

**‘Shaping the Future’**

**Leeds Local Development Framework**

**Core Strategy**

**Issues and Alternative Options for consultation**

***Draft for Reg. 25 Consultation***  
***(xx October – xx November 2007).***

***4 September 2007 DPP Version***

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(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):-

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## **‘Shaping the Future’ – Have Your Say**

Leeds City Council is consulting on the Issues and Alternative Options for the Core Strategy between XXX and XXX 2007. The Core Strategy and supporting documents are available for inspection at the following locations:

- Development Enquiry Centre, Development Department, Leonardo Building, 2 Rossington Street, Leeds, LS2 8HD (Monday-Friday 8.30am - 5pm, Wednesday 9.30am - 5pm)
- Central Library, Calverley Street, LS1 3AB
- XXX
- XXX

The documents are also published on the Council's website. To download the proposals go to [www.leeds.gov.uk/ldf](http://www.leeds.gov.uk/ldf) and follow the speed link for the Core Strategy within the Local Development Framework. Paper copies of the document can be requested from the address below.

A questionnaire is available to make comments, either online or via the post.

Please return your questionnaire to the following address by XXpm XXX 2007:

Local Development Framework - Core Strategy Team  
Planning and Economic Policy  
Development Department  
Leeds City Council  
2 Rossington Street  
Leeds  
LS2 8HD

Telephone: 0113 247 8075  
Email: [ldf@leeds.gov.uk](mailto:ldf@leeds.gov.uk)  
Fax: 0113 247 6484

## **Seeking Independent Advice and Support**

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To contact Planning Aid:

Yorkshire Planning Aid  
The Green Sand Foundry  
99 Water Lane, Leeds, LS11 5QN  
Telephone/Fax: 0113 237 8486  
Email: [ykco@planningaid.rtpi.org.uk](mailto:ykco@planningaid.rtpi.org.uk)  
Website: [www.planningaid.rtpi.org.uk](http://www.planningaid.rtpi.org.uk)

For general planning advice contact the Planning Advice Helpline:

Telephone: 0870 850 9808  
Email: [ykco@planningaid.rtpi.org.uk](mailto:ykco@planningaid.rtpi.org.uk)

## **CORE STRATEGY ISSUES AND OPTIONS – “SHAPING THE FUTURE”**

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## 1. INTRODUCTION

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### WHAT IS A LOCAL DEVELOPMENT FRAMEWORK?

- 1.1 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 (UDP) will gradually be replaced by a Local Development Framework (LDF). The LDF will set out policies and proposals to guide development in Leeds and will assist in the delivery of the city's Community Strategy, "The Vision for Leeds".
- 1.2 As part of the local planning context, the City Council's Unitary Development Plan (UDP) was adopted in August 2001 and was followed by a selective UDP review (adopted in July 2006). Under the LDF transitional arrangements, policies in the UDP are 'saved' for an initial period of 3 years or until they are replaced by LDF policies and documents.
- 1.3 The LDF must also take account of national Planning Policy Statements, legislation and regulations, as well as regional and local strategies and plans, such as the Regional Spatial Strategy for Yorkshire and Humber and the West Yorkshire Local Transport Plan 2.
- 1.4 The LDF will be like a folder, containing a number of documents, which can be revised and updated individually. This approach is intended to allow greater flexibility for local authorities in responding to changing circumstances. The LDF consists of two types of documents:
  - **Development Plan Documents (DPDs):** These are documents which local authorities are required to prepare and are subject to rigorous procedures of community involvement, consultation and Independent Examination. DPDs include the Core Strategy, site specific allocations of land, the Proposals Map and, where appropriate, Area Action Plans.
  - **Supplementary Planning Documents (SPDs):** SPDs are intended to elaborate upon the policy and proposals in DPDs. They deal with specific issues affecting the whole city or are specific to a particular area. SPDs have a shorter consultation period than DPDs and are not subject to independent examination.

### WHAT IS A CORE STRATEGY?

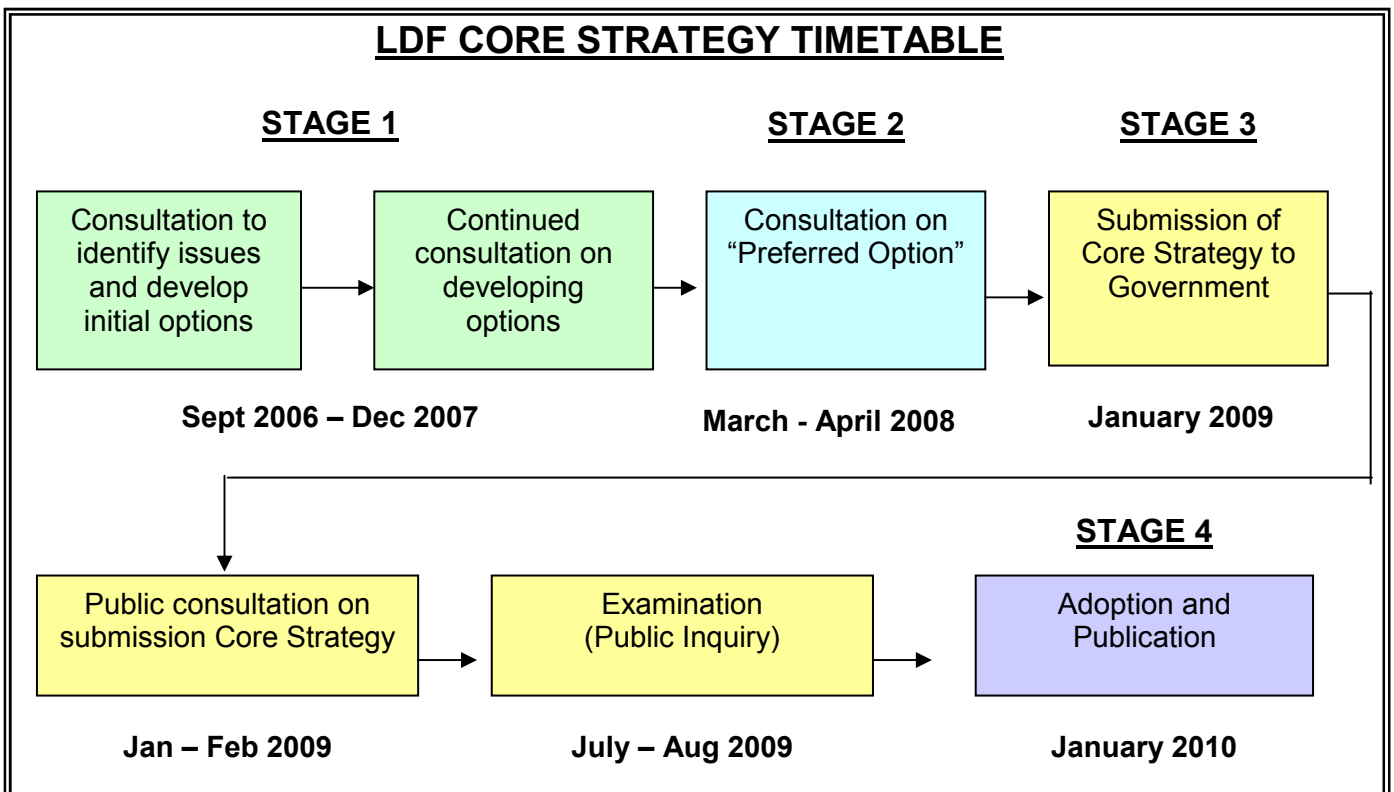
- 1.5 The Core Strategy is the principal document within the Local Development Framework (LDF). It will set out the vision for the future of Leeds over the next two decades. The document will also provide broad policies to shape development. All other documents prepared, as part of the LDF will have to fit with the Core Strategy and contain policies and proposals, which support its strategic vision. Ideally the Core Strategy would be prepared in advance of other LDF documents. However, due to the desire to progress priority areas for regeneration (identified in the UDP review) through a series of LDF Area Action Plans (the City Centre, Aire Valley Leeds, East and South East Leeds and the West Leeds Gateway) and slippage with regard to the preparation of the Yorkshire & Humber Plan (the Regional Spatial Strategy), this has not been possible. Emerging work on the Core Strategy and issues arising from the early stages of consultation on the Area Action Plans, have been used to inform the preparation of LDF documents in the round.
- 1.6 The Core Strategy within the context of national and regional policy, will address a wide range of environmental, social and economic considerations in order to address the challenges and opportunities, which Leeds faces. The timetable for the production of the Core Strategy is set out in the City Council's Local Development Scheme, which provides a

three year rolling programme for the production of DPDs and SPDs. Preparation of the Core Strategy is summarised in the diagram below.

- 1.7 The starting point for formulating the Core Strategy was a “Towards a Key Issues and Options” paper (available on request as background information), which has been considered by the Council’s Development Plan Panel and has informed the contents of this document. Following this, a summary discussion paper was prepared for informal consultation (September – December 2006), to help identify issues and to develop initial options. Within the context of the Statement of Community Involvement, the document was sent to a wide range of groups, partners and organisations and also discussed at a number of specific events and meetings. The comments raised at this early stage have been used to inform and help focus the Issues and Alternative Options for further consultation.

**CORE STRATEGY TIMETABLE**

- 1.8 The preparation of the Core Strategy is divided into 4 broad stages. These are described below.
- 1.9 Stage 1 is to identify issues and develop initial options for discussion and to undertake further wider public consultation to develop the options.
- 1.10 The comments received in Stage 1 will inform the preparation of a ‘Preferred Option’ which will then be subject to more consultation in Stage 2.
- 1.11 Stage 3: The Draft Core Strategy will then be published and you will have the right to formally comment and have your views considered by an independent Government appointed inspector, who will then make recommendations that the Council will be required to adopt.
- 1.12 Stage 4: It is envisaged that the Core Strategy will be adopted as a formal plan by the beginning of 2010.



## **SUSTAINABLE DEVELOPMENT IN LEEDS & SUSTAINABILITY APPRAISAL**

- 1.13 In terms of quality of life and ‘place – making’, addressing sustainable development issues now and in the future, is of fundamental importance to Leeds. Consequently integrating environmental, economic and social issues at every step, as part of the short and longer term development of the City is therefore essential across a range of strategies and initiatives including the LDF. The solutions to such issues are wide ranging and complex, entailing the need not only for specific planning policies but complementary and consistent actions from stakeholders and individuals to make the necessary changes. The Core Strategy, like all LDF documents, is subject to a Sustainability Appraisal. The Appraisal will examine the Core Strategy against a number of different criteria to assess its contribution to the achievement of sustainable development. The ‘Core Strategy Issues and Alternative Options Sustainability Appraisal’ is available upon request and should be read in conjunction with this document to help understand the impact that different options might have on sustainability.

## **2. LEEDS IN CONTEXT**

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### **AN OVERVIEW OF LEEDS**

- 2.1 Leeds is the regional capital of Yorkshire and the Humber and has been identified as the Core City within the ‘Leeds City Region’. The Metropolitan District extends over 562 square kilometres (217 square miles) and is an extremely diverse district, consisting of a main urban area, surrounded by small towns, villages and countryside. In fact two thirds of the district is Green Belt.
- 2.2 The population of Leeds is approximately 723,000. In age terms, the most striking feature is the high proportion of young people, as a result of the city’s role as a major provider of Higher and Further Education. In the order of 24% of the population are aged 15 – 29, compared to 19% in this age group in England as a whole. Households are slightly smaller than the England average (at around 2.27 persons per household) and the black and ethnic minority population is also just below the national average (8%). However, much higher populations are found in some local communities. The latest Government projections suggest that the Leeds population could increase by 75,000 over the next 20 years, which is significantly higher than past trends over the last 40-50 years.
- 2.3 Within the Yorkshire and Humber region as a whole, Leeds’ economic performance stands out with high economic growth and low unemployment. Over the last twenty years, Leeds has created more jobs than any other major city outside London. A key to the success of Leeds has been the strength and diversity of the local economy – and the key role of this in driving competitiveness across the wider region. It is still a significant centre for manufacturing, printing and publishing, although the vast majority of people in Leeds work in the service sector, many in finance, legal services and the creative industries. The public sector is also a major part of the local economy. Whilst Leeds is an economic success, not all of the city’s residents have been able to share in this. Consequently, the need remains to ‘narrow the gap’ between the most disadvantaged people and communities and the rest of the city.
- 2.4 In terms of the immediate economic prospects for the city, Leeds’ firms increasingly need to compete effectively in a globalised economy by ensuring they can innovate, draw upon skilled labour, have a choice of well located sites and benefit from an efficient transport infrastructure. Changing economic conditions longer term will also mean that the city will need to be able to continue to adapt to the implications of wider issues such as climate change, energy supply and economic restructuring. This will mean that in order for Leeds



to be successful over a longer timeframe, the city will not only need to develop its role within the city region but also anticipate and where possible plan for a “transition economy” (without the reliance on fossil fuel) and increasingly promote robust local and regional economic development (as a basis to mitigate against potential unforeseen adverse economic impacts beyond the influence of Leeds).

- 2.5 Although claimant unemployment overall is relatively low in Leeds (approximately 13,000), over 30,000 further people are workless on lone parent or incapacity benefit. Unemployment in some inner city wards is seven times higher than in some outer wards, although this can mask pockets of high unemployment in some streets throughout the Leeds district. In addition, the average black and minority ethnic unemployment rate is twice that of the rest of the population, whilst among the Bangladeshi community it is four times the average rate. Through the City Council’s Corporate Plan, the Community Strategy (Vision for Leeds) and a range of major regeneration and renaissance activities, the Council and its many partners are committed to reducing the gap between the most disadvantaged people and communities and the rest of the city.
- 2.6 Between 1996 - 2007, the Experian Business Strategies/Yorkshire Futures model, estimates an increase of 61,000 jobs, with a projection of a further 15, 500 net additional jobs between 2007 – 2016. It is anticipated that new jobs will be filled by a combination of existing jobholders changing jobs, resident labour force growth, an increase in ‘double job holding’, an increase in migration to Leeds (from the European Union) and an increase in commuting from the sub region. However, whilst job growth is positive for the city and region as a whole, appropriate measures will need to be taken to ensure that local people are able to access local employment opportunities and that transport and related infrastructure is sufficient to support such growth.
- 2.7 Nearly a third of jobs within the Metropolitan District are located in the City Centre, which is a significant destination for employment, shopping, tourism and cultural activities. Within this context, the City Centre’s financial and business services play a critical role in the overall economic life of the city (the sector across the Metropolitan District is the largest in the UK outside London). By 2008, it is also estimated that approximately 15,000 people will live in the City Centre. It is considered however that the international profile of the City Centre needs to be improved and more facilities of a regional and national significance need to be provided. Improvements are also needed to make the City Centre safer and welcoming to people of all ages, social and ethnic groups. Also physical links and ‘connectivity’ from the City Centre to adjacent communities needs to be improved so that the economic opportunities of the city centre can be accessed more easily by neighbouring disadvantaged communities. Accessibility to other major centres of employment outside Leeds is also important, as many Leeds residents could work outside the city if jobs could be accessed, especially by public transport.
- 2.8 Reflecting its relative economic prosperity, Leeds has experienced higher average house prices than the rest of West Yorkshire and house prices have risen rapidly in recent years. However, not all of the city has experienced such high levels of house price inflation and this has resulted in areas of high demand co-existing alongside areas of lower demand. However, given the general rise in house prices and the decline in the number of former Council house properties through the “right to buy” scheme affordability is a key issue for many low to middle income households.
- 2.9 Leeds lies at the ‘crossroads of England’ where the M1 and A1 cross the M62 and Leeds City Station is at the centre of a regional rail network and has excellent rail links with London. Facilities at Leeds-Bradford International Airport have improved, more European destinations are available and passenger numbers are projected to double by 2020.

