

LEEDS LOCAL PLAN 2040

SCOPING CONSULTATION SUMMARY DOCUMENT



FOREWORD



The Leeds Local Plan 2040 will set the future direction of planning policy in Leeds across a range of important areas, from housing to transport the topics we are consulting on will have a significant impact to the city we live in.

From shaping future locations for development, to the role of city and town centres this consultation asks for views on a wide range of issues that will impact everyone in Leeds.

Therefore, the views of local people and organisations are crucial to shaping this work, and we need residents and businesses to have their say - is our approach right for Leeds?

This scoping consultation is just the first stage in the process, and we will continue to seek people's views as we progress, so that the end result is a Local Plan fit to take us through to 2040 which represents the ambitions of our city as a whole to become a better place to live in.

Cllr Helen Hayden
Executive member for Infrastructure and Climate
Leeds City Council

INTRODUCTION

Thank you for reading the Leeds Local Plan 2040 Scoping Consultation summary. For the full consultation material, including the full Scoping Consultation Document and Sustainability Appraisal Scoping Report, and to let us know your views by completing the survey, please visit our website

www.leeds.gov.uk/llp2040



WHAT IS A LOCAL PLAN?

Every local planning authority is required to prepare a Local Plan. It sets out what is expected from new development. It identifies the amount and type of development that is needed (including new homes and workspaces), where it should take place, and the services and infrastructure that is needed to support this. It sets standards that new developments are required to meet to ensure that they are of a high quality. It also includes policies which are used to protect valued community, historical or natural assets. By doing this local people can be clear about what changes will happen in their communities and investors in Leeds can have the certainty they need to do business in the District.

WHY ARE WE UPDATING THE LOCAL PLAN?

It is important that the Local Plan is kept up to date to ensure that its planning policies reflect the needs of communities and businesses in Leeds, address emerging challenges and help us make the most of new opportunities. The Government also requires Local Plans to be kept up-to-date and consistent with national policy, and without this there is a risk that we could lose some local discretion when deciding on planning applications.

In addition, we think that there is an opportunity to simplify the Local Plan by streamlining it so that it only has the policies that we really need. This would make the plan easier to understand and implement, which in turn will make it more effective.

Given the scale and complexity of the Leeds Metropolitan District it is practical to update our Local Plan in smaller chunks. For that reason, we already have a Local Plan Update underway called "Your Neighbourhood, Your City, Your Planet", which is a separate process and focusses on specific policies on climate change, design, health, flood risk, green and blue infrastructure, and biodiversity. We last consulted on this at the end of 2022.

WHAT TOPICS IS THIS PLAN LIKELY TO COVER?

This aim of this consultation is to get your views on what the scope of the Plan should be. At the current time, we think that there are 7 topic areas that the Plan should address:

- **Spatial Strategy** – where new development should take place.
- **Housing** – what type and size of new housing is needed.
- **Economic Development** – whether more land is required for new / expanding businesses.
- **Role of City and Local Centres** – do we need to protect facilities and services in our centres.
- **Minerals & Waste** – how we manage waste and the extraction of resources while protecting local environments.
- **Transport & Connectivity** – integrating accessible and sustainable travel throughout the District.
- **Other policy areas** – ensuring high-quality new development can be delivered while respecting the local environment

HOW CAN I GET INVOLVED?

We want to know what you think about the topics we are proposing to include in the Leeds Local Plan 2040. For each of the topics we are asking some specific questions that will help us understand what you want planning policy in Leeds to address, and what you think we need to consider when developing the plan.

This is just the start of the conversation about the Leeds Local Plan 2040. We will continue to engage with communities as we develop our understanding about what the need for new development in Leeds is between now and 2040, and think about what the options for new policies could be.

WHAT LAND MIGHT BE DEVELOPED?

At this early stage in the process, we don't know what land might be developed. Much will depend on what the District's overall identified needs are, what the overall spatial strategy for distributing development looks like and what we find out from engagement with local communities.

TOPIC 1: SPATIAL STRATEGY

The Leeds Local Plan 2040 will guide how Leeds grows and help make decisions on where development for a wide range of different uses should take place up to 2040. This includes housing (for market housing, affordable housing and other specialist types of housing), different types of business and commercial uses, alongside more specialist minerals extraction and waste processing uses. The Plan will need to consider a balance of social, economic and environmental issues to make sure that the growth of Leeds is sustainable.

