

Appendix 1

Core Strategy Selective Review Publication Draft

Proposed Policy and Paragraph Changes to the Adopted Leeds Core Strategy 2014

[Revisions from Development Plan Panel 19/12/17 shown as additions in text with grey background and deletions as strikethrough text]

Policy SP6: Review of Leeds' Housing Requirement

[The following text will replace section 4.6 of the Core Strategy 2014]

4.6. Housing Development

- 4.6.1. It is anticipated that the population of Leeds will rise from 755,136 in 2010 to 860,618 in 2028. This raises major challenges for Leeds in seeking to meet the complex demographic needs of the existing population, together with the implications of an ageing and growing population over the Plan period. It is important that planning for such growth forms part of an overall strategy, which gives emphasis not only to a sufficient housing land supply in appropriate locations but also the quality, type and affordability of homes in meeting local needs. This needs to be achieved within an overall framework, which gives priority to delivering sustainable development, promoting regeneration and job growth, whilst maintaining local character, distinctiveness and environmental quality.
- 4.6.2. Within this context, the following Housing growth principles are established.
- i. Ensure housing growth is linked to the creation of sustainable neighbourhoods throughout the City (see Spatial Policy SP1),
 - ii. Set a realistic target for the delivery of new homes (see Spatial Policy SP6),
 - iii. Ensure housing growth targets reflect local housing needs, now and in the future, in terms of tenure, type and size, (see Spatial Policy SP6 and Policy H4),
 - iv. Enhance the distinctiveness of existing neighbourhoods and quality of life of local communities through the design and standard of new homes (see Policies H9, H10, P10 and EN2),
 - v. Facilitate the development of brownfield and regeneration sites, (see Spatial Policies 1, 3 and 6),
 - vi. Agree a range of mechanisms to deliver additional affordable homes, (see Policy H5),
 - vii. Work in partnership to find ways to facilitate housing growth (see Section 6 Implementation and Delivery)
- 4.6.3. Spatial Policy 6 sets out the housing requirement for Leeds over the period 2017 – 2033. The requirement draws upon evidence of the Strategic Housing Market Assessment 2017 and Government consultation paper “Building the Right Homes in the Right Places”. The policy will be implemented through the identification of land supply in the Site Allocations Plan and a Housing Implementation Strategy.
- 4.6.4. The net requirement of 51,952 dwellings is converted to a gross requirement by taking account of the anticipated loss of dwellings over the plan period, estimated as 150 dwellings per annum based on recent trends of demolition in Leeds. To account for demolitions and other dwelling losses of 150 dwellings per annum (2,400 over the plan period) the gross housing requirement for the plan period of 2017 – 2033 is 53,856 dwellings.
- 4.6.5. As a large post-industrial city Leeds will continue to experience continual urban regeneration and renaissance involving the recycling of previously developed land (PDL) for windfall housing and other uses. Leeds has a long and well

recorded history of windfall housing being delivered as a source of land for development. This has been continuously monitored by the City Council since the 1980s. There is no evidence to change the allowance of 500 dwellings per annum set out in the original Core Strategy; the equivalent of 8,000 dwellings over the plan-period. This stock of supply reduces the level of land to identify from 53,856 dwellings (gross) to 45,856 dwellings (gross).

SPATIAL POLICY 6: THE HOUSING REQUIREMENT AND ALLOCATION OF HOUSING LAND

The provision of 51,952 (net) new dwellings will be accommodated between 2017 and 2033, with a target that 3,247 dwellings per year should be delivered.

Delivery of 500 dwellings per annum (8,000 over the plan period) is anticipated on small and unidentified sites.

Guided by the Settlement Hierarchy, the Council will identify 45,856 dwellings (gross) to support the distribution in Spatial Policy 7, using the following considerations:

- i. Sustainable locations (which meet standards of public transport accessibility – see the Well Connected City chapter), supported by existing or access to new local facilities and services, (including Educational and Health Infrastructure),
- ii. Preference for brownfield and regeneration sites,
- iii. The least impact on Green Belt purposes,
- iv. Opportunities to reinforce or enhance the distinctiveness of existing neighbourhoods and quality of life of local communities through the design and standard of new homes,
- v. The need for realistic lead-in-times and build-out-rates for housing construction,
- vi. The least negative and most positive impacts on green infrastructure, green corridors, green space and nature conservation,
- vii. Generally avoiding or mitigating areas of flood risk.

Distribution of Housing Land

4.6.6. The Strategic Housing Market Assessment (SHMA) 2017 shows there are unmet housing needs for affordable housing and for a range of types and sizes of market dwellings in all parts of Leeds. The Strategic Housing Land Availability Assessment (SHLAA) 2017 shows that Leeds has a large stock of brownfield housing sites within the Main Urban Area. However, in providing a choice and competition in the market for land and to meet local needs throughout the District the delivery of the spatial strategy of the Core Strategy will depend upon having a wide portfolio of sites in different housing markets.