However, a well connected transport system is vital to the city's continued success, particularly following the cancellation of the Leeds Supertram project.

- 2.10 Leeds has a diverse and attractive environment, with substantial tracts of countryside, parks and greenspace, together with a large number of conservation areas of significant landscape, biodiversity and heritage quality. Within the context of the longer term development and regeneration of the city, the protection and enhancement of the built and natural environment is fundamental to the city's future competitiveness and quality of life, and a healthy and liveable city for all should be promoted. Areas where environmental conditions are poor need to be tackled and the city must address and adapt to the long term consequences of climate change.
- 2.11 Leeds has high quality educational opportunities provided by its 2 Universities, 3 Higher Education Institutions, 7 Further Education Colleges, its schools and its training providers. The University of Leeds is one of the country's top universities; standards in primary schools are amongst the highest in major cities; and the city's secondary schools are improving. However, nearly a third of the working population living in Leeds have no qualifications at all and not enough young people are reaching their educational potential (the Annual Population Survey gives a figure of 13% of 16 – 70 year olds without qualifications in 2005 – a figure slightly lower than the region's or UK's). Addressing such issues is therefore essential in ensuring the longer term development of the city, the establishment of a knowledge economy and the promotion of sustainable communities.

## **TAKING ACCOUNT OF OTHER POLICIES AND STRATEGIES**

- 2.12 In dealing with current and future planning issues in Leeds, the Core Strategy is informed by an evidence base together with a wide range of strategies, policies and programmes at an international, national, regional and local level. Central to these are the Community Strategy for Leeds (Vision for Leeds) and the Regional Spatial Strategy but also includes a wide range of current and emerging guidance. A key opportunity and challenge for the Core Strategy is to set an overall direction, prioritise and to coordinate the future spatial planning of Leeds Metropolitan District – against wider sustainable development principles.
- 2.13 Within the above context current and emerging policies and guidance include: evolving national legislation and planning guidance (such as the Planning White Paper, Housing Green Paper, National Waste Strategy and Transport Bill), the Regional Spatial Strategy (including the Yorkshire & Humber Plan Proposed Changes), the Regional Economic Strategy and the emerging revised Leeds Economic Development Strategy, The City Region Transport Vision the Local Transport Plan (LTP2), the Community Strategy (the Vision for Leeds), City Region Development Programme, emerging Climate Change Strategy and the Unitary Development Plan. As a consequence, the preparation of the Core Strategy is not starting with a 'blank sheet of paper' but shaped by a number of factors influencing change. A comprehensive list of the plans and programmes, which have an influence on the Core Strategy, is included in the Scoping Report of the Core Strategy Sustainability Appraisal.
- 2.14 Within this context, the emerging Regional Spatial Strategy, to which LDF needs to be in general conformity, raises particular implications for Leeds. Whilst many aspects of the draft Yorkshire and Humber Plan are consistent with the Leeds Unitary Development Plan and Community Strategy, a number of areas raise challenges regarding their implications and delivery in the city. For example, the draft Plan promotes a range of opportunities and challenging policy objectives and priorities. These include, closer working between the cities of Leeds and Bradford to recognise their respective and complementary roles, the need to protect and enhance 'green infrastructure', the 'remodelling and transformation' of major urban areas and significant requirements upon the city to plan for higher levels of

housing provision (after 2011 and to the end of the RSS plan period in 2021). This requirement is based upon changes to the population and the economy of Leeds, leading to an estimated figure of 4,000 dwellings per annum. The City Council has made representations through the RSS process raising concerns regarding the scale of the increase and the need for sufficient and appropriate levels of infrastructure to support diverse and sustainable communities.

- 2.15 Whilst many of the wider policy issues are beyond the direct control of the Core Strategy, it is important that as far as possible the strategy seeks to put in place a robust yet flexible planning framework for the city. Central to this is the need to set out a direction of change to deliver social, economic and environmental policy objectives at the same time, having regard to local evidence, research and information. This is a challenging and complex programme and the City Council will continue to work with a wide range of partners at all appropriate levels to achieve agreed priorities in the short, medium and longer term. Within this context, the Core Strategy is focused upon delivering the priorities of the Vision for Leeds and related strategies. In achieving this, the following sections of the Issues and Alternative Options paper set out an overall ‘spatial vision’, underpinned by key themes and objectives. A series of issues and alternative options are then covered within each of these areas. This is followed by the presentation of four spatial planning scenarios, to illustrate how future patterns of regeneration and development might be achieved, in response to the options and questions described under each theme. The scenarios represent potential solutions to options and questions raised and may in practice work in combination or as part of a phased approach. In response to the questions and alternative options, there is scope also for additional scenarios to be developed. These in turn will need to be appraised and considered in the future development of the Core Strategy.

### **3. THE VISION FOR THE CORE STRATEGY**

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#### **INTRODUCTION**

- 3.1 The overall vision for the Core Strategy, has been influenced by a range of planning guidance, related strategies, policies and evidence. Central to these also is the strategic direction set and priorities established as part of the Community Strategy for Leeds (the “Vision for Leeds”). It is an important aspect of the Core Strategy therefore to take into account the Vision for Leeds as well as giving further clarity to identified key priorities arising from further evidence.
- 3.2 Following a period of extensive public consultation, the Vision has been adopted by a range of partners, including Leeds City Council. The purpose of the Vision for Leeds is to guide the work of all Leeds Initiative partners to make sure that the longer term aims for the city can be achieved. These are:
- Going up a league as a city,
  - Narrowing the gap between the most disadvantaged people and communities and the rest of the city,
  - Developing Leeds’ role as the regional capital.
- 3.3 A key purpose of the LDF Core Strategy is to give spatial planning expression to these longer term aims.

#### **SPATIAL VISION**

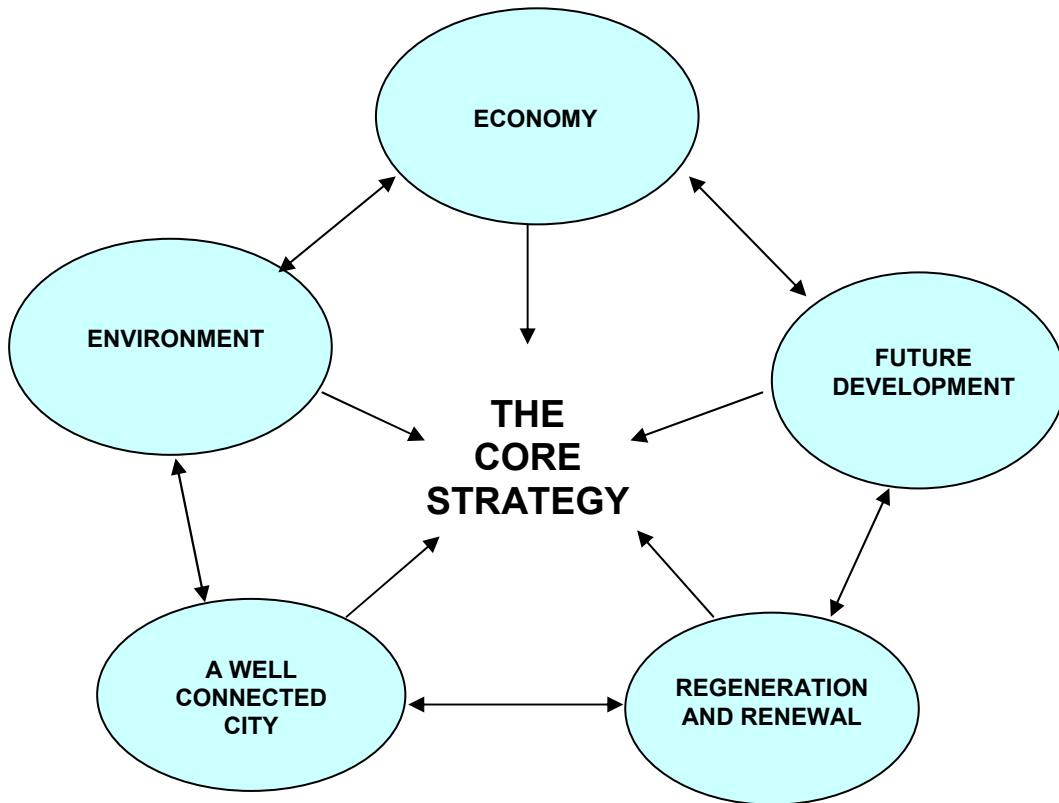
- 3.4 Drawing upon the Community Strategy, Leeds is a dynamic regional capital of European significance, which faces a wide range of challenges and opportunities. The City and wider district of Leeds, is a complex blend of urban and rural areas, extensive green infrastructure (river valleys, green wedges, greenspaces and corridors); a place of enterprise and economic competitiveness centred upon communities across a major city centre; a wide range of local centres and settlements, served by a network of infrastructure including transport and social facilities. Within the scope of the Core Strategy, land use and spatial planning challenges and opportunities need to be addressed through an overall Vision, which takes into account the diverse characteristics of Leeds – whilst seeking to provide for longer term needs. Underpinning the Spatial Vision for the Core Strategy is the need to take an integrated approach to social, economic and environmental issues in order to meet the city’s needs now and in the future.
- 3.5 Against this broad framework, climate change is already affecting us all. We are seeing more extreme weather conditions with subsequent effects on agriculture, biodiversity, air and water quality and flooding. Government places a commitment on Leeds to play its part in reducing greenhouse gas emissions and the planning system offers an opportunity to do that. For example, vehicular traffic is a prime cause of greenhouse gas emissions. Planning can reduce the need to travel by introducing locational policies within the Local Development Framework (LDF). This means locating new development close to public transport and other services, so that it is easy for people to walk, cycle and to use public transport as alternatives to travelling by car. The Core Strategy can also introduce requirements for new development, which can help us move to a low carbon economy.
- 3.6 Climate change brings a major challenge to the well being of Leeds in managing flood risk. Flooding can cause disruption to local communities but also has wide environmental, social and economic consequences. It affects both the rural farming and urban economy – and therefore a particular issue for Leeds, which is seen as the driver for the economy of the

whole region. Planning has a role in ensuring that development takes place in a way that does not increase flood risk and to provide a framework to adapt and mitigate the longer term and wide consequences of climate change.

- 3.7 Leeds also wants to ensure that there are sufficient homes to meet the needs of the diverse communities across the District. The Regional Spatial Strategy sets a challenging target for the amount of homes to be provided in Leeds and indicates that this should be provided within the main urban areas of Leeds. To achieve this however, it is necessary to ensure the provision of adequate social and transport infrastructure is available to support new housing to ensure that growth does not lead to unacceptable impacts upon the environment.
- 3.8 With this in mind, it is necessary for the City Council to work with a range of partners to provide a sufficient number, range and type of housing to meet a variety of needs and for this to be located close to where there are schools, health facilities, shops and good public transport. This helps reduce the need to travel but also, when journeys have to be made, people should be able to choose to use safe and reliable public transport as part of an integrated transport strategy. Linked to this also, is the key role of housing in supporting economic development and in maintaining and establishing sustainable communities.
- 3.9 Through the Vision for Leeds and related strategies, there has been a long term recognition in the city that in order to create balanced and sustainable communities, which meet local needs and to 'narrow the gap', there needs to be adequate access to: public transport, jobs, education, skills and training provision, health services and retail, local and community services. These are important aspects of the Core Strategy, together with the need to develop a spatial strategy, which reflects this approach, by developing communities, which have a strong town centre as their focus.
- 3.10 Enhanced economic development and regeneration in Leeds are important priorities, not just for the city but for the city region and region as a whole. These need to be achieved as part of an overall approach, which aims to safeguard, enhance and harness environmental resources (such as greenspace, biodiversity, new 'green industries' and renewable energy). Through such an approach, opportunities also arise to help deliver a local 'low carbon' and transition economy, which reflects the distinctiveness of Leeds for communities now and in the future. Against this context, the LDF Core Strategy will need to provide a policy framework to encourage and support business competitiveness and appropriate economic growth.
- 3.11 At a national and local level waste management is a key issue. For example, the region faces increasing pressure on its landfill sites. Domestic and commercial waste needs to be reduced by recycling, recovery and re-use of waste. There is also a need to decouple the increase of waste (and energy requirements) from economic development. The LDF can have an influence on all these things by seeking to manage the growth and flow of waste resources and through the design of new buildings and infrastructure. For example, use of porous surfaces can help slow down water run off and reduce flood risk.
- 3.12 This is the broad vision that we hope to achieve in our Core Strategy, to ensure that the environmental, economic and social challenges and opportunities are met for the benefit of places and communities across Leeds now and in the future. In taking this forward the following Aims, Objectives and Core Strategy themes have been identified. The Aims are intended to set the overall strategic direction, with the objectives providing a focus to develop specific policy areas, which are grouped around a number of themes.

## CORE STRATEGY THEMES

3.13 In order to take the vision for the Core Strategy forward, this has been structured into five themes, which are illustrated below. In helping to take the Community Strategy priorities forward and in reflecting the emerging Regional Spatial Strategy, these themes cut across a range of environmental, economic and social issues. Each theme is considered in more detail in the following sections and key issues and alternative options are raised under each theme and via a series of questions. The purpose of this is to tackle environmental, economic and social issues in an integrated way and to help identify how the City might approach urban renewal, regeneration and growth, against a wider sustainable development framework. These sections also begin to introduce options for dealing with the issues raised, however the list of alternative options is by no means exhaustive and it is anticipated that new issues and options will be raised and suggested through the consultation process (and prompted by the Regional Spatial Strategy and new government guidance continue to emerge).



