



Leeds Local Plan Update

Leeds Local Plan

Pre-Submission Changes - Duty to Co-operate Statement

Development Plan Document

October 2023

Leeds Local Plan Update No. 1 “Your City, Your Neighbourhood, Your Planet”

Regulation 19 Pre-submission Draft - Duty to Cooperate table summarising relevant strategic matters that need to be addressed

Section 110 of the Localism Act 2011, imposes a duty on councils to co-operate with other Local Planning Authorities and prescribed bodies on planning issues that cross administrative boundaries. The duty is explained in the National Planning Policy Framework at paragraphs 24 to 27 with guidance on what constitutes a strategic matter at paragraphs 20 to 23. The intention of the legislation is that the duty is carried out before councils make formal decisions on plans, with those decisions taking account of the outcome of the co-operation process.

The Duty to Co-operate Group has been consulted on the Local Plan Update and the table below sets out the Council’s views on the Strategic Issues arising from the draft policies, including the Pre-submission changes. Given the scope and nature of the policy topic areas there are very few matters that are Strategic issues which are likely to give rise to cross boundary concerns because most policies being proposed relate to the design of specific developments. However, Policy EN3 on Renewable Energy Generation has been identified as having potential for cross boundary impacts because it identifies areas as suitable for wind energy development. Following pre-submission changes the policy retains the potential for cross boundary impacts and is flagged as a strategic policy.

The table below sets out an analysis of issues and proposed actions that the Council has identified to date which may impact on neighbouring LPA’s and the interests of proscribed bodies. This information will be central to demonstrating that the duty has been carried out appropriately. Where a cross boundary issues has been highlighted rows are highlighted in amber.

Ref	Strategic Issue	Impact	Areas/bodies affected	Evidence	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Strategic Matters
<i>Ref</i>	<i>Summary of the issue</i>	<i>Description of why it is a cross boundary issue for neighbouring authorities</i>	<i>Details of the authorities affected by the issue</i>	<i>Evidence to show there is an issue (including links to source documents)</i>	<i>Details of how the issue can be overcome or managed</i>	<i>How the issue will be monitored including key indicators and trigger points</i>	<i>Agreed actions (including who is to lead & timescale)</i>	<i>Relevant strategic matters set out in para 20-23</i>
1	NEW STRATEGIC POLICY SP0: CLIMATE CHANGE MITIGATION AND ADAPTATION							
	An overarching policy which sets out the	Policy has potential for positive impacts as follows:	ALL	There is no directly arising issue to be	There is no issue to be overcome	There is no issue to be addressed	None	Planning measures to address climate

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	Council's declared climate emergency and the role of planning in addressing that both through mitigation and adaptation	<ul style="list-style-type: none"> • assist Combined Authority in its declared Climate Emergency • provide good practice to local authorities • lead to improved air quality • lead to improved health of residents of Leeds • have less burden on national power grid • create market for green economy sector to grow 		addressed but secondary factors may have a beneficial impact on neighbouring authorities	or managed			change mitigation and adaptation
2	REPLACEMENT POLICY EN1: CARBON DIOXIDE REDUCTION							
	Sets expectations for development on operational carbon, which go beyond the Future Homes Standard and whole life carbon assessments.	Not a cross boundary issue as this relates to the design of specific developments.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Planning measures to address climate change mitigation and adaptation
3	REPLACEMENT POLICY EN2: SUSTAINABLE DESIGN AND CONSTRUCTION							
	Seeks high quality new development which meets one or more of a series of construction standards.	Not a cross boundary issue as this relates to the design of specific developments.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Planning measures to address climate change mitigation and adaptation