4.6.7. Policy SP7 provides an indication of the overall scale and distribution of development that will need to be planned for (combining information from the

SHMA and SHLAA) in different Housing Market Characteristic Areas. The percentage figures in the second column, are intended as a guide rather than rigid targets. These areas were agreed through the SHMA 2011 and reflect functional submarkets. The distribution reflects the quantum of housing growth that accord with the housing growth principles and overall spatial strategy (the focus upon opportunities within the Settlement Hierarchy) and the potential availability of suitable sites (derived from the SHLAA). Areas with the highest potential include the City Centre, Inner Areas, North Leeds and East Leeds where opportunities for development of previously developed land and regeneration are greatest. Major growth can also be accommodated in the outer areas of Outer South East and Outer South West including a combination of previously developed land opportunities in the Major Settlements but urban extensions too. These provide sustainable locations in terms of public transport connections, proximity to jobs and avoidance of special landscape. The other areas provide opportunity for modest growth, including urban extensions where appropriate.

SPATIAL POLICY 7: DISTRIBUTION OF HOUSING LAND AND ALLOCATIONS

The distribution of housing (excluding windfall) will be planned based on Housing Market Characteristic Areas as follows:

Housing Market Characteristic Area	Percentage
Aireborough	3%
City Centre	15.5%
East Leeds	17%
Inner Area	15%
North Leeds	9%
Outer North East	8%
Outer North West	3%
Outer South	4%
Outer South East	7%
Outer South West	11%
Outer West	7%

Policy H5: Review of Affordable Housing Policy

[The following text will replace paragraphs 5.2.12 – 5.2.17 of the Core Strategy 2014]

H5 Affordable Housing

5.2.12 In conformity with national planning guidance, affordable housing will be required to meet local needs informed by the Leeds Strategic Housing Market Assessment (SHMA 2017) and the Economic Viability Study 2017.

5.2.13 The Strategic Housing Market Assessment (2017) identifies an annual need of 1230 affordable housing dwellings across Leeds. It also suggests that 67.2% of affordable dwellings are needed for affordable or social rent (as defined in the NPPF), and 32.8% are needed for intermediate tenures as defined in the NPPF. Policy H5 translates this need into requirements for affordable housing that have been viability tested. Targets are set for provision of affordable housing in the 4 affordable zones with a mix of affordable types relating to low earnings of households.

5.2.14 The 40% and 60% requirement for a mix of Intermediate and Social Rented affordable to include affordable) dwellings (as defined by the NPPF), means that developers are expected to provide a mix of affordable dwellings that will be affordable to households on low and very low earnings or income. Social Rented (as defined by the NPPF) is the label for types of affordable housing typically rented by registered providers which is affordable to very low earning and low income households. Intermediate affordable housing sits between the price of market housing and the price of social rented affordable housing. Typically intermediate affordable housing will include shared ownership and other discounted sale products. The City Council calculates benchmark prices to establish the price at which Social Rented and Intermediate dwellings should be made available by developers. In practice this means that dwellings should be made available by developers to Registered Providers at prices which are affordable enough for households on these earnings: households on lower quartile earnings for Intermediate affordable housing; households on lower decile earnings for Social Rented affordable housing. Registered Providers are then expected to make the affordable dwellings available for the tenures expected.

5.2.15 For affordable dwellings to be suitably integrated throughout the development this means that the affordable dwellings ought to be mixed in with the corresponding size and type of market dwellings on a site. For example, in a development with a mix of houses and flats, the affordable provision should be partly mixed in with the houses and partly with the flats.

5.2.16 Build to rent developments in Leeds can either provide affordable housing on-site as advised in national guidance or in line with the first paragraphs of Policy H5. If developers prefer to pay a commuted sum in lieu of on-site provision, this should be calculated on the basis of paragraph 5.2.21. Regarding requirements in national guidance, consultation currently suggests 20% of total dwellings as “Affordable Private Rent” dwellings with rents to be 20% lower than market rents in the local area and agreement of eligibility criteria with secure arrangements that continue in perpetuity.

5.2.17 For development schemes led by Registered Providers for social housing the Council will take a flexible approach to determining the appropriate quantity and type of affordable housing taking into account the needs of the area and the wider benefits of development.

5.2.18 Purpose built student accommodation will not be required to provide affordable housing.

5.2.19 Secure arrangements in the form of S106 agreements, must be agreed to ensure delivery and that affordability embodied within affordable housing is maintained for future people of Leeds in housing need in perpetuity.

5.2.20 Applicants may choose to submit individual viability appraisals to verify that the affordable housing target cannot be met. In such cases, affordable housing provision may be reduced accordingly.

5.2.21 As a general principle, commuted sums should be calculated to ensure that the required quantity and type of affordable dwellings can be delivered in the locality of the development, assuming involvement of Registered Providers. This will be equivalent to the differential between affordable price and market price (free of restrictions) with adjustment for any locality delivery costs. Provision that results in 4 or less affordable dwellings may be converted into an equivalent financial contribution.