## CORE STRATEGY AIMS AND OBJECTIVES

3.14 Within the context of the overall Spatial Vision, the Aims and Objectives of the Core Strategy are as follows:

### **Aims:**

To promote the future planning, regeneration and development of Leeds as a sustainable city (consistent with 'One Planet Leeds' principles) in order to:

- Protect, enhance and manage the environment,
- Promote economic success, with a high quality of life,
- Narrow the gap between disadvantaged communities and the rest of Leeds,
- Promote and develop Leeds' role within Leeds City region as a competitive European city.

### **Objectives:**

#### ***The Environment***

1. To ensure that development takes place in a way that:

- protects and enhances our natural and built environment,
- tackles the causes and effects of climate change,
- reduces and adapts to the impacts of climate change (e.g. flood risk),
- makes best use of our natural resources (e.g. energy, water, building materials) and minimises waste.

2. To maintain the setting of Leeds within a network of connected green spaces that enhances its environment and distinctiveness.

#### ***The Economy***

3. To plan for land use needs that reflect the ambitions of a major European city and to secure their economic benefits for Leeds residents by promoting:

- an enhanced, diverse and competitive economy, supported by the location of development in appropriate locations, with the necessary infrastructure,
- an enhanced and more attractive city centre, providing a catalyst for economic development in Leeds and across the region,
- a framework to effectively manage economic change and transition.

#### ***Regeneration and Renewal***

4. To promote the high quality regeneration of urban areas to achieve:

- urban renaissance,
- increased prosperity for all,
- attractiveness of place and high quality design.

#### ***Future Development***

5. To plan for the land use needs of Leeds to support enhanced economic development and competitiveness in terms of housing, economic activity and employment, services and leisure in the most sustainable locations, with adequate infrastructure and using sustainable construction techniques.

6. To help make all neighbourhoods desirable places to live with safe and healthy environments, easy access to supporting services, facilities and outdoor recreation and places for community focus and interaction (including: mixed communities, tenure, affordability, household type and size and vibrant city and town centres as the focus for activity).

#### ***A Well-Connected City***

7. To reduce the need to travel by car and promote safe and sustainable forms of travel.

8. To improve regional, national and international transport connections.

9. To create a change in perspectives about travel so that people are more aware of the effect of their travel choices.

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

Yes No

*If No, please indicate why below.*

*If you feel there are there any additional Aims and Objectives which need to be included, please set these out below:*

.....  
.....  
.....



## 4. KEY ISSUES AND ALTERNATIVE OPTIONS

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### OVERVIEW

- 4.1 The following issues and alternative options seek to explore the challenges and opportunities facing the city and the District.
- 4.2 Within each theme a series of key questions have been identified, alongside supporting explanatory text. They seek to highlight and explore the planning issues across the District. These issues in turn need to be addressed in combination as part of a wider spatial planning framework. In delivering this framework, Section 5 of this paper moves on to identify four alternative options or ‘spatial scenarios’ to consider what these issues may look like in spatial terms.

### i) THE ENVIRONMENT

#### CLIMATE CHANGE

- 4.3 Climate change means that we are likely to experience more extreme weather events, such as heatwaves, droughts, intense rainfall and gales and with increased unpredictability. The need to adapt to the consequences of climate change in the short, medium, and longer term is a major challenge for Leeds. As well as adapting to climate change, we also need to mitigate climate change. The design of buildings and places, infrastructure provision, the level and nature of economic growth and related development patterns all impact on climate change. However, the promotion of innovation is a key element of developing a competitive economy, consistent with the role of Leeds as a Core City at the heart of the Leeds City Region. Within this context there are opportunities for Leeds to promote new technologies and ways of working to assist in adapting to and mitigating climate change.
- 4.4 The promotion of renewable energy targets have been identified at a national, regional and local level, as a means of managing the demand for energy from fossil fuels in order to combat climate change. The Regional Spatial Strategy sets a specific target for Leeds to provide energy from renewable sources, however there is little capacity in the District for off-site renewable energy generation, such as medium or large wind turbines and therefore it may only be possible to provide renewable energy through on-site micro-generation. It is within this context that Leeds must address the impact of development on climate change and the environment.
- 4.5 Using sustainable design and construction techniques can also help to ensure that the city can help to minimise energy use and adapting to climate change. Sustainable Construction principles include energy efficiency measures; renewable energy; waste recycling and composting; water efficiency, collection and recycling; on-site protection, enhancement and creation of habitats; minimizing light pollution; reusing materials and creating lifetime homes. Leeds is developing a Supplementary Planning Document to give details of the sustainable construction principles, which are applicable to major development.

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

- |   |                          |   |
|---|--------------------------|---|
| <b>1. Require all new development to be designed according to sustainable construction principles, or,</b>  |                          | 1 or 2?   |
| <b>2. Require only major development to be designed according to sustainable construction principles.</b>   | <input type="checkbox"/> |   |
| <b>3. Seek developer contributions in order to fund the ‘retro-fitting’ of sustainable construction measures to existing housing stock.</b>   | <input type="checkbox"/> | Yes No<br><input type="checkbox"/> <input type="checkbox"/> |
| <b>4. Require an increasing percentage of the energy needs of the building to come from on-site renewable energy generation; at least 10% up until 2010, at least 15% up until 2015, and at least 20% thereafter, or,</b>                   |                          | 4 or 5?<br><input type="checkbox"/>                         |
| <b>5. Set a more challenging target for renewable energy.</b>   |                          |   |
| <b>6. Set targets for reducing the carbon emissions from new development.</b>   | <input type="checkbox"/> | Yes No<br><input type="checkbox"/> <input type="checkbox"/> |
| <b>7. Set targets for climate change adaptation. To include, surface water drainage (from new development), promoting ‘green roofs’ and encouraging landscape and planting schemes that make provision for higher outside temperatures.</b> | <input type="checkbox"/> | Yes No<br><input type="checkbox"/> <input type="checkbox"/> |

**Other comments:**.....

4.6 One of the most obvious effects of climate change is increased flood risk. In Leeds the River Aire flows through the heart of the city and the River Wharfe flows through settlements such as Wetherby, Otley and Boston Spa. Leeds is enjoying a period of renaissance development along its waterfront with increased residential development in areas, which were previously in industrial use. To prevent any further development along the waterfronts of these rivers would hinder their sustained regeneration. However, there are ways that flood risk can be managed and still allow urban areas to flourish. The Government guidance sets out a ‘sequential approach’ to locating new development, so that the most vulnerable forms of development are not located in the highest flood risk areas. A Strategic Flood Risk Assessment (SFRA) has been completed for Leeds, which will assist in making this assessment. It is also possible to require mitigation to ensure that new development is designed to cope with flooding and to ensure that built development uses measures such as sustainable urban drainage, porous surfaces and vegetation to ensure that the flood risk is not increased.

4.7 The SFRA identifies areas of flood risk across the District. These represent the probability of flooding as follows:

- Zone 3b functional floodplain - areas where water has to flow in times of flood and where there will be no attempt to prevent it from doing so.
- High Flood Risk Zone 3a(ii) - areas that would be flooded on average once every 20 years, i.e. where there is a 5% chance of flooding in any one year.

- High Flood Risk Zone 3a(i) - areas that would be flooded on average once every 100 years, i.e. where there is a 1% chance of flooding in any one year.
- Medium Flood Risk Zone 2 - areas that would be flooded on average once every 1,000 years, i.e. where there is a 0.1% chance of flooding in any one year.

4.8 The Council will not allow development in the zone 3b functional floodplain. However, there are options within the other areas of flood risk as the Council has to try to balance flood risk with the need to provide sufficient land for housing, reduce pressure on greenfield sites and aid regeneration. It should be made clear that all development will be required to ensure that it does not exacerbate flood risk further downstream and that developer contributions for flood defence and mitigation may be required.

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

**Either:**

*a, b, or c?*

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

**Or:**

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

**Or:**

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

**\* Details can be found in the Leeds Strategic Flood Risk Assessment**

**Other comments.....**

## THE NATURAL ENVIRONMENT

- 4.9 The protection, management and enhancement of environmental resources, including air, land, water, biodiversity and landscape character, are fundamental not only to the quality of life in Leeds but for longer term global environmental sustainability. The delivery of long term economic growth must have regard to environmental carrying capacities, “tipping points” and recognise the important role of ‘green infrastructure’ upon the city’s character and quality of life. The need to plan for such issues is therefore integral to both current and emerging environmental legislation.
- 4.10 Part IIA of the Environmental Protection Act 1990 has established a new statutory regime for the identification and cleaning up of contaminated land. This legislation is aimed at dealing with historical contamination and involves the implementation of Leeds City Council’s Contaminated Land Inspection Strategy.
- 4.11 The Water Framework Directive places a requirement on local authorities to improve good ecological and chemical status of surface waters. This can be done by tackling practices in urban and rural areas which lead to water pollution, exercising control over the physical shape of water bodies, and controls over changes in the rates of volumes of flow.

- 4.12 Maintaining and enhancing the green infrastructure (including waterways) of the District would ensure that Leeds helps to safeguard the green environment. This consists of an integrated network of greenspaces that can be used for a variety of uses. Such spaces and ‘green corridors’ would help to improve health, fitness, mental health and wellbeing, and access to nature as well as provide a quality context for the built environment. The green infrastructure should respect landscape character and diversity, protect ecological and cultural heritage, and promote local distinctiveness. Biodiversity and geological conservation should also be protected, through designated nature conservation and geological sites and important habitats, such as ancient woodland. This is alongside the identification of key habitat networks and corridors and strategic opportunities for habitat restoration.
- 4.13 Leeds will be carrying out a greenspace audit to identify where there are areas of deficiency or over-provision. Greenspaces are recognised as a requirement for our quality of life. Leeds wants everybody to live near to quality open spaces. However, not all our open spaces are well used and consideration has to be given to how these can be upgraded.
- 4.14 The Leeds Green Belt has a key role in helping the regeneration of the urban area and in maintaining the openness around the main urban area and smaller settlements. In complementing this, the Leeds Forest Strategy aims to make Leeds Europe’s cleanest and greenest city by 2020 and the Core Strategy should take account of this and assist in achieving this aspiration.

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

	Yes	No
<b>1. Increasing the quantity of greenspace, by requiring new development to provide it,</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>2. Reviewing the quantity of greenspace, to identify where it is not needed and could be used for alternative uses (including housing), to provide funds to improve the quality of other greenspaces,</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>3. Protecting and enhancing natural habitats, and identifying and mapping opportunities for habitat creation and restoration,</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>4. Protecting areas of special landscape quality,</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Other comments.....</b>		

**THE BUILT ENVIRONMENT**

- 4.15 The Leeds District is characterised by a wide range of villages, towns, suburbs, neighbourhoods and communities. In some areas there are concentrations of historic townscapes, whilst in other areas there are opportunities for major urban regeneration and renaissance. The protection and enhancement of local distinctiveness, together with creative urban design, has a key role to play in providing successful places.

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

- 1. Identifying, protecting, and promoting heritage and the distinctive positive character of different areas, in either,**  
**a. Designated historic environments, or,**  
**b. throughout the District,**
- 2. Encouraging creative, distinctive and innovative design in appropriate locations.**

a or b?

Yes No

**Other comments.....**

**NATURAL RESOURCES AND WASTE MANAGEMENT**

- 4.16 Leeds is a large and complex city, which uses a range of natural resource ‘inputs’ such as land and water, to sustain economic and living conditions in the area. Linked to these wider ‘resource flows’ and the demands placed upon them, are a range of ‘outputs’, including commercial and domestic waste arisings. Within the context of sustainable development principles, it is essential that these flows are minimised (to reduce overall levels of resource consumption), managed and planned for as far as possible within the framework of the Core Strategy (in reflecting the important planning issues associated with natural resources and waste management, the City Council is also progressing a separate Development Plan Document).
- 4.17 For example, development cannot proceed without the supply of minerals (and related building materials). Mineral working also makes an important contribution to the local economy through employment and environmental improvement through the restoration of landscapes for recreation and biodiversity. Minerals are a non-renewable resource; once worked they no longer exist in their original form. It is therefore important to encourage the sustainable husbandry of mineral resources and through sustainable design and construction techniques, encourage the use of alternatives to primary mineral resources.
- 4.18 Waste minimisation and management are important strategic issues. An overall objective is to seek to break the link between economic growth and waste arising and through the waste hierarchy (reduce, re-use, recycle and recovery) manage waste effectively at all levels. Within this context also, the positive opportunities from the generation of waste, such as the development of new products, services and employment opportunities (linked to waste recycling technologies), need to be fully explored.
- 4.19 As part of this approach, it is necessary to maintain and establish an appropriate network of waste facilities and infrastructure for both domestic and commercial waste. Consequently, in response to European legislation (and penalties) and national guidance, the City Council has developed a Waste Strategy – focussing upon specific targets and solutions for the management of “municipal waste” (the domestic waste collected by the City Council). Currently being progressed as part of this strategy, are proposals for the development of a ‘waste to energy’ facility as part of a package of measures.

**6. Leeds needs to minimise the amount of waste arising. This should be undertaken by:**

	Yes	No
1. Encouraging the treatment of waste at the highest possible level of the waste hierarchy,	<input type="checkbox"/>	<input type="checkbox"/>
2. Encouraging the processing of waste to add value and avoid landfill,	<input type="checkbox"/>	<input type="checkbox"/>

**Other Comments:**.....

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

	Yes	No
1. Within existing residential areas and town and district centres,	<input type="checkbox"/>	<input type="checkbox"/>
2. In accessible commercial / industrial areas	<input type="checkbox"/>	<input type="checkbox"/>
3. In accessible countryside / rural locations	<input type="checkbox"/>	<input type="checkbox"/>

**Other Comments:**.....

4.20 Leeds acknowledges its duty to encourage the production of minerals from within its district to help meet local demand. It will endeavour to meet its share of regional production of primary minerals in accordance with national guidance and maintain a land bank of aggregate permissions for this purpose and safeguard identified areas for possible production of aggregates, dimension stone and brick clay. In relation to the production of recycled aggregates it will work with the industry to remove barriers which limit the volume and quality of materials produced within the district.

**ii) ECONOMY**

**ECONOMIC GROWTH AND COMPETITION**

4.21 The Leeds economy is of crucial importance not only to the Leeds City Region (and national economy), but also to the wider Yorkshire and Humber area. Leeds needs to continue to adapt to industrial restructuring, promote sustainable economic development and competitiveness, against a framework of opportunities and challenges associated with ‘low carbon’ and ‘transition economies’.

