

**Leeds LDF Core Strategy**

**'Preferred Approach'**

**Development Plan Panel Version**

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# **LEEDS LDF CORE STRATEGY - PREFERRED APPROACH**

## **1. INTRODUCTION AND EXPLANATION**

Leeds is a unique and distinctive place. The District is characterised by its location at the heart of the City Region and is comprised of extensive areas of open land, which provides a setting for a variety of 'free standing' settlements and communities, together with the main urban area of Leeds. The main urban area of the City itself is defined by a series of river valleys, open land, and 'green corridors.'

In seeking to maintain and enhance these important features and characteristics, planning has a key role to play. This includes the need to take a long term view in managing regeneration, development and growth across Leeds and also making sure that planning is integrated with a range of programmes and activities by Leeds City Council (including the Council's Strategic Plan, the draft Agenda for Improving Economic Performance and the emerging Regeneration Strategy), and its partners.

The **Core Strategy** is the principal document within the Local Development Framework (LDF). It sets out the vision for the future of Leeds over the next two decades and provides broad policies to shape development. It is not the role of the Core Strategy however to make site specific allocations for development but, within the context of the Community Strategy (Vision for Leeds), set an overall direction for regeneration, economic development and growth – linked to the principles of sustainable development. Based on the Core Strategy once adopted, a future 'Site Allocations' Development Plan Document, will be prepared to support the delivery of the strategy.

The Core Strategy is set within the context of national and regional policy (see Appendix 1) and has been informed by the LDF evidence base (See Appendix 2). The focus of the strategy is to seek to address a wide range of environmental, social and economic considerations, as part of the challenges and opportunities, which Leeds faces. The timetable for the production of the Core Strategy is set out below.

### **Stages of Core Strategy Production and Submission Timetable**

- Informal engagement (September - December 2006)
- Issues and Alternative Options Consultation (October – December 2007)
- Next Steps (Informal consultation on emerging 'Preferred Approach' - October – November 2009, followed by Publication and Submission, Autumn 2010).

### **Sustainability Appraisal Process**

The preparation of a Sustainability Appraisal (SA) is integral to the LDF process, in accordance with Government guidance set out in the document: '*Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents*' (ODPM, November 2005). This also includes the requirements of the SEA Directive. The purpose of the sustainability appraisal (SA) is to appraise the social, environmental and economic effects of the proposals and policies so that decisions can be made that accord with the objectives of sustainable development. An initial SA was carried out on the Core Strategy Issues and Alternative Options and an interim report was made available alongside this document. In the preparation of the 'Preferred Approach', work has continued to consider 'sustainability issues' and

a final version of the SA, will be completed and the Publication and Submission stage of the Core Strategy.

### **Saved UDP Policies**

Following consideration by the Secretary of State (and under transitional arrangements in the preparation of the Local Development Frameworks), the City Council has “saved” a large number of Policies initially prepared as part of the Unitary Development Plan. The purpose of this is to maintain policy coverage, until UDP policies are eventually replaced by the LDF. The Core Strategy is therefore being prepared within this context. Where Policies need to be updated (due to new national guidance or as a result of the Regional Spatial Strategy), these will be addressed through the Core Strategy (and related documents). Where it is considered that ‘saved’ policies are still relevant and necessary in managing development, it is the Council’s intention that these should be retained. Cross reference is therefore made throughout this document to ‘saved policies’ and for clarity, a schedule is provided in Appendix 3, of UDP Policies the City Council wishes to continue to retain.

## 2. PROFILE OF LEEDS DISTRICT

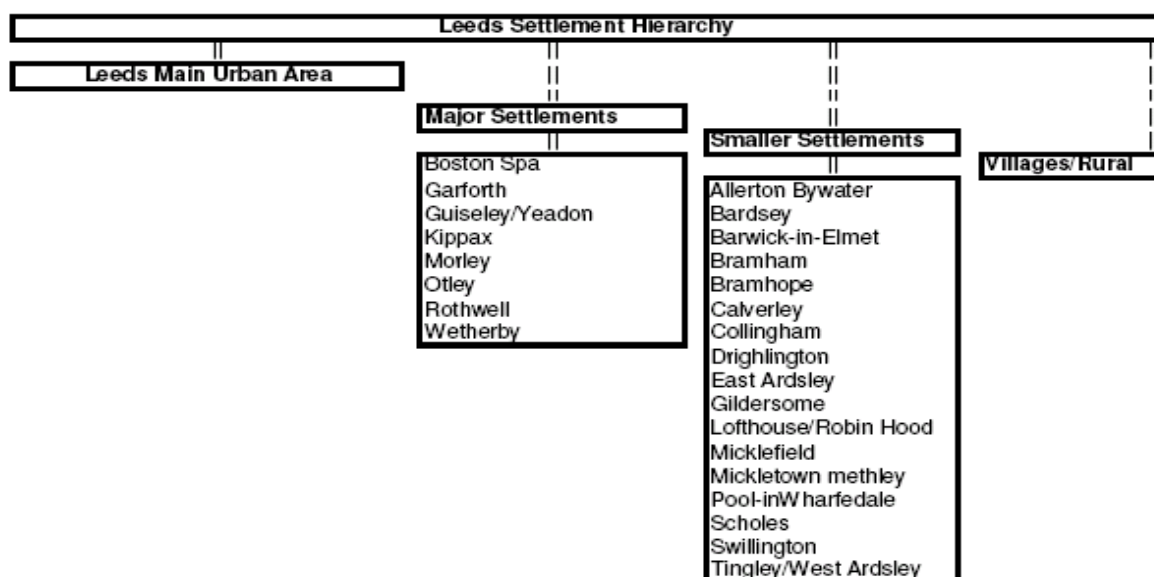
### An Overview of Leeds

#### Where are we now ?

Leeds a successful, aspiring and ambitious UK and European City, which is seeking to 'go up a league'. Leeds is the regional capital and main economic driver of Yorkshire and the Humber and has been identified as the Core City within the 'Leeds City Region' forerunner initiative. The Metropolitan District extends over 55,000 ha (217 square miles) and has major road and rail connections, to neighbouring local authorities, the City Region and to national networks.

Leeds District has a distinctive settlement hierarchy (see diagram below). The main urban area is the most significant part of the settlement hierarchy; it extends to 15,500 ha (28% of the District) and contains 77% of the jobs and 70% of the dwellings. With the City Centre at its heart, the main urban area contains a series of communities and neighbourhoods, which together form the main urban and suburban areas of the city. Surrounding this area are a number of free standing market towns (including Otley and Wetherby). As well as physical separation from the main urban area, the presence of town centres gives these settlements a degree of independence, which warrants recognition as the 2<sup>nd</sup> tier of the hierarchy. There are comparisons with the category of "Principal Town" in the Regional Spatial Strategy, although only Wetherby is so defined. There are then a number of smaller settlements identified because they have a population of at least 1500, a primary school and a shop or pub which make up the 3<sup>rd</sup> tier of the hierarchy. Finally, the extensive areas of countryside with small villages and hamlets make up the 4<sup>th</sup> tier of the hierarchy.

#### Leeds Settlement Hierarchy:



Complementing and overlaying this broad settlement hierarchy, is a hierarchy of town centres, local centres, and neighbourhood shopping parades, which provide shopping, leisure and a range of other facilities. The longer term vitality of such areas is integral to the longer term development of sustainable communities across

the District. At the 'hub' of this distinctive settlement pattern and hierarchy of centres, is the City Centre. The City Centre provides the strategic and commercial focus to the Leeds Metropolitan District and to the City Region as a whole. Over the last 10 – 15 years, the City Centre in particular has witnessed a major period of change. This has not only been demonstrated by the pace of development that has taken place but its increased economic role for jobs and skills. A major feature of this period has also been the high scale of residential development within the City Centre, together with an ongoing programme of the regeneration and renewal of infrastructure (including the public realm).

Based upon its unique characteristic of urban and rural areas, Leeds has developed as a dynamic, successful and aspirational City. These aspects in turn provide both longer term opportunities and challenges. Leeds is a growing City, which is trying to cope with increased demands for housing and employment, together with improved transportation. Whilst Leeds has achieved economic growth, the benefits of such growth have not been experienced across the City as a whole and major issues of regeneration and deprivation remain.

Leeds is also a multicultural City and the need to promote safe, healthy and harmonious communities remains a priority. Whilst recent housing growth in the City has addressed some housing needs, the need for affordable housing remains a major requirement. In recent years also, the need to adapt and mitigate to the consequences of climate change has become a more prominent issue, especially given the experience of major flooding events in Leeds. Within this context, the Core Strategy looks ahead to help shape the longer term economic competitiveness and quality of life, for all Leeds communities.

### **What do we want to achieve by 2026?**

In providing a longer term planning framework for the District, the following ambitions provide a basis for managing change in Leeds. By 2026 Leeds Metropolitan District will have effectively managed a period of uncertainty as a consequence of the economic down turn, to continue to develop its role as a successful, attractive, resource efficient and liveable city, with improved quality of life. The District will continue to make a significant contribution to the prosperity and competitiveness of the Leeds City Region and the Yorkshire and Humber Region as a whole. The demand for new development will be accommodated in a sustainable way and delivered in a planned and managed way supported by the necessary infrastructure for regeneration and longer term growth. More sustainable patterns of living will be achieved largely via the enhanced role of the existing settlement hierarchy – with settlements which have a range of housing, jobs and services to meet local needs, appropriate to their size and function, and where other jobs and higher level services can be accessed conveniently by sustainable means of transport. The City will have developed and begun to implement practical means to adapt and mitigate to the consequences of climate change and ensure that the District is resilient to future changes. The City will have become a place resilient to change and a secure environment for longer term investment.



### **3. ISSUES FACING THE DISTRICT CHALLENGES AND OPPORTUNITIES - SUMMARY**

#### **Strategic Context**

The Leeds Metropolitan District is a unique, distinctive and dynamic place. In reflecting these characteristics and in planning for the City's longer term needs and requirements, a number of key issues, challenges and opportunities have been identified. They are summarised below.

The 2008 mid year population forecast for Leeds is 770, 800 people. In age terms, the most striking feature is the high proportion of young people, reflecting the city's role as a major provider of Higher and Further Education. Around 28% of the population are aged 15 – 29, compared to 20% in this age group in England as a whole. In 2006, ONS estimated that 15.1% of the total resident population comprised people from black and ethnic minority ethnic communities, which was a rise of 5% from the 2001 Census.

Leeds has been an economic success in recent years and a time of boom and employment growth. Over the last twenty years, Leeds has created more jobs than any other major city outside London. A key to its success has been the strength and diversity of the local economy – and the key role of this in driving competitiveness across the wider region. It is still a significant centre for manufacturing, printing and publishing, although the vast majority of people in Leeds work in the service sector, many in finance, legal services and the creative industries. The public sector is also a major part of the local economy, alongside the higher education sector.

The Core Strategy is however being prepared during a time of economic turmoil in the UK and across the world. A slowing down of the economy has turned into a national and global recession, one of a different kind from those experienced in the previous 50 years. This has had a direct impact upon a range of economic sectors and the housing market. Whilst it is difficult to judge its severity, longer term impact and the consequences of wider economic changes outside the immediate control of the city, Leeds needs to draw upon its strengths, aspirations and opportunities to be a successful city of the future.

In terms of the immediate economic prospects for the city (and with the context of the city's emerging "The Leeds Agenda for Improving Economic Performance"), Leeds' firms increasingly need to compete effectively in a globalised economy by ensuring they can operate within a diverse economy, innovate, draw upon skilled labour, deliver 'smart growth', have a choice of well located sites and benefit from an efficient transport infrastructure - within 'a great place'. Changing economic conditions longer term will also mean that the city will need to be able to continue to adapt to the implications of wider issues such as climate change, energy supply and economic restructuring to remain competitive.

Although claimant unemployment overall has traditionally been relatively low in Leeds, there has been a marked increase with the onset of the recession. It is expected that the current increase in unemployment will decrease once the economic climate improves. However even during the strong economic climate there were a large proportion of people on workless, lone parent or incapacity

benefit. Unemployment within some inner city wards was measured at being seven times higher than in some outer wards, a figure which masked pockets of high unemployment on streets through the District. In addition, the average black and minority ethnic unemployment rate is twice that of the rest of the population, whilst among the Bangladeshi community it is four times the average rate. Through the City Council's Business Plan, the Community Strategy (Vision for Leeds) and a range of major regeneration and renaissance activities, the Council and its many partners are committed to reducing the gap between the most disadvantaged people and communities and the rest of the city.

Between 1996 - 2007, the Experian Business Strategies/Yorkshire Futures model, previously estimated an increase of 61,000 jobs, with a projection of a further 15,500 net additional jobs between 2007 – 2016 (such predictions will however need to be reassessed in the light of the current economic down turn). However, whilst job growth is positive for the city and region as whole, appropriate measures will need to be taken to ensure that local people are able to access local employment opportunities and that transport and related infrastructure is sufficient to support such growth. Nearly a third of jobs within the Metropolitan District are located in the City Centre, which is a significant destination for employment, shopping, tourism, higher education, and cultural activities. Within this context, the City Centre's financial and business services play a critical role in the overall economic life of the city (the sector across the Metropolitan District is the largest in the UK outside London). In 2008, it was estimated that approximately 15,000 people will live in the City Centre.

The international profile of the City Centre needs to be improved and more facilities of a regional and national significance need to be provided. Improvements are also needed to make the City Centre safer and welcoming to people of all ages, social and ethnic groups. In addition, physical links and 'connectivity' from the City Centre to adjacent communities needs to be improved so that the economic opportunities of the City Centre can be accessed more easily by neighbouring disadvantaged communities. Accessibility to other major centres of employment outside Leeds is also important, in reflecting the nature of the labour market across the City Region and beyond.

Prior to the current economic slow down, Leeds has experienced higher average house prices than the rest of West Yorkshire and house prices have risen rapidly in recent years. Across the city there issues of housing affordability and even in areas of lower demand, there have been house price increases.

Leeds lies at the 'crossroads of England' where the M1 and A1 cross the M62, and Leeds City Station is at the centre of a regional rail network with excellent rail links to London. Facilities at Leeds-Bradford International Airport have improved, more European destinations are available and passenger numbers are projected to double by 2020. However, a well connected transport system is vital to the City's continued success, including improved public transport surface links to the Airport.

Leeds has a diverse and attractive environment, with substantial tracts of countryside, parks and greenspace, together with a large number of Conservation Areas, which reflect the city's rich and diverse heritage. The protection and enhancement of the built and natural environment is fundamental to the city's future

competitiveness and quality of life, and a healthy and liveable city for all should be promoted. Areas where environmental conditions are poor need to be tackled and Leeds must address and adapt to the long term consequences of climate change.

Leeds has high quality educational opportunities provided by the University of Leeds, Leeds Metropolitan University, three other Higher Education Institutions (including Trinity & All Saints College, which is shortly to attain 'University status'), seven Further Education Colleges, its schools and its training providers. Standards in primary schools are amongst the highest in major cities, and the city's secondary schools are achieving high standards of excellence. However, approximately 10% of the working population living in Leeds have no qualifications and not enough people are reaching their educational potential (the Annual Population survey gives a figure of 17.1% of 16 – 19 year olds without qualifications in 2008 – a figure slightly higher than the UK's and equal to the region's. Addressing such issues is therefore essential in ensuring the longer term development of the city, the establishment of a knowledge economy and the promotion of sustainable communities.

Clearly the preparation of a longer term spatial plan and development strategy for the city, will not only need to manage immediate issues linked to economic change and uncertainty but put in place a longer term framework. This will plan for economic competitiveness, urban regeneration, the protection and enhancement of the city's distinctive characteristics and the delivery of comprehensive and resilient infrastructure.

#### **How can we...?**

- *Deliver major opportunities for regeneration ?*
- *Continue to develop the role of the City Centre ?*
- *Maintain our distinctive settlements ?*
- *Meet the future challenges of a growing city and cope with the increased demands for housing and employment ?*
- *Find suitable locations for development ?*
- *Build on our proud industrial heritage through protecting the built legacy and also adapting to changing economies ?*
- *Maintain and enhance our position as a major UK city region economy, including providing higher education and training opportunities, to become a truly international city ?*
- *Improve transportation and public transport to reduce both current and future congestion and improve sustainability ?*
- *Address the long term consequences of climate change ?*
- *Protect and enhance the green corridors and Green Infrastructure, which extend into the main urban area ?*
- *Protect and promote biodiversity ?*
- *Address the real dangers of flooding ?*
- *Meet the needs of our diverse population ?*
- *Work with other authorities and settlements as the sub-regional capital of the Leeds City Region ?*

### **Core Strategy Evidence Base**

In order to provide a sound basis upon which to prepare the Core Strategy, the City Council has drawn upon many sources of information and data, ranging from demographic statistics to commissioned reports, such as housing supply, demand and markets, employment land needs, flood risk across the District, climate change issues and drainage.

The comprehensive coverage of this evidence base ensures that the Core Strategy's vision, spatial objectives and policies address those issues and conditions facing Leeds. Annual monitoring of the changes occurring in Leeds will identify whether the objectives of the Core Strategy are being achieved, where more work needs to be done to reach goals and targets, and where changes to policy may need to be considered. A comprehensive list of the more substantial evidence base material considered in developing the Core Strategy, is found in Appendix 2, and information on the monitoring of the Core Strategy will be further developed.

### **How Earlier Consultation has Influenced the Core Strategy**

#### **Core Strategy – Issues and Alternative Options**

Within the context of the above evidence base, the preparation of this paper, has been informed by initial consultation in autumn 2006 and the Issues and Alternative Options consultation (October – December 2007). As a basis for wider engagement and comment, a series of questions for consultation were prepared, which centred upon a number of interrelated themes. The key responses to these questions are summarised in Appendix 4. More detailed information can be obtained from the Core Strategy Issues and Alternative Options Report of Consultation (September 2008).

## 4. VISION FOR LEEDS

### Vision for Leeds & Spatial Vision for the Core Strategy

In responding to the issues and challenges set out above, the Core Strategy presents an overall spatial plan for the District for the period to 2026. Central to the preparation of the 'Preferred Approach', is the need for the strategy to be robust and flexible, in meeting the city's needs now and in the future. Consequently, the overarching approach of the Core Strategy is to ensure that Leeds continues to develop as a successful and thriving European city, through the provision of a framework which promotes:

- A competitive economy with a skilled labour force
- A healthy and socially inclusive population
- Quality of place and environment
- Innovation and resource efficiency
- Adaptation to climate change
- Resilience to unforeseen impacts
- The delivery of physical and community infrastructure.

The preparation of the Core Strategy is set within the context of national and regional planning policies and the preparation of the evidence base for the Leeds LDF. At a local level, the Regional Spatial Strategy and Community Strategy (Vision for Leeds) are especially relevant. These set an overall direction and priorities for change and against this framework, a key purpose of the Core Strategy is to deliver these priorities, through the planning process at a local Leeds level.

At the time of preparing the 'Preferred Approach', a review of the Community Strategy is underway. The current strategy however, sets out key long term ambitions for the overall direction of Leeds, as a sustainable and successful place. These are:

- Going up a league as a city,
- Developing Leeds' role as the regional capital,
- Narrowing the gap between the most disadvantaged people and communities and the rest of the city.

The Core Strategy shares, supports and seeks to enhance this overall Vision for Leeds and gives direction to the development and infrastructure needed to deliver the spatial aspects of the Community Strategy up to 2026. It also takes into account the spatial implications of other plans, strategies and programmes at a regional, sub regional and local level, including those dealing with sustainable development, renaissance, regeneration, affordable housing, transport, investment planning, health, culture and community safety. In supporting the delivery of the Vision for Leeds, the Spatial Vision for the Core Strategy is:

**“For Leeds to be a distinctive, competitive, inclusive and successful city, for the benefit of its communities, now and in the future.”**

To be achieved through:

- The continued regeneration & renaissance of the main urban area (including the City Centre) and settlements,

- Meeting the need for homes and economic development,
- Protecting & enhancing the distinctiveness of the built and natural environment,
- Adapting to Climate Change,
- The provision of physical & community infrastructure.

In delivering the Vision for Leeds priorities through the Core Strategy, by 2026 Leeds will:

'Going up a League & developing Leeds role as the regional capital'

→ Be a place of "first choice" for investors, with the economic and regional "offer" of the City Centre maintained and enhanced, supported by a wide portfolio of good quality land and premises for employment uses, in strategic locations across the District.

→ Within the context of international, national, city region and local markets, have a competitive, innovative and enterprising economy (including a strong cultural offer, 'green' / low carbon business, the continued development of the higher education and 'creative' industries sectors), low unemployment and good prospects for further job growth.

→ Priority regeneration areas will be transformed, including the City Centre (incorporating areas south of the River Aire and linked to the (lower) Aire Valley - the delivery of an 'urban eco settlement'), Leeds/Bradford Corridor, the West Leeds Gateway, East and South East Leeds (EASEL), Beeston Hill and Holbeck, and South Leeds (including Middleton), as thriving communities in which to live and work.

→ Achieve the on going transformation of the (lower) Aire Valley into a place for innovation in the delivery of a vibrant sustainable residential and commercial community (including the delivery of an 'urban eco-settlement'), within the wider 'green' setting of the valley.

→ Maintain and enhance the role of settlements and the town and local centres within them, to ensure that their viability is secured by an appropriate scale and range of uses as vibrant hubs for their local communities.

→ Have sustainable and resilient infrastructure, including significantly improved surface transport links to Leeds Bradford Airport.

'Narrowing the Gap'

→ Help secure the renaissance of the City Centre 'Rim' resulting in urban renewal, 'greening' and improved physical connectivity.

→ Be a place where people are able to realise their full potential, have good health, access good quality homes, jobs, and education, and enjoy a good quality of life.

→ Have a range of employment premises located near or are highly accessible to where people live.

→ Have a range and choice of high quality affordable housing.

→ Have a phased approach to longer term housing development and growth, to ensure that priorities for urban renaissance and renewal and the needs for mixed and balanced communities are met.

→ Ensure that, where new housing growth areas are needed, they have been ‘woven’ into the City and are planned as sustainable communities, accessible to public transport provision, green infrastructure and community facilities.

‘Environmental Sustainability’

→ Have an integrated network of Green Infrastructure across the District, which enhances the setting of places (in and around settlements) and brings a sense of the ‘countryside’ and ‘openness, within them.

→ Continue to manage and adapt to the consequences of climate change, including heavy rainstorms through improved management of surface water and the completion of the Flood Alleviation Scheme along the River Aire.

→ Manage natural resources and waste in a resource efficient and sustainable manner, supported by the necessary local infrastructure.

→ Have a significantly improved and integrated network of public transport provision and opportunities for walking and cycling.

→ Be internationally recognised in leading the way in terms of sustainable development (including carbon reduction and resource efficiency) and high quality design.

→ Renewal energy technologies will have been delivered; to make a significant contribution to the heat and power supply needs of local communities.

**Strategic Themes and Spatial Objectives**

As a framework to deliver the Regional Spatial Strategy and Vision for Leeds priorities, the ‘Preferred Approach’ identifies a series of interrelated themes. These provide a basis for Leeds to enhance its role and character as a **Distinctive Place** and longer term strategy for regeneration and growth in **Shaping the Future**. These themes are supported by a series of interrelated Spatial Objectives, which in turn provide a framework for the strategy and policy approaches, described within each theme.

