extend the following schools:

1. Bankside Primary School
2. Harehills Primary School

Greenspace allocations and improvements

The following areas are currently formally protected as greenspace and will be subject to investment and improvements:

1. Banstead Park, Harehills
2. Harehills Park, Harehills
3. Oxton Way playing fields, Burmantofts

The following areas will be allocated as protected greenspace and subject to investment and improvements:

1. St Mary's churchyard, Mabgate (to be considered within the City Centre Area Action Plan)
2. Open space adjacent to Oxton Way playing fields
3. Beckett Street Cemetery, Harehills

CROSS GREEN AND RICHMOND HILL

Housing and Mixed use allocations

The following sites are allocated:

Site ref	Site name	Site size	Existing uses	Proposed uses
H25	Raincliffe Road	0.5	Temporary school site	Housing, subject to relocation of existing school pupils
H26	Cross Green Grove	0.5	Housing	Housing
M8	Great Clothes, York Road	6.0	Retail warehouse, workshop, school, greenspace, church, sports centre.	Housing, greenspace, school, local facilities, employment uses
M9	Easy Road	0.4	Vacant public house, bookmakers	Housing or local facilities

Improvement areas

The following areas are allocated as Priority One Improvement Areas:

1. Cross Green
2. Glensdales and Charltons, Richmond Hill

Town and district centres

Existing retail facilities within the Cross Green and Richmond Hill area are limited. To formalise existing local services a centre will be allocated at:

1. Upper Accommodation Road, Richmond Hill.

There is little scope to increase the level of retail food shopping in the Upper Accommodation Road centre. In order to improve food shopping facilities an additional local centre is proposed at:

2. York Road, Richmond Hill

Education

Improved facilities are required within Richmond Hill. Mount St. Mary's Primary School operates from temporary premises at Raincliffe Road and Richmond Hill Primary School is in poor condition and requires either rebuilding or refurbishing. The future of Mount St. Mary's Primary School is currently uncertain. Two alternative sites have been identified to meet education needs. One or both sites could be used to provide either combined facilities or maintain separate provision at:

1. East Park Road, Richmond Hill or
2. Richmond Hill Primary

Greenspace allocations and improvements

The following areas of existing greenspace will be subject to investment and improvements:

1. East End Park, Richmond Hill
2. Everleigh Street recreation ground, Richmond Hill
3. Ellerby Road, Richmond Hill

GIPTON

Housing and Mixed use allocations

The following sites are allocated:

Site ref	Site name	Site size	Existing uses	Proposed uses
HC1	St Wilfred's Ave	0.3	Housing, vacant land	Housing, greenspace
HC2	Easterly Mount	1.2	Housing, vacant land	Housing, greenspace
HC3	Amberton Terrace	2.1	Vacant land, housing	Housing
HC4	Thorn Walk	1.1	Vacant land	Housing
HC5	Oak Tree Drive	4.0	Vacant land	Housing
HC6	Oak Trees	2.5	Vacant land	Housing
HC9	Amberton Road	2.0	Vacant site	Housing
H12	Fearnville House, Dib Lane	0.3	Vacant listed building	Housing or offices
H13	Oak Tree Drive / Ambertons	10.0	Housing, vacant land, community centre	Housing, greenspace, community centre
H14	Foundry Avenue	11.0	Housing, vacant land	Housing, greenspace
H15	Easterly Cross	0.9	Housing	Housing
H16	Coldcotes Drive	7.0	Housing	Housing, local centre uses
H17	Coldcotes Circus	0.5	Housing, vacant land	Housing, greenspace
H18	Brander Road	6.0	Housing	Housing, greenspace, community uses
H19	Dog and Gun, York Road	2.0	Public House, Playing field	Housing, greenspace

Town and district centres

Retail and local services will be directed towards new local centres at:

1. Oakwood Lane/Oak Tree Drive junction
2. Coldcotes Circus

Education

The following site will be reserved for a potential new primary school:

1. West Oaks annexe, Oakwood Lane, Gipton

Greenspace allocations and improvements

The following areas of existing greenspace will be subject to investment and improvements:

1. Harehills Park
2. Greenspace next to Lidl supermarket, on Oak Tree Drive
3. Fearnville playing fields
4. Wykebeck Valley (north of York Road)

Harehills Cemetery will be extended.