4.22 Consistent with national, regional and local strategies and initiatives, Leeds is a major UK and aspiring European and international city. In the short, medium and longer term, these ambitions need to be supported by the provision of the necessary physical infrastructure, to help support business growth and ‘place making’. Such infrastructure needs to meet both current requirements (such as major public transport investment), together with future requirements linked to patterns of regeneration and economic growth. In securing enhanced levels of economic development and in spreading the benefits of economic success to renew and regenerate the city, it is essential also that training and skills development, sites and premises, transport infrastructure, enterprise and innovation are promoted and linked as part of an overall spatial planning framework.

- 4.23 One of the main reasons that Leeds has become the economic driver for the city region is because of the growth of business and financial services and consequent office development. There are questions about whether neighbouring cities such as Wakefield and Bradford should be encouraged to host more office development and whether there are other business sectors, which would be suited to other locations in the city region.
- 4.24 Housing (the quality, range and supply of the housing stock) has a key role to play in supporting the long term economic development of Leeds. This presents both opportunities and challenges in securing regeneration objectives and in managing the physical growth of Leeds, supported by the necessary infrastructure.
- 4.25 In remote country areas, the rural economy is the lifeblood that sustains communities and gives them self-sufficiency. The rural areas of Leeds have less necessity for local rural employment as they are bound into the economy of Leeds as a whole (although ‘free standing market towns’ such as Otley play an important local role).

### **JOBS AND TRAINING**

- 4.26 To support the continued economic development of Leeds, there is a need not only to retain the existing employment base, but also to provide labour market opportunities in new employment growth areas, such as the ‘knowledge based economy’ as part of a prosperous and diverse economy.
- 4.27 In promoting longer term economic development and competition and to help ‘narrow the gap’, there is a need to improve access to employment opportunities in order to reduce levels of unemployment. Linked to the development planning process, it is important that training, education and workforce development are secured. This presents both opportunities and challenges in securing regeneration objectives and in managing the physical growth of Leeds.

## **iii) REGENERATION AND RENEWAL**

### **REGENERATION**

- 4.28 A key objective within existing strategies for Leeds, including the UDP Review and the Vision for Leeds, is the longer term regeneration and renaissance of the city. It is important that the Core Strategy sets out the spatial context of this objective in terms of social, economic and environmental considerations.
- 4.29 The work undertaken to date in the city has concentrated on housing and design led activities. The Core Strategy should widen this discussion to consider the comprehensive requirements of regeneration and renaissance, including jobs, transport and the environment, thereby delivering mixed and sustainable communities.
- 4.30 With a range of partners and within the context of the UDP Review, Vision for Leeds and the Regeneration Strategy, the City Council is currently promoting a number of regeneration projects across Leeds. Given that new development, particularly residential development, places increased pressure on local services it is important that the planning of these projects includes an assessment of infrastructure requirements, including access to transport, jobs, education, the remediation of contaminated/brownfield land and local services.

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

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

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

Yes  No

**Please state:**.....  
.....

**9. Regeneration areas are designated at the following locations:**

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

**Bearing in mind the criteria for identifying regeneration areas as listed in Question 8, are there any other areas, which should be identified as a regeneration priority?**

Yes  No

**Please state:**.....

### iii) FUTURE DEVELOPMENT

#### HOUSING IN LEEDS

##### MEETING HOUSING NEEDS – GENERAL HOUSING

4.31 Current housing land policy is set out in the Leeds UDP Review (adopted in July 2006). This requires Leeds to provide 1930 dwellings a year until 2016. Drawing upon national and regional policy guidance (Planning Policy Guidance 3 – March 2000) and the current Regional Spatial Strategy (adopted in December 2004 – originally RPG 12), for the purposes of urban regeneration and renaissance, the UDP aims to meet as much of this requirement on previously developed (brownfield) land. Although the UDP includes greenfield and “Protected Areas of Search” sites, the strategy is to hold these in reserve until such time as brownfield supply becomes insufficient. A management policy (and phasing criteria) defines the circumstances in which reserve sites should be released and considered.



- 4.32 In many ways, this policy has been very successful. It has led to a vast increase in the amounts of land being submitted for planning approval and the stocks of land with planning permission are now well over three times as great as they were in the 1990s. Completions have exceeded targets by 41% since 1998 and more recently over 3000 dwellings a year have been built – the highest totals in Leeds since the mid 1970s. The vast majority of this development has been on brownfield land, 93% in the last 5 years. The spatial and land use consequence of this approach has been to channel investment, redevelopment and regeneration into the main urban areas of Leeds. This approach has been consistent also with wider environmental and social policy objectives to prevent urban encroachment into the Green Belt and to tackle social issues within areas of deprivation.
- 4.33 A consequence of the approach also has been the development of a high level of housing provision in the city centre and other inner areas. It has also encouraged a switch from more traditional house construction to the building of flats, which now account for three quarters of all dwellings being constructed. In some areas, family housing has been in short supply and there have been significant increases in housing density, which in some areas has raised concerns about local amenity and character.
- 4.34 Within the context of new and emerging national and regional planning guidance there are a number of policy implications for the Core Strategy. The publication of PPS3 (Planning Policy Statement 3 – Housing) in December 2006, emphasises the need to plan for sustainable and mixed communities. Whilst a priority for the redevelopment of brownfield land for housing remains, within the context of national policy to increase housing provision, local planning authorities need to demonstrate the availability of land for development over 5, 10 and 15 year periods.

## **MEETING THE LEEDS HOUSING REQUIREMENT**

- 4.35 At a regional level, in parallel to the preparation of LDF documents at a local level, a new Regional Spatial Strategy (Yorkshire and Humber Plan) is being prepared (and was subject to an Independent Examination in Public in September - October 2006). It is anticipated that the Plan will be adopted in Spring 2008, with a period of consultation on Proposed Changes (following the publication of the Panel's recommendations in May 2007) during the autumn. A key issue for Leeds emerging from the draft Plan, is the substantial increase in the dwelling requirement for the city. Although the figures are not finalised, gross house building rates in the order of 2700 p.a. (2007 – 2011) and an estimated 4200 thereafter (2011 – 2021) are likely to be required. This increase in house building is driven not only by household formation trends but also by a desire to achieve a better balance between jobs and housing distribution.
- 4.36 In preparation of the draft Yorkshire and Humber Plan, Leeds City Council has made a number of representations regarding the dramatic scale of the proposed increase in housing provision. This has been on the basis of the following points:
- there is a need, to explore more fully alternative approaches at a city region level to achieve a more optimum distribution of houses and employment opportunities,
  - the City Council has concerns that the requirement is driven by the need to achieve a numerical housing target without sufficient regard to the requirements of genuinely sustainable and mixed communities,
  - the City Council has concerns regarding the achievement of competing RSS objectives at a local level and also the need to link levels of growth to appropriate provisions of infrastructure.

- 4.37 Within this emerging context, the Core Strategy needs to show in broad terms how the housing requirement can be met up to 2026 (15 years after the anticipated adoption in 2011). Given the relationship to the RSS and the uncertainties associated with this, it would be inappropriate to firm up specific options or strategies for Leeds at this stage. In addition, further work is being developed at a regional and sub regional level to consider housing and implementation matters further. It is therefore premature and inappropriate to seek to resolve these through the Leeds LDF Core Strategy in advance of conclusions being drawn from this work. Within the context of the Leeds Core Strategy broader issues regarding aspects of the housing requirement and locations (linked to spatial scenarios) can be raised and it should be noted also that future LDF documents (as identified in the Local Development Scheme programme), will need to allocate sufficient sites for housing and set out detailed policy for their phased release.
- 4.38 In informing these issues, Table 1 below compares the amount of housing that Leeds is expected to have to accommodate between now and 2026 (right hand column) and the various sources of supply (left and centre columns). It should be noted that 2026, for housing purposes, is the end date of the LDF Core Strategy being 15 years from adoption and that the dwelling requirement is derived from the emerging RSS. It should also be noted that H3, H4 and N34 are labels for categories of land supply used in the Leeds Unitary Development Plan. H3 phase 1 allocations comprise of urban brownfield land that could be developed now. H3 phase 2 and 3 allocations, are greenfield sites held back from immediate development. The numbers quoted are all estimates or orders of magnitude and should not be read as precise measures of the yield of each source. Also, there is some overlap between Area Action Plan sites and other sources, which has been allowed for. The H4 windfall allowance provides a proxy for a quantum of sites, which would be expected to be identified through future land availability survey.

Table 1 - Emerging Housing Requirement and Current Sources of Housing Supply

Housing supply source	Housing numbers	Shortfall to meet 73800 (cumulative deduction)
H4 windfall 2007-16	21900 to 5200	48600 to 51900
2016-26	0 to 19000	29600 to 51900
H3 phase 1 allocations	5300	27600 to 46600
EASEL Area Action Plan	7600	25900 to 44900
Aire Valley Area Action Plan	6200	20000 to 39000
H3 phase 2 allocations	1700	12400 to 31400
H3 phase 3 allocations	5900	6200 to 25200
N34 protected areas of search	10900	-4700 to 14300
New Land Requirements	?14300?	

### Supply and Demand Factors

- 4.39 With regard to housing supply issues, the following key points should be noted:
- The 2007-16 windfall estimate is from the trajectory of gross house building from the City Council's March 2007 Housing Land Monitor. The 2016-26 estimates assume continuation of the long-term 1991-2007 rate of planning permissions outside the city centre, and 500 completions p.a. within it. Windfall forecasting beyond 5 years brings uncertainty. Given recent government announcements to increase house-building and advice about the use of windfall assumptions in PPS3, the Core Strategy needs have alternative means of supply identified in case lower rates of windfall ensue.

- An assumption is that “brownfield” sites would continue to be given priority with greenfield sites held back from development until brownfield supply is insufficient.
- If policy were adopted to increase the proportion of houses relative to flats, the shortfall of dwellings would increase as densities would fall.
- The N34 (Protected Areas of Search) land comprises of a range of development sites spread across the District. In the light of current government guidance, it is likely that they will need to be reappraised for housing, in the light of sustainable development criteria (to determine whether or not they should be taken forward).

### **Additional Supply**

- 4.40 It should be noted that the purpose of the Core Strategy, is to provide an overall strategic framework, rather than allocating specific sites for development. However, the Core Strategy will need to show how the requirement for new housing will be met in broad locational terms. A range of policy options will therefore need to be explored in order to meet a range of requirements. These will be dependent upon the final adopted RSS requirement, the provision of the necessary infrastructure and urban capacity issues.
- 4.41 Such options may include:
- Use of some existing employment allocations (635 hectares) where surplus. The table above already assumes 100-125 hectares of employment allocations is re-allocated as housing land in the emerging Aire Valley Area Action Plan (but more might be re-allocated depending upon suitability and the level of employment land oversupply in Leeds).
  - Further intensification of development in existing urban areas, including:
    - modification of urban design, conservation, car parking and greenspace policy requirements enabling higher buildings and more of site areas to be built upon.
    - change of policy to allow selective elements of urban greenspace to be developed. This would focus particularly on undervalued land in areas with above average provision.
  - Review of Protected Areas of Search.
- 4.42 In translating the spatial implications of the Vision for Leeds (Community Strategy) and Regional Spatial Strategy, a number of choices are set out in the alternative options below and also as part of the spatial scenarios (see Section 5). A key aspect of these options also relates to the need for the Leeds housing requirements to be integrated with other land uses and activities – in seeking to maintain and establish sustainable communities. Integral to this approach is the need to ensure that Leeds residents benefit as far as possible from job growth and economic development.
- 4.43 Against a wider sustainable development framework, these scenarios seek to anticipate what form the main built up areas of Leeds may take, through a combination of policy options based upon urban regeneration, renewal and potential future levels of physical growth. There are a number of opportunities and issues arising from such options. Each will have a range of implications, including the use of and the need for resources, infrastructure (both existing and new), accessibility and proximity to services.

<b>10. Do you agree / disagree with the following options:</b>	<b>Agree</b>	<b>Disagree</b>
<b>a) Greenfield sites should be held back from development until such time as the supply of housing from brownfield site development is insufficient to meet the housing requirement,</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>b) The rate of development in urban areas should be intensified (linked to infrastructure and sustainable construction techniques) to meet any shortfalls in housing supply, (this would mean higher densities, and building on surplus greenspace and employment land),</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>c) Develop strategies for the early release of greenfield sites for the provision of houses as opposed to flats,</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>d) Greenfield sites should only be released where sufficient levels of public transport (and other necessary community infrastructure) can be provided, high standards of sustainable design and construction techniques are used and where higher than normal levels of affordable housing can be delivered,</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>e) The longer term contribution of “Protected Areas of Search” (PAS) sites need to be reviewed within the context of a) – d) and against sustainability criteria.</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Other Comments:</b> .....		

**HOUSING FOR ALL**

- 4.44 House prices rose dramatically between 2000 and 2006, which means that home ownership is out of reach of many low to middle income households. However, at the same time the availability of former council housing stock has been reduced as a result of “right to buy” acquisitions. Housing has become expensive to buy and rent privately, even in the lowest priced areas. Where possible, the Core Strategy needs to address how local people on lower incomes can access housing, which is affordable. This includes key worker accommodation.
- 4.45 Furthermore, there is a need for the Core Strategy to address the need for potential new gypsy and traveller accommodation across Leeds.

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

- |  | Yes                      | No                       |
|--|--------------------------|--------------------------|
| 1. Increasing the proportion of affordable housing that we seek on development sites,          | <input type="checkbox"/> | <input type="checkbox"/> |
| 2. Lowering the site size threshold for seeking affordable housing,                            | <input type="checkbox"/> | <input type="checkbox"/> |
| 3. Allocating small-scale land on the edge of villages for affordable housing where necessary, | <input type="checkbox"/> | <input type="checkbox"/> |
| 4. Exploring the possibility for public sector land disposal for affordable housing.           | <input type="checkbox"/> | <input type="checkbox"/> |

**Other comments:**.....

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

- |  | a, b or c?               |
|--|--------------------------|
| a) A variety of small sites spread around the city close to existing communities, services and infrastructure, | <input type="checkbox"/> |
| b) On a large site on the fringe of the City, or,  |                          |
| c) Extension of the existing site at Cottingley Springs.   |                          |

**Other comments:**.....

**HOUSING SIZE, QUALITY AND TYPE**

- 4.46 Attractive neighbourhoods, characterised by a range of housing, are essential to a strong economy. With regard to the supply of different types and sizes of dwellings, recent trends have seen a greater percentage of flats being built than houses. This reverses the trend of the 1980s and 1990s where the building of houses exceeded the building of flats. Nevertheless, there is still a predominance of houses in the overall housing stock.
- 4.47 In terms of demand, approximately four fifths of new households in Leeds are forecast to be single person households, which will also have an impact on services and facilities required. However, we cannot assume that small households will be satisfied with flats. The findings of the Leeds Housing Market Assessment 2007 reveal that those households in Leeds who are intending to move over the next 2 years and newly forming households are looking for a broader range of house types and sizes.
- 4.48 Leeds has a large legacy of Victorian and Edwardian houses, which have become extremely popular amongst young professionals and wealthy families. Municipal tower blocks have also begun to undergo a renaissance in popularity recently.
- 4.49 In parts of Leeds, some of the housing is no longer 'fit for purpose' and in some cases is the wrong size and of poor standard. Consequently this needs to be improved, or where appropriate replaced, to meet housing decency standards. Many homes in Leeds are poorly insulated and expensive to heat, resulting in areas of 'fuel poverty' across the city. Such issues therefore need to be addressed as part of housing renewal and regeneration programmes, in order to provide warm and affordable homes.

