

# Core Strategy

Leeds Local Development Framework



Development Plan Document  
Publication Draft  
February 2012

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(Bengali):-

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(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 (दुभाषिए) 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 ਕਹਾਂ ਗੇ, ਜਦ ਤਕ ਅਸੀਂ ਦੁਭਾਸ਼ੀਏ (Interpreter) ਨਾਲ ਸੰਪਰਕ ਬਣਾਵਾਂ ਗੇ।

(Urdu):-

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## HAVE YOUR SAY

Leeds City Council is consulting on the Publication Draft for the Core Strategy from 28th February 2012 to 12th April 2012. The Publication Draft document, response form 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)**
- **All libraries across the Leeds district**
- **All One Stop Centres across the Leeds district**

These documents are also published on the Council's website. To download the material go to [www.leeds.gov.uk/ldf](http://www.leeds.gov.uk/ldf) and follow the link for current consultations and Examinations in Public. Paper copies of the document can be requested from the address below.

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Forward Planning & Implementation  
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# **1. INTRODUCTION**

1.1 Population increase, climate change, and the global economy are all huge challenges facing Leeds. Within this context and in planning for growth within the district, there are key links between longer term economic prosperity, environmental quality, local identity and distinctiveness. The Core Strategy sets out the spatial planning framework for the district. Central to its preparation has been the development of an approach which seeks to manage growth in a sustainable way, in balancing the overall, scale, distribution and phasing of development.

## Community Strategy - Vision for Leeds

1.2 Leeds is a dynamic and ambitious city at the heart of the City Region. In addressing the current challenges and as a basis to secure future opportunities, the Community Strategy - Vision for Leeds (2011-2030), aims for Leeds to be the 'Best City in the UK'. In practice this means being fair, sustainable and inclusive. It is recognised that delivering the Vision within the context of current economic uncertainties and major reductions in public sector finance will be no easy task. However, as a forward looking city, Leeds City Council needs to be proactive in planning ahead and working with a range of partners. Consequently, the success of the district depends on organisations, businesses, the community and the City Council working together to achieve the best for the people of Leeds, now and in the future.

## What is the Core Strategy?

1.3 The Council is preparing the Local Development Framework (LDF) for Leeds. The LDF is the name for a number of Development Plan Documents and Supplementary Planning Documents, which together make up the overall development plan.

1.4 The Core Strategy is the main document setting out the strategic level Policies and Vision to guide the delivery of development and investment decisions, and the overall future for the district. All the other LDF documents will be directly guided by its policies, including the Site Allocations DPD, the Aire Valley Leeds Area Action Plan, and Neighbourhood Plans.

1.5 In providing the spatial planning framework for the Vision for Leeds, the Core Strategy:

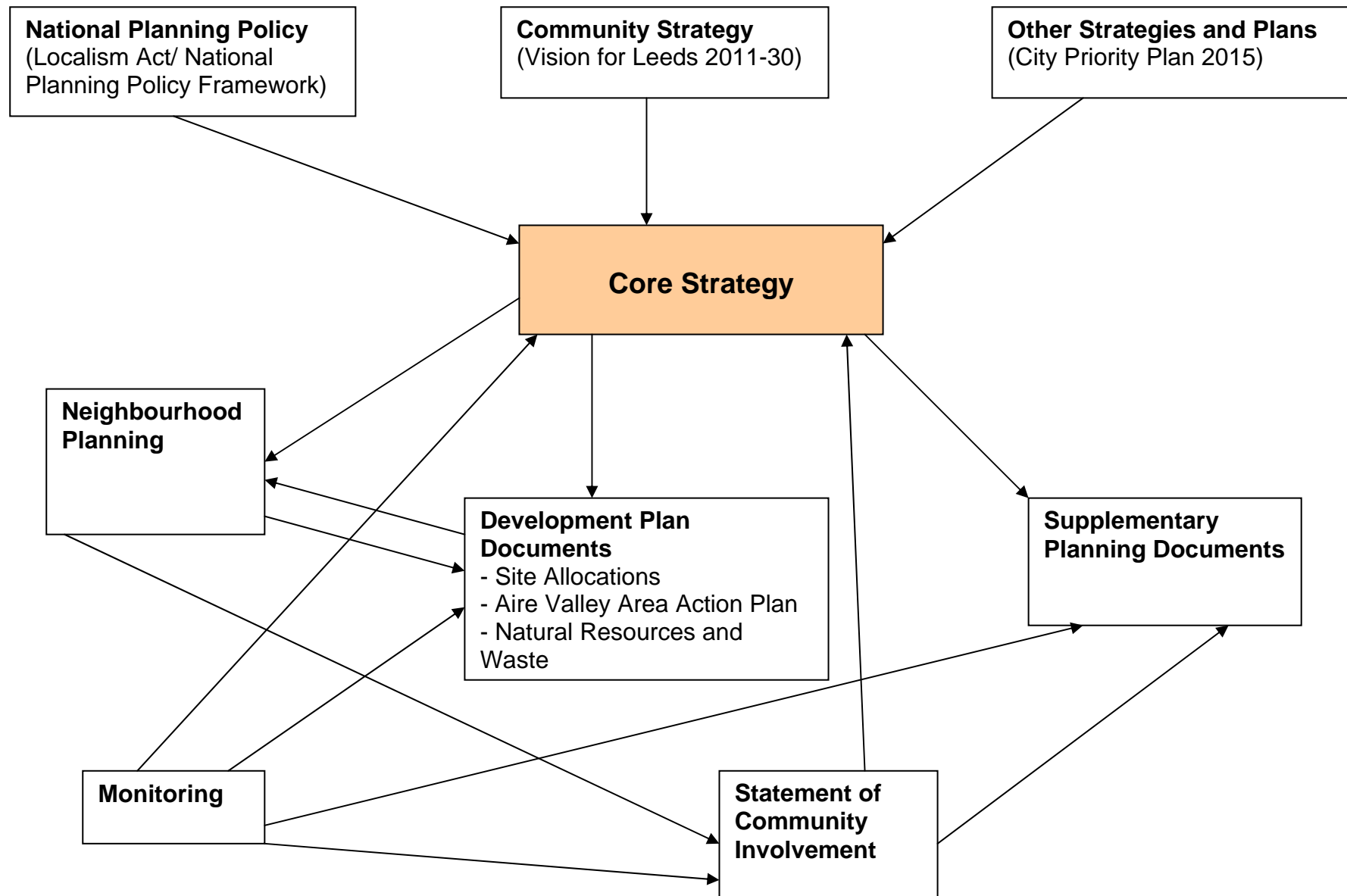
- Defines the spatial vision for Leeds district to 2028,
- Sets out a series of objectives designed to achieve this vision,
- Identifies an overall spatial development strategy and 5 thematic sections, to deliver the objectives,
- As part of the above, sets out a series of policies to help guide the overall, scale, type, location of new development and investment across the district, including the provision of new homes and jobs.

1.6 The LDF will eventually replace the Leeds Unitary Development Plan (UDP) (2006), which is the current development plan for Leeds. Until all the LDF documents are in place, some parts of the UDP will be 'saved' to ensure comprehensive policy coverage and to determine planning applications. Details of the saved policies are on the Council's website<sup>1</sup> The Local Development Scheme sets out the progress of the different documents within the LDF in Leeds (also viewed via the website).

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<sup>1</sup> <http://www.leeds.gov.uk/page.aspx?pageidentifier=6e8fe6ea-41bb-4840-b9df-efe98b3a4e65>

**Diagram 1. Relationship of the Core Strategy to Other Documents**



- 1.7 The preparation of LDF documents also provides a planning context for the preparation of Neighbourhood Plans at a local level, as a result of the Localism Act and emerging Regulations.

What is the Core Strategy Trying to Achieve?

- 1.8 The Core Strategy plans for the longer term regeneration and growth of the district over a 15 year period, as part of an overall and integrated framework. Central to this approach is the need to give priority to sustainable development in planning for economic prosperity, seeking to remove social inequality, securing opportunities for regeneration, and planning for infrastructure, whilst maintaining and protecting and enhancing environmental quality for the people of Leeds. Underpinning these broad objectives and supported by the Core Strategy evidence base, is the desire to respond to current and emerging population pressures and associated needs across the district, especially within inner urban areas. Key priorities therefore include: planning for the provision of homes and jobs in sustainable locations, respecting local character and distinctiveness in the delivery of the Plan's objectives and maximising opportunities to recycle previously developed land (PDL), whilst minimising greenfield and Green Belt release, in planning for longer term growth.
- 1.9 The Core Strategy therefore seeks to provide an overall balance in managing the competing demands, challenges and opportunities facing the district. The Core Strategy and LDF should be read as a whole and decisions about future development must have regard to all its relevant parts. An important role of the document also, is to provide a strategic context and direction for the preparation of LDF allocation documents. In particular, the Core Strategy provides a framework for the Site Allocations DPD, the adoption of which is intended to take place shortly after the adoption of the Core Strategy (and for which preliminary work has commenced).
- 1.10 The Core Strategy has been prepared within the context of LDF legal requirements and Regulations, including Sustainability Appraisal (which incorporates the requirements of Strategic Environmental Assessment) and compliance with the Habitats Regulations Assessment (HRA).
- 1.11 Within the context of the HRA, a screening assessment has been completed to establish if there is a need to undertake an Appropriate Assessment (AA), as required by The Conservation of Habitats and Species Regulations 2010 (Regulation 102). The screening assessment has demonstrated that the majority of Core Strategy policies, due to their scope and intent, have no impact upon habitats designated (as European Nature Conservation sites i.e. Special Protection Areas & Special Areas of Conservation) within or in proximity to Leeds Metropolitan District (see Habitats Regulations Assessment Screening). However, in some policy areas the potential impact of the policy has been described as "uncertain", although as indicated in the screening assessment, it is considered that the impacts can be mitigated. The strategic nature of the Core Strategy policies is such that detailed consideration of identified uncertainties will need to be addressed in relation to site specific matters, through the preparation of the Site Allocations Development Plan Document. Where appropriate the Site Allocations DPD, will need to introduce mitigation measures to manage uncertain effects. Where likely significant effects upon European sites are identified, either alone or in combination with other plans/projects, an Appropriate Assessment will be required in relation to individual site allocations and/or planning applications.



- 1.12 The Core Strategy has been developed over the past few years, against a background of changing national policy. The following bullets outline the key stages in its development:
- Informal engagement (September - December 2006)
  - Issues and Alternative Options consultation (October - December 2007)
  - Preferred Approach consultation (October - November 2009)
  - Housing Growth informal consultation (Summer 2011)
  - Publication consultation (Spring 2012)

#### Implementation and Delivery

- 1.13 A framework for Implementation and Delivery has been incorporated within the Core Strategy as Section 6. This is supported by an Infrastructure Delivery Plan and Schedule. The overall monitoring of the effectiveness of policies as part of the LDF, will be published as part of the City Council's LDF Annual Monitoring Report (AMR).

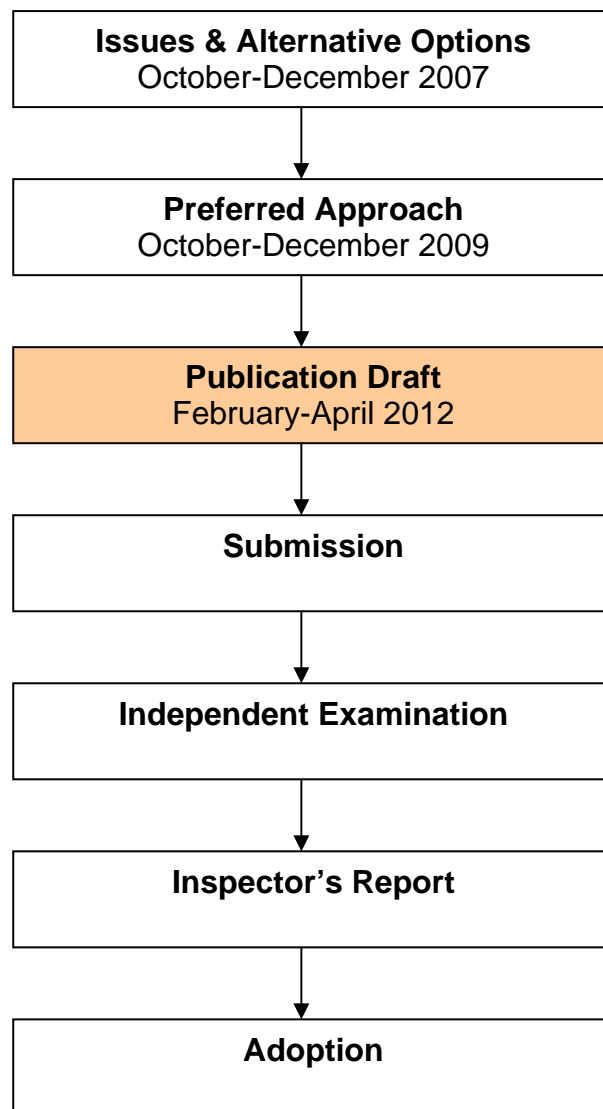
#### Leeds Growth Strategy

- 1.14 In seeking to help deliver the Vision's ambition for Leeds to become the 'best city in the UK by 2030', the City Council has also developed the Leeds Growth Strategy. The focus of this is to support the desire for Leeds to be fair, open and welcoming, with an economy that is both prosperous and sustainable and all communities are successful. The strategy is based upon consolidating and enhancing the unique selling points of the city and in promoting key economic sectors for growth. These are health and medical, financial and business services, low carbon manufacturing, creative, cultural and digital, retail, housing and construction and social enterprise and the third sector. A key role of the Core Strategy is to therefore to support and facilitate this strategy, through the provision of an overall planning framework to help manage and stimulate growth.
- 1.15 In progressing the Vision for Leeds there are a range of partnership arrangements and mechanisms in place, focusing on priorities for action, which will be subject to regular review. As part of this framework, a City Priority Plan (2011-2015) has been developed, along with the City Council's own Business Plan (2011-2015). The Council has also agreed areas for priority housing investment with the Homes and Communities Agency and set these out in a shared Local Investment Plan (2011-15). Leeds is also an active partner in the Leeds City Region grouping of local authorities, acting through the Local Enterprise Partnership, as a focus to tackle strategic issues across the City Region.

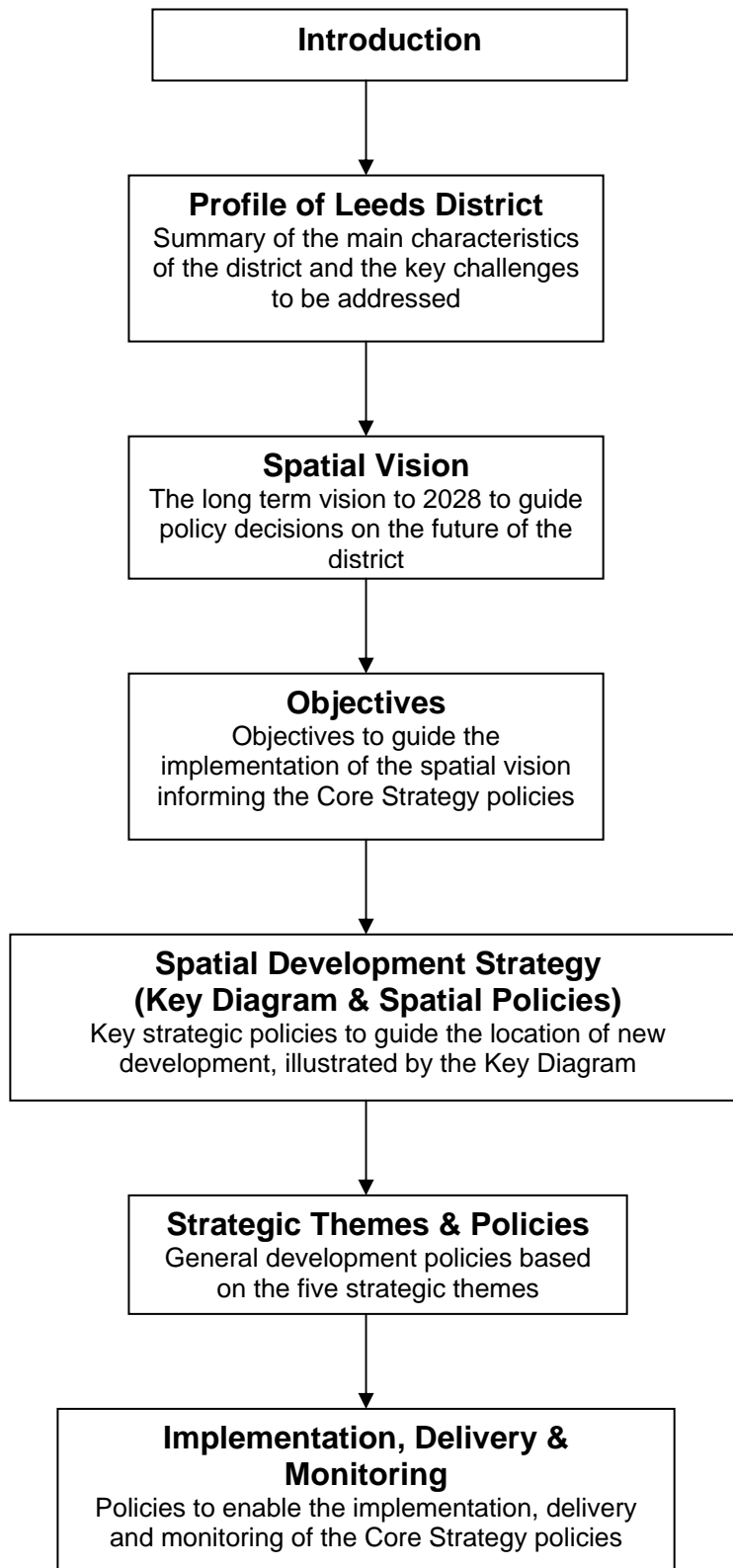
#### The Regional Context

- 1.16 The Regional Spatial Strategy (RSS) for Yorkshire and the Humber provides the regional level planning framework. The RSS was developed over a number of years and was adopted in 2008, and the Core Strategy work is therefore firmly based on its policies and overall vision. Subsequently, the Government has announced its intention to abolish all RSSs, although this is not anticipated to be confirmed until later 2012.
- 1.17 The Leeds City Region partnership has therefore developed its own 'Interim Strategy Statement' to provide a strategic context for both plan making and major development proposals. This is to reflect the context of the wider strategy setting work of the Leeds City Region, the uncertainty over RSS, and the duty to co-operate with neighbouring authorities as set out in the Localism Act (Nov 2011). The Heads of Planning and Chief Executives believe that such a statement was

**Diagram 2. Stages in the preparation of the Core Strategy**



**Diagram 3. Structure of the Core Strategy**



urgently needed to provide a framework for the continuing preparation of development plans.

- 1.18 The strategy statement includes some of the exact policies in the RSS in order to ensure that it has broad support in the City Region, as agreed through the extensive stakeholder consultation during the RSS process. All Leeds City region authorities have recognised that these key policies in the former RSS are those which articulate the urban transformation ambition, safeguard environmental assets, and identify the key spatial investment priorities.

## **2. PROFILE OF LEEDS METROPOLITAN DISTRICT**

### **i) Our City**

- 2.1 In seeking to be the best city in the UK, Leeds has many strengths and great potential in achieving longer term economic prosperity, social progress and in maintaining and enhancing a quality environment. In meeting the many challenges associated with this ambition, central to the Vision for Leeds and the Core Strategy is the desire to ensure that the need for job and housing growth is planned and delivered in a sustainable way. In practice this means that Leeds is a place where everyone can enjoy a good quality of life and that the form and location of development respects and enhances the character of local areas, in meeting the needs of communities.
- 2.2 Leeds is the regional capital and the main economic driver for Yorkshire and the Humber. As the leading financial and legal centre in the UK outside of London, the city is home to some of the largest financial institutions in the country. As emphasised in the Leeds Growth Strategy, the city has a diverse economy, with the potential to grow in a number of key sectors. Central to this potential also are excellent universities, higher education establishments and first-class culture and sport.
- 2.3 As the Core City within the Leeds City Region, Leeds is the regional capital and the main economic driver of Yorkshire and the Humber, attracting major investment in housing, offices, shops, transport and other facilities.
- 2.4 Leeds has transformed from a mainly industrial city into a regional capital with a wide economic base. As the leading financial and legal centre in the UK outside London, the city is home to some of the largest financial institutions in the country and this economic strength is widely recognised as placing Leeds in an advantageous position in helping it to recover from the current economic downturn. Leeds is one of the top 25 cities in Europe to do business according to Cushman and Wakefield's European Cities Monitor 2010.

#### **The Growth of Leeds**

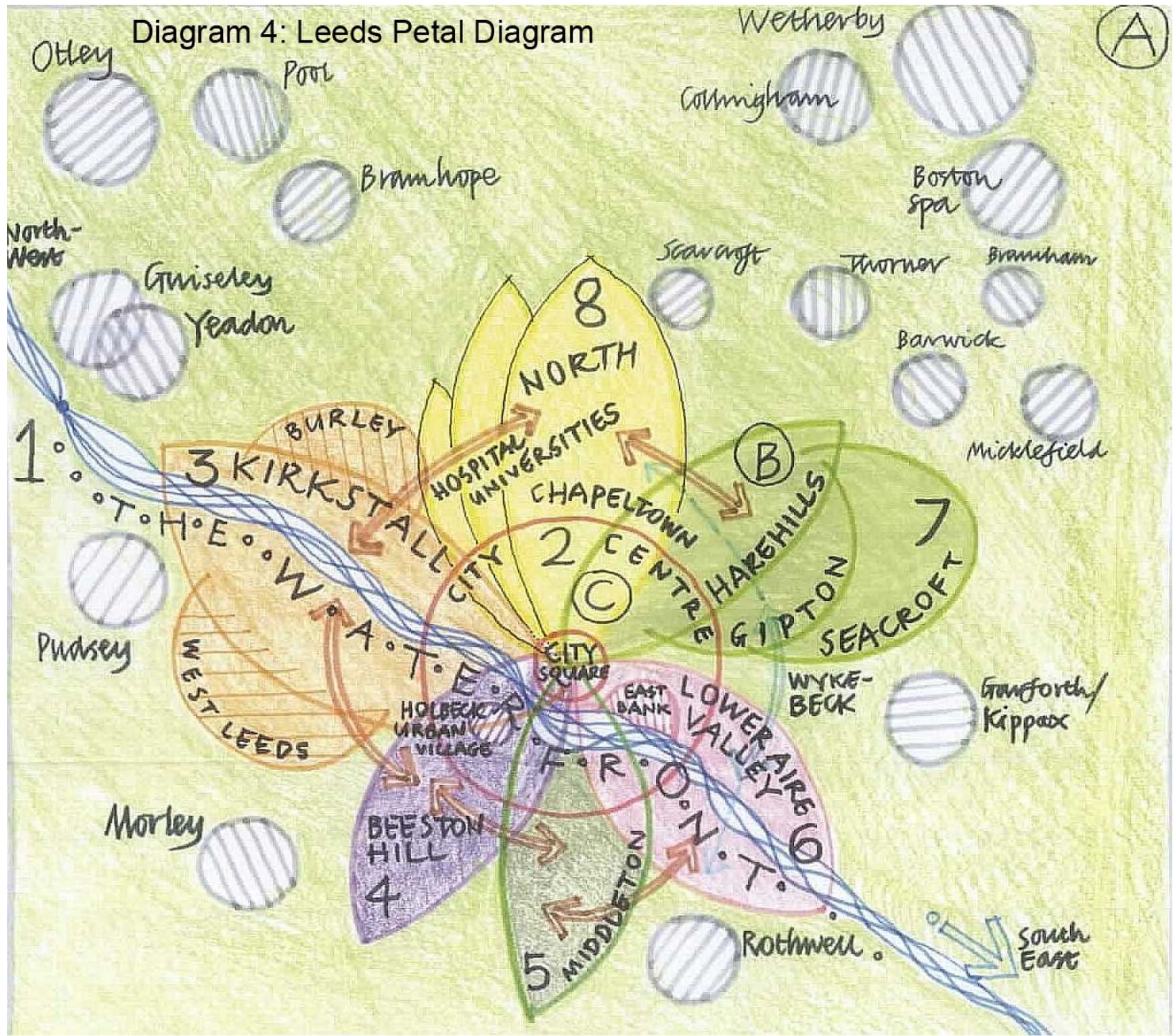
- 2.5 The Leeds Metropolitan District covers an area of 217 square miles and benefits from major road, rail and air connections to neighbouring towns and cities, and to national and international networks. Leeds is a rich and varied place with a distinctive settlement hierarchy that includes a vibrant City Centre. The main urban area covers nearly a third of the district, and includes two thirds of the total number of houses. It includes the City Centre and the built up areas surrounding it, from inner-city communities such as Beeston and Harehills to outer suburbs like Horsforth and Roundhay. The rural parts of Leeds have a variety of individual characters and identities, and include larger settlements such as Wetherby and Otley, as well as several smaller towns, small villages, and other rural settlements. These outer lying settlements have their own important histories and patterns of growth, and were brought under the administrative governance of Leeds district in 1974.
- 2.6 Parts of Leeds have a long history, dating from 1207 when the Lord of the Manor founded a new town with a new road called Briggate leading up to a river crossing. The rest of the City Centre layout has medieval origins, still evident in its street patterns and covered arcades, and the relocation in 1684 of the cloth market onto

# Map 1. Context of Leeds



**Key**  
Leeds City Region

Diagram 4: Leeds Petal Diagram



Briggate created the core of the modern city of Leeds. The City Centre was extended in the mid 1700s on the west side resulting in the numerous squares, which survive today. The population grew to 30,000 at the end of the 18<sup>th</sup> Century and Leeds became one of the busiest and most prosperous urban centres in the north of England.

- 2.7 Leeds has a rich industrial heritage, emerging as an important industrial city in the late 19<sup>th</sup> Century when it became a major centre for tailoring, engineering, and a trading centre for a range of goods and services. The population grew to over 150,000 by 1840 as it was a destination for the expanding British economy, and this demand for labour has always attracted workers from surrounding rural areas and also from further a field such as Ireland, continental Europe, and in the late 20<sup>th</sup> century the Indian sub-continent and the Caribbean.
- 2.8 Leeds formally became a city in 1893. Pride in its growing success led to the erection of extravagant public buildings, elaborate mill complexes, public monuments, and major city parks such as Roundhay Park and the Temple Newsam Estate. Leeds now has 72 Conservation Areas and 2,300 listed buildings, which is more than any other core city. Some of the most iconic buildings and structures include Leeds Town Hall, the Corn Exchange, Leeds Market, the Industrial Museum, Thwaites Mill, the Leeds-Liverpool Canal and a collection of buildings and spaces that lie within Holbeck, which was at the heart of the industrial revolution in Leeds and is now being developed as a vibrant urban village.
- 2.9 The heritage of the historic buildings and public spaces across the Leeds district linked with its noticeable green environment and range of local communities still helps give the city its unique character. Leeds stands today with a rich history, diverse economy, enterprising people, and a cosmopolitan atmosphere, and as a city of regional, national and international importance.

### **The City Centre**

- 2.10 The City Centre provides the strategic and commercial focus to both the district and to the City Region. Over the last 10 to 15 years, the City Centre has seen major changes. This has not only been demonstrated by the pace of development that has taken place but its increased economic role for jobs with 30% of the Yorkshire's jobs being in Leeds district Centre. A major feature of this period has also been the large-scale of residential development within the City Centre, together with an ongoing programme of the regeneration and the renewal of infrastructure including public spaces.
- 2.11 The City Centre is a major shopping destination, drawing people in from well beyond the city's boundaries. With approximately 350,000 sq m of floorspace in 1,302 outlets, Leeds City Centre is one of the largest retail centres in the UK. Its position at the top of the regional hierarchy of centres will be further enhanced by the completion of the Trinity Quarter, a £350m scheme currently under construction, which will be the City Centre's first million sq ft shopping centre. There is also planned major development in the Eastgate Quarter on the eastern edge of the City Centre which has a value of around £800m and will comprise of 1.35m sq m of retail and leisure space.
- 2.12 Leeds is the only English city outside London with its own repertory theatre, opera house and ballet companies. Leeds Art Gallery has one of the UK's best collections



of contemporary British art and the City Centre is also the home of the national collection of arms and armour in the Royal Armouries.

### **Housing**

- 2.13 One of the biggest challenges Leeds faces is to provide enough quality and accessible homes to meet the city's growing population, whilst protecting the quality of the environment and respecting community identity. It is clear that house building in Leeds needs to significantly increase. Housing starts decreased sharply in July 2008 and since then the rate of new starts has averaged just 80 units a month, compared to a monthly average of 330 in the four previous years. The impacts of the recession are clearly seen in that the completion of new dwellings fell to their lowest level in years during 2010/11.
- 2.14 In 2010/11, 1686 housing units were built compared to an average of 3114 per year for the five year period before. 91% of the completions in 2010/11 were built on brownfield land, and over 80% of development has been brownfield in every quarter since March 2002; in recent years the proportion has usually exceeded 90%.
- 2.15 Due to the low level of recent starts, completions are set to drop in the next few years and it is likely to be much longer before output returns to pre-recession levels. It is expected that there will be a period of some years in which the housing stock will not increase to or beyond the 2004/05 to 2008/09 completion levels. This is particularly due to the unavailability of finance for purchasers, and lack of viability for housebuilders.
- 2.16 The locally derived population and household data for Leeds show an average household size of 2.36 persons in 2010. It is estimated that there are approximately 319,400 households in the city, and there has been a relative stagnation of household size, with affordability issues and the type and location of new stock being important factors.

### **Employment**

- 2.17 Following over a decade of growth the global economic downturn has had an impact on all regional and local economies. In Leeds employment peaked at 465,000 jobs in 2006, falling by 25,000 over the four years up to 2010. Before the recession economic forecasters were predicting substantial economic growth over the next ten years, predictions are now for a much lower rate of growth.
- 2.18 However, although growth has been much more limited within recent years, various sources predict that Leeds is in a stronger position than most cities to stage a sustained recovery. Much of this is due to the diversity of its business base and its strong track record in using innovation and research to help businesses grow. Consequently, the Leeds Growth Strategy identifies a number of key sectors for growth. Within this context also, the ambitions for economic growth are also reflected in the identification of Aire Valley Leeds as a location for an Enterprise Zone.
- 2.19 The presence of two of the largest teaching hospitals in Europe also makes the city an important centre for health and it is a major economic driver and employer. The Leeds General Infirmary and St. James' Hospital are recognised centres of excellence for the treatment of heart surgery and cancer.

- 2.20 Forecasts suggest that Leeds is expected to account for 28% of the growth of (net) additional jobs in the region during the next decade. Employment will increase to reach 2006 levels by 2016 adding 39,500 jobs by 2021. The leading employment sectors as a whole are the financial and business services which accounts for 43% of the growth, and public administration, education and health (25%). These are forecast to remain the two leading sectors in Leeds over the next 10 years.

### **Economic Development and Regeneration**

- 2.21 The city's successful economy, skilled people and competitive businesses are helping to combat the impact of the current economic downturn. Leeds' regeneration plans are ambitious and seek to make the most of private as well as public money. Much of the City Centre regeneration is private-sector led, and proposals for large-scale shopping centres will reshape and enhance the retail area. Holbeck Urban Village regeneration continues to make progress, although the aim to create a sustainable community will continue to require substantial public sector intervention to both directly deliver projects, develop strategies and develop confidence in the area.
- 2.22 The opening of the East Leeds Link Road in the Aire Valley in February 2009 has improved access for businesses to the M1, and opened up brownfield land for redevelopment to create job opportunities for deprived communities. The comprehensive regeneration of the Valley will create jobs and homes for the future.
- 2.23 The East Leeds Regeneration programme aims to address housing needs, developing mixed communities through new homes and choice in housing tenure and type. Other programmes in Beeston Hill and Holbeck, South Leeds and Leeds Bradford Corridor, which incorporates the West Leeds Gateway, seek to revitalise these areas and provide mixed communities with affordable and social housing development. The Core Strategy will provide a context for the continuation of this work.

### **Transport Links**

- 2.24 In 1816 the Leeds to Liverpool canal was completed, which played a key role in the city's development as it meant that its goods could be easily transported all across the country. Only a few wharves still remain along the canal and these are to be retained to explore the potential for future commercial uses.
- 2.25 The development of the railway brought similar benefits, and the central position of Leeds on the rail network still makes it a desirable location for industries wanting to use the network for distribution. Leeds City Station is the third busiest in the UK outside of London, with over 21.9 million estimated entries and exists during 2009/10, and the Government has given approval for a new £15m southern entrance which will help to open up the area south of the River and assist the further regeneration of the Granary Wharf area and Holbeck Urban Village. Leeds has also been identified as a stop on the longer term High Speed Rail network, which will greatly reduce journey times between the north and south of the country.
- 2.26 Leeds is a principle hub of the national motorway network with the A1(M), M1 and the M62 motorways intersecting to the south east of the City Centre. The 1960's saw the construction of the northern section of the Inner Ring Road which carries significant volumes of through traffic around the City Centre, and subsequent phases have with the inclusion of the M621 now created a complete ring. Within the

Inner Ring Road the City Centre Loop road distributes local traffic around a largely pedestrianised City Centre core.

- 2.27 Leeds Bradford International Airport (LBIA) is a major part of the strategic Infrastructure for the City Region. It is also economic resource for employment, business development and tourism, directly providing 2,500 jobs at the airport, expected to rise by 1,000 new jobs for every one million extra passengers. It also clearly has a much wider economic benefit across the City Region. There are plans to increase the number of passengers using LBIA from the current 3m passengers each year to 3.4m by 2013/14, and potentially 7.7m to 8.7m by 2026/27 depending on route development and wider economic conditions. In addition to passenger growth, the airport has potential for freight growth which will help it to better fulfil its regional role in supporting business. With the aim of moving towards its aspirations for growth, LBIA is undergoing a major investment programme to improve and extend the terminal building and forecourt in 2012, which will subsequently create a further 200 jobs.

## ii) **Our People**

### **Population**

- 2.28 The city's population has grown significantly during the last 20 years, unlike many others in the UK. The growth seen in Leeds has been attributed a number of factors, including a strong economy, buoyant markets and increased in-migration levels. Over the past decade, the city has experienced a large in-migration of economically active people looking for better quality of life. The population of Leeds in 2010 was estimated at 755,580 people with a forecast for it to reach 860 618 by 2028 (based on local housing and GP registration data for the Strategic Housing Market Assessment). While the 2011 Census results will provide a clearer picture levels, all forecasts predict the city's population to continue to grow.
- 2.29 There are as many people aged over 60 as under 16 as people are generally living for longer. Leeds also has a higher proportion of young people than the national average, including a large student population. Leeds is a diverse city home to people of over 130 different nationalities and with many cultures, languages, races and faiths. Within this context, 17% of the population is made up of people from black and ethnic-minority communities (Office of National Statistics, 2009), 18 % have a limiting long-term illness or disability, around 8% are lesbian, gay, or bisexual. The black and ethnic-minority communities are largely concentrated in just three wards of the City, being between 30-40% of the total population in the wards of Gipton and Harehills, Chapel Allerton, and Hyde Park and Woodhouse.

### **Deprivation and Health Inequalities**

- 2.30 In terms of health, Leeds performs well compared to the other core cities in England (Birmingham, Bristol, Liverpool, Manchester, Newcastle, Nottingham and Sheffield) and has the lowest mortality rate for males and females of all ages. There have been huge improvements to life expectancy in the last decade, which has increased by two years for both men and women and over the same period, the mortality rate fell by over 18%.
- 2.31 Despite becoming wealthier as a city over the last 20 years, Leeds still has too many deprived areas, where there is a poor quality of life, low educational performance, too much crime and anti-social behaviour, poor housing, poor health, and families where no one has worked for a few generations. The gap in life

# Map 2. Indices of Multiple Deprivation

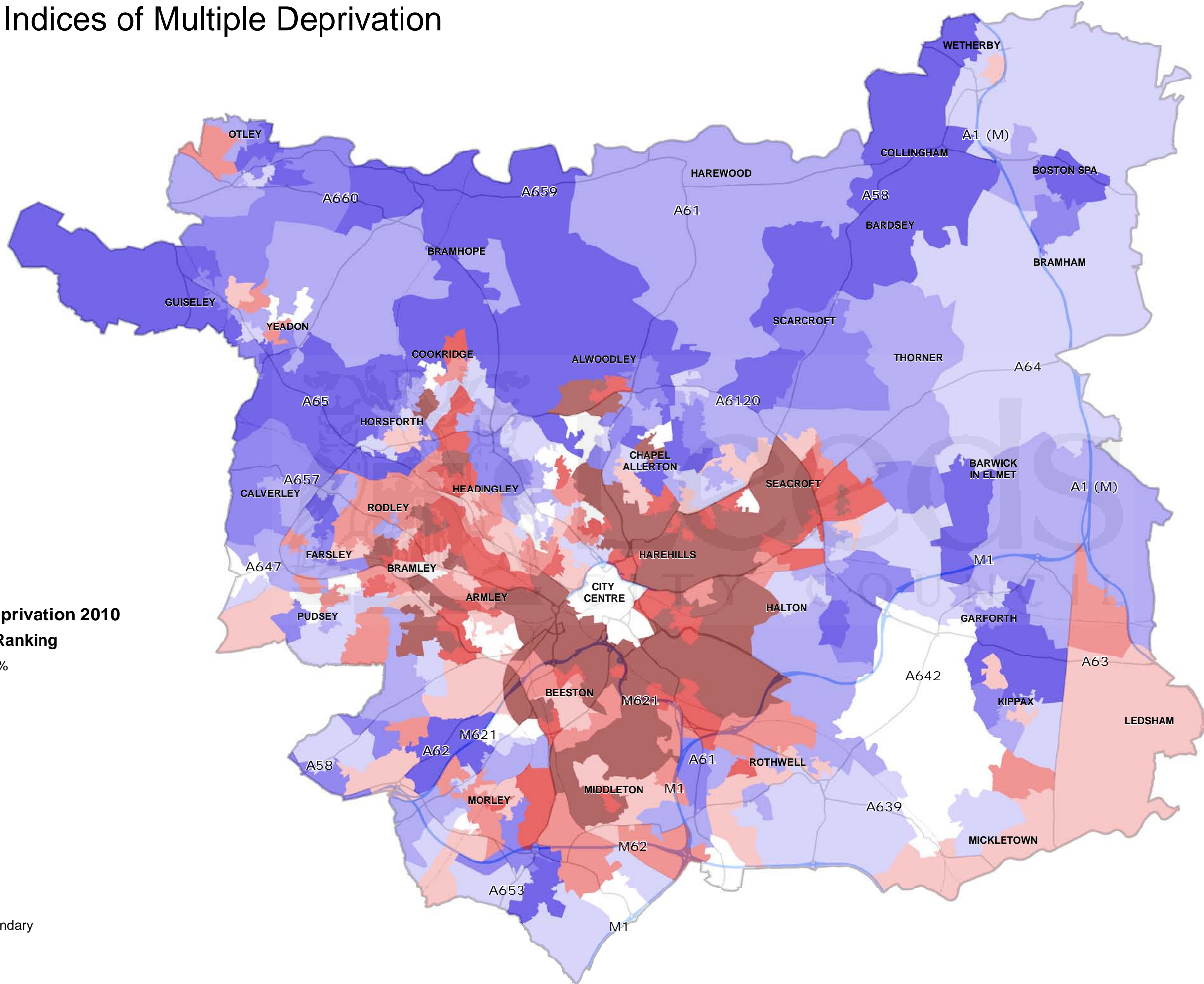
## Key

### Indices of Deprivation 2010

#### IMD National Ranking

- Lowest 10%
- 10 - 20%
- 20 - 30%
- 30 - 40%
- 40 - 50%
- 50 - 60%
- 60 - 70%
- 70 - 80%
- 80 - 100%

- Railways
- Leeds Boundary
- Motorways
- A Roads



expectancy between the most disadvantaged parts of Leeds and the rest of the city remains at around ten years.

- 2.32 Out of 476 Super Output Areas (SOAs) in Leeds, the 2010 Index of Multiple Deprivation shows that there are 92 which fall into the most deprived 10% in the country. In 2007, Leeds had 22 SOAs that were ranked in the most deprived 3% nationally, this number rose to 25 in 2010. Overall, 154 improved their ranking but 322 fell between 2007 and 2010. Gipton and Harehills is the only ward with all of its SOAs ranked in the most deprived 20% nationally. There is therefore a clear need to continue to tackle the multiple problems of poverty and to improve all parts of Leeds. Improving the health of the city's population is a key objective to be the best city in the UK. A thriving economy where people have access to jobs and a decent income is essential to good health.

### **Higher Education**

- 2.33 Leeds has a strong higher education sector with three universities; the University of Leeds, Leeds Metropolitan University and Leeds Trinity University College. The city is also home to Leeds City College, Leeds College of Art, the Leeds College of Music, and the Northern School of Contemporary Dance.
- 2.34 The Yorkshire College of Science and the Leeds Medical School were merged to form the University of Leeds in 1904. The University is now the UK's second-largest, and the third largest employer in the city with more than 30,000 students from 130 countries. It has set itself the target of being among the top 50 universities in the world by 2015. A number of Colleges of Technology, Art, Commerce, and Education came together into the Leeds Polytechnic in 1970, which in turn became Leeds Metropolitan University in 1992. Leeds Metropolitan University has another 30,000 full-time and part-time degree students, and is the city's fourth-largest employer. The large student population gives the city a real energy. Leeds has a young population especially in the areas of Headingley and Hyde Park and Woodhouse, and many students choose to continue to live and work in the city following their graduation.

### **Leeds as a Visitor Destination**

- 2.35 The city is also an increasingly important visitor destination for both business and leisure tourism. Recent research has found that the value of tourism in Leeds was estimated to be £1.25 billion, supporting over of 25,000 actual jobs (19,000 full-time equivalents) according to the Cambridge Econometric Impact Model.
- 2.36 Leeds also has nationally recognised cultural attractions and events which have been enhanced by a new headquarters for Northern Ballet and the Leeds Arena which will be able to host major events from early 2013. Our cultural offer has been reinvigorated with the reopening of the City Museum in 2008 which is now established as one of the leading visitor attractions in the region, alongside the Royal Armouries which welcomed 275,000 visitors in 2010, its highest ever, and the thriving companies of Opera North and Northern Ballet. Professional sport, particularly football, rugby, and cricket continue to be a source of local pride and give the city an international profile.

### **iii) Our Green Environment**

- 2.37 Two-thirds of the Leeds district is Green Belt and it is also in easy reach of two national parks. The green local environment is very important in its own right for aspects such as biodiversity and urban cooling. The quality of the environment also makes people proud of the district, and is important to improve physical and mental health as it provides a sense of wellbeing and opportunities for leisure. The environment also gives Leeds its distinctive character and identity, and attracts businesses, investment and visitors, and provides a resource for education and industry.
- 2.38 One of the city's distinguishing features is the way in which green corridors stretch from the surrounding countryside into the heart of the main urban area. Alongside these more natural spaces, the Council manages around 4,000 hectares of parks and greenspaces including 6 flagship City Parks. Trees and woodland cover are also important components of Leeds' landscape character. There are 4,450 hectares of woodland cover in the district, 6 Local Nature Reserves, 17 Sites of Special Scientific Interest, 120 Local Nature Areas and 44 Sites of Ecological or Geological Importance.
- 2.39 The environment in Leeds is continually improving, including air quality and the cleanliness and attractiveness of the waterways for wildlife, particularly the River Aire. However, the City Centre does have a relatively small amount of greenspace, and so the Council's ambition is to develop a major new City Centre park just south of the River Aire, with strong pedestrian links across the river into the heart of the shopping and commercial area. The upgrading of other City Centre public spaces is also important.
- 2.40 One of the most exciting opportunities to enhance the environment of Leeds is in the Lower Aire Valley. This former industrial landscape was scarred for many years by quarrying and mineral extraction, and it is intended for a transformation into a series of wetland nature reserves. The wetland reserve of Fairburn Ings on the boundary between Leeds and Selby, is already of great wildlife value and the proposed wetland bird reserves at the former open cast site at St. Aidan's and at Skelton Lake will add to the importance and value of the area. The reserves will be linked to wider green infrastructure provision which will provide a framework for development of new homes and jobs right into Leeds City Centre, through the Aire Valley Eco-Settlement.
- 2.41 The district's distinctive landscape character needs to be respected, conserved and enriched. The challenge is to manage growth in ways which will maintain the setting of Leeds within an attractive network of connected greenspaces that improve its environment.