HALTON MOOR AND OSMONDTHORPE

Housing and Mixed use allocations

The following sites are allocated:

Site ref	Site name	Site size	Existing uses	Proposed uses
HC12	Waterloo Sidings	7.0	Vacant land-existing housing commitment	Housing, greenspace
H20	Wykebeck Avenue	5.0	Housing, vacant land, former school, community centre	Housing, greenspace Community use,
H21	Whitebridge, Cartmell Drive	2.0	Former school	Housing, greenspace, local facilities
H22	Kendal Drive	0.5	Housing, vacant land	Housing
H23	Westminster Crescent / Rathmell Road	11.0	Housing, vacant land, greenspace, public house	Housing, greenspace
H24	Cartmell Drive	7.0	Greenspace, vacant land	Housing, greenspace
E1	Osmondthorpe Lane / Neville Garth	4.4	Housing, vacant land	Employment

Potential Change Area

The potential for improvement of the remainder of Halton Moor will be considered as part of a neighbourhood plan which will be drawn up for the estate in consultation with residents. The process will consider which areas will benefit from future investment and which if any should be considered as further redevelopment areas.

Town and district centres

Retail and local services will be directed towards a new local centre at:

1. Neville Road, Halton Moor

Greenspace allocations and improvements

The following areas will be allocated as protected greenspace:

1. Ullswater Crescent, Halton Moor
2. Carden Avenue, Halton Moor

The following areas of existing greenspace will be subject to investment and improvements:

1. Halton Deans
2. Wykebeck Valley (south of York Road)
3. Rookwood Recreation Ground

SEACROFT

Housing and Mixed use allocations

The following sites are allocated:

Site ref	Site name	Site size	Existing uses	Proposed uses
HC7	South Parkway	4.5	Vacant land and housing	Housing
HC8	Seacroft Depot, York Road	1.0	Vacant land and building	Housing
HC10	Killingbeck Hospital	10.2	Housing site under construction	Housing
HC11	Rear of Seacroft Hospital	17.6	Vacant land –existing housing commitment.	Housing, greenspace
H1	Kentmere Avenue	0.2	Vacant land	Housing
H2	Barncroft Close	0.7	Vacant land	Housing
H3	Asket Drive, Boggarts, Kentmere Approach	33.0	Housing, vacant school, playing field, vacant land, greenspace	Housing, greenspace. The existing Rein Park will be enhanced or remodelled within the new housing layout.
H4	Bailey's Lane W	1.0	Vacant land	Housing
H5	Bailey's Lane E	1.0	Vacant land	Housing
H6	Redmire Court	0.3	Vacant land	Housing
H7	Brooklands Avenue	0.5	Greenspace	Housing
H8	South Parkway / Brooklands	15.0	Housing, vacant land, greenspace	Housing, greenspace, primary school
H9	Seacroft Grange Primary School	1.0	School, playing fields	Housing
H10	Ironwood Approach / Moresdale Lane	20.0	Housing, vacant land, greenspace	Housing, greenspace, primary school
H11	Wykebridge	0.6	Vacant highways depot	Housing
M1	Eastdeans / Hansbys	10.0	Housing, greenspace	Retail, office, leisure, residential, community, greenspace, public realm all acceptable
M2	Former Gala Bingo, Seacroft Crescent	0.4	Vacant land	As above
M3	Rear of Seacroft Library	0.3	Vacant land	As above
M4	Seacroft Grange	0.4	Vacant land and building	As above

Town and district centres

The existing town centre boundary will be revised to allow for the expansion of Seacroft District Centre.

Transport and Movement

The plan includes proposal for the introduction of a Rapid Transit route. The scheme would provide a key linkage through the heart of the area, connecting to the existing interchange at Seacroft District Centre.

Education

There are two Options for primary provision within South Seacroft;
New schools may be provided within the following sites:

1. South Parkway (H8), to replace Seacroft Grange Primary
2. Ironwood Approach/Moresdale Lane (H10), to replace Parklands Primary.