- 4.50 Adapting to the consequences of climate change means that opportunities need to be taken to ensure the provision of high quality homes, to meet the needs of both current communities and future generations.
- 4.51 Housing is an integral part of wider community needs across the city. The promotion and development of sustainable communities also requires that housing provision is supported by an appropriate range of community facilities, including greenspace, sports facilities, shops, health care provision and schools.

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

	Yes	No
a) <i>A planning policy to control housing mix for all developments where appropriate,</i>	<input type="checkbox"/>	<input type="checkbox"/>
b) <i>Allocating sites specifically for this purpose in suburban and rural areas appropriate for house building.</i>	<input type="checkbox"/>	<input type="checkbox"/>

**Other Comments:**.....

- 4.52 National planning guidance (PPS3) sets 30 dwellings per hectare (dph) as the minimum acceptable housing density but allows local authorities to set their own density policies having regard to factors such as availability of infrastructure, transport accessibility and characteristics of areas. Since 2000, housing densities have increased in Leeds. In the city centre densities have averaged nearly 300dph and in other urban areas they have averaged 58dph.

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

	Yes	No
1. <i>In the City Centre,</i>	<input type="checkbox"/>	<input type="checkbox"/>
2. <i>In town and district centres,</i>	<input type="checkbox"/>	<input type="checkbox"/>
3. <i>On public transport nodes (such as railway stations)</i>	<input type="checkbox"/>	<input type="checkbox"/>
4. <i>On edge of City Centre locations.</i>	<input type="checkbox"/>	<input type="checkbox"/>

**Other Comments:**.....

**THE ECONOMY OF LEEDS**

**EMPLOYMENT AND RETAIL - LAND AND PREMISES**

- 4.53 In meeting economic development objectives and strategic ambitions for the city, there is a need to ensure a sufficient supply, portfolio and quality of land and premises for business. This is necessary to ensure an appropriate spatial distribution and location of employment opportunities over the plan period i.e. up to 2026. Within this context, there is a need to have regard to and where possible, plan employment land allocations (including their distribution) with local authorities across the sub and city region.

- 4.54 The City Council commissioned an Employment Land Review in 2005, which was published in March 2006. This provides background on how much employment land will be needed to 2016.
- 4.55 It should be noted that more recent forecasts by Yorkshire Futures using the same econometric employment model imply a reducing net requirement for general industrial land. It should also be noted that projecting historic take-up rates tends to generate higher land requirements than employment modelling. More details of employment land forecasts are set out in the Employment Land Background Paper, but the range of expectation is summarised in Table 2. Of the wide range of employment land demand forecasts available, the City Council has chosen to use Scenario 'B' of the Employment Land Review and the 1991-2005 historic trend of take-up. The demand figures include an additional 50% to allow a 'margin of choice'. For comparison, the stock of identified employment land is also set out (Table 3).

Table 2 - Leeds Employment Land Demand

<b>Period</b>	<b>2006-26</b>
Offices (Use Class B1a and B1b)	236 – 258 ha (944,000 – 1,032,000sqm)
Industry (B1c and B2)	170 – 291 ha
Warehousing (B8)	210 – 220 ha

Table 3 - Leeds Employment Supply

<b>Employment Land Supply at 31/03/06 (from the Leeds AMR Dec 2006)</b>			
	<b>Allocations</b>	<b>Outstanding permissions*</b>	<b>Total</b>
Office (Use Class B1a)	167 ha	49 ha	216 ha
Industrial (B1b and c B2)	440 ha	16 ha	456 ha
Warehousing (B8)	28 ha	32 ha	60 ha
<b>Total</b>	<b>635 ha</b>	<b>97 ha</b>	<b>732 ha</b>

\* not on allocated sites

- 4.56 The emerging RSS sets a context that the region is generally oversupplied with employment land. The figures in the table above enable only a broad assessment of demand and supply of employment land in Leeds to be made. Comparison between demand and supply needs to acknowledge that, because of national planning guidance PPS6, future office demand will have to be directed toward town centres rather than out-of-centre employment allocations. This means that the critical demand, which needs to be accommodated on allocations, is for industry and warehousing. The combined demand for both has a range of 380 - 510 ha compared with a total supply of 732 ha, although some of the allocations earmarked for office development already have planning permission and not all of them will be suitable for industrial and warehousing uses. This means that according to current forecasts, at least 380 ha of sites suitable for industrial and warehousing uses will need to be identified. In identifying these sites, some of the (up to) 732 ha will be suitable, and it might be necessary to identify some new sites.
- 4.57 It is considered that the demand for office provision (944,000 – 1,032,000sqm) can be comfortably met through outstanding planning permissions (900,000sqm), provision being made in the City Centre Area Action Plan (820,000sqm) and provision for growth of town centres being suggested elsewhere in this Alternative Options plan (unquantified).

- 4.58 There are reasons to base the provision of industrial and warehousing land on the lower end of the 380 – 511 ha range, because of the pressure to find land for housing growth and because more recent employment forecasts indicate a reduction in demand.
- 4.59 Land allocated for office development raises further issues in relation to office development within the City and town and district centres, and in ‘out of centre’ locations. Given the need to make better use of urban land (consistent with sustainable development principles), it may be necessary to redevelop existing office sites at higher densities and also to consider the future role of number of out of centre sites (allocated as office business parks in the UDP), as part of an overall spatial planning framework. With regard to out of centre sites, these are now inconsistent with the ‘town centre first’ philosophy of PPS6. Many already have planning permission, but a number remain simply as allocations, raising questions as to whether to retain them.

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

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

a or b?

**Other Comments** .....

- 4.60 It is not only a question of overall quantum of employment land. The distribution around Leeds is also important. At present about two thirds of allocations are located in the Lower Aire Valley. The remainder is reasonably well distributed around the remaining urban sectors of Leeds. Within this context, the emerging Aire Valley Area Action Plan proposes to de-allocate 100 - 125 ha of employment land, (including land identified for offices) for alternative proposals consistent with the strategic objectives to regenerate the area. Consequently, an appropriate balance needs to be struck between maintaining strategic concentrations of employment land and the wider distribution of employment land sites across the Metropolitan District. Consideration also needs to be given to the provision of a sufficient supply of sites, which meet sustainable development criteria and providing an attractive portfolio to the market.

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

Yes No

**Other Comments** .....

- 4.61 Linked to the Economic Development Strategy and the role of Leeds at the centre of the Leeds City Region, there is a continued need to promote key sectors, including financial and business services, manufacturing, creative and media, and healthcare technologies. The City Centre has become a hub of business and financial services, which should be continued, but there are questions about whether certain town centres could take on more of a role of providing office employment (see the section below on town centres).
- 4.62 In line with PPS6, new office proposals should be guided to the City Centre and town centres, but there may be exceptions such as small scale extensions to existing out of centre offices.



**17. Leeds has a range of economic sectors which are likely to grow. Is there a need to make some employment land only available for the following specialised uses?**

	Yes	No
a) <i>Research and Development / innovative / science industries,</i>	<input type="checkbox"/>	<input type="checkbox"/>
b) <i>Rail connected industries,</i>	<input type="checkbox"/>	<input type="checkbox"/>
c) <i>Waterways connected industries,</i>	<input type="checkbox"/>	<input type="checkbox"/>
d) <i>Media / creative industries.</i>	<input type="checkbox"/>	<input type="checkbox"/>
e) <i>Other (please state).....</i>		

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

	Yes	No
1. <i>Using planning agreements to require the provision of a proportion of low cost business space in new employment developments,</i>	<input type="checkbox"/>	<input type="checkbox"/>
2. <i>Using planning agreements to encourage new developments to train and recruit a proportion of local new labour market entrants.</i>	<input type="checkbox"/>	<input type="checkbox"/>

**Other Comments** .....

**THE RURAL ECONOMY**

4.63 Rural areas provide a vital role in the District as a whole in terms of providing a distinctive ‘open’ setting for the city of Leeds, as well as providing for future self sufficiency in terms of food production. Rural areas are sometimes treated exceptionally to try to sustain rural employment. Examples include resisting the conversion of rural commercial premises to housing and allowing rural buildings outside of town centres to be re-used for offices. The disadvantage of making such exceptions in rural areas that are close to a metropolitan city is that workers may be drawn from the city rather than the rural locality.

**18. Do you think that:**

<p>a) <i>certain rural parts of Leeds should be treated as self-contained priority areas for rural employment, including promoting and safeguarding of existing employment land and premises, or,</i></p> <p>b) <i>rural areas should be considered an integral part of the Leeds economy with no special exceptions to promote and retain rural employment ?</i></p>	<p style="text-align: center;">a or b?</p> <p style="text-align: center;"><input type="checkbox"/></p>
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**Other Comments:**.....

## THE ROLE OF THE CITY CENTRE, TOWN AND DISTRICT CENTRES, AND LOCAL CENTRES

- 4.64 Government and regional policy provides clear advice that town and city centres are where growth of main town centre uses – shops, offices, leisure facilities and hotels – should normally be accommodated. The City Council considers that a successful city centre and thriving town centres underpin a positive and beneficial pattern of development that reflects confidently on the communities they are at the heart of and serve. Planning for the growth and development of main town centre uses within town centres will ensure a sustainable pattern of development. Only where town centres have no available space will less favourable locations be considered in accordance with clear criteria (the five key tests established in national guidance). The emerging Regional Spatial Strategy (RSS) will provide a framework to designate the higher order centres. The RSS recognises Leeds City Centre as a “regional centre” and will provide criteria for identifying Principal and Local Service Centres...It is left to individual authorities to define the lower order centres within the general framework set nationally and in the RSS.
- 4.65 One role of the Core Strategy will be to decide what status to confer on its range of smaller centres, which include free-standing historic town centres, urban town centres and smaller local centres. Table 4 below provides a list of all the places, which the Council considers are existing town and district centres. Table 5 provides a list of all the local centres. Local centres are considered to comprise more than just retail units and services; they must include some community facilities such as a doctors, library, or religious facility.

Table 4 - Town and District Centres

Armley	Hunslet
Boston Spa	Kippax
Bramley	Kirkstall
Chapel Allerton	Meanwood
Cross Gates	Middleton Ring Road
Dewsbury Road	Moor Allerton
Farsley *	Moortown Corner ***
Garforth	Morley
Guiseley Otley Road	Oakwood
Halton	Otley
Harehills Corner	Pudsey
Harehills Lane**	Rothwell
Headingley	Seacroft
Holt Park	Wetherby
Horsforth Town Street	Yeadon

\* Absence of a food supermarket suggests it is more appropriately designated as a local centre.

\*\* Currently identified as a local centre but is considered to have potential to be designated a town centre (under EASEL proposals), subject to accommodating a site for a food supermarket.

\*\*\* Expansion of centre to include M&S food supermarket justifies elevation to town centre status.

### Local Centres

- 4.66 Local centres are vital in being able to offer easily accessible day-to-day range of essential shopping, services and community facilities to meet all residents' needs. They offer facilities located at the heart of the communities they serve and are the most sustainable means of grouping and accessing shopping and local services such as health centres and other small community facilities.

4.67 These locations provide the basic structure to our city, the towns and villages, and the sense of place that make real and valued communities. A list of local centres has been included in the Core Strategy to emphasise the importance of this basic building block of our urban fabric as a solid foundation to the spatial planning of Leeds.

Table 5 - Local Centres

Adel	Harehills Road	Oulton
Beeston	Hawthorn Estate Centre	Rawdon (Leeds Road)
Beeston Hill	Holbeck	Rawdon village
Burley Lodge (Woodsley Road)	Hollin Park (Easterly Road)	Richmond Hill
Burley Village	Horsforth New Road Side	Rodley
Butcher Hill	Horsforth Station Road	Royal Parks
Broadgate Lane (Horsforth)	Hyde Park Corner	Shaftsbury
Calverley	Ireland Wood	Slaid Hill
Cardigan Road	Kirkstall Road	Stanningley Bottom
Chapelton (Pudsey)	Lincoln Green	Street Lane
Chapelton Road	Little London	Swinnow
Churwell	Lower Wortley	Tommy Wass' (Dewsbury Road)
Collingham village centre	Lowtown (Pudsey)	Town Street (Armley)
Cottingley	Middleton Park Circus	Weetwood (Far Headingley)
Drighlington	Middleton Town Street	Whingate Junction
East Ardsley	Montreal (Harrogate Road)	Whinmoor
Farsley	Moortown Corner	Woodhouse Street
Galloway Lane (Pudsey)	New Farnley	Woodlesford
Gildersome	New Wortley	York Road
Guiseley (Oxford Road)	Oldfield Lane	

### Neighbourhood Shopping

4.68 Neighbourhood shopping parades, smaller village centres and individual shops, are important in providing direct and neighbourhood access to shops for local communities and are vital in underpinning and sustaining sustainable communities. However, they are not locations to which additional shopping would normally be added to, for the purposes of planning guidance neighbourhood shopping parades are not to be treated as 'centres' for purposes of locating new or additional retail facilities although they are valuable to local communities and might be the only source of shopping and retail services.

**19. Should the Core Strategy adopt either:**

**a) The following hierarchy of centres:**

a or b?

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

**b) Or, a different hierarchy or network. Please suggest an alternative hierarchy or network .....**

**c) If you think there are any other town and district centres, or local centres, which are not listed in the tables above, please list them below: .....**

4.69 The Leeds Employment Land Review 2006 forecasts continuing demand for new office floorspace in Leeds. The Leeds City Council Retail Study of 2003 concluded that significant capacity will exist to justify major comparison goods retail development in Leeds and that the sites currently being advanced in the city centre will be able to accommodate this capacity. There will be demand for smaller scale ad-hoc new shops and extensions. The focus for such provision, along with proposals for leisure facilities and hotels, will be town and district centres, but some centres may be better disposed to accommodate further growth than others.