#### **Key Challenges**

- 2.42 Leeds is a large and diverse city, with a proud heritage, a quality environment and home to a wide range of communities and businesses. As outlined above there are major opportunities for growth and regeneration and a desire for this to be achieved and managed in a way, which reflects the unique character of the district and the principles of sustainable development. In the preparation of the Core Strategy

therefore there are a number of key challenges the overall spatial vision, development strategy and policy framework is seeking to meet. These include:

- Planning for population growth and the complex needs of a diverse population,
- Facilitating local opportunities for urban regeneration and economic growth, within the context of major changes and uncertainty in the national and international economy,
- Planning for housing growth in a sustainable way in suitable locations, whilst meeting a range of housing needs,
- Ensuring that opportunities for regeneration and economic growth support the aspirations of the community in delivering needed jobs and homes,
- Ensuring that the physical development and growth of the district, is managed in a sustainable way, to respect the local identity, character and distinctiveness of communities and delivers high quality design and environment enhancement,
- Opportunities for regeneration and growth are supported with the necessary infrastructure,
- The need to maintain and develop, a longer term partnership approach to development and growth within the district, with a range of stakeholders including communities, investors and infrastructure providers.

### **3. SPATIAL VISION**

#### **Spatial Vision and Objectives**

- 3.1 Leeds has been successful in recent years in regenerating its older urban areas, attracting inward investment, strengthening the role and attractiveness of the City Centre and protecting the district's distinctiveness and character. However, much remains to be done, especially given the consequences of the economic downturn and the reduction of public finance. In order for Leeds to move forward and to fulfil its potential as a major City and regional capital, a clear spatial vision is required to guide decisions on future developments and the policies that will help to deliver these. An integral part of this 'vision' is that local communities will be fully engaged with the need to bring about the sustainable growth of the city and to help the Council to manage investment in a way that delivers tangible community benefits.
- 3.2 The long term vision for the Leeds metropolitan district is that by 2028:
- Leeds will have maintained and strengthened its position at the heart of the City Region and has grown a strong diverse and successful urban and rural economy, with skilled people and competitive businesses, which are sustainable, innovative, creative and entrepreneurial. All communities will have equal chances to access jobs and training opportunities through the growth of local businesses.
  - Leeds City Centre will remain a successful destination for the people of Leeds and beyond, with a vibrant commercial, leisure and cultural offer. The Trinity and Eastgate centres will be well established and the South Bank will be integrated into the City Centre, which includes a new City Centre park acting as a gateway to the Aire Valley.
  - The spatial management of growth will be planned to balance the use of brownfield and greenfield land in a sustainable way, as part of an overall framework promoting development in suitable locations as a basis to meet identified needs.
  - The distinctive settlement pattern within the Leeds district will be maintained and their character enhanced, whilst providing for and supporting new housing growth opportunities. The main urban area of Leeds will support the diverse and distinctive communities that surround it, separated by agricultural land, woodland, valuable green spaces, habitats, and amenity areas.
  - Town and local centres will remain at the heart of their communities and provide a good range of shopping, services and local facilities.
  - Aire Valley will become an innovative new living and working community which is a national model for sustainable development, accommodating up to 9,000 new homes and 35,000 new jobs within a distinctive green environment. An integral part of the urban eco-settlement will be the establishment of low carbon solutions, and energy requirements in established communities will have been significantly reduced by retrofitting.
  - The Regeneration Priority Areas will have undergone successful transformations, in terms of having more attractive environments, improved



choice and quality of housing, better access to employment through improved education and training, and increased connectivity to adjoining neighbourhoods, including the City Centre.

- In reflecting the role of Leeds as a strategic transport hub (including Leeds City Station and Leeds Bradford Airport), serving existing communities and in planning for new growth, sustainable forms of development are delivered (which include public transport as an integral part). Consistent with the ambitions to be ‘the best city in the UK’, the Leeds will be better connected, by an accessible and integrated transport system, which supports communities and economic competitiveness.
- Leeds will have a wide network of multi-functional Green Infrastructure (including green space areas) which provides an improved quality of life for residents to enjoy healthier lifestyles. This will also be a strong incentive in attracting new business to the area. Through new development, opportunities will be taken to improve connections between Green Infrastructure to enhance its value and achieve a better spatial distribution.
- Leeds will be resilient to climate change through the use of innovative techniques and efficient use of natural resources.
- Place making will be embedded into the planning process which has led to the creation, protection, and enhancement of buildings, places and spaces that are valued by people. This will have a positive contribution towards better health and wellbeing, especially in communities where there have been clear health disparities and disadvantage.

### **Objectives**

3.3 In reflecting this Spatial Vision, the following Objectives are set out below:

|             |  |
|-------------|--|
| <b>(i)</b>  | <b>City Centre:</b><br>In supporting the continued vitality, economic development and distinctiveness of the City Centre as the regional centre, the Core Strategy will:   |
| <b>1.</b>   | Accommodate first and foremost the needs of offices, shops, hotels, institutions and leisure and entertainment uses, accepting that there is a place for residential and supporting facilities such as parks, convenience stores, health centres, nurseries and schools; |
| <b>2.</b>   | Give priority to the development of land opportunities in the southern half of the City Centre.  |
| <b>3.</b>   | Strengthen the vibrancy, distinctive character and cultural appeal of the City Centre,   |
| <b>4.</b>   | Make the City Centre accessible to all, including improved pedestrian and cycle links to adjoining neighbourhoods.   |
| <b>(ii)</b> | <b>Managing the Needs of a Successful District:</b><br>To manage the needs of a growing City, the Core Strategy needs to:  |
| <b>5.</b>   | Plan for population growth and the implications of demographic change.   |
| <b>6.</b>   | Promote a diverse, enterprising and competitive economy supported by a skilled work force.   |
| <b>7.</b>   | Deliver economic development which makes best use of land and premises across the district in sustainable locations, accessible to the community and wider labour market.  |
| <b>8.</b>   | Deliver housing growth in sustainable locations related to the Settlement Hierarchy, by  |

|       |   |
|-------|---|
|       | prioritising previously developed land in urban areas and through the phased release of greenfield sites to ensure sufficiency of supply and provision of supporting infrastructure.  |
| 9.    | Plan for a sufficient mix, tenure and type of housing to meet a range of community needs including affordable and specialist housing.   |
|       |   |
| (iii) | <b>Place making</b><br>In supporting distinctive and cohesive places, the Core Strategy will:   |
| 10.   | Promote the role of town and local centres as the heart of the community which provide a focus for shopping, leisure, economic development and community facilities, while supporting the role of the City Centre.                            |
| 11.   | Support the provision of community infrastructure that is tailored to meet the needs of the community including high quality health, education and training, cultural and recreation, and community facilities and spaces.                    |
| 12.   | Support high quality design and the positive use of the historic environment to create distinctive and cohesive places that include measures to improve community safety.   |
| 13.   | Promote the physical, economic, and social regeneration of areas taking into account the needs and aspirations of local communities.  |
| 14.   | Support the improved health and wellbeing of Leeds' residents and workforce.  |
|       |   |
| (iv)  | <b>A Well Connected District :</b><br>In the delivery of an accessible and integrated transport system to support communities and economic competitiveness, the Core Strategy aims to:  |
| 15.   | Increase the use of sustainable forms of transport by facilitating the delivery of new infrastructure and the improvement and management of the existing system, transport hubs and interchange (including Leeds City Station).               |
| 16.   | Ensure new development takes place in locations that are or will be accessible by a choice of means of transport, including walking, cycling, and public transport.   |
|       |   |
| (v)   | <b>Managing Environmental Resources :</b><br>In safeguarding the environment of the district, the Core Strategy needs to:   |
| 17.   | Protect natural habitats and take opportunities to enhance biodiversity through the creation of new habitats and by improving and extending wildlife corridors.   |
| 18.   | Secure development which has regard to its impact on the local environment and is resilient to the consequences of climate change, including flood risk.  |
| 19.   | Promote opportunities for low carbon and energy efficient heat and power, for both new and existing development.  |
| 20.   | Make efficient use of natural resources, including the implementation of sustainable design and construction techniques, the use of minerals, and the effective minimisation and management of waste.   |
| 21.   | Protect and enhance Green Infrastructure, strategic green corridors, greenspace, and areas of important landscape character, taking the opportunity to improve their quality, connectivity and accessibility through the development process. |
|       |   |
| (vi)  | <b>Implementation and Delivery :</b><br>In progressing the proposals of the Core Strategy, the Council will:  |
| 22.   | Work in partnership with a wide variety of sectors and agencies including the Leeds City Region in the delivery of the Core Strategy and as a focus to explore opportunities for funding and delivery.  |
| 23.   | Work with local communities in Leeds to ensure that local people are involved in shaping the future growth of the city with appropriate community benefits.   |
| 24.   | Ensure that new development is served by appropriate levels of infrastructure to support the delivery of the Core Strategy.   |

## **4. SPATIAL DEVELOPMENT STRATEGY**

### **4.1 Overview and Location of Development**

- 4.1.1 The Spatial Development Strategy outlines the key strategic policies which Leeds City Council will implement to promote and deliver development. The intent of the Strategy is to provide the broad parameters in which development will occur, ensuring that future generations are not negatively impacted by decisions made today. The Spatial Development Strategy is expressed through strategic policies which will physically shape and transform the district. It identifies which areas of the district play the key roles in delivering development and ensuring that the distinct character of Leeds is enhanced. It is complemented by the policies found in the thematic section, which provide further detail on how to deliver the Core Strategy.
- 4.1.2 The Key Diagram is presented at the end of this section, and compiles these Policies to provide a broad illustration of what the Plan will achieve by 2028. It highlights how and where development will occur, and those development areas which are key to delivering the Core Strategy. The Key Diagram is indicative only, and does not set out site boundaries or define the extent to which development is proposed to occur.
- 4.1.3 The level of housing growth expected to occur by 2028 within Leeds is greater than any other authority within England. A growing and diverse economy brings a need for new housing, sustainable and reliable transport systems, and services to meet the changing needs of the population. Bringing this future growth and prosperity to all residents remains a key consideration for the district.
- 4.1.4 In directing future development, the Strategy must also consider what makes Leeds unique and distinctive, and seek to preserve and enhance these features. It is considered that the historic pattern of development is key to delivering future growth, and will be used to guide future development. This will ensure that the majority of growth is focused within the Main Urban Area, but that other established settlements will also benefit from new development. The focus of this strategy is to achieve opportunities for growth in sustainable locations as part of a phased approach and as a basis to meet development needs. The delivery of the strategy will entail the use of brownfield and greenfield land and in exceptional circumstances (which cannot be met elsewhere), the selective use of green belt land, where this offers the most sustainable option.
- 4.1.5 The characteristics of Leeds' settlements have therefore been reviewed and the Settlement Hierarchy will be the framework to guide future development opportunities. The hierarchy prioritises the location of future development and sets out those areas towards which development will be directed.
- 4.1.6 By concentrating growth according to the settlement hierarchy, development will occur in the most sustainable locations whilst respecting the overall pattern of development within the district. The hierarchy acknowledges that there are still development opportunities within settlements that should be prioritised and enables regeneration opportunities to be realised, through phasing of land opportunities over the period of the Strategy.
- 4.1.7 Within settlements, town and local centres remain the focus for the local economy, shops, leisure and community facilities for current and future residents. A hierarchy

of centres is established with the City Centre performing a regional role and locations of town and higher and lower order centres are identified to serve local community needs. A growing population and changing qualitative needs will be supported by appropriate facilities within centres, which help to maintain the vitality and viability of centres. The Strategy directs growth of these facilities, to locations within and on the edge of centres and sets out proposals for meeting new shopping and other town centre uses. The hierarchy also ensures that transport systems linking settlements will be strengthened and investment delivers sustainable options to residents.

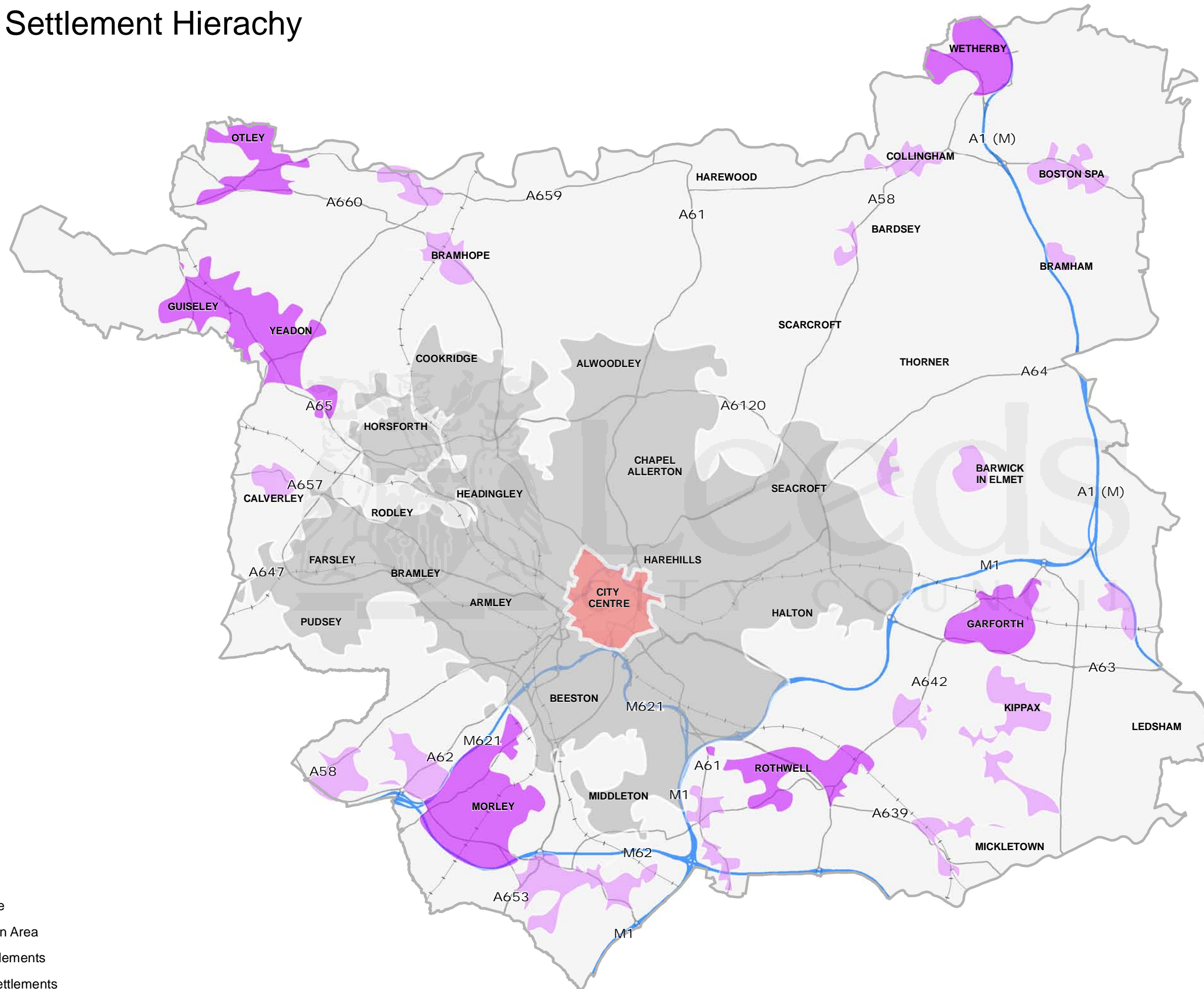
- 4.1.8 By ensuring that development is linked to the existing settlement hierarchy, it acknowledges the distinct role that each settlement plays within the overall make up of Leeds. Opportunities for growth across the district will ensure that residents can stay within their communities as they progress through various stages of life, and ensure that every area benefits from the development process.
- 4.1.9 Within the settlement hierarchy the Main Urban Area has the City Centre at its heart, and includes those communities and neighbourhoods which form the main urban and suburban areas of the city.
- 4.1.10 Major Settlements are those free standing towns, which are separated from the main urban area. These settlements are identified as having a Town Centre. Smaller settlements are those communities which have a population of at least 1500, a primary school, and a shop or pub. Some but not all smaller settlements have a local centre.

Table 1 – Identification of Settlement Types

| <b>Settlement Type</b>     | <b>Location</b>   |   |
|----------------------------|---|---|
| <b>Main Urban Area</b>     | Leeds City Centre and the surrounding communities and neighbourhoods forming the main urban and suburban areas of the City                      |   |
| <b>Major Settlements</b>   | Garforth<br>Guiseley/Yeadon/Rawdon<br>Morley<br>Otley<br>Rothwell<br>Wetherby   |   |
| <b>Smaller Settlements</b> | Allerton Bywater<br>Bardsey<br>Barwick-in-Elmet<br>Boston Spa<br>Bramham<br>Bramhope<br>Calverley<br>Collingham<br>Drighlington<br>East Ardsley | Gildersome<br>Kippax<br>Lofthouse/Robin Hood<br>Micklefield<br>Mickletown Methley<br>Pool-in-Wharfedale<br>Scholes<br>Swillington<br>Tingley/West Ardsley |
| <b>Villages/Rural</b>      | All other settlements and locations   |   |

- 4.1.11 The Main Urban Area (MUA) will provide the major focus of development, taking the form of suitable infill development and urban extensions, which will account for over 60% of all housing opportunities. Employment opportunities are also to be concentrated in the , MUA as it offers good access and a wide range of opportunities. Development that occurs in the MUA will cater to residents of the

# Map 3. Settlement Hierachy



district, the City Region and beyond. Development within and adjacent to the Main Urban Area is key to delivering the strategy. If delivery does not occur to the levels identified for the Main Urban Area, a dispersed development pattern will occur which will be contrary to the vision and objectives of this Strategy.

- 4.1.12 Development of Major Settlements will help to reinforce their role as a provider of services to residents and those immediately surrounding the settlement. These settlements will offer the ability to phase growth, providing new development opportunities and services to complement existing. Development in and extensions of these settlements will contribute to approximately a fifth of all housing development but must occur so as to continue to preserve the distinctiveness of the settlements. Local employment and services will be developed and located alongside housing. The development of major settlements is also key to the strategy, offering a variety of housing opportunities spread across the district in the most sustainable locations.
- 4.1.13 Smaller Settlements generally only provide a basic service level. It is important therefore, that new development in these settlements is sustainable, and contributes to the delivery of a wider mix of housing (including affordable housing), transport facilities and key services. In some instances, it may be possible to achieve additional development, which can be supported by current levels of services and infrastructure.
- 4.1.14 Where settlements are lacking in key services, development proposals will need to address such deficiencies.
- 4.1.15 All other settlements in the rural area, along with extensive areas of Green Belt and countryside, will continue to have limited development opportunities. Development will only be permitted if it functionally requires a rural location.

## **SPATIAL POLICY 1: LOCATION OF DEVELOPMENT**

To deliver the spatial development strategy based on the Leeds settlement hierarchy, the broad spatial framework for the location and scale of development is:

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

*\*(Strategic is defined as sites which are essential to the delivery of the Core Strategy's Vision, by the number of jobs – threshold set at 1,000+ and the size/area of land 15ha+).*

## **4.2 City and Town Centres**

- 4.2.1 Town and Local centres within the district have generally become established as a consequence of historical growth of the main urban area and outlying towns. They are at the heart of their communities and contribute much to local character and distinctiveness.
- 4.2.2 The Leeds City Centre, Town and Local Centres Study 2011 (Centres Study) was commissioned by the Council in order to review existing centres within the district and consider future demand for town centre uses in accordance with national policy guidance. As part of the study, a health check of existing centres was undertaken, the centres' hierarchy was reviewed and options put forward to meet identified requirements. The approach was based on the policy context formed by the UDP, the RSS and national policy guidance.
- 4.2.3 The Centres Study was carried out during a time of great economic uncertainty. Nonetheless, the Study inevitably not only adopted the population projections upon which the Core Strategy is founded but also trend projections of consumer spending. The Study consequently cautioned against reliance on higher projections, advised that a cautious approach be adopted for the short term with a need to review the position at an early stage. Since the study was written, consumer expenditure has continued to fall and the rate of on-line shopping has increased, both of which will have a negative effect on retail floor space need projections. Nationally, new retail development has slowed significantly. The Centres Study states that only 230,000 sq m of new shopping centre floor space opened in 2010, whilst the longer term pipeline has slipped back from 5 million square metres in 2008 to 3.2 million square metres in 2010, but of this only 11% is under construction, so the majority may be subject to delay or cancellation, reducing the pipeline even more. Whilst the Centres Study makes retail projections for Leeds up to 2028, to cover the lifetime of the Core Strategy, the current economic climate is still very unstable. Consequently the Core Strategy will refer only to the projections made for the first 5 years and even then take a cautious approach given the continuing uncertainty relating to climate and the importance of delivering particular major schemes.
- 4.2.4 Leeds has slid down the national retail league table in its retail offer. However, with the Trinity development projected to be completed in 2013 and the first phase of the Eastgate development to follow, Leeds' retail offer will be improved significantly, which will boost its position nationally as well as regionally. The Centres Study and the Core Strategy give full support to the completion of these two developments, which is vital during an uncertain economic climate. It is also important that time be allowed for the city centre to readjust to the development of a significant quantum of new retail floor space, particularly that which will be delivered at Eastgate which will inevitably cause readjustment of retail provision and shopping patterns in the city centre as did comparable new developments in the past.
- 4.2.5 Moreover, it is necessary to have regard to the regional/sub-regional shopping hierarchy and the need not to have a detrimental impact on this generally or on other important centres outside the district. Since the Centres Study was completed in 2010, Trinity Walk in Wakefield has opened adding 44,000 sq m (471,000 square feet) of new retail floor space to the centre. It is reasonable to assume, given the findings of the surveys which underpinned the Centres Study, that this will inevitably lead to 'claw back' in retail expenditure by Wakefield residents from Leeds city



centre and in particular, White Rose. In addition to this, Bradford city centre's planned retail scheme Westfield, totalling over 55,000 square metres (nearly 600,000 square feet) is now progressing. This is likely to result in Bradford residents choosing to shop in locally in Bradford rather than in Leeds or at White Rose. The delivery of this centre is crucial to Bradford and to the maintenance of a sustainable hierarchy of shopping centres within the City Region. The completion of such retail development schemes need to be taken account of when assessing how the trend based projections set out in the Centres Study should be used for policy development.

- 4.2.6 The Core Strategy approach, in line with the Centres Study and national guidance, is to achieve growth within centres, with a "centres first" approach, protecting the vitality and viability of centres. This requires a sequential assessment and where appropriate, impact assessment to be conducted to direct town centre uses to the appropriate level within the centres hierarchy. Further details regarding this approach are in Policy P8.
- 4.2.7 The City Centre performs the role of a regional city and the Core Strategy aims to maintain the primacy of the City Centre for comparison shopping and recognises its role as a major employment centre.
- 4.2.8 Beneath the City Centre, town centres and local centres perform an important role in:
- providing for weekly and day-to-day shopping requirements, employment, community facilities and leisure opportunities in easily accessible locations,
  - helping to minimise the need to travel, by providing the opportunity for 'linked trips' to shopping, employment and other services,
  - performing an important role in place making through contributing towards the character and identity of an area.
- 4.2.9 Higher order local centres are distinguished from lower order centres on the basis of a number of considerations. These can include most notably the range of shops in particular, and so the service they provide to the local community, but also other facilities that are offered and the consequent role the centre can play in meeting wider local needs. This is generally supported by assessment of vitality and viability of each centre at the time of survey. Other relevant considerations are the presence of a supermarket of some scale and also the potential scope for expansion or redevelopment. It is expected that centres may move from one category to the other".

# Map 4. Hierarchy of Centres

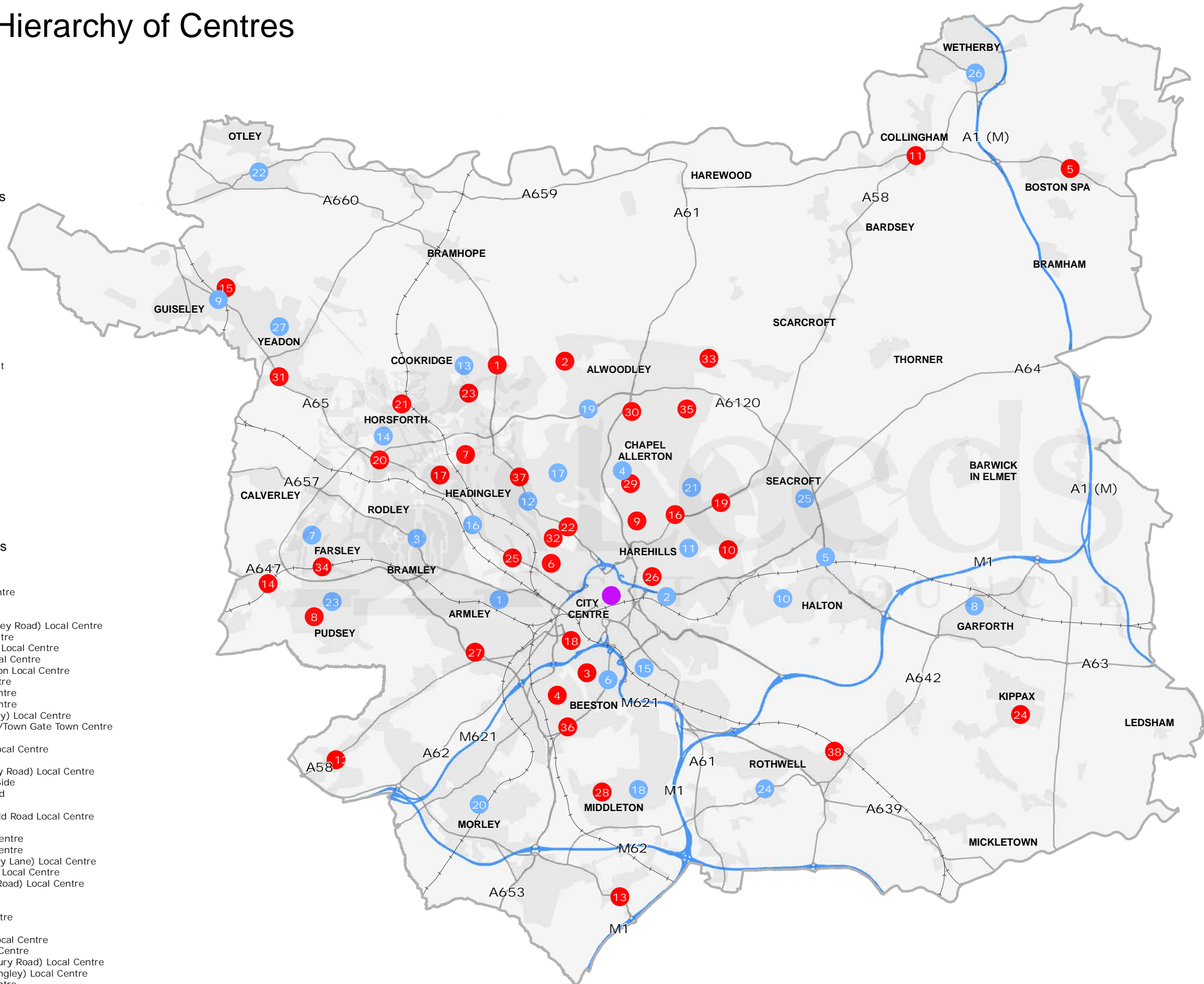
## Key

- City Centre
- Town Centres

- 1 Armley
- 2 Richmond Hill
- 3 Bramley
- 4 Chapel Allerton
- 5 Cross Gates
- 6 Dewsbury Road
- 7 Farsley
- 8 Garforth
- 9 Guiseley, Otley Road
- 10 Halton
- 11 Harehills Lane
- 12 Headingley
- 13 Holt Park
- 14 Horsforth, Town Street
- 15 Hunslet
- 16 Kirkstall
- 17 Meanwood
- 18 Middleton Ring Road
- 19 Moor Allerton
- 20 Morley
- 21 Oakwood
- 22 Otley
- 23 Pudsey
- 24 Rothwell
- 25 Seacroft
- 26 Wetherby
- 27 Yeadon

## Local Centres

- 1 Adel Local Centre
- 2 Alwoodley King Lane
- 3 Beeston Hill Local Centre
- 4 Beeston Local Centre
- 5 Boston Spa
- 6 Burley Lodge (Woodsley Road) Local Centre
- 7 Butcher Hill Local Centre
- 8 Chapeltown (Pudsey) Local Centre
- 9 Chapeltown Road Local Centre
- 10 Coldcotes Circus Gipton Local Centre
- 11 Collingham Local Centre
- 12 Drighlington Local Centre
- 13 East Ardsley Local Centre
- 14 Galloway Lane (Pudsey) Local Centre
- 15 Guiseley Oxford Road/Town Gate Town Centre
- 16 Harehills Corner
- 17 Hawsworth Estate Local Centre
- 18 Holbeck Local Centre
- 19 Hollins Park (Easterley Road) Local Centre
- 20 Horsforth New Road Side
- 21 Horsforth Station Road
- 22 Hyde Park Corner
- 23 Ireland Wood Otley Old Road Local Centre
- 24 Kippax
- 25 Kirkstall Road Local Centre
- 26 Lincoln Green Local Centre
- 27 Lower Wortley (Granny Lane) Local Centre
- 28 Middleton Park Circus Local Centre
- 29 Montreal (Harrogate Road) Local Centre
- 30 Moortown Corner
- 31 Rawdon, Leeds Road
- 32 Royal Parks Local Centre
- 33 Slaid Hill Local Centre
- 34 Stanningley Botton Local Centre
- 35 Street Lane S4 Town Centre
- 36 Tommy Wass (Dewsbury Road) Local Centre
- 37 Weetwood (Far Headingley) Local Centre
- 38 Woodlesford Local Centre



## **SPATIAL POLICY 2: HIERARCHY OF CENTRES & SPATIAL APPROACH TO RETAILING, OFFICES, INTENSIVE LEISURE & CULTURE**

The Council supports a centres first approach supported by sequential and impact assessments. The Council will direct retailing, offices, intensive leisure and culture, and community development to the city centre and designated town and local centres in order to promote their vitality and viability as the focus for shopping, employment, leisure, culture, and community services.

Proposals which would undermine that approach will not be supported.

The following hierarchy of centres is to be maintained to ensure that development is directed to the appropriate level of centre based on its scale and catchment.

1. The City Centre
2. Town Centres
3. Local Centres

The Leeds district currently contains a great variety of centres with different characteristics and history, and the need to maintain this local distinctiveness remains an overarching consideration.

4.2.10 Map 4 shows the location of centres within Leeds which are designated under Spatial Policy 2 and Policy P1.

### **4.3 Leeds City Centre**

- 4.3.1 Leeds City Centre is at the top of the Centres Hierarchy and is the major financial and commercial centre and 'shop window' for the rest of the city and region. As such, one of the objectives of the Core Strategy is for the City Centre to remain a 'successful regional facility'. As the centre of the City Region and district's public transport network, the City Centre is a sustainable employment, shopping, leisure and cultural location, which can promote development that is less reliant on people travelling by car.
- 4.3.2 The City Centre's environmental quality is vital to its economic success and making it a better place to live in, work in and visit. Every opportunity will be taken to enhance streets and spaces in the City Centre, including provision of a major new park. The City Centre will also need to be able to adapt to effects of climate change. One important measure in this respect will be the Leeds Flood Alleviation Scheme, which will help to protect areas at risk of flooding particularly in the south of the City Centre.
- 4.3.3 Whilst the City Centre has seen substantial new development over the last decade, there remain significant parcels of vacant and underused brownfield land available, particularly to the south of the river (The South Bank - linked to the development of a potential urban eco settlement, connecting to Aire Valley Leeds), to the east of Marsh Lane and along the Wellington Street and Whitehall Road corridors to the west. These areas have great potential to accommodate large scale commercial and mixed use development over the plan period along with a City Centre park. Improving transport links between the City Centre, its surrounding communities, the rest of the City Region and beyond is vital if the economy of the City Centre is to flourish.

### **SPATIAL POLICY 3: ROLE OF LEEDS CITY CENTRE**

The importance of the City Centre as an economic driver for the District and City Region will be maintained and enhanced by:

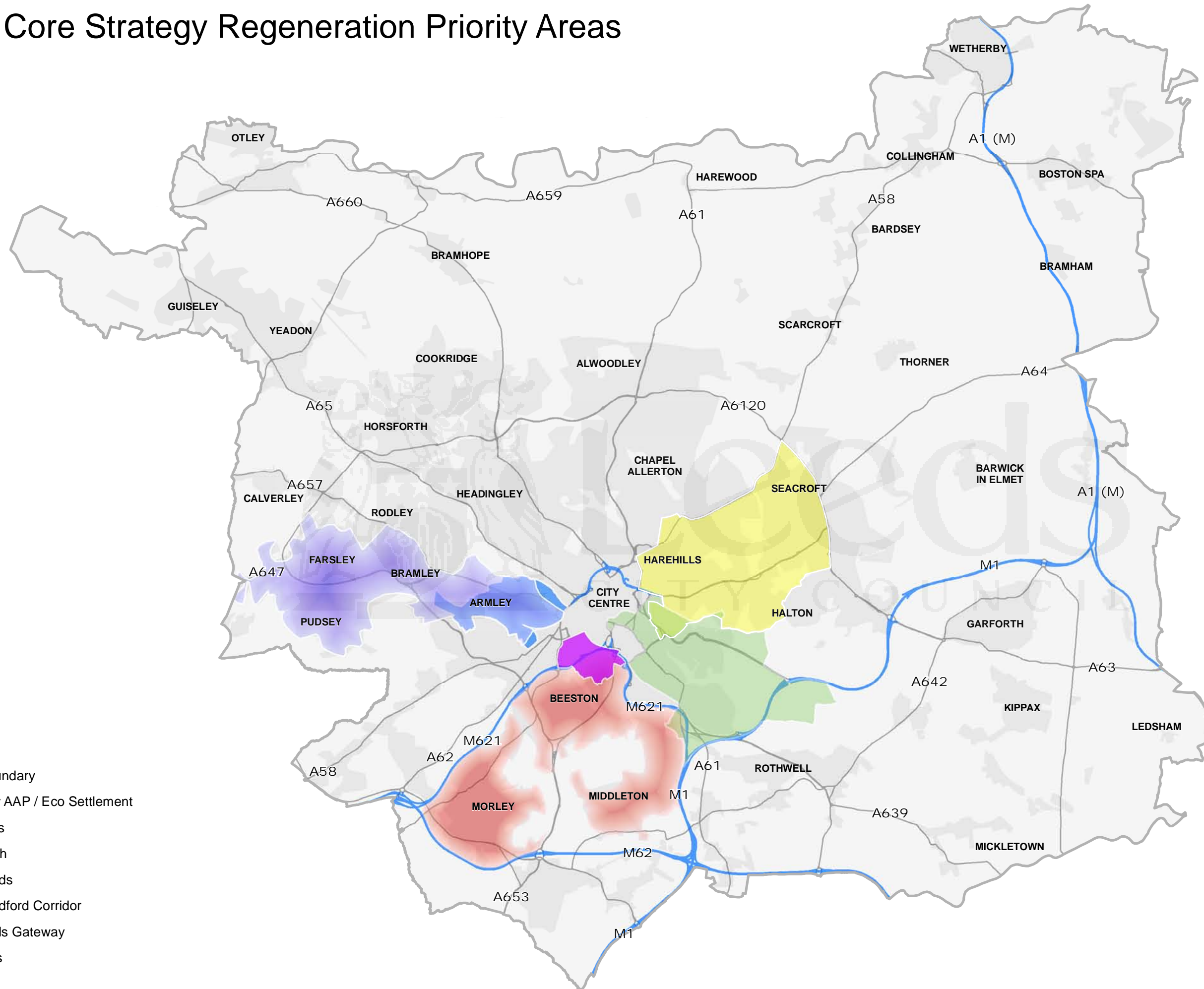
- (i) Promoting the City Centre's role as the regional capital for major new retail, leisure, hotel, culture and office development;
- (ii) Making the City Centre the main focus for office development in the District (focussed upon the West End, South Bank & Holbeck Urban Village);
- (iii) Valuing the contributions to the life, vitality and economy of the City Centre made by the Universities, Leeds General Infirmary, Major Museums and Arena
- (iv) Comprehensively planning the redevelopment and re-use of vacant and under-used sites for mixed use development and new areas of public space (including a major City Centre Park in the South Bank Area);
- (v) Improving public transport links between the City Centre and the rest of the District, including Leeds Bradford International Airport;
- (vi) Managing flood risk issues comprehensively through supporting the construction of the Leeds Flood Alleviation Scheme and use of other flood mitigation measures;
- (vii) Enhancing streets and creating a network of open and green spaces to make the City Centre more attractive and easier for people to use and in consolidating and enhancing sense of place;
- (viii) Improving connections between the City Centre and adjoining neighbourhoods;
- (ix) Support the role of Leeds City Station, enhancing Leeds' role as a regional transport hub and supporting the potential for the integration of high speed rail;
- (x) Expanding city living with a broader housing mix (including family housing).

## **4.4 Regeneration Priority Areas**










4.4.1 There needs to be a clear focus on parts of the district where there is a concentration of neighbourhoods performing below city and national averages across a range of indicators, but that also present opportunities for investment that will have a positive and lasting impact on those neighbourhoods and the city as a whole.

4.4.2 The Council, working with a number of key partners at the national and local level, seeks to address regeneration and housing needs citywide through a range of approaches and tools. These include:- joint ventures and partnerships with the private sector, improved use of public sector assets, the Homes and Communities Agency's Affordable Homes Framework, planning obligations and proposed changes to the use of business rates, new investment mechanisms and initiatives (such as the Enterprise Zone at Aire Valley Leeds, the New Homes Bonus, Private Rental Sector Initiative and the Empty Properties Fund – the latter of which will allow the Council to generate additional income for re-investment in its priorities through building more homes, improving the quality of existing ones and bringing empty ones back into use as decent affordable rented accommodation), existing Council programmes, such as the Private Sector Lettings Scheme and the

# Map 5. Core Strategy Regeneration Priority Areas



## Key

-  Leeds Boundary
-  Aire Valley AAP / Eco Settlement
-  East Leeds
-  Inner South
-  South Leeds
-  Leeds Bradford Corridor
-  West Leeds Gateway
-  Motorways
-  A Roads

Affordable Housing Programme, and continued close collaboration with local communities and their representatives. Collectively, these approaches have the potential to stimulate economic growth and create more new jobs, to increase the number of new, affordable and sustainable homes in Leeds, and to also improve the availability, accessibility and quality of the city's private rented sector to better meet the needs of its growing population.

- 4.4.3 Current and planned regeneration activity largely focuses on those Leeds neighbourhoods that feature in the country's 10% most deprived (target neighbourhoods), as measured via the Government's Indices of Multiple Deprivation (IMD), 2010. This equates to 92 of Leeds' Lower Super Output Areas covering an approximate population of 150,000. The city also has smaller and more isolated pockets of deprivation that need to be taken into account on an ongoing basis. A range of information and intelligence sources, including the IMD and the Leeds Neighbourhood Index, will be used to identify areas in need of regeneration and to inform appropriate interventions.

#### **Regeneration Priority Programmes**

- 4.4.4 The approach to district wide regeneration should remain flexible and responsive to the changing needs of localities and neighbourhoods. Given the length of the plan period, it is anticipated that new priorities will arise which the LDF will need to reflect and respond to in terms of appropriate resource allocation.
- 4.4.5 The Council's Regeneration Priority Programmes focus on four spatial areas (as set out in the Council/HCA Local Investment Plan 2011-15):
- East Leeds
  - Aire Valley Leeds
  - Leeds Bradford Corridor (incorporating the West Leeds Gateway)
  - South Leeds
- 4.4.6 The Programmes adopt an enabling and partnership approach to regeneration, through cross-sector working to realise opportunities for investment and development that will assist in tackling a range of issues that can collectively cause neighbourhoods to under-perform.
- 4.4.7 A wide range of interconnected issues contribute to such under-performance, ranging from poor quality physical environment and buildings, lack of community involvement and empowerment, poor community and retail facilities, low take-up of public sector services, long term unemployment, low skills levels, poor educational attainment and health, in addition to lack of housing choice, quality and affordability.
- 4.4.8 The Core Strategy aims to support investment priorities that can demonstrate positive and lasting improvements to the neighbourhoods within the priority programme areas.
- 4.4.9 Therefore, support will be prioritised for those development opportunities of strategic importance that have potential to:
- Improve the quality of life for residents in the target neighbourhoods and localities,
  - Improve the employment prospects of residents in the target neighbourhoods,
  - Build the capacity of local communities to improve their neighbourhoods,
  - Provide choice, quality and affordability of housing,
  - Stimulate private sector investment,

- Significantly improve the connectivity and image of neighbourhoods,
- Add value to existing public sector investment through both the public and private sectors.

4.4.10 In addition to the Regeneration Priority Programme Areas, the 'Rim' concept has been developed to help understand the complex mix of issues affecting the area immediately adjoining the City Centre, much of which overlaps the four regeneration priority programme areas. The 'Rim', stretching approximately one km from the City Centre boundary, is separated from the City Centre by the Inner Ring Road and other road, rail and waterway networks. As well as making physical access difficult, the infrastructure contributes to a generally poor environment with few linkages. As is the case with the current regeneration priority programmes, regeneration opportunities will need to focus on reconnecting the 'Rim' area to the City Centre so that it can contribute to the longer term vitality, economic growth and renewal of Leeds.

4.4.11 For example, Chapeltown in particular is a 'Rim' neighbourhood with much regeneration potential. This centres around a unique combination of regeneration opportunities, including - its strong track record of enterprise development and business start-up, its strategic location as a key northern gateway to the city and the number of recent and current investment schemes in the area, including the Townscape Heritage Initiative and Sharing the Success (Local Enterprise Growth Initiative), that can be built on to deliver further lasting improvements.

#### **SPATIAL POLICY 4: REGENERATION PRIORITY PROGRAMME AREAS**

The following Regeneration Priority Programme Areas identified on the Key Diagram will be given priority for regeneration funding and resources:

- East Leeds
- Aire Valley Leeds
- Leeds Bradford Corridor (incorporating West Leeds Gateway SPD)
- South Leeds

Additional Council led regeneration initiatives outside of the Regeneration Priority Programme Areas that can demonstrate a positive impact on their neighbourhoods will be supported. Priority will be given to developments that improve housing quality, affordability and choice, improve access to employment and skills development, enhance green infrastructure and greenspace, upgrade the local business environment, and improve local facilities and services.

The Regeneration Priority Programme Areas will be kept under review through the Council's Regeneration Priority Programme (and supporting evidence base), with any revisions reflected in future LDF documents.

4.4.12 The current investment opportunities within each priority programme are identified below. It is recognised that these may change over time in light of Government policy and associated investment opportunities, the economic climate and demographic change across the city. A detailed evidence base has been compiled by the City Council, which sets out the need, in terms of neighbourhood deprivation, alongside the opportunities for sustained improvement within each of the regeneration priority programme areas. This material is updated annually to inform the targeting and monitoring of regeneration activity.

## **East Leeds**

- 4.4.13 The character of East Leeds is wide-ranging. It contains one of Europe's largest concentrations of Council-owned housing, as well as a proliferation of very dense terrace housing within the inner-city. Much of the latter is back-to-back and does not comply with current housing decency standards. This extent and mix of dwellings presents a challenge and opportunity for housing-led regeneration.
- 4.4.14 The primary aim of the East Leeds regeneration priority programme is to assist in the development of sustainable and vibrant communities by targeting some of the city's most deprived and underperforming neighbourhoods for improvements. This is underpinned by the development of new housing and complements wide-scale improvement to existing Council stock. Where funding is available private sector housing will also be targeted for improvement. There are significant areas of land across East Leeds, both brownfield and allocated sites, including the East Leeds Extension, that offer the potential for redevelopment to meet local housing needs and create a more diverse mix of tenures. Improved green infrastructure, green space, and support for local employment, enterprise and training opportunities are other vital elements of the programme, that combined will assist in changing negative outside perceptions of the area.
- 4.4.15 The regeneration priority neighbourhoods where the Council is actively seeking improvement within East Leeds are: - Harehills, Gipton, Lincoln Green, Burmantofts, Halton Moor, Osmondthorpe and Seacroft.
- 4.4.16 Meeting the housing and regeneration challenge in East Leeds will require significant investment. Therefore the Council will work in partnership with the private sector and other public bodies to seek and encourage innovative approaches that can realise the potential of sites in these areas to contribute to the regeneration of the area.

## **Leeds Bradford Corridor**

- 4.4.17 Leeds Bradford Corridor is a strategic economic collaboration between Leeds and Bradford Councils. Its aim is to realise the economic potential of the area west of Leeds and east of Bradford city centres and achieve better transport connections between the two cities. This is being achieved by a focus on four key areas of work:- housing improvement, improved foot, cycle, rail and road access, improvements to green infrastructure, and increased business competitiveness and growth.
- 4.4.18 At this stage, Leeds' main contributions to the Corridor are taking place in inner West Leeds. This area is home to a substantial population of residents and businesses and over half of its neighbourhoods feature in the country's 10% most deprived. West Leeds Gateway SPD sets out the strategic direction for the area and supports the creation of more vibrant and successful neighbourhoods with improved connectivity to the rest of the city and the City Region. The SPD provides guidance on a variety of strategic development sites with potential to improve the area through the delivery of affordable housing and mixed-use development.
- 4.4.19 The regeneration priority neighbourhoods where the Council is actively seeking improvement within inner West Leeds area:- New Wortley, Armley and parts of Bramley.