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4	REPLACEMENT STRATEGIC POLICY EN3: RENEWABLE ENERGY GENERATION							
	Plans positively for renewable energy with an identified potential in the authority for solar, wind and other energy types and identifies renewable opportunity areas setting out where development is acceptable in principle	Potential that some opportunity areas for solar and renewable energy may be visible from neighbouring local authorities as shown in Maps at Appendix 1 and 2.	Bradford, Kirklees, Harrogate, Selby, NYCC, Wakefield	AECOM Renewable Energy Study included constraints to the identification of opportunity areas which included landscape designations and buffers around settlements as well as ecological information such as bird migration data.	Impact mitigated by criteria for all development within opportunity areas to meet criteria as follows: a) impacts on local community, b) quality and enjoyment of the existing landscape, c) amenity, noise, shadow flicker, vibration, topple, air traffic safety and radar, d) high voltage	Objections received from neighbouring authorities to development proposals for wind and solar energy in the opportunity areas.	Discussion with neighbouring authorities.	Planning measures to address climate change mitigation

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					<p>overhead pylons. Neighbouring authorities are statutory consultees on all applications . At the request of Natural England, further buffer areas have been included to solar opportunity areas, reducing strategic impacts with Bradford. With further amendments at the request of Wakefield CC to ensure the impacts on</p>			

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					neighbouring authorities were considered.			
5	AMENDED POLICY EN4: DISTRICT HEATING							
	Amendments prioritise low carbon heat solutions for new developments that lie outside of district heating network zones	Not a cross boundary issue as this relates to the design of specific developments within specific parts of Leeds. The District Heating opportunities in Leeds do not extend beyond the District boundary.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Planning measures to address climate change mitigation and adaptation
6	REPLACEMENT NATURAL RESOURCES AND WASTE POLICY WATER 1: WATER EFFICIENCY							

Ref	Strategic Issue	Impact	Areas/bodies affected	Evidence	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Strategic Matters
	A policy ensuring that new developments use water efficiently.	Not a cross boundary issue as this relates to the design of specific developments.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Planning measures to address climate change mitigation and adaptation
7	REPLACEMENT NATURAL RESOURCES AND WASTE POLICY WATER 2: PROTECTION OF THE WATER ENVIRONMENT							
	A policy providing an approach To protecting water quality through the management of surface water run-off.	The Leeds Main Rivers originate from and flow into neighbouring authorities. Development in one part can affect areas up or down stream in other authorities. This policy helps to control the quality of surface water run-off from development.	Bradford, Harrogate, Selby, Wakefield, NYCC, Kirklees.	The SFRA takes wider catchment issues into account.	Impacts of specific development to be addressed in other Local Plan Updates and planning applications	Objections to planning applications from neighbouring authorities.	None	Planning measures to address climate change mitigation and adaptation
8	REPLACEMENT NATURAL RESOURCES AND WASTE POLICY WATER 3: FUNCTIONAL FLOODPLAIN							
	A strategic policy providing an approach to protecting the functional floodplain.	The Leeds Main Rivers originate from and flow into neighbouring authorities. Development in one part can affect areas up or down stream in other authorities. This policy helps to reduce flooding downstream by assisting the functional flood plain in	Bradford, Harrogate, Selby, Wakefield, NYCC, Kirklees.	The SFRA takes wider catchment issues into account.	Impacts of specific development to be addressed in other Local Plan Updates and planning	Objections to planning applications from neighbouring authorities.	None	Planning measures to address climate change mitigation and adaptation

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		its natural role to store flood water at time of flood			applications			
9	AMENDED NATURAL RESOURCES AND WASTE POLICY WATER 4: LAND AT INCREASED RISK OF FLOODING							
	The amendments incorporate a requirement to take account of future flood zone scenarios as mapped through the updated SFRA, incorporating data on climate change scenarios.	Some developments may be located in area of lower flood risk but are identified as locations that are likely to be at higher flood risk in the future, should climate change progress as expected. The amendments ensure that such future scenarios are taken into account as part of allocation and application decisions.	Bradford, Kirklees, Harrogate, Selby, NYCC, Wakefield	SFRA	Appropriate application of the sequential and exceptions tests, and implementation of Flood Risk Assessments associated with development.	Objections to planning applications from neighbouring authorities.	None	Planning measures to address climate change mitigation and adaptation
10	AMENDED NATURAL RESOURCES AND WASTE POLICY WATER 6: FLOOD RISK ASSESSMENTS							
	Amendments require that the latest Government climate change allowances are considered in Flood Risk Assessments that accompany	Some developments may give rise to upstream or downstream concerns. The amendments ensure that the latest Government guidance and climate change allowances are used as part of assessments for new development.	Bradford, Harrogate, Selby, Wakefield, NYCC, Kirklees.	SFRA	Implementation of Flood Risk Assessments associated with development.	Objections to planning applications from neighbouring authorities.	None	Planning measures to address climate change mitigation and adaptation

