



## Report of the Director of City Development

**Development Plan Panel** 

Date: 9 March 2010

**Subject: Leeds LDF Core Strategy – Infrastructure Delivery Plan (IDP)** 

Electoral Wards Affected:	Specific Implications For:
All	Equality and Diversity 🗸
	Community Cohesion 🗸
Ward Members consulted (referred to in report)	Narrowing the Gap ✓

#### **EXECUTIVE SUMMARY**

- 1. Planning Policy Statement 12 (PPS 12, June 2008), provides renewed emphasis on the deliverability of plans and the need for local planning authorities to demonstrate that necessary, physical, social and green infrastructure is provided to support the delivery of the vision for an area, as set out in its Core Strategy. To achieve this, Core Strategies are therefore required to be underpinned with an Infrastructure Delivery Plan (IDP).
- 2. The purpose of this report, is to outline for the Development Plan Panel, work which is currently underway, in the preparation of an Infrastructure Delivery Plan (IDP), to support the LDF Core Strategy.

#### 1.0 PURPOSE OF THIS REPORT

1.1 The purpose of this report, is to outline for the Development Plan Panel, work which is currently underway, in the preparation of an Infrastructure Delivery Plan (IDP), to support the LDF Core Strategy.

#### 2.0 BACKGROUND INFORMATION

- 2.1 Planning Policy Statement 12 (PPS 12, June 2008), provides renewed emphasis on the deliverability of plans and the need for local planning authorities to demonstrate that necessary, physical, social and green infrastructure is provided to support the delivery of the vision for an area, as set out in its Core Strategy.
- 2.2 In providing a focus for deliverability, PPS12 advocates that Core Strategies are supported by Infrastructure Delivery Plans (IDP), as a basis to plan and coordinate the provision of infrastructure. This is a major undertaking for a city the size and complexity of Leeds and the issues associated with the shortfall in infrastructure to support *current* identified priorities (including public transport, regeneration and flood defence), as well as the need to provide infrastructure to support *future* longer term growth.

#### 3.0 MAIN ISSUES

- 3.1 As members will be aware, work is progressing on the preparation of the LDF Core Strategy for Leeds. Further informal consultation on a 'Preferred Approach', was completed in December 2009, with a view to advancing the document to Publication, Submission for final Adoption in 2011.
- In support of this work and in reflecting the more recent requirements of PPS12, the preparation of an Infrastructure Delivery Plan (IDP) has commenced. As part of this process, Planning & Sustainable Development (via Forward Planning & Implementation), are participating in a Planning Advisory Service (PAS) pilot project on infrastructure planning. As part of this approach PAS have developed a 'steps approach' methodology as a tool, to help planning authorities develop IDPs.
- 3.2 Within this context, initial work has been undertaken to prepare a draft IDP Scoping document, a project timetable, a schedule of planned infrastructure (where this is known), together with a questionnaire to send to infrastructure providers (in order to ascertain more comprehensively, future plans/commitments etc). Arising from this research, an initial schedule of 'planned infrastructure' (broadly covering the Core Strategy plan period) has been compiled. This is attached for information as Appendix. 1.
- 3.3 It should be empahsised also, that a key aspect of this work has been partnership working with the Leeds Initiative (as a member of the core project group), together with ongoing liaison with individual City Council Directorates and corporate partnership groups. Whilst these discussions are at an early stage, the focus of this is to raise awareness of the IDP, data gathering and a coordinated approach to longer term infrastructure provision.

### Next Steps

In progressing the work, a series of project meetings over 2010 have been scheduled with PAS (and with pilot authorities), to move the work forward. Central to

the next phases of the work, will be the need to examine infrastructure "standards" and "deficits". This evidence will then be used to inform the plan for longer term regeneration and growth consistent with these requirements and the spatial approach of the Core Strategy. This is a challenging exercise and whilst a number of City Council projects and partnership initiatives are underway to deliver necessary infrastructure, it is evident that components of the city's infrastructure have capacity issues (e.g. heavy rail network and Strategic Highways Network).