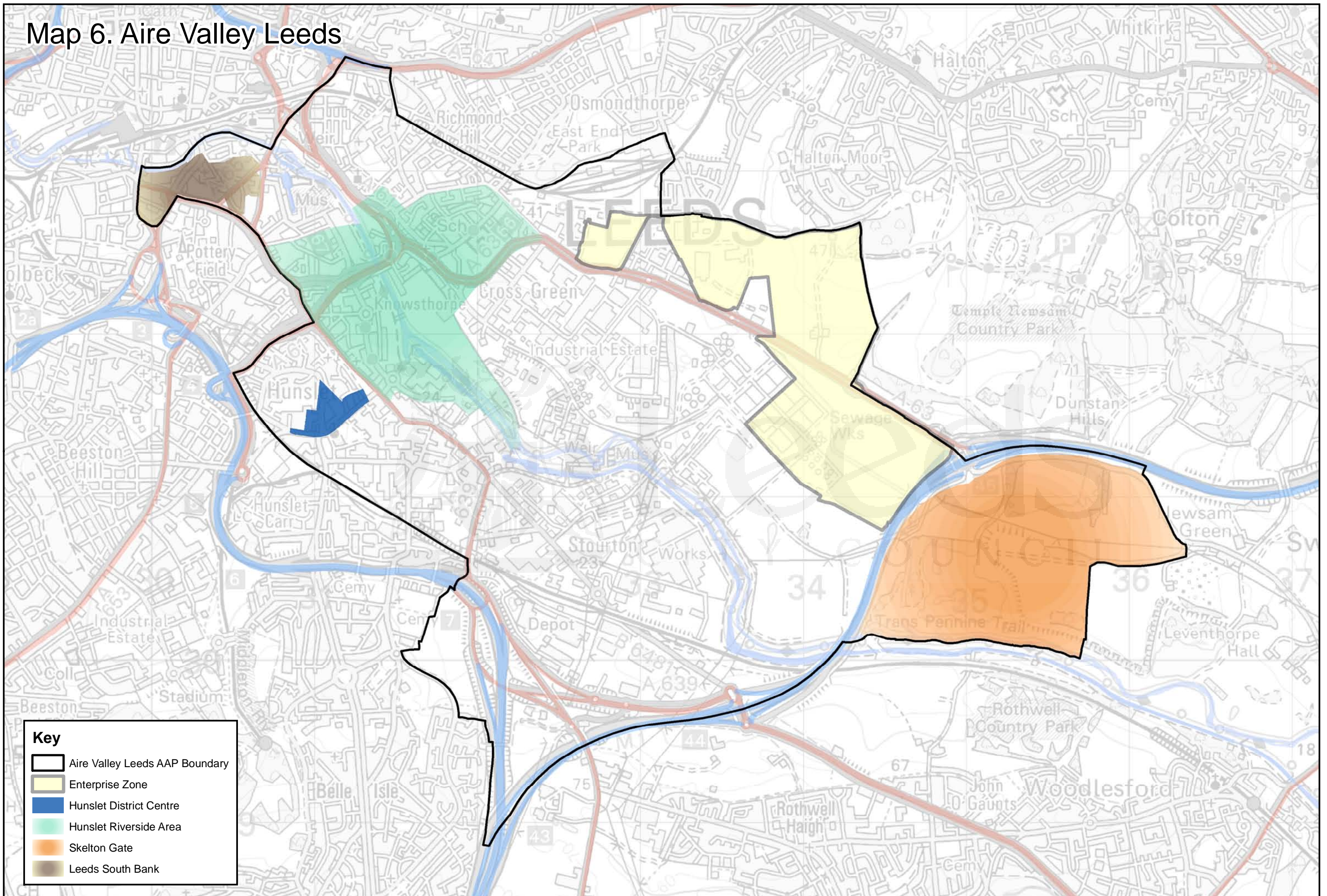
## **South Leeds**

- 4.4.20 A range of regeneration activity driven by housing development is either planned or underway across South Leeds area. Major housing development schemes in Beeston Hill and Holbeck are being delivered and activity is focussed on the refurbishment of a large number of existing Council homes, construction of new Council homes and other significant environmental improvements.
- 4.4.21 A major housing scheme for Beeston Hill and Holbeck will be delivered from 2012, focussing on the refurbishment of a large number of existing Council homes, construction of new Council homes and other significant environmental improvements. Parts of the back-to-back housing stock have been refurbished, though some of the oldest, least sustainable housing of this type has been cleared, in preparation for new development.
- 4.4.22 However, the area also has some considerable development potential due its strategic location as a key gateway to the city relationship to the Holbeck Urban Village area and direct access to the motorway network. It also contains a large amount of land forming part of the Council's affordable housing portfolio. As reflected within Middleton's spatial master plan (a Council and Aire Valley Homes partnership document), and the emerging South Leeds Investment Strategy, this land could act as a catalyst for infrastructure improvements and additional investment across the programme area.
- 4.4.23 The regeneration priority neighbourhoods where the Council is actively seeking improvement within South Leeds are: - Beeston Hill, Holbeck, Middleton, Belle Isle and parts of Hunslet.

## **4.5 Aire Valley Leeds**

- 4.5.1 Aire Valley Leeds (AVL) is a major economic development and regeneration within the country and city region situated to the south east of the City Centre. It extends to over 1,300 hectares and contains over 450 hectares of sites, which are available for development in the short to medium term, as well as areas of longer term potential. The area sits within the Main Urban Area of the Settlement Hierarchy extending from the M1 motorway into the City Centre along both banks of the River Aire Corridor and forms a substantial and transformational development opportunity of national significance. AVL has an existing employment base of 800 businesses, employing around 30,000 people and also provides a considerable opportunity for local jobs growth with capacity to support some 35,000 new jobs. Many of the neighbourhoods within and surrounding AVL are within the country's 10% most deprived (most are located within the East Leeds and Inner South Leeds regeneration programme areas), and a key aim is to link residents to current and future economic opportunities within AVL.
- 4.5.2 The unique selling point for AVL remains the delivery of a sustainable new district for the city and its region, delivering new jobs and homes. AVL, which has been identified as one of Leeds City Region's Urban-Eco Settlements, will promote sustainable development by seeking the delivery of commercial and residential areas which have high quality environment, energy efficient buildings and operations, low carbon and green business, sustainable transport, community facilities and linked areas of green infrastructure including a new city park in the South Bank area of the City Centre. Delivery of these ambitions will require major improvements to the area's infrastructure such as new public transport routes,

# Map 6. Aire Valley Leads



**Key**

- Aire Valley Leads AAP Boundary
- Enterprise Zone
- Hunslet District Centre
- Hunslet Riverside Area
- Skelton Gate
- Leeds South Bank

bridges, schools and health facilities. In terms of regeneration and housing growth, good initial progress is underway in the delivery of a sustainable low carbon community, commencing with the H2010 housing development at Yarn Street in Hunslet, which incorporates a combined heat and power plant.

- 4.5.3 In addition, a significant part of the AVL area (142 hectares) alongside the East Leeds Link Road has recently been approved by Government as an Enterprise Zone. This will help stimulate economic growth by simplifying procedures for planning applications and offering business rate discounts to new business. In turn, this will help provide the catalyst for an area, which will make a significant and lasting contribution to the economic viability and the region and Leeds.
- 4.5.4 In reflecting the overall strategic role of AVL as part of the Core Strategy, in contributing to job and housing growth, Strategic Policy 5, sets out a series of aspirations for the area. These will be delivered through the preparation of the AVL Area Action Plan which is currently underway and is to provide a framework for site allocations and infrastructure requirements to complement the wider regeneration programme.

#### **SPATIAL POLICY 5: AIRE VALLEY LEEDS URBAN ECO-SETTLEMENT**

Aire Valley Leeds (Urban Eco–Settlement) is identified (see Key Diagram) as a strategic location, providing between 6,500 and 9,000 new homes, and at least 250 hectares of land for employment uses (including research and development, industrial, and warehouse development).

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

## **4.6 Housing Development**

- 4.6.1 As highlighted in Section 2 (Profile of Leeds district), 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 aging 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. As a basis to help plan for this growth, the following key principles have been shaped and agreed through consultation (informal consultation into housing growth summer 2011) with key stakeholders, including communities and the development industry.

### **Housing growth principles**

4.6.2 Within this context, the following Housing growth principles have been established.

- i) Ensure housing growth is linked to the creation of sustainable neighbourhoods throughout the city (see Spatial Policy 1)
- ii) Set a realistic and phased target for the delivery of new homes (see Spatial Policy 6)
- iii) Ensure housing growth targets reflect local housing needs, now and in the future, in terms of tenure, type and size, (see Spatial Policy 6 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 P10 & 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 & Delivery).

4.6.3 Within the context of evidence derived from the Strategic Housing Market Assessment (2011) and informed by the above considerations, a housing requirement of 70,000 new homes net has been set, as a basis to meet the housing demands and job growth aspirations of the City. This figure is broadly consistent with the Regional Spatial Strategy. A demolition allowance of 250 units/annum has been applied, which is higher than the average rate of demolition since 2004 (228 units). To account for demolitions, the gross housing requirement is 74,000 units. In the delivery of the above housing growth principles and within the context of current economic uncertainties and the fragile nature of the housing market, the delivery these requirements as part of an overall strategy, will need to be closely monitored.

4.6.4 Within this context, the Plan does allow for a number of contingencies. As set out below, based on historic performance and anticipated future potential, the role of windfall development is recognised as an important component of supply. A windfall allowance is therefore set (see below). The figures presented are however conservative estimates and it is therefore highly likely that future windfall delivery will be in excess of the proposed figure. As part of an overall strategy, through Spatial Policy 1, emphasis is placed upon the role of the Main Urban Area and Settlement Hierarchy as a focus for delivery in sustainable locations. Linked to this, Spatial Policy 6, sets out an overall housing requirement (derived from the SHMA). Based on local evidence, this overall scale is considered to be realistic and appropriate to circumstances within Leeds. Within this context, Spatial Policy 7, identifies an indicative scale and distribution of growth, informed by the (SHMA and SHLAA), to provide a framework for more detailed site identification through the preparation of the Site Allocations DPD (and Are Valley Area Action Plan). In planning for longer term growth, Spatial Policy 10 provides the basis for a selective Green Belt review.

4.6.5 Current economic and housing market conditions are such, that the Core Strategy needs to have sufficient range and flexibility in its approach, to deliver the intended Objectives (as already set out in Section 3). In conjunction with the Core Strategy, the preparation of allocations DPDs (see above) is underway and a monitoring framework (see Background paper) is being developed to track progress and will be used as a basis to identify any which may result from unforeseen circumstances.

- 4.6.6 The commencement date for the housing requirement is 2012/13 to tie-in with the likely adoption date of the plan. Given the depressed state of the housing market over recent years, no calculation has been made of over or under-supply against targets in the Regional Spatial Strategy. The start of the housing requirement at 2012/13 marks a clean break from the past.
- 4.6.7 The housing figure is to be provided in stages, as part of a phased approach, increasing over the life time of the Plan. The Council has taken this course of action because the current economic climate has impacted on a range of factors, which have in turn frustrated recent housing delivery. These factors include:
- The current fragility of the housing market and the dramatic reduction in completion rates when compared to the 10 year average of 3,000 dwellings per year from 2000 – 2010 (and 2,000 from 2009 – 2011),
  - The availability and affordability of mortgage finance,
  - The affordability of new housing stock in meeting local needs,
  - Rates of household formation,
  - Uncertainties regarding the rate of economic recovery and growth and the impact of this upon, job retention and creation,
  - The availability of funding to deliver infrastructure requirements associated with new development.
- 4.6.8 As a large post industrial city which has experienced continual urban regeneration and renaissance, Leeds has continued to evolve in terms of its economic diversity and formats for housing delivery. A major aspect of this process has been the recycling of brownfield (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.
- 4.6.9 In terms of housing land monitoring and the analysis of housing land availability, the City Council regularly updates the position as part of the Strategic Housing Land Availability (SHLAA) Partnership. Within this context, windfall is still recognised as a key component of housing land supply. Based upon past performance and the continued needs for urban renewal and regeneration of Leeds, windfall will continue to play an important role in housing delivery. This is due in part to the scale of the district in respect of the extent of the Main Urban Area of Leeds and large collection of settlements across the district (including Major and Small Settlements identified as part of the Settlement Hierarchy – see Table 1: Identification of Settlement Types). Consequently, the role of windfall and the identification of a windfall allowance, is integral to the overall housing strategy set out in this Plan. This is a factor recognised in RSS. Windfall predominantly occurs in urban locations and is therefore consistent with the objectives of the Core Strategy. The only alternative to windfall is further Green Belt release.
- 4.6.10 The windfall allowance for Leeds is based upon two components of windfall. First of all, it enables sites not assessed by the SHLAA partnership (due to their size or the timing of their delivery) to be considered as part of overall housing delivery. The allowance also takes into account the fact that not all sites which will deliver housing over the Plan period have been identified at the start of the period.
- 4.6.11 In order to reflect the future contribution that windfall will make based on historical performance and as a basis to harness the expected future potential of PDL windfall

development, the Core Strategy incorporates an allowance of 500 units/annum for windfall. Such delivery has a critical role to play in contributing to housing need and in meeting development aspirations in sustainable locations. As demonstrated by monitoring evidence, this figure is considered to be an extremely conservative estimate and is therefore an appropriate figure when it comes to a contribution to overall supply. Therefore the Core Strategy anticipates that 8000 units of the 74,000 gross units required will be delivered via windfall. This means that 66,000 units will need to be identified to ensure delivery of the Core Strategy.

4.6.12 Evidence from the SHMA (2011) suggests that the long term trend toward smaller households will continue to level off beyond 2011. Therefore, Leeds considers it is sensible to plan for a static rate of household formation change during the first 5 years of the Core Strategy, returning to the SHMA's employment led forecast thereafter. Consequently, Spatial Policy 6, is subdivided into two time periods (2012 – 2017/18 and 2017/18 – 2028) to reflect the implications of this evidence. Taking into account changing levels of provision, demolitions, and the role of windfall, Leeds will seek to identify 66,000 units for housing delivery over the lifetime of the Core Strategy.

4.6.13 The 66,000 units that will be identified will be composed of current, undelivered allocations (7500 units), extant planning permissions (20,000 units) and other sites which are deemed to be appropriate for housing delivery, as per the guidelines in Spatial Policy 6 (Figures as at 31 March 2011).

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

70,000 (net) new dwellings net between 2012 and 2028 will be accommodated at a rate of:

- 3,660 per annum from 2012/13 to the end of 2016/17 (18,300)
- 4,700 per annum from 2017/18 (51,700)

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 66,000 dwellings gross (62,000 net) to achieve the distribution in tables H2 and H3 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,
- ii) Preference for brownfield and regeneration sites,
- iii) The least impact on Green Belt purposes,
- iv) Opportunities to 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, greenspace and nature conservation,
- vii) Generally avoiding or mitigating areas of flood risk.

### **Distribution of Housing Land**

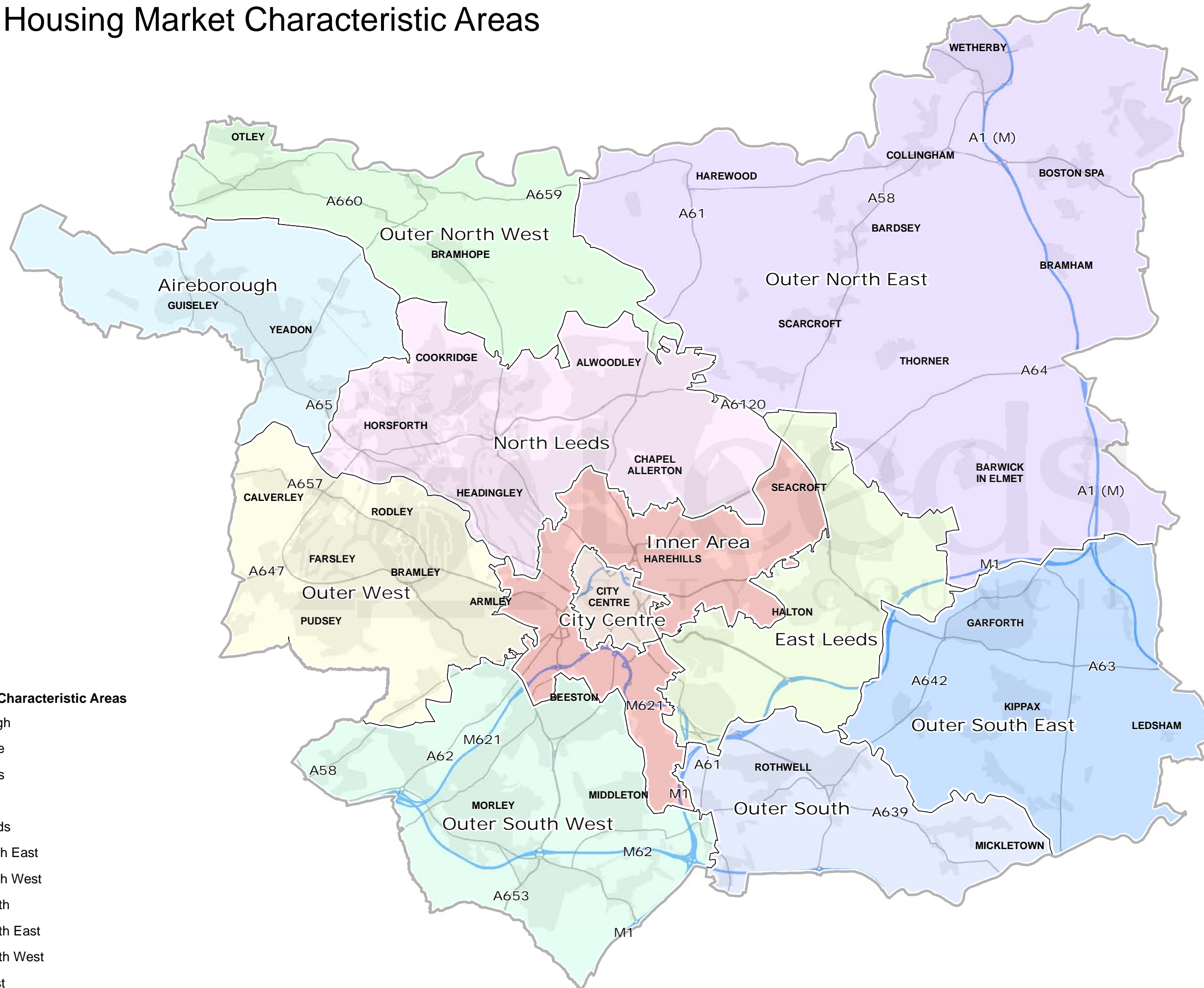
- 4.6.14 It is useful to summarise the conclusions of Leeds' SHMA (2011) and SHLAA (Update 2011) as the main pieces of evidence to inform planning for housing growth. The SHMA 2011 was not able to identify any geographically specific need for new housing based on population growth. Hypothetical presentations were made on the basis of historic housebuilding and on the basis of the distribution of existing population. Within this context, it is understood that due to the demographic profile and anticipated growth of the population within some inner city areas (for example Harehills), there are particular pressures upon local services and housing provision. The SHMA 2007 included a survey which asked those who were expecting to move in the following 2 years which indicates interest in most areas of Leeds. Outer suburban areas were recorded as most popular and the City Centre, inner areas and areas outside of the conurbation were favoured by varying proportions of household types.
- 4.6.15 The SHLAA Update 2011 assessed sites for their suitability, availability and achievability, with a partnership of external interests – including housebuilders – applying market judgement to deliverability of dwellings. It identified a substantial quantity of previously developed housing land in urban areas – enough for approximately 29,000 dwellings, but not enough to satisfy Leeds' housing requirement. Considerably more land was identified – enough for over 130,000 dwellings – that had planning policy concerns such as being greenfield, Green Belt and/or beyond the urban areas. This land provides the pool that can be drawn from to identify enough land to meet the requirement. However, it is not the role of the Core Strategy to identify individual sites, rather to provide a steer on where new housing should be found. The spatial development strategy of Spatial Policy 1 and the Housing Growth Principles (see above) set out the preferred locational choices for new housing and Tables 2 & 3 in Spatial Policy 7 provide a realistic but indicative scale and distribution dwellings expected in different geographical areas. This provides the framework for housing distribution so that land can be found that meets the criteria of Spatial Policy 6 in future LDF land allocation documents.
- 4.6.16 Table 2 anticipates that the majority of new housing (70%) will be provided within existing settlements, chiefly within Leeds' Main Urban Area. This is the most sustainable approach, aligning homes with jobs and making use of existing infrastructure. It will help regenerate Leeds making use of previously developed land, which is identified as a priority as part of the Core Strategy. Nevertheless, to meet the longer term housing requirement urban extensions are needed including greenfield and Green Belt land. Spatial Policy 1 and 10 sets out the overall approach to the future release of such land and the need for this to be achieved through a selective Green Belt review (to be progressed via the Site Allocations DPD). The emphasis of this approach is to achieve opportunities for housing growth in sustainable locations, linked to the Settlement Hierarchy, whilst respecting local character and distinctiveness. Within this context, it is anticipated that most urban extension land (21%) should be found on the edge of either the Main Urban Area or Major Settlements and a modest amount (8%) adjoining Smaller Settlements. Subject to the level of existing services and infrastructure and the provision of additional facilities to meet deficiencies, Smaller Settlements (and in exceptional cases other settlements – see Spatial Policy 10) also have the potential to contribute to overall housing provision.
- 4.6.17 Notwithstanding the distribution set out in Table 2, the Council will consider opportunities outside the settlement hierarchy, where the delivery of sites is

consistent with the overall principles of the Core Strategy, including the regeneration of previously developed land, and are in locations which are or can be made sustainable. Land at Thorp Arch has been identified as one such example.

4.6.18 Table 3 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 Partnership and reflect functional sub-markets. 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.

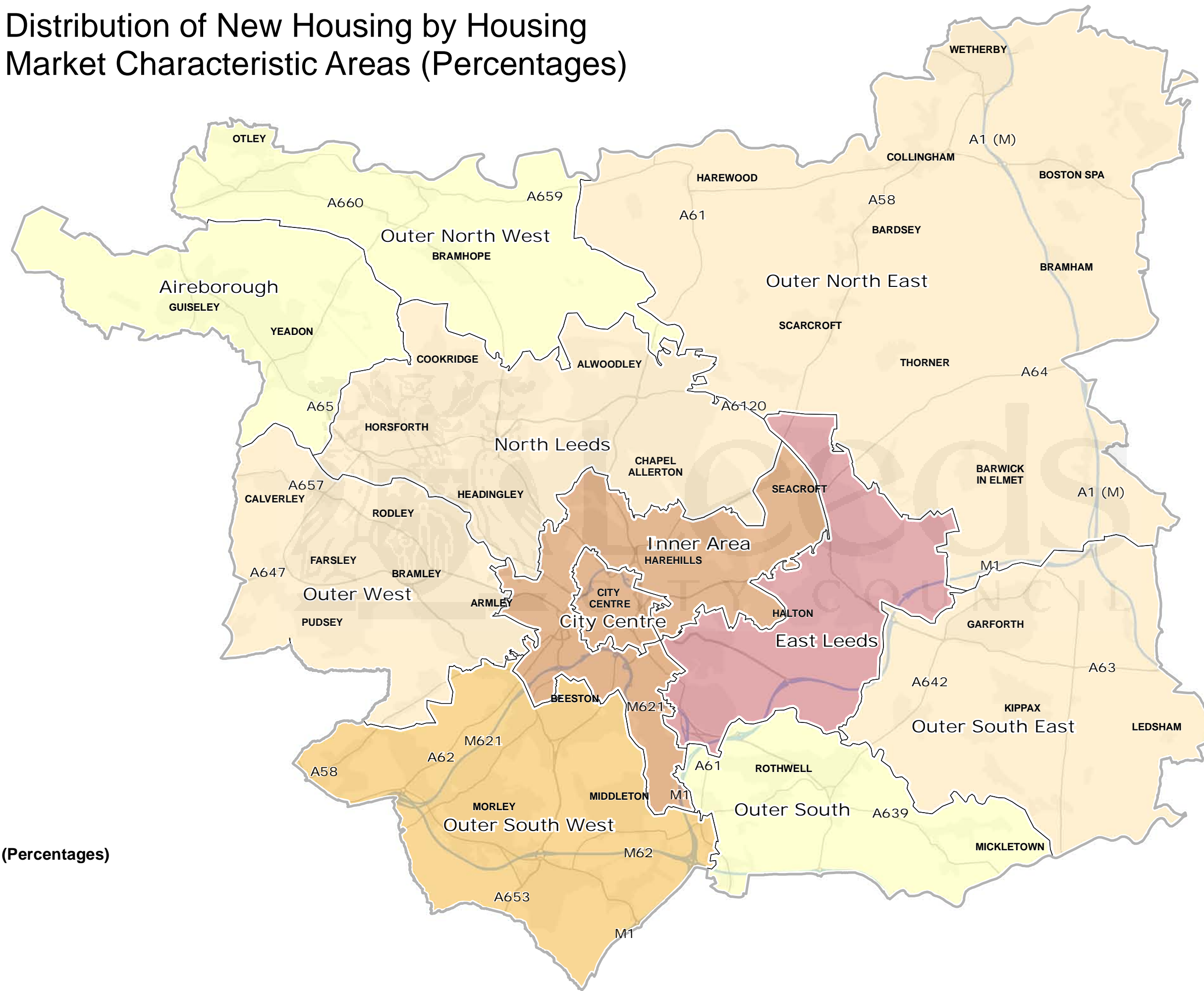


# Map 7. Housing Market Characteristic Areas



- Key**
- Housing Market Characteristic Areas**
- Aireborough
  - City Centre
  - East Leeds
  - Inner Area
  - North Leeds
  - Outer North East
  - Outer North West
  - Outer South
  - Outer South East
  - Outer South West
  - Outer West

# Map 8. Distribution of New Housing by Housing Market Characteristic Areas (Percentages)



**Key**  
**New Housing (Percentages)**

- 3% +
- 5% +
- 10% +
- 15% +
- 17% +

## **SPATIAL POLICY 7: DISTRIBUTION OF HOUSING LAND AND ALLOCATIONS**

The distribution of housing land (excluding windfall) will be planned based on Tables 2 and 3:

Table 2: Housing Distribution by Settlement Hierarchy

| Settlement level    | Number        |               | Percentage |            |
|---------------------|---------------|---------------|------------|------------|
|                     | Infill        | Extension     | Infill     | Extension  |
| City Centre         | 10,200        |               | 15%        |            |
| Main Urban Area*    | 30,000        | 3,300         | 45%        | 5%         |
| Major Settlements   | 4,000         | 10,300        | 6%         | 16%        |
| Smaller Settlements | 2,300         | 5,200         | 3%         | 8%         |
| Other rural         | 100           | 600           | 1%         | 1%         |
| <b>Total</b>        | <b>46,600</b> | <b>19,400</b> | <b>70%</b> | <b>30%</b> |

\* excluding City Centre

Table 3: Housing Distribution by Housing Market Characteristic Area

| Housing Market Characteristic Area | Number        | Percentage  |
|------------------------------------|---------------|-------------|
| Aireborough                        | 2,300         | 3%          |
| City Centre                        | 10,200        | 15.5%       |
| East Leeds                         | 11,400        | 17%         |
| Inner Area                         | 10,000        | 15%         |
| North Leeds                        | 6,000         | 9%          |
| Outer North East                   | 5,000         | 8%          |
| Outer North West                   | 2,000         | 3%          |
| Outer South                        | 2,600         | 4%          |
| Outer South East                   | 4,600         | 7%          |
| Outer South West                   | 7,200         | 11%         |
| Outer West                         | 4,700         | 7%          |
| <b>Total</b>                       | <b>66,000</b> | <b>100%</b> |

### **4.7 Economic Development Priorities**

4.7.1 The aim in Leeds is to secure long term economic growth and stimulate jobs that are associated with a successful economy. In doing so, it seeks to spread the benefits of that growth to all residents across the whole of the district.

#### **Provision and safeguarding supply of land and buildings for offices, industrial and warehousing sectors**

4.7.2 The Core Strategy supports existing business and future business activity and employment growth in identifying how much land will be needed to provide new employment in the period up to 2028 in the office, warehousing and industrial sectors (the traditional 'B' use classes).

4.7.3 To ensure the potential for future job growth, the Leeds Employment Land Review (2010 Update) has identified a requirement for 706,250 sq. m of office space and 493 hectares of industrial and warehousing land to be provided to 2028. The portfolio of sites and premises to accommodate the forecasted job growth and development will be identified through LDF Allocation documents and the Proposals Map. The approach of the Core Strategy is to support economic growth and development in key locations (including the City Centre and the Aire Valley – Urban Eco Settlement), as well as supporting a broad portfolio of opportunities. This includes opportunities within existing settlements (including town and local centres), supporting existing employment areas, promoting opportunities within Regeneration Priority Programme Areas (Spatial Policy 4) and potential locations associated with areas of longer term housing growth.

#### **Promoting a strong local economy**

4.7.4 The Core Strategy prioritises a number of employment sectors identified in the Leeds Growth Strategy and Employment Land Review. The Leeds Growth Strategy focuses on seven employment sectors which are,

- Health and Medical;
- Financial and Business Services;
- Low Carbon Manufacturing;
- Retail,
- Digital and Creative Industries;
- Housing and Construction; and
- Social Enterprise and the voluntary sector

4.7.5 Whilst the above represent the prioritised employment sectors, the Yorkshire Futures Regional Econometric Model (REM) (which provides employment forecasting data for the Leeds Employment Land Review) predicts that between the period of 2010 to 2028, the five fastest growing sectors of the economy in Leeds (in terms of Full Time Equivalent employment) are likely to be,

- Business Services,
- Retailing,
- Banking and Insurance,
- Construction and
- Hotel and Catering

4.7.6 The employment sectors are considered to be the key local economic drivers needed to support the retention of existing businesses and drive future economic prosperity. It is the role of the Core Strategy to formulate the policies and allocate land for office use and for general industrial use (B1b, B1c, B2, B8) which will result in accommodating these employment sectors. The sectors that are prioritised in the Leeds Growth Strategy will also be accommodated through these allocations.

#### **Job retention and creation reducing barriers to employment opportunities**

4.7.7 There is a strong correlation between unemployment/economic inactivity and skills levels. Leeds is the main employment centre in the City Region, accounting for just under a third of all jobs. However the Leeds City Region Initial Labour Market Evidence Base (published in 2010) states the region suffers from the dual challenge of low workforce skills levels and significant concentrations of worklessness. Although the recession has significantly reduced the demand for jobs in the short term in order to be prepared for the medium to long demand for skilled labour there are potential challenges at both ends of the age spectrum. Demand side analysis

suggests future growth in the City Region will occur in occupations and sectors which will require higher levels of skills. Many of the jobs lost in the recession have been in lower skilled occupations which are not expected to return. Potentially the flow of entrants into the workforce may not have the skills required to compete in a labour market where the job market will demand higher skills levels.

- 4.7.8 It is therefore essential that training and skills development, sites and premises, transport infrastructure, enterprise and innovation are promoted and linked as part of the overall spatial planning framework.

#### **Economic development opportunities & Major Sporting venues**

- 4.7.9 Leeds has a number of high profile sports venues that attract major events. In principle, the Council supports improvement at its major sporting venues, such as Headingley Carnegie Stadium and Elland Road and recognises that such developments may not always be financially viable and therefore may require some form of enabling development in order that a valuable sporting resource can be retained and the wider economic and social benefits for the City realised. The Council is in principle willing to consider such enabling development providing that it is demonstrated to be necessary and that the scale of enabling development is no more than is required to bridge any funding gap. Any proposals for enabling development will need to be clearly tied to the associated development by legal agreement. Similar considerations may apply to the City's major leisure and cultural attractions such as the Arena, City Museum and Royal Armouries.

#### **Improve accessibility to employment opportunities**

- 4.7.10 Leeds along with Bradford and York has more people travelling in to the City Region to work rather than out. Commuting flows into Leeds are particularly significant, with over 100,000 people travelling into work in the city. Although Leeds acts as a focal point within the City Region, there are individuals who face significant barriers to participating in the labour market and are much less likely to commute to access employment. It is the aim of the Core Strategy to improve transport links and ensure that a sufficient supply of appropriate range and mix of employment land and premises are available across a broad range of job sectors.

#### **Rural economy**

- 4.7.11 Overall a balance needs to be struck between providing local employment opportunities, promoting sustainable patterns of development and protecting the character of the countryside. The district's Major Settlements have a vital role in serving surrounding rural areas and in providing local job opportunities. In preparing the LDF Allocations documents, sufficient land needs to be made available for economic development purposes (for example rural social enterprises) in these locations taking into account the needs of the wider rural catchment area.

#### **Supporting training / skills and job creation initiatives**

- 4.7.12 In order to ensure residents are able to access local job opportunities, employers and developers will be required through planning obligations to enter into local labour and training agreements, appropriate to the individual development.

#### **Supporting most new employment development within urban and rural areas**

- 4.7.13 New employment locations are identified to relate to the Settlement Hierarchy and will provide a link between housing and jobs. The identified locations (as shown in the Key Diagram) have been selected to take advantage of the district's strategic infrastructure which includes the highway and rail network, the Airport, flood

defence and major utilities. The Infrastructure Delivery Plan will provide a co-ordinated framework for longer term investment and delivery.

4.7.14 East Leeds, the Leeds Bradford Corridor and South Leeds along with the City Centre and Aire Valley Leeds provide a number of other locations which will offer the new job opportunity. Depending on the type of development, some locations are better suited than others. The Core Strategy will seek to ensure that a variety of suitable locations are available to ensure future job growth.

#### **SPATIAL POLICY 8: ECONOMIC DEVELOPMENT PRIORITIES**

A competitive local economy will be supported through:

- (i) The provision and safeguarding of a sufficient supply of land and buildings, as part of a wide portfolio of sites to match employment needs and opportunities for B class uses.
- (ii) Promoting the development of a strong local economy through enterprise and innovation, in facilitating existing strengths in financial and business services and manufacturing and to continue to grow opportunities in health and medical, low carbon manufacturing, digital and creative, retail, housing and construction, social enterprise and the voluntary sector.
- (iii) Job retention and creation, promoting the need for a skilled workforce, educational attainment and reducing barriers to employment opportunities.
- (iv) Seeking to improve accessibility to employment opportunities by public transport, walking and cycling across the district and especially in relation to job opportunities in the City Centre and Aire Valley Leeds (Urban Eco Settlement and Enterprise Zone).
- (v) Supporting the rural economy, consistent with the Settlement Hierarchy and the protection and enhancement of a high quality rural environment.
- (vi) Supporting training / skills and job creation initiatives via planning agreements linked to the implementation of appropriate developments given planning permission.
- (vii) Developing the city centre and the town/local centres as the core location for new retail and office employment.
- (viii) Supporting development in existing locations/sites for general industrial and warehouse, particularly in locations which take full advantage of existing services, high levels of accessibility and infrastructure (including locations and sites accessible by rail and/or waterway).

#### **Provision for offices, industry and warehouse employment land and premises**

4.7.15 The Leeds Employment Land Review (ELR) Update 2010 provides the evidence base for the Core Strategy which is used to estimate job growth for the district. The ELR converts the estimate of future job growth into a requirement for land and premises for employment uses in the district over the Plan period. The employment forecasting method also compared past rates for take up of land and premises to provide a more robust approach. The requirements are expressed as gross figures and have taken account of the likely loss of existing employment sites and premises to other uses, based on past trends, and the need to provide some margin of choice for business investors and occupiers.

- 4.7.16 Spatial Policy 9 focuses on the requirements for land and premises to accommodate job growth in the traditional employment sectors, the 'B' use classes (offices, industry and warehousing). It is also important to recognise that a significant proportion of employment growth will also likely occur within other sectors of the economy such as retail, leisure, construction, education and health. The spatial approach and land requirements for these sectors, where applicable, are considered in the Place Making section.
- 4.7.17 The forecasts for both offices, industrial and warehouse employment land include for the provision of a choice of sites above the minimum level of demand identified. This level of choice is equivalent to five years of land supply over the entire plan period. The requirement for offices is expressed as floorspace, the margin of choice equals 8,611 square metres of floor space per annum. The requirement for other types of employment (research and development, industrial and distribution/warehouse use) is expressed as hectares of land. For industrial and warehouse land requirements the margin of choice equates to 6 hectares per annum. The margin of choice is added to the annual requirement figure.
- 4.7.18 The methods for forecasting demand used in the Leeds ELR (2010 Update) concluded 706,250 square metres of office floorspace would be required over the period 2010-28 as a minimum (this includes the margin of choice discussed above). Currently 840,000 square metres already exists in planning permissions. However the City Centre and Town Centres are identified as being priority locations for office development, and a large proportion of the existing supply is in an out of centre location. Therefore additional land in the City and Town Centres should be identified for office use. Therefore a minimum of 1,000,000 square metres of land will be identified for office use, of which 840,000 square metres is already identified. The additional floorspace will be identified in or on the edge of the City and town centres. By identifying floorspace in excess of need, the Council will be in a position to re-examine any renewals for out of centre office locations and direct them to more central locations as appropriate. No new out of centre office locations will be allocated.
- 4.7.19 The Leeds ELR (2010 Update) also identified that an average of 21.4 hectares of land was required each year to accommodate the anticipated job growth in the industrial and warehouse sectors between 2010 and 2028. An additional 6 ha of land each year is added to the requirement figure (21.4ha) in order to provide a choice of sites. This means that an average of 27.4 hectares of land per annum will be identified, totalling approximately 493 hectares for the plan period. Around 350 hectares currently exist in the planning permissions and allocations, leaving a residual requirement of 143 hectares of land to be identified.
- 4.7.20 There are a number of opportunities available, which will assist in meeting the 143 ha of land needed. The employment land review identified that there were approximately 140 ha of land in the supply, which was classified as "LDF to Determine". Some of these sites might be suitable for retention in the portfolio and therefore will reduce the total amount of land needed to be identified accordingly. Ongoing work through the Aire Valley Area Action Plan has identified additional opportunities in excess of those recorded in the Employment Land Review. These sites will need to be reviewed through LDF Allocations documents to determine if they are suitable for allocation and in particular prioritise the opportunities to re-use underused existing employment land and to promote regeneration areas. Finally

there may be a need for limited green belt release for employment use. Green belt release would only be linked to the proposed housing growth locations, promoting opportunities for local job growth close to where people live.

- 4.7.21 The update of the Leeds ELR provides a snapshot indication of the demand for employment land in Leeds district based on the latest economic forecast, which comes from the Yorkshires Forward Regional Econometric Model (REM) produced by the company Experian. Although the REM is updated twice a year, employment forecasting should always be treated with some caution as growth and decline in particular sectors of the economy cannot always be predicted reliably over the medium to long term. This highlights the need for some flexibility in the approach and above all the need to provide a portfolio of sites across the whole of the district, which meets the requirements of businesses and investors.
- 4.7.22 During the course of the Core Strategy plan period it will be important to monitor the demand for (based on employment forecasts), take up and available supply of employment land. The key issue will be to ensure that there is not a significant undersupply or oversupply of land at any particular point in time. An undersupply position would put at risk job growth targets in the relevant sectors but an oversupply position might mean holding back land which could otherwise be developed for other forms of economic development or to meet other identified needs.

#### **SPATIAL POLICY 9: PROVISION FOR OFFICES, INDUSTRY & WAREHOUSE EMPLOYMENT LAND AND PREMISES**

Potential job growth in the traditional employment land use sectors (offices, industry and warehousing) will be accommodated over the plan period by ensuring locations and sites provide:

- i) A minimum of 706,250sq.m. office (B1a class) floorspace in the district. 840,000 sq.m already exist in planning permissions. To provide flexibility when determining renewals on existing out of centre applications a minimum of an additional 160,000 sq.m will be identified in or on the edge of the City Centre and town centres.
- ii) A minimum of 493 ha of land of general employment land for uses such as research and development, industrial and distribution/warehousing uses in the District (B1b, B1c, B2 and B8 classes). The locations and sites will appear across the whole of the district.

## **4.8 Green Belt**

- 4.8.1 Spatial Policies SP1, SP4, SP6 and SP9 set out the district wide priorities for regeneration, housing and employment. The Settlement Hierarchy, Spatial Policy 7, as well as Policy H1 provide for the distribution and the order of priority of development. Ensuring that development is sustainable whilst maintaining the local character and distinctiveness of the Main Urban Area and individual settlements is central to the overall approach.
- 4.8.2 The Leeds Metropolitan District is characterised by extensive tracts of open land which surround the Main Urban Area and a number of free standing settlements. A unique feature of the district also, is the extent to which urban areas have been influenced and shaped, by major areas of greenspace, green corridors and river



valleys. These areas combine, to establish, a strategic network of Green Infrastructure (see Spatial Policy 13), which overlay both urban and rural areas and add significantly to the attractiveness and quality of life for the City.

- 4.8.3 In helping to protect this overall character and the identity, the Leeds Green Belt plays a key role in keeping land open and free from development and in making a clear distinction between town and country. National planning policy describes the purposes of and prescribes the use of land in the Green Belt including the definition of inappropriate development. The Leeds Green Belt has been established in accordance with this guidance.
- 4.8.4 The guidance requires that once established, the Green Belt boundary should remain in place over a long period and should only be changed in exceptional circumstances. The Green Belt boundary in Leeds has been established in Local Plans and the UDP. Changes were made in 2001 in order to meet the need for housing and employment land and make provision for possible long term growth beyond the plan period.
- 4.8.5 To meet Leeds' housing and employment requirements, it is anticipated that some land will need to be taken out of the Green Belt to provide for these allocations. As emphasised throughout the Core Strategy, a key priority for Leeds is to respond to the consequences of population growth and demographic change and the development needs associated with this. Within the Core Strategy, focus is therefore placed upon opportunities for growth within Regeneration Priority Programme Areas (Spatial Policy 4) and within the Main Urban Area and settlements identified as part of the Settlement Hierarchy. This framework (and as directed by Spatial Policy 1) will be used to direct growth to the most appropriate and sustainable locations, to meet housing need and other growth requirements. The Core Strategy provides the overall basis for a selective Green Belt review (as set out in Spatial Policy 10 below). The detailed mechanism for the review, will be through the Site Allocations DPD, informed by the above approach and through consultation with stakeholders including local communities, developers and infrastructure providers, to determine the precise extent and location of boundary changes.

#### **Protected Areas of Search Land**

- 4.8.6 The Leeds Unitary Development Plan designated land outside of the Green Belt for unidentified needs in the future; this is known as Protected Areas of Search (PAS). This land will provide one of the prime sources for housing allocations in the LDF. Which land is identified by LDF Allocation Documents (and in particular the Site Allocations DPD) will depend on how well it meets the strategy for housing distribution, embodied by the criteria in Spatial Policy 6. Land not appropriate for housing might be needed for employment allocations or retained as future PAS in the LDF.
- 4.8.7 Through the LDF a sufficient and realistic supply of PAS land, will be identified to provide contingency for growth, if the supply of housing and employment allocations proves to be insufficient in the latter stages of the plan period. New PAS should account for at least 10% of the total land identified for housing. With regard to housing land, as described above (housing growth principles), it is considered that the plan already has a significant level of flexibility given the modest windfall allowance, compared to historic rates of delivery. This will also help to maintain the permanence of the Green Belt boundary.

## **SPATIAL POLICY 10: GREEN BELT**

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

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

Exceptionally, sites in other settlements could be considered, where they are in sustainable locations with access to a range of local facilities and services and where sites are more appropriate in meeting the spatial objectives of the plan than the alternatives in higher order settlements. Otherwise review of the Green Belt will not be considered to ensure that its general extent is maintained.