To do this we need to consider a wide range of different issues and look at the pros and cons of different approaches. We'll need to consider how well-connected different places are to services and facilities, and whether new development could enable more people to live in '20-minute neighbourhoods' where residents are able to meet most of their daily needs within a 20-minute return walk from home. We'll also need to look at how development might be able to help deliver investment and improvement to parts of Leeds, and what other benefits it might be able to provide, such as new jobs, affordable housing, green space and other community facilities.

It will be important to consider the existing patterns of development across Leeds, and what implications this might have for future needs and opportunities for growth. It will also be essential to understand what impact new development in different locations would have on important things such as flood risk, biodiversity, heritage, green & blue infrastructure, the character of places, and the capacity of existing infrastructure.

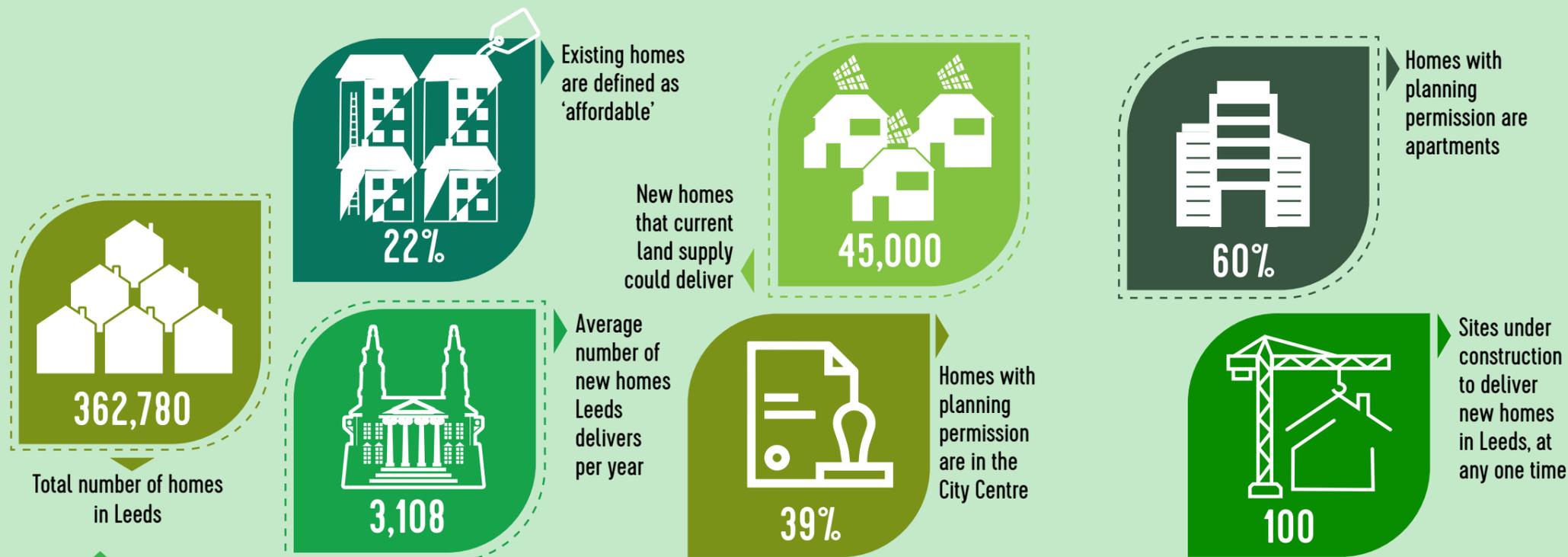
We'll also need to have a clear understanding of what land could be available for development between now and 2040, and how this could be used.



TOPIC 2: HOUSING

WHAT IS THIS TOPIC ABOUT?

We need to ensure that the right size, type and tenure of housing are developed to meet the needs of different people across Leeds. This includes market housing for sale, as well as affordable housing and other specialist types of housing, such as housing for older people.



HAVE YOUR SAY

We need your views on whether we should be looking at this topic as part of Leeds Local Plan 2040. We also want to know what housing issues are important to you and how you think we should plan to meet different types of housing need.