- 3.5 Following on from this analysis, will also be the need to define and prioritise infrastructure requirements associated with the Core Strategy and to seek to secure their viability and funding requirements. However, there are a number of issues and uncertainties regarding infrastructure provision and delivery. The current economic uncertainties has had an impact upon delivery and finance more generally. These factors are also affecting the scale and availability of public sector funding. In addition, the implications of emerging policy initiatives, including, the Community Infrastructure Levy (due to be introduced nationally in April 2010, after several delays) are yet to be fully determined.
- In moving the progress forward however, the Department of Communities & Local Government (DCLG) & PAS advise, that particular emphasis needs to be given to the 'first 5 years of the plan' i.e. where infrastructure is currently planned & programmed. This is a useful and pragmatic approach, notwithstanding this planning beyond the first 5 years to 2026 (the end of the plan period) raises major issues in terms of the provision of sufficient levels of infrastructure for longer term growth (including housing) and other strategic requirements. In seeking to tackle these longer term challenges, the City Council and also via the Leeds City Region forerunner is pursuing a range of initiatives and funding streams, to secure opportunities for major regeneration (including Urban Eco-Settlement funding) and strategic transport improvements (sub regional transport vision).

#### 4.0 IMPLICATIONS FOR COUNCIL POLICY & GOVERNANCE

4.1 None, other than to reiterate that the LDF Core Strategy needs to be in general conformity with the adopted Regional Spatial Strategy (2008).

#### 5.0 LEGAL & RESOURCE IMPLICATIONS

None, other than to emphasise that the delivery of infrastructure, raises a series of resourcing issues regarding viability and funding mechanisms. In seeking to make progress in this area, the City Council and via the planning process will continue to work with a wide range of stakeholders, agencies and funding providers at a national, regional and local level.

#### 6.0 CONCLUSIONS

6.1 The preparation of the Core Strategy and IDP presents major opportunities and challenges for Leeds. The Core Strategy provides a basis to give 'spatial expression' to the Vision for Leeds and to manage regeneration and future growth (consistent with the principles of sustainable development), in a coordinated way. The requirement to embed IDPs as part of this process is positive but the scale of this task in Leeds is challenging and as a consequence a pragmatic and targeted approach is necessary. This will provide a basis to achieve greater resource efficiency in delivering planned infrastructure but is also likely to highlight major

infrastructure gaps, at a time when longer term funding and related mechanisms are uncertain.

## 7.0 RECOMMENDATION

- 7.1 Development Plan Panel is recommended to:
  - i). Note the contents of this Report regarding the preparation of the Core Strategy Infrastructure Delivery Plan.

## **Background documents**

Leeds LDF Core Strategy 'Preferred Approach'

## Appendix 1

**Infrastructure Schedule** 

# <u>LDF Core Strategy - (Draft) Infrastructure Schedule</u>

	Infrastructure	2005 - 2010	2010 - 2015	2015 - 2020	2020 - 2025	2025 - 2030
	Dharain at (HARAIN an)					
1.	Physical (Utilities)					
	1.1 Water	To follow				
	Gas	Ongoing 23 year project to replace metallic pipes with plastic alternatives (1900km will be replaced by the end of the project)	Ongoing 23 year project to replace metallic pipes with plastic alternatives (1900km will be replaced by the end of the project)	Ongoing 23 year project to replace metallic pipes with plastic alternatives (1900km will be replaced by the end of the project)	Ongoing 23 year project to replace metallic pipes with plastic alternatives (1900km will be replaced by the end of the project)	Ongoing 23 year project to replace metallic pipes with plastic alternatives (1900km will be replaced by the end of the project)
	Electricity (Power & Heat)	Feasibility study for Civic Quarter district heating scheme due for completion early 2010.	City Centre Esco / Civic & Eastgate Quarters district heating projects	To follow	To follow	To follow
	Telecoms	To follow	To follow	To follow	To follow	To follow
	Railways  • Major	Leeds station cycle hub works commence Jan 2010.	East Leeds Parkway Station (Scheduled for completion 2013/2015, subject to consultation & completion of Major Scheme Business Case, submission of planning application Spring/Summer 2010, completion of detailed design,	Local rail network electrification schemes (Unfunded – studies required to confirm costs, business cases and priorities)  Aire Valley Leeds corridor, Wakefield and Five Towns lines service capacity and improvements	Local rail network electrification schemes (Unfunded – studies required to confirm costs, business cases and priorities)  Inter-regional rail capacity and infrastructure improvements - Sheffield and Midlands	Possible High Speed Rail (£11B East Coast option). Network Rail consider unlikely within the plan period. (Unfunded - subject of national study).