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	new development							
11	NEW POLICY WATER 6a: SAFE ACCESS AND EGRESS							
	A strategic policy ensuring that safe routes are available for occupiers of development in time of flood	Not a cross boundary issue as this relates to the design of specific developments.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Planning measures to address climate change mitigation and adaptation
12	REPLACEMENT NATURAL RESOURCES AND WASTE POLICY WATER 5: RESIDUAL RISK							
	A strategic policy requiring an assessment of residual risk for development in defended land	Not a cross boundary issue as this relates to the appraisal of specific developments as part of Flood Risk Assessment.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Planning measures to address climate change mitigation and adaptation
13	REPLACEMENT NATURAL RESOURCES AND WASTE POLICY WATER 7: SUSTAINABLE DRAINAGE							
	A strategic policy associated with the design of new developments and managing surface water discharge via a hierarchy of	Not a cross boundary issue as this relates to the design of specific developments.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Planning measures to address climate change mitigation and adaptation

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	storage, infiltration and attenuation.							
14	NEW POLICY: WATER 8: POROUS PAVING AND LOSS OF FRONT GARDENS							
	A policy associated with ensuring that hard standing is constructed from porous materials, limiting the loss of permeable landscaping around new development and limiting the loss of front gardens where planning permission is required.	Not a cross boundary issue as this relates to the allocation and assessment of specific developments.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Planning measures to address climate change mitigation and adaptation
15	REPLACEMENT SPATIAL POLICY 13: PROTECTING, MAINTAINING, ENHANCING AND EXTENDING GREEN AND BLUE INFRASTRUCTURE							
	A strategic policy that sets an ambition for the protection, maintenance, enhancement,	Not a cross boundary issue. Any impacts are positive: <ul style="list-style-type: none"> • Policy has the potential to prevent/mitigate adverse impacts on strategic corridors and assets as 	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure.

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	and expansion of green and blue infrastructure (including green space networks).	well as harnessing the benefits of green infrastructure to ameliorate the effects of growth in neighbouring districts.						Planning measures to address climate change mitigation and adaptation
16	REPLACEMENT POLICY G1: PROTECTING, ENHANCING AND EXTENDING GREEN AND BLUE INFRASTRUCTURE							
	A strategic policy that requires all new development to carry out a Green and blue Infrastructure assessment	Not a cross boundary issue as this relates to the design of specific developments.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure. Planning measures to address climate change mitigation and adaptation
17	AMENDED POLICY G4A: GREEN SPACE IMPROVEMENT AND NEW GREEN SPACE PROVISION							
	Amended part of policy clarifies the approach to spending greenspace commuted sums.	Not a cross boundary issue as this relates to the design of specific developments. Policy has the potential to improve existing and deliver more green space close to neighbouring authorities which may take pressure off existing green spaces	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure. Planning measures to address climate change mitigation and adaptation

Ref	Strategic Issue	Impact	Areas/bodies affected	Evidence	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Strategic Matters
18	NEW POLICY G4B: QUALITY OF NEW GREEN AND BLUE SPACE							
	A strategic policy associated with the design of new developments and quality of green space delivered	Not a cross boundary issue as this relates to the design of specific developments.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure. Planning measures to address climate change mitigation and adaptation
19	NEW POLICY G4C – MAINTENANCE OF GREEN SPACE							
	A strategic policy associated with the design of new developments and maintenance of green space	Not a cross boundary issue as this relates to the design of specific developments.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure. Planning measures to address climate change mitigation and adaptation
20	REPLACEMENT POLICY G6: PROTECTION OF EXISTING GREEN SPACE							
	A strategic policy associated with the protection of green space.	Not a cross boundary issue as this relates to the protection of existing green spaces.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure.