<b>A.</b>	<b><u>LEEDS – A DISTINCTIVE PLACE</u></b> <ul style="list-style-type: none"> <li>• <b>Green Infrastructure</b></li> <li>• <b>Sustainable Communities</b></li> </ul>
<b>ST. 1</b>	<b>Green Infrastructure</b> <i>To protect, maintain and enhance the distinctive setting and character of Leeds through the provision of a comprehensive network of Green Infrastructure (and the Natural Environment) via</i>
GI & NE 1.	The protection and enhancement of the countryside, rural landscape, the setting of the main urban area and freestanding settlements from the adverse impacts of development.
GI & NE 2.	Development, which respects and is integrated within a network of Green Infrastructure that is planned and managed.

<b>ST. 2</b>	<b>Sustainable Communities</b> <i>Support the provision of Sustainable and inclusive Communities through:</i>
SC 1.	The promotion of the City Centre and the distinctive Leeds main urban area (as the key component) and settlement hierarchy (including the identification of town and local centres within them) as a focus for shopping, economic development and local facilities, urban renewal and renaissance, mixed and cohesive communities, which maximise opportunities for walking and cycling.
SC 2.	The improvement in provision of a wide range of high quality health, education, cultural, and leisure facilities, as the focus for communities, and with extended community use and linkages.
SC 3.	The creation of new buildings and spaces around them, which are of high quality and enhance the local environment in providing positive and distinctive character, a strong sense of place and allow the wider connectivity and accessibility of areas.
SC 4.	New buildings and places, which are designed to meet sustainable design and construction standards (including zero carbon development and by minimising the use of resources and waste).
SC 5.	The conservation and enhancement of the historic environment and built heritage of the District.
<b>B.</b>	<b><u>SHAPING THE FUTURE</u></b> <ul style="list-style-type: none"> <li>• <b>Managing the Needs of a Growing City</b></li> <li>• <b>Managing Environmental Resources</b></li> <li>• <b>A Well Connected City</b></li> </ul>
<b>ST. 3</b>	<b>Managing the Needs of a Growing City</b> <i>To manage the needs of a growing city, the Core Strategy needs to:</i>
MNGC 1.	Achieve a balance between a growing population and the creation of jobs, against a mix of residential, employment, community and other local services, that together help create a well served community, capable of providing locally for many of its needs. Through this approach, achieve the regeneration of existing communities and the development of new places, which all has their own identity and sense of place.
MNGC 2.	Plan for a diverse and competitive economy, which makes best use of land and premises across the District, in locations (including the City Centre), which are highly accessible to the community and wider labour market via sustainable forms of travel.
MNGC 3.	Place strategic emphasis upon making the best use of previously developed land and vacant or underused building, to help regenerate urban areas (including identified priority areas) and the safeguarding of the general extent of greenbelt and open countryside. Within the context of this overall strategy, plan for longer term housing growth requirements.
MNGC 4.	Provide sufficient affordable housing and housing supply, supported by the necessary infrastructure.
MNGC 5.	Help deliver the renewal or redevelopment of the housing stock, in providing a mix of housing types, sizes and tenures that can meet the full range of residents' needs.
<b>ST. 4</b>	<b>Managing Environmental Resources</b> <i>In safeguarding the environment of the District, the Core Strategy needs to:</i>
MER 1.	Protect natural habitats and take opportunities to enhance biodiversity.
MER 2.	Promote development that respects environmental limits, mitigates and adapts to the consequences of climate change (including minimising flood risk), protects the high quality built and natural environment of the District and protects air and water quality.



MER 3.	Promote opportunities for low carbon and energy efficient power (and heat) supply.
MER 4.	Make efficient use of natural resources (including minerals) and the effective minimisation and management of waste.
<b>ST. 5</b>	<b>A Well Connected City</b> <i>In the delivery of an accessible and integrated transport system to support communities and economic competitiveness, the Core Strategy aims to:</i>
WCC 1.	Facilitate a good choice of high quality and easy to use sustainable forms of transport to serve developments that generate significant demand for movement.
WCC 2.	Ensure that development occurs in locations that are currently, or will be, accessible by public transport, walking and cycling.

## 5. STRATEGIC THEMES

### A. LEEDS - A DISTINCTIVE PLACE

#### (i) GREEN INFRASTRUCTURE (AND NATURAL ENVIRONMENT)

##### Green Infrastructure

Integral to achieving the city's longer term aspirations for regeneration and development, is the need to make Leeds resilient to future climate change (Appendix 5 and Strategic Theme (iv), Managing Environmental Resources). Central to this is the importance of identifying, linking and extending Green Infrastructure and increasing the amount, distribution and accessibility of greenspace.

A key strategic principle in the adopted UDP is that greenspace is protected and enhanced as an important land use in its own right in conferring amenity, quality of life and a sense of identity to established communities and future growth areas. Consequently, 'saved' policies in the UDP not only protect this basic resource (Policy N1 and N1A), but also express a set of minimum standards, which act as targets to guide the provision of new greenspaces (Policy N2). In addition saved Policy N4 ensures that the need for greenspace is addressed in considering proposals for residential development in accordance with the hierarchy set out in Policy N2.

However, as Leeds develops it will also need to extend both its conventional infrastructure and its green infrastructure at a level that keeps pace with the number of people living and working in the District to ensure that a decent quality of life can still be provided for everybody. Leeds' distinctive landscape character needs to be respected, conserved and enriched in meeting the challenge of a growing city. Therefore a key challenge for the Core Strategy is to manage growth in ways, which maintain the setting of Leeds within an attractive network of connected greenspaces that enhance its environment and distinctiveness. This means that Green Infrastructure must play a crucial role in shaping the future pattern of growth in Leeds.

##### **What is meant by the term Green Infrastructure?**

Green Infrastructure is defined as:

*“The network of multi-functional green spaces, both urban and rural, which includes protected sites, woodlands, nature reserves, river corridors, public parks and amenity areas, together with green linkages. 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”.*

This definition is useful because it highlights that many different uses take place in Green Infrastructure (GI) and that it is the green backdrop against which all other activities take place. It also acknowledges that GI is not just about 'honey pots' (areas like national parks and AONB) but that it is about networks of greenspaces and habitats and how they function.

The term “Green Infrastructure” is different from Green Belt. Whereas the Green Belt essentially helps to prevent the uncontrolled spread of development and avoid the coalescence of settlements, by comparison, GI is the strategic networks of accessible, multi-functional sites (including playing fields, parks, woodlands, informal open spaces, nature reserves and historic sites) as well as linkages (river and canal corridors, floodplains, wildlife corridors and greenways that penetrate into and through the developed areas from the countryside. GI also includes the distinctive landscapes which contribute to the character of Leeds, maintain the District’s biodiversity and environmental quality and contribute to people’s sense of well being.

Although GI is relevant at all spatial levels, in the context of the Core Strategy it is confined to strategic areas and sets the scene for the growth of Leeds to be based upon a sustainable approach to development. GI networks operate across administrative boundaries, and linkages between areas, corridors and networks should be maintained and strengthened in order to:

- Allow the movement of people and wildlife through linear ecosystems.
- Improve accessibility via urban greenspaces to the countryside for people who live within the main built up areas.

Not all of Leeds’ GI is easily accessible and therefore one of the key objectives of the Core Strategy is to improve people’s access, wherever they live, to a network of greenspaces, including major city parks, green corridors, river and canal corridors, nature reserves and woodlands.

The network of Public Rights of Way (PROW) represents the arteries that help people access the countryside and urban greenspaces, linking people with place and linking urban to rural. Leeds has a total path network of 799 km (footpaths, bridleways and byways) plus a number of ‘permissive’ paths that enhance this network. Included within this total are key strategic routes (such as the Leeds Country Way), local recreational routes (such as the Meanwood Valley Trail) and open access land (total 350 ha.) including some Woodland Trust sites.

The Council has prepared a draft Rights of Way Improvement Plan which was consulted on between July and October 2008. This sets out areas for consideration and improvement across the rights of way network over a 10 year period. This includes a programme to complete the Definitive Map for Leeds, the legal record of public rights of way. There is therefore a strong and interdependent relationship between the need to protect, enhance and add to the GI and the corresponding need to support the improvement of the PROW network in planning the future of Leeds at all spatial levels.

GI also offers opportunities to meet requirements under PPS9 para 12, to “...maintain networks (ecological) by avoiding or repairing the fragmentation and isolation of natural habitats through policies in plans. Such networks should be protected from development, and, where possible, strengthened and integrated into it (the development)”. Many sites and species have become isolated in the past through development and the ecosystem function such habitats can offer has been lost. A GI approach can enable some of these functions to be restored and their isolation reduced.

### The role of GI in promoting improved health and well-being

Protecting and enhancing the natural environment, together with improving access to open spaces for formal and informal recreation, is fundamental to people's health and sense of well being. The key message in the Government publication 'Healthy Weight, Healthy Lives: A cross Government Strategy for England – Jan.2008', is that people need to build physical activity into our lives more than at present:

*“Government, business, local communities and other organisations will support this by creating urban and rural environments where walking, cycling and other forms of physical activity, exercise and sport are accessible, safe and the norm”. “Local authorities have an important contribution to make in their ‘place- shaping’ role as planning authorities and working in local partnerships with other agencies”.*

The role of the Core Strategy is therefore crucial in protecting and promoting GI as a way to help deliver this, from the 'headline ' strategic vision through to ensuring that planning applications for new developments take into account the need for people to be physically active as a routine part of their daily life.

### Mapping the Green Infrastructure

Map 1 below, shows the broad strategic patterns of Green Infrastructure highlighting the rural/green context of the Leeds District and how it relates to adjoining local authority areas. It demonstrates the importance of the main green corridors that reach into the main urban areas and the smaller connecting greenspaces that are important in facilitating community access. The map also points towards where the green network needs to be strengthened to cover gaps or missing links.

The GI at this strategic level 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. However, GI does not have to be accessible to people to be of value. The key areas of Strategic Green Infrastructure in Leeds are:

- The river valleys of the Aire and Wharfe and associated functional floodplain.
- The limestone ridge that runs down the eastern part of the District, that gives rise to a distinctive landscape, on either side of the ridge, settlements with a particular character and a predominance of woodlands.
- Areas of woodland, both public and private, of 2 hectares or more in size.
- Rural North Leeds, which stretches into the Nidderdale Area of Outstanding Natural Beauty (AONB).
- The strategic separation between Leeds and Bradford.
- The sub-regional green belt areas, which penetrate the built up areas in South Leeds.
- The relatively small section of the Hawksworth Moor Special Protection Area in the NW part of Leeds, which leads into the Bradford District.
- Major urban parks and country parks.
- Tributaries along the Wyke Beck Valley, Meanwood Beck, Gledhow Valley and Tong Cockerdale Valley and the associated functional floodplain.
- The Kirkstall Valley and Upper Aire, including the West Leeds Country Park and Kirkstall Valley Park.
- The wetland areas along the river and canal corridor in SE Leeds, which are of sub-regional importance as bird reserves.

The inclusion of areas as forming part of the GI does not necessarily mean that no development can take place in those areas. In fact, housing growth may provide a means to ensure that GI can be delivered and/or enhanced. The Core Strategy identifies areas, such as the Lower Aire Valley, where housing growth and GI overlap and the Core Strategy therefore provides policy guidance on how the housing growth can be delivered in such a way as to respect and enhance the GI.

Such an approach could also be used to 'retrofit' GI enhancement through future development within the existing urban area. For example, in areas where the chain of greenspace is broken by areas of built development or private open land, the Council will seek to achieve provision for one or more of the corridor functions when any planning proposal is put forward. In this way developments can deliver GI in a more holistic and strategic manner. A description of the broad component landscapes that make up the strategic GI across Leeds MD is included with Appendix 6. These areas are important in their own right but also for the way in which they inter-connect and provide the network of accessible greenspaces that provide the means for people and wildlife to move through the built up area and link up with the countryside. The Council will therefore seek to protect and enhance these spaces through development control, the creation of open space as part of new development and through developer contributions.

### **Corridors within the Urban Areas**

These are a complex network of green areas, which run through the urban areas, which provide important local 'breathing spaces' and amenity areas. One of the key distinguishing features of Leeds is the way in which the countryside runs into the main built up areas along corridors and valleys. These corridors are important for wildlife but they also enable local communities to access greenspace for recreation and exercise close to where they live. In a major city like Leeds, these corridors are also extremely valuable in facilitating accessibility between the main built up area and the surrounding countryside.

It is considered that there are important opportunities to enhance the GI within and around such corridors, close to where some of the greatest pressures for development are. The character and value of this GI helps to resist inappropriate development and helps to shape the pattern of growth by incorporating GI requirements. Key opportunities to enhance the GI are:

- Strengthening the lower Aire Valley as a series of open spaces and wetland habitats of sub-regional importance.
- To 'green' Leeds City Centre and find ways to continue green corridor links into the heart of the city, using the river Aire and canal waterways corridor as a key linking element.
- The West Leeds Country Park, Kirkstall Valley Park and Aire Valley Leeds
- The Wharfe Valley
- Wyke Beck Valley
- Woodhouse Ridge
- Meanwood Valley
- Tong Cockersdale
- Gledhow Valley

## **Policies to Protect and Enhance Green Infrastructure**

### **POLICY G1: STRATEGIC GREEN INFRASTRUCTURE**

The Strategic Green Infrastructure for the Leeds District is defined on the Key Diagram. Within these areas the Council will safeguard and, in partnership with others, seek ways to enhance the following key corridors for wildlife and amenity:

- Upper Aire Valley, along the River and Canal corridor and including the West Leeds Country Park and Kirkstall Valley Park
- Aire Valley Leeds
- The Wharfe Valley
- Wyke Beck Valley
- Woodhouse Ridge
- Meanwood Valley
- Tong Cockersdale
- Gledhow Valley

As stated in above, the inclusion of an area within the defined GI does not necessarily mean that no development can take place in those areas, although development may be precluded by other policy designations, including Green Belt and Greenspace. Clearly, each constituent part of the GI has its own individual character and tolerance to accommodate sympathetic development of an appropriate scale. Some parts of the GI have very limited or no potential for development, whereas in others, such as the (lower) Aire Valley, carefully considered housing growth may provide a means to ensure that GI can be delivered and/or enhanced as part of a comprehensive scheme for the regeneration of this area. Therefore;

### **POLICY G2: DEVELOPER CONTRIBUTIONS FOR GREEN INFRASTRUCTURE**

Where a level of development is considered to be acceptable within or adjoining areas defined as Green Infrastructure on Map 1, the Council will seek developer contributions to improve the quality of the Green Infrastructure and/or to extend it in order to fill in gaps in important corridors, including extending green corridors into Leeds City Centre.

### **Managing Future Growth**

The Leeds District faces some major challenges in accommodating housing growth and other development needs commensurate with its role at the heart of the City Region. Saved UDP policy N4 ensures that the need for greenspace is addressed in considering proposals for residential development in accordance with the greenspace hierarchy set out in Saved Policy N2. The Core Strategy, in section (iii) Managing the Needs of a Growing City, puts forward a proposal for dealing with development requirements, by identifying a longer term strategy for regeneration, housing growth and economic development. This scale of development creates an enhanced requirement for green infrastructure, i.e. not merely useable greenspace which is provided as part of a site's layout and design but demonstrates how development can be integrated with the existing built up area, existing green corridors and, where appropriate, the surrounding countryside, with a mix of new multifunctional greenspace and woodland.

Therefore, delivering housing growth in this area(s) is contingent upon the need to fully incorporate additional green infrastructure and to take up the opportunity to improve the quality of the interface between the built up areas and the surrounding countryside, as well as improve people's access to a wider network of greenspaces. Advice about the type of the greenspace needed will be given by the City Council at an early stage in the development process, to ensure it can be integrated into the design process.

### **POLICY G3: MAJOR GROWTH AREAS**

**Major areas of urban renewal and infill, urban extensions and settlement expansion will need to provide greenspace consistent with the standards set out in 'saved' Policy N2, that can be used for formal and informal recreation in order to promote healthy lifestyles, help to manage climate change and enhance nature conservation. In addition, developers will be required to demonstrate that their proposals can be successfully assimilated into the adjoining green infrastructure and, where appropriate, accommodate improved links for people to access to the wider greenspace areas and open land.**

#### Landscape Character

The descriptions of the principal components of Leeds' landscape character areas (see Appendix 5.), illustrate the diversity and intrinsic attractiveness of much of the District for both people and wildlife. Having such quality landscapes so close to a very large population is clearly a key attribute. These Special Landscape Areas or 'distinctive landscapes' are already protected in the UDP by 'saved' policy N37 and some of these areas fall within the areas of multi-purpose Green Infrastructure. However, there are a number of key components of Leeds' landscape character and natural habitats, which the Core Strategy can help to safeguard and enhance.

#### Natural habitats

Green infrastructure is essential to ensure that wildlife species can flourish because it helps to ensure that habitats do not become isolated and fragmented. Leeds is currently mapping its Habitat Network and managing the need for development and its potential impact on identified Habitats will be an important consideration.

### **POLICY G4: THE LEEDS HABITAT NETWORK**

**Development will not usually be permitted, which would have a significant adverse impact on the integrity and connectivity of the Leeds Habitat Network. Proposals for development will be required to demonstrate a positive contribution to the habitat network through habitat protection, creation and enhancement, or through a financial contribution towards such works. These will be secured through planning conditions and obligations.**

#### Trees and Woodland in Leeds

Information held by West Yorkshire Ecology (2003) show that there are currently 3,660 hectares of woodland of over 2.0 ha. within the Leeds District, representing 6.45% of the land area. Within the UK, woodland cover is currently a little over 12%, closer to 8.4% for England. However, if woodland areas of 0.01 ha and above are taken into account, this puts the total area of woodland at a little over 4,450 ha. or 8.06% of the Leeds area. These woodlands are predominantly mixed broadleaves (95%).

A little over 1250 ha (2.0 ha and above) is owned and managed by the City Council. These woodlands vary in size and complexity, from the large estates found at Temple Newsam and Chevin Forest Parks, to small, urban woodlands such as Skelton Wood in north east Leeds. It is an aspiration of the City Council to increase the amount of woodland cover for the benefit of both people and wildlife as well as improve landscape quality. Based upon research carried out by the Woodland Trust, ideally everyone should have access to:

- a minimum of 2.00ha of woodland within 500m of where they live;
- a minimum of 20.0ha of woodland within 4km of where they live

If this is translated to the Leeds context, there is a need to:

- Increase small woodlands (2.0ha+) by a total of 577ha. (approx. 288 new woods if all were to be 2.0ha. in size.
- create one new large woodland (20 ha. in size) within 4 km of where people live.

If this is applied to the Leeds District it would mean an increase in woodland cover of approximately 600ha, a 16.5% increase on current cover taking the total area up to 4,260 ha (or 7.5% of the land surface of Leeds). This represents a very ambitious target, creating on average 30 ha 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 groups. However, given that tree and woodland planting will help the City to 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 bringing forward planting sites of woodland blocks, copses and linear tree belts in areas where:

- there is a local marked absence of woodland
- it would link existing isolated small woods and associated valuable habitats
- it would enhance the landscape character or screen negative views.

The Council is consulted on Forestry Commission felling licence applications. Where licence applications for felling and/or thinning, would detract from landscape character, significantly affect biodiversity or do not include supportable proposals for replanting/future management, the City Council will make representations requiring amendment or recommend refusal. Therefore;

#### **POLICY G5: WOODLAND**

**The Council will on its own initiative and through the development process, work towards increasing woodland cover in the District (from 6.45% to 7.5%, by 2026. This will include planting in both urban and rural areas and partnership with the Forestry Commission, Natural England and landowners, to help deliver this.**

Existing trees and woodland can be a feature of windfall and allocated development sites. They may have become local landmarks and part of the distinctive character of the local area. To conserve these local features and integrate new development into the receiving landscape, such features should be conserved where possible (subject to a condition survey), protected properly during construction and their future management catered for, as part of the development process, where not included in individual curtilages. Development should be at appropriate distances



from retained trees to ensure that they survive in a healthy condition and do not become a nuisance to future occupiers. Within this overall context, areas of Ancient Woodland and veteran trees, are also significant in contributing towards local distinctiveness, amenity and biodiversity.

#### **POLICY G5A: TREE PRESERVATION ORDERS, PLANNING CONDITIONS AND LEGAL AGREEMENTS**

**Tree Preservation Orders, Planning Conditions and Legal Agreements, will be used, as appropriate, to ensure that existing trees are protected and the future management of woodland is supported, where appropriate, by the creation of Management Companies or the ownership transferred to the City Council (or a registered organisation), with an adequate commuted sum.**

#### **POLICY G5B: ANCIENT WOODLAND AND VETERAN TREES**

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

#### **Wetland Nature Reserves**

The wetland reserves of Fairburn Ings (located just outside the Leeds boundary in Selby District), and the former open cast site at St. Aidan's are already wetland bird reserves of sub-regional importance. Skelton Lake and the recently established Rothwell Country Park, provide an opportunity to improve public access, together with other greenspaces/wetland areas that may emerge in the context of the Aire Valley Leeds (AVL) Area Action Plan, in addition to enhancing the broader green infrastructure and to fully integrate this with the significant growth that is planned for this part of the Aire Valley. The aim is to ensure that the area's green infrastructure and 'blue' assets (lakes, wetlands, river and canal) are fully integrated into emerging plans for this new mixed community.

#### **POLICY G6: LOWER AIRE VALLEY**

**The Council will support the development of a network of wetland nature reserves and complementary Greenspaces within the Lower Aire Valley, in order to provide a habitat for wildlife and an amenity for local communities including the adjoining area (AVL) of significant housing and employment growth.**

#### **Natural Greenspaces**

The City Council is currently completing a Greenspace Audit (PPG 17) and future Needs Assessment. Within the wide context of greenspace and the natural environment, woodlands are an integral part of a much larger element of natural and semi-natural greenspaces, which also include meadows, wetlands; open running water and naturally reclaimed quarries. The fact that access to the 'natural world' improves people's health and well being is the basis of Natural England's 'Accessible Natural Greenspace Standard (ANGSt). This advocates that every home should be within 300m of an accessible greenspace of at least 2.0ha. and one 20ha. site within 2km of home. More strategic ANGSt targets suggest that there should ideally be one accessible 100ha. site within 5 km and one 100ha. site within 10 km. Whilst these targets are not easy to achieve the City Council supports them and consequently, will take them into account in planning the future growth of the Leeds District.

**POLICY G7: ACCESS TO 'NATURAL' / 'SEMI NATURAL' SPACES**

**The City Council will take Natural England's ANGSt standards into account, in reviewing and developing standards for Greenspace, natural areas and woodland/Green Infrastructure targets, following conclusion of the PPG 17 Audit, the Council's objective will be to maximise people's access to natural and semi natural spaces in planning the future regeneration and growth of the District.**

## **(ii) SUSTAINABLE COMMUNITIES**

Within the context of long standing commitments for the regeneration and renaissance of Leeds, the Vision for Leeds and the RSS, a fundamental strategic priority of the Core Strategy, is to ensure that Leeds has sustainable communities, which offer a high quality of life and strong sense of place for the people who live and work within them. This is integral to the overall health and prosperity of the District. This means that the physical aspects of development must reflect community needs, including the provision of modern forms of retailing, services, and facilities in locations, which are accessible to all sections of the community via sustainable transport methods. In supporting this approach, the Core Strategy needs to direct and take into account the priorities for regeneration and urban renaissance across Leeds.

Within the above context, the establishment of the Homes and Communities Agency (HCA) has given renewed impetus to urban renewal and housing improvement initiatives (as well as supporting Affordable Housing). In addition, within the context of city region proposals, the City Council is seeking to progress “Urban eco settlement” opportunities within the city (linking south of the City Centre and the lower Aire Valley), as a basis for area based regeneration, housing growth, economic development, higher standards of building design and local sustainability. Within this overall context, there is also wider support for major partnership initiatives to tackle ‘falling housing market’ areas and the need to improve the quality of the housing stock in areas such as East and South East Leeds (EASEL). Such approaches are not only consistent with the overall, approach of the Community Strategy but also the Regional Priority Areas (Policies LCR1 and LCR2), the Role of Regional Cities and sub Regional Cities and Towns (Policy YH4), Previously Developed Land targets (‘at least 65% of housing development on brownfield land’ Policy H2, Location of Development on reused and previously developed land Policy YH7), Housing priorities (Policy H3) of the Adopted RSS.