KEY ISSUES / CONSIDERATIONS

- Overall housing requirements
- Local needs
- Affordable housing

- First homes
- City centre
- Housing mix

- Self build
- Older persons accommodation
- Student accommodation
- Co-living

- Housing in multiple occupation
- Accessible housing and bespoke needs
- Gypsy and Travellers & Travelling Showpeople

TOPIC 2: HOUSING

The Council's current position on housing needs is set out in our existing plan (Core Strategy 2014 (as updated by Selective Review 2019) and Site Allocations Plan adopted in 2019. Since then, there have been a number of events, including Brexit, the pandemic, instability in Europe and, more recently, the cost of living crisis that have all made big changes to the housing market.

The Leeds Local Plan 2040 seeks to respond positively to these changes and recognise the issues between current housing needs and the existing land supply in the city. The Council has approved record numbers of new homes in recent years, but we need to know whether these are the right homes in the right places. Planning for housing in the Leeds Local Plan 2040 is about more than just numbers.

We will need to look at the needs for all types of housing in the City, including market-led housing, affordable housing, older persons housing, student housing and other specialist types of housing. We'll also need to look at the specific accommodation needs for Gypsies and Travellers and Travelling Showpeople.

A significant number of the residential planning applications in recent years are located in the city centre and inner area and includes a large amount of new student accommodation. In fact, almost half of schemes granted permission for new homes are flats and apartments in those areas. We need to understand if this is the right mix for Leeds.

The Leeds Local Plan 2040 will look at getting the right size, type and tenure of homes we need for everyone and will deal with the Government's standard calculation of Local Housing Need, which could see an increase on our existing target. Meeting the needs of people in Leeds for all types of new homes in terms of numbers, quality and location is likely to require new land allocations to provide the right homes. In some areas this could include the release of Green Belt land if no other suitable land is available.

Whilst there is significant need for any affordable housing, it is also important that such homes are the right size, type and tenure and in the right place to meet the needs of Leeds residents. Leeds Local Plan 2040 will look at these needs at a more local level. Planning for 100% affordable housing schemes could be a way. There is also an opportunity to more closely link what size/type of affordable housing is needed with what is built and embed the Government's First Homes policy of reduced prices of new homes for certain first-time buyers.

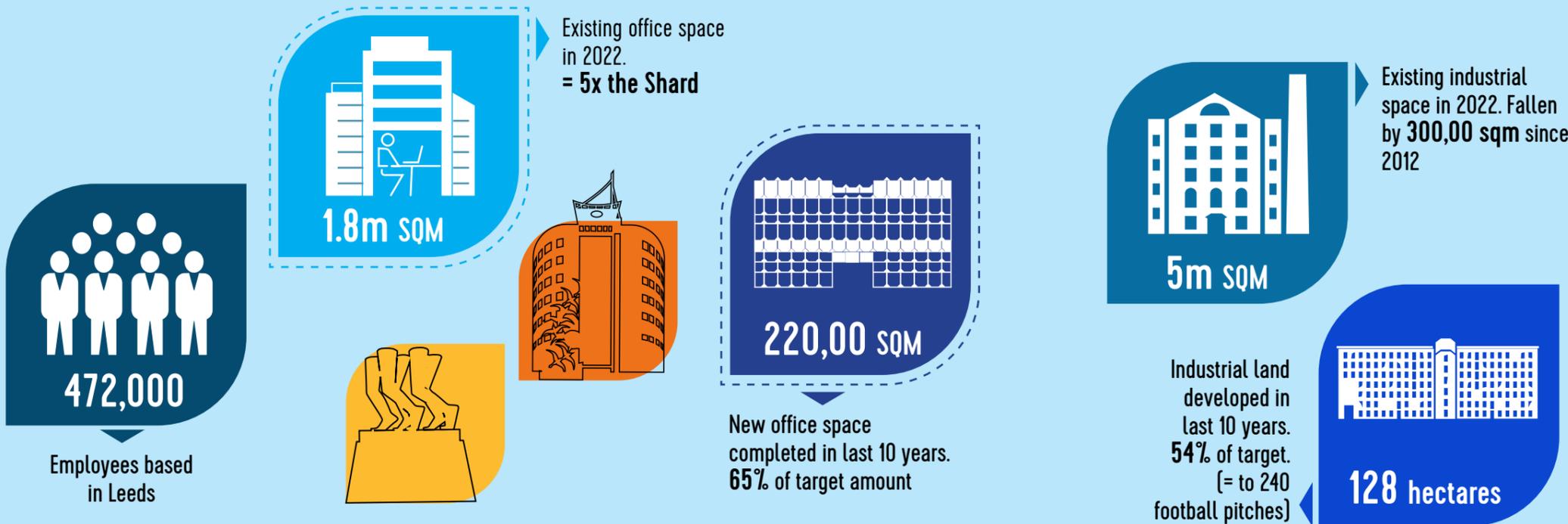
To help us address all these issues we need accurate and up-to-date evidence so we have recently started a new Strategic Housing Market Assessment for 2022 to 2040. We are aware that our evidence and this plan will need to be able to respond to any changes we see from the Government at a national level.