Alternatively Seacroft Grange Primary and Parklands Primary could be retained and refurbished/extended.

3. Grange Farm Primary, Seacroft will be extended:
4. A training centre is proposed adjacent to the David Young Academy to create an EASEL learning campus. The campus could include vocational training for 14 - 19 year olds, adult training, small scale enterprise workshops and other learning support facilities.

Greenspace allocations and improvements

The following areas of existing greenspace will be subject to investment and improvements:

1. Seacroft Gardens
2. Parklands
3. Wykebeck Valley Park

7: DELIVERY, PHASING AND MONITORING

DELIVERY OF THE EASEL AREA ACTION PLAN

The EASEL Area Action Plan will be delivered through the development or improvement of land and property in both private and public ownership. This is a 15 - 20 year Plan which will require ongoing partnership working and stakeholder and community involvement.

Land in City Council ownership will be developed through the EASEL Regeneration Initiative - a partnership between Leeds City Council, and the private sector.

The scale of investment required to achieve sustainable and long-lasting change in EASEL is beyond any likely availability of known public resources, so the Council will be working with the private sector to ensure that long term investment in the area is secured. The EASEL Initiative is fundamentally a market driven regeneration programme. Its primary aim is to create a successful housing market where increasing values will realise a financial return to fund regeneration investment in the area. The Initiative will ensure that a proportion of private sector profits and public and government funding will be retained within the area and used to fund projects.

The EASEL Regeneration Initiative will be supported by a Regeneration Plan. This document will set out a 5 year rolling programme of area based regeneration activity which will work towards the alignment of services in the area and provide a comprehensive approach to addressing the social and economic aspects as well as the physical aspects of regeneration. It is aligned not only to the Area Action Plan but also to a wide range of policy documents and strategies which are relevant to the EASEL area.

Following a procurement process to select a private sector partner, the City Council will enter into a Strategic Development Agreement with Bellway plc to develop the first phase of sites in the EASEL area in Gipton and Seacroft. Planning applications were submitted in February 2007 to develop 743 new homes over the next 5 years. The sites are shown as Housing Commitments HC1 - HC8 on the AAP Proposals Plan. Details of the anticipated further phases of development are provided below and shown on the attached site development phasing plan for information. The phasing serves to give a broad indication of the sequence in which land may be brought forward in the Area Action Plan. However given that the Plan covers a 15 - 20 year timespan, it may well be subject to change as a result of rehousing or acquisition processes or in response to external funding sources.

PHASING OF DEVELOPMENT

EASEL contribution to city wide housing requirements

Housing developed within the EASEL Area will contribute to the overall requirement for housing in the Leeds district which is set out in the Regional Spatial Strategy (RSS) for Yorkshire and the Humber. RSS requires Leeds to make provision for an average of 1,930 dwellings a year over the period 1998-2016. Allocated housing sites are listed in the Unitary Development Plan Review 2006; they include two housing allocations within the EASEL area:

- Land to the rear of Seacroft Hospital HC11
- Waterloo Sidings HC12

These sites have been included within the EASEL Area Action Plan together with new allocations for housing and mixed use.

Phasing of development sites in the Unitary Development Plan (UDP)

Land is being released in the UDP Review in three phases. The first phase of development includes brownfield land and sites with planning approval. The second and third phases involve greenfield land which will not be released until the need for further land arises.

A function of the EASEL AAP is to outline when sites will be developed. The AAP will conform to the overall guidance of the UDP Review; brownfield or previously developed land will be developed before greenfield land. Exceptions to this arise firstly, where greenfield land forms part of an area which is proposed to be comprehensively redeveloped and it would not be practical to develop this land at a later stage; and secondly, where land currently allocated as greenspace is proposed to be re-sited within a redevelopment area to provide more appropriate greenspace provision within the new development layout.

Phasing of sites within EASEL AAP

The majority of the sites within EASEL AAP are brownfield and therefore could come forward for development in the short term. In practical terms, however, which include the need to relocate residents, development of appropriate infrastructure, and market considerations, the release of brownfield sites need to be phased. Greenfield sites are programmed for development after brownfield sites, other than the exceptions mentioned above.