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								Planning measures to address climate change mitigation and adaptation
21	NEW POLICY F1: FOOD RESILIENCE							
	A non-strategic policy that supports food resilience and food growing opportunities.	Not a cross boundary issue. Any impacts will be positive: <ul style="list-style-type: none"> • Supports more self-sufficiency in food growing with the District potentially reducing freight movements 	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	None
22	AMENDED POLICY G8A: PROTECTION OF IMPORTANT SPECIES AND HABITATS							
	This policy specifically looks at protecting the natural environment and includes references to the implications of climate change upon the natural environment.	Impacts will be positive. European level designations (South Pennine Moors SPA/SAC, Kirk Deighton SAC) cover several LA areas with development in individual districts. Amendments to this policy increase protection of such habitats.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure. Planning measures to address climate change mitigation and adaptation
23	NEW POLICY G8B: LEEDS HABITAT NETWORK							

Ref	Strategic Issue	Impact	Areas/bodies affected	Evidence	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Strategic Matters
	This policy specifically looks at protecting the natural environment.	Not a cross boundary issue as this relates to the habitat implications of specific developments.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure. Planning measures to address climate change mitigation and adaptation
24	REPLACEMENT POLICY G9 - BIODIVERSITY NET GAIN							
	This policy specifically looks at protecting the natural environment and applying measures within the Environment Act (2021).	Not a cross boundary issue as this relates to the design of specific developments.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure. Planning measures to address climate change mitigation and adaptation
25	NEW POLICY G10: SPECIES FEATURES							
	This policy sets out a requirement for development to incorporate new bird and bat-friendly features	Not a cross boundary issue as this relates to the design of specific developments.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure.

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	to be integrated into new development.							Planning measures to address climate change mitigation and adaptation
26	NEW POLICY G2A - PROTECTION OF TREES, WOODLAND AND HEDGEROWS							
	A strategic policy which seeks to retain all woodlands, trees and hedgerows or ensure that their loss has been considered through development appraisal. Recognises the role of trees in capturing carbon as well as amenity and habitat.	Not a cross boundary issue as this relates to the design of specific developments.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure. Planning measures to address climate change mitigation and adaptation
27	NEW POLICY G2B ANCIENT WOODLAND, ANCIENT TREES, AND VETERAN TREES							
	A strategic policy which seeks to protect ancient woodland, ancient trees	Not a cross boundary issue as this relates to the design of specific developments.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure.

Ref	Strategic Issue	Impact	Areas/bodies affected	Evidence	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Strategic Matters
	and veteran trees and avoid loss of irreplaceable habitats. Recognises the role of trees in capturing carbon as well as amenity and habitat.							Planning measures to address climate change mitigation and adaptation
28	NEW POLICY G2C: LONG ESTABLISHED WOODLAND							
	A strategic policy which seeks to protect, long established woodland,. Recognises the role of trees in capturing carbon as well as amenity and habitat.	Not a cross boundary issue as this relates to the design of specific developments.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure. Planning measures to address climate change mitigation and adaptation
29	NEW POLICY G2D – TREE REPLACEMENT							
	A strategic policy setting in place a means of calculating tree	Not a cross boundary issue as this relates to the design of specific developments.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Conservation and enhancement of the natural, built and historic environment,

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	replacement if necessary, based on carbon sequestration. Recognises the role of trees in capturing carbon as well as amenity and habitat.							including landscapes and green infrastructure. Planning measures to address climate change mitigation and adaptation
30	NEW POLICY SP1B: ACHIEVING WELL-DESIGNED PLACES							
	This non-strategic policy is associated with the design of new developments from a development principles and high quality design perspective for the purposes of climate change mitigation, adaptation and health and well-being as well as	Not a cross boundary issue as this relates to the design of specific developments.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Planning measures to address climate change mitigation and adaptation