POLICY H5: AFFORDABLE HOUSING

~~The Council will seek affordable housing, either on-site, off-site or by financial contributions in lieu of on-site provision from~~

On developments of 10 or more new dwellings, affordable housing provision **should be provided** ~~will normally be expected~~ on-site at the target levels specified for developments in the following zones:

Zone	Target
1	35%
2	15%
3	5%
4	5%

The mix of affordable housing should be designed to meet the identified needs of households as follows;

- 40% affordable housing for Intermediate or equivalent affordable tenures
- 60% affordable housing for Social Rented or equivalent affordable tenures

The affordable units should be a pro-rata mix in terms of sizes and house types of the total housing provision, unless there are specific needs which indicate otherwise, and they should be suitably integrated throughout a development site.

Affordable housing provision should be on site, unless off site provision or a financial contribution can be robustly justified

Build-to-rent developments shall provide either:

- i) on-site, according to national policy advice, currently 20% Affordable Private Rent dwellings at 80% of local market rents administered by a management company with appropriate arrangements for identifying households in need, including city council nomination rights, which apply in perpetuity,
- ii) on-site, the percentage of affordable housing specified for zones 1-4 and mix of Intermediate and Social Rented types of affordable housing set out in the first paragraphs of the Policy above or
- iii) a commuted sum in lieu of on-site provision of affordable housing of option ii).

Policy H9: New Policy on Minimum Space Standards-Nationally Described Space Standard

[The text below should be inserted after Policy H8 of the Core Strategy 2014; paragraphs 5.2.41 – 5.2.60 under the heading “b Supporting Employment Opportunities” should be re-numbered to follow the paragraphs of Policy H10]

H9 Minimum Space standards for new dwellings

5.2.41 There has been growing concern that the internal space of new dwellings is getting smaller with implications for accessibility, for sustainability and for quality of life including health. This section seeks to improve the quality housing provided in Leeds to create a healthy and sustainable living environment for current and future generations.

5.2.42 Policy H9 covers internal space within new dwellings setting requirements for the Gross Internal (floor) Area of new dwellings at a defined level of occupancy as well as floor areas and dimensions for key parts of the home, notably bedrooms, storage and floor to ceiling height. These reflect exactly the Nationally Described Space Standards (NDSS) of 2015.

5.2.43 The standard Gross Internal Areas set out in Policy H9 are organised by storey height to take account of the extra circulation space needed for stairs to upper floors, and deal separately with one storey dwellings (typically flats) and two and three storey dwellings (typically houses). These are set out in the table below.

5.2.44 Individual dwelling types are expressed with reference to the number of bedrooms (denoted as ‘b’) and the number of bedspaces (or people) that can be accommodated within these bedrooms (denoted as ‘p’). A three bedroom (3b) home with one double bedroom (providing two bed spaces) and two single bedrooms (each providing one bed space) is therefore described as 3b4p.

5.2.45 This allows for different combinations of single and double/twin bedrooms to be reflected in the minimum Gross Internal Area standards. The breakdown of the minimum Gross Internal Area therefore allows not only for the different combinations of bedroom size, but also for varying amounts of additional living, dining, kitchen and storage space; all of which are related to the potential occupancy.

5.2.46 Regarding development of Purpose Built Student Accommodation, the NDSS were not designed with student housing in mind. There are clear differences between student and general housing in that students live in student accommodation for only a fixed period of time, other accommodation (communal rooms) is often provided and there are no standards for dwellings with 7 or more bedrooms. Provision of reasonable space standards is still important for student accommodation, and this will need to be judged on a case by case basis, and via the application of any national standards that might be created in the future. Houses in multiple occupation (HMOs) are not dwellings (class C3 of the use class order), so the space standards of Policy H9 will not apply to proposals for new HMOs. Nevertheless, it is reasonable for HMOs to provide adequate levels of amenity for residents in terms of space, light and ventilation. Further guidance will be provided through supplementary planning guidance.

POLICY H9 – MINIMUM SPACE STANDARDS

All new dwellings should comply with the following standards:

The standard requires that:

- a. the dwelling provides at least the gross internal floor area and built-in storage area set out in Table 1 below
- b. a dwelling with two or more bedspaces has at least one double (or twin) bedroom
- c. in order to provide one bedspace, a single bedroom has a floor area of at least 7.5m² and is at least 2.15m wide
- d. in order to provide two bedspaces, a double (or twin bedroom) has a floor area of at least 11.5m²
- e. one double (or twin bedroom) is at least 2.75m wide and every other double (or twin) bedroom is at least 2.55m wide
- f. any area with a headroom of less than 1.5m is not counted within the Gross Internal Area unless used solely for storage (if the area under the stairs is to be used for storage, assume a general floor area of 1m² within the Gross Internal Area)
- g. any other area that is used solely for storage and has a headroom of 900-1500mm (such as under eaves) is counted at 50% of its floor area, and any area lower than 900mm is not counted at all
- h. a built-in wardrobe counts towards the Gross Internal Area and bedroom floor area requirements, but should not reduce the effective width of the room below the minimum widths set out above. The built-in area in excess of 0.72m² in a double bedroom and 0.36m² in a single bedroom counts towards the built-in storage requirement
- i. the minimum floor to ceiling height is 2.3m for at least 75% of the Gross Internal Area