TOPIC 3: ECONOMIC DEVELOPMENT

WHAT IS THIS TOPIC ABOUT?

We need to look ahead and understand how much space within buildings is needed to support new jobs and retain existing jobs across a range of sectors of the economy. This includes offices, research and development, advanced manufacturing, logistics and the creative sector. We also need to look at how the Plan can support tourism in Leeds.



HAVE YOUR SAY

We need your views on whether we should be looking at this topic as part of Leeds Local Plan 2040. We also want to know what you think are important issues to consider or address when planning for economic development in Leeds.

KEY ISSUES / CONSIDERATIONS

- Job growth
- Existing employment areas
- Land requirements
- Offices
- Research and development
- Advanced manufacturing
- Logistics
- Creative industries
- Size, type and location of sites
- Tourism

TOPIC 3: ECONOMIC DEVELOPMENT

Leeds is a diverse and fast-growing economic hub for the City Region and the North of England and there is a need to support inward investment and growth. Our existing plan sets out the amount of space we need to develop up to 2028 in the industrial and office sectors to provide new jobs and support the growing Leeds economy. The evidence to support this plan was produced over a decade ago and now needs to be updated.

Since then there have been a number of events, including Brexit, the pandemic, instability in Europe and, more recently, the cost of living crisis that have all made big changes to the economy, which has resulted in changes to working habits and needs for new business space across sectors of the economy.

We now need to look ahead to 2040 and decide how much space within buildings is needed to support new jobs and retain existing jobs across a range of sectors of the economy including offices, research and development, advanced manufacturing, logistics and the creative sector. We need to consider whether new sites need to be identified in the plan to accommodate new buildings, and what types of site are needed in terms of size and location. This must consider the needs of businesses, linking new jobs to local communities, the capacity of the transport network, and the environmental impact.

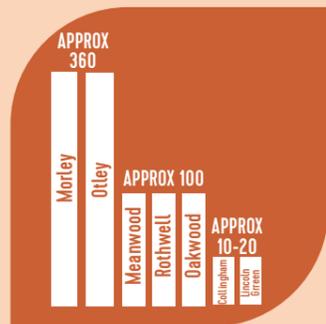
Tourism also forms part an important part the Leeds economy. We need to consider how the plan can support retaining existing visitor and leisure attractions and facilities as well as exploring the creation of new ones.



TOPIC 4: ROLE OF CENTRES

WHAT IS THIS TOPIC ABOUT?

The role of the high street and the city centre is changing, particularly as a result of the pandemic and move to online shopping, and we need to ensure that our planning policies respond to this.



Range in size of local centres - from 10-360 business premises



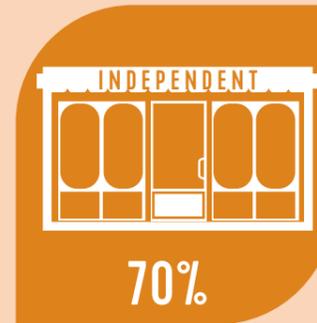
Existing retail space in 2022 (equivalent to 196 football pitches)



Online shopping, as a proportion of total retail sales, has jumped from 11.3% to 26.5% since the Core Strategy was adopted in 2014



Units in local centres are occupied



Units in local centres are independent businesses

HAVE YOUR SAY

We need your views on whether we should be looking at this topic as part of Leeds Local Plan 2040. We would also like your views on whether we need to protect retail spaces, offices and community facilities within the City Centre and our local centres, and how we should do this.