The table below gives an indication of the timing of the sequence of development within EASEL AAP.

Preferred Option Site Ref.	Housing Sites in EASEL	Phase 1	Phase 2	Phase 3
		2006 - 2011	2012 - 2016	2017 onwards
Commitments (planning permissions)				
HC10	Killingbeck Hospital			
HC9	Amberton Road Gipton			
H6	Redmire Court			
Commitments (UDP Allocations):				
HC12	Waterloo Sidings, Osmondthorpe			
HC11	Rear of Seacroft Hospital			
EASEL Phase 1 sites				
HC1	St. Wilfred's Avenue			
HC2	Easterly Mount			
HC3	Amberton Terrace			
HC4	Thorn Walk			
HC5	Oak Tree Drive			
HC6	Oak Trees			
HC7	Parkway Vale			
HC8	Seacroft Depot			
Other Sites				

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Preferred Option Site Ref.	Housing Sites in EASEL	Phase 1	Phase 2	Phase 3
		2006 - 2011	2012 - 2016	2017 onwards
H1	Kentmere Avenue			
H2	Barncroft Close			
H3A	Asket Drive			
H3B	Boggarts			
H3C	Askets			
H3D	Kentmeres			
H4	Bailey's Lane West			
H5	Bailey's Lane East			
H7	Brooklands Avenue			
H8A	Blencarns			
H8B	South Parkway			
H9	Seacroft Grange Primary school			
H10	Ironwood Approach/Moresdale Lane			
H11	Wykebridge			
H12	Fearnville House, Dibb Lane			
H13	Oak Tree Drive/Ambertons			
H14	Foundry Avenue			
H15	Easterly Cross			
H16	Coldcotes Drive			
H17	Coldcotes Circus			
H18	Brander Road			
H19	Dog & Gun, York Road			
H20	Wykebeck Avenue			
H21	Former Whitebridge School Cartmell Drive			
H22	Kendal Drive			
H23A	Rathmell Road			
H23B	Neville Road			
H24	Cartmell Drive			
H25	Mount St Mary's Primary School, Raincliffe Rd			
H26	Cross Green Grove			

NB Table above does not include Mixed use sites.

MONITORING

Review and monitoring is an important aspect of the new planning system to enable flexibility to update components of the Local Development Framework and to respond quickly to changing

priorities in the city. Monitoring will play a critical part in reviewing the effectiveness of policies within the EASEL Area Action Plan. Leeds City Council will develop a means of monitoring the Area Action Plan using indicators and targets that can assess the extent to which the plan policies are being achieved and, where this is failing, explain why and set out the steps to be taken to correct this.

The Planning and Compulsory Purchase Act (2004) requires local planning authorities to produce an Annual Monitoring Report and this will be the main mechanism for reporting on the Area Action Plan's performance and effects.

8: THE NEXT STEPS

A questionnaire is attached for you to provide comments on the Preferred Options during the consultation period which runs from 18th June – 30th July 2007. Although there will be a further opportunity to comment, it is important that you let us have your comments at this stage so that they can help inform the final version of the Plan.

The Council will carefully consider all representations received and, where appropriate, try to resolve objections. The Area Action Plan will then be amended and formally submitted to the Government as a draft plan. This is likely to be in Spring 2008.

The draft Area Action Plan will be made available for a further statutory 6 week consultation period, during which further representations can be made. If there are objections to the Plan these will be dealt with by an independent Government Inspector, probably in Spring 2009.

It is expected that the Area Action Plan will be adopted as a formal plan for the area by early 2010.