### **Regeneration and Renaissance**

An important objective of the spatial requirements of the Core Strategy is to consider the need to plan regeneration and renaissance comprehensively. With a wide range of partners and within the context of the UDP Review, Vision for Leeds, and the Council’s emerging Regeneration Strategy, the City Council has a long term commitment to delivering a Renaissance Framework for Leeds. This Framework, the Core Strategy and the LDF as a whole, provides a context within which partner organisations and investors can work when making investments in the sustainable development of the city. Involvement and ownership of regeneration plans by local communities is also essential.

Existing areas in Leeds where regeneration is a priority are generally characterised variously by high levels of deprivation, unemployment, low levels of opportunity and aspiration, poor condition and choice of housing, poor health, unattractive environments, a lack of private investor interest, and areas which contain large areas of derelict or contaminated land.

In addition, new and redeveloped areas of housing cannot be viewed separately from the necessary infrastructure requirements for mixed and sustainable communities. New development puts increased pressure on local services

especially in residential areas, so it is important that the planning of projects includes an assessment of links with jobs, transport, the environment, education, health care, and retailing. In line with the national and regional policy base, the reuse of previously developed land (including the remediation of contaminated land) is also one of the key priorities of the Core Strategy and an integral aspect of regeneration.

The West Leeds Gateway, Little London, East and South East Leeds (EASEL), Beeston Hill and Holbeck, the Leeds Bradford Corridor, and South Leeds (including Middleton), are a grouping of urban areas, which share a legacy of deprivation, and provide opportunities for positive action. Some of these areas have been identified in the UDP and the RSS as priority areas, which would benefit from regeneration, and others have developed out of more recent evidence, including the preparation of the Rim study (see below and Appendix 2). The lower Aire Valley is also identified in the RSS, and provides a major opportunity for a sustainable residential development, incorporating remediation of previously developed land and increased linkages and green infrastructure.

The inner ring road and the road and rail and waterway systems have separated communities from the City Centre and from each other. This area stretching about 1 km out from the City centre boundary has been identified as the 'Rim', as part of a key study within the Renaissance Leeds initiative. As well as making physical access difficult, the infrastructure contributes to a generally poor environment in this area, and there are few greenspace linkages. There are some strong assets and potential opportunities which the Rim already has to offer, including the location of major educational and health infrastructure (such as the University of Leeds and St James Hospital), greenspaces, employment clusters and distinctive neighbourhoods but the Rim needs to be 'reconnected', in order to contribute to the longer term vitality, economic growth and renewal of the main urban area of Leeds.

### **POLICY SC1: REGENERATION PRIORITY AREAS**

- **Urban Eco settlement proposals**
- **The West Leeds Gateway.**
- **East and South East Leeds (EASEL).**
- **Aire Valley Leeds (AVL).**
- **Beeston Hill and Holbeck.**
- **The Leeds Bradford Corridor.**
- **South Leeds (including Middleton).**
- **The 'Rim' inner city area around the City Centre.**

**These Priority Areas will be defined further and taken forwards in the LDF (alongside any other areas in need of regeneration which are identified by Leeds City Council during the Plan period) and as appropriate, through Area Action Plans and other targeted Leeds City Council regeneration plans. They are to be given priority for regeneration funding.**

In reflecting these commitments and their role as part of the longer term regeneration, renaissance, and where appropriate, managed growth within the District, the following Regeneration Priority Areas have been identified on [Map 2](#).

### **Hierarchy of Centres**

Integral to the Core Strategy's priorities for regeneration and renaissance is the need to clearly identify, protect and enhance, a hierarchy of 'centres'. These are spread across the District and are an integral element of the distinctive settlement hierarchy (which is discussed in more detail in section (iii)). In helping to underpin regeneration initiatives and in providing a focus for sustainable communities, such areas perform a number of key functions. They help to minimise the need to travel including the opportunity for 'linked trips', promote the choice of walking or public transport, and help maintain local distinctiveness. Consequently, the longer term vitality and viability of such areas are essential both for strong communities and for the economy of the wider District as a whole.

In providing a framework for this approach, there is a wide range of national and regional policies, which are relevant to the themes of promoting healthy communities and focusing investment and development into town centres. These include PPS1 which promotes sustainable development and communities as its key priority, and PPS6/PPS 4 which specify how local authorities should plan for the growth and development of existing centres, enhance them by focusing development in them, and encourage a wide range of services in a good environment which is accessible to all. In addition, RSS sets out the context for identifying the settlement hierarchy, and accordingly the broad location and criteria for new development.

### **POLICY SC2 : HIERARCHY OF CENTRES**

**In order to promote their vitality and viability, the following hierarchy of centres is to be maintained:**

- 1. The City Centre,**
- 2. Town Centres,**
- 3. Local Centres,**
- 4. Neighbourhood Shopping Parades,**
- 5. Defined smaller settlements with an aspiration for a cluster of local facilities or a neighbourhood shopping parade.**

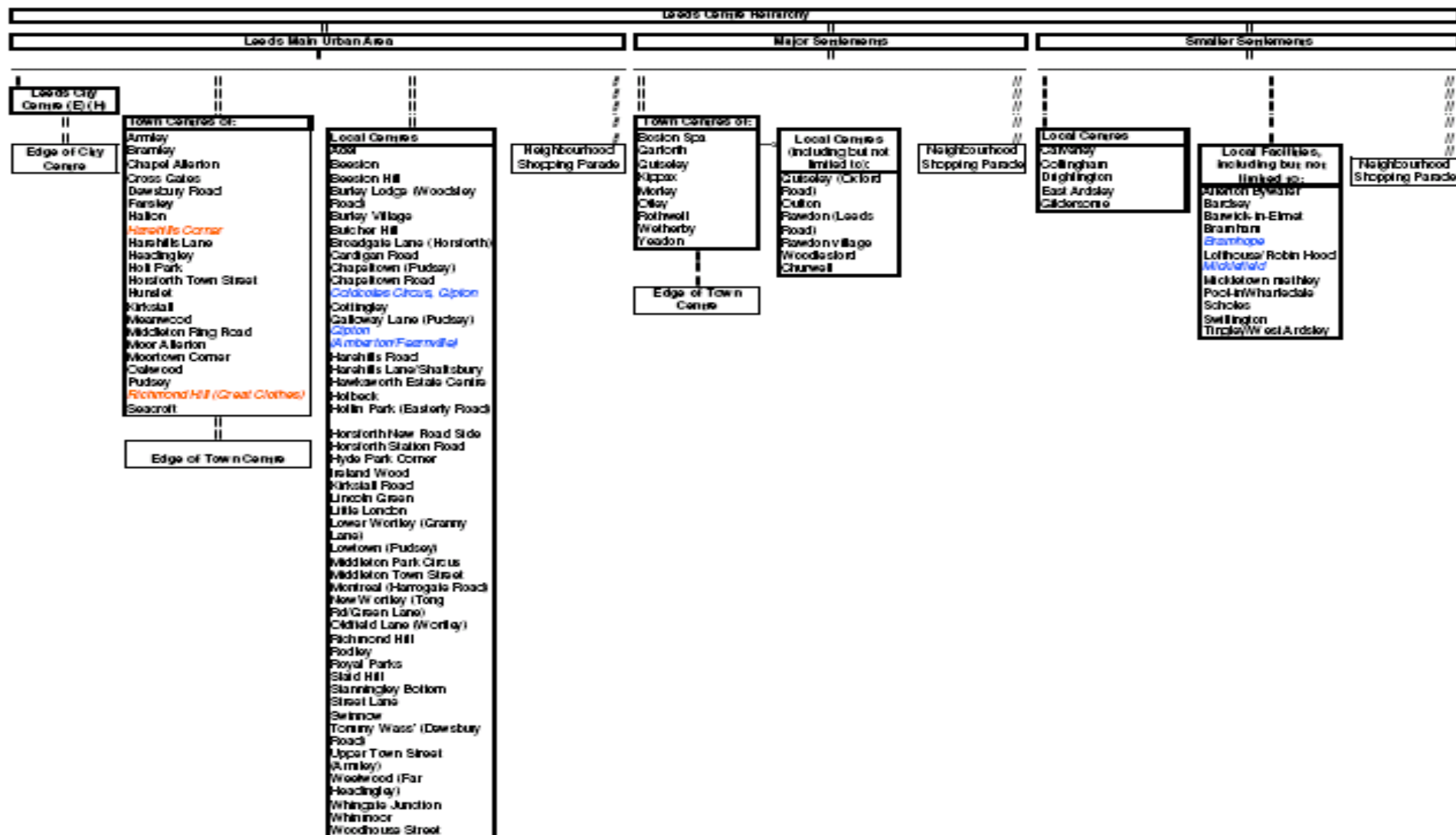
National and regional planning guidance, Sustainability Appraisal, and the Issues and Alternative Options consultation responses all indicate that the above hierarchy should be maintained. The objective to develop a 'walkable city' and healthy sustainable communities promotes the maintenance of this spatial distribution of centres and shopping parades, and promotes these centres as the focus for new facilities.

The Leeds District contains a great variety of centres with different characteristics and history, and the need to maintain local distinctiveness is still an overarching consideration in relation to this policy strand. The Council actively contributes funding to improving the economy and environment of its town centres. The diagram below, lists the town and local centres across the District, as part of Policy SC2. For clarity the diagram displays them under the overarching settlement hierarchy (i.e. main urban area, major settlements, and minor settlements). The future Site Allocations DPD, will identify their specific boundaries, updated from the current UDP boundaries. Based on work undertaken at the Issues and Alternative Options stage, the Council considers that these centres have the capacity to meet the growth in town centre uses for the LDF period (apart from any new centres

identified under Policy SC4). Any proposals for edge of centre sites should be in accordance with the policies in the Economy section, and the remainder of this Sustainable Communities theme. Neighbourhood parades have not been specifically identified due to the high number and geographical spread across the District, but this does not diminish their importance for daily shopping needs.

Smaller settlements with no current centre are discussed in Policy SC4 below. These settlements have been identified within the settlement hierarchy as being above the village/rural level, yet they do not all have appropriate facilities to serve local day-to-day needs. In these centres small-scale new retail, leisure, and community facilities to serve local day-to-day needs will therefore be supported where they can be clustered to form a community focus. Any other new centres identified, as part of Policy SC4 will fit into the above hierarchy on the appropriate level.

It should be noted that the term 'town centres' now incorporates the description formerly used in the draft Core Strategy and the UDP of 'town and District centres.' In Leeds, town centres have previously been considered to be historic centres, which have been built up and expanded gradually, whereas District centres have been those centres, which were purpose-built since the 1950s. The Council considers that within Leeds there is no longer a distinction between these two types of centres in terms of their level in the hierarchy, the uses which are (and should be) contained within them, or their geographical spread. The Core Strategy uses the term 'town centres' to cover all such centres, and any new such centres above a local centre status which may be developed.



*Reflects planning policy aspiration to be a town centre, as identified in the emerging EASEL AAP*  
*Reflects planning policy aspiration to be a local centre, including smaller settlements which have no current local centre*





While respecting the above 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 citizens living near the District's boundary, just as many residents outside of Leeds travel into the District; particularly to centres near the boundary such as Otley and Wetherby, and the City Centre. Improving transport links within the Region is therefore of key importance. Also, any major town centre proposals in the District may need to assess their possible impact on centres outside it. The City Region Development **Forerunner initiative** highlights the wider relationships of Leeds within the City Region, including the linkages between its different settlements and centres.

#### Out-of-Centre Retail Parks

The Council does not consider the shopping centres/retail parks at Owlcotes (Pudsey), White Rose (Morley), Colton, or Killingbeck, to be town centres. They are out-of-centre developments lacking a broad range of facilities, and national and regional policy does not support the expansion of such centres, particularly for retail uses. This approach is supported by the Sustainability Appraisal and also, the majority of responses from the Issues and Alternative Options consultation. Whilst acknowledging that the current function of these existing shopping parks cannot be overlooked, any attempt to diversify the function and role of these parks would need to be effectively integrated with significant modal shift to public transport and meet with wider objectives in promoting sustainable communities. The Council will support regeneration efforts, improved public transport access, and improvement in physical terms, but not to the detriment of nearby town and local centres.

Additionally, Crown Point Shopping Centre is also a retail warehouse park, albeit within the wider City Centre boundary. Similar issues therefore apply, and further discussion of Crown Point is contained within the City Centre AAP (Preferred Options, May 2007).

#### Uses In Centres

PPS6 sets out a range of main town centres uses to which it applies; retailing, offices, arts, culture, and tourism. In Leeds the Council feels it is important to expand these uses to reflect our local context, and to direct these uses towards appropriate levels in the hierarchy of centres. In particular, additional uses proposed to be located in centres include higher education, higher and middle order health services, and community facilities including public-facing Council facilities. This is to reflect the value, which we give to these uses, and the sustainability and community and regeneration benefits, which arise when they provide the opportunity for linked trips. It is, however, noted that the large sites, which some of these uses require, or the location of existing facilities, means that, a town centre location will not always be possible. In such circumstances, the merits of proposals will need to be considered against wider sustainability, community and regeneration benefits. It should be noted that more detail about office policies is contained within the 'Economy' section, within section 5 (iii).

#### **POLICY SC3 : USES IN CENTRES**

**The uses set out below are to be directed towards the appropriate level of the hierarchy of centres and retained in such centres:**

### **Leeds City Centre:**

- **Shops and supermarkets (major schemes of 2,500 sq m and above to be within the Prime Shopping Quarter),**
- **City Centre offices (large/medium scale),**
- **Non-retail services such as banks and estate agents,**
- **Arts, culture, and tourism such as theatres, museums, concert halls, and hotels,**
- **Intensive recreation uses such as cinemas, leisure centres, restaurants, night-clubs, casinos, and an arena,**
- **Universities and higher education providers,**
- **City / teaching hospitals,**
- **Civic functions and community facilities such as libraries and public-facing Council services,**
- **Religious facilities,**

### **Principal Town Centres:**

- **Shops and supermarkets,**
- **Town centre offices (medium/small-scale),**
- **Non-retail services such as banks and estate agents,**
- **Arts, culture, and tourism such as theatres, museums, concert halls, and hotels,**
- **Recreation uses such as cinemas, leisure centres, restaurants, and bars,**
- **District hospitals and larger format health care services,**
- **Civic functions and community facilities such as libraries and public-facing Council services,**
- **Religious and education facilities,**

### **Local Centres:**

- **A basic range of facilities for local needs, including retail and banks, but with a wider range of services such as smaller medical centres and health facilities, public-facing Council services, community facilities, religious facilities, and educational facilities.**
- **Small-scale offices if they relate well to the size and function of the centre.**

### **Neighbourhood Shopping Parades:**

- **Primarily only a retail function providing for day-to-day shopping needs.**

**Additionally, all the above uses are to be maintained, protected, and improved; of particular importance is the role of the City Centre as the regional shopping centre. Education facilities will be encouraged in locations, with as good relationships and accessibility, as possible to existing centres. Housing is not a main town centres use but within centres it would be most appropriate as part of a mixed use scheme. Applications for other community facilities (including places of worship) within or well related to the above hierarchy will be considered on their merits.**

### **Criteria for the Creation of New Centres**

PPS6 sets out that Local Planning Authorities should actively plan for growth and manage change in town centres. Leeds City Council has further work on its town centres and the wide spread redesignation, extension or identification of new centres has not been considered appropriate, apart from three centres in the diagram above (Harehills Lane, Moortown Corner, and Richmond Hill All Saints; which are now considered to be town centres). Infill sites within some of the town centres will be identified within the Site Allocations DPD or AAPs, which will also

redefine the town centre boundaries and incorporate available sites on their current boundaries where appropriate. Applications for very small scale facilities retail facilities, outside of centres but serving immediate local community needs, will need to be considered on their merits.

In addition, the supporting evidence for the development of the AAPs has identified that new centres of an appropriate scale will be required in Aire Valley Leeds (AVL), and as the LDF progresses through to the site specific allocations stage, new centres may also be required as part of new large scale housing allocations. Policy SC4 therefore sets out the strategic criteria by which these new centres will be developed.

#### **POLICY SC4 : CRITERIA TO CONSIDER THE CREATION OF NEW CENTRES**

**The following criteria must all be fulfilled in order to allow the creation of new centres:**

- **The proposal should not undermine the vitality and viability of the City Centre or any town or local centre,**
- **There is a need for additional facilities to serve an increased local population either as a result of regeneration, the development of large sites nearby, or a new urban extension. This links to the need to create sustainable communities with good access to local facilities by walking and public transport.**
- **The centre must have good pedestrian and cycle access, and good public transport links.**
- **The new centre would not have an unacceptable impact on congestion.**
- **The resulting mix, type, and usage of existing facilities would be balanced and appropriate.**

**For defined smaller settlements under Policy SC2, which have no current local centre, small-scale new retail, leisure, and community facilities will be supported. This is provided that they are to serve local day-to-day needs, that they are clustered to form a focus for the community, and that the cumulative effect does not compromise the centres hierarchy or other Core Strategy policies.**

#### **Edge of Centre Developments**

Notwithstanding the above policies, which direct specific uses to relevant centres, Policy SC5 sets out the wider criteria which will be considered for development proposals of City Centre and town and local centre uses which are proposed outside of existing centres. This is with the exception of offices, as Policy SC5 below, sets out the appropriate edge of centre criteria for different sizes of office development. The criteria are subject to fulfilling all other relevant policies, including PPS6 tests.

#### **POLICY SC5 : EDGE OF CENTRE DEVELOPMENTS**

**Development proposals in edge of centre locations, must address the following criteria, for the uses in Policy SC3 to be acceptable:**

- **The site should be previously developed and in a defined urban area.**
- **The proposal should not undermine the vitality and viability of the City Centre or any town or local centre,**
- **No sites or premises are available within the defined centre, or nearby centres within a reasonable catchment.**

- The proposal addresses qualitative and/or quantitative deficiencies in that type of service or facility to meet the needs of local communities, or, provides clear regeneration benefits including the need to create sustainable communities.
- The mix, type, and usage of existing facilities should be balanced and appropriate to the centre's proposed level on the hierarchy as set out in Policy SC2.
- The development should be of a size, scale and design appropriate to its setting.
- The development must have good pedestrian and cycle access, and be within a high frequency public transport corridor.
- The proposal would not have an unacceptable impact on traffic flow or congestion levels.
- The proposal would help to promote a modal shift to public transport through careful consideration of car parking, while recognising the need for an adequate level of parking to serve the centre.
- The site is not allocated for another use, unless it can be shown that this use is no longer required or viable.

**Additionally, 'small' and 'medium' scale office development will be appropriate on sites and premises that are within identified regeneration areas and allocated through the Site Allocations DPD or an Area Action Plan, consistent with the criteria described in Table E2 in section (iii).**

### **Health, Education, Cultural and Leisure Facilities**

The Council through the Vision for Leeds aims to 'narrow the gap' to provide sustainable centres and communities. Tackling inequality in employment, housing, education and health facilities are vital in achieving varied stable neighbourhoods. By attracting investment into neighbourhoods, and promoting social interaction and participation in community life through a focus on high quality facilities, communities can thrive. Through long term land use planning the Council aims to reduce the need to travel, make open space accessible and safe and useful, and promote schools and other community buildings at the heart of community life including encouraging the wider use of facilities.

All these aspects are linked to elements discussed in more detail elsewhere in the Core Strategy, such as the importance of green infrastructure, the need for excellent public transport, and the general pattern of consolidated development across the District. It can be difficult to attempt to co-ordinate and improve health, education, cultural, and leisure activities through the spatial planning process. However, it is considered that a general policy in the Core Strategy will provide the strategic direction necessary to promote this work further through the LDF, and for partner stakeholder organisations (including Education Leeds, the NHS, and key further education and training providers) to be continuously involved in this process, and be able to link in the spatial element of their own priorities.

The national 'Extended Schools Initiative', and the local interpretation as set out by Education Leeds in 'Extending Schools in their Communities: A Toolkit', set out that extended schools provide a range of services and activities beyond the school day to help meet the needs of its pupils, their families, and the wider community. They promote students' overall development, and ensures that the family and community context in which they live are as supportive of learning as possible. Schools that

are involved with their communities directly increase pupil attainment. They also raise the profile and culture of learning for adults and the wider community, and improve community cohesion. Teachers will not have to deliver extended services themselves, it is about working well with existing private and voluntary sector childcare providers.

The extended services remit of the Council and other partners has more recently widened from focusing on schools; it includes all places and spaces where community work can be undertaken, including for instance street play. As schools and further education provision are built or remodelled, targeted services should be co-located and delivered in an integrated manner, such as social and health and leisure. The aim is to provide services and activities and linkages for varied and wide-ranging groups in diverse and accessible locations.

The national Every Child Matters agenda identifies five universal ambitions for every child and young person (and so ultimately all adults), of being healthy, staying safe, enjoying and achieving, making a positive contribution, and achieving economic well-being. An integral element to this is that young people and their parents, are influenced by the people and places, where they live. Young people in certain types of neighbourhood (i.e. which tend to have high levels of deprivation) are less likely to develop ambitious, achievable aspirations. A locally tailored behavioural change approach could be effective in shifting attitudes, changing behaviours and improving outcomes. This would mobilise the community around the goal of doing the best for their young people, and provide a new model for constructive local partnership working. Education Leeds has incorporated most of these principles into its policies and plans, and by also including them as a strategic policy in the Core Strategy; they become linked spatially into the vision for the City.

Housing needs are discussed in detail in the 'Housing Challenge' chapter. However, provision of housing and care for all members of society is an essential element of sustainable communities, and in particular the elderly population has specific provision needs, linked with health care services. Sufficient residential care i.e. nursing homes and residential institutions should be provided in sustainable locations across the District (this should avoid isolated Green Belt locations and including locations accessible by public transport, supported by community facilities and services).

The NHS Leeds Strategy Vision is to improve health and well being, reduce health inequalities and transform health services for the people of Leeds by working with others and being a leading edge organisation. This has close links to the 'Healthy Leeds, Tackling Health Inequalities' report (December 2007) which sets out that the stark geographic differences in key public health indicators in Leeds must become the key priority of the City and the focus of partnership working. The Council through the Core Strategy and other partnerships will assist in tackling this priority.

Leeds Metropolitan University and the University of Leeds together have around 60,000 students and 11,000 staff, and campuses in the City Centre/edge of Centre and Headingley, along with other buildings, sports facilities, and student residences. Their presence contributes millions of pounds to the local economy, alongside the education and cultural benefits they provide. Their Strategic Plans, visions, and estates strategies outline physical measures such as providing first-class facilities and providing an exceptional student experience, and have identified over £500

million in estate development. They also outline aspects concerning increasing involvement in, and partnership with, wider community life, such as volunteering, being environmentally friendly and sustainable communities themselves, and increasing participation in education. The Council strongly supports the important role and contributions that the Universities provide to the City, along with the other higher education and training providers in Leeds.