KEY ISSUES / CONSIDERATIONS

- City Centre
- Town Centres
- Local Centres
- Hot Food Takeaways
- Shopfronts, advertising and signage
- Commercial, business and service use
- Main town centre uses
- Mixed use development

TOPIC 4: ROLE OF CENTRES

Leeds has over 60 town and local centres which serve as important hubs for local communities. The Government has introduced changes to national planning law, policy and guidance, which essentially allows for greater flexibility for changes of use between certain town centre uses without the need for planning permission. This has wide ranging implications on our existing local planning policies, as well as how our local centres change and evolve.

There have also been general changes to the economy, shopping habits and the role of the high street which have changed that way we use our local centres. Leeds Local Plan 2040 presents an opportunity to consider updating our local planning policies to ensure these are up-to-date and relevant and adequately protect and support our local centres whilst still allowing for some level of flexibility.

Consideration also needs to be given to Leeds City Centre. The City Centre boundary was last reviewed in 2001 and may need to be updated to reflect current and future needs. In the City Centre sites are often suitable for a variety of uses, and in the past we have allocated them for 'mixed-use' to reflect this. However, as these sites have tended to be delivered for one use or another (i.e. all residential or all office with some ground floor commercial) rather than a mix of both, we may need to consider how we plan for this through any future allocations.

Lastly, the Hot Food Takeaway SPD sets out our existing policy and guidance on restricting hot food takeaway units, and there is now opportunity to review this and help implement more controls following new national guidance.



TOPIC 5: MINERALS AND WASTE

WHAT IS THIS TOPIC ABOUT?

We need to plan for the extraction of minerals (such as sand and gravel), and the processing of waste, in Leeds in a way that minimises the impact on the environment and local communities.



Leeds produced no sand and gravel in the past year (-146,000 tonnes below current target)



Estimated tonnes of crushed rock produced in 2021 (+200,000 above current target)



Tonnes of waste collected in Leeds. **36%** of this is recycled/composted, **62%** incineration/energy from waste



Household waste sent for reuse, recycling or composting, **0.6%** sent to landfill. **395kg** of household waste per person



Tonnes of sand and gravel is shipped into Leeds via the canal (**one 500 tonne barge** replaces **17 lorries**)

HAVE YOUR SAY

We need your views on whether we should be looking at this topic as part of Leeds Local Plan 2040. We would also like your views about what issues we should consider when planning for these types of development.

KEY ISSUES / CONSIDERATIONS

- Adequate minerals supply
- Sand, gravel and crushed rock
- Stone and clay
- Fracking
- Buffer Zones
- Capacity of waste management facilities
- Composting
- Glass recycling
- Sustainable movement of minerals

TOPIC 5: MINERALS AND WASTE

National policy sets out that Local Authorities must make sure that there is a sufficient supply of minerals (such as sand and gravel) to provide the buildings, infrastructure and energy the country needs. Likewise, Local Authorities must take positive steps to addressing the country's waste management ambitions.

The Leeds Local Plan 2040 will need to review the current supply of minerals and waste sites, and forecast future needs over the period 2022-40. This may involve the allocation and/or safeguarding of new sites in Leeds to meet future needs, as well as a review of existing sites to ensure these remain fit-for-purpose.

As part of this the plan can also consider a range of other related issues, such as:

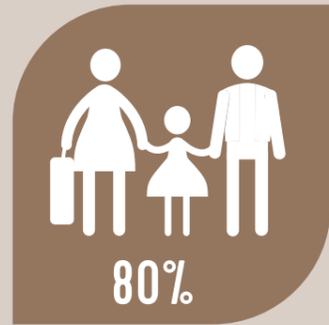
- the size of buffer zones we need to have between sensitive land uses such as residential developments and minerals processing and waste activities, and
- whether Leeds should set its own policies for how we deal with fracking applications.
- How to encourage minerals to be moved by more sustainable means than road.



TOPIC 6: TRANSPORT AND CONNECTIVITY

WHAT IS THIS TOPIC ABOUT?

We want to look at how we can use planning and development to enable more people to travel by more sustainable options, such as public transport, walking and cycling.