procurement & DfT Full Approval, Start of works 2012). Regional priority.  City Station Southern Access (late 2011). Regional priority currently subject to bid for DfT approval.  Leeds rail growth package; stations at Kirkstall Forge (KF new railway station due to open December 2012) and Apperley Bridge plus service capacity improvements (Regional priority currently subject to bid for DfT approval).  Infrastructure Programme – to be confirmed)  New Pudsey corridor, Redford/Halifax line service capacity and improvements (Unfunded – Network Rail RUS and national priorities)  Horsforth corridor, Tram-Train conversion (Unfunded – included within City Region Connectivity Study)  Study)  Territory  Network Rail Infrastructure Programme – to be confirmed)  Horsforth corridor, Tram-Train conversion (Unfunded – included – included within City Region Connectivity Study)  Study)
Horsforth Woodside station (Unfunded – OBC prepared but not currently Regional priority)
Horsforth corridor service capacity and improvements (Unfunded - RUS Network Rail

• Minor	Infrastruct Programm confirmed  New platfor extension platform 1 at Leeds 0  New Puds ride car pa extensions access (U TFL study  Additional ride capac rail station	ne – to be )  orm and to 7 (2014) Central.  sey park & ark s and nfunded – )  park & sity local is		
Dua Caminas	(Unfunded study requ			To follow
Bus Services  • Major	A65 Quality Scheme. (priority – securrent bide Full Approximation A64 QBC (Unfunded A64 QBC) and Grime park & ride (Unfunded Leeds city bus manal and access scheme (Unfunded Scheme)	trolleybus network - City Centre loop - Stourton Park & Ride - Bodington Park & Ride - Bodington Park & Ride - St James's Hospital and city centre loop route. (Regional priority currently subject to bid for DfT approval).	Leeds NGT trolleybus network extensions - Aire Valley Leeds corridor - Bradford corridor - East Leeds extension (Unfunded – study required)	TO TOIIOW

• Minor  • Services	Dewsbury Road QBC – phase 1 (Funded)  Chapeltown Road bus lane (funded)  A647 Armley Road HOV lane (funded)  Roundhay Road HOV lane (funded)  Pudsey bus station (funded)	- TFL study)  M62 corridor strategic park & ride (Unfunded – TFL study)  Easterly Road HOV lane (Funded)  Meanwood Road corridor bus lanes (Funded)  Dewsbury Road QBC – phase 2 (Unfunded – LTP3)  Investigation of Bus Quality Contracts under consideration by WYITA  Leeds City Bus additional routes (Unfunded)	City centre public transport interchange (Unfunded – TFL study)		
Major Public Transport Schemes  New Generation Transport Tram Train'	To follow	To follow	NGT (subject to approvals/funding start on site 2013, Full Operation 2016).	To follow	To follow
Airport	Airport Master Plan	Airport Master Plan Review bus feeder links and scope for enhancement of	Airport Master Plan  A65 – A658 Link Road (includes extension of A65	Airport Master Plan  LBIA Tram Train link (Unfunded – included within City	To follow

	services (Unfunded).  QBC to serve LBIA) (Unfunded – included within City Region Connectivity Study).	
Highways  • Major	City centre orbital routes strategy, Active Traffic Management (Unfunded – TFL study)  City centre orbital A6120 Strategy major junctions package (Unfunded – City Region Connectivity Study)  Leeds Inner Ring Road Stages 1 & 2 reconstruction and renewal (Unfunded)  City Region Connectivity Study)	OW
	A6120 Strategy East Leeds orbital route (Unfunded – included within City Region Connectivity Study and also subject to release of future housing land)	
• Minor	City Square renaissance public space and public transport priority (Unfunded – TFL study and LTP block fund)  Aire Valley Leeds Link Road and river crossing (Unfunded – Aire Valley Leeds regeneration plan)	
	A6120 Strategy Horsforth roundabout improvement (LTP3 block fund)	

	Cycle/Pedestrian		Armley Gyratory improvement (LTP3 block fund)			
	Waste Management		Residual Waste Solution (subject to bidding process & planning approvals, to be operational by 2014).	Food Processing Facility ?	To follow	To follow
2.	<ul> <li>Social/Economic</li> <li>Financial Inclusion Project</li> <li>Leeds Enterprise Growth Initiative</li> <li>Social Housing</li> <li>Community Facilities</li> </ul>					
	1.2 Education	To follow	To follow	Possible 'Leeds City College'.	To follow	To follow
	Sports/Leisure	John Charles Centre for Sport: Aquatics (new building Olympic swimming pool).  Armley and Morley 'New Leaf' Private Finance Initiative (PFI) Leisure Centres (rebuild of leisure centres).	Holt Park Wellbeing Centre – Department PFI project (mentioned later under PFI).  Free Swimming Capital Modernisation Fund refurbishments at Aireborough Leisure Centre, Kirkstall Leisure	Possible Elland Road Improvements.  Cycling provision by way of a fixed circuit and/or a Velodrome.  Modernisation and improvement to the quality of the facilities provided at	To follow	To follow

<sup>1</sup> Note possible linkages to the 'Green Infrastructure' through the development of MUGA, skate park and BMX improvements at Fearnville Leisure Centre 2015/2020 with possible further development of the community sports hub concept.