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

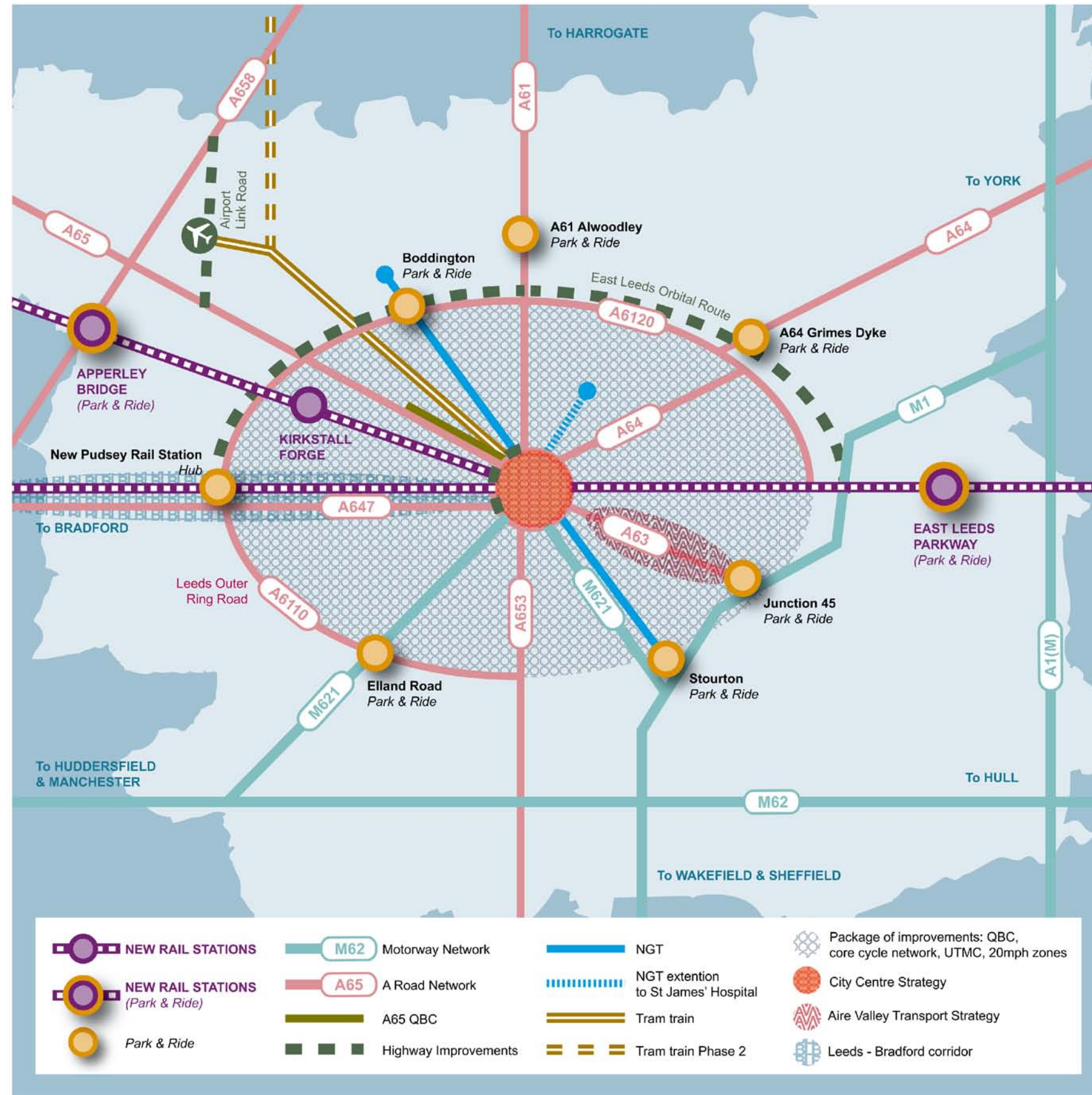
- (iv) Sites will be assessed against the purposes of including land in Green Belts identified in national guidance (PPG2/Draft National Planning Policy Framework). These purposes are:
  - to check the unrestricted sprawl of large built up areas,
  - to prevent neighbouring towns from merging,
  - to assist in safeguarding the countryside from encroachment,
  - to preserve the setting and special character of historic towns; and
  - to assist in urban regeneration.
- (v) Development proposals not part of the selective Green Belt review will be considered against the suite of Green Belt policies saved from the UDP and through the emerging guidance and legislation of the Localism Act.

## **4.9 Integrating Transport and Spatial Planning**

4.9.1 As part of an overall development strategy, it is crucial that there is a co-ordinated and comprehensive relationship between development and transport to facilitate sustainable communities and ensure Leeds' continued economic success. The development of appropriate policies and interventions within Leeds must have regard to the wider role and context of Leeds, serving both Leeds as a district and as a transport hub for the City Region, with national road and rail networks converging in Leeds, and being host to Leeds Bradford International Airport (LBIA).

4.9.2 Integrated, sustainable transport is fundamental in supporting the ambitions of the Core Strategy and is necessary to deliver a range of policies across the plan. National policy is increasingly recognising the wider goals which transport needs to support, with a particular emphasis on transport's contribution to economic growth and to tackling climate change. Metro, the West Yorkshire Integrated Transport Authority, is the Local Transport Authority for West Yorkshire and has a statutory

# Map 9. Key Elements of Leeds Transport Strategy



duty to 'develop policies for the promotion and encouragement of safe, integrated, efficient and economic transport', and to prepare a Local Transport Plan for West Yorkshire. It does this in partnership with the five district Councils of Bradford, Calderdale, Kirklees, Leeds and Wakefield.

- 4.9.3 The West Yorkshire Local Transport Plan for 2011 – 26 (WYLTP3) sets out a strategy for the delivery of the local transport system for the period up to 2026 and contains a series of three year Local Implementation Plans for the five district authorities and Metro. Over the life of the Plan the aspiration is to deliver the priorities in the Leeds City Region Transport Strategy together with targeted enhancements to the network. The three key WYLTP3 objectives are:
1. To improve connectivity to support economic activity and growth in West Yorkshire and the Leeds City Region;
  2. To make substantial progress towards a low carbon, sustainable transport system for West Yorkshire, while recognising transport's contribution to national carbon reduction plans;
  3. To enhance the quality of life of people living in, working in and visiting West Yorkshire.
- 4.9.4 Enhanced collaboration between the Local Transport Plan partners and others in strategic land use planning, as well as the management of individual planning applications, is integral in ensuring that development is concentrated and in sustainable, accessible and safe locations, and delivered with a layout that enables sustainable travel choices. The Plan supports growth which is focused on city and town centres and corridors currently well served by public transport.
- 4.9.5 The challenge for Leeds, will be to accommodate an increasing population, while at the same time:
- minimising the growth in travel by car in order to reduce carbon emissions and traffic congestion;
  - ensuring the appropriate location and accessibility of development;
  - continuing to improve the public transport networks and services to accommodate growth, and
  - improving journey time reliability and the connections with key destinations outside of the City Centre.
- 4.9.6 Within the context of the WYLTP3, the Leeds City Region Transport Strategy, and the Vision for Leeds, there is a need to secure the promotion and delivery of a fully integrated transport system for Leeds, which includes a high quality public transport system. Such transport solutions are essential not only to meet current needs but also as part of a longer term framework to tackle transport's contribution to climate change, secure urban regeneration and opportunities for housing growth and link homes to job opportunities, services and facilities.
- 4.9.7 At a national level the UK transport sector currently produces about 33% of the total UK CO<sub>2</sub>. Air pollution is a major environmental risk to health. In recent decades air quality has improved in Leeds due the introduction of cleaner fuels and use of exhaust after treatments. However Leeds has 6 existing Air Quality Management Areas and 32 Areas of Concern. By reducing air pollution levels through the promotion of walking, cycling and public transport and moving to a lower carbon transport system, through the promotion of low carbon technologies, the burden of disease from respiratory infections, heart disease, and lung cancer can be reduced.

- 4.9.8 Measures are also necessary to improve the opportunities for cycling and walking, which will contribute towards improving health and tackling obesity, and to manage the demand for travel by car. Lower levels of car usage will help to conserve and enhance environmental quality, as well as limiting the production of greenhouse gases.
- 4.9.9 There is little road capacity for increased car commuting into the centre of Leeds, and limited spare capacity for rail commuting until extra capacity is provided on both the trains and at Leeds City Station. If the city is to grow as forecasts suggest is possible, ways need to be found of getting more people into the City Centre without adding to traffic congestion or the capacity problems of the rail network. This may include making better use of the city's bus network, increasing rail capacity, providing park and ride sites, encouraging increased car occupancies and converting shorter distance car journeys to cycle and walking. Network management will also play a key role through the continued use of Urban Traffic Management and Control (UTMC) and through increased capacity on the city's ring roads to aid orbital journeys. In addition, the City Centre, and the station in particular, is a key transport hub for both Leeds and the City Region. This role will gain in importance in facilitating interchange for travel both within Leeds and over the wider area.
- 4.9.10 A new Southern Entrance at Leeds City Station, improvements to the station concourse, and planned capacity improvements (to enable a greater frequency of services) will greatly enhance this infrastructure at the heart of the transport hub. In addition, the electrification of the Manchester-Leeds-York Trans-Pennine route, delivery of new suburban stations and the introduction of Park and Ride will further improve accessibility to the City Centre, including Holbeck Urban Village and the South Bank.
- 4.9.11 In the longer term the provision of High Speed Rail will deliver significant economic benefits to both Leeds and the wider City Region. Although delivery of the route to Leeds is outside the period of the Core Strategy, development and preparatory work on the project will be required to ensure the High Speed Rail facilities and anticipated station are fully integrated with the public transport and road networks, especially in the City Centre.

## **SPATIAL POLICY 11: TRANSPORT INFRASTRUCTURE INVESTMENT PRIORITIES**

The delivery of an integrated transport strategy for Leeds will be supported, which includes a range of infrastructure improvements and other interventions in accordance with the objectives of West Yorkshire Local Transport Plan 3 and the Leeds City Region Transport Strategy (2009). The Infrastructure Delivery Plan and the Key Diagram give further details of the scope of these improvements/interventions. These infrastructure improvements/interventions are also supported by the demand management measures outlined in Policy T1.

### **Spatial Priorities**

- (i) Public transport improvements for the bus and rail networks (including supporting the role of Leeds City Station, enhancing Leeds' role as a regional transport hub, and new rail stations where appropriate) and investment in a rapid transit system to increase radial route capacity to the city and town centres and to improve reliability together with investment in the provision of Park and Ride facilities;
- (ii) Surface access improvements to support growth of Leeds Bradford International Airport (see also Spatial Policy 12);
- (iii) Targeted highway schemes to alleviate congestion and assist improved connectivity for local and strategic orbital movements;
- (iv) Expansion of the Leeds Core Cycle Network to improve local connectivity;
- (v) Improved facilities for pedestrians to promote safety and accessibility, particularly connectivity between the 'Rim' and the City Centre;
- (vi) Measures to deliver safer roads;
- (vii) The provision of infrastructure to serve new development (including within regeneration areas defined in Spatial Policy 4 and urban extensions);
- (viii) Supporting the development of infrastructure for new low carbon technologies;
- (ix) Transport improvements to connect to and from the Aire Valley Leeds development area (see Spatial Policy 5);
- (x) Supporting High Speed Rail as a longer term intervention to serve Leeds and the wider City Region by providing a substantial enhancement to inter-city connectivity.
- (xi) Provision for people with impaired mobility to improve accessibility

Routes designated in the emerging transport strategy or programmed works will be protected from development. Current proposals are identified on the Key Diagram, the Leeds Transport Strategy map (Map 9) and saved UDP Policies.

### **Leeds Bradford International Airport**

4.9.12 At international, national and regional levels, airports play an important role as an element of key transport infrastructure. However, air travel raises a number of concerns regarding its impact on climate change through the generation of emissions and also the local impact on the environment (including transport trips). Such issues need to be balanced with overall national objectives and guidance and considered within the context of the Core Strategy.

4.9.13 Leeds Bradford International Airport (LBIA) makes an important contribution to the economic growth of Leeds and the City Region, both in terms of economic attractiveness and as a local employer. It is estimated that LBIA provides in the order of 2,500 jobs within the City Region economy (Arup and Oxford Economics

LBIA Impact Assessment 2009). For the future growth of the airport to be sustained, improved connectivity via surface access needs to be delivered. The Leeds City Region Transport Strategy (2009) identifies improved surface access to the airport as a policy priority. Measures are currently being investigated including a tram-train link from the Leeds-Harrogate line and a A65/658 road link.

4.9.14 The Future of Air Transport White Paper (2003) set out a policy framework for the development of UK airports. The LBIA Masterplan (2005-16) and Airport Surface Access Strategy were published in response to the White Paper and set out how the airport could develop in future years with identified surface access improvements. Since that time the ownership of the airport has changed and planning permission has been granted for the redevelopment of the existing terminal building to enable improved operational efficiency of the airport. The Airport Masterplan and Surface Access Strategy is due to be reviewed by LBIA. Subject to the outcomes of this review process, the Council will assess the need to revise existing planning policies relating to the airport's designation, operational use and surface access proposals.

#### **SPATIAL POLICY 12: MANAGING THE GROWTH OF LEEDS BRADFORD INTERNATIONAL AIRPORT**

The continued development of Leeds Bradford International Airport will be supported to enable it to fulfil its role as an important regional airport. The further growth of the airport will be supported subject to:

- (i) Provision of major public transport infrastructure (such as Tram Train) and surface access improvements;
- (ii) Agreement of a surface access strategy with identified funding;
- (iii) Environmental assessment and agreed plans to mitigate adverse environmental effects, where appropriate;
- (iv) The management of any local impacts and implementation issues.

#### **4.10 Managing Environmental Resources and Green Infrastructure**

4.10.1 The district's environmental resources are crucial, not just in ensuring quality of life, but also sustaining life itself. The natural world regulates the atmosphere and climate, and plays a part in breaking down waste. It provides the resources that we all use for our daily lives by providing clean air and water, land for growing food, open spaces for our health and well being, minerals to use for building and the resources to provide heat and power. We have an obligation to protect our environmental resources and to pass on to future generations the natural wealth that we have inherited. In addition, there is the requirement to safeguard and conserve biodiversity. Biodiversity in Leeds is not constrained to designated nature conservation sites or merely concerned with rare or threatened species or habitats, it is equally about ensuring that widespread and common species remain an integral part of a sustainable natural environment.

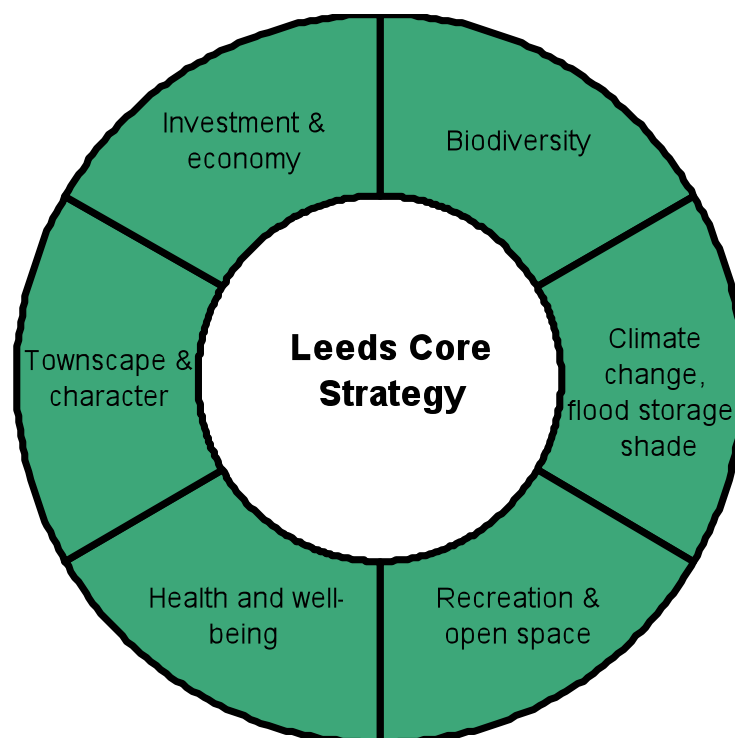
4.10.2 The rivers Aire and Wharfe and their tributaries are a dominant feature of the Leeds district. This means that there is a large proportion of the population at risk from flooding. Parts of Leeds City Centre are subject to a 1 in 20 year risk of flooding from the River Aire. There are also a number of settlements at risk along the River Wharfe in the North of the district. The South Eastern area of the district also

experiences flooding from the River Calder. In considering areas of the district where future growth should take place, the Council has sought to avoid areas of high flood risk. The Leeds Flood Alleviation Scheme is intended to provide a 1 in 200 year standard of protection against flooding along the River Aire in the long term.

4.10.3 Green Infrastructure is the network of multi-functional greenspaces, both urban and rural, which includes protected sites, woodlands, nature reserves, river corridors, public parks and amenity areas, together with green links. It extends from urban centres through green corridors to open countryside and supports the natural, recreational and ecological processes which are integral to the health and quality of life of sustainable communities. A key function of Green Infrastructure is to help maintain and enhance the character and distinctiveness of local communities and the wider setting of places.

4.10.4 Integral to Leeds' resilience to climate change is the importance of identifying, linking and extending Green Infrastructure and increasing the amount, distribution and accessibility of greenspace. The Core Strategy and the LDF will ensure that the Green Infrastructure networks found across Leeds are maintained and strengthened in order to fulfil the functions illustrated below.

**Diagram 5: Functions of Green Infrastructure**



4.10.5 Green Infrastructure has to carry out several of these functions in order to create robust and multifunctional networks. Strategic Green Infrastructure is that which has strategic importance across the district. Integral to the overall spatial approach of the Core Strategy therefore is the desire to maintain and enhance an integrated network of Strategic Green Infrastructure in the long term.

4.10.6 At this strategic level, Green Infrastructure includes natural and managed green areas in both urban and rural settings. It also includes the strategic connections between green areas for the benefit of people and wildlife. The inclusion of areas



as forming part of the Green Infrastructure network does not necessarily mean that no development can take place in these areas (unless precluded by other Policies). Development opportunities in appropriate circumstances can provide a basis to ensure that Green Infrastructure can be delivered or achieved (for example within the lower Aire Valley).

### **SPATIAL POLICY 13: STRATEGIC GREEN INFRASTRUCTURE**

The Strategic Green Infrastructure for the Leeds district is defined on the Key Diagram. This infrastructure performs many important functions and provides for opportunities for recreation. Within these areas the Council will maintain and, in partnership with others, enhance the following key corridors:

- (i) The Aire Valley, along the river and canal corridors and including; West Leeds Country Park and Kirkstall Valley Park to the north; Fairburn Ings; St Aidans and Aire Valley Leeds to the South, incorporating the proposed Urban eco-Settlement (which has particular aims to strengthen green links to Leeds City Centre, the lower Aire Valley, Temple Newsam, and Rothwell Country Park);
- (ii) South Leeds (including the Morley-Middleton-Holbeck corridor);
- (iii) The Limestone Ridge (which runs North-South at the Eastern edge of the district);
- (iv) The Wharfe Valley;
- (v) Wyke Beck Valley;
- (vi) Woodhouse Ridge;
- (vii) Meanwood Valley;
- (viii) Tong Cockersdale;
- (ix) Gledhow Valley.

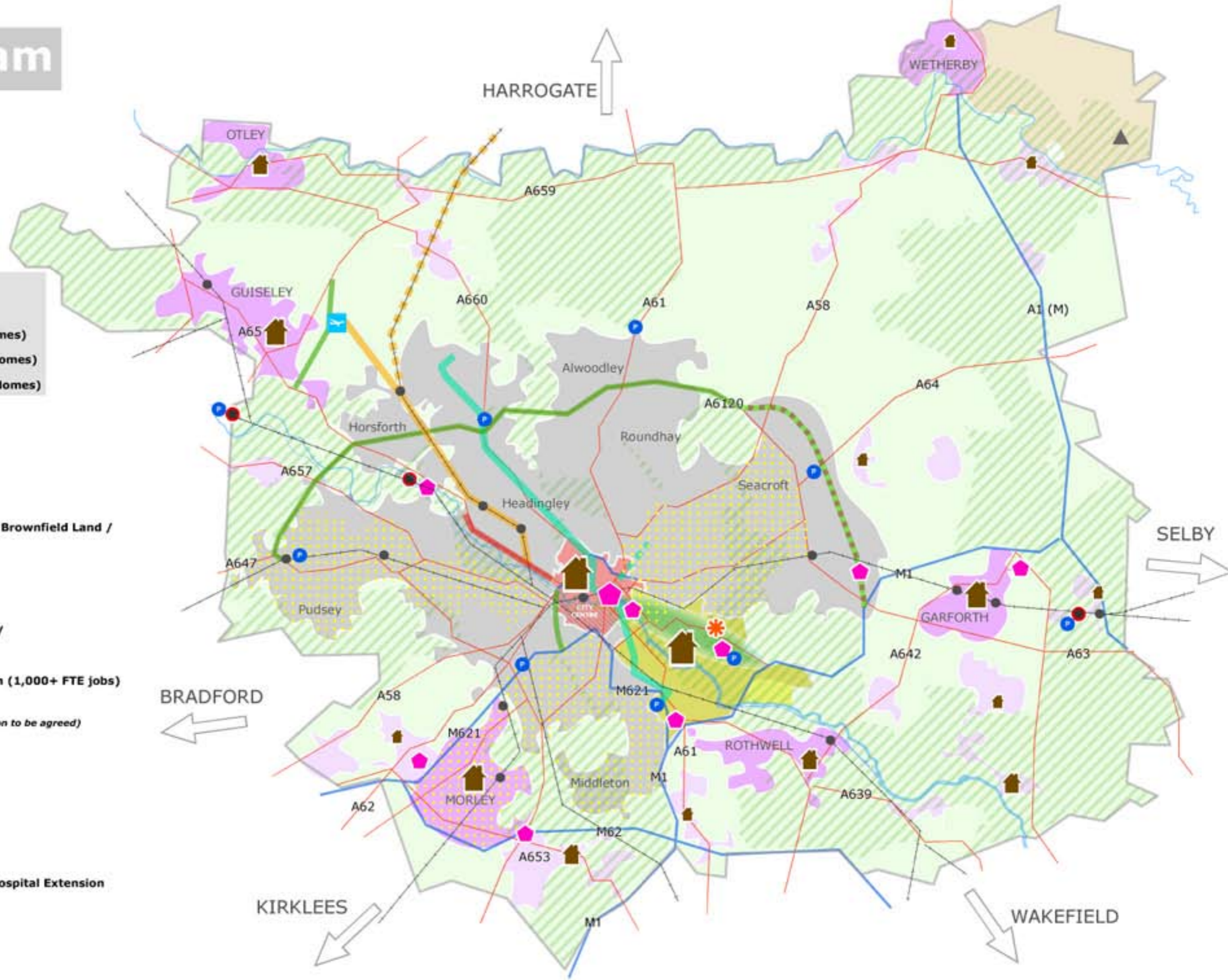
4.10.7 In complementing the whole network of Green Infrastructure as Leeds develops and grows, it is essential to improve the quantity, quality and accessibility of greenspaces serving the people living and working in the district. The provision of green space is vital for the continued health and well being of the residents and visitors of Leeds. Across the district there are 1,750 green space sites, 278 children's play facilities and 154 indoor sports sites serving the Leeds population. Overall there is good green space provision in Leeds, which is influenced by the presence of six city parks and many large natural spaces on the edge of the urban area.

### **4.11 The Key Diagram for Leeds**

4.11.1 In reflecting the overall policy approach set out as part of the Broad Development Strategy and Spatial Policies, the following Key Diagram illustrates the Core Strategy for Leeds.

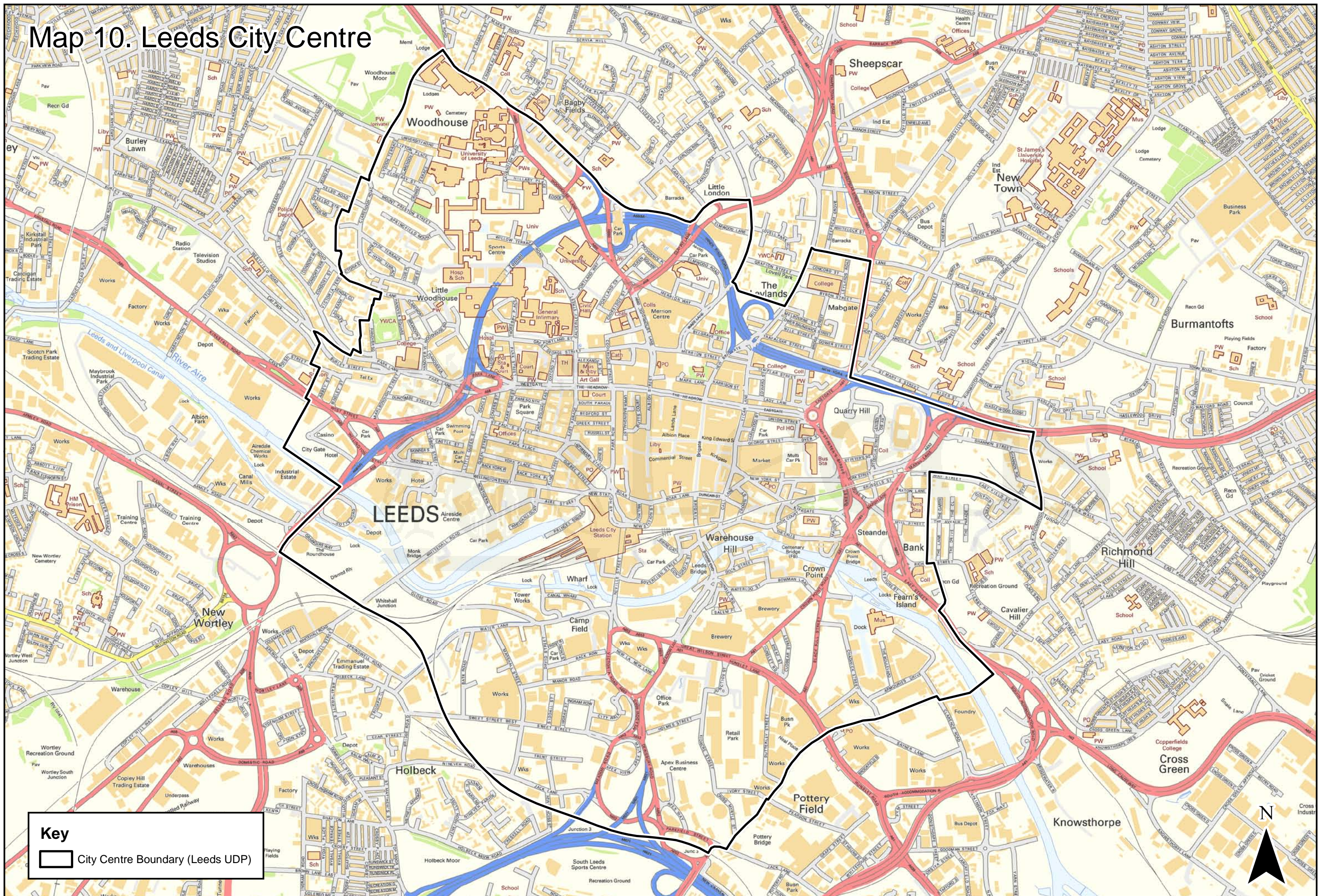
# Key Diagram

- Key**
- Settlement Hierarchy (i)**
- City Centre (10,200 New Homes)
  - Main Urban Area (33,900 New Homes)
  - Major Settlements (13,800 New Homes)
  - Smaller Settlements (8,000 New Homes)
- Locations for New Housing (ii)**
- 500 - 1,000 Homes
  - 1,000 - 2,000 Homes
  - 2,000 - 3,500 Homes
  - 5,000 - 10,000 Homes
- ▲ Opportunity for Regeneration and Brownfield Land / Residential development
- Green Belt
- Rural Land (Non-Green Belt)
- Green Infrastructure
- Regeneration Priority Areas
- Aire Valley AAP / Eco Settlement / Strategic Waste Facility
- Enterprise Zone
- Strategic Locations for Job Growth (1,000+ FTE jobs)
- Leeds City centre - Southern Area
- E/W Energy from Waste Facility (Location to be agreed)
- Railways
- Railway Stations
- Proposed Railway Stations
- P Proposed Park & Ride
- A65 Quality Bus Initiative
- Proposed Tram Train - Phase 1
- Proposed Tram Train - Phase 2
- Proposed NGT Route
- Proposed NGT Route - St James Hospital Extension
- Aire Valley Transport Strategy
- ✈ Airport
- A Roads
- Motorways
- Highway Improvements
- East Leeds Orbital Route
- Waterways
- Leeds District Boundary



(i) Settlements in the Settlement Hierarchy may be subject to Green Belt review  
 (ii) Indicative locations only, not site specific. The housing symbols illustrate new large scale housing areas. It does not show sites smaller than 500 homes. The total distribution of new housing provision across the Leeds district is detailed in Policy SP7

# Map 10. Leeds City Centre



## Key

City Centre Boundary (Leeds UDP)

## **5. STRATEGIC THEMES AND POLICIES**

### **5.1 CITY CENTRE**

- 5.1.1 Leeds City Centre performs a key economic, strategic and cultural role at the heart of the Metropolitan District and the City Region. The City Centre is the focus for major employment and job growth, a hub for major transport infrastructure, a premier destination for retail development and a range of commercial activity (including a portfolio of major office locations) and the prestigious location for major cultural facilities (including Europe's first purpose built, super theatre arena). A key strength of the City Centre also is the distinctive historic core, high quality public realm and the delivery of iconic architecture and urban design solutions. These factors combine to present the City Centre as a major opportunity for longer term growth and enhancement.
- 5.1.2 In reflecting the aspiration for Leeds to be the 'best city in the UK', as set out in the Vision for Leeds (including special recognition of the City Centre), the Core Strategy sets out an overall vision, strategy and policy approach. As a basis to facilitate the longer term vitality and viability of the City Centre, this provides the context for longer term growth and economic development, whilst seeking to maintain and enhance its unique and distinctive character. The south eastern quadrant of the City Centre falls within the boundary of the Aire Valley Area Action Plan, for which specific policies are being concurrently brought forward.
- 5.1.3 In addition to its economic and commercial role, the City Centre is also home to an established and developing residential population. This serves to diversify and enhance its role and reduce the need to travel to work, without prejudicing the primary role for town centre uses. It is recognised that the City Centre environment will need to be planned to support the needs of a growing residential community in terms of open spaces suitable for recreation and supporting services such as GPs, convenience shops, nurseries etc

#### **Offices**

- 5.1.4 In reflecting the status and role of the City Centre for job growth and economic development and the need to maintain longer term competitiveness, the Core Strategy supports the provision of a first class portfolio of opportunities to serve the office market. These include the West End, South Bank (as reflected in the South Bank Planning Framework) and Quarry Hill.
- 5.1.5 Whilst current forecasts anticipate a need for over 1 million sq m of office floorspace district wide 2010-28, it is considered that most of this space will be accommodated in the City Centre for the following reasons:
- i) To achieve a sustainable pattern of development in Leeds with better potential for employees to reach work by public transport or on foot,
  - ii) To enhance the health and viability of the City Centre by positioning the spending power of employees and businesses in close proximity to shops, restaurants, hotels, cultural, leisure and entertainment facilities,
  - iii) To offer a flexible portfolio of sites within the City Centre,
  - iv) To make use of sites that already have planning permission in the City Centre,
  - v) To anticipate that not all out-of-centre permissions will be implemented
  - vi) vi. to make optimum use of the extensive areas of development opportunity south of Leeds City Station.

## **Shopping**

- 5.1.6 Retailing is integral to the City Centre and its primary status within the retail planning hierarchy. In challenging economic circumstances interest in City Centre retailing remains strong with the Trinity development due for completion in 2013 and the Eastgate development moving through the planning process. Together, these schemes will provide 130,000 sq m of net additional retail floorspace. It is also important to recognise the valuable role placed by independent retailers and Kirkgate Market. A number of enhancement schemes are planned including the Merrion Centre and Kirkgate Market.
- 5.1.7 Beyond the provision anticipated through the Trinity and Eastgate schemes, the City, Town and Local Centres Study 2011 identifies a need for 31,000 sqm of comparison retail space in the city centre, although it will be expected that Leeds City Centre will be the first preference for major shopping provision to meet all of Leeds' needs for comparison shopping. The Prime Shopping Quarter (PSQ) is of a sufficient size to accommodate anticipated growth in comparison shopping for at least the short to medium period of the plan. Once the Trinity and Eastgate retail developments have completed it is probable that some retail operators will vacate floorspace elsewhere in the PSQ to take up new opportunities in these schemes. It is only after consequent vacancy has been absorbed or dealt with through modernisation or re-designation of frontages that extension of the PSQ be considered, subject to need being confirmed in a further retail study. The Council may identify locations for possible long term growth in comparison retailing which could be extensions of the PSQ or may be sited in the southern half of the City Centre, possibly associated with the Crown Point Retail Park. Over the years Crown Point has transformed into high street shopping although the retail park layout with free car parking remains. Also, with the redevelopment of the former Tetley Brewery, the physical barrier between Crown Point and the historical core of the city will be removed. As such the Core Strategy longer term vision is to assume that Crown Point Retail Park already functions as an integral part of the City Centre rather than a retail warehouse destination.

## **Shopping Frontages**

- 5.1.8 A review of the extent of the primary and secondary shopping frontages will be undertaken as necessary, for example on completion of the Trinity and Eastgate shopping centres.

## **Retail Warehousing**

- 5.1.9 Retail warehousing (also known as bulky goods retailing) across the wider district is discussed in section 4 above and section 5.3 below). The first preference is for retail warehousing to be accommodated within the City Centre boundary in order to offer good accessibility for non-car users. Large enough sites are not available in core areas adjacent to the Prime Shopping Quarter, but City Centre locations around Mabgate will be appropriate for accommodating new retail warehousing.

## **Convenience Shopping and Local Centres – Within the City Centre**

- 5.1.10 Given the expected growth in residential and working populations in the City Centre over the plan period a need for further limited provision of convenience stores outside of the PSQ is recognised. This will be particularly true of the southern half where most growth of housing and offices is planned. In accordance with district wide retail policy, development will be controlled to channel this provision into existing and new shopping parades within the City Centre along with

complementary convenience facilities (e.g. dry cleaners, off-licenses, banking facilities, medical facilities, cafés, and pubs). Existing shopping parades include Clarence Dock, Great George St, Woodhouse Lane (University), and Wellington Street.

### **Conservation**

- 5.1.11 The City Centre has Anglo-Saxon origins and a medieval layout in part, but it is its Victorian buildings which mark it out. John Betjeman said that “No city in the North of England has so fine a swagger...”. There are hundreds of listed buildings in the City Centre, many highly graded such as the Town Hall and the Corn Exchange (both designed by Cuthbert Broderick).
- 5.1.12 The historic environment is the backdrop for many of the economic and cultural activities that make Leeds City Centre successful, which is a testament to a flexible policy of adaptation. The re-use of historic buildings and spaces has been combined with innovative design which has made for the stimulating townscape combining the best of the old with the best of the new.
- 5.1.13 Most of the City Centre is within a conservation area which has evolved by amalgamation and extension since the 1970s. As the shape and pattern of economic development of the City Centre changes and the appreciation of heritage expands, the boundary of the conservation area needs to adapt. The existing conservation area boundary needs to be reviewed following an appraisal of the character and appearance of the conservation area and management policies adopted which reflect on conservation practice over the last twenty years.

### **A Growing Residential Community**

- 5.1.14 With significant house building between 1995 and 2010 a substantial residential population exists in the City Centre. Despite the recession and pause in construction activity, city living remains extremely popular with little vacancy. Considerable land opportunities exist in the City Centre to boost the residential population further. It is important that efforts are made to make best use of this opportunity in order to make efficient use of land and provide a wide housing offer for Leeds as a whole, as delivery of housing in the City Centre is key to the overall delivery of the Core Strategy. However, with some of the first residents putting down roots and wanting to continue to live in the City Centre it is important that a wider variety of sizes and types of housing are made available than have previously been built. In line with Policy H4 Housing Mix, major housing developments across the City Centre will be expected to contribute to a wider mix of dwelling sizes. Potential for creation of family friendly environments exist on the fringes of the City Centre where densities can be lower, and more green space and supporting services can be delivered, including medical and education services. The City Centre remains a good location for purpose built student housing, but excessive concentrations in one area should be avoided in line with Policy H6.
- 5.1.15 There should be higher standards of sustainability in dwellings within the Aire Valley Eco Settlement which overlaps the south eastern quadrant of the City Centre.

### **Hospital, Universities and Culture**

- 5.1.16 The City Centre contains the major teaching hospital, the Leeds General Infirmary which contributes greatly to the vitality and economy of the City Centre through the

use of shops and services by thousands of staff, patients and visitors. The same type of contribution comes from Leeds University and Leeds Metropolitan University which have most of their teaching accommodation and a number of halls of residence in the City Centre and from a number of higher education colleges including music and dance which are located in or on the edge of the City Centre. There is also a wider attraction of Leeds as a centre of medical and academic excellence. Major museums exist in the City Centre at the Royal Armouries and City Museum (Millennium Sq) and major theatres at West Yorkshire Playhouse, the Grand Theatre, Royal Varieties and the Carriageworks. These facilities will be complemented by the opening of the Arena in 2013 and all contribute to the vitality, culture and economy of the City Centre. The hospital, universities and cultural venues generate large amounts of footfall and journeys which make it appropriate that their presence is largely retained in the City Centre where public transport accessibility is extremely good. Future growth in office space, shops and dwellings should be planned to sustain rather than undermine the hospital, universities and major cultural facilities. Exceptions may be made to help retain historic buildings or where floorspace will be replaced elsewhere in the City Centre.

### **Supporting Services**

- 5.1.17 The means for delivering the range of supporting services and open spaces will include policy requirements, Section 106 Agreements and/or the Community Infrastructure Levy (CIL), and the natural incentives of the market. Policy G5 sets out the requirements for provision of sufficient civic and green spaces. The Council will support the delivery of other facilities including nurseries, schools, health facilities, convenience shops, hair dressers, laundrettes, dry cleaners, banks, restaurants, cafes, bars, and private gyms, although planning policy control will be exercised to ensure these are suitably located giving first preference to locations in centres.

## **POLICY CC1: CITY CENTRE DEVELOPMENT**

The City Centre will be planned to accommodate at least the following:

- (i) 655,000 sqm of office floorspace.
- (ii) 31,000 sqm of net additional retail space (comparison), following completion of the Trinity and Eastgate schemes and subject to need being confirmed in a further retail study.
- (iii) 10,200 dwellings.
- (iv) Supporting services and open spaces.

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

- a) Favouring locations with the best public transport accessibility for large scale offices,
- b) Mixed office/residential schemes to site residential on upper floors and away from major roads.
- c) Hospital, university, college, and cultural facilities to be retained in the City Centre.
- d) Comparison retail space will only be permitted outside of the Prime Shopping Quarter when it cannot be accommodated within the Prime Shopping Quarter, or in the case of bulky goods retailing space cannot be accommodated also in areas designated for bulky goods retailing.
- e) Considering proposals for convenience retailing and convenience facilities (such as dry cleaners, off-licenses, small branch banks, cafés, and pubs) as follows:
  - i) below 200 sqm (gross) acceptable anywhere within the city centre,
  - ii) 200 – 372 sqm (gross) sequential test to include the Prime Shopping Quarter and any designated parades if they fall within 300m walking distance,
  - iii) 372 – 1,499 sqm (gross) sequential test to include the Prime Shopping Quarter, all designated parades and those centres identified in Policy P1 that fall within a 5 minute inbound off-peak drive time,
  - iv) 1,500 sqm and above sequential test as per iii) above plus an impact assessment on the Prime Shopping Quarter and parades and centres identified in iii) above,
  - v) aggregating floorspace together for the purposes of the above thresholds if more than one unit is proposed,such that where a realistic alternative opportunity exists in-centre in the first instance, or edge of centre in the second, or where the impact on the viability and vitality of the Prime Shopping Quarter, a centre or designated parade would be harmful, proposals will be resisted.
- f) A concentration of shops with ground floor frontages should be maintained in the Prime Shopping Quarter for reasons of vitality. Proposals for non-retail use should not result in the proportion of retail frontage length falling below 80% in Primary Frontages or below 50% in Secondary Frontages. Proposals for uses outside of the “A” class will not be permitted within designated ground floor frontages.

### **City Centre South**

5.1.18 The southern half of Leeds City Centre (all of the area south of the river – see Diagram 6) offers huge potential for development of offices, leisure uses, parkland, and housing, and possibly in the longer term further high street shopping. In



reflecting this ambition a South Bank Planning Framework has been developed, setting out opportunities for major redevelopment including the provision of a major new City Centre park, at the heart of the City Centre to the south of the River Aire and improved pedestrian connections to the City Centre and lower Aire Valley. It is an aspiration that this development should be achieved in a street pattern, form and scale which helps unite 'city south' with the northern area and confirm its role as an integral part of the City Centre as a whole. It should also provide for connectivity with the existing residential neighbourhoods to the south. In particular, the anticipated opening of the southern entrance to Leeds City Station will help to reinforce the centrality of the southern half of Leeds City Centre.

## **POLICY CC2: CITY CENTRE SOUTH**

The north and south halves of Leeds City Centre are to be more effectively integrated and better connected.

The areas of development opportunity south of the river will be prioritised for town centre uses (see list in Policy P2), particularly large scale office development, delivery of a new park, residential, cultural and leisure uses, and a strong pedestrian corridor to connect Crown Point Retail Park with the Prime Shopping Quarter and east/west links to Clarence Dock and the remainder of the lower Aire Valley. Within this priority, there is substantial opportunity for residential development. Large scale edge of centre development which would prejudice the achievement of this priority will be resisted. The suitability of this area for provision of comparison retail floorspace to be released for development will be considered (subject to the need being confirmed in a further retail study) only after the Eastgate retail development has completed and any subsequent excess retail vacancy in the remaining Prime Shopping Quarter has been taken up.

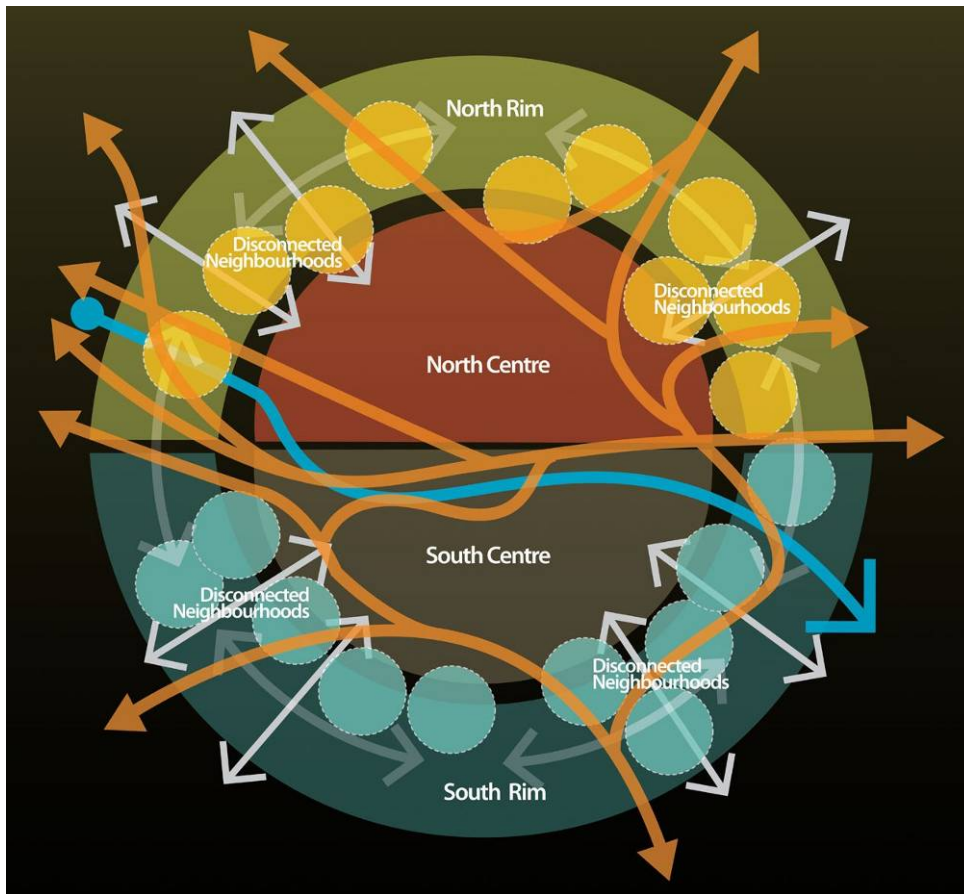
### **Connections**

- 5.1.19 To address the physical and social disconnectivity between the City Centre and the inner-city (the Rim), the Council will advance and promote schemes to improve pedestrian linkages. Particular attention will be given to overcoming obstacles to movement such as Armley Gyratory, Sheepscar Junction and the Southern Inner Ring Road/M621. The West Leeds Gateway Supplementary Planning Document provides more information about Armley Gyratory. In line with Policy CC3, new development will need to be laid out and designed to improve connectivity, for example large redevelopment sites might be laid out with new traversing roads or pathways to improve connectivity; smaller developments might enhance an existing route by providing lighting or installing windows overlooking the route to improve natural surveillance.