Households in 'good' or 'walkable' locations to existing services



Households in Leeds don't own a car or van



Of the proposed new West Yorkshire Mass Transit routes will travel through Leeds



People in Leeds work mainly at or from home

Only 21% of 17-20 year olds and 67% of 21-29 year olds have a driving licence



HAVE YOUR SAY

We need your views on whether we should be looking at this topic as part of Leeds Local Plan 2040. We would also like to know what you think about different ways that we could use the planning system to help Leeds be a city where you don't need to own a car.

- Accessibility standards
- Connectivity

- Active travel
- Public transport

- Car parking
- Transport infrastructure investment priorities

- Local transport hubs
- Mass Transit
- Leeds Bradford Airport

TOPIC 6: TRANSPORT AND CONNECTIVITY

Since the adoption of the Core Strategy in 2019 there have been many changes to transport policy in Leeds and the West Yorkshire region. A number of local, national and global events such as the Council's adoption of the Connecting Leeds strategy, the pandemic, cost-of-living crisis and conflict in Europe have impacted how we need to plan for transport up to 2040.

Leeds Local Plan 2040 seeks to explore ways that planning policy can support the Connecting Leeds Transport Strategy to encourage more sustainable modes of transport by establishing a road hierarchy which prioritises pedestrians, cyclists and public transport and encourages more people to be less dependent on using cars. We'll need to consider how well-connected different places are to services and facilities, and whether new development could enable more people to live in '20-minute neighbourhoods' where residents are able to meet most of their daily needs within a 20-minute return walk from home. It could also explore the introduction of mobility hubs, which are designed to create a seamless interchange between sustainable modes of transport.

The West Yorkshire Transport Strategy 2040 seeks to create a One System Public Transport Network which includes connections to Leeds. To align with this strategy, we can explore how we can safeguard routes for mass transit as part of Leeds Local Plan 2040.

In addition, as part of Leeds Local Plan 2040 we can explore whether it is necessary to update planning policies related to Leeds Bradford Airport.



TOPIC 7: OTHER TOPIC AREA POLICIES

WHAT IS THIS TOPIC ABOUT?

We have a wide variety of existing policies in our local plan, that influence the design and detail of new development. We want to ensure these policies are all up-to-date and reflect local priorities.



Conservation areas



Listed Buildings
48 Grade I,
105 Grade II*
2,332 Grade II



Registered parks
and gardens and
1 battlefield



Leeds district in
agricultural use



Special
Landscape
Areas
(equivalent to
24,170 football
pitches)



HAVE YOUR SAY

We need your views on whether we should be looking at these topics as part of Leeds Local Plan 2040.

KEY ISSUES / CONSIDERATIONS

- Heritage
- Landscape
- Rural development (including Green Belt and Rural Land)
- Open land and green corridors in urban areas
- Agricultural land
- Agricultural and forestry workers dwellings
- Community facilities
- Contaminated Land
- Hazardous substances

TOPIC 7: OTHER TOPIC AREA POLICIES

In addition to the topic areas explained on previous pages, there are a number of other existing policies/subject areas which could also fall within the scope of the Plan to ensure that the policies remain effective, up to date and/or reflect local priorities in Leeds.

The number of policies within the Leeds Local Plan, across five documents can make the current Plan difficult to navigate. There is an opportunity for the Leeds Local Plan 2040 to consider how existing policy could be streamlined. In addition, there are some parts of the current plan that are silent on guidance for certain proposals. For example, whilst there are a number of historic mills within the Leeds District, there is not a specific policy addressing how proposals relating to these assets should be considered. We need to explore whether reliance on elements of existing planning policy along with national policy are sufficient, or whether other mechanisms, such as Supplementary guidance notes, may be as effective in addressing any issues. The Leeds Local Plan 2040 provides an opportunity to identify if any new policies should be introduced to better manage development across Leeds.

The Council is seeking views on whether the following issues could be included in the scope of Leeds Local Plan 2040 and whether there are any other local issues which should be included:

- Heritage
- Landscape
- Rural development
- Open land and green corridors in urban areas
- Agricultural land
- Community facilities
- Contaminated land and hazardous substances





For further information and to let us know your views by completing the survey,
please visit our website www.leeds.gov.uk/llp2040