Minimum gross internal floor areas and storage (m²)

Number of bedrooms	Number of bed spaces	1 storey dwellings	2 storey dwellings	3 storey dwellings	Built-in storage
1b	1p	39 (37)2			1.0
	2p	50	58		1.5
2b	3p	61	70		2.0
	4p	70	79		
3b	4p	74	84	90	2.5
	5p	86	93	99	
	6p	95	102	108	
4b	5p	90	97	103	3.0
	6p	99	106	112	
	7p	108	115	121	
	8p	117	124	130	
5b	6p	103	110	116	3.5
	7p	112	119	125	
	8p	121	128	134	
6b	7p	116	123	129	4.0
	8p	125	132	138	

Development of student accommodation and houses in multiple occupation (HMOs) will not be subject to the space standards as set out in the Table above. Instead such development should reflect the NDSS with appropriate adjustments to address the particular characteristics of these types of development. They should also meet reasonable standards of general amenity for occupiers to include adequate space, light and ventilation. Further guidance will be provided through a Supplementary Planning Document.

Notes

- i. The Gross Internal Area of a dwelling is defined as the total floor space measured between the internal faces of perimeter walls that enclose the dwelling. This includes partitions, structural elements, cupboards, ducts, flights of stairs and voids above stairs. The Gross Internal Area should be measured and denoted in square metres (m²).
- ii. If the area under the stairs is to be used for storage, assume a general floor area of 1m² within the Gross Internal Area
- iii. Any other area that is used solely for storage and has a headroom of 900-1500mm (such as under eaves) is counted at 50% of its floor area, and any area lower than 900mm is not counted at all
- iv. Built-in wardrobes and en-suite bathrooms count towards the Gross Internal Area and bedroom floor area requirements, but should not reduce the effective width of the room below the minimum widths set out above. The built-in area in excess of 0.72m² in a double bedroom and 0.36m² in a single bedroom counts towards the built-in storage requirement
- v. The standards are organised by numbers of storeys to take account of extra circulation space needed for stairs between floors.

Policy H10: New Policy on Accessible Housing Standards

Accessible housing

5.2.48 Changes to national planning policy and the Building Regulations in 2015 enable Local Authorities to require the provision of accessible dwellings as part of new residential developments to meet the needs of residents. In Leeds there is an evidenced need for accessible housing, to provide housing suitable for disabled people, older people and families with young children. This need can be met by the provision of dwellings which meet the optional accessible housing standards provided in Part M volume 1 of the Building Regulations.

5.2.49 The optional accessible housing standard M4(2) 'accessible and adaptable dwellings' provides a higher level of accessibility and adaptability than standard dwellings (standard dwellings' are those which meet the requirements of M4(1)) of Part M volume 1 of the Building Regulations). The optional accessible housing standard M4(3) 'wheelchair user dwellings' provides a standard for dwellings which are to be adaptable or accessible for wheelchair users.

5.2.50 15.8% of households in Leeds contain 1 or 2 members with a disability, 23.2% contain a member aged 65 years or over and 11.8% contain a child aged 4 years or younger, 3.3% of households contain a wheelchair user who requires adaptations to their home to ensure it is more accessible for them now or anticipate they will need adaptations in the next 5 years (SHMA Household Survey 2017). All of these residents could benefit from the design features of M4(2) accessible and adaptable dwellings, or M4(3) wheelchair user dwellings.

5.2.51 Under the Building Regulations the housing standards contained within Part M volume 1 only apply generally to new-build dwellings. The Building Regulations define student accommodation as hotel accommodation in relation to Part M, with accessible hotel accommodation being covered by Part M volume 2 of the Building Regulations. For this reason, planning policy requirements for accessible housing do not apply to propose built student accommodation.

5.2.52 M4(3) of Part M volume 1 of the Building Regulations 'wheelchair user dwellings' provides 2 standards:

- wheelchair accessible dwellings, and
- wheelchair adaptable' dwellings.

Wheelchair accessible dwellings are homes which are readily usable by wheelchair users at the point of completion, and 'fully kitted out' with necessary fixtures and fittings. Wheelchair adaptable dwellings are homes that can be easily adapted to meet the needs of wheelchair users. National policy states that planning policy requirements for wheelchair accessible homes should only be applied to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling. Unless the Local Authority has this responsibility, wheelchair user dwellings required by this policy should be M4(3) wheelchair *adaptable* dwellings.

5.2.53 Where M4(2) and M4(3) dwellings are to be provided within the same block or share the same approach route, the approach route and block communal arrangements from the highest category of dwelling should be provided.

5.2.54 Where the size of development means that the percentage requirements for M4(2) or M4(3) dwellings generate less than 1 dwelling, if the figure generated is 0.5

of a dwelling or more this should be rounded up to 1 dwelling, if it is below 0.5 then the dwelling does not need to be provide.