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	environmental harmony.							
31	REPLACEMENT POLICY P10: DEVELOPMENT PRINCIPLES FOR HIGH-QUALITY DESIGN & HEALTHY PLACE MAKING							
	This non-strategic policy is associated with the design of new developments from a development principles and high quality design perspective for the purposes of climate change mitigation, adaptation and health and well-being as well as environmental harmony.	Not a cross boundary issue as this relates to the design of specific developments.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Planning measures to address climate change mitigation and adaptation
32	NEW POLICY SP1A: COMPLETE, COMPACT, CONNECTED COMMUNITIES							
	This strategic policy relates to supporting the long-term sustainability of	Not a cross boundary issue as this relates to the design of specific developments. Any implications of the policy will be positive:	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Housing (including affordable housing), employment, retail, leisure and other commercial development

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	<p>communities through encouraging growth in locations that are highly accessible to services including public transport and greenspace i.e. 20 min neighbourhoods . It recognises the role of greenspace in serving a key function as well as reducing car use and promoting active travel. The policy fits with the current spatial strategy as set out in the Adopted Core Strategy (2014, selectively reviewed 2019).</p>	<ul style="list-style-type: none"> Policy advocates that new housing development should address infrastructure requirements which would potentially reduce pressure on infrastructure in neighbouring authorities 						<p>Planning measures to address climate change mitigation and adaptation</p>

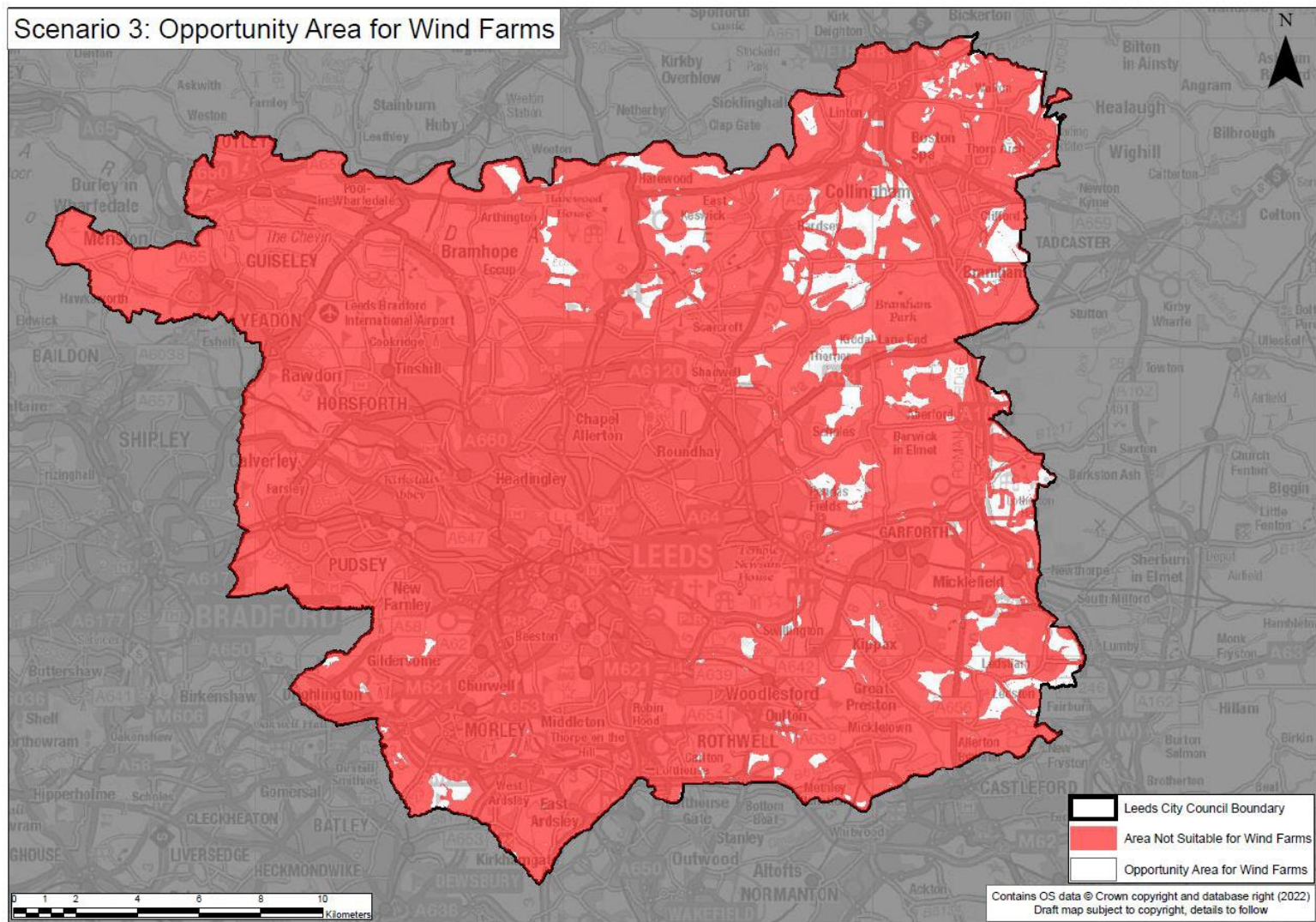
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33	NEW POLICY EN9 NEW DRIVE-THRU DEVELOPMENTS							
	A non-strategic policy which seeks to reduce car dependent development outside of town centres to reduce air pollution and encourage active travel.	Not a cross boundary issue as this relates to the location of specific developments in line with national policy on the vitality and viability of town and local centres and reducing the need to travel by private car.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	None
34	NEW POLICY P10A THE HEALTH IMPACTS OF DEVELOPMENT							
	A non-strategic policy which seeks to reduce the causes of ill health and health inequalities by ensuring healthier environments, lifestyles and impacts that development can deliver including access to services. The	Not a cross boundary issue as this relates to the design of specific developments.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	None