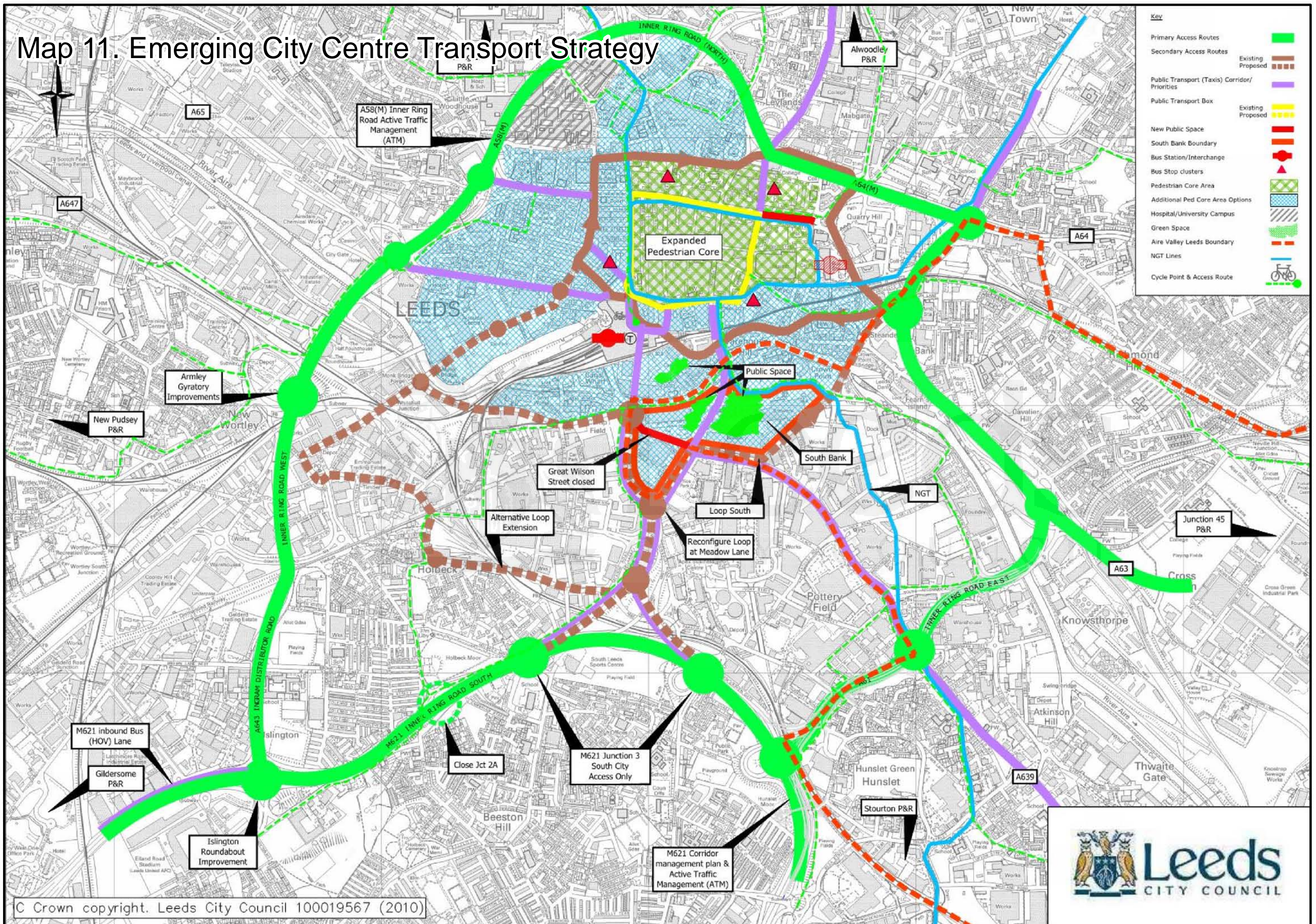
### **Open Space and Permeability**

- 5.1.20 Existing public open space will be protected and new space sought in association with new development in line with the green space policies (G3 and G5). Maximum pedestrian permeability and public accessibility should be promoted in new development.

Diagram 6. City Centre Connectivity



# Map 11. Emerging City Centre Transport Strategy



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## **POLICY CC3: IMPROVING CONNECTIVITY BETWEEN THE CITY CENTRE & NEIGHBOURING COMMUNITIES**

Development at appropriate locations is required to help provide and improve routes connecting the City Centre with adjoining neighbourhoods and improve connections within the City Centre in order to make walking and cycling easier, safer and more attractive.

### **Transport**

- 5.1.21 The City Centre is the heart of the transport hub for Leeds, providing a gateway to the city via the national rail and motorway networks, and forming the core of the local bus network.
- 5.1.22 A transport strategy is currently being developed for the city centre that will deliver a step change in the environment, making it more of a place for people, and reducing the dominance of traffic. A key element to delivering this will be to significantly improve access by public transport, including park and ride, so that more people are able to get there without the need to use the private car. At the same time the Council will implement schemes that will remove through traffic and re-prioritise the needs of the pedestrian.
- 5.1.23 Planned transport infrastructure for the whole of Leeds is shown on the Key Diagram and investment priorities are set out in Spatial Policy 11. Particular proposals relevant to the city centre are:
- to increase public transport radial route capacity into the city centre, including park and ride and the provision of the New Generation Transport (NGT) trolleybus scheme,
  - to improve orbital road movement around the south west of the city centre, which will allow changes to be made to the traffic circulation system,
  - to increase and improve cycle routes into the city centre,
  - to support enhancements to Leeds City Station, including the provision of the new southern entrance,
  - development and enhancement of pedestrianised areas,
  - planning for the longer term provision of a High Speed Rail station to serve both the city centre and the wider city region.
- 5.1.24 In line with policy T1, the Council will plan to restrain the provision of commuter car parking but will plan for adequate parking and other transport facilities to support the retail and leisure functions of the city centre.
- 5.1.25 The above proposals will support the role of the city centre in delivering economic growth, whilst enhancing the environment and making the city centre a more attractive place to work, live, visit, and do business.

## **5.2 MANAGING THE NEEDS OF A SUCCESSFUL DISTRICT**

### **a) Housing**

- 5.2.1 In seeking to respond to the challenges of population growth and housing needs, the delivery of these objectives during current economic and market conditions is a considerable task. As emphasised throughout the Core Strategy, housing delivery in sustainable locations, which respects local character and distinctiveness, maximises opportunities to recycle previously developed land, whilst minimising greenfield and Green Belt release is a priority. Plan monitoring, review and a degree of realism and flexibility will be necessary to achieve these ambitions.
- 5.2.2 Within this framework and in support of Spatial Policies 6, 7 and 10, Policy H1 describes the need for phasing to achieve the aims of a sustainable pattern of development, with focus on the Main Urban Area and regeneration of areas within it. The policy explains that the phased release of allocations will ensure that there is always a 5 year supply of housing land. When determining the five year supply, the windfall allowance of 500 units per annum will be deducted from the total number of units needing to be identified. This aligns with SP6 which seeks to identify 66,000 out of the 74,000 gross units required.
- 5.2.3 In providing a basis for housing supply in the early years of the plan (the first 5 years), there are a number of sites which benefit from a planning permission and in addition there are housing allocations released as part of the UDP (phases 2 and 3). These sites are not regarded as being subject to phasing as part of Policy P1, as they are regarded as currently available for development. Only sites which do not have an extant planning permission (for housing) or allocation, will be identified as new allocations and phased, through LDF allocations documents (Site Allocations DPD and Aire Valley Area Action Plan).
- 5.2.4 In reflecting the district's strong historical performance in the delivery of previously developed land (PDL), Policy P1 identifies a target of 65% (taken from the Regional Spatial Strategy "The Yorkshire and Humber Plan" 2008). According to the amount of deliverable PDL land identified in the SHLAA, 65% presents a realistic target for the first 5 years of the Plan. Beyond this period, although sources of PDL supply are still likely to come forward, more greenfield land as part of the overall balance, will be needed to sustain the housing supply, consequently the target drops to 55%.
- 5.2.5 Recognising the relatively long lead in time and technical issues associated with bringing forward larger sites for residential development, which will often necessitate the need for phasing and the provision of infrastructure, consideration will be given to opportunities to bring such sites forward for development, as part of earlier phases, where this is appropriate and consistent with the overall strategy.
- 5.2.6 In seeking to meet housing need and to help support the viability of housing delivery, there may also be opportunities for sites to be brought forward, in advance of their particular phasing where appropriate. Examples could include where there are opportunities through early release, to provide higher levels of Affordable Housing through off site contributions or the use of City Council assets (within regeneration areas) as a basis to 'pair' with greenfield sites in private ownership.

## **POLICY H1: MANAGED RELEASE OF SITES**

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

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

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

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

Where a five year supply of deliverable housing sites cannot be demonstrated through annual monitoring, consideration will be made to release the subsequent phase or phases of sites to help address the shortfall. The release of further phases of housing land may be considered if it is found that either:

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

5.2.7 Policy H2 is needed to enable housing developments to be permitted on land that was too small to allocate or becomes available unexpectedly. It concerns the principle of housing development rather than details which may be controlled through other policies. For example, development of a residential garden for housing would depend on how much the garden contributes to the visual and spatial character of an area, not on the quality of design which is the domain of Policies P9 and P10.

## **POLICY H2: NEW HOUSING DEVELOPMENT ON NON ALLOCATED SITES**

New housing development will be acceptable in principle on non-allocated land, providing that:

- i) The number of dwellings does not exceed the capacity of transport, educational and health infrastructure, as existing or provided as a condition of development.
- ii) For developments of 5 or more dwellings the location should accord with the accessibility standards in Table 2 of Appendix 2
- iii) Green Belt policy is satisfied for sites in the Green Belt

In addition, greenfield land:

- a) Should not be developed if it has intrinsic value as amenity space or for recreation or for nature conservation, and makes a valuable contribution to the visual, historic and/or spatial character of an area, or
- b) May be developed if it concerns a piece of designated greenspace found to be surplus to requirements by the Open Space, Sport & Recreation Assessment (PPG17Audit).

### **Housing Density**

5.2.8 A minimum density policy is needed for Leeds to ensure sustainable housing development. This means efficient use of land in order to avoid more green field land being developed than is necessary and in order to achieve a higher populations in proximity to centres. Lower density schemes will be accepted in exceptional circumstances relating to townscape and character. Exceptional townscape reasons for lower densities will need to consider quality of townscape character including recognition through conservation area character statements, neighbourhood design statements and other published assessments. For clarity, 'urban areas' within Policy H3 includes both the Leeds main urban area as well as major settlements, and 'smaller settlements' includes sites within and adjacent to them. For all other areas, no minimum density applies because other housing Policies only allow for a small amount of housing development in these areas.

## **POLICY H3: DENSITY OF RESIDENTIAL DEVELOPMENT**

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

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

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

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

### **Housing Mix**

5.2.9 The SHMA 2011 provides evidence of the forecast growth of households and the need for different sized property. By 2026 there is expected to be 45,800 additional single person households and almost 19,500 couple households. Family households (including lone parent families) are forecast to only grow by approximately 4,500 households. Aligning household growth with preferences

expressed in the 2007 SHMA survey therefore suggests the following mix of dwelling sizes should be aimed for: 8% 1 bed, 55% 2 bed, 27% 3 bed and 10% 4+ bed (as set out in Fig 6.19 of the SHMA 2011). In terms of the mix of houses and flats, the aim of the policy is to avoid the excesses of market trends experienced when houses dominated the mix in the 1980s and early 1990s and when flats dominated the mix in the late 1990s and early 2000s. Table 4 below, distils this evidence into a preferred mix for 2012 – 2028.

5.2.10 Policy H4 aims to ensure that the new housing delivered in Leeds is of a range of types and sizes to meet the mix of households expected over the plan period, taking account of SHMA preferences and difference in demand in different parts of the city, and changing demand. With this aim in mind, the policy is worded to offer flexibility. For small developments, achievement of an appropriate mix to meet long term needs is not overriding. The form of development and character of area should be taken into account too. For example, a scheme of 100% flats may be appropriate in a particular urban context. For larger developments it will be appropriate to take account of local housing need in accordance with the principles agreed as part the housing growth debate.

Table H4: Preferred Housing Mix (2012 – 2028)

| <b>Type*</b> | <b>Max %</b> | <b>Min %</b> | <b>Target %</b> |
|--------------|--------------|--------------|-----------------|
| Houses       | 90           | 50           | 75              |
| Flats        | 50           | 10           | 25              |
| <b>Size*</b> | <b>Max %</b> | <b>Min %</b> | <b>Target %</b> |
| 1 bed        | 50           | 0            | 10              |
| 2 bed        | 80           | 30           | 50              |
| 3 bed        | 70           | 20           | 30              |
| 4 bed+       | 50           | 0            | 10              |

\*Type is applicable outside of city and town centres; Size is applicable in all parts of Leeds

#### **POLICY H4: HOUSING MIX**

Developments should include an appropriate mix of dwelling types and sizes to address needs measured over the long term taking into account the nature of the development and character of the location. This should include the need to make provision for Independent Living (see Policy H8)

For developments over 250 units, in or adjoining the Main Urban Area and Major Settlements or for developments over 50 units in or adjoining Smaller Settlements, developers should submit a Housing Needs Assessment addressing all tenures so that the needs of the locality can be taken into account at the time of development.

#### **Affordable Housing**

5.2.11 In conformity with national policy guidance, affordable housing will be required to meet local needs. The policy has been informed by the evidence base, including the Leeds Strategic Housing Market Assessment (Update 2011) (as referred to in PPS3, Annex C) and the Economic Viability Assessment 2010 (in accordance with PPS3 Para 29).



- 5.2.12 Since affordable housing planning policy was first developed in the early 1990s, Leeds has always been able to demonstrate a need for affordable housing (UDP paras 7.5.14 – 19, Assessment 2001/02, Assessment 2003, Assessment 2007 and Assessment 2011). Following national practice guidance, need for affordable housing was calculated to be 480 per annum 2003 and 1889 per annum in 2007. The most recent Strategic Housing Market Assessment (2011) identifies an annual need of 1158 affordable housing dwellings. Not all of this need will be met by the planning system, other methods of delivery such as grant funded schemes also play an important role in the delivery of affordable housing.
- 5.2.13 The Economic Viability Assessment 2010 explored what percentages of affordable housing and what mixes for example social rented /sub-market types of affordable housing would be viable. It did this for different geographical areas of Leeds and for different states of the market, firstly baseline (the depressed period of 2010), secondly mid point and thirdly height of the Market (2007). It concludes that in periods of buoyancy affordable housing could be delivered at 50% in high value areas but that in periods of adversity some areas are hardly able to sustain any affordable housing.
- 5.2.14 Affordable housing should meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and house prices. It should include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.
- 5.2.15 Households vary in their ability to afford housing. The Strategic Housing Market Assessment 2011 (SHMA) uses evidence of household earnings combined with forecast growth in different types and sizes of household to assess affordability. The profile of earnings in Leeds is polarised and this is forecast to continue with growth in well paid professional and managerial jobs on the one hand and growth in low paid sales, service and elementary occupations on the other whilst the growth in medium paid occupations is predicted to be modest. This means there will continue to be a large proportion of households in Leeds that can afford very little. The SHMA concludes that 60% of affordable housing should be of the “social rented” type. Given changes in national definitions and funding for affordable housing, it is possible that the definition “social rented” as very low rent housing may be blurred with the meaning of “affordable rent”. As such it is important that the Core Strategy clarifies what is meant by different levels of affordability so that identified needs are met.
- 5.2.16 The SHMA suggests that households need earnings of at least £15,000 to afford more than “social rented” housing. This equates to approximately the lowest decile of earnings in Leeds. The affordability of affordable housing should be designed to meet identified needs of households in both lower quartile and lower decile bands of earnings. From an initial starting point of 40% of affordable housing to meet needs of households in lower quartile earnings and 60% lower decile earnings, an SPD will advise how these percentages may vary in different areas of Leeds and may vary over time as new evidence emerges.
- 5.3.17 Policy H5 provides an overall framework for the provision of affordable housing. It is appropriate that details such as thresholds and targets is provided through a Supplementary Planning Document. This will reflect market conditions and can be

reviewed as economic conditions change and the life of the Core Strategy within the context of Policy H5.

## **POLICY H5: AFFORDABLE HOUSING**

Housing developments above a certain threshold should include a proportion of affordable housing to be provided on the development site. The affordable housing provision should provide for a tenure mix in terms of submarket and social rented housing. Over the plan period to 2028 the threshold, amount of affordable housing and tenure splits may vary depending on housing needs and market conditions applicable at the time. An Affordable Housing Supplementary Planning Document will therefore provide up to date guidance on targets and provision sought, which may vary depending on the local area. An annual update to the SPD of affordable housing price benchmark figures will also be provided.

The broad range of provisions will be:

- i) A threshold between 10 and 15 dwellings will apply – affordable housing will be sought on any development at or above the threshold. There is no site size threshold.
- ii) Overall targets for affordable housing will vary from 5 to 50%.
- iii) Affordability of affordable housing to be designed to meet identified needs of households as follows;
  - 40% affordable housing for households on lower quartile earnings
  - 60% affordable housing for households on lower decile earnings

During the Core Strategy plan period, Affordable Housing SPDs will determine what particular thresholds, targets and affordability mix will apply to which areas of Leeds.

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

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.

Elderly persons sheltered housing and low cost market housing should not expect the requirement for affordable housing to be automatically waived or reduced, although individual viability appraisals will be taken into account.

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.

### **Houses in Multiple Occupation, Student Accommodation, and Flat Conversions**

5.2.18 As a city with two universities and a number of specialist colleges, according to Unipol, Leeds had 43,500 students in 2010/11 of which approximately 30,500 sought accommodation through the private rented sector. Significant growth in student numbers in the past has led to high concentrations of student housing in areas of Headingley, Hyde Park and Woodhouse and this generated concerns about loss of amenity to long term residents.

- 5.2.19 Leeds' SHMA 2010 suggests a levelling off in growth in student numbers in the early years of the Plan which raises question marks over the future of approximately 4000 surplus student bed-spaces. However, demand is expected to continue for many students wanting to live in shared private residential houses which are now classed as houses in multiple occupation (HMOs).
- 5.2.20 The SHMA 2010 anticipates growth in the need for HMOs in the early years of the Plan to accommodate young people reliant on housing benefit and because of strong demand for private rented accommodation from working people unable to buy. This could affect all areas of Leeds, but is likely to be focussed on the inner areas popular for rented property.
- 5.2.21 Changes of occupation of houses from dwelling-house (class C3 of the use class order) to shared house (class C4) will require planning permission in the area affected by the HMO Article Four Direction. This includes all of inner Leeds and adjoining suburbs. Core Strategy policy needs to balance the need for growth in HMOs with the need to avoid over-concentrations which cause loss of amenity and undermine the health and stability of communities. Ease of access to work and universities without needing a car also needs to be considered.
- 5.2.22 The decade 2001 – 2010 witnessed considerable development of new purpose built student accommodation particularly in and around the north west sector of the City Centre. Growth in this accommodation is to be welcomed in order to meet need and to deflect pressure away from private rented houses in areas of over-concentration. Nevertheless, care is needed to ensure that purpose built accommodation does not itself become over-concentrated and is located with good access to the universities.
- 5.2.23 Conversion of houses into flats will be one of the means of meeting need for smaller households. However, this has to be reconciled with the importance of protecting local amenity and creating good standard dwellings with sufficient parking space and security. 'Deconversion' of previously converted flats back into dwelling houses is sometimes sought in order to cater for large families. This will usually be considered acceptable and, if involving only 2 units to 1, does not normally need planning permission.

**POLICY H6: HOUSES IN MULTIPLE OCCUPATION (HMOs), STUDENT ACCOMMODATION, AND FLAT CONVERSIONS**

- A) Within the area of Leeds covered by the Article IV Direction for Houses in Multiple Occupation (HMOs), Development proposals for new HMOs will be determined:
- i) To ensure that a sufficient supply of HMOs is maintained in Leeds,
  - ii) To ensure that HMOs are distributed in areas well connected to employment and educational destinations associated with HMO occupants,
  - iii) To avoid detrimental impacts through high concentrations of HMOs, which would undermine the balance and health of communities.

Based on these criteria, supplementary planning advice will set ceilings for the proportion of HMOs desirable in different geographies of Leeds.

- B) Development proposals for purpose built student accommodation will be controlled:
- i) To help extend the supply of student accommodation taking pressure off the need for private housing to be used,
  - ii) To avoid the loss of existing housing suitable for family occupation,
  - iii) To avoid excessive concentrations of student accommodation (in a single development or in combination with existing accommodation) which would undermine the balance and wellbeing of communities,
  - iv) To avoid locations which are not easily accessible to the Universities by foot or public transport or which would generate excessive footfall through quiet residential areas.
- C) Development proposals for conversion of existing houses into flats will be accepted where all the following criteria apply:
- i) The property is not a back-to-back dwelling;
  - ii) The property is of sufficient size (min. 100m sq gross) and the internal layout is shown to be suitable for the number of units proposed;
  - iii) The impact on neighbouring dwellings is not likely to be detrimental to the amenity of their occupants by virtue of the conversion alone or cumulatively with a concentration of converted dwellings, HMOs, or residential institutions;
  - iv) Where there is a demand for family sized accommodation and the property has (or has the potential for provision of) good access to suitable space for private recreation, provision is normally made for at least one family sized unit in the proposed mix of flats;
  - v) Sufficient easily accessible and appropriately located off and on street car and cycle parking is incorporated;
  - vi) The proposed dwellings provide satisfactory internal living accommodation in terms of daylight, outlook and juxtaposition of living rooms and bedrooms;
  - vii) Each dwelling has safe and secure (and where possible, level) access from the street and any parking areas and suitable accessible enclosures are provided for refuse storage.

*'Sufficiency of supply' is to be measured with reference to the SHMA, Unipol Data, University Admission Forecasts and the effects of Housing Benefit rule changes*

**Accommodation for Gypsies, Travellers and Travelling Showpeople**

5.2.24 In planning for all sections of the community to have access to decent housing, there is a need to make appropriate provision for gypsies, travellers and travelling showpeople. According to government guidance Core Strategies should provide

criteria for future Site Allocations DPD, to enable sufficient sites to be allocated to provide for identified need.

- 5.2.25 The West Yorkshire Gypsy and Traveller Accommodation Assessment 2008 (GTAA) provided an overall assessment of the long term requirement for Gypsies and Travellers (residential and transit sites) and Travelling Showpeople. The GTAA identified that there was an unmet need for residential pitches (not including pitches for transit sites and travelling showpeople) up to 2015.
- 5.2.26 Following consideration of the GTAA findings, relevant guidance, local circumstances and the analysis of immediate short/medium term priorities, the initial focus of the City Council has been to address the housing needs of the Leeds based 'roadside' families, who have a housing need for 12 pitches.
- 5.2.27 In order to determine an up to date level of local need for the plan period, the City Council will undertake further monitoring, evidence based work and through appropriate mechanisms establish requirements. In order to guide the identification of sites to meet these requirements, Policy H7 sets out site selection criteria to accommodate additional pitches through the Site Allocations DPD.
- 5.2.28 Consultation responses from representatives of the Gypsy and Travellers community have previously indicated a strong preference for sites to be of a small size suited to occupation by close family groups, and reasonably located for local facilities. Extension of the existing site at Cottingley Springs was not favoured. It may not be possible to identify sites without considering exceptional and limited alterations to the Green Belt Boundary. Any alterations to the Green Belt boundary will need to be considered as part of the Site Allocations DPD. Alternatives will be explored before Green Belt locations are considered.

**POLICY H7 : ACCOMMODATION FOR GYPSIES, TRAVELLERS AND TRAVELLING SHOW PEOPLE**

The City Council will identify suitable sites (of around no more than 12 pitches per site) to accommodate Gypsies, Travellers and Travelling Showpeople, through a Site Allocations DPD, subject to the following criteria:

- i) Sites must be located near major roads and have reasonable access to public transport, health care, schools, shops and local services (and should not be located on land that is deemed unsuitable for general housing such as land that is contaminated, adjacent to refuse sites, landfill sites, heavy industry or electricity pylons.),
- ii) Sites should avoid zones of high flood risk,
- iii) The following order of preference for categories of land should be followed: brownfield, greenfield and Green Belt,
- iv) Alterations to the Green Belt boundary to accommodate sites will only be considered in exceptional circumstances, to meet a specific identified need. In such circumstances and as part of the Site Allocations DPD, and site will be specifically allocated as a Gypsy, Traveller and Travelling Showpeople site only.
- v) Sites should avoid designated areas, including nature conservation sites and Special Landscape Areas and should not introduce unacceptable off-site impacts such as might occur from recreational pressures on such sites.

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

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

| <b>Item</b>  | <b>Standard</b>                     |
|--|-------------------------------------|
| Driveways for parking  | Gradient of 1:20                    |
|  | Crossfall of 1:40                   |
|  | Minimum size of 6m x 3.6m           |
| Access Routes to from parking or pavements/pedestrian routes | Minimum surface width of 1.2m       |
|  | Must not rely on steps              |
|  | Must have a gradient less than 1:20 |

|                         |  |
|-------------------------|--|
| Principal Entrance Door | Shall have a 1200mm x 1200mm level landing clear of door swing |
|                         | Shall have a threshold no higher than 15mm                     |
|                         | Minimum effective clear opening width of 800mm                 |

5.2.30 Some elderly people or disabled people will want to live in sheltered or other housing schemes. Meeting such needs is a key challenge for the Core Strategy and in considering development proposals for Independent Living, it is important that such schemes are appropriately located and form part of a wider housing mix, in reflecting a range of housing needs within individual communities. Within this context, proposals need to be suitably located with easy access to the shops and facilities of town and local centres and shopping parades.

**POLICY H8: HOUSING FOR INDEPENDENT LIVING**

Developments of 50 or more dwellings are expected to make a contribution to supporting needs for independent living. Very large scale development will have potential to provide sheltered schemes, as part of a wide housing mix. Smaller developments may contribute in other ways, including provision of bungalows or level access flats.

Sheltered and other housing schemes aimed at elderly or disabled people should be located within easy walking distance of town or local centres or have good access to a range of local community facilities. LDF allocations documents should seek to identify land which would be particularly appropriate for sheltered or other housing aimed at elderly or disabled people.

## **b) Supporting Employment Opportunities**

- 5.2.31 The Leeds Employment Land Review (2010 Update) identifies there are 85 sites in the existing portfolio for general employment use, amounting to 400 hectares. Almost 50% of this land area comprises of UDP allocated employment land. The LDF Allocations documents will seek to identify the additional 143 hectares of land for general employment uses.
- 5.2.32 The assessment of potential employment sites and locations will be based on their suitability, availability and deliverability, which is the same criteria applied to each site assessed in the Leeds Employment Land Review. Suitability refers to the physical conditions of the site for example the topography and general sustainable development factors for example access to public transport or freight provision. Availability consider whether planning permission is in place for employment or alternative uses and whether the site has been actively been marketed in the past for employment uses. Deliverability refers to the likely associated costs of developing the sites in order to be able to bring the site/location forward during the plan period. This approach reflects the suggested criteria in the Office of Deputy Prime Minister guidance on Employment Land Reviews published (2004).
- 5.2.33 An oversupply position will have been reached if more land is allocated and/or has planning permission in the district than is needed the meet the requirement until the end of the Plan period and this also represents more than ten years worth of supply. Consideration needs to be given to the availability of employment land and premises in local areas of the district. In the event of an oversupply, consideration should be given as to whether the excess land is more appropriately used for other forms of development, with first priority given to other forms of economic development which accord with part A & B of the Policy.



## **POLICY EC1: GENERAL EMPLOYMENT LAND**

- (A) General employment land will be identified, in the first instance, to meet the identified need for land to accommodate research and development, industry, warehousing and waste uses over the plan period (as identified in Spatial Policy 9) including a margin of choice for the market by:
- i) Carrying forward existing allocations and other commitments that have been assessed to be suitable, available and deliverable for general employment use or,
  - ii) Identifying new allocations of general employment land to address deficiencies in the existing supply over the district and within local areas in the following locations, subject to the suitability, availability and deliverability of that land:
    - In accessible locations within the Main Urban Area, Major Settlements and Smaller Settlements; including sites with good access to the motorway, rail and waterways networks;
    - Within regeneration areas identified in Spatial Policy 4.
    - Within established industrial areas;
    - Within urban extensions linked to new housing proposals to help deliver sustainable mixed use communities.
  - iii) Phasing the release of the land consistent with the overall strategy for major regeneration and housing growth.
  - iv) Identifying freight storage / distribution opportunities as part of the overall employment land requirement set out in Spatial Policy 9. The site search will be focused in the following locations:
    - Along rail corridors, particularly in the Aire Valley
    - Along the Aire and Calder Navigation
- (B) Other uses (sui generis) with similar locational requirements to the employment uses set out under (A) which are generally less well suited to locating in centres, residential areas or other environmentally sensitive areas are acceptable on general employment sites.
- (C) In the event of an oversupply position being reached during the plan period, general employment land allocations will be acceptable for uses other than those set out in parts (A) and (B) of this policy providing the proposal accords with overall strategy and other plan policies.

### **Office Development**

- 5.2.34 Spatial Policy 9 identifies 706,250sq.m of office floorspace will be provided over the Plan period. This provision comprises of new and existing locations. Over a third of the existing supply is located outside the City Centre, this includes the remaining land at partially developed sites, such as the business park at Thorpe Park and office development at Leeds Valley Park.
- 5.2.35 It is anticipated that current commitments, in the form of planning permissions, will be used to help meet the overall requirement. Current commitments on sites which the Leeds Employment Land Review (2010 Update) identified as appropriate to be retained amount to approximately 840,000 sq.m. To provide flexibility when determining renewals of existing out of centre office applications, 160,000 sq.m of floorspace will be identified in or on the edge of the City and town centres. This will therefore bring the total office floorspace required up to 1,000,000 sq.m

5.2.36 The existing supply of commitments (840,000 sq.m) includes of out of centre sites amounting to 322,470 sq.m. A further 19,290 sq.m is located in or on the edge of town centres and 498,736sq.m is located in the City Centre. Therefore the remainder of the 160,000 sq m will be located in, or on the edge of City and Town centres. The proposed total of offices in or on the edge of town centres reflects the current percentage of commitments, scaled up to the new requirements (for example 2.3% of the current total commitments are in or on edge of town centre and this rate will be carried forward).

**The proposed distribution of office allocations will be:**

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

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

5.2.37 To encourage further office development to locate in centres, and in the context of the extensive availability of out of centre sites; new proposals for offices will generally be encouraged to locate in or on the edge of the city and town centres. The Council does recognise that in a district as large and varied as Leeds and noting the changing emphasis of national guidance, many employment areas exist out of centre. Such locations play a valuable role in the Leeds economy in offering a choice of location for business and in providing local job opportunities. They can often be as accessible to a substantial local labour market as many of the smaller town centres, particularly when located in the main urban area, they can represent highly sustainable options. Limited additional office development may be acceptable in such locations where they are demonstrably sustainable, where proposals are of an appropriate scale to existing development and will not compromise the centres first approach.

5.2.38 As noted above, no new out of centre office locations will be identified for allocation. To complement this and for the avoidance of doubt, the centres first approach will apply to the creation of new out of centre office areas even where this involves the renewal of existing planning permissions.

5.2.39 City Centre sites should be considered in sequential assessments for all large scale proposals throughout the district, as such development would be expected to attract employees commuting from a wide catchment area. Below this scale of development a smaller catchment area may be identified based on likely travel to work patterns. All centres within the identified catchment should be tested including the City Centre, if appropriate.

5.2.40 Offices can considerably enhance the vitality and viability of centres as well as provide an important source of local employment. Office development in town centres tends to be smaller in scale and located in mixed use buildings, for example, above shop units. The capacity of each centre to accommodate new

office floorspace will vary considerably depending on factors such as market preference, transport links and availability of land and premises.

5.2.41 The Policy below will be applied in accordance with the definitions for 'small', 'medium' and 'large' scale office development set out in the table below.

| <b>Scale</b>  | <b>Office Floorspace (Gross Internal)</b> | <b>Approx no. of employees</b> | <b>Commentary</b>                           |
|---------------|---|--------------------------------|---|
| <b>Small</b>  | Under 1,500 sq m                          | Less than 75                   | No significant travel impact                |
| <b>Medium</b> | 1,501 – 5,000 sq m                        | 75-250                         | Gives rise to a 'significant travel impact' |
| <b>Large</b>  | Over 5,000 sq m                           | More than 250                  | Regionally significant development          |

### **POLICY EC2: OFFICE DEVELOPMENT**

Appropriate locations for allocations and windfall office development;

- (i) The City Centre will be the focus for most of office development. Locations on the edge of the City Centre will also be appropriate for offices as part of mixed use development.
- (ii) Town Centres and edge of town centres are promoted as locations for office development. A target of 23,000 sqm (equivalent to 2.3% of identified need over the plan period) of new office floorspace is set for locations in or on the edge of town centres to guide allocation documents.

Due to the availability of development opportunity in centre and edge of centre, out of centre proposals would normally be resisted however there are exceptions which are:

- (iii) Existing commitments for office development will be carried forward to meet the identified floorspace requirement over the plan period, unless it would be more sustainable for the land to be re-allocated to meet identified needs for other uses.
- (iv) To provide flexibility for businesses, smaller scale office development (up to 1,500 sqm) will be acceptable in out of centre locations in the following locations:
  - i. Regeneration areas identified under Spatial Policy 4
  - ii. Other accessible locations (defined in Policy T2) within the Main Urban Area, Major Settlements and Smaller Settlements.
- (v) In existing major employment areas, which are already a focus for offices, some small scale office floorspace may be acceptable where this does not compromise the centres first approach.

### **Safeguarding existing industrial and warehouse employment sites and premises**

5.2.42 The Council has a commitment to deliver an appropriate local balance between potentially competing uses of land, particularly housing and employment. The market alone will not necessarily deliver that balance, especially where land value for housing are substantially higher than those achievable for employment uses.

5.2.43 During the Plan period it is very likely that non-employment uses (i.e. outside the B use classes) will be proposed on allocated employment sites or involving redevelopment of existing employment sites. Leeds as with other major cities can be characterised as a place where both 'strong' and 'weak' markets coexist. Therefore as part of an integrated approach at local level, these market conditions

# Map 12. City of Leeds Management Areas



**Key**

- Committe Areas
- Management Areas**
- East North East
- South East
- West North West
- Leeds Boundary
- Motorways
- A Roads
- Railways

will require an appropriate planning response (as set out in Policy EC3) to consider necessary interventions to manage them.

5.2.44 Leeds Employment Land Review (Update 2010) identified a potential shortfall of available employment land in some areas of the district, particularly in the north and west of the city. Over the last decade there has also been a significant loss of existing employment sites to other types of development, particularly new housing encouraged by the focus on Brownfield development. While redevelopment is often positive, consideration also has to be given to retention of local employment opportunities. Therefore, in areas where there is a shortfall in the provision of employment land there will be a presumption against loss of employment sites to other uses.

5.2.45 The areas to be used for this purpose are the ten sub areas referred to as Area Committees covering all of the areas in Leeds: Inner North West; Outer North West; Inner West; Outer West; Inner North East; Outer North East; Inner East; Outer South and Inner South. Each sub area includes a number of settlements which are covered by the committees.

**POLICY EC3: SAFEGUARDING EXISTING EMPLOYMENT LAND AND INDUSTRIAL AREAS**

The Employment Land Review identifies the following local sub areas - Inner North East, Inner North West, Inner West, Outer North West and Outer North East where there are currently shortfalls in employment land provision.

Development of sites for non-employment uses, which were last used or allocated for employment will only be permitted where;

- (i) The proposal would not result in the loss of a deliverable employment site necessary to meet the employment needs during the plan period ('employment needs' as identified in Spatial Policies 8 & 9); and
- (ii) The loss of the employment provision on the site can be mitigated by the availability of identified sites in the \*surrounding area which are suitable to meeting the needs of employment (\*surrounding area will be defined by drive time and public transport accessibility in Policy T2); and
- (iii) In areas of shortfall, the proposal will deliver a mixed use development which continues to provide for a good range of local employment opportunities and would not undermine the viability of the remaining employment site.

## **5.3 PLACE MAKING**

### **TOWN AND LOCAL CENTRES**

- 5.3.1 Leeds City Centre is the major centre in the Leeds district and the Leeds City Region as outlined in Spatial Policy 2. The City Centre chapter sets out the importance of its shopping, employment, leisure and cultural offer. Leeds is, however, a large district with many other established centres providing facilities within communities. The Core Strategy seeks to maintain and enhance this sustainable pattern of development across the district, ensuring that town and local centres remain the focus for shopping, intensive/built leisure, employment and services.
- 5.3.2 The UDP established a centres hierarchy which included shopping frontages for the City Centre, 28 town centres and 11 other local centres. The function and performance of these centres has been reviewed in the Leeds City Centre, Town and Local Centres Study, (July 2011). In addition to the City Centre, the Core Strategy now identifies 29 town centres and 38 local centres. A network of neighbourhood parades and shops within smaller settlements also make a contribution towards meeting basic day to day shopping and service requirements.
- 5.3.3 The aim of the policies within this section is to support the vitality and viability of these centres for weekly shopping requirements, leisure, local employment provision, and a range of services and community facilities and to promote sustainable and linked trips.
- 5.3.4 Town centres are at the heart of communities within Leeds and contribute towards the character and identity of communities. They provide for weekly and day-to-day shopping and service needs close to where people live and work. A town centre has a range of uses including A1 (Shops) to A4 (Drinking Establishments), D1 (Non residential Institutions), D2 (Assembly & Leisure), C1 (Hotels) and C2 (Residential uses and in some cases B1. Typically, the range could include a supermarket/superstore, financial services, a Council presence either in the form of a library or council offices, healthcare presence and community facilities, for example, a community hall. A town centre has a good range of retail of both convenience and comparison, including the presence of local independent traders. Apart from the purpose built town centres built during the 1950s and 1960s (e.g. Bramley and Crossgates), town centres have evolved over time and are surrounded by residential development, without major barriers to hinder their accessibility from these communities (e.g. major road or rail network). The range of uses and the presence of independent traders are important characteristic of a town centre.
- 5.3.5 The defined primary shopping frontage in town centres is predominantly A1 uses. Saved UDP Policy SF7 seeks to maintain this core focus for town centres with a 70/30 split between A1 and other uses. Greater flexibility is given to the mix of uses within the secondary frontage with applications being determined on their merits with the purpose to safeguard the overall retailing character of shopping centres. This approach to primary and secondary shopping frontages is taken forward within the Core Strategy as part of the definition of town centres.
- 5.3.6 Local centres cater for daily shopping needs, and often provide shopping provision to complement weekly shopping. They consist largely of a mix of A1-A4, and may have D1 and D2 present. The range of uses and the scale of units is much less

# Map 13. Hierarchy of Centres - Town and Local Centre Designations

## Key

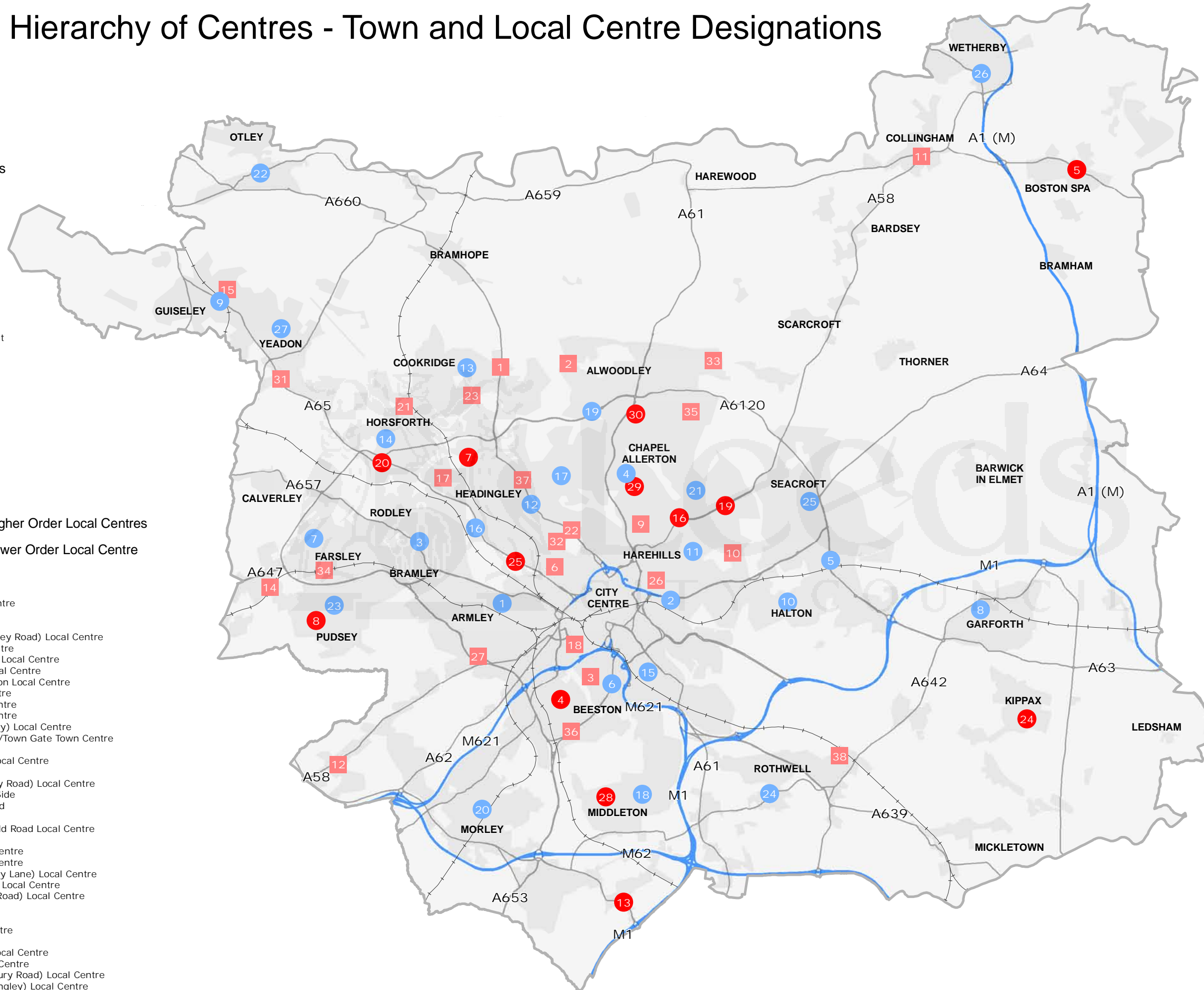
● Town Centres

- 1 Armley
- 2 Richmond Hill
- 3 Bramley
- 4 Chapel Allerton
- 5 Cross Gates
- 6 Dewsbury Road
- 7 Farsley
- 8 Garforth
- 9 Guiseley, Otley Road
- 10 Halton
- 11 Harehills Lane
- 12 Headingley
- 13 Holt Park
- 14 Horsforth, Town Street
- 15 Hunslet
- 16 Kirkstall
- 17 Meanwood
- 18 Middleton Ring Road
- 19 Moor Allerton
- 20 Morley
- 21 Oakwood
- 22 Otley
- 23 Pudsey
- 24 Rothwell
- 25 Seacroft
- 26 Wetherby
- 27 Yeadon

● Proposed Higher Order Local Centres

■ Proposed Lower Order Local Centre

- 1 Adel Local Centre
- 2 Alwoodley King Lane
- 3 Beeston Hill Local Centre
- 4 Beeston Local Centre
- 5 Boston Spa
- 6 Burley Lodge (Woodsley Road) Local Centre
- 7 Butcher Hill Local Centre
- 8 Chapeltown (Pudsey) Local Centre
- 9 Chapeltown Road Local Centre
- 10 Coldcotes Circus Gipton Local Centre
- 11 Collingham Local Centre
- 12 Drighlington Local Centre
- 13 East Ardsley Local Centre
- 14 Galloway Lane (Pudsey) Local Centre
- 15 Guiseley Oxford Road/Town Gate Town Centre
- 16 Harehills Corner
- 17 Hawskworth Estate Local Centre
- 18 Holbeck Local Centre
- 19 Hollins Park (Easterley Road) Local Centre
- 20 Horsforth New Road Side
- 21 Horsforth Station Road
- 22 Hyde Park Corner
- 23 Ireland Wood Otley Old Road Local Centre
- 24 Kippax
- 25 Kirkstall Road Local Centre
- 26 Lincoln Green Local Centre
- 27 Lower Wortley (Granny Lane) Local Centre
- 28 Middleton Park Circus Local Centre
- 29 Montreal (Harrogate Road) Local Centre
- 30 Moortown Corner
- 31 Rawdon, Leeds Road
- 32 Royal Parks Local Centre
- 33 Slaid Hill Local Centre
- 34 Stanningley Botton Local Centre
- 35 Street Lane S4 Town Centre
- 36 Tommy Wass (Dewsbury Road) Local Centre
- 37 Weetwood (Far Headingley) Local Centre
- 38 Woodlesford Local Centre



than what a town centre can offer and depending on the size of the local centre, there is often no council, health or community facility. Higher Order Local Centres may have a small supermarket (see Policy P2 for scale), and some service and community facilities whereas lower order local centres may only have a small local convenience store of a size that trades outside of Sunday licensing restrictions and a mix of shops, including a post office, and a public house.