### **POLICY SC6 : HEALTH, EDUCATION, CULTURAL, AND LEISURE FACILITIES**

- **The Council will continue to promote and improve the provision of high quality health, education, cultural, and leisure facilities, which are accessible to all and help to create stable and sustainable communities. Increased and diverse community use of education and private facilities will be encouraged.**
- **The need for specific elderly residential provision of residential care homes and nursing homes will be assessed on a case by case basis subject to development control considerations, but provision will be generally supported, with the aim to provide sufficient care and support in sustainable locations for the elderly population.**
- **There will be ongoing partnership between the Council and the PCT and health and care providers, to provide modern and joined up healthcare provision in sustainable and accessible locations, targeted towards the needs of local communities, and aiming to reducing spatial health inequalities across the District.**
- **The Council strongly supports the District's higher education providers in maintaining and improving their services and facilities, linkages with local communities, and widening access to higher education. Policy H6, section (iii) sets out the policy requirements In relation to the provision of purpose built student housing accommodation.**

### **Access to Greenspace and Playing Pitches**

As emphasised in the Green Infrastructure section (i) above, the City Council is currently undertaking a PPG 17 Audit and Needs Assessment. Once completed it is anticipated that this assessment and review will include:

- new threshold and accessibility standards for greenspace based on a hierarchy of provision,
- consideration of Natural England's targets for greenspace/natural environment,
- greenspace provision standards within new residential schemes,
- definition of areas of greenspace deficiency,
- the protection of 'other open land' that lays wholly within the built up area but which represent a major visual amenity (saved policy N11 of the UDP).

Within this context and the preparation of Area Action Plans and a future Site Allocations DPD, current greenspace and playing pitches are protected under UDP saved policies or unless revised through specific AAP allocations. Any necessary Core Strategy policy revisions will be incorporated at the Publication and Submission stage.

### **Built Environment and 'Place Making'**

The Climate Change Act 2008 seeks an 80% reduction in carbon emissions by 2050. Even without the RSS housing requirement this is a challenge for Leeds but a necessary priority. In 2006, Leeds signed up to the Nottingham Declaration and

through a wider partnership, has produced a Climate Change Strategy to deliver real action towards the target.

The Council Business Plan also commits the City Council to take “significant steps to reduce our carbon emissions” including a specific commitment to:  
*‘Ensure all new buildings and refurbished buildings (where possible) commissioned by the council meet Building Research Establishment Environmental Assessment Method (BREEAM\*) excellent standards with maximum energy credits.’*

For residential development the relevant standard is the “Code for Sustainable Homes” <sup>\*\*</sup>(Department of Communities and Local Government). A rating against the Code has been mandatory for all new housing since April 2008.

Leeds plans to make higher Levels of the Code a requirement for major development in the District. This is necessary in order to help mitigate the environmental impact of ‘growth’ during the plan period. Code for Sustainable Homes Level 3, is currently a requirement for all housing receiving Homes and Communities Agency grants. Leeds believes that if this is achievable in public sector housing then it can also be achieved by the private housing sector. To support this, Leeds commissioned Forum for the Future to assess the Code requirement against housing viability. The options considered in this study are explained in Appendix 7.

To take account of the Government’s recommended increases in the Code over time, Leeds proposes a gradually increasing target for the Code and BREEAM requirement. This is shown in the table below. It is up to developers to decide how they meet the standard apart from the carbon emissions reduction requirement. There may also be scope for Area Action Plans to specify standards that are appropriate to the specific circumstances of specific areas. The energy efficiency requirement is explained in section (iv) on Climate Change. The targets for CO<sub>2</sub> reductions in Policy CC1 are challenging (higher than those currently proposed in the Code) but considered necessary longer term, to help tackle climate change. This is intentional and the Policy suggested means that development must meet the relevant targets in the Code, except with regard to energy efficiency when development must go beyond the Code / BREEAM standard to meet the reduction required by Policy CC1 on Climate Change. Further guidance, information and advice on sustainable construction will be set out, in the Council’s Sustainable Design and Construction Supplementary Planning Document.

**Footnote:**

*\* The Building Research Establishment Environmental Assessment Method (known as BREEAM), is an independently accredited scheme that tests the sustainability of a commercial development. Using BREEAM, buildings are given a score, which provides an indication of their environmental impact. Issues considered include CO<sub>2</sub> emissions, air quality and ventilation, recycling and re-use of materials, ecology of the site, water conservation and transport.*

*\*\*The Code for Sustainable Homes is the voluntary approach suggested by the Government for improving the sustainability of new homes. Code ratings go from one star to six. The Code sets out minimum standards on energy and water efficiency at every level. Materials, surface water run-off and waste have a minimum standard for entry level. Further points are available for pollution, health and wellbeing, management and ecology, with no minimum standards for these issues. It includes provision for “Lifetime Homes” – which the Council also fully supports.*

The consultation on the Core Strategy Issues and Alternative Options, indicated strong support for sustainable construction policies to be applied to all development in the city, however the Council has concerns that this may be too onerous a requirement for individual developments, albeit that some individual house builders do work to codes like “Passive House” effectively. Economies of scale on larger developments are likely to enable more viable solutions. Additionally, larger developments may be able, to take advantage of off-site assembly and similar techniques as well as the growing potential of funding opportunities associated with the operation of local energy supply companies (ESCos).

Leeds therefore intends to apply the policy requirement to major developments only. Major development is 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.

### **POLICY SC7 : SUSTAINABLE DESIGN AND CONSTRUCTION**

**To require developments of 1000 or more square metres or 10 or more dwellings (either new build or conversion if 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 also be required prior to occupation.**

	<b>2009</b>	<b>2010</b>	<b>2013</b>	<b>2016</b>
<b>Leeds Code for Sustainable Homes requirement</b>	N/a	Code level 3	Code level 4	Code level 6
<b>Leeds BREEAM standard for non-residential buildings requirement</b>	N/a	Very Good	Excellent	Excellent

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

Good design is central to making successful places. Leeds has a clear desire to create excellent design that responds to local character. This commitment is reflected in the Vision for Leeds, which highlights that, “...good design provides the background to everybody’s lives and can help bring communities together. It develops a sense of pride and creates lasting confidence”.

Leeds recommends the ten Urban Design principles, which were adopted by the City Council (Executive Board in January 2005), as a recipe for creating successful design. An essential ingredient is to include representatives from a wide range of disciplines to form a Design Team. This reflects the fact that design cuts across many disciplines and for it to be successful – they all need to be considered from the early onset of a project. Design workshops are a useful forum 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, which are now a requirement for major planning applications.

The historical development of Leeds is key to what makes it unique as a City and therefore an understanding of how the City has developed is crucial to urban regeneration and shaping its future growth. Consistent with the above design principles and the preparation of local character assessments, the following policy applies to all development in the Leeds District and is intended to ensure that all



new development enhances the experience of a place and fosters pride in people and communities.

#### **POLICY SC8: DESIGN, CONSERVATION AND LANDSCAPE**

**All development will be expected to create excellent design that protects and enhances those elements which contribute to the distinct identity of the City and places within the District, including:**

- 1. the topography, landforms, river corridors and other natural features,**
- 2. the unique historical development of the townscape and landscape, particularly the buildings and settlement forms associated with:**
  - i. the textiles, tanning and engineering industries**
  - ii. the urban grain of yards and alleys and the rich legacy of Victorian and Edwardian civic and public buildings, theatres, arcades, warehouses and offices found particularly in the City Centre but also in other smaller settlement centres.**
  - iii. the residential Victorian, Edwardian and inter-war Suburbs**
  - iv. the market towns and villages.**
  - v. the 19<sup>th</sup> Century transport network including, the Leeds and Liverpool Canal.**

**In determining the form, setting and location of development, the following matters need to be taken into account from the outset of designing a scheme:**

- existing natural site features, including topography, trees, hedges, watercourses etc**
- the character and quality of the external spaces and the wider locality**
- prominence, skylines and views**
- desire lines for new routes**
- waste and recycling storage**
- renewable energy measures**
- sustainable construction**
- crime reduction**
- flood risk mitigation**
- car and cycle parking provision**

Within this overall context, and in contributing to the development of sustainable communities, development proposals need to provide for the requirements of disabled access.

#### **POLICY SC9: DISABLED ACCESS**

**To expect all development to be accessible to all users in accordance with the latest national best practice guidance unless exceptional circumstances are present. Exceptional circumstances include the need to avoid damage to valued elements of historic buildings.**

## **B. SHAPING THE FUTURE**

### **(iii) MANAGING THE NEEDS OF A GROWING CITY**

#### **Development Strategy Overview**

##### **Context**

The Vision for Leeds and Regional Spatial Strategy (RSS) set an overall direction for change. The ambition for Leeds to ‘go up a league’, ‘narrow the gap’ and deliver sustainable development, underpin the key objectives of the Core Strategy. The “Spatial Vision and Core Approach” of the RSS, in addition, sets a number of priorities for climate change and resource use, the role of regional cities and principle towns, the location of development, green infrastructure and the green belt. In particular, the RSS sets challenging targets for longer term housing growth and delivery, together with aspirations for economic growth. The balance, integration and longer term delivery of these objectives and priorities is therefore fundamental to the Core Strategy.

As emphasised throughout the Core Strategy, Leeds has a distinctive open setting and settlement pattern. Future opportunities and priorities for growth therefore need to respect these important characteristics and directed and phased accordingly. This is necessary to ensure that opportunities for regeneration and growth are achieved and are supported by the necessary infrastructure. Planning for such needs is complex but needs to be guided by the following development principles;

- Current priorities and longer term commitments for the wider regeneration and renaissance of Leeds are supported (these include the key regional role of the City Centre and the regeneration opportunities associated with this, major area based regeneration projects including the Leeds / Bradford corridor, West Leeds Gateway, Aire Valley Leeds including the emerging urban eco settlement proposals, and East and South East Leeds, and future opportunities within the Middleton Area),
- The settlement hierarchy is important to the character of the District and should be maintained,
- The City Centre and the network of existing town and local centres have a vital social and commercial role, which should be strengthened and supported,
- “Quality of place”, should take priority over delivery and numerical targets and “quantums for growth”,
- Planned growth should be supported by appropriate levels of infrastructure and services,
- The needs of a growing city can only be met if communities, agencies, investors and funding providers all work together,
- The longer term development strategy for the District should be based upon a “plan , monitor and manage” approach.

##### **Managing Opportunities for Growth**

In taking such opportunities and needs forward, a comprehensive range of development opportunities needs to be promoted and developed. This needs to be consistent with the overall spatial objectives of the Core Strategy and also, within an overall strategic direction, allow for flexibility and uncertainty (subject to a plan, monitor and manage approach). In setting the overall strategic direction for

managing growth, the following factors contribute significantly to the overall package and sequence of development proposed in the Core Strategy:

- Consistent with RSS requirements, there is an emphasis upon previously developed land with emphasis upon accessibility, in relation to the hierarchy of settlements and centres (i.e. the City Centre and the network of town and local centres), public transport and the mitigation of any flood risk,
- Focused development opportunities within the main (contiguous) urban area, to support the longer term delivery of regeneration priority areas and wider opportunities for urban renewal,
- Support of economic development, consistent with the role of Leeds within the city region and as a European city,
- Support for the City Council's commitment to the delivery of an 'urban eco town' and area based regeneration,
- Recognition that Leeds has an extensive main urban area and that major and significant windfall sites are likely to become available during the plan period,
- Provision of a portfolio of high quality sites and premises for employment uses,
- Recognition of the dynamic nature of housing and employment requirements and the potential need to review specific allocations through a future Site Allocations DPD,
- Use of opportunities (supported by the evidence base i.e. PPG 17 Audit once completed) for the redevelopment and reconfiguration of any surplus greenspace sites,
- Subject to the longer term urban potential of the settlement hierarchy and the capacity of regeneration priority areas, explore the potential of limited greenfield infill within urban areas, and opportunities for urban extensions and expanded settlements as necessary (subject to plan, monitor and manage requirements and for such areas to be planned and supported with the necessary planned, phased package of comprehensive infrastructure). Such longer term opportunities for future growth will need to be considered in relation to a range of criteria including environmental constraints, flood risk, landscape character, public transport accessibility and infrastructure, proximity to community facilities.

### **Green Belt**

Within the overall context of managing the needs of a growing city, Leeds has established an extensive area of Green Belt. As a spatial planning tool in maintaining the distinctiveness of the settlement hierarchy, providing a basis to direct developer interest and investment into urban areas and in seeking to protect the setting and openness of the Leeds District, Green Belt designation has served the city well. As emphasised in the UDP and the Green Infrastructure theme of the Core Strategy, designated Green Belt also serves a range of other key functions.

A fundamental challenge for the Core Strategy, however, is the scale of housing growth envisioned in the RSS and the extent to which this can be accommodated on previously developed land. Subject to a phased approach to development longer term housing needs will need to be met. In meeting these needs, a range of criteria will need to be satisfied, including mitigating any environmental constraints. Over the plan period the general extent of Green Belt as identified on the Proposals Map will remain but subject to the longer term phasing and scale of housing growth, selective and limited review may be necessary (to be progressed via a Site Allocations DPD). Central to the 'Preferred Approach' therefore, is the desire to retain the general extent of Green Belt as defined on the Proposals Map and UDP

saved policies but to allow for longer term growth opportunities subject to a phasing strategy and monitoring.

## **a) The Housing Challenge**

### **1) Providing for sufficient residential accommodation**

The Core Strategy needs to plan to accommodate development of new housing to meet its housing needs over the next two decades. The Yorkshire and Humber Plan (2008) sets out the quantity of new housing that Leeds must plan for.

Local Government Yorkshire and Humber started preparation on the Integrated Regional Strategy in April 2009, which is expected to replace the Yorkshire & Humber Plan in 2011. Initial evidence gathering suggests that the regional housing requirement will increase (Testing the NHPAU findings, Experian, April 2009) but this has to be set against the impact of the current recession, which will provide a reality test for “top-down” forecasts. One of the recommendations in a recent examination of Yorkshire & Humber’s housing supply in the recession<sup>1</sup> is to update regional housing targets. In addition, the pending general election has the potential to change national policy on this issue. Hence, the Council feels that until the position is further clarified it is prudent to plan for the current RSS requirement (total housing requirement 2009-2026 - 73,900).

This figure is based on the RSS requirement for Leeds of 4300 dwellings per year from 2008. Adjustments are made to account for an oversupply of dwellings during the 2004-08 period and to include an allowance to replace forecast demolitions.

There is recognition in table 12.2 of RSS that Leeds’ housing growth is likely to rise from below the 2008-26 average housing requirement to above it. Leeds City Council agrees with this approach and believes that the Core Strategy needs to clarify the extent of the “step-up” in order to plan for housing growth. Therefore, Table H1 below provides a trajectory of the housing requirement on a year-by-year basis for the plan period.

**Table H1: Providing for Sufficient Residential Accommodation**

2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	ST Tot
2750	2750	2850	2950	3100	3250	17650

2015-16	2016-17	2017-18	2018-19	2019-20	MT Tot
3650	4050	4550	5050	5550	22850

2020-21	2021-22	2022-23	2023-24	2024-25	2025-26	LT Tot
5550	5550	5550	5550	5550	5650	33400

The Core Strategy also needs to plan to meet the accommodation needs of Gypsies and Travellers. The Yorkshire and Humber Plan sets only an indicative target of 86 new pitches for West Yorkshire. Regional requirements however are still under review and the conclusions of this work will need to be incorporated as part of the spatial approach set out below, once available.

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Enquiry Into The Impact Of The Economic Downturn On Housing Delivery In The Yorkshire And Humber Region, Professor Ian Cole, Local Government Yorkshire & The Humber June 2009.

## **2) Preferred Spatial Approach**

Leeds shares the Yorkshire and Humber Plan's core approach to focus most growth on the main conurbations such as Leeds and to promote urban regeneration and renaissance of the older urban areas. Hence, in the context of the settlement hierarchy set out in Chapter 2 above, the first priority will be to direct housing growth toward the main urban area followed by the major towns. In sequential preference, urban extensions come next followed by the option of expanded/new settlements. The Yorkshire and Humber Plan lists this option as a possibility for later years (Table 2.2).

Infill of smaller settlements will be sequentially preferable to urban extensions and new/expanded towns, but this is likely to provide a very small source of supply. As such, this preference will have more importance for judgement of windfall proposals than identification and phasing of allocations.

Overlaid on the overall spatial sequence are a number of further important parameters of preference. The first is the preference for previously developed land (PDL) to be used for housing development before greenfield land. With its industrial heritage, Leeds has a legacy of PDL whose development for housing offers opportunities for urban renaissance and regeneration. Such sites are sometimes not easy to develop so it is important to make sure that opportunities are not overlooked or bypassed through premature development of greenfield sites. Some exceptions will apply where small areas of greenfield land form part of larger parcels of PDL and have little or no intrinsic value for either recreation or nature conservation.

The RSS sets a regional target of 65% of new housing to be on PDL with the expectation that Leeds should deliver a higher proportion (para 12.22). Over the 5 years to 2008/09, Leeds consistently achieved a PDL proportion of 92-97%, and a long run average of 78% (1991-2008). It is therefore proposed that Leeds should maintain a proportion of at least 75% during the plan period, although 85-95% should be expected during the first 5 years.

There is likely to be scope to re-allocate some employment land for housing subject to the conclusions about sufficiency of land in Leeds' Employment Land Review. UDP employment allocations designed for out-of-centre office development may be particularly appropriate now that planning policy expects office development to be focussed in centres.

A further parameter relates to the location for urban extensions. As regards patterns of growth in the Leeds City Region, the Yorkshire and Humber Plan distinguishes between north and south Leeds. It encourages growth in the south, particularly the regeneration areas including Aire Valley, and it calls for management of growth to the north. Leeds concurs with this preference.

It will also be necessary for any major extensions and any new/expanded settlements to plug into public transport routes, which have or will be provided with sufficient capacity, and to avoid areas of high flood risk and areas of exceptional landscape value. Sites within the Main Urban Area usually have good access to a bus network, and the Council is looking to improve this network. It is obvious that at whatever scale and wherever located, development must have sufficiency of local infrastructure (existing or provided as part of the development).

Based on consultation feedback including Gypsies and Traveller preferences, the Core Strategy preferred approach is for a number of smaller residential sites spread around the District to be sought. Small sites of no more than a dozen pitches will tend to produce well managed sites with fewer amenity problems. Sites should also include space for visitors, workspace and children's playspace. Locations will need to have reasonable links to shops, schools and other services and areas of isolation should be avoided. Opportunity for sites to form part of new major housing allocations where appropriate should be considered.

The provision of transit pitches could be provided as one or two dedicated sites. Experience elsewhere has found that because of the national shortage of permanent sites, dedicated transit sites sometimes become occupied on a more permanent basis and management is often problematic. A preferable option will be for a certain number of the residential sites to have a small number of transit pitches.

The need for pitches for Travelling Showpeople is small but acute. The locational requirements include land for storage of fairground equipment and vehicles and for good access to the primary highway network. Urban fringe areas as well as industrial areas would be appropriate.

#### **POLICY H1: SEQUENTIAL PREFERENCES FOR HOUSING LOCATION**

- 1. Locations within the City Centre and main urban area.**
- 2. Locations within the major towns.**
- 3. Extensions to the main urban area.**
- 4. Extensions to the major settlements.**
- 5. A new or greatly expanded settlement if 1, 2, 3 and 4 prove insufficient.**
- 6. Extensions to the smaller settlements.**

**Overlaid by the following parameters:**

- A preference for using Previously Developed Land (PDL) before greenfield and a target of at least 75% PDL over the plan period and higher proportions in the short and medium terms.**
- A preference for the southern half of the District.**
- The need for urban extensions and any new/expanded settlement to be adequately served by public transport.**
- Sufficiency of other infrastructure.**
- Sequential avoidance of areas of flood risk, of areas of special landscape importance and of urban green corridors.**
- Avoidance of any employment land and greenspace concluded to be needed by Employment Land Review and PPG17 Assessment.**

**The locational preference for Gypsy and Traveller sites is as follows:**

- Small residential sites of no more than 12 pitches distributed around Leeds linked to existing infrastructure.**
- The need for transit provision should be met by provision on new residential sites.**

**The locational preference for Travelling Showpeople sites is for sites linked to the strategic highway network including locations in industrial/commercial areas.**

### **3) Housing Delivery**

The preferred spatial approach is taken forward in two policy mechanisms:

- Land allocation. It should be noted that the Core Strategy will only set out where land will be provided in broad locational terms and in what time phases. The task of allocating individual sites falls to a separate LDF document; the Allocations Development Plan Document.
- Windfall development policy.

National planning policy expects plans to address housing need through allocations, at least in the first 10 years. Sites should be “deliverable” in the first 5 years and “developable” in years 6-10. Windfall housing allowances for the first 10 years are only permissible if there are local circumstances, which prevent specific sites being identified. The Council believes that in Leeds the sheer volume of small sites that can be expected for such a large post-industrial urban area is reason to have a windfall allowance for small sites. A minimum size threshold of 0.4ha was agreed with Leeds’ Strategic Housing Land Availability Assessment (SHLAA) Partnership for sites to be identified through the SHLAA.

In meeting the RSS requirement of 73,900 dwellings, the Core Strategy envisages the following split between windfall and identified land:

Identified Land	89%
Windfall (sites <0.4h)	11%

As a District containing extensive urban areas undergoing urban transformation Leeds has a very strong track record of housing development on windfall sites. Between mid 2000 & March 2009, windfall generated 83% of new permissions; between mid 2005 & March 2009, it generated 95%. The extensive scale of areas capable of generating windfall development is one particular local circumstance making identification of all potential sites impossible in Leeds. Furthermore, while RSS expects recycled land to continue to be a significant source of supply and that sites previously emerging through windfall to be identified through the SHLAA, this has not been the experience in Leeds. Whilst Leeds has endeavoured to identify as much land as possible in areas of sequential priority of Policy H1, many potential sites will inevitably be overlooked as the future plans of so many landowners and occupiers of existing buildings cannot possibly be gauged. Hence, it will be reasonable to expect housing development on unidentified land to continue to come forward during the plan period. An allowance for windfall on larger scale sites will therefore be considered, which would reduce the need for identified sites and releases of land in less appropriate locations. Consequently, the proportion of supply shown against the “Extension” columns in Table H2 (below), would reduce in the medium and long term. As an alternative to making a windfall allowance for larger sites, the Site Allocations DPD, would need to apply a managed release approach. The actual scale of windfall delivery will determine how much of the medium and longer term supply of identified land needs to be released.

#### **Land Allocation and Phasing**

The role of the Core Strategy is to direct how much housing land will be identified in different parts of Leeds and for different time periods. The role of the Allocations DPD will be to make the allocations of the identified land in a phased programme.

Policy H1 above sets out the sequential preferences. The apportionment of housing supply set out in Table H2 follows those preferences and provides a starting point for the Allocations DPD. Table H2 sets the proportion of dwellings to be accommodated in the areas identified in the Settlement Hierarchy (as well to new/expanded settlements). The apportionment also determines the proportion of dwellings expected from development *within* existing settlements and how many from *extensions*. The table also apportions according to short, medium and long time periods. These are consistent with national planning guidance and the parameters of the Leeds SHLAA in covering the first 5 years, 6-10 years and 11+ years.

**POLICY H2 : IDENTIFIED HOUSING LAND - SITE PHASING**

**a) Table H2 sets out indicative apportionment of housing supply. The phasing provides a starting point for the Allocations DPD.**

**b) The Allocations DPD will manage the phased release of sites taking account of the spatial preferences of Policy H1 and actual performance in terms of dwellings completed and stock of permissions.**

**Table H2: Identified Housing Supply as a Proportion of Total Requirement (%)**

Table H2	2009 – 2015		2015-2020		2020-2026		Plan period	
	In Urban Area	Extension	In Urban Area	Extension	In Urban Area	Extension	In Urban Area	Extension
City Centre	3		8		10		21	
Main Urban Area (excl. City Centre)	11	2	9	5	8	9	27	15
Major Settlements	2	0	1	3	0	16	3	21
Smaller Settlements	1	0	0	1	0	11	1	12
Other Rural	0		0		0		1	
<b>Total</b>	<b>17</b>	<b>2</b>	<b>18</b>	<b>9</b>	<b>18</b>	<b>36</b>	<b>53</b>	<b>48</b>

The housing distribution in Table H2 is derived from a supply of land in excess of the housing requirement (73,900). The table does not represent the distribution of windfall.