APPENDIX A: DISCOUNTED OPTIONS

DISCOUNTED OPTIONS	JUSTIFICATION
<p>Option 1</p>	<p>Option 1 has been discounted because it offers insufficient intervention to deliver any real change within the area. New residential development would start to increase the variety of tenure and improve housing quality, choice and mix. This would likely to have some positive impact particularly within Gipton which is a focus for development within Option 1. New residents may be introduced to the area and this could improve the cohesiveness of communities. The scale of change would, however, be geographically limited and critical issues relating to poor housing quality, variety and mix and above average levels of deprivation would not be addressed under Option 1. Proposals would, however, have insufficient impact to meet the plan’s objectives. Opportunities for development other than housing are severely constrained by the limited number and location of available sites and added regeneration benefits would be limited. The absence of any significant investment within public transport would limit the opportunity to create sustainable communities.</p> <p>In the Sustainability Appraisal, this option scored the least favourably overall in terms of social, economic and environmental criteria.</p>
<p>Option 2</p>	<p>Option 2 would provide a greater geographic spread of development across the EASEL area. Employment opportunities would arise within the mixed use proposals and the potential to carry out improvements within the more densely populated terraced areas and more isolated parts of the plan would be introduced. Limited concentrations of developments are likely to reduce the marketability of sites and affect delivery. This applies particularly to small sites which would continue to be surrounded by social housing. Overall the scale of change would be likely to have some impact in increasing land and property values within the area, but the degree of change would be insufficient to transform neighbourhoods and bring about any lasting benefit in terms of additional infrastructure and new facilities.</p> <p>Only 12% of respondents to the questionnaire believed that Option 2 would result in the best outcome for the EASEL area – this proved to be the least popular option.</p>

APPENDIX B: MAIN REVISIONS TO OPTION 3

AMENDMENTS TO OPTION 3	JUSTIFICATION
HOUSING	
The Plan now differentiates between housing commitments (sites with planning permission or principle of development agreed in UDP) and new allocations.	To provide greater clarity.
Diagrammatic greenspace areas are indicated within larger housing allocations.	This will give an indication of the level of new greenspace which will be provided. Whilst different sites may require different greenspace solutions it is likely that within most of the larger housing allocations approximately 10% of the overall site area will be laid out as greenspace. (An additional commuted sum derived from the developments will be used to enhance existing greenspace).
Site H72 (Osmondthorpe recreation ground) has been deleted and will be retained as greenspace and enhanced.	The site would have provided new housing within a community where there are limited other opportunities to do so, however, objections were received regarding the loss of this recreation facility which is the main facility serving the Osmondthorpe community. The site has since been resurveyed and it has been concluded that there is potential to enhance the area and create additional playing pitches and provide a children's play area.
Site H62 (Ironwood Approach / Moresdale Lane). Part of the site has been deleted from the allocation; this involves the greenspace fronting York Road and Foundry Lane and properties within Mowbray Court, Mowbray Crescent, Croftside Close, Fairfax Close, Casterton Gardens, and Moresdale Lane / Skelwith Approach.	More than 70 objections were received regarding this site, many of these related specifically to the loss of greenspace adjacent to York Road and Foundry Lane. Both of these greenspace areas have been reinstated due to the amenity value they offer to residents and the positive contribution they make to the overall environment. The properties deleted from the allocation are all privately relatively recent housing development or Council-built development which is considered to be sustainable and should be retained.
Site H54 has been extended to include housing east of the Rein greenspace. Properties now included lie within Kentmere Crescent, Kentmere Green and Kentmere Gardens. The Rein is now shown as retained greenspace.	The properties have similar long term sustainability issues to the adjacent housing. Detailed Neighbourhood Plans will establish the most appropriate location and amount of greenspace required within this proposal, however, it may be appropriate to retain and enhance the Rein so this is retained as a possibility within the Plan.
H78 has been extended	This has been amended to reflect the fact that funding has been secured through the Regional Housing Board to undertake a further phase of acquisition and clearance in this area.
MIXED USE	
Site M8 (Osmondthorpe Lane/Neville Garth) is now proposed for employment uses	Given the relationship of the site directly adjacent to land in the Aire Valley which is proposed to be developed for employment use, it is more realistic to propose the site for employment use.