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	policy is concerned with the design and assessment of new developments.							
35	NEW POLICY SP11A MASS TRANSIT AND RAIL INFRASTRUCTURE							
	A strategic policy setting ambition and support for a Yorkshire mass transit system which will deliver improved connectivity by public transport. The policy is supportive of mass transit in principle and sets conditions to ensure that environmental impacts are minimised, but does not identify a preferred route.	This policy provides strategic policy support to the principle of the West Yorkshire Combined Authority Mass Transit Vision that will then be adopted as part of the Local Transport Plan.	None	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	Infrastructure for transport, telecomms, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat) Planning measures to address climate change mitigation and adaptation

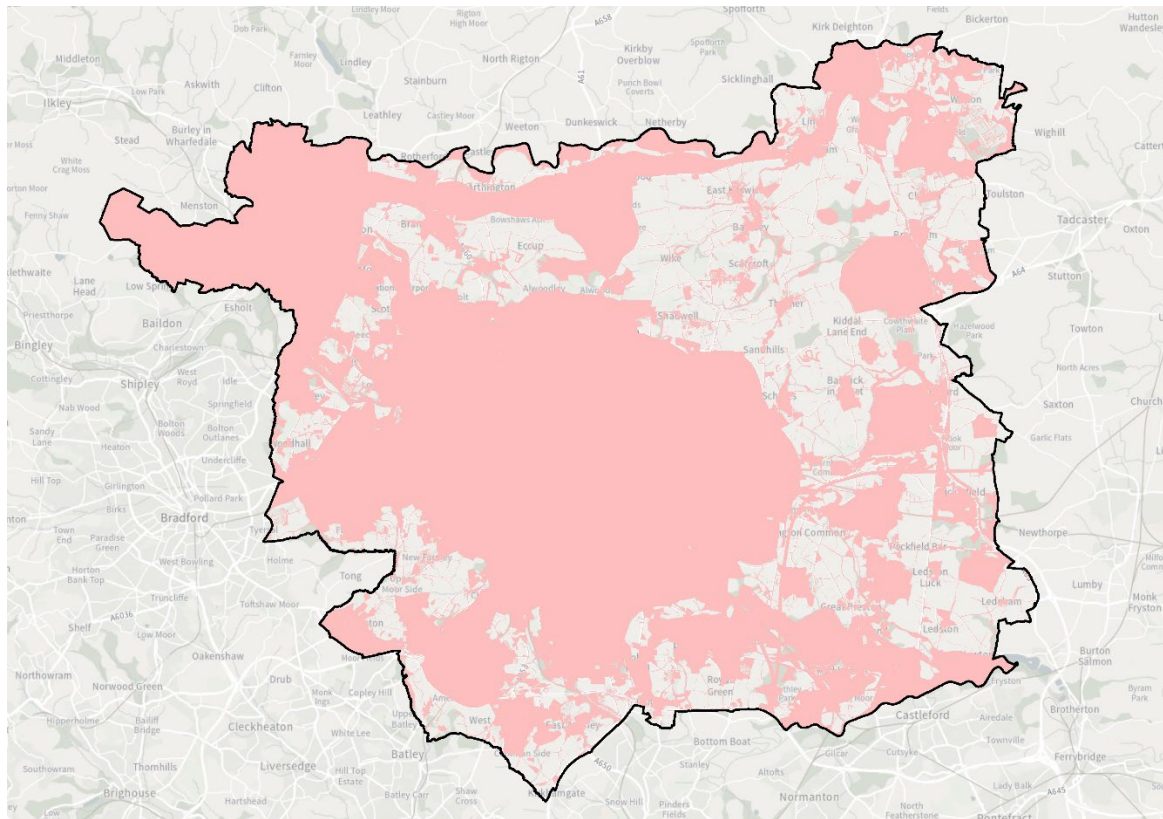
Ref	Strategic Issue	Impact	Areas/bodies affected	Evidence	Resolution / Mitigation	Monitoring	Actions / Response	NPPF Strategic Matters
36	NEW POLICY SP11B LEEDS STATION							
	A non-strategic policy which supports growth of the station and sets criteria for it to be developed in a manner which is well designed and fits within its surroundings and historic environment.	Policy guides improvements of Leeds Station which will assist in journey times, reliability and traveller experience on the main lines coming into Leeds from neighbouring authorities.	ALL	There is no issue to be addressed	There is no issue to be addressed	There is no issue to be addressed	None	None
37	REMOVED FROM SCOPE: LEEDS BRADFORD AIRPORT							
	A policy to guide development of Leeds Bradford Airport was scoped but due to an absence of updated national policy on regional airport growth has been removed from the scope of the update. Existing adopted policy SP12 will guide	This policy has been removed from the scope of Local Plan Update 1 because: <ul style="list-style-type: none"> there is a lack of national guidance clarity on the expected role of regional airports the anticipated baseline for the policy was post-implementation of the airport's 2020 planning permission which has now been withdrawn Current policy SP12 will be relied upon to guide any development at the airport.	Harrogate, Bradford	There is no issue to be addressed as there is no identified impact of removing the Leeds Bradford Airport policy from the scope of the LPU	There is no issue to be addressed	There is no issue to be addressed	Continue to work with WYCA, Bradford and Harrogate Councils to consider the appropriate next steps in any future policy update pending national guidance clarity.	Infrastructure for transport, telecomms, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat) Planning measures to address climate change mitigation and adaptation

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	future growth until a further policy is developed.	Therefore, there is not considered to be any impact on neighbouring authorities.						




Appendix 1: Map showing District's Renewable Energy Potential for Wind



Appendix 2: Map showing District's Renewable Energy Potential for Solar



Key

-  Leeds District Boundary
-  Area Not Suitable for Ground Mounted Solar Farms
-  Opportunity Area for Ground Mounted Solar Farms