- 5.3.7 Policy P1 sets out the town and local centre designations. Richmond Hill All (area) is the location of a new town centre, to support Hunslet town centre in the Aire Valley Eco Settlement. Kippax has been redefined as a local centre as the facilities there do not reflect those of a town centre and are more akin to a higher order local centre. The term district centre has been removed and all those centres that were previously district centres within the UDP are now classed as town centres. Local centre is a new designation to replace Policy S4 centres within the UDP and the number of designated local centres has increased to recognise their importance in providing day-to-day local service needs. Due to the significant differences in scale and function of local centres across Leeds a two-tier approach to local centres is established in the Core Strategy, recognising that there can be significant differences in the scale and function of local centres.



## **POLICY P1: TOWN AND LOCAL CENTRE DESIGNATIONS**

Town and local centres are designated in the following locations:

| <b>Town Centres</b>   | <b>Higher Order Local Centres</b> | <b>Lower Order Local Centres</b> |
|-----------------------|-----------------------------------|----------------------------------|
| Armley                | Beeston                           | Adel *                           |
| Bramley               | Boston Spa                        | Alwoodley, King Lane*            |
| Chapel Allerton       | Harehills Corner                  | Beeston Hill *                   |
| Cross Gates           | Kippax                            | Burley Lodge*                    |
| Dewsbury Road         | Moortown Corner                   | Butcher Hill*                    |
| Farsley               | Montreal, Harrogate Road*         | Chapeltown Road                  |
| Garforth              | Chapeltown, Pudsey*               | Coldcotes Circus*                |
| Guiseley              | Hollins Park*                     | Collingham Village Centre*       |
| Halton                | Horsforth, New Road Side          | Drighlington*                    |
| Harehills Lane        | Kirkstall Road*                   | East Ardsley*                    |
| Headingley            | Middleton Park Circus             | Galloway Lane, Pudsey*           |
| Holt Park             |                                   | Guiseley, Oxford Road            |
| Horsforth Town Street |                                   | Hawksworth Estates Centre*       |
| Hunslet               |                                   | Holbeck*                         |
| Kirkstall             |                                   | Horsforth, Station Road          |
| Meanwood              |                                   | Hyde Park Corner                 |
| Middleton             |                                   | Ireland Wood*                    |
| Moor Allerton         |                                   | Lincoln Green*                   |
| Morley                |                                   | Lower Wortley*                   |
| Oakwood               |                                   | Rawdon, Leeds Road               |
| Otley                 |                                   | Royal Parks *                    |
| Pudsey                |                                   | Slaid Hill*                      |
| Richmond Hill, area*  |                                   | Stanningley Bottom*              |
| Rothwell              |                                   | Street Lane, Roundhay            |
| Seacroft              |                                   | Tommy Wass*                      |
| Wetherby              |                                   | Weetwood, Far Headingley*        |
| Yeadon                |                                   | Woodlesford*                     |

\* Newly identified centres in the City Centre, Town and Local Centres Study

- 5.3.8 Boundaries of all centres, and their shopping frontages, will be reassessed through the Site Allocations DPD (and future LDF allocations documents as appropriate), and the scope to change their designation and proposals to extend or include new centres to reflect retail need as a result of housing growth proposals will be considered in the interim. Centre boundaries shown in the Centres Study will be a material consideration in the determination of planning proposals until boundaries are reconfirmed in LDF allocations documents.
- 5.3.9 Out of centre shopping retail parks do not perform the role of a city, town or local centre, as they lack the broad range of facilities and services which should be available within such centres. Nevertheless major out-of-centre retailing is a feature of most regional economies, usually associated with the regional city. Such retail parks provide a valuable part of the wider retail offer and make a significant contribution to the local economy and as a source of employment. It is not in the interest of the local economy that such centres should be allowed to decline. In recognition of the important role of such retail parks it is considered that some element of the retail capacity identified in the Core Strategy could be acceptable in established retail park locations where this is clearly demonstrated not to compromise the centres first approach, including consideration of the impact on centres beyond the Leeds boundary. Such proposals should be considered within the context of the delivery of major retail proposals in the City Centre (Trinity and Eastgate).
- 5.3.10 To support the centres first approach, town centre uses should be focussed in the identified centres to help to maintain the vitality and viability of centres. Where this is not possible edge of centre locations are appropriate (see Policy P8 and its supporting text for further guidance). This in turn ensures that facilities are available where they can be readily accessed by sustainable modes of transport and provides the opportunity for linked visits to other services. Policy T2 sets out accessibility standards. The full range of uses considered appropriate within town and local centres are listed in Policy P2.
- 5.3.11 The Policy for office development is explained in more detail in Spatial Policy 3 and Policies CC1 and EC2. This indicates that while the City Centre and locations on the edge of the City Centre will be the major focus for new office development, town centres and edge of town centres will also be promoted as locations for office development, with a target of 23,000 sq m set for locations in or on the edge of town centres.
- 5.3.12 While respecting the centres hierarchy, it is also important that the role of Leeds within the wider Leeds City Region is recognised. In particular, nearby centres such as Bradford, Harrogate, Wakefield and Castleford provide important services for Leeds' residents living near the district boundary, just as residents outside Leeds travel into the district to access employment and services. Improving sustainable transport links within the Leeds City Region is therefore of key importance.

## **POLICY P2: ACCEPTABLE USES IN AND ON THE EDGE OF TOWN CENTRES**

Town centres offer shopping and services intended to meet weekly and day-to-day requirements. The uses set out below are acceptable in principle in and, subject to a sequential assessment edge of centre, and will be directed towards the centres listed in Policy P1.

- Shops, supermarkets and superstores
- Non-retail services
- Restaurants and cafes, drinking establishments and hot food takeaways,
- Intensive leisure and cultural uses including theatres, museums, concert halls, cinemas, leisure centres, gyms and hotels
- Health care services
- Civic functions and community facilities
- Offices
- Housing would be acceptable in centres above ground floor in the primary and secondary shopping frontages or outside the shopping frontages, providing it did not compromise the function of the town centre.

## **POLICY P3: ACCEPTABLE USES IN AND ON THE EDGE OF LOCAL CENTRES**

Local Centres offer shopping and services that meet day-to-day requirements The uses set out below are acceptable in principle in and, subject to a sequential assessment, edge of centre, and will be directed towards the centres listed in Policy P1:

- Within higher order local centres small supermarkets would be acceptable in principle up to around 1,858 square metres gross (20,000 square feet). Within lower order local centres small food stores that are compatible with the size of the centre would be acceptable. These size thresholds are given as guidance and would be subject to local circumstances. A larger store may be appropriate if identified need cannot be met within a nearby town centre,
- A basic range of facilities including shops, banks, health care facilities, public-facing Council services and community facilities that serve a local catchment area
- Restaurants, cafes and hot food takeaways
- Offices
- Housing is acceptable within local centres above ground floor or outside of the shopping frontages providing it maintains the vitality and viability of the retail area.

### **Neighbourhood Shopping**

5.3.13 Neighbourhood shopping parades offer a retail and service function providing a basic range of facilities for day-to-day shopping requirements for people living in local communities. They are particularly important for those without access to a car or with limited mobility, but they are not seen as the main focus of local provision or intended growth.

5.3.14 Small scale stand alone food stores can help to meet a local deficiency where there is no nearby food provision on neighbourhood parades or in centres. It is important that new small stand alone food stores or groups of shops are not in close proximity to existing parades or centres as they could undermine the vitality and viability of existing parades and centres.

- 5.3.15 It is important that the function of neighbourhood shopping parades, is not compromised through the loss of retail uses to non retail uses which could create inactive frontages during the day, or a proliferation of A3, A4 and A5 uses (restaurants and cafes, drinking establishments, and hot food takeaways) which could lead to the loss of the shopping function of the centre or parade in a local area.
- 5.3.16 Whilst A4 and A5 uses can be appropriate uses for parades of shops, their cumulative impact give rise to amenity concerns for nearby residents, including noise, disturbance, litter and car parking, which can occur when a number of such uses are located in close proximity to each other. In addition to this, health issues are now a material planning consideration. As such, sensitive control of the number of A3, A4 and A5 uses in a parade/ local area should be exercised to prevent a loss of the retail function of the parade /local area will be assessed. Where concentrations of such uses exist that are already causing such problems, planning consent may be refused if the additional use would cause further demonstrable harm.

**POLICY P4: SHOPPING PARADES & SMALL SCALE STAND ALONE FOOD STORES SERVING LOCAL NEIGHBOURHOODS AND COMMUNITIES**

Local service facilities, including extensions to existing retail uses to improve their viability, will be supported within shopping parades in residential areas, providing that they are of a size compatible with the scale and function of the shopping parade, do not compromise the main retail function of the parade to service day-to-day shopping requirements, and other relevant planning policies.

Proposals for stand alone for small scale food stores up to 372 sq m (4,000 square foot) gross within residential areas, will be acceptable in principle where there is no local centre or shopping parade within a 500 metre radius that is capable of accommodating the proposal within or adjacent to it. Consideration will also be taken of the number of existing small stores in the vicinity to avoid cumulative impact on parades and centres.

Proposals for the change of use of existing retail units to non retail units (including restaurants, cafes and take-away hot food shops) will be resisted where the vitality and viability of the range of shops to meet day to day local needs will be undermined and increase the need to travel or where the proposal will lead to a concentration of non retail uses in a locality which will detrimentally impact on the community. Proposals for such uses will be considered against the following criteria:

- (i) The cumulative impact of such development, particularly upon the amenity of the area and traffic generation, especially where concentrations of such uses already exist,
- (ii) Where a proposal involves evening opening, account will be taken of the proposal in relation to the proximity of the premises (and associated parking requirements), to nearby residential accommodation, the nature and character of the neighbourhood parade and existing noise levels;
- (iii) The availability of public transport, convenient on/off street car and cycle parking provision and impact on highway safety. Where there is insufficient car parking or where traffic movements are such as to create a traffic hazard, planning consent is likely to be refused.

**Meeting the need for food stores and other retail uses within Leeds**

5.3.17 The Core Strategy supports new retail provision in a sustainable manner, directing it towards town and local centres where there is a known deficiency rather than following a market share approach. A market share approach would undermine the vitality and viability of centres that have known deficiencies and only give support to locations that are successful contrary to the 'centres first' approach that the Core Strategy advocates. Whilst the Core Strategy will continue to support successful centres, the focus of new provision will be directed towards centres in areas of known deficiency to enable people to shop locally and with good access to sustainable transport.

5.3.18 The Leeds City Centre, Town and Local Centres Study will be reviewed periodically to ensure its is kept up to date. The following policies set out the Council's approach to the provision of new floor space for convenience and comparison goods, and support the centres first approach.

**POLICY P5: APPROACH TO ACCOMMODATING NEW FOOD STORES  
ACROSS LEEDS**

(i) Food stores will be directed towards the town and local centres identified in Policy P1.

(ii) Sites on the edge of town and local centres will be considered where there are no available, viable or suitable sites within centres.

(iii) A number of town centres could perform more successfully as major locations for weekly shopping needs if they included a major food store or redevelopment of existing facilities to expand their retail offer or expand their function. Appropriate provision within centre or on the edge of centre, subject to policy P8 (A) will be encouraged, and will be supported where sites can be identified in the following locations:

- Armley
- Chapel Allerton
- Cross Gates
- Dewsbury Road
- Farsley
- Headingley
- Holt Park
- Horsforth Town Street
- A new town centre is proposed in the Richmond Hill area, to support the provision at Hunslet, which is the main centre for the Aire Valley Eco-Settlement. The new centre will meet the local deficiency in convenience goods shopping and improve the provision of non-retail services and local facilities that cannot be met by Hunslet town centre. Delivery of this centre is subject to Policy P7.
- A site for convenience retailing will be sought in the Holbeck area to meet an existing deficiency and complement wider regeneration initiatives.

**POLICY P6: APPROACH TO ACCOMMODATING NEW COMPARISON SHOPPING  
IN TOWN AND LOCAL CENTRES**

(i) In addition to the Primary Shopping Quarter of the City Centre, the town and local centres identified in Policy P1 are acceptable locations for comparison goods providing that they are of a scale compatible with the size of the centre, subject to Policy P8 (A).

(ii) Sites on the edge of town and local centres will be acceptable in principle where there are no suitable sites within centres subject to Policy P8 (A)

**Creation of New Centres**

5.3.19 Centres that have the potential for extension and the scope to meet particular geographical retail need will be explored in subsequent LDF allocations documents.

5.3.20 The commitment to housing growth as set out in Spatial Policy 6, may lead to a requirement for new centres if existing centres do not have capacity, expansion potential or where the volume of housing proposed justifies a centre on its own

merit. A new centre would need to be the focal point of a residential community, have a mix of shops, including independent retailers, services and facilities and be accessible by foot, cycle and public transport for it to be considered a centre. It should not undermine the vitality and viability of nearby centres.

#### **POLICY P7: THE CREATION OF NEW CENTRES**

New centres may be required where there is need for additional convenience and local service facilities as a consequence of significant housing growth if existing centres are not capable of expansion to support the level of development proposed. The following criteria should all be met:

- (i) The proposed centre should not undermine the vitality and viability of the City Centre or any town or local centre, or any committed or planned investment within or on the edge of these centres;
- (ii) The proposed centre should have good pedestrian and cycle access, and good public transport links to the community it is intended to serve;
- (iii) The proposed centre should be of good design quality, in helping to maintain and enhance local distinctiveness;
- (iv) Based on the scale of the centre, the centre should have a mix in type and scale of facilities, services and shops, to reflect a range of uses as outlined in Policy P2 in order to ensure sustainable provision within the proposed centre.

#### **Sequential and Impact Assessments for town centre uses and intensive leisure.**

- 5.3.21 In assessing proposals for town centre uses the Council will require development proposals to follow a sequential approach to site selection. This requires development proposals for town centre uses to assess sites for their availability, viability, and suitability within existing centres of their catchment area in the first instance. Where no in-centre sites exist, preference will be given to 'edge of centre' locations which are well connected to the centre by means of easy pedestrian access. Edge of centre is defined as up to 300 metres from the primary shopping area for retail uses. For non retail uses edge of centre is defined as up to 300 metres from the town centre boundary. For local centres where there is no defined primary shopping area, edge of centre is defined as up to 300 metres from identified shopping frontages. Sites on the edge of centres should be well connected to the centre and not be constrained by major roads, railway lines or waterways.
- 5.3.22 If there are no sites available, viable or suitable in or edge of centre, out of centre locations that are well served by a choice of transport modes and that are close to the centre with the potential of forming linkages with the centre in the future will be favoured before other less sustainable sites. Developers must demonstrate flexibility in their business model in terms of the scale, format, car parking provision and scope for disaggregating specific parts of the development to enable them to locate within the centre before considering less central sites.
- 5.3.23 The Council has recognised the role of existing major out of centre retail locations in terms of the wider retail offer of the district and in providing significant employment opportunities. The need for limited expansion to allow such centres to continue to fulfil this role is recognised and will be taken into account when considering the sequential approach.

5.3.24 The sequential approach will be carried out in accordance with the thresholds set out in Policy P8, which also indicates the scale of development at which an impact assessment will be required for town centre uses. Impact assessments will be required to consider the following criteria:

- The impact of the development on existing, committed and planned investment in centres located within an agreed catchment area,
- The impact of the development on town centre vitality and viability, including consumer choice and range,
- The impact of the development on allocated sites outside of town centres being developed in accordance with future LDF allocations documents.
- The impact of the development on in-centre trade/turnover in the wider area, taking account of current and future consumer expenditure capacity in the catchment area up to 10 years from the time the application is made.
- If located in or on the edge of a centre, whether the proposal is of an appropriate scale (in terms of gross floor space) in relation to the size of the centre and its role in the hierarchy of centres as set out in Spatial Policy 2.
- The impact of the development of proposal on local independent traders. They add essential variety and individuality to centres which contributes to place making and overall character and any detrimental impact to them through any likely disproportionate effect on the centre should be avoided. Impact assessments should be proportionate to the level of development proposed.

5.3.25 All proposals for town centre uses should consider the following:

- Plan over the lifetime of the development to limit carbon dioxide emissions and be resilient to climate change.
- The accessibility of the proposal to be considered against choice of transport including walking, cycling, public transport and the car. The effect on local traffic levels and congestion after public transport and traffic management measures have been secured.
- High quality and inclusive design – improve character and quality of the area and the way it functions.
- Impact on economic and physical regeneration in the area.
- Impact on local employment.



## **POLICY P8: SEQUENTIAL AND IMPACT ASSESSMENTS FOR TOWN CENTRE USES**

Leeds Council has adopted a centre first approach to town centre uses as set out in Policy P2. Proposals for town centre uses must accord with the following sequential and impact assessment requirements where appropriate:

A) Any new proposals for town centre uses within a defined centre of a gross floor space of 10% or more of the total gross retail floor space in the centre will be subject to an impact assessment to ensure that the proposal would not undermine the vitality and viability of the centre in which it is located, or any centres within the catchment area, as a whole.

B) Proposals for edge of centre or out of centre A1 uses / stores within residential areas:

| <b>Total gross size of built development</b> | <b>Sequential Assessment</b> | <b>Impact Assessment</b> | <b>Catchment Area (radius) inbound off peak drive time</b> |
|--|------------------------------|--------------------------|--|
| Below 200 square metres                      | NO                           | NO                       | N/A  |
| 200 – 372 square metres                      | YES                          | NO                       | 500 metre walking  |
| 373 – 1,499 square metres                    | YES                          | NO*                      | 5 minute inbound off peak drive time                       |
| 1,500 square metres and above                | YES                          | YES                      | 10 minute inbound off peak drive time                      |

\* unless the gross floor space of the proposal is more than 10% of the total floor space of each of the centres within the catchment area, then a local impact assessment is required.

C) Proposals for edge of centre or out of centre A1 uses / shopping, outside residential areas:

| <b>Total gross size of built development</b> | <b>Sequential Assessment</b> | <b>Impact Assessment</b> | <b>Catchment Area (radius) inbound off peak drive time</b> |
|--|------------------------------|--------------------------|--|
| 0 - 1,499 square metres                      | YES                          | NO*                      | 5 minute inbound off peak drive time                       |
| 1,500 square metres and above                | YES                          | YES                      | 10 minute inbound off peak drive time                      |

\* unless the gross floor space of the proposal is more than 10% of the total floor space of each of the centres within the catchment area, then a local impact assessment is required.

D) Proposals for edge of centre or out of centre A2 – A5 (including bulky goods) and non-retail services within residential areas:

| <b>Total gross size of built development*</b> | <b>Sequential Assessment</b> | <b>Impact Assessment</b> | <b>Catchment Area (radius) inbound off peak drive time</b> |
|---|------------------------------|--------------------------|--|
| 0 -1,499 square metres                        | YES                          | NO*                      | 5 minutes  |
| 1,500 square metres and above                 | YES                          | YES                      | 10 minutes and City Centre                                 |

\* unless the gross floor space of the proposal is more than 10% of the total floor space of each of the centres within the catchment area, then a local impact assessment is required.

E) Proposals for edge of centre or out of centre A2 – A5 (including bulky goods), and non retail services outside residential areas:

| <b>Total gross size of built development*</b> | <b>Sequential Assessment</b> | <b>Impact Assessment</b> | <b>Catchment Area (radius) inbound off peak drive time</b> |
|---|------------------------------|--------------------------|--|
| 0-1,499 square metres                         | YES                          | NO*                      | 10 minutes and City Centre (including edge of)             |
| 1,500 square metres and above                 | YES                          | YES                      | 15 minutes and City Centre (including edge of)             |

\*\* unless the gross floor space of the proposal is more than 10% of the total floor space of each of the centres within the catchment area, then a local impact assessment is required.

**POLICY P8 - CONTINUED FROM PREVIOUS PAGE**

F) Proposals for edge of centre or out of centre intensive leisure and culture within residential areas

| Total gross size of built development* | Sequential Assessment | Impact Assessment | Catchment Area (radius) inbound off peak drive time |
|--|-----------------------|-------------------|---|
| 0-1,499 square metres                  | YES                   | NO*               | 10 minutes and City Centre (including edge of)      |
| 1,500 square metres and above          | YES                   | YES               | 15 minutes and City Centre (including edge of)      |

\* unless the gross floor space of the proposal is more than 10% of the total floor space of each of the centres within the catchment area, then a local impact assessment is required.

G) Proposals for edge of centre or out of centre intensive leisure or culture outside of residential areas

| Total gross size of built development* | Sequential Assessment | Impact Assessment | Catchment Area (radius) inbound off peak drive time |
|--|-----------------------|-------------------|---|
| 0-1,499 square metres                  | YES                   | NO*               | 10 minutes and City Centre (including edge of)      |
| 1,500 square metres and above          | YES                   | YES               | 15 minutes and City Centre (including edge of)      |

\* unless the proposal is more than 10% of the total floor space of each of the centres within the catchment area, then a local impact assessment is required.

H) Proposals for extensions of up to 200 square metres to existing units will not require sequential or impact assessments. Proposals for extensions to existing units above 200 square metres will be required to conduct sequential and impact assessments based on the gross floor space of the resulting unit in accordance with the thresholds set out above.

I) Proposals for more than one unit will be required to carry out assessments based on their total gross floor area. Pre application discussions with Council officers will be required to agree a catchment search area for proposals for a mix of convenience and comparison units.

J) All proposals will be required to accord with Policy T2 on accessibility standards.

*For clarification, in Policy P8 the total gross size of built development is based on a 65/35 split of net sales area to storage/back office area. Proposals for development with a greater split will be required to submit justification for why their operations needs require this and will be judged on the merits of the application. 500 metres easy walking distance equates to a 10 minute walk time, which takes into account gradient and barriers such as road, rail and waterways. The catchment area includes all centres located within it, including the City Centre if it falls within the catchment area. Off peak is between 10am and 2pm.*

**Shopping frontages and their mix of uses**

5.3.26 Primary and secondary shopping frontages were identified in the UDP in order to maintain and enhance the viability of shopping centres and ensure a concentration of facilities. These primary and secondary shopping frontage policies are saved in UDP Appendix A12 until revised in LDF documents. Primary shopping areas will be identified within the City Centre and town centres. These will consist of primary frontages and any contiguous secondary frontages, large retail units and adjoining

areas with potential for expansion of the primary shopping area. To maintain the vitality and viability of Town and Local Centres (as set out in Spatial Policy 2), primary frontages and where appropriate secondary frontages will be identified in LDF documents.

- 5.3.27 As emphasised in the above section on Neighbourhood Shopping and Policy P4, the need to maintain retail uses as the predominant use in primary and secondary frontages in centres and in neighbourhood parades is a key issue. This is necessary to prevent inactive frontages during the day, or a proliferation of A3-A5 uses (restaurants and cafes, drinking establishments, and hot food takeaways), which could lead to the loss of the function of the centre or parade which is first and foremost for shopping. Whilst A4 and A5 uses are acknowledged as town centre uses, employment contributors, and can contribute to the tourism of an area, they can cause amenity issues to nearby residents. In addition to this, health issues are now a material planning consideration. As such, sensitive control of the number of A4 and A5 uses in a centre or parade should be exercised to prevent a loss of the retail function of the centre or parade and overexposure to such uses, which could contribute to poor health in the community. Therefore, the proportion of retail to non retail uses in primary and secondary frontages will be reviewed in future LDF documents with the aim to maintain retail uses as the predominant use.

#### **Community Facilities and Other Services**

- 5.3.28 In addition to local shopping and built leisure facilities, local communities have a need for good access to health, education, training and community facilities and a range of high quality green space provision, which in turn is thought to have a positive impact on the health and wellbeing of a community. The projected increase in households across Leeds will lead to an increase in the demand for these facilities. Policies G3-G6 outline the delivery of new green space and enhancement of existing facilities. A Policy relating to other community infrastructure and services is outlined below.

#### **Health**

- 5.3.29 Local health facilities need to be accessible to all, therefore it is important that they are provided in sustainable locations. Town and local centres are considered to be sustainable locations as they have sustainable transport access and are the focus for other community facilities which in turn can encourage services to co-locate to enable linked trips.
- 5.3.30 This supports the decentralised approach of providing health and social care services closer to where people live and away from central hospital locations, unless that is appropriate. Wherever possible, health and social care services will be integrated, to give individuals more choice and control over the services they need to stay healthy or return to independent lives following recovery from illness.

#### **Education and Training**

- 5.3.31 An increasing school age population means that Leeds is facing significant pressure to ensure that basic need is met for statutory education. Educational provision is experiencing significant change with the introduction of academies and free schools. However the duty to ensure all children and young people have a school place remains the responsibility of the Council.
- 5.3.32 New educational facilities will be required to meet increased demand either through extensions to existing establishments or through the building of new schools in

areas of housing growth or adjacent to them. Developers will be required to reserve land for education facilities where this need is identified in LDF allocations documents and contributions will be sought through Section 106 agreements and/or the Community Infrastructure Levy to deliver these facilities. Similar consideration will also be given to community needs for sufficient early years, childcare, and appropriate youth provision.

5.3.33 The Council is committed to ensuring young people are in education, employment or training beyond the age of 16 and Government preparations are being made for the raising of the participation age in formal learning to 18 by 2015. The LDF will support provision of facilities required in appropriate locations.

#### **Social and Community Facilities**

5.3.34 The provision of existing and new social and community facilities is integral to creating sustainable communities. One of the aspirations within the Vision for Leeds is for all communities to be successful. To be successful local services need to be easily accessible and meet people's needs therefore the Council needs to support the provision of new community facilities as a result of new housing growth. The delivery of such facilities should be through effective community engagement and be of high design quality to help maintain local character and distinctiveness.

5.3.35 The provision of greenspace within communities has an important role to play in creating sustainable communities and there is often a link between social and community facilities and the provision of leisure and open space facilities. The Managing Environmental Resources and Green Infrastructure sections sets out the Council's requirements for greenspace across Leeds.

### **POLICY P9: COMMUNITY FACILITIES AND OTHER SERVICES**

Access to local community facilities and services, such as education, training, places of worship, health, and community centres, is important to the health and wellbeing of a neighbourhood. New community facilities and services should be accessible by foot, cycling, or by public transport in the interests of sustainability and health and wellbeing. Facilities and services should not adversely impact on residential amenity and should where possible, and appropriate, be located in centres with other community uses.

The scale of the facility or service should be considered in conjunction with the level of need within the community and its proposed location within the settlement hierarchy.

Where proposals for development would result in the loss of an existing facility or service, satisfactory alternative provision should be made elsewhere within the community if a sufficient level of need is identified.

### **Design, Conservation and Landscape**

#### **Design**

5.3.36 Good design is central to making successful places. The Council supports good design that conserves and responds to local character. This is evident in the Vision for Leeds 2011-2030 and the City Priority Plan (2011-2015), which states that "Our purpose is to improve life for the people of Leeds and make our city a better place", and in the wealth of design documents the Council has adopted.

- 5.3.37 Leeds' townscape is rich in quality and ranges from leafy suburbs and villages to market towns, former mining towns, inner urban areas and a vibrant City Centre.
- 5.3.38 Leeds recommends the ten Urban Design Principles, which were adopted by the City Council (Executive Board in January 2005), for creating successful design. An essential element is to include representatives from a wide range of disciplines to form a Design Team, as for design to be successful all disciplines need to be considered from the early onset of a project. Design workshops are a useful tool for developing the design and can provide an opportunity for local people to be involved, ensuring that the end result is fit for purpose. They will help to develop the best outcome and will inform the production of Design and Access Statements. This will encourage the design and retention of attractive, walkable neighbourhoods, serving residents, businesses and visitors well. Creativity and appropriate innovation is encouraged to achieve excellent place-making for the 21<sup>st</sup> century, with sustainable solutions respecting and providing for future generations.
- 5.3.39 There are a variety of issues that require consideration at the outset of the design process which include but are not limited to; designing out crime; disabled access; the orientation of buildings to address amenity issues such as air quality, daylight, noise and privacy; waste and recycling storage; and car and cycle parking. Developers are required to cross reference other development plan policies on relevant issues such as flood risk mitigation, renewable energy measures and sustainable construction to ensure that they are integral to the design process.

#### **POLICY P10: DESIGN**

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

New development will be expected to deliver high quality innovative design that has evolved, where appropriate, through community consultation and which respects and enhances the variety of existing landscapes, streets, spaces and buildings according to the particular local distinctiveness and wider setting of the place, contributing positively towards place making and quality of life and be accessible to all.

Proposals will be supported where they accord with the following key principles;

- (i) The size, scale and layout of the development is appropriate to its location and respects the character and quality of the external spaces and the wider locality,
- (ii) The development protects the visual, residential and general amenity of the area including useable space, privacy, noise, air quality and satisfactory penetration of daylight and sunlight,
- (iii) The development protects and enhance the district's historic assets in particular existing natural site features, historically and locally important buildings, skylines and views,
- (iv) Car parking, cycle, waste and recycling storage are integral to the development,
- (v) The development creates a safe and secure environment that reduce the opportunities for crime without compromising community cohesion,
- (vi) The development is accessible to all users.

### **Conservation**

- 5.3.40 The historic environment of buildings and spaces is one of the key contributors to Leeds' identity, making it visually distinct from other cities. Leeds' historic environment is a finite resource which needs careful management, particularly in the balance between preservation and change.
- 5.3.41 In all cases change, especially harmful change, should be justified. The good management of the historic environment relies on informed conservation which identifies the historic significance of buildings and spaces and strategies to overcome harm. On the whole, considered innovation should be encouraged, except where the context demands a response which mimics the host. Sustainable construction is as relevant in an historic context as it is elsewhere.
- 5.3.42 Character assessments and management plans will be prepared and reviewed for conservation areas and other areas of significance. Characterisation studies will be used to inform and understand the contribution of the historic environment.
- 5.3.43 The link between conservation and regeneration is strong and not mutually exclusive. Leeds has been fortunate in being awarded funding for several area-based conservation-led regeneration schemes, attracting inward investment from the public sector which has been more than matched by the private sector. There have been dramatic changes in the perceptions of the area caused by relatively small incremental enhancement which has at the same time sustained local identity and reinforced local pride. Opportunities for area-based conservation-based regeneration schemes will be identified and applications for funding will be submitted where resources allow. These schemes shall be targeted at areas of the city which possesses an historic character and where there are significant regeneration opportunities.
- 5.3.44 The strong economy of Leeds has ensured that the stock of historic buildings are in use, but there is a significant number of listed buildings which are in poor repair and can be called Buildings at Risk. Where appropriate the repair and refurbishment of Buildings at Risk will be secured through planning condition or planning obligation.

## **POLICY P11: CONSERVATION**

The historic environment, consisting of archaeological remains, historic buildings townscapes and landscapes, including locally significant undesignated assets and their settings, will be conserved.

Development proposals will be expected to demonstrate a full understanding of historic assets affected. Heritage statements assessing the significance of assets and mitigation measures will be required to be submitted by developers to accompany development proposals.

Archaeological investigation as part of development will be encouraged and information gained shall be used to enhance the Historic Environment Record.

Innovative and sustainable construction which integrates with and enhances the historic environment will be encouraged.

The Council maintains a buildings at risk register to help it prioritise action and will seek to impose planning conditions or obligations for their repair and refurbishment where appropriate.

Enabling development may be supported in the vicinity of Listed Buildings and in Conservation Area where linked to the refurbishment or repair of heritage assets. This will be secured by planning condition or planning obligation.

### **Landscape**

- 5.3.45 Leeds is the second largest metropolitan authority area in the country, encompassing a wide variety of landscapes and land-uses. As well as the intensive urban landscape of the City Centre, and the associated landscapes of the outer urban settlements, almost 70% of the authority is made up of rural landscapes.
- 5.3.46 Landscape provides the setting for our day-to-day lives and contributes towards our 'sense of place'. Its distinctiveness is a consequence of its character, quality, biodiversity, cultural, archaeological and historical form, to function as an environment for plants, animals and us, and as a recreational resource.
- 5.3.47 Landscape does not just mean special or designated landscapes, for example Special Landscape Areas or Sites or Local Nature Areas, nor does it only apply to the countryside. Landscape can also mean landscape character which is the pattern that arises from the combination of both natural and cultural components. Landscape can be perceived as a small patch of land, a park, a garden or a single tree. All are important elements in their own right.
- 5.3.48 The Council seeks to protect and enhance the varied landscapes of Leeds and the assets they contain, from valued local trees, the countryside to nationally designated landscape, fauna and flora. The Council also seeks to provide stewardship of valued existing landscapes in the absence of development.
- 5.3.49 Landscape is integral to the planning and design process of development. Landscape assessments are not limited to Environmental Impact Assessments but can be appropriate for any form or scale of development. Early engagement with

the City Council is encouraged to ensure that any negative impacts on landscape as a result of development proposals are averted or mitigated against.

**POLICY P12: LANDSCAPE**

The character, quality and biodiversity of Leeds' townscapes and landscapes, including their historical and cultural significance, will be conserved and enhanced to protect their distinctiveness through stewardship and the planning process.



## **5.4 A WELL CONNECTED DISTRICT**

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

### **POLICY T1: TRANSPORT MANAGEMENT**

To complement the provision of new infrastructure the Council will support the following management priorities:

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

Further details will be provided in the Parking Policy SPD.

### **Accessibility**

- 5.4.3 A key element of accommodating an increased population whilst minimising traffic growth is to ensure that new development is located in accessible locations that provide a real choice of sustainable transport alternatives. As part of this, accessibility standards have been developed (based on the RSS evidence base) that define the minimum standards that a new development will need to meet. The standards are set to ensure that all new development, including sites in rural areas and smaller settlements, occurs in sustainable locations which are accessible to a

range of key destinations. Where these standards do not apply, investment will be required so that they can be achieved.

## **POLICY T2: ACCESSIBILITY REQUIREMENTS AND NEW DEVELOPMENT**

New development should be located in accessible locations that are adequately served by existing or programmed highways, by public transport and with safe and secure access for pedestrians, cyclists and people with impaired mobility:

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

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

5.4.4 The movement of goods is an essential element of most commercial activities and the subsequent demand for freight transport has resulted in a complex mix of road, rail, waterway and airfreight. The practical requirements of transporting goods from creation to its end use means that roads will always be used at some point in the supply chain. A balance is required between the need to support economic development through the availability of facilities for movement and access, and the need to minimise environmental problems caused by commercial traffic.

5.4.5 Businesses with significant freight movements should be located close to inter-modal freight facilities, such as rail freight facilities, airports, ports and wharfs, or major road networks. It is equally important to maximise the use of rail and water for freight movements through both the location of development and the protection of land. The Natural Resources and Waste Development Plan Document safeguards sites which can be accessed from railway sidings and canal wharfs. Policy EC1 identifies freight storage and distribution opportunities as part of the overall employment land requirements.

## **5.5 MANAGING ENVIRONMENTAL RESOURCES AND GREEN INFRASTRUCTURE**

### **a) Green Infrastructure and Greenspace**

#### **Opportunities to Enhance Green Infrastructure**

- 5.5.1 One of the key distinguishing features of the Leeds district is the way in which the countryside runs into the main built up areas along corridors and valleys. These corridors are important for wildlife, local distinctiveness and character, but they also enable communities to access greenspace for recreation and exercise close to where they live, including providing easy access to the countryside. These corridors and valleys are evidence that urbanising development can retain the functions and enhance the quality of Green Infrastructure. New development will need to integrate Green Infrastructure functions within the proposals.
- 5.5.2 There are important opportunities to enhance Green Infrastructure within and around such corridors which are illustrated on the Key Diagram and identified in Spatial Policy 13: Strategic Green Infrastructure. In advancing this approach to maintaining and enhancing the strategic network of Green Infrastructure in Leeds, Policy G1 provides a framework to manage long term provision. In securing such opportunities, consideration will need to be given to the proximity of the South Pennine Moors Special Protection Area and Special Area of Conservation (Hawksworth Moor). Within this context, developers will need to liaise closely with the Local Planning Authority and Natural England, regarding any significant effects upon this area. Specifically, they should check that their contribution to Green Infrastructure and location with respect to existing networks and corridors, are consistent with the longer nature conservation objectives of this site.

#### **POLICY G1: ENHANCING AND EXTENDING GREEN INFRASTRUCTURE**

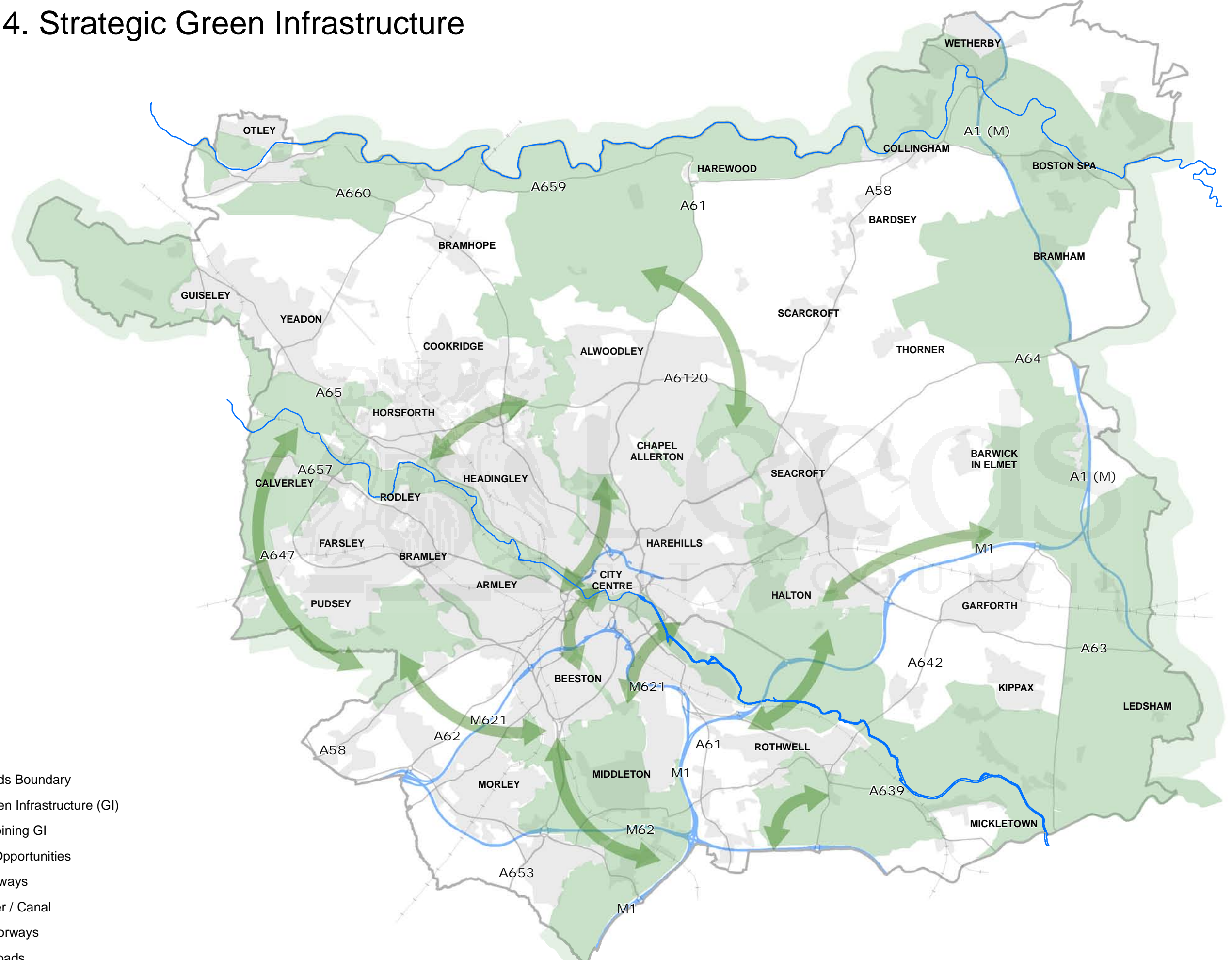
Where a development is considered to be acceptable within or adjoining areas defined as Green Infrastructure on Map 14 or on any future LDF allocation documents, development proposals should ensure that:

- (i) Green Infrastructure/corridor function of the land is retained and improved, particularly in areas of growth;
- (ii) Where appropriate, the opportunity is taken to extend Green Infrastructure by linking green spaces or by filling in gaps in Green Infrastructure corridors, including (where relevant) extending these into Leeds City Centre. Street trees and green roofs are particularly encouraged;
- (iii) A landscaping scheme is provided which deals positively with the transition between development and any adjoining open land;
- (iv) The opportunity is taken to increase appropriate species of woodland cover in the district.

#### **Trees and Woodland**

- 5.5.3 Trees and woodland cover are important components of Leeds' landscape character. West Yorkshire Ecology information (2003) show that there were 3,660 hectares of woodland (sites of over 2 hectares) within the Leeds district, representing 6.45% of the land area. Over 1,282 hectares (sites over 2 hectares) is

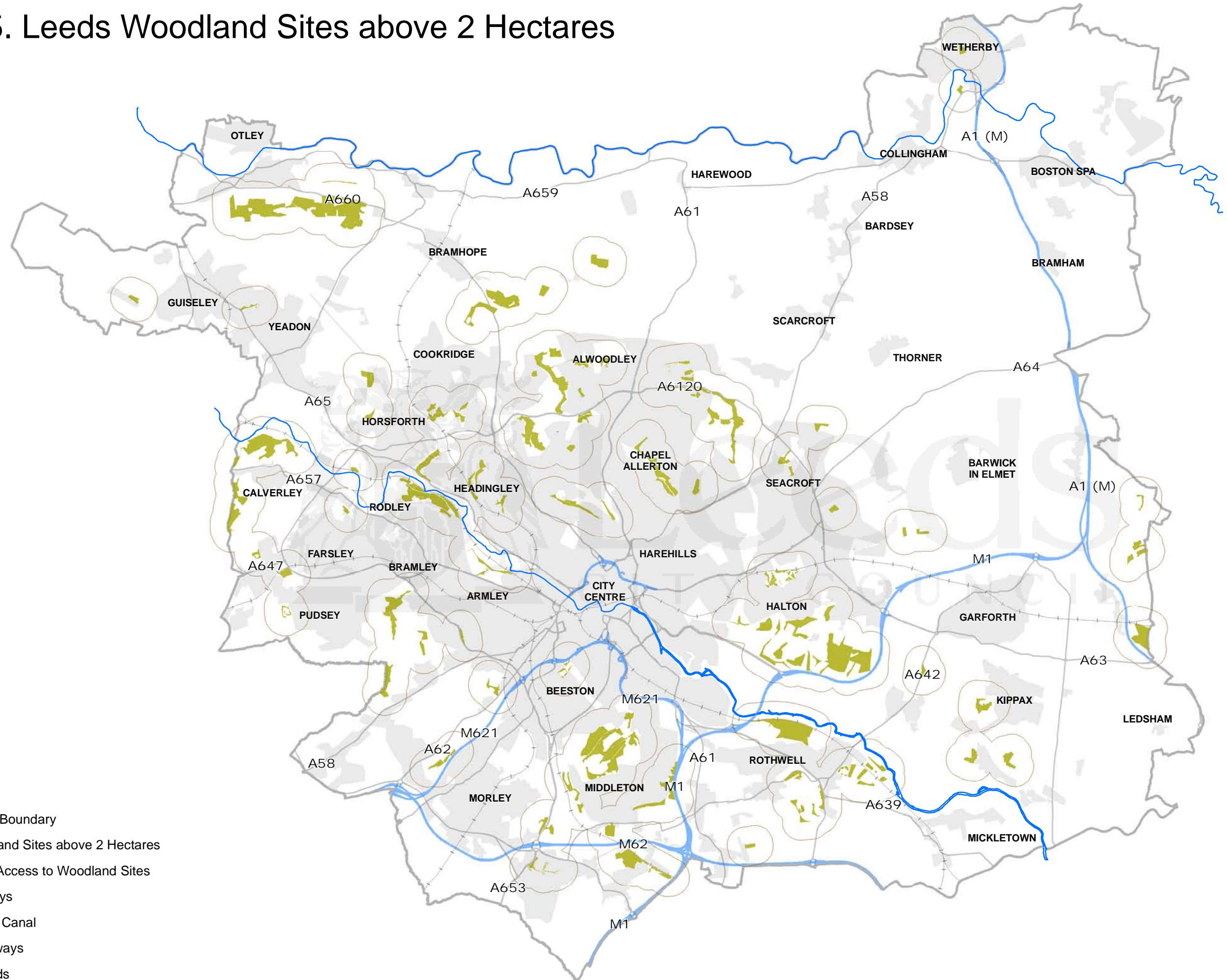
# Map 14. Strategic Green Infrastructure










**Key**

- Leeds Boundary
- Green Infrastructure (GI)
- Adjoining GI
- GI Opportunities
- Railways
- River / Canal
- Motorways
- A Roads

# Map 15. Leeds Woodland Sites above 2 Hectares



- Key**
-  Leeds Boundary
  -  Woodland Sites above 2 Hectares
  -  500m Access to Woodland Sites
  -  Railways
  -  River / Canal
  -  Motorways
  -  A Roads

owned and managed by the Council. These woodlands vary in size and complexity, from the large estates at Temple Newsam and Chevin Forest Park, to small, urban woodlands such as Skelton Wood in North East Leeds. The Council plans to increase the amount of woodland cover for the benefit of both people and wildlife as well as improve landscape quality. The need to maintain and increase tree cover also helps to combat the effects of climate change such as providing valuable shade in the densely developed areas that will suffer most from rising temperatures.