4.70 Leeds City Council continues to monitor the ‘health’ of the centres across the city. This information, along with the knowledge gained from actively working with stakeholders and communities, in a number of our town centres will help to inform a detailed Town Centres Development Plan Document as part of the LDF. In advance of this work, the Council has briefly considered a number of criteria (set out in Question 20) in order to classify which centres are best placed to accommodate growth of main town centre uses, and which should aim for intensification within their existing boundaries. The starting point for this exercise is whether there is the physical space to extend the existing town centre boundaries, and whether potential redevelopment sites exist within the boundaries. A Core Strategy background paper discusses these issues in more detail.

4.71 It is recognised that due to factors such as population growth, a need to react to increasing out of centre competitive pressures or the need for regeneration, further work may identify centres as desirable for growth, which do not have the physical space for expansion. This would therefore require a much greater level of Council led intervention. In addition, it may be that some town centres would benefit from, where there is the organisational capacity, the promotion of town centre management as a means to ensure their vitality and viability.

4.72 In reviewing the role and function of existing centres, in complementing this hierarchy and without compromising their vitality and viability, it may also be necessary to plan the provision of addition district and local centres, where such areas are currently poorly served and where these would be consistent with regeneration, renewal objectives and necessary to support residential development. Such areas would also have to be well served by public transport and where appropriate include a range of facilities including health centres/doctors surgeries, as well as meeting other necessary planning requirements.

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

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

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

Yes  No

.....

**21. Which of the following policy approach options do you prefer?**

a, b, c or d?

a) *LCC will maintain and enhance the viability and vitality of all town and district centres across the District.*

b) *LCC will maintain and enhance the viability and vitality of all town and district centres across the District, and in particular considers that the following centres have the ability to intensify their use within existing boundaries:*

<i>Armley</i>	<i>Hunslet</i>
<i>Bramley</i>	<i>Kirkstall</i>
<i>Cross Gates</i>	<i>Meanwood</i>
<i>Dewsbury Road</i>	<i>Otley</i>
<i>Garforth</i>	<i>Rothwell</i>
<i>Halton</i>	<i>Seacroft</i>
<i>Harehills Lane</i>	<i>Yeadon</i>
<i>Holt Park</i>	

c) *LCC will maintain and enhance the viability and vitality of all town and district centres across the District, and in particular considers that the following centres have the ability to intensify their use within existing boundaries and expand beyond their existing boundaries:*

<i>Dewsbury Road</i>	<i>Kirkstall</i>
<i>Garforth</i>	<i>Otley</i>
<i>Harehills Lane</i>	<i>Seacroft</i>
<i>Hunslet</i>	

d) *Alternative / additional centres to those identified under b) or c) should be considered to have the scope to intensify their use or for expansion; please set these out below, along with reasons for your choice.....*

## EXISTING OUT OF (TOWN) CENTRE SHOPPING CENTRES

4.73 Leeds has four major out of town centre shopping centres at Owlcotes, White Rose, Colton, and Killingbeck. National and regional policy would not support expansion of these centres, particularly in their current form and location. Nevertheless, there are questions about their future role in Leeds and how they are recognised and defined in the network and hierarchy of centres and how the role of different centres contribute to the overall spatial vision for Leeds. As currently configured they will continue to attract visitors for shopping trips predominantly by car. If they were to diversify to provide a wider range of facilities and services like traditional town centres, it is likely that they would compete directly with the City Centre and traditional town centres. Such out of town shopping centres may also provide opportunities for high density residential development (over and adjacent to them). However, national guidance (Planning Policy Statement 6), emphasises that the addition of housing at out of centre mixed use developments would not, in itself, justify additional floor space for main town centre uses in these locations.

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

- **Owlcotes:** a or b?
  - a) *be contained as it is, or,*
  - b) *within the context of its potential impact on traditional centres and the City Centre, could it be encouraged to diversify its function and integrate into the surrounding communities?*
- **White Rose** c or d?
  - c) *be contained as it is, or,*
  - d) *within the context of its potential impact on traditional centres and the City Centre, could it be encouraged to diversify its function and integrate into the surrounding communities?*
- **Colton** e or f?
  - e) *be contained as it is, or,*
  - f) *within the context of its potential impact on traditional centres and the City Centre, could it be encouraged to diversify its function and integrate into the surrounding communities?*
- **Killingbeck** g or h?
  - g) *be contained as it is, or,*
  - h) *within the context of its potential impact on traditional centres and the City Centre, could it be encouraged to diversify its function and integrate into the surrounding communities?*

**Other Comments**.....

**PROVIDING FOR COMMUNITIES**

4.74 Crucial to the delivery of development is the provision of necessary infrastructure to support regeneration priorities and new development, and the Core Strategy and related Development Plan Documents need to support this provision. The Core Strategy will seek to influence other funding providers, however, to ensure that adequate physical infrastructure, public transport, local services and greenspace exist to uphold the high level of growth that is envisaged for the city, planning obligations which need to be sought include:

- Affordable housing
- Greenspace and biodiversity
- Public transport
- Reducing flood risk
- Education and training
- Renewable energy
- Public realm contributions
- Health facilities
- Leisure facilities (i.e. sports centres)
- Community facilities
- Public art
- Utilities

**COMMUNITY SAFETY AND COHESION**

4.75 Improved community safety should be promoted to ensure that people are confident to enjoy their home and living environment without the fear of crime or personal injury. Improved living environments are also required to encourage people to take a full and active role in their community and to feel a sense of ownership and belonging.

**CULTURAL FACILITIES**

4.76 Consistent with the role of Leeds as a major regional, UK and International City, there is a need to be able to provide and ensure equality of access to a wide range of cultural and entertainment facilities, now and in the future. These include art galleries, libraries, museums, music, major leisure and sporting venues. Within this context, the City Council with a range of partners is currently developing opportunities for an Arena and a major Casino in the city.

4.77 The cultural offer in the District, needs to be brought together as part of a coherent offer of attractions and facilities. Such facilities will in turn provide leisure opportunities for Leeds residents, business tourists and a wide range of visits to the city. Such facilities need to be supported by the necessary infrastructure and marketing.

**23. Leeds needs to develop major cultural and leisure facilities.**

**Where should these be located?:**

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

a, b, or c?

**Other Comments.....**

**HEALTH AND EDUCATION**

- 4.78 The provision of appropriate levels of health and education are integral to healthy, mixed and sustainable communities. The Core Strategy should seek to ensure good access to education and health provision for all ages. Healthy lifestyles can be promoted through access to quality greenspace, allotments, green links and recreational facilities. Linked to this, opportunities need to be taken to encourage walking and cycling through the provision of safe and attractive routes.
  
- 4.79 The population of Leeds enjoys the health and well-being benefits from its strong economy with for example, an average life expectancy better than the United States and 11 years more than Russia. However, despite its overall comparative wealth there is significant and striking deprivation and ill health within Leeds. Much of this ill health and the health inequalities between different areas and social groups in Leeds arise from unequal access to the basic building blocks for health: a decent home, good environment, adequate income, heating and good food; opportunities for education and employment, play and recreation, cultural development and social and physical infrastructure.
  
- 4.80 The provision of a green infrastructure (such as formal Parks, greenspace and landscaping) is seen as a key area to help improve health, fitness and access to nature as well as provide a quality context for the built environment. The green infrastructure should respect landscape character and diversity, protect ecological and cultural heritage, and promote local distinctiveness.

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

	Yes	No
a) <i>Provision of a green infrastructure throughout the District,</i>	<input type="checkbox"/>	<input type="checkbox"/>
b) <i>Improved provision of public sports halls and leisure centres,</i>	<input type="checkbox"/>	<input type="checkbox"/>
c) <i>Provision of safe, car free routes for cycling and walking,</i>	<input type="checkbox"/>	<input type="checkbox"/>
d) <i>Retain and where possible increase the provision of allotments.</i>	<input type="checkbox"/>	<input type="checkbox"/>
e) <i>Ensure provision of an accessible network of health facilities.</i>	<input type="checkbox"/>	<input type="checkbox"/>

**Other Comments:**.....

- 4.81 The City Council, in partnership with a range of agencies, including Education Leeds, continues to invest in the regeneration of schools. The Building Schools for the Future programmes will shortly begin to transform the secondary school estate across the city, adding to the considerable investment already undertaken into primary and secondary schools through the Private Finance Initiative and through the Council’s own investment into the primary estate following reviews of provision. Leeds will continue to ensure that education provision is sufficient to meet the needs of the existing and future population of the city.
  
- 4.82 Leeds wants all children and young people to enjoy brilliant learning that gives them confidence, knowledge, understanding and skills to thrive and achieve their potential. We want all Leeds schools to be brilliant learning places – to be good local community schools, improving schools and inclusive schools; places where every child and young person can be happy, healthy, safe and successful and where no child is left behind.



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

- |  | Yes                      | No                       |
|--|--------------------------|--------------------------|
| a) <i>Encouraging schools and colleges to make their facilities available for wider community use,</i>   | <input type="checkbox"/> | <input type="checkbox"/> |
| b) <i>Locating schools where they are most accessible to the communities they serve,</i>                 | <input type="checkbox"/> | <input type="checkbox"/> |
| c) <i>Locating new further education provision within the city centre and town and district centres.</i> | <input type="checkbox"/> | <input type="checkbox"/> |

**Other Comments:**.....

## **iv) A WELL CONNECTED CITY**

### **INTEGRATING TRANSPORT AND SPATIAL PLANNING**

- 4.83 It is crucial that the relationship between development and transport is considered in a co-ordinated and comprehensive approach to ensure Leeds' continued economic success.
- 4.84 Within the context of the West Yorkshire Local Transport Plan (LTP2) and the Leeds City Region Transport Vision, there is a need to secure the promotion and delivery of a fully integrated transport system for Leeds. This should not only address the issue of the need to providing a high quality public transport system including a rapid transit scheme (to replace the former Supertram proposals) but also to ensure that the three main aims for the Vision for Leeds (Going up a league, Narrowing the gap and Developing Leeds' role as the regional capital) are realised. Such transport solutions are therefore essential (as part of a modern and progressive European city) not only to meet current needs but also as part of longer term framework to secure urban renaissance and in linking homes to job opportunities.

### **ACCESS TO (AND LINKS BETWEEN) HOMES AND JOBS**

- 4.85 To ensure Leeds' long term competitiveness, management of environmental resources and the promotion of quality of life there is a need to secure sustainable forms of transport and minimise the need to travel by ensuring the appropriate location and layout of housing, employment and other uses. In making the most efficient use of land within urban areas, a key issue is the need to promote appropriate forms of high density development, in particular intensive employment uses in areas of highest accessibility to ensure that as many people as possible have access to jobs. Given the nature of the transport infrastructure within Leeds and the role of the transport infrastructure 'hub' within Leeds Metropolitan District within the wider city region, the development of appropriate transport strategies, policies and interventions within Leeds needs to have regard to this wider role and context, as well as local opportunities and impacts.
- 4.86 In terms of access to jobs, there is also a need to ensure that the benefits of economic growth are enjoyed by the City's most disadvantaged inhabitants through adequate education and training and through improving connectivity between the City Centre, other Town and District Centres and their communities, and to major employment centres elsewhere in the City Region.
- 4.87 As well as reducing the need to travel through the careful location of housing and employment, it is also important to encourage people to choose to travel by more sustainable forms of transport rather than the private car. There are a range of measures available to promote travel choice including making the required investments in the alternative public transport measures, walking and cycling measures and the travel planning measures needed to enable informed choices to be made. These choices can be complemented by measures to ensure the effective management of the transport system to improve the efficient use of networks and reduce congestion through the use of car parking and traffic management policies and pricing measures.

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

- |   | Yes                      | No                       |
|---|--------------------------|--------------------------|
| 1. <b>Park and Ride,</b>  | <input type="checkbox"/> | <input type="checkbox"/> |
| 2. <b>Demand management measures such as road user charging,</b>  | <input type="checkbox"/> | <input type="checkbox"/> |
| 3. <b>High quality public transport systems,</b>  | <input type="checkbox"/> | <input type="checkbox"/> |
| 4. <b>Car free or limited access areas e.g. pedestrianisation and Home Zones,</b>                                     | <input type="checkbox"/> | <input type="checkbox"/> |
| 5. <b>Car parking management and controls,</b>  | <input type="checkbox"/> | <input type="checkbox"/> |
| 6. <b>Safe and accessible walking and cycle routes,</b>   | <input type="checkbox"/> | <input type="checkbox"/> |
| 7. <b>Business and school travel plans to ensure sustainable transport patterns in existing and new developments,</b> | <input type="checkbox"/> | <input type="checkbox"/> |
| 8. <b>Effective traffic management to give priority to high occupancy vehicles,</b>                                   | <input type="checkbox"/> | <input type="checkbox"/> |
| 9. <b>Low emission zones to improve air quality e.g. for the City Centre.</b>   | <input type="checkbox"/> | <input type="checkbox"/> |

**Other Comments:**.....

4.88 Leeds Bradford Airport is recognized as a key driver in improving economic performance. However, its expansion is constrained due to its location and present limited public transport accessibility. The Regional Spatial Strategy offers little guidance on the role of the Airport within the Region. Consequently, Leeds has to consider the implications of allowing the Airport to expand, as it will mean a subsequent growth in the amount of vehicular traffic travelling to and from the airport. Clearly, at international, national and regional level airports play a key role as an element of key transport infrastructure. This role also facilitates economic development through direct job creation and wider economic competitiveness in supporting business and leisure activities. Air travel also, however, raises a number of concerns regarding its impact upon climate change, through the generation of emissions. At a local level such issues need to be balanced with national objectives and guidance and considered within the overall context of the Core Strategy as a whole and the emerging Regional Spatial Strategy.

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

- |  |                          |                          |
|--|--------------------------|--------------------------|
| a) <b>Those living in the Region, or,</b>  | a, or b?                 | <input type="checkbox"/> |
| b) <b>Those living in and beyond the Region.</b>   |                          |                          |
| c) <b>Allow Airport expansion only if supported by improved surface access by public transport and measures to mitigate the effects of aircraft noise.</b> | Yes                      | No                       |
|  | <input type="checkbox"/> | <input type="checkbox"/> |

**Other Comments:**.....

## **5. LEEDS IN THE FUTURE - FUTURE PATTERNS OF REGENERATION AND DEVELOPMENT**

### **ALTERNATIVE SPATIAL OPTIONS (SCENARIOS) FOR THE FUTURE**

- 5.1 The issues and options raised in the previous sections have informed the following spatial options ('scenarios') which illustrate how Leeds may look in the future. These scenarios are only early ideas and provide a basis for discussion. It is expected that through consultation these scenarios and possibly additional or alternative scenarios will emerge. Due to the uncertainties of forecasting and meeting long term development needs (and presenting these clearly) a package containing elements of each of the scenarios (or the phasing of scenarios/regeneration and development opportunities/growth points) may be required.
- 5.2 The scenarios have been developed using the existing policy background, in particular, the Vision for Leeds, the UDP the emerging Regional Spatial Strategy, and related strategies. The first 3 scenarios are developed with close reference to the Revised UDP; the fourth is intended to be more radical and can be combined with the others to provide further ideas as to how Leeds can respond to the challenges and opportunities of the issues and alternative options highlighted above. An important function of the scenarios, is to seek to envision future opportunities and challenges associated with urban renewal, regeneration and growth. Not only do such matters need to be considered within the context of the necessary infrastructure and resources but also against the wider framework of sustainable development in determining practical solutions. Further work will need to be undertaken to support this process and the opportunities and implications of Core Strategy options assessed as they are developed.
- 5.3 Each scenario has been developed with regard to the emerging Regional Spatial Strategy, consistent with the broad locational and spatial strategy set out as part of the "Core Approach Policies" (Policies YH1 to YH8), though each scenario will perform to different degrees against these. Further assessment of the sustainability of the options will also be undertaken through the Sustainability Appraisal process in the context of the Core Strategy Spatial Vision and Aims and Objectives.