5.2.55 To provide choice for people who require accessible housing, the breakdown of size, type and tenure of dwellings should reflect the breakdown of housing proposed overall as closely as possible, unless there is evidenced need for additional accessible housing in one particular tenure.

5.2.56 Whilst dwellings in accordance with the optional accessible housing standards should be agreed in terms of their size and form on submitted drawings, accessible housing should be secured via planning condition. This allows a building control body to check dwellings compliance against the provisions of the applicable optional building regulations standards.

5.2.57 Planning conditions should specify:

- Which and/ or how many dwellings/ plots within the development are required to satisfy M4(2) accessible and adaptable dwellings standards
- Which and/ or how many dwellings/ plots within the development are required to satisfy M4(3) wheelchair adaptable dwellings standards
- Which and/ or how many dwellings/ plots within the development are required to satisfy M4(3) wheelchair accessible dwellings standards

H10. ACCESSIBLE HOUSING STANDARDS

New build residential developments should include the following proportions of accessible dwellings:

- 30% of dwellings meet the requirements of M4(2) volume 1 of Part M of the Building Regulations 'accessible and adaptable dwellings'.
- 2 % dwellings meet the requirement of M4(3) of Part M volume 1 of the Building Regulations 'wheelchair user dwellings', wheelchair adaptable or accessible dwellings.

Any requirement above 0.5 would require a single dwelling for both M4(2) and M4(3)

Where the scale of development would generate more than one accessible dwelling, the mix of sizes, types and tenures of accessible housing should reflect the mix of sizes, types and tenures of the development as a whole as closely as possible (unless there is evidenced need for additional accessible housing in one particular tenure).

The required number and mix of accessible dwellings should be clearly illustrated on drawings and via planning condition.

Policy G4: Review of Green Space in Residential Development Policy

[The text below should replace paragraphs 5.5.9 – 5.5.20 of the Core Strategy 2014. Policy G3 is retained; Policy G4 is being replaced with a new version; Policy G5 is amended for clarification only.]

Green Space

Introduction and Aims

5.5.9 The overall aim of the Core Strategy green space policies is to use the development process through the Local Plan to strategically deliver the best type and the best quality of green space to where it is most needed in Leeds.

Standards (Surplus and Deficiencies)

5.5.10 Leeds is a City which benefits from good overall provision of green space. However, this is not distributed evenly across the City and as a result, some areas have very little local green space and some of it is of a poor quality. Policy G3 sets standards for the quantity, accessibility and quality of green space to be expected in Leeds derived from evidence of Leeds' Open Space and Recreation Assessment. Whilst it is recognised that the existing urban form of Leeds offer limited scope to achieve all of the standards, particularly in the inner areas, the most needs to be made of the development opportunities that do arise to optimise quantity, accessibility and quality as appropriate.

[Nb Policy G3 is not part of the Selective Review. It is shown here to help understanding.]

POLICY G3: STANDARDS FOR OPEN SPACE, SPORT AND RECREATION

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

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

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

New Housing Development

5.5.11 People moving into in an area or general increases in population place a greater burden on existing green space. Therefore it is appropriate that new housing development makes provision to address this burden by

- providing green space on-site,
- providing green space off-site,
- providing commuted sums in lieu of on-site provision. Sums can be used to provide green space, to enhance existing green space or to improve connections to existing green space or
- a combination of these options.

The calculation of green space provision in Policy G4 is based upon a green space requirement for different sizes of dwellings. Where it is agreed that only part of this requirement is provided as new green space (on or off-site) the remainder should normally be provided as a commuted sum (see below for calculation).

Eligible Development

5.5.12 Green space will be sought from developments of 10 or more dwellings (class C3 of the Use Class Order). Residential institutions (Class C2 of the Use Class Order) will not be expected to provide green space. Any hybrid developments (sui generis mix of C2 and C3 use classes) will need to be judged on their merits.

Determining if on-site or off-site provision (including contributions) will be appropriate

5.5.13 Different parts of Leeds have different needs and opportunities for greenspace provision. Inner city areas often have the highest needs and the least opportunities for new provision. There will also be a number of individual site circumstances that will need to be considered in deciding when greenspace ought to be provided on-site or not.

5.5.14 Factors favouring on-site provision include:

- i) Local deficits of existing green space
- ii) Sufficiently large, suitably shaped and reasonably level sites to accommodate green space.
- iii) Distances from existing green spaces exceeding the standards of Policy G3. The quality of existing green space will also need to be taken into account.
- iv) Lack of other residential development sites nearby that could deliver green space
- v) The development generating a need for play facilities that does not currently exist in the locality
- vi) Potential to combine green space provision with requirements for Sustainable Urban Drainage Systems

Provision of Green Space

5.5.15 Provision of new greenspace needs to be appropriate to the needs of the development and locality. The key consideration will be the surpluses and/or deficiencies of different types of green space in the local area. The standards of Policy G3 including accessibility distances can be used identify particular deficiencies applicable to each development site and this can help determine what types of green space ought to be provided.