- 5.5.4 Woodland Trust research recommends that everyone should have access to a minimum of 2 hectares of woodland within 500 metres of where they live, and a minimum of 20 hectares of woodland within 4km of where they live. This information is shown on Map 15 below and identified a general deficiency in South West Leeds of large woodland sites.
- 5.5.5 If this is applied to the Leeds district, it would mean an increase in woodland cover of 577 hectares, a 16.5% increase on current cover, taking the total area up to 4,260 hectares (or 7.5% of the land area of Leeds). It would also mean the creation of one new large woodland (20 hectares in size) located in the South West area of the district.
- 5.5.6 This represents a very ambitious target, creating on average 30 hectares a year for 20 years and it takes no account of the need to increase the urban tree population, such as individual trees, including street trees, and small copses. However, given that tree and woodland planting will help Leeds respond to climate change and flood alleviation, as well as improve biodiversity and levels of amenity, it is considered that a specific target is required. Priority will be given to advance planting sites of woodland blocks, copses and linear tree belts in areas where:
1. There is a local deficiency of woodland (see Map 15),
  2. It would link existing isolated small woods and associated valuable habitats,
  3. It would enhance the landscape character or screen negative views.
- 5.5.7 In taking forward such proposals, the City Council (and other bodies as appropriate), will need to liaise with Natural England, should there be any tree-planting proposals in the near vicinity of the South Pennine Moors Special Protection Area, to ensure its protection from habitat change or the adverse impact of predator species.
- 5.5.8 Trees in Towns II (DCLG 2008) noted that the mean tree canopy cover in towns and cities in England is an average of 8.2%. In Leeds it is 6.9%, considerably below the national average. Considering that the main conurbation will suffer adverse impacts from the heat island effect in the future, the amount of tree cover in Leeds needs to increase. The initial target is equivalent to the national average, which will require the planting of an additional 32,000 trees in the urban area during the Plan period.

## **POLICY G2: CREATION OF NEW TREE COVER**

Development which would result in harm to, or the loss of, Ancient Woodland and Veteran Trees will be resisted.

In supporting the need and desire to increase native and appropriate tree cover, the Council will, on its own initiative and through the development process, including developer contributions, work towards increasing appropriate species of woodland cover in the district. Delivery will involve planting in both urban and rural areas, and partnership with the Forestry Commission, Natural England and landowners. Development in the urban area of the city, including the city centre will make provision for the inclusion of street trees to increase the area of tree canopy cover.

### **Greenspace Standards**

- 5.5.9 Leeds is a city which benefits from good overall provision of greenspace. However, this is not distributed evenly across the city and as a result, some areas have very little local green space. Greenspace in Leeds is under pressure from both development and increased usage as the city's population grows. Those areas with the least access to greenspace are often the same areas under the greatest pressure for development. Given these pressures, green space needs to be protected to ensure its continued valuable contribution for existing and future generations, as once lost to development it is likely gone forever. The Council will protect existing greenspaces where required and appropriate, and seek to enhance their quality and accessibility. Where supported by evidence and in the delivery of wider planning benefits, opportunities to improve existing green space quality may be delivered through redevelopment of greenspace.
- 5.5.10 Where opportunities arise, the Council will use the development process to increase the amount of greenspace consistent with population growth and to address areas of greenspace deficiency and quality. In considering the future growth of Leeds, there is a need to ensure that there is an adequate provision of quality and accessible greenspace, including publicly accessible natural greenspace, and space for more formal recreation and allotments. The greenspace needs of the district have been identified in the Leeds Open Space, Sport and Recreation Assessment.
- 5.5.11 In application of the greenspace standards, an average household size is used to calculate the population of existing areas and the impact of proposed developments. The City Council used 2.4 persons per dwelling to convert the greenspace standards in Policy G3 to calculate the combined new greenspace provision per dwelling in Policy G4.
- 5.5.12 In developing Policy G3, the City Council has achieved the highest standard of Natural England's Accessible Natural Greenspace Standard (ANGSt), that is possible given the inherent limitations of the district, due to the large extent of the urban area. This has included a review of natural greenspace available in the district. The Council aspires to maximise recreation near to where people live, which can help to avoid adverse impact and the more sustainable use of sensitive nature conservation sites for recreational purposes.

### **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:

| <b>Type</b>   | <b>Quantity (per thousand people)</b>                                      | <b>Accessibility</b>   | <b>Quality*</b> |
|---|--|--|-----------------|
| <b>Parks and gardens</b>  | 1 hectare  | 720 metres   | Good (7)        |
| <b>Outdoor sports provision</b>   | 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)        |
| <b>Amenity Greenspace</b>   | 0.45 hectares  | 480 metres   | Good (7)        |
| <b>Children and Young People's equipped play facilities</b>               | 2 facilities   | 720 metres   | Good (7)        |
| <b>Allotments</b>   | 0.24 hectares  | 960 metres   | Good (7)        |
| <b>Natural greenspace</b>   | 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)        |
| <b>City Centre open space provision all types (including civic space)</b> | 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.*

5.5.13 Through future LDF documents, the Council will investigate the potential to remedy existing deficiencies in provision and quality of greenspaces, outdoor sports and children's play facilities in the areas of greatest deficiency in accordance with the above standards, other Council open space and leisure strategies, and relevant legislation.

#### **New Greenspace**

5.5.14 In areas of deficiency, the priority is provision of new greenspace and improved green links to existing greenspace. In areas where sufficient greenspace already exists, even for communities which are growing, the most efficient use of land may not be achieved by seeking new provision. In these circumstances, developments should make the best use of existing provision by contributing towards improving the access and quality of existing greenspace to ensure the needs of the expanded community can be accommodated.

5.5.15 Normally, the minimum acceptable size of new greenspace provision is 0.2 hectares, which should be integral to the development and provided as a contiguous greenspace area. 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 greenspace or 'pocket parks' in densely developed areas, subject to suitable management arrangements being in place.



5.5.16 Where development of two or more contiguous sites is planned to be implemented over a number of years, on-site greenspace may be sought on individual sites, even below the 0.2 hectares minimum, in a manner that will eventually allow the co-location of greenspaces to create a viable community greenspace area in excess of 0.2 hectares.

5.5.17 Not every development site is capable of accommodating the required green space within the site boundary. The majority of these cases arise in town centre or high rise locations. In these circumstances, and taking into account the characteristics of the site, it may be acceptable to deliver the green space off-site, within the same locality, or potentially a combination of off-site and on-site.

5.5.18 The new greenspace provision in policy G4 is based on the application of the provision standards in Policy G3.

#### **POLICY G4: NEW GREENSPACE PROVISION**

On site provision of greenspace of 80 square metres per residential unit, will be sought for development sites of 10 or more dwellings that are outside the City Centre and in excess of 720 metres from a community park and which are located in areas deficient of greenspace.

In areas of adequate supply, contributions of an equivalent value towards safeguarding and improvement of existing greenspace will take priority over the creation of new areas.

#### **City Centre Greenspace**

5.5.19 The City Centre, as illustrated on the Key Diagram, is a focus for both residential and economic growth, limiting the potential for provision of all green space types. The greenspace standards have been modified for the densely developed location and take into account the likely green space requirements of the larger City Centre population by 2028.

5.5.20 New development in the city centre will be required to support implementation of the new city park at the South Bank of the River Aire and creation of a network of improved greenspaces and public realm infrastructure throughout the city centre. This support could be in the form of land or off-site financial contributions. Improved links to this network should also consider access to the larger greenspaces located at the boundary of the city centre, such as Woodhouse Moor.

#### **POLICY G5: OPEN SPACE PROVISION IN THE CITY CENTRE**

Within the City Centre, open space provision will be sought for sites over 0.5 hectares as follows:

- (i) Commercial developments to provide an equivalent of 20% of the total site area.
- (ii) Residential development to provide an equivalent of 0.41 hectares of open space per 1,000 population.
- (iii) Mixed use development to provide the equivalent of either 20% of the total site area, or a minimum of 0.41 hectares per 1,000 population of open space.

Contributions towards the City Centre park and new pedestrianisation will take priority.

### **Protection and Redevelopment of Greenspace**

- 5.5.21 The quality of a greenspace is as important as its size and location. A large space which does not drain, on a steep gradient with old and broken facilities, offers very little to attract users to the space. However, a modest site which is well maintained with a variety of quality facilities will likely be well used and valued by the community. Access to the spaces can be considered in both its proximity to users and any physical barriers such as busy roads, rivers or railway lines. In addition, a site should have convenient access points that reflect its physical size and function.
- 5.5.22 The areas of the city with the lowest overall greenspace provision in terms of quantity and accessibility are predominantly traditional high density housing areas of inner city Leeds. Improving the level of greenspace provision in these areas is a priority for the council. However, the development sites which come forward in these areas are usually small, make these areas the greatest challenge in delivering new greenspace provision. Where useable and functional greenspace cannot be provided on site, the deficit will be mitigated by improving access, quality and links to existing greenspace in the locality. When addressing replacement green space or in a situation where greenspace cannot be provided on site, 'locality' is defined as the area within the accessibility standard for the green space typology identified in Policy G3.
- 5.5.23 There will only be an adequate supply of greenspace, where the needs of the existing community are satisfied in all space types as set out in policy G3 (greenspace standards), and there is an additional capacity of 10% of the total accessible green space, taking into account the impact of the development proposal under consideration. An allowance capacity of 10% is required to maintain the existing supply whilst absorbing the cumulative pressure on greenspace from small developments that do not contribute towards the quantitative provision or improvement of greenspace.
- 5.5.24 If the above calculation reveals a type of greenspace is in excess of adequate supply, then prior to release for other uses it must also be assessed to ensure that it offers no potential for transformation to any other greenspace type deficient in the same area. For example, an area may have an adequate supply of amenity greenspace, but a deficiency of allotments. Prior to release of the surplus amenity green space for redevelopment, the potential of the amenity space to be used for allotments should be thoroughly assessed.
- 5.5.25 The precise nature of the greenspace improvements sought or new green space provided as a result of new residential development will be subject to the circumstances of the local areas and community consultation. The Leeds Open Space, Sport and Recreation Assessment (PPG17 Audit) identified a range of sites across the city that would benefit from qualitative improvement to increase their function and value.

5.5.26 Where supported by evidence and in the delivery of wider planning benefits, opportunities to improve existing greenspace quality may be delivered through redevelopment of greenspace. Such an approach will need to demonstrate a clear relationship between the loss of greenspace, improved quality of greenspaces in the same locality and support of the local community living in the locality.

#### **POLICY G6: PROTECTION AND REDEVELOPMENT OF EXISTING GREENSPACE**

Greenspace (including open space 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 greenspace/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 greenspace/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 greenspace quality in the same locality.

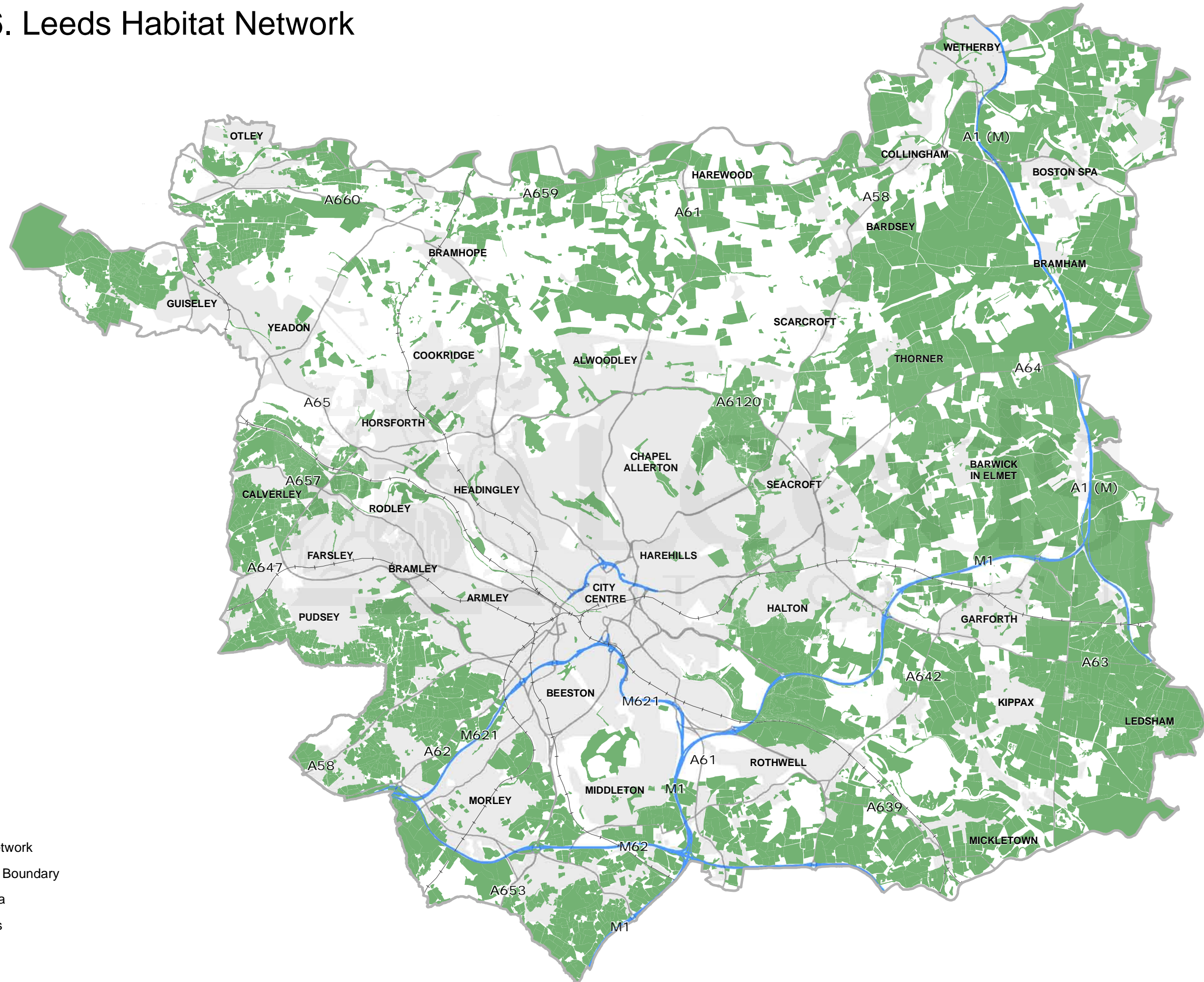
#### **Natural Habitats and Biodiversity**

5.5.27 Biodiversity is not just about rare or threatened species or habitats, it is equally concerned with ensuring that widespread and common species remain an integral part of a sustainable natural environment. There are many undesignated areas of habitat that are of value as part of the ecosystem. These include areas of woodland, grasslands, hedgerows, waterways and water bodies, gardens, allotments, shelter belts, farmland and field margins, scrub, and other open spaces. The Core Strategy provides broad overarching policies for biodiversity, whilst also addressing related climate change issues and provide the strategic support for future LDF allocation documents and any other emerging policy guidance.

5.5.28 Central to this approach is the need to:

- Protect and enhance the natural environment of the district,
- Ensure that biodiversity is fully considered and that opportunities for enhancement are sought in decisions affecting the use and development of land,
- Seek opportunities to enhance the permeability (the ability to move between habitats) and connectivity of habitat networks and green infrastructure to increase biodiversity. Permeability and the recognition of the need for a variety of habitats for the sustainability of biodiversity will become increasingly important as part of species adaptation to the effects of climate change,
- In partnership with relevant agencies, review the local wildlife and geological site designation system in line with Government recommendations and keep these updated.

# Map 16. Leeds Habitat Network



- Key**
- Habitat Network
  - Leeds MD Boundary
  - Urban Area
  - Motorways
  - A Roads
  - Railways

## **POLICY G7: PROTECTION OF IMPORTANT SPECIES AND HABITATS**

Development will not be permitted which would seriously harm, either directly or indirectly, any sites designated of national, regional or local importance for biodiversity or geological importance or which would cause any harm to internationally designated sites. In considering development proposals affecting any designated sites, the needs of the development and the requirements to maintain and enhance biological and geological diversity will be examined.

Other than the above requirement particular account will be taken of:

- The extent and significance of potential damage to the interest of any national, region or local site; and
- Demonstration that the need for the development outweighs the importance of any national, regional or local site; and
- The extent that any adverse impact could be reduced and minimised through protection, mitigation, enhancement and compensatory measures imposed through planning conditions or obligations and which would be subject to appropriate monitoring arrangements.

5.5.29 Networks of natural habitats provide a valuable resource. They can link sites of biodiversity importance and provide routes or stepping stones for the migration, dispersal and genetic exchange of species in the wider environment. To avoid fragmentation and isolation of natural habitats, networks need to be protected from inappropriate development, and, where possible, development should strengthen or integrate with the network. This will be achieved as part of a wider strategy for the protection and extension of Green Infrastructure, including open space and access routes such as canals and rivers, including those within the urban area and rural settlements. The existing network of habitats is shown on Map 16, which combines the results of the phase 1 habitat survey and existing national and local ecological and nature conservation designations and protections.

## **POLICY G8: BIODIVERSITY IMPROVEMENTS**

Development will be required to demonstrate:

- (i) That there will be an overall net gain for biodiversity commensurate with the scale of the development, including a positive contribution to the habitat network through habitat protection, creation and enhancement; and
- (ii) The design of new development, including landscape, enhances existing wildlife habitats and provides new areas and opportunities for wildlife; and
- (iii) That there is no significant adverse impact on the integrity and connectivity of the Leeds Habitat Network.

## **b) Energy and Natural Resources**

### **Climate Change**

- 5.5.30 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.
- 5.5.31 In May 2009, the Government introduced legislation creating the first three legally binding carbon budgets. The budgets are 2008-2012 (22% reduction in CO<sub>2</sub> emissions below 1990 levels), 2013-2017 (28% reduction) and 2018-2022 (34% reduction).
- 5.5.32 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. Building Regulations have introduced tighter CO<sub>2</sub> targets and a trajectory has been put in place to reduce emissions from new housing to zero by 2016, and from non-domestic development to zero by 2019. 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.
- 5.5.33 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 2010, the Council adopted a further target to reduce emissions by 40% between 2005 and 2020. In the four years to 2009, the city reduced emissions by 14.4%, requiring a reduction of approximately 2.5% per year until 2020.
- 5.5.34 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 will increase this standard over the next decade. Developers currently have to demonstrate that proposed developments are within the Target Emissions Rate. However, because of the need to maintain a decent standard of living in the face of significant growth, the Council is seeking a 20% CO<sub>2</sub> reduction beyond the Building Regulation standard. Energy efficient buildings also reduce household fuel bills (and support initiatives for 'affordable warmth'), improve business competitiveness and create jobs in the energy service sectors. Economies of scale mean that energy efficiency measures are less costly on larger developments, and the policies are, therefore, only applied to 'major development.'

## **POLICY EN1: CLIMATE CHANGE – CARBON DIOXIDE REDUCTION**

All developments of 10 dwellings or more, or over 1,000 square metres of floorspace, whether new-build or conversion, will be required to:

- (i) Reduce total predicted carbon dioxide emissions to achieve 20% less than the Building Regulations Target Emission Rate until 2016 when all development should be zero carbon; and,
- (ii) Provide a minimum of 10% of the predicted energy needs of the development from low carbon energy.

Carbon dioxide reductions achieved in meeting criteria (i) will contribute to meeting criteria (ii).

If it can be demonstrated that decentralised renewable or low carbon energy generation is not practical on or near the proposed development, it may be acceptable to provide a contribution equivalent to the cost of providing the 10%, which the council will use towards an off-site low carbon scheme. The opportunity to aggregate contributions to deliver larger scale low carbon projects would be implemented independent of the development. Wherever possible, the low carbon projects would be linked with local projects that would bring local benefits.

It is likely that the approach of pooling off-site contributions through planning obligations will be replaced by CIL in April 2014.

Applicants will be required to submit an Energy Assessment with their application to demonstrate compliance with this Policy.

### **Sustainable Design and Construction**

- 5.5.35 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. Within this overall context and through the City Council's Carbon & Water Management Plan (March 2011), BREEAM (Building Research Establishment Environmental Assessment Method) is an aspiration but essential in any new build and Very Good in major refurbishment projects.
- 5.5.36 For residential development, the relevant standard is the 'Code for Sustainable Homes'. The Council aims to make increasingly higher levels of the Code a requirement for major development in the district.
- 5.5.37 To take account of the Government's recommended increases in the code over time, a gradually increasing target for the Code and BREEAM requirement is proposed for Leeds. This is shown in the table within Policy EN2, and it is for developers to decide how they meet the standard (apart from the carbon emissions reduction requirement). The energy efficiency requirement is explained in Policy EN1. The targets for CO<sub>2</sub> reductions in Policy EN1 are challenging, being higher than those currently proposed in the code, but this is considered necessary longer term in Leeds to help tackle climate change. The dates are effective at the time of submission of a planning application. Further guidance, information and advice on sustainable construction in Leeds is set out in 'Building Tomorrow for Today: Sustainable Design and Construction Supplementary Planning Document'.

## **POLICY EN2: SUSTAINABLE DESIGN AND CONSTRUCTION**

To require developments of 1,000 or more square metres or 10 or more dwellings (including conversion where feasible) to meet at least the standard set by BREEAM or Code for Sustainable Homes as shown in the table below. A post construction review certificate will be required prior to occupation.

|   | 2012         | 2013         | 2016         |
|---|--------------|--------------|--------------|
| Leeds Code for Sustainable Homes requirement                    | Code level 3 | Code level 4 | Code level 6 |
| Leeds BREEAM standard for non-residential buildings requirement | Very Good    | Excellent    | Excellent    |

### **Low Carbon Energy Infrastructure**

5.5.38 The Council aims to achieve a grid-connected renewable energy target of 75 MW by 2021. A breakdown of how this target could be achieved from different sources of renewable energy is included in the Natural Resources and Waste DPD. Potential exists for a number of sources of renewable energy within Leeds, including electricity from wind power, water power (hydro-power), solar energy (active solar), landfill gas, electricity and heat from biomass treatment and waste plants, and combined heat and power (CHP). Heat network distribution is expected to be extensively progressed during the plan period. As well as larger, more commercial projects for renewable energy (0.5 MW and above), potential also exists for smaller, community based projects where the benefits are fed back into the local area.

### **Wind Power**

5.5.39 Beyond the urban area there are opportunities for large-scale wind energy generation in areas of higher wind speeds. The average wind speed at 45 metres above ground level is shown on Map 17. However, there are constraints due to the operation of Leeds Bradford International Airport and other local airfields and the need to protect the amenity of residents. Detailed policy criteria against which wind energy applications will be judged is set out in the Natural Resources and Waste DPD.

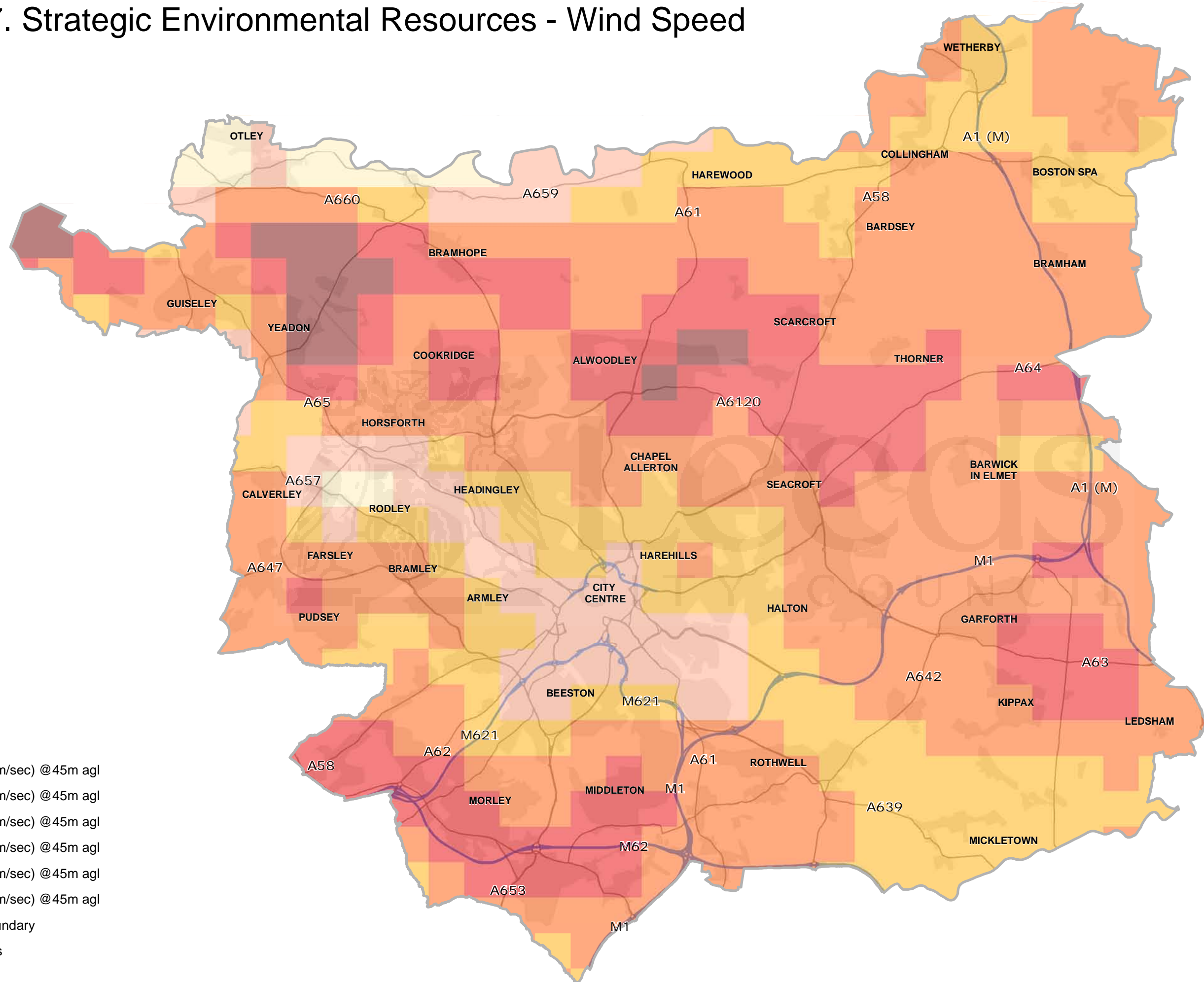
5.5.40 There are also opportunities for wind micro-generation, and the Council is currently investigating the potential for grid-connected turbines on land in its own ownership. These could potentially contribute 36 MW of energy towards the 75 MW target. More information on this is included in the city council's Carbon and Water Management Plan 2011 – 2021.

### **Hydro Power**

5.5.41 Potential exists for the development of hydropower facilities on the rivers Wharfe, Aire and Calder. Whilst these are likely to have capacity for small-scale generation producing up to 100 kw, some of the weirs are large enough to have potential to contribute to the overall requirement for grid-connected renewable energy. It is believed that the rivers Wharfe and Aire have potential to physically accept up to ten small-scale waterpower devices. If all were to go ahead the total capacity is unlikely to exceed 2 MW. Such schemes will be supported subject to environmental impact assessments, and provision of integrated fish passes. The Council is progressing hydro-power schemes at Armley Mills and Thwaite Mill on the River



# Map 17. Strategic Environmental Resources - Wind Speed



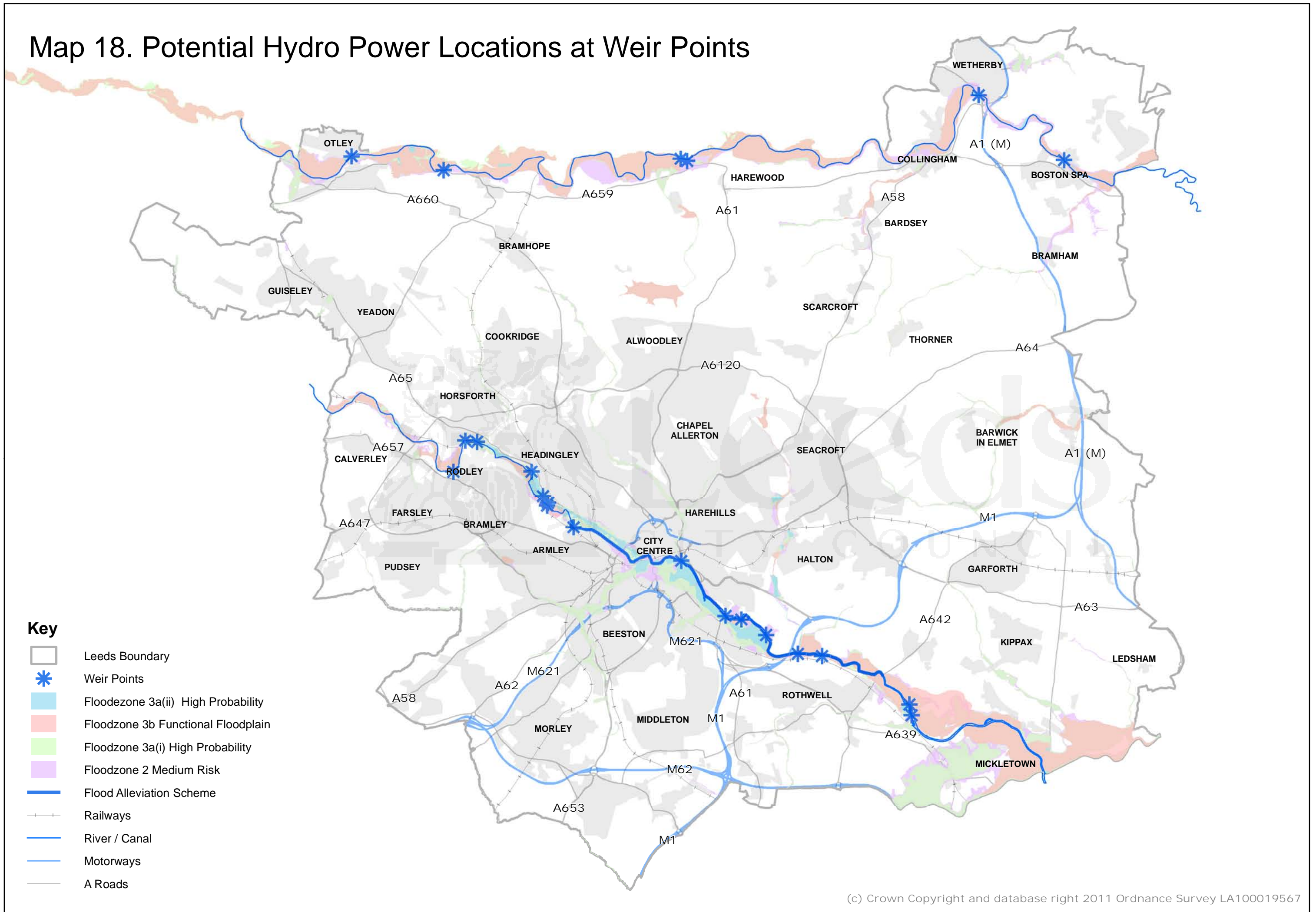
**Key**

**WINDSPEED**

- 5.1 - 5.4 (m/sec) @45m agl
- 5.5 - 5.9 (m/sec) @45m agl
- 6.0 - 6.4 (m/sec) @45m agl
- 6.5 - 6.9 (m/sec) @45m agl
- 7.0 - 7.4 (m/sec) @45m agl
- 7.5 - 8.3 (m/sec) @45m agl

Leeds Boundary  
— Motorways  
— A Roads

# Map 18. Potential Hydro Power Locations at Weir Points



Aire, and the other weirs also offer potential for new hydro power generation. These locations are shown on Map 18. The waterways serve a multitude of uses, from a route for freight to forming part of the landscape as well as facilitating renewable energy.

### **Biomass Treatment**

- 5.5.42 Biomass can be used in chip or pellet form to be combusted for heat and combined heat and power. Sources of biomass are food waste, green waste and agricultural waste from households, commerce, landscape/ forestry contractors and agricultural waste.

### **Solar Energy (Active Solar)**

- 5.5.43 Solar energy is collected through either photovoltaic or solar thermal panels. Electricity can be produced from photovoltaic panels, however, these have limited potential for large-scale electricity generation. As most installations require connections to the national grid (as they produce the most electricity at times of low demand) they can still contribute towards renewable energy targets. Solar thermal systems capture energy from sunlight to meet a proportion of a building's hot water demands.
- 5.5.44 Approximately 8 sqm of photovoltaics is needed for each 1 KW of installed capacity on a favourably orientated façade or roof. To install just 1 MW of electricity from photovoltaics, therefore, require 8,000 m<sup>2</sup> of panels. Leeds has a huge resource of facades and roofs facing into the southerly quadrant, enough to produce several MWs of electricity if fitted with photovoltaics. Feed in Tariffs (TIFs) for large solar installations are now available and help provide a viable business case for retrofitting existing buildings.

### **Landfill Gas**

- 5.5.45 Landfill gas qualifies as a renewable energy because it is a low-carbon source. Within Leeds, there has been recent production investment of an additional 2MW at Skelton Grange, Aire Valley and 1 MW at Peckfield, Micklefield landfill sites. However, it should be recognised that landfill gas generation will decrease with time as the resource becomes exhausted. A reasonable assumption is that by 2021 the output from landfill gas would be approximately 9 MW, but will tail off thereafter, depending on commercial factors, as well as gas yield.

### **Electricity and Heat from Waste**

- 5.5.46 Substantial potential exists for energy from waste through the provision of strategic waste management facilities to deal with municipal waste and commercial and industrial waste. The Natural Resources and Waste DPD allocates sites suitable for energy from waste. Developments within a viable distance from these facilities are expected to connect into the heat distribution network.

### **POLICY EN3: LOW CARBON ENERGY**

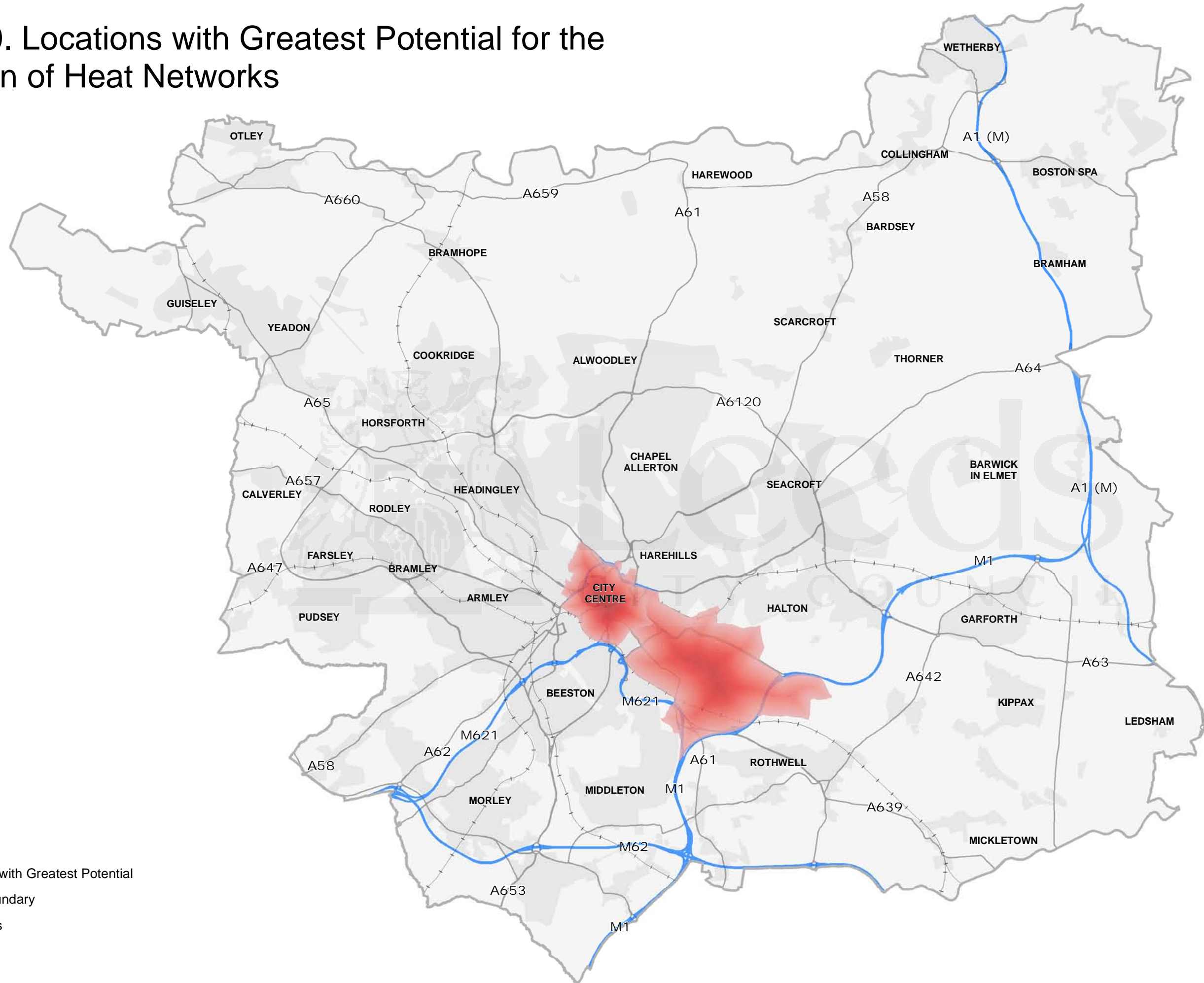
The Council supports appropriate opportunities to improve energy efficiency and increase the large scale (above 0.5MW) commercial renewable energy capacity, as a basis to reduce greenhouse gas emissions. This includes wind energy, hydro power, biomass treatment, solar energy, landfill gas, and energy from waste.

Protection of internationally designated nature conservation sites will be a key consideration, including relevant Policies contained as part of the Natural Resources & Waste Development Plan Document. Proposals for biomass power generation are required to supply an assessment of the potential biomass resource available (including location) and the transport implications of using that resource. Any development that may lead to an adverse effect on the integrity of a European site will not be supported.

#### **Heat Distribution Networks (District Heating)**

- 5.5.47 By distributing heat to multiple users through a pipe network, up to several thousand homes and businesses can be connected to the same sustainable heat source.
- 5.5.48 Future Energy Yorkshire have completed a study which recommends the establishment of a strategic body ('Energy Leeds') whose role would be to take responsibility for the delivery of energy related activities. These activities could include the co-ordination and delivery of heat networks. This role is particularly important to enable developments to reach code levels 5 and 6 of the Code for Sustainable Homes (as required under Policy EN2). Heat distribution is most likely to be viable in areas of higher density. Opportunities exist around Leeds City Centre (for example major development proposals for the Eastgate area, in the provision of an new energy centre, low carbon heating, cooling, electricity generation and potentially other utilities), the Aire Valley, the universities and St James University Teaching Hospital, as a consequence of high heat loads, which offer the potential for low carbon energy for local communities.
- 5.5.49 The Council has mapped the areas of greatest potential for the creation of heat networks across the district (see Map19). Where there is an existing heat network then it is expected that new developments will make the necessary connections. Where there is no heat network, but there is a low cost heat source such as energy from waste facilities, then opportunities should be taken through proposals for developer to investigate the potential for connection. Where neither existing heat networks nor low cost heat sources are available or feasible then a new heating plant/energy centre needs to be provided.
- 5.5.50 Heat Density is the annual heat demand in KWh divided by 8,760 (the number of hours in a year), to give a heat demand, and then divided by the area of land concerned. This calculation is key to evaluating heating network viability. Research conducted by the Department of Energy and Climate Change into the potential for district heating in the UK has found that areas with a heat density above 3,000 kWh/km<sup>2</sup> is currently required to create a viable network. The higher the heat density the more cost effective the network. As technology and expertise improve the current viability threshold will decrease.

# Map 19. Locations with Greatest Potential for the Creation of Heat Networks



**Key**

- Locations with Greatest Potential
- Leeds Boundary
- Motorways
- A Roads
- Railways

## **POLICY EN4: DISTRICT HEATING**

Where technically viable, and in areas with sufficient heat density, development should propose heating systems according to the following hierarchy:

- (i) Connection to existing heat networks,
- (ii) Use of a site wide district/communal heating system supplied with low carbon heat where technically viable/feasible,
- (iii) In areas where there is potential for district heating all development proposals will need to demonstrate how schemes are future proofed to allow for connection to an area wide heat network.
- (iv) Contribute (either financially or in-kind) towards the creation or enlargement of existing networks. Such contributions will be secured through the use of legal agreements and subsequently financial contributions through the CIL once introduced.

### **Flood Risk**

5.5.51 The rivers Aire and Wharfe and their tributaries are a dominant feature of the Leeds district. However, parts of Leeds City Centre have a 1 in 20 year risk of flooding from the River Aire, and the Environment Agency estimates that there are over 3,862 homes and nearly 700 businesses at risk of river flooding from the River Aire alone. Redevelopment of land within this area will be generally acceptable, subject to appropriate mitigation, including the Leeds Flood Alleviation Scheme. Leeds also experiences flooding from the River Calder adjacent to the district's south eastern boundary. In considering areas of the district where future growth should take place, the Council has therefore sought to avoid areas of high flood risk in accordance with the sequential approach set out by the national Planning Policy Statement 25.

5.5.52 In recent years Leeds has also experienced problems created by surface water flooding. Smaller watercourses and drains are far more susceptible than the larger river systems to flash flooding as a result of localised intense rainfall. With changing climate patterns it is expected that storms of this nature will become increasingly common, potentially increasing the risk posed to properties situated in close proximity to local water courses. Policy EN5 has been developed in order to manage both fluvial and pluvial sources of flooding. Further details on the actions identified in Policy EN5 are in the Natural Resources and Waste DPD.

## **POLICY EN5: MANAGING FLOOD RISK**

The Council will manage and mitigate flood risk by:

- (i) Avoiding or mitigating development in flood risk areas in line with guidance in PPS25, both in the allocation of sites for development and in the determination of planning applications.
- (ii) Protecting areas of functional floodplain as shown on the Leeds SFRA from development (except for water compatible uses and essential infrastructure).
- (iii) Requiring flood risk to be considered for all development commensurate with the scale and impact of the proposed development and mitigated where appropriate.
- (iv) Reducing the speed and volume of surface water run-off as part of new build developments.
- (v) Making space for flood water in high flood risk areas.
- (vi) Reducing the residual risks within Areas of Rapid Inundation.
- (vii) Encouraging the removal of existing culverting where practicable and appropriate.
- (viii) The development of the Leeds Flood Alleviation Scheme.

### **Waste Management**

5.5.53 As Leeds grows, it is imperative that as a city the amount of waste produced is minimised. An overall objective is to seek to break the link between economic growth and increasing waste, by using the waste hierarchy of 'reduce, re-use, recycle and recovery', to manage waste effectively at all levels. The Council also needs to maximise opportunities arising from waste, such as the development of new products, services and employment opportunities linked to waste recycling technologies.

5.5.54 Not all waste data is made available to the Council so it is difficult to know precisely how many years of waste Leeds is currently capable of accommodating. Policy EN6 allows sufficient capacity to manage the forecast waste, with flexibility to accommodate unforeseen circumstances. The strategy provides enough land for recycling and treatment to take place, to ensure that less waste goes to landfill. Data demonstrates that the district has more than sufficient existing landfill capacity for the plan period and beyond, however, land is needed for new strategic treatment facilities for municipal waste and commercial and industrial waste. It is also likely that further provision will be needed for organic waste treatment such as anaerobic digestion.

5.5.55 Policy EN6 sets out the broad strategy for managing waste in Leeds. The strategy will be implemented through more detailed policies and related documents as set out in the Natural Resources and Waste DPD, which also shows specifically how sufficient capacity has been identified to meet the waste forecasts.

## **POLICY EN6: STRATEGIC WASTE MANAGEMENT**

Waste in Leeds will be managed by application of the waste hierarchy in the following way:

- (i) Development will be required to demonstrate measures to reduce and re-use waste both during construction and throughout the life of the development; and
- (ii) Sufficient space will be provided within all new developments (including conversions) to enable separation, storage, and collection of recyclable materials to take place.