#### **5.4 SCENARIO 1**

##### **'Base Line/Business as Usual' (Maintaining existing policy approaches)**

This scenario seeks to maintain current policy approaches ('business as usual'), as set out in the UDP and other strategies, which concentrate development in the existing urban area.

- Development needs continue to be met from allocations and windfall (brownfield) sites within the built up areas.
- The Regeneration Areas/emerging Area Action Plans contribute to housing provision through their regeneration.
- The Leeds/Bradford Corridor study is promoted through the emerging Regional Spatial Strategy as a 'growth area'.
- The inner urban areas of Leeds (within the 'Rim' area) also provide a focus for regeneration and development.
- A review of employment land is undertaken with a view to reallocating land for alternative uses, where appropriate.
- It is considered that with the emerging higher housing requirements for Leeds, this approach may only meet housing needs in the short to medium term.

## 5.5 SCENARIO 2

### **'The Compact City' (Concentrated Development within the Main Urban Area)**

This scenario continues the current policy approaches set out above in Scenario 1. However there is an increased concentration of development in the existing urban area with greater use of mixed use developments and development at higher densities where development land is identified.

- *Development needs continue to be met from allocations and windfall (brownfield) sites within the built up areas.*
- *The Regeneration Areas/emerging Area Action Plans contribute to housing provision through their regeneration.*
- *The Leeds/Bradford Corridor study is promoted through the emerging Regional Spatial Strategy as a 'growth area'.*
- *The inner urban areas of Leeds (within the 'Rim' area) also provide a focus for regeneration and development - more intensive regeneration and development under this Scenario than Scenario 1.*
- *A review of employment land is undertaken with a view to reallocating land for alternative uses, where appropriate.*
- *It is considered that with the emerging higher housing requirements for Leeds, this approach may only meet housing needs in the short to medium term.*
- *A review of employment land is undertaken with a view to releasing some of this for housing if appropriate.*
- *Development is also focussed upon rail corridors, selective Town Centres and the City Centre.*
- *Park and Ride and Quality Bus Initiative (QBI) routes are also used to focus development on public transport links.*
- *The overall focus of this approach is to concentrate regeneration and development upon existing infrastructure and in locations most accessible by public transport.*
- *It is considered that in this scenario the higher density of development may meet the higher demands for housing in the medium to long term.*

## 5.6 SCENARIO 3

### **'Dispersed Development Hubs' (within and adjacent to the Built Up Area)**

This scenario continues the current policy approaches of Scenario 1, which concentrates development in the existing urban area. However this scenario aims to recognise that there are capacity issues within the main urban area linked to infrastructure and the potential detrimental impact high concentrations of development may have upon 'quality of life' in these locations.

- *Development needs continue to be met from allocations and windfall (brownfield) sites within the built up areas.*
- *The Regeneration Areas/emerging Area Action Plans contribute to housing provision through their regeneration.*
- *The Leeds/Bradford Corridor study is promoted through the emerging Regional Spatial Strategy as a 'growth area'.*
- *The inner urban areas of Leeds (within the 'Rim' area) also provide a focus for regeneration and development.*
- *A review of employment land is undertaken with a view to reallocating land for alternative uses, where appropriate.*
- *In this scenario, development pressure on land and infrastructure within the main urban area is reduced by phasing the release of land for development, in locations spread out across the district along accessible public transport/rail corridors.*
- *This approach may also provide an opportunity to develop policy initiatives as part of the role of Leeds across the wide city region linked to wider sub regional 'corridors' and the role of housing markets and transport infrastructure.*

- It is considered that in this scenario the increased spread of development may meet the higher demands for housing in the medium to long term.

**5.7 SCENARIO 4**

**'New Urban Neighbourhoods' (for the 21<sup>st</sup> Century)**

This scenario assumes that the current policy approaches of Scenario 1 will continue, which concentrates development in the existing urban area. However in this scenario, it is considered that Scenario 1 cannot provide for development needs in the longer term. Scenario 4 looks at more radical means of providing for long term development needs in a sustainable manner.

- *Development needs continue to be met from allocations and windfall (brownfield) sites within the built up areas.*
- *The Regeneration Areas/emerging Area Action Plans contribute to housing provision through their regeneration.*
- *The Leeds/Bradford Corridor study is promoted through the emerging Regional Spatial Strategy as a 'growth area'.*
- *The inner urban areas of Leeds (within the 'Rim' area) also provide a focus for regeneration and development.*
- *A review of employment land is undertaken with a view to reallocating land for alternative uses, where appropriate.*
- Scenario 4 looks at longer term changes and opportunities for major urban transformation and restructuring, by concentrating the focus for major new development needs in six areas of the city – within the main urban area but in locations which act as 'satellites' in complementing the City Centre and existing communities. This option attempts resolve the challenges of future changes by concentrating intense but 'green' development at 6 locations in North Leeds, East Leeds, West Leeds, Aire Valley, South Leeds and the City Centre Rim. The locations of these are for illustrative purposes only at this stage.
- The six elements of the scenario are intended also to reduce flood risk problems, by seeking to direct major new infrastructure/development away from areas of flood risk.
- This scenario seeks to maintain and establish high quality public transport links to serve the areas and for the approach to development in these areas, to complement the continued urban regeneration of priority areas.

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

**a) Which Scenarios would you choose?**

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

2, 3, or 4?

**b) Are there any other scenario options, which you feel should be considered? If Yes, please describe:**

Yes No

.....  
.....

## **6. MONITORING**

- 6.1 The Planning and Compulsory Purchase Act (2004) requires Local Planning Authorities to produce an Annual Monitoring Report (AMR). This will be the main means of reporting on the Core Strategy's performance and effects. It will help in allowing the Council to update parts of the Local Development Framework (LDF) and respond quickly to changing priorities across the District. The monitoring system will assess which of the Core Strategy's policies are being achieved and which are failing; it will explain why and set out steps to be taken to correct this.
- 6.2 The longer term delivery of the Core Strategy will need to be supported by on going strategies and delivery mechanisms to facilitate the provision of the necessary infrastructure to support the city's ambitions, within a local, regional, national and European context. The scale of regeneration and renaissance opportunity in the city and the need to meet current infrastructure requirements (e.g. public transport and flood defence measures), is such, that the City Council will continue to work with a range of agencies, including the development industry to secure the necessary resources. In meeting longer term strategic ambitions to 'go up a league' and within the context of the emerging Regional Spatial Strategy, economic development, environmental enhancements and social objectives (such as health care) these will also need to be identified by the emerging evidence base and met by the necessary resources, step changes and quality of provision. This is a complex and long term process but fundamental to 'place making' and the delivery of sustainable development principles over time. Consequently, as part of this, the City Council will continue to work with local and regional partners, central government and through a series of initiatives to secure resources and funding.

**CORE STRATEGY – GLOSSARY OF TERMS**

<b>Acronym</b>	<b>Term</b>	<b>Explanation</b>
<b>AVL</b>	<b>Aire Valley Leeds</b>	Aire Valley Leeds is an area of 1,000 <b>hectares</b> of land situated to the south east of Leeds City Centre, from the Royal Armouries Museum eastwards to the M1 motorway, the Leeds-York/Selby rail line along the northern boundary, and the Leeds-Castleford line to the south. The area has over 400 hectares of land with potential for development, and is a regeneration opportunity of regional and sub-regional importance. Work is therefore progressing on the production of the Aire Valley Leeds <b>Area Action Plan (AAP)</b> .
	<b>Allocation</b>	The land use assigned to a parcel of land under a statutory <b>Development Plan</b> .
	<b>Alternative Options</b>	The second main consultation stage on a Development Plan Document with the objective of gaining public opinion and consensus over draft proposals.
<b>AMR</b>	<b>Annual Monitoring Report</b>	A report submitted to the government by local planning authorities assessing progress with and the effectiveness of a <b>Local Development Framework (LDF)</b> .
<b>AAP</b>	<b>Area Action Plans</b>	AAPs are development plans which are part of the <b>Local Development Framework (LDF)</b> . They focus on a specific area, subject to significant change, such as a major regeneration project. AAPs make sure developments are the right size, mix and quality. They also protect areas sensitive to change, and aim to solve conflict in areas with development pressures. Their main purpose is to set out policies and proposals for the development of land to help decide planning applications and guide the future growth of the area.
	<b>Affordable Housing</b>	Housing which provides for the needs of local people who cannot afford to buy or rent on the open market. It may include housing for sale or rent. There is a range of different types of affordable housing and examples include: <ul style="list-style-type: none"> <li>• Social rented housing through a local Housing Association or Local Authority</li> <li>• Shared ownership when you rent part of the property, for instance 50%, and get a mortgage on the remainder.</li> <li>• Low cost market housing which are newly-built properties that are sold at a discounted rate, usually 75% to 85% of open market value. The discount is only repayable when the property is sold.</li> </ul>
	<b>Biodiversity</b>	The whole variety of life encompassing all species and ecosystem variations, including plants and animals.
	<b>Brownfield land</b>	Any land or premises that has previously been used or developed in association with a permanent structure. It includes gardens, but excludes parks, recreation grounds, allotments. Also known as 'previously developed land.'
	<b>Carbon emissions</b>	Releases of carbon to the atmosphere principally from the burning of fossil fuels and deforestation. Increased atmospheric concentrations of carbon dioxide and other greenhouse gases trap more of the earth's heat leading to the phenomenon known as global warming.
	<b>City Centre</b>	The main focus of commerce, administration, law, medicine, education, culture, entertainment and transport within Leeds. It is also the regional shopping centre and the main focus of employment. An <b>Area Action Plan (AAP)</b> is being drawn up for the area, which includes a definition of the City Centre boundary.
	<b>Climate change</b>	Long-term changes in temperature, precipitation, wind and all other aspects of the Earth's climate. Often regarded as a result of human activity and fossil fuel consumption/CO <sup>2</sup> emissions.



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Acronym	Term	Explanation
	<b>Community Strategy (Vision for Leeds)</b>	Following a period of extensive public consultation, the Vision has been adopted by a range of partners and Leeds City Council. The purpose is to guide the work of all partners to make sure that the longer term aims for the city can be achieved.
	<b>Comparison goods</b>	Clothing and footwear, household goods such as furnishings and electrical appliances, recreation goods, DIY goods and other non-food goods, for which the consumer generally expects to invest time and effort in visiting a range of shops before making a choice.
	<b>Conservation Area</b>	An area, usually part of a settlement, designated by a Local Planning Authority for preservation or enhancement because of its special architectural or historical interest.
	<b>Consultation</b>	A process by which people and organisations are asked their view and are able to make their comments. The consultation period for the <b>Core Strategy Alternative Options</b> runs for six weeks.
	<b>Contaminated land</b>	Land that has been polluted or harmed in some way making it unfit for safe development and usage unless cleaned.
	<b>Core Strategy</b>	The principal document within the <b>Local Development Framework (LDF)</b> . It sets out a spatial vision for the future of Leeds over the next two decades, and provides broad policies to shape development.
	<b>Density</b>	A measurement of the intensity of residential land use, usually measured by the number of dwellings per hectare (dph). The normal minimum density for housing is 30 dph.
	<b>Deprivation</b>	Deprivation relates to people's standards of living compared to those of society generally. It reflects the access people have to material goods and resources, and their lack of means to join in social, cultural and political life. The most commonly used method of measuring the level of problems and issues in an area is by the 'Index of Multiple Deprivation'. It looks at a number of factors such as income, level of employment, health, poor housing, and education.
	<b>Development</b>	The carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any buildings or other land. Most forms of development require planning permission.
<b>DEC</b>	<b>Development Enquiry Centre</b>	This is the reception for the Council's City Development Department. It is located at: The Leonardo Building, 2 Rossington Street Leeds LS2 8HD. Tel: (0113) 247 8000, Minicom (0113) 247 4305, Fax: (0113) 247 4117, Email: <a href="mailto:planning@leeds.gov.uk">planning@leeds.gov.uk</a> . Open: Monday to Friday 08:30 – 17:00, except Wednesdays 09:30 – 17:00.
	<b>Development Plan</b>	The statutory document(s) setting out the local planning authority's policies and proposals for the development and use of land and buildings in the authority's area.
<b>DPDs</b>	<b>Development Plan Documents</b>	Documents which Local Planning Authorities are required to prepare in order to set out the future spatial planning framework for their area, as part of the <b>Local Development Framework (LDF)</b> . They include the <b>Core Strategy</b> , the <b>Proposals Map</b> , and <b>Area Action Plans (AAPs)</b> . All <b>DPDs</b> must be subject to rigorous procedures of community involvement, consultation and independent examination. Once adopted, decisions on planning applications must be made in accordance with them.
	<b>Development Plan Panel</b>	<b>Development Plans</b> and larger, more complex or controversial <b>planning applications</b> in Leeds are decided by a monthly panel of Councillors, based on reports and recommendations made by Council Officers. The public may attend the meeting and a representative of any supporters or objectors may make a short address to the Panel set out their views.