It is anticipated that sites already allocated in the UDP will provide the first source of housing land supply. Other land will be newly identified through the Site Allocations DPD, using the SHLAA as the main source.

Having had regard to consultation responses on the 4 Scenarios set out in the Core Strategy Issues & Alternative Options (2007) and to evidence of land supply opportunities in the Leeds Strategic Housing Land Availability Assessment (SHLAA), Table H2 suggests indicative apportionment of the identified housing supply to different parts of Leeds' settlement hierarchy. In accordance with the priorities in Policy H1, the most significant source of housing supply will be land within the main urban area and City Centre (48%). Particular sources of supply



such as the emerging Urban Eco Settlement proposals, the City Centre and EASEL have potential to provide a greater provision (based on current assumptions) than currently envisaged when confidence in the housing market returns.

Supply will be supplemented in the medium and long term by supply from extensions to the main urban area (15%), major settlements (21%) and smaller settlements (12%). Indicative locations for the urban extensions, which concur with the spatial approach of Policy H1 are shown on the Map 3, “Managing the Needs of a Growing City”.

Particularly in the longer term the pattern of development suggested in Table H2 assumes that some use will need to be made of the Protected Areas of Search (PAS) together with some selective Green Belt review in order to meet the target set in RSS. Evidence from the SHLAA is that there is an adequate supply of potentially suitable sites from which to draw. The Council is aware that the targets may be reviewed either through the Integrated Regional Strategy or a change in national policy. The spatial approach, priorities and phasing of the Core Strategy are considered to be sufficiently flexible to accommodate changed circumstances. In the event that the housing target is reduced this would have the effect of extending the life of the identified supply in the sequentially preferable locations and would mean that less PAS and Green Belt land would be needed or conceivably none at all.

#### Windfall Development

Despite efforts to identify and allocate land for housing, windfall proposals will emerge both as smaller sites that are too numerous in Leeds to identify and larger sites that emerge unexpectedly. To accord with the spatial preferences set out in Policy H1, which are designed to generate a sustainable pattern of development, windfall development needs to be controlled. Hence, the purpose of Policy H3 is to direct development according to availability of infrastructure (existing or planned) and whether land is PDL. Because of the distribution of existing infrastructure and of PDL, both these criteria will favour the main urban area and major settlements.

It will generally be the case that developments within the City Centre and main urban area will have to be of a very significant scale to achieve the sufficiency of greenspace, affordable housing, transport, education and health infrastructure. Similarly, developments within major settlements can be fairly significant before such concerns are raised. Nevertheless, to be acceptable the Council will need to be satisfied that adequate infrastructure exists or will be made available.

It is developments in other areas, which will raise the most significant concerns. Such developments will generally have to be of a scale, which would not exceed the limited infrastructure available. It will generally be the case that public transport infrastructure cannot be improved by development alone to make a development acceptable.

Windfall development of greenfield land does not form part of the strategy to meet Leeds’ housing requirement. The only exception will be small pieces of greenfield land that form part of larger PDL sites and that have little or no merit in terms of amenity, recreation and nature conservation. In this context “small” means capable of accommodating no more than a handful of dwellings, which would be

inconsequential in terms of Leeds' overall housing supply. Anything larger would need to be dealt with as an allocation.

### **POLICY H3 : WINDFALL DEVELOPMENT**

**New housing development will be acceptable in principle on non-allocated land, subject to two considerations:**

- i) Within settlements, the number of dwellings must not exceed the capacity of transport, educational and health infrastructure, as existing or provided as a condition of development.**
- ii) greenfield land should not be developed unless:**
  - a) it is small in size, forms part of a larger parcel of PDL and has little or no intrinsic value as amenity space or for recreation or nature conservation, or,**
  - b) it concerns a piece of greenspace found to be surplus to requirements by a PPG17 audit.**

**For Gypsy and Traveller and Travelling Showpeople sites to be acceptable in principle on non-allocated land, the criteria set out in the spatial approach section above will be the main consideration. Designated areas including nature conservation sites and Special Landscape Area should be avoided.**

## **4) Housing Mix**

### **Dwelling size and type**

Evidence of housing demand, trends and findings can give a steer on what mix of housing is needed during the Core Strategy period. However, the evidence is varied in form and does not enable formulaic conclusions to be reached; hence, it will be more a matter of judgement as to what is needed.

Tending toward a need for flats and smaller dwellings is the household projections for Leeds produced by OPCS; it is forecast that 67% of newly forming households (2006-26) will be single person households and only 2% married/co-habiting couples. Allied to this is that in 2008 approximately 80% of Leeds' 320,000 housing stock comprised houses and only 20% flats.

Evidence from the Council's Strategic Housing Market Assessment (2007) suggests that a mix of sizes and types of dwellings will be required. Here, a range of preferences were expressed with a bias towards houses and larger dwellings from households expecting owner occupied or social housing and a bias towards flats and smaller dwellings from households expecting private rented housing.

Past trends of housing provision will be important in shaping what is appropriate in the future. Of all housing developed in Leeds (excluding city and town centres) between 1991 and 2007, a mix of 65% houses and 35% flats was permitted. However, this obscures the fact that in the early part of the period the mix was dominated by houses and the latter part of the period the mix was dominated by flats.

The overall conclusion is that the Core Strategy period should seek to avoid excesses of particular sizes and types of housing and promote a balanced mix. Policy H4 and Table H4 aim to ensure that total housing supply (outside of city and town centres) maintains a balance in terms of size and types of property. This

means that the mix of individual developments should normally fall within the bands in Table H4, although exceptions will be accepted where exceptional local needs are evident and where the surrounding townscape dictates a particular form of housing; the latter situation may occur particularly when considering very small developments.

If delivery is found from annual monitoring to have strayed beyond the bands, intervention to control housing mix will be applied through determination of planning applications guided by recommendations in the Annual Monitoring Report.

**POLICY H4: HOUSING MIX**

**Housing development should include a sufficient mix of dwelling types and sizes to address needs measured over the long term. Outside of the City Centre and town centres, the annual dwelling mix is expected to conform to the percentage bands in Table H4:**

**Table H4: Housing Mix**

<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 and 2 bed	60	40	50
3+ bed	60	40	50

**5) Affordable Housing**

PPS3 (Annex B) defines affordable housing as including social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. 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.
- 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.”

Affordable housing will therefore be required, in conformity with RSS policy and PPS3, on planning applications for residential development above a certain number of dwellings (the national minimum threshold is 15, but this may be lower depending upon local circumstances and evidence); the specific threshold and policy is to be provided in a Supplementary Planning Document. The policy will be informed by the evidence base, including the Viability Testing Supporting Document (in accordance with para 29 of PPS3).

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).

## **POLICY H5 : AFFORDABLE HOUSING**

**A) Housing development should include a proportion of affordable housing to meet needs as demonstrated through periodic assessment. Over the plan period to 2026 affordable housing will be sought to deliver up to 40% of total dwellings as affordable depending on housing needs and market conditions pertaining during phases of the core strategy. For each particular phase, details of affordable housing targets for areas of Leeds, the required mix of types of affordable housing, and the size of housing schemes eligible to provide affordable housing will be provided as supplementary planning advice.**

**The following housing developments should not expect the requirement for affordable housing to be automatically waived or reduced, although individual viability appraisals may have that effect, including:**

- **Elderly persons sheltered housing,**
- **Low cost market housing.**

**B) Secure arrangements must be agreed to ensure that affordability embodied within affordable housing is maintained for the future people of Leeds in housing need.**

### Low Cost Market Housing

PPS3 urges local authorities to take account of the need to deliver low-cost market housing as part of the housing mix. It provides no definition but states that low cost market housing is not affordable housing. The Council considers that the housing stock of Leeds already has a good stock of modest low cost market housing in many areas. In addition, the national minimum density (30 dwellings per hectare) means that most developments since 2000 have tended to include at least some smaller dwellings. This is also likely to be a by-product of the mix policy advocated above. Hence, there is no need for a policy to expect any provision of low cost market housing. Provision will, of course, be acceptable subject to other policy requirements including affordable housing provision.

## **6) Specialist Accommodation**

### Student housing

Over the last decade there has been a city-wide increase in the private rented sector from 7 to 12% of total dwellings, but Headingley and adjoining areas have experienced a far greater increase than comparable inner areas of Leeds because of the growth in student numbers. The number of full time students in Leeds has risen from 22,000 in 1991 to 40,000 in 2005 and this figure continues to grow. This growth brings benefits to Leeds in terms of widening educational opportunity, injection of spending power into the local economy, enhancement of the City's academic status and contribution to the City's culture. However, the uneven distribution of the resulting student population poses a serious problem. Headingley has proved to be the most popular location for students and the fact that large numbers of properties in and around Headingley are let to students inevitably puts pressure on the housing stock available for other sectors of the population and reduces that stock suitable for families. This encourages the view that the population overall is out of balance and that action is needed to ensure a sustainable community. Problems associated with concentrations of student housing can also cause significant visual and residential amenity issues. For

example, houses in student occupancy can often be poorly maintained by landlords and by students in short term residency along with late night street noise and disturbance from students.

In recent years, thousands of student bedspaces have been provided in purpose built developments, particularly in the city centre. This has begun to shift the locus of student housing concentration away from Headingley. Nevertheless, Planning has an important role to continue managing these issues by using powers at its disposal to ensure that communities are well balanced and sustainable for the long term.

#### Houses in Multiple Occupation

A House in Multiple Occupation (HMO) is a building that does not contain self-contained units of residential accommodation (bedsits) or more than one household living separately within a single dwelling unit. Whilst the traditional HMO housing sector has been contracting for decades, large numbers of HMOs still exist all over Leeds, particularly in the older terraced areas of the inner city. HMOs frequently offer the worst living conditions, both internally and externally. Overcrowding is common, the provision of basic amenities is poor, noise can be a problem, and fire precautions are limited. Scope for adequate parking is often missing, and poor management of gardens and refuse disposal creates environmental problems.

In addition to problems concerning internal fitness standards, HMOs can pose external problems particularly where there are clusters in certain streets. The density of occupation of single person households can cause a greater level of nuisance from people coming and going, particularly late at night, and greater pressure for on-street parking than houses occupied by families. Nevertheless, it is recognised that in a controlled environment, HMOs can make a valuable contribution to meeting some housing needs.

#### Housing for Elderly People

Because of demographics, housing designed for elderly people is likely to be an area of growth over the plan period. Where care is provided, schemes usually fall into the category of residential institutions, which is dealt with in the sustainable communities chapter.

### **POLICY H6 : LOCATION OF SPECIALIST HOUSING**

- **Development proposals will be controlled to ensure that specialist forms of accommodation are distributed around Leeds to reflect the location of needs and the characteristics of local communities, avoiding detrimental impacts through high concentrations of development, which would undermine the balance and health of communities.**
- **Sheltered and other housing schemes aimed at elderly people should be located within easy walking distance of town or local centres.**
- **Allocations Development Plan Documents should identify land, which would be particularly appropriate for sheltered or other housing aimed at elderly people.**

If Town and Country Planning regulations are changed to recognise shared housing as a use distinct from dwelling houses, supplementary planning advice will be prepared for inner North West Leeds, to establish housing mix targets for local neighbourhoods.

## **b) The Leeds Economy**

The Leeds economy is of crucial importance not only to the Leeds City Region but also to the wider Yorkshire and Humber area. Over recent years Leeds has continued to develop its economic role and ambitions to 'go up a league' as a major European city. This has been achieved, through the continued renaissance of the City Centre and key regeneration areas, the delivery of high quality urban design and 'place making', together with the provision of major strategic infrastructure (including cultural, educational, health and public transport facilities). Good progress has been made and the preparation of the Core Strategy 'Preferred Approach' and related strategies, offers the continued potential to deliver the Vision for Leeds.

Despite the story of economic success within Leeds in recent years, economic circumstances are currently very challenging and as a consequence, the Core Strategy needs to make a positive contribution to longer term economic growth and recovery, within the context of broader sustainable development principles, and to ensure current and future economic growth continues to help 'narrow the gap' in assisting disadvantaged communities across the city.

Through the Core Strategy, in the short, medium and longer term, economic ambitions need to be supported by the provision of the necessary physical infrastructure, to help support business and employment growth. Such infrastructure needs to meet both current requirements (such as major public transport investment), together with future requirements linked to patterns of regeneration and growth. In securing enhanced levels of economic development and in spreading the benefits of economic success to renew and regenerate the city, it is also essential that training and skills development, sites and premises, transport infrastructure, enterprise and innovation are promoted and linked as part of an overall spatial planning framework. This overall approach is set out in Policy EC1 below:

### **POLICY EC1: ECONOMIC DEVELOPMENT PRIORITIES**

**The Council will support and grow a sustainable, diverse and competitive economy in Leeds at the heart of the City Region, and spread the benefits of that growth to all of its residents by:**

- **Identifying in the Site Allocations DPD and Area Action Plans a portfolio of sites and premises to accommodate the forecast job growth;**
- **Prioritising use of brownfield land/previously developed in urban areas and sites with good access to the public transport network, whilst ensuring that sites are also attractive to the market;**
- **Recognising and supporting the development of the health, sport, retail, leisure, tourism, cultural and education sectors as key economic drivers and employment generators;**
- **Maintaining and enhancing the City Centre's role as a strategic location for larger scale retail, office and leisure development in the Leeds City Region and the wider region;**
- **Narrowing the gap between the most economically disadvantaged people and communities and the rest of the city through improved links to job**

**and training opportunities, and provision of childcare facilities close to places of employment;**

- **Promoting a low carbon economy which embraces green technology and develops the city as a base for environmental industries;**
- **In supporting longer term economic development, support the provision of local decentralised energy solutions which contribute to meeting the city's power, heating and cooling needs;**

### **The City Centre Economy**

Leeds City Centre is the major financial and commercial centre and 'shop window' for the rest of the city and region. It acts as an economic driver for the city and region, so there is a need to safeguard opportunity for business and employment growth. In 2008, just over 130,000 people worked in the City Centre, equivalent to 31% of all employees in the Leeds metropolitan District. As the centre of the City Region and District's public transport network, the City Centre is a sustainable employment, shopping and leisure location, which can promote development, which is less reliant on people travelling by car.

In maintaining and enhancing its success the City Centre faces a number of major challenges. The Council and its partners have set out priorities for the future of the City Centre in the prospectus 'Leeds City Centre 2020' which followed on from the City Centre vision conference held in 2008 attended by retailers, developers, employers, residents and people who work in the City Centre. The vision sees the City Centre as a place that is sustainable, business friendly and has a high quality environment and business offer. It also sets out a series of specific projects that will help turn aspirations for Leeds as an internationally competitive city into reality, including a new 12,500 seat arena with supporting facilities to be built at Claypit Lane in the north of the City Centre.

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 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.

Whilst the City Centre has seen substantial new development over the last decade, there remain significant parcels of vacant and underused brownfield available, particularly to the south of the river (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. 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. A number of proposals and ambitions are being advanced ranging from improving walking and cycling routes, enhancing the 'entrance' to the city from Leeds railway station, development of a new trolleybus system and better public transport links to Leeds Bradford Airport. Implementation of such proposals will require changes to the highway network,

which will help to reduce traffic in the City Centre. This will be addressed comprehensively through the City Centre Transport Strategy.

## **POLICY EC2: THE ECONOMIC ROLE OF THE CITY CENTRE**

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

- Promoting the City Centre’s role as the regional capital for major new retail, leisure, hotel and office development;
- Comprehensively planning the redevelopment and re-use of vacant and under-used sites for mixed use development and new areas of public space;
- Improving public transport links between the City Centre and the rest of the District, including Leeds Bradford Airport;
- Providing a major arena and supporting facilities;
- Managing flood risk issues comprehensively through the construction of the Leeds flood alleviation scheme and use of other flood mitigation measures;
- Creating a new City Centre park and other areas of green space;
- Enhancing streets and creating a network of open and green spaces to make the City Centre more attractive and easier for people to use;
- Improving connections between the City Centre, the Rim area and nearby communities (including the development of an urban eco settlement);
- Expanding the role of city living to support the growth of the City Centre’s economy and provide housing, jobs and leisure opportunities in close proximity.

### **Employment Provision**

A key objective of the Core Strategy is to identify the requirement for land and premises to accommodate potential job growth in key economic sectors and indicate the broad distribution of development of these uses over the plan period. The evidence base for the LDF has two key sources of information, which have been used to estimate job growth. These are the annual job growth figures for Leeds as set out in Tables 11.1 and 11.2 of the RSS and the findings of the Leeds Employment Land Review (ELR) completed in 2006. The results of the job growth forecasts are set out below in Table E1 below.

**Table E1: Employment forecasts for average job growth per annum in Leeds (net)**

<b>Employment Sector</b>	<b>RSS (2008)<sup>2</sup></b>	<b>Leeds ELR (2006)<sup>3</sup></b>
Offices (B1a use class)	1,200	1,560
Industry (B1c and B2)	2,180	20
Storage and Distribution (B8)	440	350
Other employment	2,210	1,990
Total	6,030	3,920

<sup>2</sup> Over period 2006 - 2021

<sup>3</sup> Over period 2006 - 2016



Policies EC3 to EC6 focus on the requirements for land and premises to accommodate job growth in the traditional employment sectors, the 'B' use classes (offices, industry and storage and distribution). 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 (included under other employment in the table above). The spatial approach and land requirements for these sectors, where applicable, are considered in the Sustainable Communities section.

The two job growth forecasts in Table E1 are broadly consistent except for the figure for employment in the industrial sector. The RSS work took a transformational view assuming that bringing forward the land supply available within the Aire Valley regeneration area would have a further multiplier effect. The growth scenario selected for the Leeds ELR was more circumspect and based on recent trends. Employment forecasting should always be treated with some caution, as it is sensitive to changes in the general economic climate and 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 opportunities across the District, which meets the requirements of businesses and investors.

As part of the Leeds Employment Land Review (see Appendix 2), the estimate of job growth above was converted into a requirement for land and premises for employment uses in the District over the plan period. The employment forecasting method was also compared with past rates for take up of land and premises to provide a more robust approach. The requirements are expressed as gross figures and has 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.

The requirement for offices is expressed as a range of new floorspace. The methods for forecasting demand used in the Leeds ELR suggested a further 945,000 sq m of office floorspace would be required over the period 2006-26. As 135,000 sq m was developed up between 2006 and 2009 this leaves a residual requirement of 810,000 sq m for the remainder of the plan period. This figure has been used as the lower target with the upper target (1 million sq m) set by the level of existing planning permissions.

The City Centre is identified as a strategically important location for new office development. This is to maintain and enhance its role as the largest office location in the region; to support the viability and growth of other City Centre services and facilities such as shopping, eating and drinking venues, hotels and other leisure facilities; and to provide employment opportunities in a sustainable location with excellent transport links. The continuing redevelopment of sites to the south of the River Aire provides an important growth opportunity for offices within the City Centre as part of a wider mix of uses. The remainder of the target for office development can be met by new development on the edge of the City Centre, in or on the edge of other centres in the District and through implementation of existing planning permissions for out-of-centre development.

The requirement for other types of employment (research and development, industrial and distribution use) is expressed as hectares of land. The Leeds ELR concluded that an average of 18.5 hectares of land was required each year to accommodate the anticipated job growth in these sectors between 2006 and 2016. Extrapolated over the period 2006-2026 this amounts to 390 hectares of land, broken down into 170 hectares of land for B1b, B1c and B2 uses (R&D and industrial uses) and 220 hectares for B8 (storage and distribution) uses. Around 15 hectares of land were developed between 2006 and 2009 leaving a residual requirement of 375 hectares for the remainder of the plan period.

Table 11.3 of the RSS also provides guidance on the requirement for land for these uses suggesting that there is a net requirement for 390 hectares of land in Leeds between 2006 and 2021 (26 hectares per annum). This is a higher requirement than identified in the Leeds ELR and excludes an allowance for margin of choice and loss of employment land to other uses. If these allowances are added in accordance with the methodology used for the Leeds ELR and the time period is extended to 2026, the gross requirement could amount to well over 500 hectares. This figure far exceeds any requirement that could be justified by analysis of past take up of land.

RSS Policy E3 allows local planning authorities to make use of more detailed local forecasts about land needs and this is a case where the Council considers that a more conservative forecast is necessary. This is not to say that the intention behind RSS, to help transform the region's economy, should be forgotten, but that land should be released in a measured fashion. The rate of take-up of employment land (especially B1b, c, B2) in the future should be closely monitored and additional land released if and when necessary.

### **POLICY EC3: PROVISION OF EMPLOYMENT LAND AND PREMISES**

**Potential job growth in the traditional employment land use sectors (offices, industry and distribution) will be accommodated over the plan period by:**

- **Identifying locations and sites to provide between 810,000 and 1,000,000 sq.m. of new office (B1a class) floorspace in the District, to be focussed mainly in the City Centre and town centres.**
- **Identifying 375 ha of land for research and development, industrial and distribution/warehousing uses in the District (B1b, B1c, B2 and B8 classes),**
- **Ensuring that there is at least a 5 year supply of market-ready sites for each type of employment use.**

#### Office development

Leeds currently has an extensive supply of sites and premises with planning permission for office development, with the potential to provide nearly 1 million sq m of additional floorspace. Nearly half 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, and other major proposals, which have not yet been started, such as Skelton Business Park. Only a very small proportion of the existing supply is located in the District's town centres.

RSS recognises that the centres of 'Regional Cities' like Leeds should be the focus for offices and town centres should be the focus for local services and facilities. The indicative minimum targets for office development in the City Centre (550,000 sq m) and town centres (50,000 sq m in aggregate) are realistic estimates of the amount of floorspace that could be developed within the context of the centres based approach outlined in the Core Strategy. This would allow for between 210,000 and 400,000 sq m of office floorspace to be developed in out of centre locations. This is a reflection of the reality of the current position, which includes a stock over 400,000 sq m of office floorspace with planning permission at September 2008, rather than being a target for out-of-centre office development. Therefore at least 60% of total new office floorspace is expected to be developed in or on the edge of centres over the plan period.

To encourage further office development to locate in centres, and in the context of the extensive availability of out of centre sites; new proposals out of centre will be resisted if more centrally located sites are available to meet identified needs. For the avoidance of doubt this will also apply to the renewal of existing planning permissions in out-of-centre locations, where sites in or on the edge of centres are available. The scale and location of the proposed development will determine whether City Centre sites should be considered in the sequential tests required by national policy. City centre sites should be considered in sequential tests 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.

Offices can considerably enhance the vitality and viability of town 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.

Within the overall approach, special consideration will be given to sites and premises in identified regeneration areas, including the 'Rim' area on the edge of the City Centre. To encourage built development, which helps to better link the City Centre with the inner residential and commercial areas of the city, offices are considered an appropriate part of a wider mix of uses on the edge of the City Centre. In other regeneration areas a 'centres first' approach to office development will be adopted wherever possible. In all cases large scale proposals should not impact adversely on the City Centre and therefore a sequential test will be required for proposals not located within centres.

Policy EC4 will be applied in accordance with the definitions for 'small', 'medium' and 'large' scale office development set out in the table below.