The Council will ensure that sufficient sites are provided across the district for the treatment, transfer, recycling and recovery of the following annual waste arisings by 2028.

| <b>Waste Stream</b>                         | <b>Tonnes Per annum (pa) to 2028</b> |
|---|--------------------------------------|
| Municipal Waste                             | 383,976                              |
| Commercial & Industrial                     | 1,212,000                            |
| Construction, Demolition & Excavation Waste | 1,556,000                            |
| Hazardous Waste                             | 103,026                              |
| <b>Total</b>                                | <b>3,255,002</b>                     |

The strategy for meeting this need is as follows:

- (i) A strategic site for municipal waste treatment in the Aire Valley,
- (ii) A strategic site for non-municipal waste management in the Aire Valley,
- (iii) Safeguarding of a range of existing waste sites across the District, including household waste sites,
- (iv) Identification of existing industrial estates which are suitable, and have capacity, for waste management purposes, and
- (v) Restriction on new landfill provision in the district, unless a local need can be demonstrated.

### **Minerals**

5.5.56 Leeds contains resources of coal, sand, gravel, sandstone, limestone and various clays. These have been extensively worked in the past, but now tend to be of modest volumes. The Core Strategy ensures the protection of resources for the future and the adequate and steady supply of minerals to contribute to the sub-regional apportionment.

5.5.57 There are currently no surface coal working sites in the district. Sand and gravel extraction is a constant, but with declining overall permitted reserves. Hard rock quarries still have significant reserves and building stone production is steady, having recovered in recent years, however output is small compared with aggregates. Total aggregate production is around 430,000 tonnes per year, however, in order to meet demand Leeds has to import a lot of aggregates. There are two clay quarries and each contain large factories where some 80 million facing bricks are produced each year, making Leeds self-sufficient in bricks.

5.5.58 The Council has identified Mineral Safeguarding Areas (MSAs) to protect proven deposits of coal and sand & gravel from developments that could jeopardise future working. These areas do not confer any presumption in favour of extraction. There



is not enough information to know if the deposits of sandstone and limestone are viable and early indications are not favourable. Reserves of clay are sufficient to support the needs well beyond the plan period, such that a MSA for clay is not required.

5.5.59 Immediate needs for minerals will be satisfied from existing quarries as far as possible. Longer term need requires the identification of Preferred Areas where the minerals industry is encouraged to look for suitable extraction sites. Where it is possible to do so, Preferred Areas will be focused on extensions to existing quarries so as to minimise the environmental and social impact. The distribution of economic minerals disregards district boundaries as they can only be worked where they exist and remain. The Council will work with neighbouring authorities to ensure sufficient resources of sand and gravel are identified from the river valley deposits of West Yorkshire.

5.5.60 The Natural Resources and DPD contains detailed information on how the Council intends to supply minerals, including specific site allocations and the definition of Preferred Areas. Policy EN7 establishes the overall framework for those detailed policies.

#### **POLICY EN7: MINERALS**

Proven mineral resources of surface coal and sand and gravel will be protected from sterilisation by the designation of the following mineral safeguarding areas:

- (i) Surface coal – extensive across the main urban area and to the south and east of the district,
- (ii) Sand and gravel – the lower Aire Valley around Methley, the Wharfe Valley (to the west of Pool).

Leeds will aim to meet the following targets for aggregate provision during the plan period:

Sand & gravel: 146,000 tonnes per annum

Crushed rock: 440,000 tonnes per annum

The Council will seek to identify opportunities to ensure that aggregates can be transported by non-road based freight into the city and maximise opportunities for marine-won aggregate to contribute towards supply.

## **6. IMPLEMENTATION AND DELIVERY**

- 6.1 In order for the Core Strategy to be successful and to achieve our Vision and the sustainable development of Leeds, there needs to be mechanisms in place to ensure that the policies set out in the previous chapters will achieve this. Delivery and implementation of the Strategy and the individual policies is clearly integral to it being effective. There are many different ways in which the Council will undertake this. Developer contributions/planning obligations, the Community Infrastructure Levy, and the Council's monitoring programme are discussed in separate sections in this chapter, and the range of other mechanisms are set out below.

### Development Management and Further Guidance

- 6.2 Making planning decisions on sustainable development through development management is an integral delivery mechanism of the Core Strategy, and the planning system generally. It is through the proper and consistent assessment of proposals against the Local Development Framework and other relevant national and local policies and guidance that the delivery of the Core Strategy Vision will be achieved. Enforcement measures will be undertaken where necessary in order to ensure that planning controls are being complied with.
- 6.3 An element of development management is also recognising that schemes need to be deliverable, and planning applications where viability is a concern should be submitted with a full Viability Assessment which contains sufficient evidence to enable officers to properly assess a scheme.
- 6.4 Where appropriate the Council will develop detailed guidance, allocations of sites, delivery, targets, and monitoring through Development Plan Documents and Supplementary Planning Documents. This is in order to give more certainty regarding delivery, and allow for changing circumstances through the life of the Core Strategy. Strategic site work is already underway re. delivery frameworks and master plans to provide implementation mechanisms.

### Partnership Working and the Infrastructure Delivery Plan

- 6.5 The Council will continue to work with partners, stakeholders, local communities, landowners, businesses, and developers in order to create joint visions for the future. This will ensure that development occurs in a planned way aligned with the Core Strategy and is viable and deliverable. The Council will also take a positive and cooperative approach to potential investors to promote and support development and the economy across Leeds.
- 6.6 Partnership working is particularly important alongside infrastructure providers, to plan for and deliver at the right times the necessary infrastructure to support the new development across Leeds. Throughout the development of the Core Strategy the Council has worked in partnership with infrastructure providers, including across internal directorates and external agencies, to identify infrastructure required to enable new development in Leeds. Regeneration partnerships and plans are also a contingency mechanism to help bring forward development opportunities.
- 6.7 As a result, to support the Core Strategy the Council has produced the Leeds Infrastructure Delivery Plan (IDP) which identifies the current infrastructure provision across the district, and identifies funding gaps, priorities, and critical infrastructure necessary for the delivery of the Core Strategy over the whole time period. It provides an overarching framework for the Council's and other service

providers' plans and programmes, to bring them into one place and to ensure that everyone is planning for the predicted level and locations of future growth. The IDP also enables providers to more effectively target areas of need and achieve greater efficiencies, for instance in identifying co-location possibilities.

- 6.8 For example, the Leeds Housing Investment Plan is a document through which the city's housing investment requirements are articulated and informs its collaboration with the Homes and Communities Agency. The plan indicates the strategic context for housing investment, priority areas and investment themes which include Housing for Older People, new affordable housing, addressing empty properties, public and private sector stock requirements and meeting the housing needs of specific communities and to meet demographic change. It's content has been incorporated within the IDP.
- 6.9 The Schedule within the IDP sets out the strategic infrastructure which is needed to help deliver the aims of the Core Strategy, and this will be reviewed to make sure that changing circumstances, timetables, and funding sources are accounted for. Setting out targets, the infrastructure needed, actions the Council will take, the phasing, who are working partners and where the funding will come from demonstrates the Council's transparent approach to delivery. The infrastructure needs and aspirations identified at the community level through neighbourhood planning and the localised spending of the Community Infrastructure Levy will be reflected in future updates of the IDP.

#### Community Involvement

- 6.10 Another element of working in partnership is through community involvement. The Leeds Statement of Community Involvement (SCI) (2005) sets out how and when the City Council will involve the community in preparing planning policy documents and in making decisions on planning applications. In making sure that development and infrastructure which is needed or planned for by a community is delivered, it is important to gain early community consultation and ongoing support, plus gain consensus on local priorities.
- 6.11 The Government's localism agenda also puts listening to communities and gaining local consensus at the heart of the planning system, and this is another way which helps the City Council to implement development that is needed. The Community Infrastructure Levy is discussed in detail below, but this is also another method by which communities will be involved in the provision and delivery of infrastructure, through their control over spending a 'meaningful proportion' of the receipts from the CIL.
- 6.12 Communities can choose to prepare a Neighbourhood Plan for their area. Through extensive community consultation and engagement, the community can help shape site allocations in their areas. They can set out clear aspirations for improvement, and identify priorities for spending.

#### Use of Council Assets

- 6.13 The use and development of Council owned land, or the sale of that land, will be essential in some areas in order to promote growth, and to achieve the most sustainable forms of development. The City Council undertakes to use its assets wisely and at the appropriate times in order for this to occur. Protection and improvement of environmental assets on Council owned land is a similarly important aspect of the delivery of the Core Strategy.

- 6.14 The Council also has powers of compulsory purchase to buy land and properties where that is essential in order to attain the objectives, such as site assembly in town centres or Regeneration Priority Areas. It is one option which can be used to ensure delivery, however, the Core Strategy is based on the co-operation of those involved in development and so it is not anticipated to be a major element of the delivery or a sole mechanism to deliver sites. We are committed to the statutory processes of delivery through the planning application process by developers and landowners and other voluntary methods of developing land.

#### Supporting Evidence

- 6.15 A very wide evidence base has been created in drafting the Core Strategy. This evidence helps to ensure that the Core Strategy is robust, viable, and deliverable, while retaining an element of flexibility for future changes in the market. For instance, outputs from updating of the evidence base such as the Strategic Housing Land Availability Assessment, the Employment Land Review, the Strategic Housing Market Assessment, and a very wide range of other work and studies, provide ongoing detailed understanding of population change across the district, and how that feeds into the need for land. The Council has ensured that because it is based on evidence, the Core Strategy policies, the overall Vision, and the development proposals that will occur to achieve it will be viable and deliverable.

#### Funding and Promotion

- 6.16 The Council will make all attempts to gain a range of funding, including through bidding to the Local Enterprise Partnership, national and European sources and programmes, and through any other funding mechanisms available. The Council will also progress programmes and development incentives in order to advance and prioritise aspects including infrastructure, improvements to the environment, and business promotion. This includes promoting Leeds as a city at a wider level within the national and international arena in order to attract investment and fulfil the Vision for Leeds and Core Strategy ambitions.

#### Greenfield and Brownfield Development

- 6.17 A site on greenfield land could be linked together with a site on brownfield land, so that development of the more valuable greenfield site can help to also pay for development of the brownfield site. This is one mechanism which can help to make sure that brownfield land can be viable, and that the regeneration and sustainable development aims of the Core strategy can be delivered. The details of how this mechanism would work in practice are being investigated by the Council, and as a result a specific policy on this approach is not included in the Core Strategy. However, it is seen as an important aspiration of the Plan and for the delivery of brownfield land, and so it is the Council's broad ambition for that this will be progressed.

#### Contingency

- 6.18 There is inevitably an element of uncertainty in delivery when plans and strategies are drawn up, as it is not possible to foresee all eventualities for all events and situations. However, in producing the Leeds Core Strategy and its evidence base the Council and partners have tried to address a range of situations, outcomes, and alternatives, including the detailed interpretations of the policies and their spatial outcome. This is alongside the recognition that some key elements of the strategy are essential to achieving the overall Vision and the delivery of the necessary sustainable growth for Leeds.

- 6.19 The key example of the need to consider contingency has been the drastic changes to the national and local economy in the past few years, which has greatly altered the whole range of market sectors, and impacted on development viability, reduced public and private funding, and social issues such as increased unemployment and lower spending power. The Core Strategy has been developed in these changing circumstances and therefore is based on flexibility for the future. Across the evidence base realistic market scenarios and viability considerations have been used, alongside contingency for when they improve, in order to address this.
- 6.20 Another example needing contingency is the changing context of national and regional planning policy and funding programmes as a result of national and local political shifts. For instance, the National Planning Policy Framework, and neighbourhood planning powers have recently been developed and have required the Council to respond accordingly. To a certain extent changes in policy cannot be foreseen, but through basing the Leeds Core Strategy on local evidence and local characteristics then planning policy in Leeds will continue to be able to react to such changes with local interests at the forefront.
- 6.21 PPS12 identifies that the Government recognises that the budgeting processes of different agencies may mean that less information may be available when the Core Strategy is being prepared than would be ideal. It states that “it is important therefore that the Core Strategy makes proper provision for such uncertainty and does not place undue reliance on critical elements of infrastructure whose funding is unknown. The test should be whether there is a reasonable prospect of provision. Contingency planning – showing how the objectives will be achieved under different scenarios – may be necessary in circumstances where provision is uncertain.”
- 6.22 Some of the infrastructure planned for Leeds is essential for the proper delivery of the Core Strategy whereas other infrastructure is less critical. These delivery strands have been identified as such in the IDP, to enable funding streams to be prioritised. As much certainty as possible at the present time regarding funding has also been indicated. Should key projects not receive funding, then the Council can respond at that time as necessary through other mechanisms, such as changing the type of infrastructure proposed (e.g. the new NGT has evolved out of the former ‘Supertram’), safeguarding land for the future for when funding does become available, or looking for funding from a different source such as developer contributions or a partnership with the private sector.
- 6.23 Monitoring is an important aspect of contingency as it provides up to date evidence and feedback to enable review of the policies and progress towards the Vision, and can identify reasons why progress may be slow. Monitoring of the Leeds Core Strategy is discussed further below.
- 6.24 Policy ID1 therefore summarises the methods by which the Council will ensure delivery and implementation of the Core Strategy.

## **POLICY ID1: IMPLEMENTATION AND DELIVERY MECHANISMS**

The Council will undertake to ensure the delivery and implementation of the Core Strategy through a variety of mechanisms, initiatives, and investment decisions, including:

- Partnership working,
- Community involvement,
- Use of Council assets,
- Supporting evidence,
- Further guidance and development management,
- Bidding for funding sources and promoting the City for this purpose,
- The use of innovative funding opportunities (such as Tax Incremental Financing to help stimulate local investment, Business Improvement Districts (BIDS), European Development Fund, New Homes Bonus, Community Infrastructure Levy, Asset Leverage - either directly using City Council assets or through an Asset Liquidity Vehicle / Joint Venture),
- Linking greenfield and brownfield development,
- Recognising the need for contingency planning.

### **Planning Obligations and the Community Infrastructure Levy**

- 6.25 The Council reaches decisions on planning applications based on whether they accord with the relevant policies. However, in some instances, it may be possible to make development proposals acceptable which might otherwise be unacceptable in planning terms, through the use of planning obligations. They can be used to prescribe, compensate, and/or mitigate the impact of a development.
- 6.26 Planning obligations (often referred to as Section 106 agreements or developer contributions) are legal obligations negotiated by the landowner or developer with the Council in response to a planning application or are entered into unilaterally by landowners and developers. They are used to make development proposals acceptable in planning terms, and in order to mitigate against the impact new development will have upon the city's existing infrastructure, such as transport provision, local community facilities, and greenspace.
- 6.27 Planning obligations can either be used to provide something on site as part of a development, e.g. affordable housing, or alternatively through a financial contribution towards provision off site, e.g. towards public transport improvements. Wherever possible, in Leeds such aspects that are feasible should be provided on site as part of new developments. In certain instances where on site provision is not feasible, or the development will impact on infrastructure away from the site, a financial contribution will be considered more appropriate.
- 6.28 Developer contributions will also be expected to take a role in the funding and delivery of any required new infrastructure as a result of the cumulative impact of the high level of growth proposed for Leeds. Therefore, planning obligations will be used to secure matters including education and training provision, green space and public realm, and transport provision such as highway improvements, cycle routes, public transport improvements, and travel plans. Contributions for a very wide range of aspects which are impacted as a result of new development could be sought, although the Council will bear in mind that schemes need to be viable. Residential developments will be required to provide affordable housing provision

as outlined in Policy H5, and this will continue to be undertaken through a Section 106 Agreement.

- 6.29 Not all these measures will be applicable in each case. In accordance with guidance contained within Circular 05/2005 'Planning Obligations' and the legal tests contained in the Community Infrastructure Levy (CIL) Regulations, the nature and scale of any planning obligation required has to be related to the scale and type of development proposed, and three tests have to be met:  
"A planning obligation may only constitute a reason for granting planning permission for the development if the obligation is:  
(a) necessary to make the development acceptable in planning terms;  
(b) directly related to the development; and  
(c) fairly and reasonably related in scale and kind to the development."
- 6.30 The Community Infrastructure Levy is a tariff system that local authorities can choose to charge on new developments in their area by setting a Charging Schedule. The CIL Regulations initially came into force in April 2010, and greatly limit a local authority's ability to seek financial contributions under Section 106 agreements after the 6th April 2014. As such, S106 agreements will no longer be available for wider pooled infrastructure contributions, e.g. for public transport or city-wide greenspace improvements, although they will still have an important role for mitigating on site issues.
- 6.31 As a result, the Council is progressing with developing a CIL for Leeds and is aiming to have a CIL adopted for Leeds by April 2014 at the latest. Throughout the Core Strategy references to planning obligations and contributions include both S106 and the CIL, and any other mechanisms which the Government may introduce to collect developer contributions through the timescale of the Core Strategy.
- 6.32 The CIL aims to support and incentivise sustainable growth as it will directly meet some of the infrastructure needs created by new growth. This is because a meaningful proportion of it will be spent on infrastructure and projects to directly benefit those communities where the growth is located, and because it will provide more certainty and confidence to developers. It will also enable developers to more accurately assess their costs at the outset so that in the longer term there should be fewer instances where there are difficulties based on viability, unlike the current Section 106 process.
- 6.33 The Levy must strike a balance between providing sufficient infrastructure funding, whilst not having a detrimental impact on the economic viability of development as a whole across the area. It should not be set so high that it will be at the margin of viability across the great majority of sites. The Government considers that if the CIL is set at a sensible rate, there will only be rare instances where the addition of the CIL is the tipping point which makes schemes unviable.
- 6.34 The CIL will be charged at a rate of £ per sq metre and applies to all development of new buildings that people normally use. The CIL does not apply to development for charitable purposes or for affordable housing. It also does not apply to developments under 100 sqm, unless they are for housing (housing of any size is subject to CIL). It only applies to the net increase of floorspace in cases of redevelopment or change of use, and only new outline or full planning applications after the date at which the CIL is adopted will be liable. The CIL can only be waived for individual developments in very exceptional circumstances, although it is possible

to set the levy at zero for specified types of development or geographical areas, based on viability evidence.

## **POLICY ID2: PLANNING OBLIGATIONS AND DEVELOPER CONTRIBUTIONS**

Section 106 planning obligations will be required as part of a planning permission where this is necessary, directly related to the development, and reasonably related in scale and kind in order to make a specific development acceptable and where a planning condition would not be effective.

In order to provide the necessary infrastructure and facilities to support the growth of Leeds and the proposals and policies in the Core Strategy, developer contributions will be sought through Section 106 planning obligations and the Community Infrastructure Levy as appropriate.

### **MONITORING**

- 6.35 Delivery and implementation is closely linked to monitoring. The Council will measure the performance of the Core Strategy by assessing how effective its policies and proposals are in delivering its vision and objectives. Monitoring of the Core Strategy policies will be undertaken through the production of an annual Authority Monitoring Report (AMR), which local authorities are required to produce every year.
- 6.36 The AMR also identifies actions that need to be taken to rectify any issues raised, i.e. if the objectives and Vision are not being met. This could include adjusting the implementation of the policies, or might even identify a need for a partial or full review of one of the Development Plan Documents. Monitoring will allow for the implementation and adjustment of phasing, in particular related to the housing policies. There are also a range of other processes including other Council Departments' monitoring systems, national indicators, resident surveys, and City Region work which will help to ensure that the Core Strategy is monitored and implemented accordingly. Further details on monitoring are set out as part of the Core Strategy Monitoring Background paper.



**Appendix 1: GLOSSARY**

## CORE STRATEGY GLOSSARY

|            | <b>Term</b>   | <b>Explanation</b>   |
|------------|---|--|
|            | <b>Affordable Housing</b>                                     | <p>Housing provided to specific eligible households whose needs are not met by the market. It is generally provided by either the Council, or by a ‘Registered Providers’. There are two main types:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Social rented affordable housing - housing rented at rates which are generally affordable to households in the lower decile of earnings.</li> <li><input type="checkbox"/> Intermediate affordable housing – housing available at below market rents or prices which are generally affordable to households in the lower quartile of earnings. It provides homes for those who can only afford to pay for part of their homes, but allows access onto the ‘first step’ of the housing ladder. There are three types of intermediate affordable housing: <ul style="list-style-type: none"> <li><input type="checkbox"/> Intermediate or submarket rent - the intermediate affordable units are rented out at rents above those of social rent but below market rents.</li> <li><input type="checkbox"/> Shared equity/shared ownership - the occupier buys part of the house and pays a discounted rent on the remaining part, which is owned by a RSL.</li> <li><input type="checkbox"/> Low cost homes for sale/discounted sale - the occupier buys the house at a fixed percentage below its cost on the open market. When the house is sold on, this same percentage discount is passed on to the next buyer.</li> </ul> </li> <li><input type="checkbox"/> Affordable rented affordable housing – defined by national government. Rents can be up to 80% of local market rents. As such, affordable rent will be more or less affordable depending on the locality of where local market rent levels are measured. In some high value areas, affordable rented affordable housing will not be sufficiently affordable for either households on lower quartile or lower decile earnings</li> <li><input type="checkbox"/> Market housing which is low cost, for instance because it is small or is in an area where houses generally sell at cheaper prices, is not classed as affordable housing.</li> </ul> |
| AVL<br>UES | <b>Aire Valley Leeds Urban Eco Settlement</b>                 | Areas identified by the Government for major new housing, which also promote sustainable development by seeking the delivery of commercial and residential areas which have high quality environments, energy efficient buildings and operations, low carbon and green business, sustainable transport, community facilities and linked areas of green infrastructure.   |
| AQMA       | <b>Air Quality Management Area</b>                            | Defined areas where health based standards for air quality are likely to be exceeded.  |
|            | <b>Ancient Woodland</b>                                       | Woodland dating back to 1600 or before, which acts as is a very important habitat, including providing for more rare and threatened species than any other UK habitat.   |
| AMR        | <b>Annual Monitoring Report / Authority Monitoring Report</b> | A report submitted to the government by local planning authorities assessing progress with and the effectiveness of a Local Development Framework. Changing regulations likely to mean that the Annual Monitoring Report will now be referred to as an Authority Monitoring Report, and it will still be an annual obligation to produce.  |
| AAP        | <b>Area Action Plans</b>                                      | Development plans within the Local Development Framework which 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. They set out policies and proposals for the development of land to help decide planning applications and guide the future growth of the area.  |

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| Article 4 | Article 4 Direction  | Article 4 of the Town and Country Planning (General Permitted Development) Order 1995, is a direction which removes certain permitted development rights within a defined area. In relation to Houses in Multiple Occupation (HMOs) the Article 4 Direction removes the right to change a Class C3 dwelling house into a Class C4 HMO, meaning planning permission is now required to make this change. It should be noted that the direction does not prohibit this change, but enables the Local Planning Authority to manage this type of development. |
|           | <b>Available</b>   | A site is considered available for development, when, on the best information available, there is confidence that there are no insurmountable legal and ownership problems, such as multiple ownerships, ransom strips, tenancies, or operational requirements of landowners.   |
|           | <b>Brownfield / 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.   |
|           | <b>Building Regulations</b>  | Policies and regulations to ensure the health, safety, welfare and convenience of people in and around buildings, and the water and energy efficiency of buildings.   |
| BREEAM    | <b>Building Research Establishment Environmental Assessment Method</b> | An independently accredited scheme that scores the sustainability of a commercial development, and gives an indication of their environmental impact.   |
|           | <b>Centres hierarchy</b>   | The different levels of centres across Leeds (City Centre, town centres, and local centres) which accommodate different types and scale of development.   |
|           | <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.  |
|           | <b>City centre fringe</b>  | Up to 500m from the edge of the city centre boundary.   |
|           | <b>City Region</b>   | The Leeds City Region partnership brings together the eleven local authorities of Barnsley, Bradford, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield, York, and North Yorkshire County Council to work together towards a thriving and sustainable City Region in areas such as transport, skills, housing, spatial planning, and innovation.   |
|           | <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/CO2 emissions.   |
|           | <b>Code for Sustainable Homes</b>                                      | Voluntary rating standards suggested for improving the sustainability of new homes, e.g. energy and water efficiency. The code sets out minimum standards to be met at each rating from one star to six.  |
| CIL       | <b>Community Infrastructure Levy</b>                                   | A financial charge which local authorities will be allowed to charge on most types of new development in their area, depending on viability. The money will be spent on local and sub-regional infrastructure to support the development of the area.   |
|           | <b>Comparison goods</b>  | Clothing and footwear, household goods such as furnishings and electrical appliances, recreation, DIY, and other non-food goods, for which the consumer expects to visit a range of shops before making a choice.   |
|           | <b>Convenience goods</b>   | The provision of everyday essential items, including food, drinks, newspaper/magazines and confectionary.   |
|           | <b>Core City</b>   | Core Cities are the major centres of business and wealth creation that in turn power the economy of their surrounding region. The Core Cities Group is a network of England's major regional cities: Birmingham, Bristol, Leeds, Liverpool, Manchester, Newcastle, Nottingham and Sheffield.  |
|           | <b>Core Strategy</b>   | The principal document within the Local Development Framework. It sets out the spatial vision for the future of Leeds to 2026, and provides broad policies to shape development.  |
|           | <b>Demand management</b>   | A term to describe strategies that aim to improve efficiency in the transport system by influencing demand. This includes controls on the supply and pricing of car parking and public transport, the allocation of highway space between different modes (walking, cycling, buses, cars etc), and the promotion of alternatives.   |

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|      | <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.   |
| DPDs | <b>Development Plan Documents</b> | The statutory documents which contribute towards making up the Local Development Framework. All DPDs must be subject to rigorous procedures of community involvement, consultation and independent examination, and once adopted, decisions on planning applications must be made in accordance with them.   |
|      | <b>District heating</b>           | District heating - a system for distributing heat generated in a centralised location for residential and commercial heating requirements such as space heating and water heating. The heat is often obtained from a co-generation plant burning fossil fuels but increasingly biomass. District heating plants can provide higher efficiencies and better pollution control than localised boilers.   |
|      | <b>East Leeds Extension</b>       | A greenfield site identified in the Unitary Development Plan (UDP) Review around the eastern edge of Leeds as a reserve of land to be used in the event that brownfield sites do not come forwards at a rate to meet Regional Spatial Strategy (RSS) housing targets.  |
|      | <b>Edge of centre</b>             | For retail purposes, a location that is well connected to and within easy walking distances (i.e up to 300 metres) of the primary shopping area. For all other main town centre uses, this is likely to be within 300 metres of the town centre boundary.  |
| ELR  | <b>Employment Land Review</b>     | Part of the evidence for the LDF which assesses likely demand for office, industrial and warehousing space in Leeds and compares this with potential supply, taking account issues of quality, location and choice.  |
| EZ   | <b>Enterprise Zone</b>            | They help stimulate economic growth by simplifying procedures for planning applications, and offering business rate discounts to new businesses. A significant part of the Aire Valley Leeds area alongside the East Leeds Link Road has recently been approved by Government as an Enterprise Zone.   |
|      | <b>Flood risk zone</b>            | Areas with a high, medium or low risk of flooding. Development should generally be located outside of flood risk areas. Flood risk is assessed in Leeds by the Strategic Flood Risk Assessment (SFRA), which sets out the different levels of flood risk across the district.  |
|      | <b>Functional flood plain</b>     | Land where water flows or has to be stored in times of flood, that is subject to flooding with a 1 in 20 year probability (or more frequently), and that may be reserved by Leeds City Council for this purpose.   |
|      | <b>Green Belt</b>                 | A 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 green spaces, 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. They often act as major breaks around and between parts of settlements.   |
| GI   | <b>Green Infrastructure</b>       | An integrated and connected network of green spaces, which have more than one use and function. GI is both urban and rural and includes protected sites, woodlands, nature reserves, river corridors, public parks and amenity areas, together with green corridors.   |
|      | <b>Greenspace</b>                 | A collective term to describe areas of open space and vegetation, whether public or private, used for formal or informal recreation. Examples include recreation grounds, parks, linear spaces alongside canal towpaths, grass playing pitches, bowling greens, tennis courts, pedestrian areas in the city centre, small play spaces within housing areas, or woodland.   |
|      | <b>Greenfield land</b>            | Land that has not previously been used for urban development. It is normally used for agriculture, forestry, or parks.   |

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|           | <b>Greenhouse gases</b>                | Gases in an atmosphere that absorb and emit radiation within the thermal infrared range. This process is the fundamental cause of the greenhouse effect. Common greenhouse gases in the Earth's atmosphere include water vapour, carbon dioxide, methane, nitrous oxide, ozone, and chlorofluorocarbons.   |
| (Ha)      | <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>High Speed Rail</b>                 | The Government's proposals for a new high speed rail link between Leeds and London via Birmingham. Current plans envisage construction of the Birmingham to London link first followed by links to Leeds and Manchester by 2033. Forecast Leeds to London journey time would be 80 minutes.  |
| HMO       | <b>House in Multiple Occupation</b>    | A house or flat occupied by at least three unrelated adults who share basic amenities, e.g. a toilet, basic washing facilities, or cooking facilities.   |
|           | <b>Impact assessment</b>               | A planning process which assesses the significance of an impact against existing and new circumstances. An impact could refer to social, environmental and economic matters, for example retail, transport, biodiversity, equality and health issues.  |
| IMD       | <b>Indices of Multiple Deprivation</b> | The combination of a number of indicators, chosen to cover a range of economic, social and housing issues, into a single deprivation score for each small area in England. This allows each area to be ranked relative to one another according to their level of deprivation.   |
|           | <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, and green infrastructure.   |
|           | <b>Intensive leisure</b>               | Intensive leisure is defined as that which should be located within a town or local centre. It does not mean leisure which requires a rural location.  |
|           | <b>Key Diagram</b>                     | The diagrammatic interpretation of the spatial development strategy, illustrating the development areas which are key to the delivery of the Core Strategy, important designations, and transport proposals.   |
| LCR       | <b>Leeds City Region</b>               | The Leeds City Region Partnership brings together the eleven local authorities of Barnsley, Bradford, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield and York, along with North Yorkshire County Council to work toward the common aim of a prosperous and sustainable city region by working together in areas such as transport, skills, housing, spatial planning and innovation. |
| LCCN      | <b>Leeds Core Cycle Network</b>        | Phase 1 of the Leeds Core Cycle Network is a system of 17 routes covering 71 miles and linking existing cycle paths and traffic-calmed roads to provide continuous routes into the city centre from throughout the main urban area of the city. Subsequent phases will deliver additional connections to the 17 routes.  |
| Leeds FAS | <b>Leeds Flood Alleviation Scheme</b>  | The Leeds Flood Alleviation Scheme is a major project for to provide flood alleviation for 19km of the River Aire from Kirkstall, through the city centre to Woodlesford. It is intended to provide a 1 in 200 year standard of protection against flooding along the river in the long term.  |
|           | <b>Local Centre</b>                    | Local centres cater for daily shopping needs, and often provide 'top up' shopping to complement weekly shopping. The range of uses and the scale of units is much less than in a town centre.  |
| LDF       | <b>Local Development Framework</b>     | The 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 ultimately replace the Unitary Development Plan.   |
| LDS       | <b>Local Development Scheme</b>        | The local planning authority's timescale and programme for the preparation of documents in the Local Development Framework that must be agreed with government and reviewed every year.  |

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|     | <b>Low carbon economy</b>          | The use of low carbon technologies that can help reduce carbon emissions from fossil fuel sources. Renewable and/or low carbon energy supplies include those from biomass and energy crops; combined heat and power; waste heat that would otherwise be generated directly or indirectly from fossil fuel; energy-from-waste; ground source heating and cooling; hydro; solar thermal and photovoltaic generation; and wind generation.  |
| MUA | <b>Main Urban Area</b>             | With the City Centre at its heart, it includes those communities and neighbourhoods which form the main built up areas of the city of Leeds (and not the separate settlements surrounding it).   |
|     | <b>Major development</b>           | Defined by Circular 15/92 as “the erection of 10 or more dwellings, or, if this is not known, where the site is 0.5 hectares or more; In other cases; where the floorspace to be created is 1,000 square metres or more, or the site area is 1 hectare or more.”   |
|     | <b>Major settlement</b>            | Those free standing towns which are separated from the main urban area. These settlements are identified as having a town centre.  |
| MSA | <b>Mineral Safeguarding Area</b>   | An area identified to protect potentially economic resources from being sterilised by other development.   |
|     | <b>Neighbourhood Parade</b>        | Parades which offer a retail and service function providing a basic range of facilities for day-to-day shopping requirements. They are particularly important for those without access to a car or with limited mobility, but they are not seen as the main focus of local provision or intended growth.   |
| NGT | <b>New Generation Transport</b>    | The name of the proposed trolleybus scheme for Leeds. This would comprise two routes linking Stourton and Holt Park to the city centre, with park and ride sites at Stourton and Bodington. The vehicles would run on street with electric power supplied by overhead wires.   |
|     | <b>Non-retail services</b>         | Laundrettes, estate agents, financial services, dry cleaners etc which help to support retail locations.   |
|     | <b>Pitch (Gypsy and Traveller)</b> | There is no set definition for the size of a Gypsy and Traveller residential pitch, because in the same way as the settled community, gypsies and travellers require various accommodation sizes, depending on the number of family members. However, on average, a family pitch must be capable of accommodating an amenity building, a large trailer and touring caravan, (or two trailers), drying space for clothes, a lockable shed, parking space for two vehicles, and a small garden area. Smaller pitches must be able to accommodate at least an amenity building, a large trailer, drying space for clothes and parking for at least one vehicle. |
| PSQ | <b>Prime Shopping Quarter</b>      | A designated part of the City Centre identified in the Unitary Development Plan, where new retail development is sequentially directed first of all within the PSQ. Developments of non-retail uses will be resisted that would detract from the retail function of the PSQ. Other town centre uses including hotels, offices, indoor leisure uses are sequentially directed to the city centre as a whole, not specifically to the PSQ.   |
|     | <b>Proposals Map</b>               | The illustration on a base map the most up to date policies, allocations, and designations set out in the development plan.  |
| PAS | <b>Protected Areas of Search</b>   | The designation of green belt 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 sustainability of PAS for development is to be comprehensively reviewed as part of the Local Development Framework (LDF) process.  |
| QBC | <b>Quality Bus Corridor</b>        | A scheme which provided 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, together with other significant measures to benefit pedestrians and cyclists.   |
|     | <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 deprivation 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   |

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|       |   | and workforce development. Planning has a central role in achieving regeneration.  |
|       | <b>Regeneration Priority Programme Areas</b>          | Four spatial areas (East Leeds, Aire Valley Leeds, Leeds Bradford Corridor (incorporating the West Leeds Gateway), and South Leeds) which are the Council's key areas for programmes of targeted regeneration, through cross-sector working.   |
|       | <b>Regional city</b>                                  | Leeds is the key city within the Leeds City Region.  |
|       | <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>Retail warehousing / bulky goods</b>               | Large stores specialising in the sale of household goods (such as carpets, furniture and electrical goods), DIY items and other range of goods, catering mainly for car-borne customers due to the transportation needs of the goods.  |
|       | <b>Section 106 Agreement / planning obligations</b>   | Legal agreements negotiated by the landowner or developer with the Council in response to a planning application. They are used to make development proposals acceptable in planning terms, and in order to mitigate against the impact new development will have upon the city's existing infrastructure, such as transport provision, local community facilities, and green space. |
|       | <b>Sequential approach</b>                            | A planning principle that seeks to identify, allocate, or develop certain types or locations of land before others. For example, brownfield housing sites before greenfield sites, or town centre uses sites before out-of-centre sites.   |
|       | <b>Settlement hierarchy</b>                           | The framework which will guide future development opportunities. The hierarchy prioritises the location of future development and sets out those areas towards which development will be directed, based on the sizes and characteristics of the different settlements (including the city centre and main urban area) across the Leeds district.                                    |
|       | <b>Shopping frontages</b>                             | Stretches of fronts of shops designated within the city centre and town centres where the intention is to maintain minimum concentrations of retail uses at ground floor level and control the mix of supporting uses. Frontages can be classed as having primary or secondary functions.  |
|       | <b>Site Allocations DPD</b>                           | Provides site allocations and details that will help to deliver the Core Strategy's long term spatial vision, objectives and policies. It is a key LDF document in identifying specific allocations for development.   |
|       | <b>Smaller settlement</b>                             | Smaller settlements are those communities which have a population of at least 1500, a primary school, and a shop or pub. Some but not all smaller settlements have a local centre.   |
|       | <b>Soundness</b>                                      | A Development Plan Document has to meet formal tests of soundness in order to be approved through the examination process. To be sound it has to show that the plan has developed in a fair and rational way in line with guidance and based on evidence.  |
| SCI   | <b>Statement of Community Involvement</b>             | The formal document which sets out how Leeds Council will consult people on the preparation of Development Plan Documents and planning applications.   |
| SFRA  | <b>Strategic Flood Risk Assessment</b>                | Identifies the areas of different flood risk across the Leeds district. It should be used to help identify locations for future growth and inform land use policies.   |
|       | <b>Strategic Green Infrastructure</b>                 | Green Infrastructure which has strategic importance across the district, including the strategic connections between green areas for the benefit of people and wildlife.   |
| SHLAA | <b>Strategic Housing Land Availability Assessment</b> | A technical study which seeks to identify potential housing sites that could be developed over the life of the Core Strategy. It will be used in order to demonstrate the available level of supply, and to influence the decisions taken in the Core Strategy regarding the location and phasing of sites.  |
|       | <b>Suitable</b>                                       | In deciding whether a site is suitable the following factors needs to be taken into consideration – any policy restrictions, physical problems or limitations, potential impacts and environmental conditions.   |
| SOAs  | <b>Super Output Areas</b>                             | A geographical area designed for the collection and publication of small area statistics. They give an improved basis for comparison throughout the country because the units are more similar in size of population than, for example, electoral wards.   |
|       | <b>Superstores</b>                                    | Superstores are defined as stores with over 2,500 sqm of trading floor space.  |

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| SPDs | <b>Supplementary Planning Documents</b>          | SPDs deal with specific issues (thematic or site specific) and elaborate upon the policy and proposals in Development Plan Documents (DPDs).  |
| SA   | <b>Sustainability Appraisal</b>                  | A process and 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>                   | Seeking 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 "Development that meets the needs of the present without compromising the ability of future generations to meet their own needs". 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 Centre</b>                               | Provide for weekly and day-to-day shopping and service needs close to where people live and work. They have a wide range of uses including a supermarket and a range of shops including independent traders, financial services, a council presence either in the form of a library or council offices, healthcare facilities, and community facilities.  |
|      | <b>Town centre uses</b>                          | The main uses to which town centre policies apply: retail (including warehouse clubs and factory outlet centres); entertainment facilities; intensive sport, leisure, and recreational use (including cinemas, restaurants, drive through restaurants, bars, pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and art, culture and tourism development (including theatres, museums, galleries, concert halls, hotel and conference facilities).  |
|      | <b>Tram Train</b>                                | Tram vehicles that also operate on the normal railway network as well as on street.   |
|      | <b>Travel plans</b>                              | A package of practical measures aimed at addressing the transport needs of a particular development (or organisation) where it is likely to generate a significant level of trips.  |
| UDP  | <b>Unitary Development Plan</b>                  | The current statutory development plan for the whole of the Leeds district (Review 2006). It provides a framework for all new developments and is used as a basis for making decisions regarding land use and planning applications. It will be replaced by the emerging LDF.   |
|      | <b>Urban Eco Settlement</b>                      | A national programme of identified strategic brownfield regeneration areas which seek to achieve core sustainable community principles within existing urban environments.  |
|      | <b>Use class orders</b>                          | Planning legislation which groups together similar types of land and buildings into various categories.   |
| UTMC | <b>Urban Traffic Management and Control</b>      | The use of various technologies to guide and control traffic in urban areas. Examples include variable message signing, traffic signals, CCTV, car parking signing and ANPR devices.  |
|      | <b>Veteran Trees</b>                             | Refers to mature and significant Trees, important to local amenity and biodiversity.  |
|      | <b>Viable</b>                                    | Whether there are reasonable prospects that development will occur on a site. This will be influenced by the market ,costs, and delivery factors.   |
|      | <b>Vision for Leeds – the Community Strategy</b> | The long term community plan for Leeds, which feeds into the Core Strategy. The Vision is to be the best city in the UK by 2030. Leeds will be fair, open and welcoming, its economy will be prosperous and sustainable, and all Leeds' communities will be successful.   |
|      | <b>Waste hierarchy</b>                           | A framework for securing a sustainable 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 Area Action Plan has been adopted for the area, aiming to improve it over the next 15-20 years.   |



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| WYLTP<br>3 | <b>West Yorkshire Local Transport Plan 3</b> | The third statutory transport plan for West Yorkshire produced by a partnership of Metro, Leeds and the other four West Yorkshire Districts. It sets out the needs, objectives, ambitions and strategy for transport over the 15 year period 2011-26. |
|            | <b>Windfall</b>                              | A term to describe development on a site not specifically allocated for development in a development plan, but which unexpectedly becomes available for development during the lifetime of a plan.  |

**Appendix 2      ACCESSIBILITY STANDARDS**

## ACCESSIBILITY STANDARDS

The Tables below show the accessibility standards for the principal development types in relation to the whole of the Core Strategy, and in particular to Policy T2, 'Accessibility Requirements and New Development'.

**Table 1 - Accessibility Standards and Indicators for Employment and Social Infrastructure Uses**

|   | <b>Employment</b>  | <b>Primary Health / Education</b>   | <b>Secondary Health / Education</b>   | <b>Leisure and Retail</b>   |
|---|--|---|---|---|
| <b>Leeds Main Urban Area, major settlements, extensions to the Leeds MUA, and extensions to major settlements</b> | <b>Accessibility Standards</b>   |   |   |   |
|   | Offices to be located within 5 min walk to a bus stop offering a 15 min service frequency* to a major public transport interchange.<br><br>Industrial and distribution / warehousing development to be located within 10 min walk of a bus stop. | Located within a 5 min walk of bus stop offering a 15 min service frequency*.   | Located within 5 min walk of a bus stop offering a 15 min service frequency* to a major public transport interchange.<br><br>In major settlement extensions, within 5 min walk of a bus stop / 10 min walk to a rail station and should ensure that arrival and departure of public transport services coincide with visiting hours / start and finish times. | Within 5 min walk of a bus stop offering a 15 min service frequency* to a major public transport interchange. |
|   | <b>Accessibility Indicators</b>  |   |   |   |
|   | In MUA and extensions to it, population within 30 min journey time.<br><br>In extensions to major settlements, population within 40 min journey time.  | In MUA, population within 20 min journey time.<br><br>In extensions, population within 30 min journey time plus population within 20 min walk in major settlement extensions. | In MUA, population within 40 min journey time.<br><br>In extensions, population within 60 min journey time.   | Population within 30 min journey time.  |

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| <b>Smaller settlements and other rural areas</b> | <b>Accessibility Standards</b>   |   |  |   |
|  | Within 5 min walk of a bus stop/ 10 min walk of a rail station. Ensure that arrival and departure of services coincide with work start and finish times. | Located within 10 min walk of a bus stop/ rail station. Ensure that arrival and departure of services coincide with appointments / start and finish times of schools. | Located within 10 min walk of a bus stop/ rail station. Ensure that arrival and departure of services coincide with visiting hours / start and finish times. | Located within 5 min walk of a bus stop offering 15 min service frequency* to a major public transport interchange. |
|  | <b>Accessibility Indicators</b>  |   |  |   |
|  | Population within 30 min journey time  | Population within 40 min journey time.  | Population within 60 min journey time.   | Population within 30 min journey time.  |

**Table 2 - Accessibility Standards for Housing Developments in Leeds (5 dwellings or more)**

|   | <b>To Local Services</b>  | <b>To Employment</b>   | <b>To Primary Health / Education</b>          | <b>To Secondary Education</b>   | <b>To Town Centres/ City Centre</b>  |
|---|---|--|---|---|--|
| <b>5 or more dwellings in all areas of Leeds District</b> | <b>Accessibility Standards</b>  |  |   |   |  |
|   | In MUA and extensions to it, within a 10 min walk.<br><br>Elsewhere, within 15 min walk.                          | Within 5 min walk to a bus stop offering a 15 min service frequency* to a major public transport interchange.                    | Within a 20 min walk.                         | Within a 30 min direct walk or 5 min walk to a bus stop offering a 15 min service frequency* to a major public transport interchange. | Within a 5 min walk to a bus stop offering a direct 15 min frequency service*. |
|   | <b>Accessibility Indicators</b>   |  |   |   |  |
|   | In MUA and extensions to it, number/ size of facilities within 10 min walk.<br><br>Elsewhere, within 15 min walk. | In MUA and extensions to it, number/size of facilities within 30 min journey time.<br><br>Elsewhere, within 40 min journey time. | Number/size of facilities within 20 min walk. | Number/size of facilities within 30 min journey time.   | Number/size of facilities within 30 min journey time.                          |

**Notes:**

Local services are defined as: small convenience shops, grocers, post offices, newsagents etc., Major public transport interchanges are defined as: the city centres of Leeds, Bradford and Wakefield, Walk times are based on a speed of 3 mph., All bus and rail frequencies relate to weekday daytime service levels.  
\* Or, where appropriate, 10 min walk to a rail station offering a 30 min frequency service.

## Contact Details

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# Core Strategy

Leeds Local Development Framework

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