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Acronym	Term	Explanation
	<b>District centres</b>	District centres tend to be recent additions designed for the purpose. They are slightly smaller than town centres, and will usually comprise groups of shops often containing at least one supermarket or superstore, and a range of non-retail services, such as banks, building societies and restaurants, as well as local public facilities such as a library. The approach across Leeds is to encourage all major retail development to locate at existing centres, and ensure that retail uses remain dominant there.
<b>EASEL</b>	<b>East and South East Leeds</b>	EASEL is the name given to the major regeneration project which aims to improve the area of East and South East Leeds over the next 15-20 years. The EASEL area includes the communities of Burmantofts, Cross Green, Gipton, Halton Moor, Harehills, Lincoln Green, Osmondthorpe, Richmond Hill and Seacroft. An <b>Area Action Plan (AAP)</b> is being drawn up for the area.
	<b>East Leeds Extension</b>	A greenfield site identified in the <b>Unitary Development Plan (UDP)</b> Review around the eastern edge of Leeds as a long-term reserve of land to be used in the event that <b>brownfield</b> sites do not come forwards at a rate to meet <b>Regional Spatial Strategy (RSS)</b> housing targets. This is likely to be developed not before 2012, to provide approximately 3,400 houses.
	<b>Eco-Homes</b>	A sustainable, healthy and environmentally friendly home, they are built using sustainable building methods and materials. Eco homes are designed to save energy and to conserve water.
	<b>Evidence base</b>	The information and data gathered by local authorities to justify the policy approach set out in <b>Local Development Documents (DPDs)</b> , including physical, economic, and social characteristics of an area.
	<b>Functional flood plain</b>	Areas where water flows in times of flood (more often than once in a hundred years) and is required to be kept open in order to drain flood water from other areas.
	<b>Green Belt</b>	An designation for areas of open land around certain cities and large built-up areas where strict planning controls apply to keep this land permanently open or largely undeveloped. The purposes of the green belt are to check the unrestricted growth of large built up areas, prevent neighbouring towns from merging, and preserve the special character of historic towns. It also aims to safeguard the countryside from encroachment, and assist urban regeneration by encouraging the recycling of derelict and other urban land. The designation is not intended to be a statement of the quality or attractiveness of the open land.
	<b>Green corridor</b>	Green corridors are <b>greenspaces</b> which can link housing areas to the national cycle network, town and city centres, places of employment, and community facilities. They help to promote environmentally sustainable forms of transport such as walking and cycling within urban areas and can also act as vital linkages for wildlife dispersal.
	<b>Greenfield land</b>	Land that has not previously been used for urban development. It is normally used for agriculture, forestry, or parks.
	<b>Green infrastructure</b>	An integrated and connected network of <b>greenspaces</b> which can be used for a variety of uses.
	<b>Greenspace</b>	A collective term to describe greenspaces which the public have a right to enter and use for formal or informal recreation. Examples include recreation grounds, parks, linear spaces alongside canal towpaths, pedestrian areas in the city centre, small play spaces within housing areas, or woodland. [include current greenspace policy]
	<b>Green wedges</b>	Open green areas acting as major breaks around and between parts of settlements formed by combinations of greenspaces such as parks, playing fields, and woodlands. They maintain the distinction between the countryside and built up areas, prevent the merging of adjacent places, and can also provide recreational opportunities.

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<b>Acronym</b>	<b>Term</b>	<b>Explanation</b>
<b>(Ha)</b>	<b>Hectare</b>	One hectare (Ha) is equivalent to 10,000 square metres (100 x 100). This is approximately the same size as a full size football pitch.
	<b>Home Zones</b>	A home zone is a street or group of streets where pedestrians, playing children, cyclists, and low-speed vehicles share the space on equal terms. They combine shared surfaces, trees, planters, parked cars, seating, artwork and children's play areas to create a street-space so unlike a traditional street that vehicle speeds are significantly reduced by the instinctive, behavioural change in drivers. They require significant of community involvement and participation.
	<b>Independent Examination</b>	The process by which a planning inspector may publicly examine a <b>Development Plan Document (DPD)</b> before issuing a binding report of changes to the document, which the local authority must abide by. The Examination takes into account all the <b>consultation</b> comments received, and individuals and groups have a chance to present their views.
	<b>Infrastructure</b>	Basic urban services necessary for development to take place, for example, roads, electricity, telephone lines, sewerage, and water. It is also used to refer to transport provision, and social infrastructure such as education and health facilities.
	<b>Issues and Options</b>	The initial main consultation stage on a Development Plan Document with the objective of gaining public opinion and consensus over draft proposals.
<b>Leeds HMA</b>	<b>Leeds Housing Market Assessment</b>	This study set out a picture of the need for housing across five housing market zones in Leeds, and suggests means to deliver affordable housing to meet the housing need in the future.
	<b>Listed building</b>	A building of special architectural or historic interest, designated by law.
	<b>Local centres</b>	Local centres provide for the day-to-day shopping needs (mainly food and household necessities) of the immediately surrounding communities.
<b>LDF</b>	<b>Local Development Framework</b>	The LDF is a collection of development documents which set out the local planning authority's policies. They take into account the impact of development on the economy, the environment and the social make up of the area. The LDF will eventually replace the <b>Unitary Development Plan (UDP)</b> .
<b>LDS</b>	<b>Local Development Scheme</b>	The local planning authority's timescale and programme for the preparation of documents in the <b>Local Development Framework (LDF)</b> that must be agreed with government and reviewed every year.
	<b>Low carbon economy</b>	An economy which has reduced <b>carbon emissions</b> . This may use a mixture of energy efficiency, renewable sources of electricity, replacing coal and oil with lower carbon fuels such as gas, and the use of hydrogen as a fuel.
	<b>Low emission zones</b>	An area from which vehicles that fail to meet a specified pollution emission standard are excluded. Local Authorities have a duty to show progress towards improving air quality, and low emission zones may help to achieve this.
	<b>'Narrow the gap'</b>	The aim to reduce the economic and social disparity between the most disadvantaged people and communities and the rest of the city.
	<b>Neighbourhood shopping parade</b>	Neighbourhood shopping parades are smaller than local centres and provide a smaller range of uses, in particular the use is often only retail. For the purposes of planning guidance neighbourhood shopping parades are not to be treated as 'centres' for purposes of locating new or additional retail facilities.
	<b>One Planet Leeds</b>	XXX

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Acronym	Term	Explanation
	<b>'Out of town centre' shopping centres</b>	Large purpose built retail centres, offering few non-retail uses. They attract visitors for shopping primarily by car. Existing policy does not support expansion of these centres.
	<b>Planning</b>	Planning is about how we plan for, and make decisions about, the future of our cities, towns and countryside. Leeds City Council, as the local planning authority, is responsible for deciding whether a development - anything from an extension on a house to a new shopping centre - should go ahead.
	<b>Planning Aid</b>	Planning Aid is a voluntary service offering free, independent and professional advice and support on planning matters to community groups and individuals who cannot afford to employ a planning consultant. Yorkshire Planning Aid can be contacted on 0113 237 8486, Email: <a href="mailto:ykco@planningaid.rtpi.org.uk">ykco@planningaid.rtpi.org.uk</a> , Website: <a href="http://www.planningaid.rtpi.org.uk">www.planningaid.rtpi.org.uk</a> .
	<b>Planning application/ permission</b>	Formal approval sought from a local planning authority, allowing a proposed development to proceed.
<b>PPG</b>	<b>Planning Policy Guidance note</b>	Government statements of national planning policy. <b>PPGs</b> will be replaced with <b>Planning Policy Statements (PPSs)</b> .
	<b>Planning Policy Guidance note 17 Assessment</b>	In order to decide whether a playing field or land/buildings used for sport can be developed for another use, a study must assess whether there is sufficient land or buildings used for sport elsewhere within the local area.
<b>PPS</b>	<b>Planning Policy Statement</b>	Government statements of national planning policy. <b>PPSs</b> are replacing <b>Planning Policy Guidance notes (PPGs)</b> . PPSs are available from the Department of Communities and Local Government by contacting their Enquiry Helpdesk on 020 7944 4400, or they can be viewed online at <a href="http://www.communities.gov.uk">www.communities.gov.uk</a> .
	<b>Preferred Options</b>	A stage of the <b>consultation</b> process for <b>Development Plan Documents (DPDs)</b> . The Preferred Option takes into account national, regional and local planning policies, responses received from public consultation and technical advice on a range of issues. The Preferred Option will guide the future development of an area; it must be realistic, and following more detailed planning, capable of being put into action. At the Preferred Option stage, plans are available for public consultation for a six week period. Once comments have been received, changes may be made and the final Plan will be put together and submitted for <b>Independent Examination</b> .
	<b>Previously developed land</b>	Any land or premises that has previously been used or developed in association with a permanent structure. It includes gardens, but excludes parks, recreation grounds, allotments. Also known as 'brownfield land.'
<b>PAS</b>	<b>Protected Areas of Search</b>	The designation of <b>Green Belt</b> boundaries was accompanied by the designation of Protected Areas of Search to provide land for longer-term development needs. No development is permitted on PAS that would prejudice the possibility of longer-term development. The suitability and <b>sustainability</b> of PAS for development is to be comprehensively reviewed as part of the <b>Local Development Framework (LDF)</b> process.
	<b>Public transport node</b>	A location which is accessible by good public transport, usually centred around a train/bus station or an intersection of public transport routes.
	<b>Quality bus corridor</b>	A scheme to provide a high standard of bus service along highly congested routes into Leeds city centre. It uses elements such as new bus lanes, bus priority signal arrangements, and improvements to passenger facilities.
	<b>Rapid Transit Route/scheme</b>	High quality bus-based public transport routes, with very similar characteristics to a tram scheme, i.e. segregated from other road traffic, highly reliable, and with high quality vehicles.

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Acronym	Term	Explanation
	<b>Regeneration</b>	There are many and varied definitions of regeneration, which centre around the aim to achieve an improvement to the conditions of disadvantaged people or places. It includes interventions to reverse economic failure or to tackle <b>deprivation</b> in target areas. It can be achieved through a range of methods including improvements to the physical environment, education, health, housing, employment opportunities, and community safety. It also includes attracting and growing businesses, skills and workforce development. <b>Planning</b> has a central role in achieving regeneration.
<b>RES</b>	<b>Regional Economic Strategy</b>	Provides a framework for an integrated and <b>sustainable</b> approach to economic development and regeneration.
<b>RSS</b>	<b>Regional Spatial Strategy</b>	The RSS (also known as the Yorkshire and Humber Plan) provides a framework to guide the preparation of <b>Local Development Frameworks (LDFs)</b> within the Yorkshire and Humber region. It provides a strategy for how the region should look in 15 to 20 years time, including the scale and distribution of new housing, areas for regeneration, and priorities for the environment, transport, infrastructure, economic development, agriculture, minerals, and waste treatment and disposal.
	<b>Renewable energy</b>	Energy flows that occur naturally and repeatedly in the environment, for example from the wind, water flow, tides or the sun.
	<b>Right to buy</b>	When a tenant living in a council-owned property purchases it at a discount, the size of which depends on the length of their tenancy.
	<b>'Rim'</b>	Inner urban areas of Leeds <b>XXX</b>
	<b>Sequential approach</b>	A planning principle that seeks to identify, allocate or develop certain types or locations of land before others. For example, <b>brownfield</b> housing sites before <b>greenfield</b> sites, or <b>town centre</b> retail sites before <b>out-of-centre</b> sites.
	<b>Scenarios</b>	<b>XXX</b>
	<b>Scoping Report</b>	A initial report which outlines the scope of the <b>Sustainability Appraisal (SA)</b> for <b>Local Development Framework (LDF)</b> documents. It illustrates the characteristics of the subject area and highlights any key issues that have emerged from evidence gathering.
	<b>Special landscape quality/areas</b>	Countryside areas with the most attractive landscape value. Planning policies normally seek to protect it from visually harmful <b>development</b> , and maintain and improve it where necessary in order to safeguard its attractive character and appearance.
<b>SFRA</b>	<b>Strategic Flood Risk Assessment</b>	Identifies the areas of different flood risk across the District. It should be used to help identify locations for future growth and inform land use policies.
	<b>Supertram</b>	Leeds City Council and partners have been proposing a Supertram light rail network (as in Sheffield and Manchester) since the early 1990s. The 28km system was proposed with a <b>City Centre</b> core section branching off along three major routes to serve the north, east and south of the city. Funding for the scheme was rejected by central government in 2005. An alternative scheme of running low-cost guided buses running in the same corridors is now being actively pursued.
<b>SPDs</b>	<b>Supplementary Planning Documents</b>	SPDs deal with specific issues (thematic or site specific) and elaborate upon the policy and proposals in <b>Development Plan Documents (DPDs)</b> .

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Acronym	Term	Explanation
SA	<b>Sustainability Appraisal</b>	This is a document that takes into account the social, environmental and economic effects of a plan to allow decisions to be made that accord with sustainable development. It also makes sure that plans produced will last.
	<b>Sustainable construction</b>	The use of design and construction methods and materials that are resource efficient and that will not compromise the health of the environment or the associated health of the building occupants, builders, the general public or future generations.
	<b>Sustainable development</b>	Sustainable development seeks to ensure that all development has a minimal detrimental impact on the environment whilst maximising environmental, economic and social gains. A widely-used and accepted international definition of sustainable development is: <i>“Development that meets the needs of the present without compromising the ability of future generations to meet their own needs”</i> . There are five shared principles of sustainable development in the UK. The aim is to live within environmental limits and achieve a just society, by means of a sustainable economy, good governance, and sound science.
	<b>Town centres</b>	Town Centre designation refers to centres that are historically imbedded within urban areas, and contain a wide range of main town centre uses, i.e. shops, offices, leisure facilities, hotels, and community facilities. The approach across Leeds is to encourage all major retail development to locate at existing centres, and ensure that retail uses remain dominant there.
	<b>Transition economy</b>	An economy which is moving from being based on fossil fuels to a more <b>sustainable</b> and renewable energy mix.
UDP	<b>Unitary Development Plan</b>	The Leeds UDP outlines planning policies and proposals and provides a framework for considering planning applications. It was approved in August 2001 and a Review was approved in July 2006. It is being superseded by the <b>Local Development Framework (LDF)</b> .
	<b>Urban renaissance</b>	Urban renaissance is the process of improving the quality of life in towns and cities to make the best use of the land and develop more <b>sustainable</b> patterns of living.
	<b>Waste hierarchy</b>	A framework for securing a <b>sustainable</b> approach to waste management. Waste should be minimised wherever possible. If waste cannot be avoided, then it should be re-used; after this its value recovered by recycling or composting; or waste to energy; and finally landfill disposal.
WLG	<b>West Leeds Gateway</b>	The WLG area includes the communities of Armley, Lower Wortley, New Wortley, Upper Wortley, and The Heights. An <b>Area Action Plan (AAP)</b> is being drawn up for the area, aiming to improve the area over the next 15-20 years.
	<b>West Yorkshire Local Transport Plan 2</b>	The Transport Plan is a partnership between Metro and the five West Yorkshire district councils. It sets policies and proposals for transport planning and investment in West Yorkshire up to 2011, which supports the wider agendas of improving health, education and skills, economy, regeneration, and community cohesion.
	<b>Windfall</b>	A site not specifically allocated for <b>development</b> in a <b>development plan</b> , but which unexpectedly becomes available for development during the lifetime of a plan.