	1	,	
Free Swimming	Centre and Otley	the follow sites:	
Capital	Chippindale	Rothwell <sup>2</sup> ,	
Modernisation	Swimming Pool.	Bramley <sup>3</sup> , Pudsey	
Programme – Scott	_	and Wetherby with	
Hall refurbishment.	Re-provision of	a commitment to	
	Fearnville <sup>1</sup> and East	deliver and	
Headingley	Leeds Leisure	resource this work	
Pavilion.	Centres in the form	up to 2020.	
	of one new,		
	purpose built, well	To re-provide	
	being centre, with a	Kippax and Garforth	
	commitment to	Leisure Centres in	
	deliver and	the form of one new	
	resource by	or refurbished	
	2013/15.	swimming pool,	
	2010/10.	fitness suite and	
	To provide a new	other appropriate	
	well being facility for	dry side sports	
	Middleton, at or in	facilities to serve	
	close proximity to	the communities of	
	the current St	Garforth and	
	George's Centre,	Kippax, with a	
	with a commitment	commitment to	
	to deliver and	deliver and	
	resource by	resource by 2017.	
	2013/15.	1030dice by 2017.	
	2010/10.	Continued	
	University of Leeds	development of	
		•	
	Swimming Pool	green energy	
		provision at sites	
		(for example the	
		introduction of a	
		wind turbine at John	
		Charles Centre for	
		Sport - 2009).	

Potential for linkages to the 'Green Infrastructure' development of the playing pitches and facilities improvements at Rothwell Sports Centre and the possible further development of the community sports hub concept.

Note geographic reference is to the leisure centre in the area.

Culture	Art Gallery & Central library (first phase of restoration). Garforth Library. Kirkstall Abbey Visitor Centre. Northern Ballet HQ. Phoenix Dance HQ  2009-12 City Varieties refurbishment Grand Theatra/Opera	Leeds Arena (target date for completion, subject to planning approvals, procurement 2012).  2009-12 City Varieties refurbishment Grand Theatre/Opera North  Hosting Olympic Teams for 2012	"Back the Bid" Host City for 2018 Football World Cup	To follow	To follow
Faith Facilities	Theatre/Opera North To follow	To follow	To follow	To follow	To follow
Health	To follow	To follow	To follow	To follow	To follow
Emergency Services • Police		Elland Road     PFI scheme for     new Police HQ     (2014). New     City Centre     Policing Unit     location to be     determined by     (2014).     Closure of     Millgarth and     Holbeck     buildings by     (2015),     Brotherton     House by	To follow	To follow	To follow

	Fire & Rescue     Ambulance	Currently conducting a 5 phase review of emergency response provision for West Yorks.	(2013) and Bellevue Garages by (2011).  • Currently conducting a 5 phase review of emergency response provision for West Yorks.			
	Legal Infrastructure	To follow	To follow	To follow	To follow	To follow
	Governance	To follow	To follow	To follow	To follow	To follow
3.	Environmental					
	1.3 Flood Defence		River Aire Flood Alleviation Scheme (preliminary works, subject to planning approval 2010/2011).  The Wyke Beck Flood Alleviation Scheme (c.£500K, 2010-15)) - this includes local raised defences in the Dunhill estate and upstream balancing ponds, or flood storage areas	River Aire Flood Alleviation Scheme (completion by 2015).	To follow	To follow