**Table E2: Definitions of 'small', 'medium' and 'large' scale, office development**

Scale	Office Floorspace (Gross Internal)	Approx no. of employees	Commentary
Small	Under 1,500 sq m	Less than 75	No significant travel impact
Medium	1,500 – 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 EC4: LOCATION OF OFFICE DEVELOPMENT**

The requirement for new office development (class B1a) will be met in the following locations:

- The City Centre will be the main focus for office development in the District. A minimum target of 550,000 sq m of new office space is set for the City Centre over the plan period.
- Accessible locations on the edge of the City Centre will be appropriate for small and medium scale office proposals, particularly as part of mixed use development. Larger proposals will only be acceptable on sites allocated in the Site Allocations DPD or Area Actions Plans. In allocating sites preference will be given to locations which encourage office uses to cluster along high frequency public transport corridors.
- The implementation of existing planning permissions can provide a substantial amount of new office floorspace. Further allocations of land for office development in out-of-centre locations will not be required during the plan period. Existing allocations for office or mixed employment development will be reviewed through the Site Allocations DPD or Area Action Plans. Alternative uses of the site may be promoted where such development is considered to be appropriate and achievable.
- Town centres will be promoted as locations for office development of a small and medium scale to provide employment opportunities in the heart of local communities. To facilitate office development in these centres, the Site Allocations DPD and Area Action Plans will, where possible, identify sites within and on the edge of town centres which are suitable for office development of an appropriate scale, either as a single use or part of mixed use development. Edge of centre proposals will only be acceptable if no suitable sites or premises are available within the defined centre. A target of 50,000 sq m of new office space is set for locations in or on the edge of town centres over the plan period.
- Within defined local centres, small scale offices are appropriate providing the development relates well to the size and function of the centre.
- Small and medium scale office development will be appropriate within identified regeneration areas on sites and premises allocated through the Site Allocations DPD or an Area Action Plan, if all the following criteria are met:
  - it is brownfield/previously developed land;
  - it is located along a high frequent public transport corridor; and,
  - there are no sites available in or on the edge of centres serving that area.

#### **Other Employment Land**

The overall requirement for land for research and development, industrial and storage and distribution use is set out in Policy EC3.

To assess the range, distribution and quality of the existing supply of employment land the Council has undertaken a review of existing employment allocations and windfall sites, as part of the Leeds ELR, to assess their suitability against a range of physical characteristics and sustainability and market criteria. The assessment found that over 60% of the existing supply was concentrated in the south of the District, particularly along the M62, M621 and M1 motorway corridors. Given market preference for large industrial and distribution sites, which have good access to the motorway network, this is generally appropriate but there is also a need to ensure sites are available which can provide employment opportunities across the District to meet local needs close to where people live.

In order to balance these twin objectives, the land requirement for these employment uses will be met by:

- identifying the Aire Valley Leeds regeneration area as a strategic employment location to provide large sites suitable for industrial and distribution uses and to attract business investment into the city; and
- distributing the remaining employment land requirement across the District having regard to the need to provide local employment opportunities in sustainable locations and sites, which can meet the needs of small, and medium sized businesses.

The Aire Valley Leeds regeneration area, situated to the south east of the City Centre, is a strategically important employment location containing more than half the District's current supply of employment land. Inadequate infrastructure has limited the level of past employment development in the area. However, these issues are gradually being addressed, not least with the completion of the East Leeds Link Road in February 2009, which opened up a direct link between many of the larger sites, the City Centre and motorway network. These improved road links, together with potential for rail and water borne transport, make the area an attractive business investment opportunity, and one, which is unique in the District. The area also closely relates to some of the most disadvantaged communities in the south and east of city. It is therefore appropriate that the area's share of the overall land provision for the specified employment uses is maintained. The ELR assessment showed that more than 200 hectares of land was suitable for these uses.

In order to provide job opportunities which are accessible to people living across the city, further analysis has been undertaken to identify likely demand (based on past take-up rates) for employment land on a sub-area basis by dividing the District into three sectors; west and north west, east and north east, and south (excluding the Aire Valley). Table E3 below, provides indicative figures for employment land requirements for the three sub-areas and compares it with existing supply.

**Table E3: Indicative provision of land for B1b, B1c, B2 and B8 uses by sub area (hectares), 2009-26**

	Aire Valley (Strategic location)	West / North West	East / North East	South	Total

1. Indicative sub-area requirement	195	77	51.5	51.5	375
2. Existing supply	257.2	75.2	92.1	59.5	484
3. Existing supply (removing sites discounted in the ELR)	208.4	60.3	65.1	51.6	385.4

The table above, shows that there is a potential shortfall of employment land for these uses in the west and north west of the District and an apparent oversupply in the east and north east and to a lesser extent in the south. The review of existing sites undertaken for the ELR also recommended that further sites were removed due to planning consents being granted for other uses or as they were considered to be unsuitable for modern and longer term employment requirements.

As a consequence, any identified shortfall that cannot be met by existing sites will need to be addressed by making new allocations of land through Site Allocations DPD or Area Action Plans. Identification of new sites will be undertaken in conjunction with proposals for housing development and new infrastructure and have regard to the proposed settlement hierarchy and future growth options.

Some economic sectors have more specific locational requirements and the area of search for sites to accommodate these uses will be more limited across the District. In reviewing employment land supply, the Council will take full account of the need to provide sufficient land in appropriate locations to encourage the growth of the sectors identified in Part B of the policy. This will include the contribution that can be made by existing allocations and planning permissions that have yet to be fully implemented.

**POLICY EC5: LOCATION OF RESEARCH AND DEVELOPMENT, INDUSTRIAL AND DISTRIBUTION/WAREHOUSING DEVELOPMENT**

**(A) The requirement for research and development, industrial and distribution/warehousing development (classes B1b, B1c, B2 and B8) will be met in the following locations:**

- **The Aire Valley Leeds is identified as a strategic location, providing at least 195ha of land for the above uses. A review of existing employment allocations and commitments in the area will be undertaken through the 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. New allocations of land may also be necessary to satisfy the requirement.**
- **180 ha of land will be provided in the rest of the District. To ensure that local employment opportunities are provided across the District, the identification of sites through the Site Allocations DPD or Area Action Plans should have regard to the indicative sub-area land requirements set out in Table EC3.**

**(B) To encourage growth in specific sectors of the economy, the overall supply of employment land identified in Part A should include development opportunities in the following locations, where possible and appropriate:**

- **sites easily accessible to the motorway network to attract distribution and logistics businesses;**
- **in the vicinity of Leeds Bradford Airport for airport-related, non-operational development;**
- **in the vicinities of the universities and the teaching hospitals to provide opportunities for research and innovation-related businesses; and**
- **along rail and water corridors to provide opportunities for rail and water-borne freight operations**

### **Existing employment sites and premises**

During the plan period, non employment uses (i.e. outside the B use classes) will inevitably be proposed on allocated employment sites and or existing land or premises in employment uses. This leakage to other uses was recognised in the Employment Land Review land supply calculations and in setting the overall scale of provision identified in Policy EC3. A number of factors will need to be taken into account in considering such proposals. These will include the need to ensure the availability of an adequate supply of alternative sites or premises over the plan period both District-wide and locally (defined by drive time and public transport accessibility), in terms of quality and quantity.

The ELR identified a potential shortfall of available employment land in some areas of the District, particularly in the north and west of the city. There has also been a significant loss of existing employment sites to other types of development over the last decade, 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 coupled with constraints to the allocation of new sites, consideration will be given to identifying existing employment sites or areas where there will be a presumption against loss of employment sites to other uses.

### **POLICY EC6: EXISTING EMPLOYMENT SITES AND PREMISES**

**A) Development of existing employment sites for alternative uses will not be permitted unless the following criteria are met:**

- **The proposal would not result in the loss of a viable strategic employment site necessary to meet the city's economic development needs during the plan period; and**
- **Sufficient alternative employment sites are available within the locality in which the site is located in terms of quality and quantity so as not to prejudice opportunities for local employment uses.**

**B) Where environmental and/or infrastructure capacity constraints prevent suitable additional sites being identified to meet local employment needs, the Site Allocations DPD or Area Action Plans should identify and protect existing employment areas where there will be a presumption against redevelopment or change of use to non-employment uses.**

### **The Rural Economy**

The rural parts of Leeds make up more than two-thirds of the District but all smaller rural towns and villages are located within commuting distance of the major centres of employment. Over recent decades this has meant these places have increasingly become commuter settlements in economic terms rather than self-sustaining communities. This pattern of development is likely to continue so it is important to encourage more sustainable patterns of commuting particularly by public transport and cycling. 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 Site Allocations DPD, the Council will ensure that sufficient land is made available for economic development purposes in these locations taking into account the needs of the wider rural catchment area. Many of these settlements, such as the market towns of Otley and Wetherby, have thriving centres and a distinctive character, which also attracts visitors from within and outside the District. This role needs to be maintained and enhanced through, for example, improvements to town centre facilities and public realm.

Outside the major settlements, small businesses and local services are a vital part of the economy and the life of the community. Support for grouping of local shops and services in local centres is provided in the Sustainable Communities chapter.

Visitors to the countryside need to be encouraged in order to provide opportunities for agricultural diversification and to secure the benefits of recreation. The impact of visitors on the countryside needs to be carefully managed in order to avoid conflict with the countryside environment.

#### **POLICY EC7: THE RURAL ECONOMY**

**The Council will encourage proposals, which help to grow and diversify the rural economy, by:**

- **Supporting the continued vitality of market towns and other major settlements serving a rural catchment area through town centre enhancements and providing for the growth of businesses and tourism including, where appropriate, the allocation of land for economic development purposes through the Site Allocations DPD.**
- **Improving public transport and cycling connections between rural areas, town centres and major employment areas.**
- **Supporting the retention of local shops and community facilities and services, in smaller settlements and villages.**
- **Supporting and protecting an attractive and high quality rural environment.**
- **Retaining and enhancing of existing visitor attractions and provision of facilities (such as visitor centres and picnic areas) to improve visitor management.**
- **Permitting the small-scale development and change of use of land and buildings in smaller settlements and villages where this is compatible with environmental and sustainability objectives.**

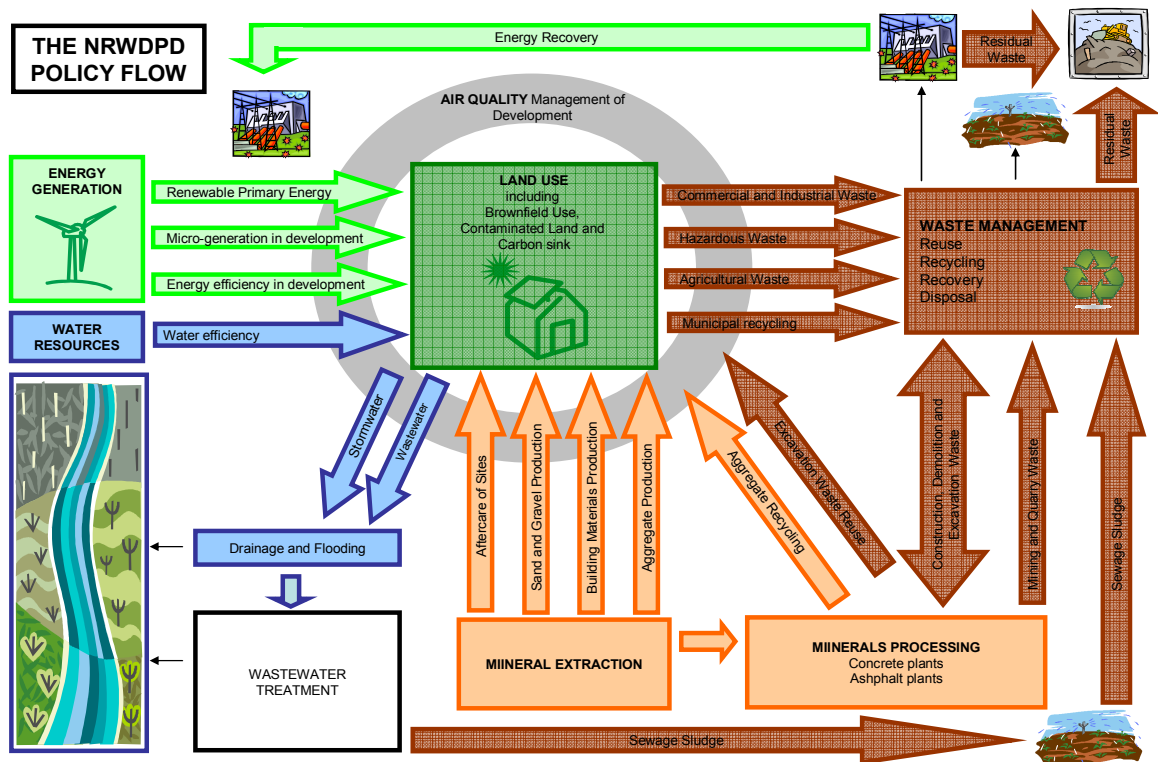


The above strategy for managing the economic and housing needs of a growing city is summarised on Map 3. This map is intended to be schematic, in illustrating an overall pattern and distribution of longer term regeneration and growth across the District. Consistent with the overall strategy of the 'Preferred Approach' (and within the context of priorities identified as part of the Vision for Leeds and RSS), the Map highlights that regeneration and infill within the Main Urban Area will be the main focus of economic development and housing growth. Once these opportunities have been achieved, there will be a need to consider further growth through selective urban extensions or expanded settlements. In taking forward specific allocations to deliver this strategy, it will be necessary to prepare a future Site Allocations DPD (reviewing, housing, employment, Protected Areas of Search (PAS) designations etc, as necessary), following the Adoption of the Core Strategy.

#### (iv) MANAGING ENVIRONMENTAL RESOURCES

The District’s environmental resources are crucial, not just in ensuring quality of life, but also in 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. In seeking to manage environmental resources effectively, the Council is committed to managing its own impact upon the environment, via its accreditation to and operation of the Eco Management and Audit Scheme (EMAS), and via a range of initiatives to reduce its ecological footprint.

In contributing to the management of environmental resources in the District, the LDF has a key role to play, in helping to direct the form, scale and location of development. Central to this approach, is the need to understand how environmental resources are being used and utilised across the District, as a basis to identify where planning policies might be targeted to protect and enhance environmental resources, increase efficiency and to mitigate any detrimental impacts. Within the context of the preparation of the Natural Resources and Waste Development Plan Document, analysis of the District’s ‘flow’ of natural resources and materials has been undertaken (see Appendix 2). A diagram, which summarises these ‘flows’, is reproduced below. This analysis provides a local framework for the strategic policy approaches covered within this Managing Environmental Resources theme and the detailed policies included as part of the emerging Natural Resources and Waste DPD.



## **Biodiversity**

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.

The principle of protecting and enhancing valued sites of biodiversity and geological importance was recognised as an important theme in the adopted UDP through a number of policies. These policies have operated successfully over a number of years and the intention is for them to be ‘saved’ (see Appendix 3). The Core Strategy seeks to provide a broad over-arching policy to support them and provide the strategic support for any policy updates that the Council needs to carry out during the plan period.

Central to this approach and consistent with the overall Strategic Objectives of the Core Strategy, is the need to:

- Protect and enhance the natural environment and character of the countryside and /or resources of the District,
- Ensure that biodiversity is fully considered and protected and opportunities for enhancement sought in decisions effecting land use,
- Ensure developments protect important species and habitats,
- Recognise the value of, and seek opportunities to enhance, the connectivity and permeability of habitat networks and green infrastructure for biodiversity, therefore increasing its ability to adapt to climate change,
- Review the local wildlife and geological site designation system in line with Government recommendations.

Designated sites are protected by the UDP Saved Policy N50 (and the schedule of sites included in, UDP Volume 2, schedule A8. 2 – 5.). A revised policy is proposed which will allow for a review of the local site system (SEGIs and LNAs). The list of sites covered by specific designations will be updated by the relevant agencies as resources permit.

## **POLICY B1: PROTECTION OF DESIGNATED SITES**

**Development will not be permitted which would seriously harm, either directly or indirectly, through any means any sites designated of international, national, regional or local importance for biodiversity or geological importance. 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. In particular account will be taken of:**

- **The extent and significance of potential damage to the interest of the site;**
- **Demonstration that the need for the development outweighs the importance of the site;**
- **The extent that any adverse impact could be reduced and minimised through protection, mitigation, enhancement and compensatory measures imposed through planning conditions or obligations.**

Biodiversity across Leeds is not purely within designated sites; these contain the best examples of important habitats but there are many areas of habitat that are of value as part of the ecosystem that are not designated. These include areas of woodland, grasslands, hedgerows, waterways and water bodies, gardens, allotments, shelter belts, farmland and field margins, scrub and other open spaces.

These provide networks, stepping-stones, buffers and links between designated sites whilst providing valuable habitats on their own. Some species are more mobile than others and many species require different habitats for different stages of their lifecycle. The ability to move between habitats (permeability) and the recognition of the need for variety of habitats for the sustainability of biodiversity, will become ever more important as part of species adaptation to the effects of climate change.

These issues are dealt with in the Green Infrastructure policies outlined in section (i) above. These help to ensure that where development takes place within land identified as Green Infrastructure it will not lead to increased fragmentation and isolation of habitats and species but will protect and enhance them.

The richness of biodiversity in Leeds can be further enhanced by the following Policies.

#### **POLICY B2 :PROTECTION OF IMPORTANT (BIODIVERSITY ACTION PLAN) SPECIES AND HABITATS**

**Development will not be permitted that would have an adverse impact on the population or conservation status of priority species and habitats identified in the UK, Yorkshire and the Humber, and Leeds Biodiversity Action Plans. Developments, which would have an adverse impact, will only be permitted in exceptional circumstances where social and economic benefits significantly outweigh the biodiversity value and where it can be demonstrated that:**

- **There is no alternative site to accommodate the development;**
- **The impact can be minimised by appropriate mitigation, enhancement and management;**
- **Appropriate compensation can be provided for any residual impact in order to ensure that there is no overall net loss of biodiversity.**

#### **POLICY B3 : SUBMISSION OF ECOLOGICAL INFORMATION IN SUPPORT OF PLANNING APPLICATIONS**

**Where development will affect, either directly or indirectly, any designated site, protected species or important (BAP) habitats and species, adequate ecological assessments shall be submitted which shall include:**

- **Surveys to establish the species and habitats affected;**
- **An impact assessment; and**
- **Details of all protection, mitigation, enhancement and management measures required. These will be secured through planning conditions and obligations as appropriate.**

#### **POLICY B4 : BIODIVERSITY IMPROVEMENTS**

**Proposals for development will be required to demonstrate that there will be an overall net gain for biodiversity. The design of new development, including landscape, should enhance existing wildlife habitats and provide new areas and opportunities for wildlife.**

#### **POLICY B5 : MONITORING AND MANAGEMENT FOR BIODIVERSITY**

**Planning conditions and obligations will be used where appropriate to secure long term management of habitats and any monitoring necessary to demonstrate the effectiveness of biodiversity protection, mitigation, enhancement and restoration proposals.**

## **Climate Change**

The Government has made clear its commitment to tackling climate change by introducing new legislation in the Climate Change Act 2008. It has also established the Committee on Climate Change (CCC) to provide it with independent advice on establishing a low carbon economy. The CCC's inaugural report 'Building a low-carbon economy - the UK's contribution to tackling climate change' was published on 1st December 2008.

The report recommends that the UK should reduce greenhouse gas emissions by at least 80% by 2050 and advises on the levels of the UK's first three legally binding carbon budgets for 2008-2022. PPS22 and the PPS1 Climate Change Supplement provide the main planning policy guidance explaining how the planning system can help contribute to the Government's targets. PPS22 is primarily concerned with criteria based policy, for example the development of a renewables requirement for new development. The PPS1 Supplement goes further and encourages planning authorities to identify areas for renewable and low-carbon energy sources. The Leeds Core Strategy therefore develops both of these policy approaches.

At a regional and local Leeds level, the need to tackle the consequences of climate change, is a priority. A central theme of the RSS and the Leeds Climate Change strategy is the need to meet the Government's climate change objectives and promoting a transition to a low carbon economy. The RSS also sets targets for reducing carbon emissions and sets a minimum requirement for 10% of the energy needs of new development to come from renewable energy, with an expectation that local authorities will increase this % where appropriate. The targets for installed, grid-connected renewable energy in Leeds are set as 11MW by 2010 and 75MW by 2021.

The Vision for Leeds, sets objectives for the design and construction of buildings with minimal harm to the environment and for improving the energy efficiency of buildings to support regional targets for renewable energy and to reduce fuel poverty and in addition, the Council's Strategic Plan incorporates a strategic outcomes is to reduce its ecological footprint and the City Council's own emissions through its activities and operations.

The RSS has set challenging housing growth targets for Leeds. This will have implications for climate change unless key issues are addressed. The Council has estimated that direct emissions from new housing alone, if built to the anticipated building regulation standards, will add 190,000 tonnes of CO<sub>2</sub> per year by 2021. This is an increase of over 10% of existing domestic emissions. Consequently, as part of the 'Preferred Approach', the Council has attempted to mitigate the climate impacts of new housing and transport emissions, through the identification of appropriate locations for sustainable growth (focusing upon the main urban area) and the development of policies for Green Infrastructure (section (i)).

National and regional policy is clear that the Council must develop policies to adapt to and mitigate climate change. Therefore the Core Strategy Issues and Alternative Options consultation focussed on achieving a consensus about how ambitious the policies should be. Within this context also, it should be noted that Local evidence from the State of the Environment Report 2003 (see Appendix 2) shows that whilst total pollution levels in Leeds are diminishing, domestic CO<sub>2</sub> emissions are increasing, with an increase of 15,000 tonnes between 1990 and 2005, marking a

0.8% increase. This indicates the need to introduce ambitious policies in order to achieve CO<sub>2</sub> reduction. In addition, consultation on the emerging Sustainable Design and Construction Supplementary Planning Document, has helped to inform the emerging policy approach.

Part L1A of the Building Regulations sets a minimum energy efficiency standard applicable to all buildings. Research by the Energy Savings Trust, indicates that developers can achieve a 10% improvement in energy efficiency compared to minimum standards in the building regulations at no additional cost. It recommends that a 25% improvement on the regulation should be set for all new residential developments (this recommendation is based on the Government's 'Future Thinking' paper, which is looking at a further improvement to building regulations of 25% by 2010 - the minimum improvement needed if the UK is to keep on track to achieve its 2050 target). In order to comply with Building Regulations, developers currently have to demonstrate that proposed developments are within the Target Emissions Rate. A challenging target with a flexible implementation mechanism will also help developers in Leeds to prepare for the anticipated tightening of Building Regulations over the next decade.

A 20% CO<sub>2</sub> reduction is therefore in line with current Government aspirations. The Core Strategy Issues and Alternative Options consultation demonstrated that there is a majority in favour of all new development being designed according to sustainable construction principles, setting a challenging target for renewable energy, and reducing CO<sub>2</sub> emissions.

Additionally there are other very good reasons why Leeds should develop a challenging target. Energy efficient buildings reduce household fuel bills (and support initiatives for 'affordable warmth'), improve business competitiveness and create jobs in the energy service sectors. They also help the UK to make the most efficient use of its energy supply and encourage self-sufficiency.

The consultation on the Core Strategy Issues and Alternative Options, indicated strong support for carbon reduction policies to be applied to all development in the city, however the Council has concerns that this may be too onerous a requirement for individual developments. The Council therefore intends to apply the policy requirement to major developments only i.e. Major development is 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." The Core Strategy 'Preferred Approach', therefore sets out the following approach to supporting CO<sub>2</sub> reduction, as part of the wider strategic approach to development.