5.5.16 Determining the appropriate location of green space within a development will be a matter for discussion depending on the circumstances of the locality, site and development proposed. Aggregated, fragmented spaces, scattered across development sites will not be acceptable due to their limited functionality. However, it is recognised that there is a role for smaller areas of green space like 'pocket parks' in densely developed areas, subject to suitable management arrangements being in place.

5.5.17 It is important that any new green space of any typology is planned, situated and designed to make a positive contribution to the overall design concept and character of development.

5.5.18 As the green space requirement is expressed as an amount of green space per dwelling, high density developments (65dph (net)) usually found in or on the edge of town centres may generate requirements for greenspace that cannot be delivered on-site. For such schemes an expected level of 20% of green space should be provided on-site with the residual being provided off-site or in the form of a commuted sum. However, it is accepted that there may be particular site circumstances to justify a higher or lower quantity than 20% on-site.

5.5.19 Any provision of new green space will need to be accompanied by appropriate arrangements to secure the on-going maintenance of the space. Where the City Council is asked to adopt spaces, a financial contribution will be required to cover maintenance. Where independent or private arrangements are to be used the Council will need to be satisfied that these are robust, efficacious and legally enforceable. In particular the Council will need to be satisfied as to the quality of the maintenance and that any legacy arrangements associated with the private company passing on their obligations or becoming insolvent do not result in the Council accepting the extra maintenance cost burden.

5.5.20 Where new green space is provided it should be openly accessible to the public. Exceptions may be for operational reasons such as security of allotments or membership of sports clubs.

5.5.21 Where a need for play facilities is identified careful consideration should be given to safety and security issues. If security cannot be ensured through appropriate

siting of play facilities, it may be appropriate to seek a different type of greenspace irrespective of need.

5.5.22 Some forms of green space suffer in terms of usability due to poor drainage (for example sports pitches). Any new green space should have acceptable and appropriate levels of sustainable drainage.

5.5.23 Where green space provision is to be accepted off-site it needs to be reasonably related to the development. In most cases this should mean within the accessibility distances specified in Policy G3, but exceptions could include sites connected by high frequency public transport corridors or green space additions to City Parks or strategic facilities that would be used by residents of the development.

Financial Contributions

5.5.24 As an alternative to provision of green space, financial contributions may (where appropriate and in compliance with the policy) help meet the demands of new residents on existing green spaces. Leeds has calculated green space contributions in the same way for many years based on the costs of laying out space, maintenance and a factor for the expected number of children in a development:

- Agreeing the quantity of the green space requirement that will be converted into a commuted sum, ie the remainder not delivered on-site or off-site.
- Laying out costs. Standard laying out costs for Green Space.
- The established practice is to add a per-child contribution factor, of which ten percent will be required for flats and 62% for houses (thus 10%/62% of number of flats/houses multiplied by per-child contribution amount).
- A 10 year maintenance sum for the relevant quantity of green space.
- A maintenance cost for on-site play space if other arrangements are not made.
- All of the above will be adjusted annually using a SPONS index figure.

The Council will provide a detailed calculation on its website updated annually with the latest SPONS figures. If green space is to be laid out by the developer for adoption by the city council, a 10 year maintenance sum should be calculated.

5.5.25 As long as national planning policy specifies that not more than 5 S106 contributions can be pooled toward particular projects, it will be necessary for planning obligations to be specific about the greenspace improvement that is to be made. Leeds City Council, having regard to local need and opinion, will advise developers what greenspace improvement (including improving access to greenspace) projects require funding. Schemes must be reasonably related to the development site; in most cases this should mean within the accessibility distances specified in Policy G3, but exceptions could include schemes connected by high frequency public transport corridors or improvements to City Parks or strategic facilities that would be used by residents of the development.

POLICY G4: GREEN SPACE IMPROVEMENT AND NEW GREEN SPACE PROVISION

New-build residential developments of 10 dwellings or more will be expected to provide the following quantities of on site green space per residential unit or where this quantity of green space is unachievable or inappropriate on-site, equivalent off-site provision, financial contribution or combinations thereof should be sought:

1 bedroom dwelling	23sqm
2 bedroom dwelling	33sqm
3 bedroom dwelling	44sqm
4 bedroom dwelling	54sqm
5 or more bedroom dwelling	66sqm
Student bedspaces	18sqm

In determining whether this quantity of provision should be delivered on-site, off-site or as a commuted sum, consideration of the circumstances set out in paragraph 5.5.14 will indicate whether green space should be provided on-site.

~~If~~ Where the factors of paragraph 5.5.4 expect green space is to be provided on site.