and numbered E1.	
PRIORITY IMPROVEMENT AREAS	
Remodelling Areas have been renamed Priority Improvement Areas.	These areas have been amended to provide further clarity. The phrase remodelling proved confusing to residents and implied more significant redevelopment than is likely to be the case. Improvement areas have been identified through the Preferred Options, but it is anticipated that further details regarding the type of intervention suitable for each Improvement Area will be drawn up in consultation with the local community, as and when funds become available for investment.
Improvement areas are identified in terms of priority	This is to ensure that funds, when available, are directed towards areas which have been shown to be in most need of investment.
Shepherds Lane Improvement Area has been extended	This boundary has been amended to include the 5 th most deprived Super Output area in the Leeds Metropolitan District.
The Ashtons in Harehills are included in the Luxors & Conways Improvement area	The Ashtons comprise of the same type of housing (predominantly type 3 back to backs) as the Luxors and Conways and are in a similar condition. A considerable amount of objection was received through the consultation period, regarding the omission of the Ashtons from this boundary.
The remodelling area adjacent to Richmond Hill Primary School has been deleted	The through terraced properties in this area are in good condition and have had significant investment in recent years. They are not regarded as a priority for further investment in the short to medium term. The back to backs are not regarded as a particular problem in this area and Cross Green and other parts of Richmond Hill are seen as a greater priority...
RETAIL AND LOCAL SERVICES	
The existing centre at Lincoln Green has been formally allocated as a local centre.	The existing centre in Lincoln Green appears to be successful from an economic viability viewpoint and is well used by local people and will receive some short term investment. In the longer term it is possible that the centre may be relocated closer to St James Hospital to increase the viability of the centre and strengthen links between the hospital and the community.
Halton Moor local centre has moved further north to incorporate the Leisure Centre and One stop Centre.	The proposed local centre designation has been moved to incorporate the existing One Stop Centre and Leisure Centre. The site adjacent to these facilities is owned by Leeds City Council and is cleared and awaiting development and provides the opportunity to bring retail development into this area, which has been identified as deficient in retail provision.
A new local centre has been identified in Gipton at Coldcotes Circus	This proposed designation already includes a number of shops and therefore the potential exists to build on this provision and encourage a vibrant and sustainable local centre.
EDUCATION	
A school site has been reserved in Gipton	Projecting future pupil numbers in Gipton is particularly problematic, in the context of the proposed roll-out of EASEL. A number of proposed development sites are likely to come on stream within the next 5 years. The existing schools in the area are presently nearly full and scope for extension is limited. It is therefore prudent to reserve a site for a new school. The West Oaks school on Oakwood Lane has been identified as a potential

	site for a new school.
LEISURE	
The proposed leisure centre at Killingbeck has been deleted	The alternative options showed a proposal for a leisure centre at Killingbeck as part of a Private Finance Initiative leisure centre improvement programme. This proposal was to bring forward a leisure centre in the middle of EASEL area, accessible to as many of the communities as possible. A considerable number of objections were received to this proposal on the grounds of issues relating to flooding, biodiversity, the area's historical character, nature conservation and access difficulties. Proposals for Leisure Centre provision within the area are to be reviewed.
The proposed extension to Banstead Park has been deleted	A large number of objections were received to this proposal when it was consulted upon in Harehills. Although the Council proposed this as an option to provide more greenspace in the area, properties south of Banstead Park represent some of the most sustainable housing stock in Harehills. The Preferred Options have been amended to reflect these views and investment will be directed towards improving safety and reducing anti-social behaviour in the park, rather than extending the park.
Leeds Nature Areas (LNA's) have been included in the Wykebeck Valley, Killingbeck; Lime Pits Wood, Seacroft; and Waterloo Sidings, Osmondthorpe.	To correct a previous omission.
TRANSPORT	
A route has been indicated for a rapid transit system	Since the alternative options were published, a provisional route has been identified for a rapid transit system – this would be routed to St. James Hospital and then penetrate into the heart of EASEL to improve accessibility. Leeds City Council has presented an outline business case to the DfT for funding, before detailed design work can be undertaken.
A public transport route has been indicated between EASEL and Aire Valley employment area	This has been indicated to address linkages between EASEL and the Aire Valley employment area. It is likely that the route will utilise existing road space and connect the Halton Moor and Osmondthorpe areas to the Aire Valley.