#### **POLICY CC1 : CLIMATE CHANGE - CO<sub>2</sub> 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:**

**a) reduce total predicted carbon dioxide emissions to 20% less than the Building Regulations Target Emission Rate until 2016 when all development will be expected to be zero carbon; and**

**b) provide a minimum of 10% of the predicted energy needs of the development from decentralised, renewable or low carbon energy.**

**Carbon dioxide reductions achieved in meeting policy b) will contribute to meeting policy a).**

**The required percentage reductions may increase as advances in technology enable higher levels of carbon reduction. Details of this will be provided in the Sustainable Design and Construction Supplementary Planning Document.**

**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 renewable energy scheme.**

**The renewable or low carbon energy technologies must be operational before any new or converted buildings are occupied.**

### **Opportunities for Low Carbon and Energy Efficient Power (and Heat) Supply**

The PPS1 Supplement on Climate Change states that in their Core Strategies, alongside criteria-based policy, planning authorities should also consider identifying areas for renewable and low-carbon energy sources and supporting infrastructure. This approach also helps to guide different types of technology to those parts of the District where they can be most efficient. It also helps to demonstrate how the Council expects to achieve the grid-connected renewable energy targets prescribed in the RSS of 11MW by 2010 and 75MW by 2021.

Potential exists for the following sources of renewable energy within the Leeds District, including, electricity from wind power, water power (hydro-power), solar energy (active solar) and landfill gas, electricity and heat from biomass treatment and waste plants and combined heat and power (CHP). These are considered below.

#### **Wind Power**

Wind power provides a source of renewable energy. Within Leeds, there are some opportunities linked to wind speeds (and the City Council currently investigating the potential of grid-connected turbines on land in its own ownership. These could potentially contribute 36MW of energy towards the 75MW RSS target). However, a number of operational and environmental constraints exist. For example, there are areas where wind turbines may cause interference with the operation of Leeds Bradford Airport (and other local airfields) and also impact on the character of the local environment. However, wind energy development does have a key role to play in the delivery of a low carbon economy and in meeting national and regional renewable energy targets and should therefore be supported, subject to important criteria being considered. Detailed policy criteria against which such applications will be judged, will be set out in the emerging Natural Resources and Waste Development Plan Document and it takes account of the known constraints, which exist, in the District. The following strategic policy is sets out as part of the 'Preferred Approach'.

#### **Hydro Power**

Potential exists for the development of hydropower facilities on the Rivers Wharfe, Aire and Calder. Whilst these are likely to be small-scale generation producing up to 100kw, some of the weirs are large enough to have potential to contribute to the overall RSS 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 such as Archimedes screws. 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. Weirs are shown on Map 4.

#### Biomass treatment

Biomass has several potential uses; chipped for use as mulch, composted for use as a soil medium and fertiliser or treated in some form of digester to create a gas from which heat and electricity are liberated when the gas is burned. Sources of biomass are food from households and commerce in Leeds, green waste from households and landscape/forestry contractors and agricultural waste, for example manure.

#### Solar energy (active solar)

Electricity can be produced from photovoltaic panels, however these have limited potential for large-scale electricity generation. As most installations require to be grid connected (as they produce the most electricity at times of low demand) they can still help to contribute towards renewable energy targets.

Approximately 8m<sup>2</sup> of photovoltaics is needed for each kw of installed capacity on a favourably orientated façade or roof. To install just 1 MW of electricity from photovoltaics requires 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 MW of electricity if retrofitted with photovoltaics. At the present time there is no means of funding retrofitting.

In terms of the RSS housing requirement for Leeds, if half the annual quota of 4,000 houses each year has to generate at least 1kw of electricity (as they are proposed to do so under the Core Strategy Policy on Code for Sustainable Homes) this will generate 2 MW of capacity by 2021.

#### Landfill Gas

Landfill gas qualifies to be included in renewable energy targets because it is a low-carbon source. The total installed capacity for Leeds shows that the 2010 target has almost been met and is likely to be exceeded at the end of 2009 with the production of an additional 2MW at Skelton Grange and 1MW at Peckfield landfill sites. However, it should be recognised that landfill gas generation will decrease with time as the resource becomes exhausted. A reasonable assumption would be that come 2021 the output from landfill gas would be about the same per annum, about 9MW but will tail off thereafter, depending on commercial factors as well as gas yield.

#### Electricity and heat from from waste

Within the context of the City Council's Municipal Waste Strategy, options for the management of residual waste are current under consideration. As part of this process, work has been undertaken as part of the Aire Valley Leeds AAP and emerging Natural Resources and Waste DPD, to identify potential locations, linked to appropriate technologies.

#### Combined Heat and Power (CHP)

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 development of off-site renewables for particular developments. This



role is particularly important because it will be almost impossible for some developments to reach Code Levels 5 and 6 of the Code for Sustainable Homes without some off-site contribution. As a basis for energy efficiency and carbon reduction, the Council supports opportunities for CHP throughout the District and aims to facilitate their development through the setting up of this initiative. CHP is particularly encouraged in the City Centre (and other key regeneration areas including Aire Valley Leeds) where there are opportunities for large scale energy generation alongside new major development. Opportunities also exist around 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.

### **POLICY RE1: RENEWABLE ENERGY**

**The City Council, will in principle, support opportunities to improve energy efficiency and the increase in renewable energy capacity, as a basis to reduce greenhouse gas emissions. This includes wind energy, hydro power, biomass treatment, solar energy, landfill gas and electricity, heat from waste, combined heat and power and securing the greater use of decentralised and low carbon energy in new development. Further detailed policy guidance on these matters, is provided as part of the emerging Natural Resources and Waste Development Plan Document.**

### **Green Infrastructure and Climate Change**

The creative use of the Green Infrastructure is one of the most promising opportunities to tackle climate change at all levels of spatial planning. For example, Green Infrastructure can reduce the speed of surface water run off and moderate the expected increase in summer temperatures, eliminating the 'urban heat island' effects<sup>4</sup>, and reduce CO<sub>2</sub> through planting. In addition it can provide attractive green corridors, which encourage more people to choose to walk or cycle to destinations rather than take the car.

A particular challenge in Leeds is the relative scarcity of greenspace within Leeds City Centre, which is a 'landscape character area' in its own right. The City Centre is heavily built up and it is not easy to create significant new greenspaces. Saved UDP policy CC10 provides for the creation of 20% open space in new developments over 0.5Ha. Whilst the City Centre has seen substantial growth in new homes over the past 10 years, there has been no corresponding provision of greenspace. For example, between 1999 and 2008, a total of 7,988 new homes were built, predominantly apartments. However, whilst the provision of such development has led to the physical improvement of the urban area (including the public realm), this has not always resulted in the delivery of major areas of new greenspace provision. Consequently, the City Council is promoting the delivery of a new city centre park, in order to help support an attractive livable City Centre.

Whilst the potential for a new city park is under investigation, there is a need to be more creative in meeting the challenge posed by climate change. Policies which encourage more street trees and green roofs within the City Centre will help address issues relating to both climate change and the alleviation of flood risk.

Green roofs can contribute to a number of sustainability objectives including climate change adaptation, reducing surface water run off, improved insulation of buildings,

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<sup>4</sup> Adapting Cities for Climate Change: The Role of Green Infrastructure: Built Environment Vol. 33 No. 1

reducing the urban heat island effect, maintaining and enhancing biodiversity and providing amenity space and visual amenity benefits. Green roofs can range from 'intensive' roof gardens to 'extensive' systems, which have very low maintenance requirements. The term also encompasses 'brown' or biodiverse roofs, which are specifically designed to benefit wildlife.

#### **POLICY GR1 : GREEN ROOFS WITHIN THE CITY CENTRE**

**New Development with a roof area in excess of 0.25 Ha, will be expected to incorporate green roof technology, in at least 75% of their roof covering.**

The Council has carried out a survey of street trees in the City Centre and this demonstrates that there is both a low number of street trees and a high number of streets and urban spaces without any trees at all. Not all streets have space for trees and some are heavily constrained by underground utilities, but there are considered to be significant opportunities for new tree planting as street trees, and within the wider public and private realm. New development will be expected to contribute to this, via landscape schemes, which incorporate trees within private and public spaces, of a technical design to ensure their long term sustainability. Where new major development cannot integrate tree planting within its open space area, it will be expected to contribute via planning obligations to the City's programme of street tree planting. Given the need for urban cooling and the need to fill gaps in the Green Infrastructure, the Council proposes a tree-planting target should be adopted.

#### **POLICY ST1 : STREET TREES IN THE CITY CENTRE**

**The City Council will aim to secure the planting of a 1,000 Trees within the City Centre by 2026, with priority being given to the waterfront, key pedestrian corridors and associated urban spaces and approach streets to the City Centre.**

#### **Managing Flood Risk**

The Rivers Aire and Wharfe and their tributaries are a dominant feature of the Leeds District. This means that there is potential disruption to life for a large proportion of the population due to flood risk. The southeastern boundary of the District is adjacent to the River Calder and Leeds also experiences flooding from this River. The Environment Agency estimates that there are 1500 homes and 500 businesses at 'significant' risk of river flooding within the District. Leeds City Centre is the economic and commercial heart of not only the District, but the wider region and parts of it have a 1 in 20 year risk of flooding from the River Aire. In considering areas of the District where future growth should take place, the Council has sought to avoid areas of high flood risk in accordance with the sequential approach recommended by the Government in PPS25.

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 streams. The following policy has therefore been developed in order to manage both fluvial and pluvial sources of flooding. Further details on the actions identified in the policy can be found in the Natural Resources and Waste Development Plan Document.

## **POLICY MFR1 : MANAGING FLOOD RISK**

Leeds City Council will manage flood risk in the District in the following ways:

- 1. Avoiding inappropriate 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.**
- 2. Protecting areas of functional floodplain as shown on the Leeds SFRA from development (except for water compatible uses and essential infrastructure).**
- 3. Requiring flood risk to be considered for all development commensurate with the scale and impact of the proposed development.**
- 4. Reducing the speed of surface water run-off as part of new build developments.**
- 5. Making space for flood water in high flood risk areas.**
- 6. Reducing the residual risks within Areas of Rapid Inundation.**

### **Leeds Flood Alleviation Scheme (FAS)**

The Leeds City FAS extends over nineteen kilometres from Newlay at the upstream end, to Woodlesford at the downstream end. It passes through the central business District in Leeds City Centre. The scheme consists primarily of raised defences, however, these will wherever possible be set back to maintain the waterfront as a public amenity area. Where it is not possible to construct flood walls due to buildings along the river edge, the buildings will be strengthened and used as part of the flood defence. At the Woodlesford end, the scheme consists of embankments, which can be grassed and planted up. The FAS is intended to provide a 1 in 200 year standard of protection plus climate change plus freeboard.

The FAS is intended to protect existing development and it does not alter the Environment Agency's flood risk zones. However, in considering proposals for development, where the area of search is wholly within zone 3a, preference should be given to those sites that will be protected by the Flood Alleviation Scheme. For those developments where the area of search extends beyond zone 3a, then flood zones lower than zone 3a will still be sequentially preferable.

Within the context of PPS25, regarding development in relation to the proximity of flood defences, it is proposed that in Leeds the following policy approach should apply.

## **POLICY MFR2: MANAGING FLOOD RISK – LEEDS FLOOD ALLEVIATION SCHEME (FAS)**

**Applications for development immediately adjacent to the FAS will be required to:**

- Demonstrate how residual risk of flooding will be accommodated by the development**
- Ensure that access for maintenance of the FAS is provided.**
- Either build the relevant section of the FAS or contribute to its construction. Where the developer builds the relevant section of the FAS they will be required to enter into an agreement to ensure its long term maintenance.**

**Applications for development which are protected by the FAS will only be permitted where it can be demonstrated that the flood defences are properly maintained and where there are agreed warning and evacuation**

**arrangements, which will provide an acceptable standard of safety taking into account climate change.**

### **Natural Resources and Waste Management**

The Core Strategy provides guidance on how Leeds will help secure an appropriate network of waste facilities and infrastructure for the management of all types of waste. However, as Leeds grows it is imperative that as a city we also seek to minimize the amount of waste produced. An overall objective is to seek to break the link between economic growth and waste arising and through the waste hierarchy (reduce, re-use, recycle and recovery) manage waste effectively at all levels. Leeds also needs to make the most of the positive opportunities arising from waste, such as the development of new products, services and employment opportunities (linked to waste recycling technologies).

The RSS forecasts the amount of municipal solid waste to be managed in Leeds as follows:

- 2010 – 380,000 tonnes
- 2015 – 399,000 tonnes
- 2021 – 424,000 tonnes

Forecasts for the amount of commercial and industrial waste are as follows:

- 2010 – 1,195,000 tonnes
- 2015 – 1,217,000 tonnes
- 2021 – 1,245,000 tonnes

These figures correlate with the amount of new housing and employment growth that Leeds has to provide for. The Core Strategy Issues and Options consultation demonstrates that there is considerable strength of feeling that more needs to be done to minimise waste at its source and help individual households to recycle. Leeds therefore needs to find ways to reduce the amount of waste going to landfill. This waste prevention work is being taken forward by the Waste Regional Advisory Group (WRAG), to help to ensure that waste arisings are reduced. Within this overall context, provision needs to be made for more large scale strategic facilities and for small-scale local facilities. The Issues and Alternative Options considered locations for the provision of strategic and small scale facilities such as composting and local recycling points. Most people thought that these should be located within commercial and industrial areas. There was also support for the location of small-scale recycling facilities within residential areas and town centres, which should make it easier for people to recycle.

The sustainability appraisal showed that locating waste management facilities in accessible commercial/industrial areas is the best option environmentally. There were no locational differences for the economic or social objectives, although it was noted that there is a public perception that waste management facilities may cause some local impacts detrimental to amenity.

The emerging Natural Resources and Waste DPD, considers waste management and minerals issues in further detail.

## **(v) A WELL CONNECTED CITY**

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

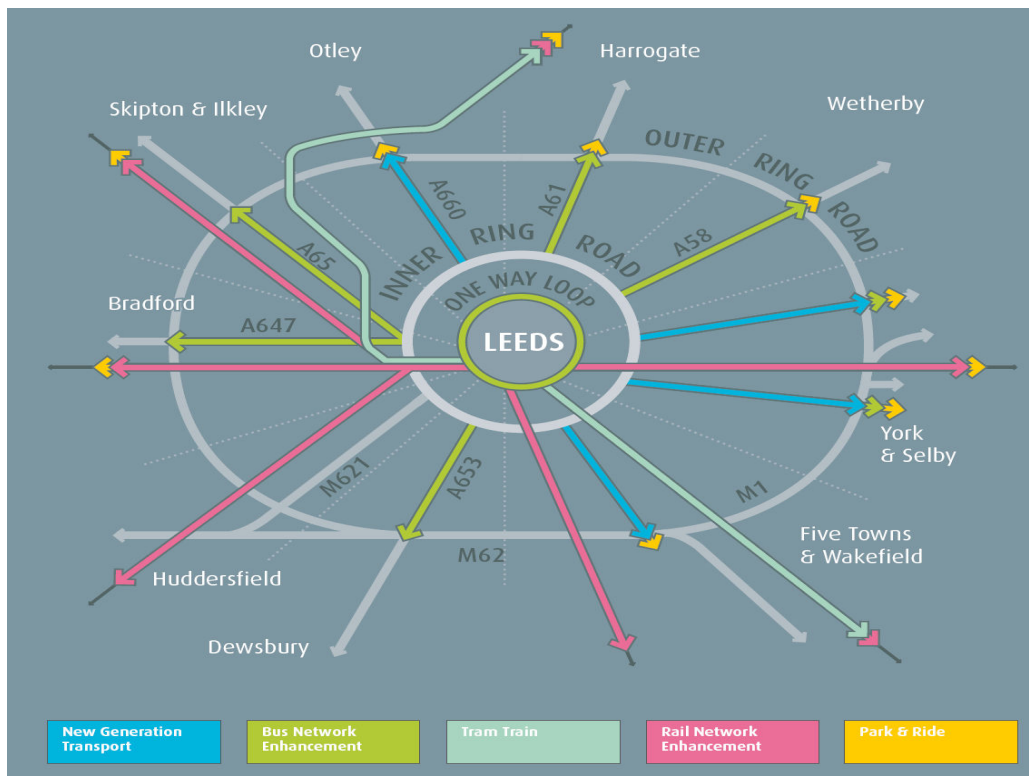
It is crucial that there is a co-ordinated and comprehensive relationship between development and transport to facilitate sustainable communities and ensure Leeds' continued economic success.

The Government's latest approach to strategic transport planning is set out in Delivering a Sustainable Transport System (Department for Transport November 2008) which identifies five broad goals of transport which will be used to inform the development of future transport strategies in Leeds:

- Support economic growth
- Tackle climate change
- Contribute to better safety, security and health
- Promote equality of opportunity
- Improve quality of life

The development of appropriate policies and interventions within Leeds needs to have regard to the wider role and context of Leeds as a Regional City, as well as local opportunities and impacts. In addition to serving the Leeds District, Leeds is a transport hub for the City Region with national road and rail networks converging in Leeds and being host to the regional airport. Within the context of the West Yorkshire Local Transport Plan (LTP2 and emerging LTP3) and the Leeds City Region Transport Vision, there is a need to secure the promotion and delivery of a fully integrated transport system for Leeds. This should address the need to provide a high quality public transport system and ensure that the three main aims of the Vision for Leeds (going up a league, narrowing the gap and developing Leeds' role as the regional capital) are realised. Such transport solutions are essential in a modern and progressive European city, 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 renaissance and link homes to job opportunities.

Within this context, the LDF and the Core Strategy has a key role to play in seeking to integrate transport and spatial planning and with a range of partners, seeking to support aspirations for longer term regeneration and growth, with the necessary infrastructure. A schematic diagram of the strategic transport network is set out below and targeted improvements to this network is included on Map 5.



**Issues**

The main transport issues affecting Leeds include the following:

- Getting people to work
- Connecting important facilities (such as hospitals)
- Diversion of traffic from the City Centre and local communities

These present challenges to accommodating sustainable growth and are discussed further below.

As a Regional City with a prospering economy, Leeds provides an ideal location for businesses and employment. Analysis of the 2001 Census data confirms that there are almost 380,000 trips to work made to destinations in Leeds. Over 100,000 of these trips are from outside the Leeds District (see table T1) and a significant proportion of these trips are made by car. This range of trip patterns requires defined measures to address the needs of local trips within the District and longer distance trips from further a field.

**Table T1: All Leeds District Journey to Work Data (2001 Census) (people)**

Origin	Destination	Total (people)
Leeds	Leeds	270,441
West Yorkshire (exc. Leeds)	Leeds	64,190
Rest UK	Leeds	43,252
Leeds	West Yorkshire (exc. Leeds)	32,387
Leeds	Rest UK	19,676
<b>Total</b>		<b>429,946</b>

Leeds City Centre is an economic driver for the District and the City Region and the policies in the Core Strategy seek to maintain and enhance this role. In 2008, just over 130,000 people worked in the City Centre. The Census indicates that over half

of commuters to the City Centre travel by car, but this varies significantly by distance with car use dominating for longer journeys.

Traffic congestion occurs at various locations across Leeds, particularly in the City Centre, its approaches and further out on the outer ring road and radial routes. Traffic congestion impacts on spatial planning decisions and can inhibit economic growth. Poor air quality is also a problem in the City Centre and traffic congestion is a significant contributory factor. There are seven air quality management areas (AQMAs) in Leeds; six are in the City Centre, located on or near the Inner Ring Road (the other is on the M621). At a national level the UK transport sector currently produces about 33% of the total UK CO<sub>2</sub> emissions and it is the only major sector where emissions are not decreasing.

The strategy for growth presented in the Core Strategy aims to ensure that development is focused on the centres, particularly focussing on the City Centre for new office development and other major attractions. The public transport networks and the interchange opportunities within the City Centre provide the foundations for sustainable development, presenting the ability to further develop the city and providing the conditions to minimise the potential for traffic growth and encourage sustainable travel. The City Centre offers the ability to interchange to services, which connect the city with other key destinations such as St James' Hospital, the two universities, the airport and other areas of the city such as the regeneration areas.

The challenge for Leeds is to continue to improve the public transport networks to accommodate growth, improve journey time reliability and improve the connections with key destinations outside of the City Centre, together with measures to improve opportunities for cycling and walking and to manage the demand for travel by car, whilst conserving and enhancing environmental quality.

Additionally, there are wider aspirations stemming from the City Centre Vision Conference in 2008 to reduce the level of traffic within the City Centre in order to enhance the local environment and to improve pedestrian connections between the train station and the shopping quarter.

Transport provision in Leeds also needs to support regeneration areas and new housing and serve to improve local accessibility and vitality in local centres. There are specific aspirations to improve connectivity between the city 'Rim' and the City Centre for pedestrians and cyclists as outlined in the Sustainable Communities chapter, in order to achieve the spatial objectives of a sustainable city.

To ensure Leeds' long term competitiveness, management of environmental resources and the promotion of quality of life, there is a need to secure sustainable forms of transport to achieve modal shift and manage the demand for travel, and to minimise the need to travel by ensuring the appropriate location and accessibility of development.

### **Travel Demand Management and Modal Shift**

It is essential to manage the demand for travel and to encourage people to travel by more sustainable forms of transport than the private car in order to address congestion, accommodate growth and tackle transport's contribution to climate change.

There are a range of measures available to promote travel choice and influence travel behaviour including making the required investments in the alternative public transport infrastructure, walking and cycling measures, and travel planning measures to enable informed choices to be made. These initiatives can be complemented by measures to ensure the effective management of the transport system, to make the most efficient use of networks and reduce congestion, and through the use of car parking and traffic management policies and pricing measures.

The transport strategy presented below is informed by policies and strategies at the national, regional, city region and local level.

## **POLICY TI & MP 1 : TRANSPORT INVESTMENT AND MANAGEMENT PRIORITIES**

**The Council will support the delivery of an integrated transport strategy for Leeds, which includes a range of infrastructure improvements and other interventions.**

### **Spatial Priorities**

- **Public transport improvements for the bus and rail networks to increase radial capacity to the city and town centres and to improve reliability together with investment in the provision of Park and Ride facilities;**
- **Transport improvements to connect to and from development areas;**
- **Highway proposals to alleviate congestion and improve connectivity**
  - (i) **Orbital improvements to reduce traffic in the City Centre and edge of the City Centre**
  - (ii) **Improvements to orbital linkages to serve strategic movements and divert traffic from local centres and communities**
- **Expansion of the Strategic Cycle Network to improve connectivity;**
- **Improved facilities for pedestrians to promote safety and accessibility, particularly connectivity between the 'Rim' and the City Centre;**

### **Strategic Measures**

- **Sustainable travel proposals including travel planning measures for employers and schools;**
- **Provision for people with impaired mobility to improve accessibility;**
- **Parking policies to manage the supply and use of parking across the city; and,**
- **Measures to deliver safer roads.**

**Routes designated in the emerging transport strategy or programmed works will be protected from development.**

The RSS housing targets present a significant challenge for Leeds and substantial additional investment in transport infrastructure will be required to cater for the suggested level of growth.

### **Location of Development and Accessibility to Homes, Jobs and Services**

In making the most efficient use of land within urban areas, a key issue is the need to promote appropriate forms of higher density residential development in areas of highest accessibility to significant employment uses to ensure that as many people as possible have access to jobs. In terms of access to jobs, there is also a need to



ensure that the benefits of economic growth are enjoyed by the city's most disadvantaged inhabitants through adequate education and training and through improving connectivity between the City Centre, other town and local centres and their communities.