- a) The *type* of green space provided should be decided taking account of the following factors:
 - i) Calculations of local surplus and deficiency
 - ii) Mix of dwellings and need for play facilities
 - iii) Practicality of on-site delivery
 - iv) Policy & proposals of an applicable Neighbourhood Plan
- b) Arrangements for on-going maintenance must be agreed
- c) Green space should be accessible to members of the public
- d) Green space should positively contribute to the overall design and character of development (see para. 5.5.17)

If off-site financial contributions are to be accepted the core components of the calculation are as follows:

- The costs of laying out space
- Maintenance (general and play facilities) and
- A per-child factor
(see paragraph 5.5.23 above)

Financial contributions will be used effectively to meet local needs for greenspace.

Policy G5; OPEN SPACE PROVISION IN THE CITY CENTRE

[A minor amendment in italics is proposed to G5 regarding on-site commuted sums in lieu. This amendment creates greater flexibility in the allocation of contributions to priority open space City Centre schemes.]

POLICY G5: OPEN SPACE PROVISION IN THE CITY CENTRE

...

In areas of adequate open space supply or where it can be demonstrated that not all the required on site delivery of open space can be achieved due to site specific issues, *contributions in lieu of provision will be required towards identified open space and public realm projects.*

**Policy G6 PROTECTION AND REDEVELOPMENT OF
EXISTING GREEN SPACE**

[A minor amendment in italics is proposed to G6 to continue the protection of pedestrian corridors in the City Centre protected in the UDP.]

POLICY G6: PROTECTION AND REDEVELOPMENT OF EXISTING GREEN SPACE

Green space (including open space *and pedestrian corridors* in the City Centre) will be protected from development unless one of the following criteria is met:

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

**Policy EN1 Review of Policy to reflect Written
Ministerial Statement of 25th March 2015**

[The text below will replace paragraphs 5.5.31 – 5.5.38 of the Core Strategy 2014]

Energy and Natural Resources

Climate Change

5.5.31 The Climate Change Act 2008 established a new approach to managing and responding to climate change in the UK. The Act created a legally binding target to reduce the UK's emissions of greenhouse gases to at least 80% below 1990 levels by 2050. This is delivered through a series of five year 'carbon budgets', designed to ensure that the Council make steady progress towards this long term target. A carbon budget is a cap on the total quantity of greenhouse gas emissions emitted in the UK over a specified time. Under a system of carbon budgets, every tonne of greenhouse gas emitted between now and 2050 will count. Where emissions rise in one sector, corresponding falls in another sector will have to be achieved.

5.5.32 In May 2009, the Government introduced legislation creating the first three legally binding carbon budgets. The budgets are 2008-2012 (22% reduction in CO₂ emissions below 1990 levels), 2013-2017 (28% reduction) and 2018-2022 (34% reduction).

5.5.33 These carbon budgets, whilst owned and delivered at a national level, will have a profound effect on all activities at a local level. Policy tools and financial incentives have been put in place to drive down emissions from transport, housing and business across the country. As Leeds is forecast to grow both in terms of housing numbers and new business premises, it is particularly important to ensure that these are as close to zero emission as possible, as soon as possible, to avoid the need for deeper cuts in other sectors.

5.5.34 The Leeds Climate Change Strategy (2009) was developed through the Leeds Initiative in partnership with the public, private and third sector. This contains a target to reduce emissions from Leeds by 80% between 1990 and 2050. In 2016 the Council adopted a further target to reduce emissions by 60% between 2005 and 2030. In 2015 the City reduced emissions by 32.4%. Leeds is a growing City and all new development that is not carbon neutral adds to total emissions from Leeds (both on site emissions and emissions associated with transport). Therefore, there is a strong policy imperative to constrain emissions from all development as soon as possible.

5.5.35 The Core Strategy climate change policies are designed so that new development contributes to our ambitious carbon reduction targets. However, the Council aim to do this in a flexible way that supports developers to achieve carbon reductions at lowest cost and in a way that benefits future building occupants. Building Regulations set a minimum energy efficiency standard applicable to all buildings, and in order to keep on track to achieve the 2050 target, the Government have indicated that they will increase this standard over the next decade. Developers currently have to demonstrate that proposed developments are within the Target Emissions Rate,

however the Government policy is on emphasis on consistent, national building regulations as the mechanism for promoting low and zero carbon homes. Local planning authorities should balance the need for national consistency with the spirit of the localism agenda to reflect local socio-economic and environmental factors. Therefore the Council is seeking 10% of the energy needs of new development to come from renewable or low carbon energy sources. This will also help to reduce fuel bills, improve business competitiveness and create jobs in the energy service sectors.

5.5.36 For non-residential development, the Council is seeking a 20% improvement in carbon emissions beyond the building regulations standard. Economies of scale mean that energy efficiency measures are less costly on larger developments so the policies are only applied to 'major development.' Policy EN1 is highly flexible, allowing developers to choose the most appropriate and cost effective carbon reduction solution for their site. Developers are however, encouraged to take a 'fabric first' approach and, over time, supplement this with increasing use of heat networks and low/zero carbon technologies. The cost implications of installing carbon reduction measures are much lower when included in a new building than when they are retrofitted. Ambitions for an energy efficiency policy for residential development are set out in the Planning and Energy Act 2008 and Building Regulations.

5.5.37 The term in the policy "where feasible" means that where it is not technically possible to include low carbon or renewable energy measures, or if the measures would be harmful to heritage objectives, then the policy requirements will not be sought.

POLICY EN1: CLIMATE CHANGE – CARBON DIOXIDE REDUCTION

All developments of 10 dwellings or more, or over 1,000 square metres of floorspace, (including conversion) where feasible, will be required to provide a minimum of 10% of the predicted energy needs of the development from low carbon or renewable energy.

All non-residential developments of over 1,000 square metres of floorspace, (including conversion) where feasible, will be required to reduce total predicted carbon dioxide emissions to achieve 20% less than the Building Regulations Target Emission Rate.

If it can be demonstrated that renewable or low carbon energy generation is not practical, it may be acceptable to provide in lieu of provision, a contribution equivalent to the cost of providing the 10%, which the council will use towards off-site low carbon schemes. Wherever possible, the low carbon projects would be linked with local projects that would bring local benefits.

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

**Policy EN2 Review of Policy to reflect Written
Ministerial Statement of 25th March 2015**

Sustainable Design and Construction

5.5.37 The Vision for Leeds (2011–2030), City Priority Plan (2011–2015) and Council Business Plan (2011-2015), commit the City as a whole and the Council specifically, to make Leeds a lower carbon City. City carbon reduction targets are to reduce CO₂ emissions by 40% between 2005 and 2020. At the same time climate change adaptation needs to be addressed systematically and progressively in regard to the built environment and development across the City. To ensure there is a consistent approach to development improvements the Building Research Establishment's (BRE) approach has been identified as an independent and systematic methodology based on a robust environmental weighting system that covers a wide range of sustainable construction issues yet allows flexibility in relation to site and developer options for non-residential development. For residential development, requirements for energy efficiency are contained within the Building Regulations.

5.5.38 The Council will require developers to apply the Building Research Establishment Environmental Assessment Method (BREEAM), to major non-residential development in the District. As the additional costs of attaining improved sustainable construction outcomes are best met by economies of scale, this requirement applies only to major development of over 1,000 square metres. In cases involving conversions, refitting, refurbishment, and historic buildings, a pragmatic approach will be taken with the expectation that the BRE methodology will still be applied, with agreed areas of lower achievement if shown to be appropriate. The BRE methodology allows for flexibility across a wide range of environmental areas, and consistently improves key environmental issues, covering improvements to; energy and CO₂ emissions, water use, materials, surface water run-off, waste, pollution, health and well-being, management and ecological value. For residential development, requirements for energy efficiency are contained within the Building Regulations.

5.5.39 The term in the policy “where feasible” means that where it is not technically possible to meet the standard or if it would be harmful to heritage objectives then the policy requirements will not be sought.

POLICY EN2: SUSTAINABLE DESIGN AND CONSTRUCTION

Non-residential developments of 1,000 or more square metres (including conversion) where feasible are required to meet the BREEAM standard of 'excellent'.

Residential developments of 10 or more dwellings (including conversion) where feasible are required to meet a water standard of 110 litres per person per day.

Policy EN8: New Policy on Electric Vehicle Charging

[The text below will be inserted after Policy EN7: Minerals of the Core Strategy 2014]

Electric Vehicle Charging Infrastructure

5.5.63 Air quality has become a major area of concern in Leeds. The 2008 Ambient Air Quality Directive (Directive 2008/50/EC) sets legally binding limits for concentrations in outdoor air of major air pollutants that impact public health such as particulate matter (PM10 and PM2.5) and nitrogen dioxide (NO2). This is also transposed into the UK Air Quality Standards Regulations 2010. Leeds was identified in December 2015 by DEFRA as one of six locations in England that is not expected to meet air quality standards by 2020.

5.5.64 Air quality problems in the district are mainly attributable to transport and this means that it is necessary for Leeds to implement measures to ensure a reduction in transport emissions. Planning policy has a key role to play in this through a number of policies and mechanisms that interact together, including the appropriate location of development according to a settlement hierarchy. This includes the inclusion of a choice of sustainable means of travel, so that people are encouraged to choose other means of travel than the private car and through the provision of a network of green infrastructure that can help to mitigate poor air quality. However, given the need for action now to prevent air pollution becoming worse, it is necessary to increase provision of EVCPs in new homes and all other premises. **These requirements will be monitored and the policy may be updated accordingly as new technologies emerge.**

EN8: ELECTRIC VEHICLE CHARGING INFRASTRUCTURE

All applications for new development which include provision of parking spaces will be required to meet the minimum standard of provision of electric vehicle charging points. This requires:

Residential: 1 charging point per dedicated parking space and where parking spaces are unallocated (for example visitor parking) 1 charging point per 10 spaces

In addition:

Office/Retail/Industrial/Education: charging points for 10% of parking spaces ensuring that electricity infrastructure is sufficient to enable further points to be added at a later stage.

Motorway Service Stations: charging points for 10% of parking spaces

Petrol Filling Stations: provision of fast charge facilities where feasible.