The RSS provides public transport accessibility criteria to inform decisions determining the suitability of a location for development of a range of uses; employment, health, education, leisure, and retail. The Council has used these criteria to inform the development of local accessibility standards and indicators to guide the location of development and assist with site selection (Appendix 8). However, it should be noted that accessibility is only one factor in judging destination proposals, as other policies govern the location of town centre uses. New infrastructure, or improvements to existing infrastructure, may be required to provide the necessary levels of overall accessibility for a site. The Public Transport Improvements and Developer Contributions SPD sets out guidance to determine when contributions towards public transport will be required (N.B. to be aware of CIL effective 6.4.10 SPD will no longer apply).

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

- **New development should be located in accessible locations adequately served by existing or programmed highways, by public transport and with safe and secure access for pedestrians, cyclists and people with impaired mobility.**
- **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. Developer contributions may be required for, or towards, off site highway and public transport improvements, cycle and pedestrian provision, which will be secured where appropriate through S278 Agreements**
- **Significant trip generating sites will need to provide Transport Assessments / Transport Statements in accordance with national guidance.**
- **Travel plans will be required to accompany planning applications in accordance with national thresholds**
- **Parking provision will be required for cars, motorcycles and cycles in accordance with current guidelines (parking policies currently being reviewed – information to follow - need to clarify how reference here to allow SPD).**

#### **Accessibility Requirements of Housing Allocations and Windfall Sites**

The planning and implementation of major extensions (to be defined) provides the ideal opportunity for embedding sustainability into locations through their design and the provision of new infrastructure, services, facilities and initiatives. New developments in major extensions should be coherently planned to minimise the need to travel and to influence travel behaviour in order to affect modal shift away from the private car and maximise journeys by sustainable modes. Developments should be planned to provide good pedestrian and cycle routes to services and facilities and ease of access to public transport.

The RSS provides accessibility guidelines based on public transport accessibility from proposed housing developments to facilities, which can be used to assess the most appropriate locations for housing sites. The RSS guidelines have been used

to determine accessibility guidelines for housing developments in Leeds of 10 dwellings or more (included as Appendix 8).

### **Freight**

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. 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. It is appropriate to locate businesses with significant freight movements close to intermodal freight facilities; 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. Rail and canal sidings are safeguarded for waste and mineral purposes in the Natural Resources and Waste Development Plan Document.

### **POLICY: T3 FREIGHT**

**The Council will maximise opportunities for economic development and job growth and minimise impacts on local communities by:**

**A. Encouraging potential users of rail or water for freight movements to locate at suitable sites**

**B. Identifying freight storage / distribution opportunities as part of the overall employment land requirement set out in Policy EC5. The site search will be focused in the following locations:**

- **Close to Leeds Bradford International Airport**
- **Along rail corridors, particularly in the Lower Aire Valley**
- **Along the Aire and Calder Navigation**
- **Close to motorway junctions on the M1 and M62 corridors**

**C. Protecting provision for rail or canal access for potential users, where appropriate.**

### **Managing the Growth of Leeds Bradford International Airport**

Leeds Bradford International Airport (LBIA) is a key component of the strategic infrastructure for the City Region and an economic resource for employment, business development and tourism. It is currently the only airport within the Leeds City Region but is in competition with other airports in the wider region.

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 RSS and Core Strategy.

The airport has a Masterplan (2005 - 2016), which provides an indication as to how it may develop in future years; national policy supports the development of the airport, subject to access and environmental issues being managed.

The Council has to consider the implications of allowing the airport to expand (in terms of passenger numbers), as it will mean a subsequent growth in the amount of vehicular traffic travelling to and from the site, unless effectively managed. A Surface Access Strategy is currently in place, which identifies a range of transport interventions to support the sustainable growth of the airport. However, in the context of recent approved plans for airport development, including additional car parking, this needs to be revised and updated if any further airport growth is to be realised. Options for improved road and possible rail connections are under active investigation and a key objective is to significantly increase the proportion of passengers who travel to and from the airport by public transport. Improving surface access to the airport, particularly by public transport, is one of the regional priorities for transport investment and management identified in the Regional Transport Strategy.

As part of the Core Strategy and the longer term aspirations for Leeds, the airport therefore has a key role to play. However, within the plan period future airport growth (in terms of passenger numbers and operational requirements) needs to be linked with investment in solutions for surface access improvements and modal shift to public transport, to ensure that potential impacts of growth are managed and are sustainable. Within this context, an updated Airport Masterplan and, additionally, the preparation of Supplementary (or Development Plan) Planning Guidance, will help to guide and manage future requirements beyond current operational and planning requirements.

**POLICY T4 : MANAGING THE GROWTH OF LEEDS BRADFORD INTERNATIONAL AIRPORT**

**The continued improvement 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 permitted subject to:**

- A. Provision of major public transport infrastructure improvements,**
- B. Agreement of a transport strategy with identified funding,**
- C. Environmental assessment and agreed plans to mitigate adverse environmental effects,**
- D. The preparation of detailed planning guidance to manage any local impacts and implementation issues.**

## CORE STRATEGY – GLOSSARY OF TERMS

Acronym	Term	Explanation
AVL	<b>Aire Valley Leeds</b>	Aire Valley Leeds is an area of 1,000 <b>hectares</b> of land situated to the south east of Leeds City Centre stretching out to the M1. See Appendix 1 for a location plan. The area has over 400 hectares of land with potential for development, and is a regeneration opportunity of regional and sub-regional importance. Work is therefore progressing on the production of the Aire Valley Leeds <b>Area Action Plan (AAP)</b> .
	<b>Allocation</b>	The land use assigned to a parcel of land under a statutory <b>Development Plan</b> .
AMR	<b>Annual Monitoring Report</b>	A report submitted to the government by local planning authorities assessing progress with and the effectiveness of a <b>Local Development Framework (LDF)</b> .
AAP	<b>Area Action Plans</b>	AAPs are development plans, which are part of the <b>Local Development Framework (LDF)</b> . They focus on a specific area, subject to significant change, such as a major regeneration project. AAPs make sure developments are the right size, mix and quality. They also protect areas sensitive to change, and aim to solve conflict in areas with development pressures. Their main purpose is to set out policies and proposals for the development of land to help decide planning applications and guide the future growth of the area.
	<b>Affordable housing</b>	<p>Affordable housing is 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 Social Landlord' (RSL), which are private companies.</p> <p>There are two main types of affordable housing:</p> <ul style="list-style-type: none"> <li>• Social rented affordable housing is housing which is rented at rates, which are much lower than private rented housing.</li> <li>• Intermediate affordable housing is housing that is in between the price of social rented and private market housing. 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>• Intermediate or submarket rent - the intermediate affordable units are rented out at rents above those of social rent but below market rents.</li> <li>• 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>• 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> </ul> <p>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.</p>
	<b>Biodiversity</b>	The whole variety of life encompassing all species and ecosystem variations, including plants and animals.
	<b>Brownfield land</b>	Any land or premises that has previously been used or developed in association with a permanent structure. It includes gardens, but excludes parks, recreation grounds, allotments. Also known as ' <b>previously developed land.</b> '

Acronym	Term	Explanation
	<b>Carbon emissions</b>	Releases of carbon to the atmosphere principally from the burning of fossil fuels and deforestation. Increased atmospheric concentrations of carbon dioxide and other greenhouse gases trap more of the earth's heat leading to the phenomenon known as global warming.
	<b>City Centre</b>	The main focus of commerce, administration, law, medicine, education, culture, entertainment and transport within Leeds. It is also the regional shopping centre and the main focus of employment.
	<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/CO <sup>2</sup> emissions.
<b>CIL</b>	<b>Community Infrastructure Levy</b>	A financial charge which local authorities will be allowed to charge on most types of new <b>development</b> in their area. The money will be spent on local and sub-regional infrastructure to support the development of the area.
	<b>Community Strategy (Vision for Leeds 2)</b>	Following a period of extensive public consultation, the Vision has been adopted by a range of partners and Leeds City Council. The purpose is to guide the work of all partners to make sure that the longer term aims for the City can be achieved. The three main aims are to; 'go up a league as a city'; ' <b>narrow the gap</b> '; and 'become a European city.' Early work has now commenced on a 'Vision 3'.
	<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>Conservation Area</b>	An area, usually part of a settlement, designated by a Local Planning Authority for preservation or enhancement because of its special architectural or historical interest.
	<b>Consultation</b>	A process by which people and organisations are asked their views and are able to make their comments so that they can influence the outcome.
	<b>Contaminated land</b>	Land that has been polluted or harmed in some way making it unfit for safe development and usage unless cleaned.
	<b>Core City</b>	Core Cities are the major centres of business and wealth creation that in turn power the economy of the 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 <b>Local Development Framework (LDF)</b> . It sets out the spatial vision for the future of Leeds to 2026, and provides broad policies to shape development.
	<b>Density</b>	A measurement of the intensity of residential land use, usually measured by the number of dwellings per hectare (dph). The normal minimum density for housing is 30 dph.
	<b>Deprivation</b>	Deprivation relates to people's standards of living compared to those of society generally. It reflects the access people have to material goods and resources, and their lack of means to join in social, cultural and political life. The most commonly used method of measuring the level of problems and issues in an area is by the 'Index of Multiple Deprivation'. It looks at a number of factors such as income, level of employment, health, poor housing, and education.

Acronym	Term	Explanation
	<b>Development</b>	The carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any buildings or other land. Most forms of development require <b>planning permission</b> .
<b>DEC</b>	<b>Development Enquiry Centre</b>	This is the reception for the Council's City Development Department. It is located at: The Leonardo Building, 2 Rossington Street Leeds LS2 8HD. See the back page of this document for further contact details.
	<b>Development Plan</b>	The statutory document(s) setting out the policies and proposals for the <b>development</b> and use of land and buildings in a Local Authority's area. They include local, regional, and national documents.
<b>DPDs</b>	<b>Development Plan Documents</b>	Documents which Local Planning Authorities are required to prepare in order to set out the future <b>spatial planning</b> framework for their area, as part of the <b>Local Development Framework (LDF)</b> . They include the <b>Core Strategy</b> , the <b>Proposals Map</b> , and <b>Area Action Plans (AAPs)</b> . All <b>DPDs</b> must be subject to rigorous procedures of community involvement, <b>consultation</b> and <b>independent examination</b> . Once adopted, decisions on <b>planning applications</b> must be made in accordance with them.
<b>EASEL</b>	<b>East and South East Leeds</b>	EASEL is the name given to the major regeneration project, which aims to improve the area of East and South East Leeds over the next 15-20 years. The EASEL area includes the communities of Burmantofts, Cross Green, Gipton, Halton Moor, Harehills, Lincoln Green, Osmondthorpe, Richmond Hill and Seacroft. An <b>Area Action Plan (AAP)</b> is being drawn up for the area.
	<b>East Leeds Extension</b>	A greenfield site identified in the <b>Unitary Development Plan (UDP)</b> Review around the eastern edge of Leeds as a reserve of land to be used in the event that <b>brownfield</b> sites do not come forwards at a rate to meet <b>Regional Spatial Strategy (RSS)</b> housing targets.
	<b>Eco-Homes</b>	A sustainable, healthy and environmentally friendly home, they are built using sustainable building methods and materials to standards set at the national level. Eco homes are designed to save energy and to conserve water.
	<b>Evidence base</b>	The information and data gathered by local authorities to justify the policy approach set out in <b>Local Development Documents (DPDs)</b> , including physical, economic, and social characteristics of an area.
	<b>Flood risk</b>	Areas with a high, medium or low risk of flooding. <b>Development</b> should generally be located outside of flood risk areas. Flood risk is assessed in Leeds by the <b>Strategic Flood Risk Assessment (SFRA)</b> , 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 <b>greenspaces</b> , which can link housing areas to the national cycle network, town and city centres, places of employment, and community facilities. They help to promote environmentally sustainable forms of transport such as walking and cycling within urban areas and can also act as vital linkages for wildlife dispersal. They often act as major breaks around and between parts of settlements.
	<b>Greenfield land</b>	Land that has not previously been used for urban development. It is normally used for agriculture, forestry, or parks.

Acronym	Term	Explanation
GI	<b>Green infrastructure</b>	An integrated and connected network of <b>greenspaces</b> , 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 <b>green corridors</b> .
	<b>Greenspace</b>	A collective term to describe areas of generally open space and vegetation, which the public have a right to enter and use for formal or informal recreation. Examples include recreation grounds, parks, linear spaces alongside canal towpaths, pedestrian areas in the city centre, small play spaces within housing areas, or woodland.
(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>Home Zones</b>	A Home Zone is a street or group of streets where pedestrians, playing children, cyclists, and low-speed vehicles share the space on equal terms. They combine shared surfaces, trees, planters, parked cars, seating, artwork and children's play areas to create a street-space so unlike a traditional street that vehicle speeds are significantly reduced by the instinctive behavioural change in drivers. They require significant community involvement and participation.
	<b>Independent Examination</b>	The process by which a planning inspector may publicly examine a <b>Development Plan Document (DPD)</b> before issuing a binding report of changes to the document, which the local authority must abide by. The Examination takes into account all the <b>consultation</b> comments received, and individuals and groups have a chance to present their views. The purpose of the Examination of the Core Strategy is to consider if the development plan is <b>sound</b> .
	<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 <b>green infrastructure</b> .
	<b>Issues and Options</b>	The initial main consultation stage on the Core Strategy, which took place in 2006 with the objective of gaining public opinion and consensus over draft proposals.
	<b>Issues and Alternative Options</b>	The second main consultation stage on the Core Strategy which took place in late September – December 2007 with the objective of gaining public opinion and consensus over draft options.
<b>Leeds HMA</b>	<b>Leeds Housing Market Assessment</b>	This study sets out a picture of the need for housing across five housing market zones in Leeds, including an assessment of the need for affordable housing.
	<b>Listed building</b>	A building of special architectural or historic interest, designated by law.
	<b>Local centres</b>	Local centres provide for the day-to-day shopping needs (mainly food and household necessities) of the immediately surrounding communities.
<b>LDF</b>	<b>Local Development Framework</b>	The LDF is a collection of development documents, which set out the local planning authority's policies. They take into account the impact of development on the economy, the environment and the social make up of the area. The LDF will eventually replace the <b>Unitary Development Plan (UDP)</b> .
<b>LDS</b>	<b>Local Development Scheme</b>	The local planning authority's timescale and programme for the preparation of documents in the <b>Local Development Framework (LDF)</b> that must be agreed with government and reviewed every year.
	<b>Low carbon economy</b>	An economy, which has reduced <b>carbon emissions</b> . This may use a mixture of energy efficiency, renewable sources of electricity, replacing coal and oil with lower carbon fuels such as gas, and the use of hydrogen as a fuel.

Acronym	Term	Explanation
	<b>Low emission zones</b>	An area from which vehicles that fail to meet a specified pollution emission standard are excluded. Local Authorities have a duty to show progress towards improving air quality, and low emission zones may help to achieve this.
	<b>'Narrow the gap'</b>	The aim to reduce the economic and social difference between the most disadvantaged people/communities and the rest of Leeds.
	<b>Neighbourhood shopping parade</b>	Neighbourhood shopping parades are smaller than local centres and generally only include retail uses. For the purposes of planning guidance neighbourhood shopping parades are not to be treated as 'centres' for purposes of locating new or additional retail facilities.
<b>NGT</b>	<b>New Generation Transport</b>	A new public transport scheme for Leeds being developed by the Council and Metro, based on former <b>Supertram</b> principles. The scheme would provide a reliable, frequent, and comfortable transport system for Leeds, likely to be operated by modern trolleybuses, which run on rubber tyres like a regular bus but are powered by electricity from overhead wires and can run on both normal roads and separate routes. Three initial routes across Leeds have been identified, from the north, south, and east of the main Leeds urban area into and around the <b>City Centre</b> .
	<b>'Out of town centre' shopping centres</b>	Large purpose built retail centres, offering few non-retail uses. They attract visitors for shopping primarily by car. Existing policy does not support expansion of these centres.
	<b>Planning</b>	Planning is about how we plan for, and make decisions about, the future of our cities, towns and countryside. Leeds City Council, as the local planning authority, is responsible for deciding whether a <b>development</b> - anything from an extension on a house to a new shopping centre - should go ahead.
	<b>Planning Aid</b>	Planning Aid is a voluntary service offering free, independent and professional advice and support on planning matters to community groups and individuals who cannot afford to employ a planning consultant. Yorkshire Planning Aid can be contacted on 0113 237 8486, Email: <a href="mailto:ykco@planningaid.rtpi.org.uk">ykco@planningaid.rtpi.org.uk</a> , Website: <a href="http://www.planningaid.rtpi.org.uk">www.planningaid.rtpi.org.uk</a> .
	<b>Planning application/ permission</b>	Formal approval sought from a local planning authority, allowing a proposed development to proceed.
<b>PPG</b>	<b>Planning Policy Guidance note</b>	Government statements of national planning policy. <b>PPGs</b> are being replaced with <b>Planning Policy Statements (PPSs)</b> . Examples include PPG17, which helps to decide whether a playing field or land/buildings used for sport can be developed for another use, and PPG2, which considers <b>green belt</b> .
<b>PPS</b>	<b>Planning Policy Statement</b>	Government statements of national planning policy. <b>PPSs</b> are replacing <b>Planning Policy Guidance notes (PPGs)</b> . Examples include PPS3, which discusses housing issues, PPS6 which discusses town centres and shopping, and PPS25, which discusses <b>flood risk</b> .
	<b>Preferred Approach</b>	Leeds City Council's name for an informal stage of the <b>consultation</b> process for the Core Strategy. The Core Strategy Preferred Approach is published for public consultation for the six weeks between 19 <sup>th</sup> October and 30 <sup>th</sup> November 2009, with further informal consultation following on afterwards. Once comments have been received, changes may be made and the final Plan will be put together into the <b>Submission Draft</b> and later progressed to <b>Independent Examination</b> . The Preferred Approach takes into account national, regional and local planning policies, responses received from public consultation, and technical advice on a range of issues.
<b>PDL</b>	<b>Previously developed land</b>	Any land or premises that has previously been used or developed in association with a permanent structure. It includes gardens, but excludes parks, recreation grounds, and allotments. It is also known as <b>'brownfield land.'</b>



Acronym	Term	Explanation
	<b>Proposals Map</b>	The Proposals Map illustrates on a base map the most up to date policies contained in <b>Development Plan Documents</b> .
<b>PAS</b>	<b>Protected Areas of Search</b>	The designation of <b>green belt</b> boundaries was accompanied by the designation of Protected Areas of Search to provide land for longer-term <b>development</b> needs. No development is permitted on PAS that would prejudice the possibility of longer-term development. The suitability and <b>sustainability</b> of PAS for development is to be comprehensively reviewed as part of the <b>Local Development Framework (LDF)</b> process.
	<b>Public transport node</b>	A location, which is accessible by good public transport, usually centred around a train/bus station or an intersection of public transport routes.
	<b>Quality bus corridor</b>	A scheme to provide a high standard of bus service along highly congested routes into Leeds <b>City Centre</b> . It uses elements such as new bus lanes, bus priority signal arrangements, and improvements to passenger facilities.
	<b>Regeneration</b>	There are many and varied definitions of regeneration, which centre around the aim to achieve an improvement to the conditions of disadvantaged people or places. It includes interventions to reverse economic failure or to tackle <b>deprivation</b> in target areas. It can be achieved through a range of methods including improvements to the physical environment, education, health, housing, employment opportunities, and community safety. It also includes attracting and growing businesses, skills and workforce development. <b>Planning</b> has a central role in achieving regeneration.
<b>RES</b>	<b>Regional Economic Strategy</b>	Provides a framework for an integrated and <b>sustainable</b> approach to economic development and regeneration.
<b>RSS</b>	<b>Regional Spatial Strategy</b>	The RSS (also known as the Yorkshire and Humber Plan) provides a framework to guide the preparation of <b>Local Development Frameworks (LDFs)</b> within the Yorkshire and Humber region. It provides a strategy for how the region should look in 15 to 20 years time, including the scale and distribution of new housing, areas for regeneration, and priorities for the environment, transport, infrastructure, economic development, agriculture, minerals, and waste. It is likely to be replaced in the next few years by a 'Regional Integrated Strategy', which will merge the regional level planning and economic functions together.
	<b>Renewable energy</b>	Energy flows that occur naturally and repeatedly in the environment, for example from the wind, water flow, tides or the sun.
	<b>Right to buy</b>	A tenant living in a council-owned property can purchase it at a discount, the size of which depends on the length of their tenancy.
	<b>'The Rim'</b>	A ring of land approximately 1km/10 - 15 minutes walk deep stretching out from the edge of the City Centre. It was identified by the Renaissance Leeds Study (2004). The study referred to the Rim area as a 'Rim of Disconnectivity', where the impact of the inner ring road and train system has separated communities on the fringe of the centre both from the centre itself and from one another. The physical attributes of the Rim such as slopes and becks also add to this problem.
	<b>Sequential approach</b>	A planning principle that seeks to identify, allocate, or develop certain types or locations of land before others. For example, <b>brownfield</b> housing sites before <b>greenfield</b> sites, or <b>town centre</b> retail sites before <b>out-of-centre</b> sites.
	<b>Scenarios</b>	Spatial options of how Leeds could look in the future, which formed a basis for discussion at the <b>Issues and Alternative Options</b> stage of the Core Strategy. An important function of the scenarios was to vision future opportunities and challenges associated with urban renewal, regeneration and growth, and help assess phasing of development.

Acronym	Term	Explanation
	<b>Scoping Report</b>	An initial report, which outlines the scope of the <b>Sustainability Appraisal (SA)</b> for <b>Local Development Framework (LDF)</b> documents. It illustrates the characteristics of the subject area and highlights any key issues that have emerged from evidence gathering.
	<b>Soundness</b>	A <b>Development Plan Document (DPD)</b> has to meet formal tests of soundness in order to be approved through the <b>Independent Examination</b> 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 <b>evidence</b> .
	<b>Spatial Planning</b>	Spatial planning is the consideration of what can and should happen where. It goes beyond traditional land use planning to take into account and direct the spatial implications of other plans, strategies and programmes at a regional, sub regional and local level. This includes those dealing with renaissance, regeneration, affordable housing, transport, investment planning, health, culture and community safety; any policies and programmes, which influence the nature of places and how they function. It sets out a strategic framework to guide future development and policy interventions.
	<b>Special Landscape Area</b>	Countryside areas in the Leeds District with the most attractive landscape value. Planning policies seek to protect it from visually harmful <b>development</b> , and maintain and improve it where necessary in order to safeguard its attractive character and appearance.
<b>SCI</b>	<b>Statement of Community Involvement</b>	A formal document which sets out how Leeds Council will consult people on the preparation of <b>Development Plan Documents (DPDs)</b> and <b>planning applications</b> .
<b>SFRA</b>	<b>Strategic Flood Risk Assessment</b>	Identifies the areas of different <b>flood risk</b> across the Leeds District. It should be used to help identify locations for future growth and inform land use policies.
<b>SHLAA</b>	<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>Submission Draft Core Strategy</b>	The final version of the <b>Core Strategy</b> , which the Council submits ahead of the <b>Independent Examination</b> .
	<b>Supertram</b>	Leeds City Council and partners have been proposing a Supertram light rail network (as in Sheffield and Manchester) since the early 1990s. The 28km system was proposed with a <b>City Centre</b> core section branching off along three routes to the north, east and south of the city. Funding for the scheme was rejected by central government in 2005. An alternative scheme for the same routes through <b>New Generation Transport</b> is now being developed.
<b>SPDs</b>	<b>Supplementary Planning Documents</b>	SPDs deal with specific issues (thematic or site specific) and elaborate upon the policy and proposals in <b>Development Plan Documents (DPDs)</b> .
<b>SA</b>	<b>Sustainability Appraisal</b>	This is 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.

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