Green Infrastructure  • Wyke Beck Valley  • Forest of Leeds  • Parks with "Green Flag" status  • New facilities  • PROW Improvements	Parks Renaissance: community park improvements  Playing Pitch and Facilities Improvements at:-  Rothwell Sports Centre  Fleet Lane  Tinshill Recreation Ground  The Crescent Tingley  Fixed Play, MUGA, Skate/BMX improvements	The Farnley Wood Beck Flood Alleviation Scheme (c.£1.3m, 2010-15 Funding uncertain at present) Parks Renaissance: community park improvements  Playing Pitch and Facilities Improvements at: Prince Philips Centre Sharpe Lane Middleton Woodkirk Valley Neville Road Playing Pitches Thorpe Park Playing Pitches Thorpe Park Playing Pitches Fixed Play, MUGA, Skate/BMX improvements  City Centre Park and development of small pocket parks in the vicinity  Developing the West Leeds	Parks Renaissance: community park improvements  Playing Pitch and Facilities Improvements at: • Stonegate Road • Fearnville Leisure Centre  Fixed Play, MUGA, Skate/BMX improvements  Improving allotments to local provision standard.  Develop strategic rights of way routes  Improvements to recreational access to river/canal in City Centre.  Aire Valley	Parks Renaissance: community park improvements  Playing Pitch and Facilities Improvements at:  Roundhay Park  Temple Newsam  Queens Park Pudsey  Fixed Play, MUGA, Skate/BMX improvements	Parks Renaissance: community park improvements  Fixed Play, MUGA, Skate/BMX improvements
		Country Park and Green Gateways concept: East and South East Leeds –	(recreational water area)?  Large growing trees		

			Wyke Beck, West/East links; Meanwood Valley; South Leeds; North West Leeds  Cemetery development  Tree Planting in City Centre  Middleton Park	in east, south and west urban areas (?)  Tree Planting in City Centre  New woodland (where?)		
	Heritage     Buildings at Risk	To follow	To follow	To follow	To follow	To follow
4.	Major Regeneration / Development Initiatives					
	1.3.1 City Centre		Eastgate (2012) & Harewood Quarter. Trinity Quarter (2010). South of River – including links to Urban Ecosettlement.  Opening Up the waterfront (dates? Responsibility?)	West End Leeds (2020)	To follow	To follow
	East & South East Leeds (Easel)	Joint Venture with Bellway.	Joint Venture with Bellway.	Joint Venture with Bellway.	Joint Venture with Bellway.	To follow
	West Leeds Gateway		Mistress Lane (key gateway development site) Holdforth Place (Brownfield redevelopment site in	Armley Mills/Dunkirk Hill refurbishment with links to cardigan fields and Armley Town centre	To follow	To follow

		New Wortley) DATES?	(protected greenspace concern expressed from FPI Officers in WLGAAP about inclusion of this suggestion from Mark Mills regen)		
Aire Valley Leeds	Urban Eco- Settlement Forerunner bid. Accelerated Development Zone proposals for employment land (funding decision pending)	Ped/cycle bridges New road bridge. N/S Link Road E/W Link Road NGT Route (Stage 1)	N/S Link Road E/W Link Road NGT Route Extension (Stage 2) J44/45 M1 Improvements Park & Ride Orbital Bus Service Combined Heat and Power system Greenspace/Green Infrastructure Educational facilities	Greenspace/Green Infrastructure Educational facilities	To follow
Leeds Bradford Corridor	Joint regeneration and investment by LCC and BMDC (6000 new dwellings plus employment and infrastructure).	Joint regeneration and investment by LCC and BMDC (6000 new dwellings plus employment and infrastructure).	Joint regeneration and investment by LCC and BMDC (6000 new dwellings plus employment and infrastructure).	Joint regeneration and investment by LCC and BMDC (6000 new dwellings plus employment and infrastructure).	To follow
Holbeck Urban Village		Completion of Neville St and River Crossing Tower Works Refurbishment Completion of Granary Walk	To follow	To follow	To follow

Town & District Centres – Improvement Programme	Chapel Allerton	Resolve future of Temple Works  New Southern access to railway station (2012)  Refurbishment of Streetworks.  To follow	To follow	To follow	To follow
1.3.2 University of Leeds	Earth & Environment Building. Charles Morris Hall (Due for completion July 2010). Childcare Centre (Due for completion 2010). Swimming Pool & Fitness Centre (Due for completion 2010). Energy building (Due for completion 2010). Law Building (Due for completion).	Edward Boyle Library (work to commence late 2011). Innovation City Leeds (Due for completion in 2011, subject to approvals).	To follow	To follow	To follow
1.3.3 Leeds Metropolitan University	To follow	To follow	To follow	To follow	To follow
Affordable Housing Development	New developments at Pudsey, Wortley, Morley, Tingley, Bramley and Woodlesford. Along with other	New developments in Headingley Harehills, Hunslet, Halton Moor, Chapeltown.	To follow	To follow	To follow

		affordable housing initiatives and affordable housing via S106, 500 units to be completed in 2009/10	New council properties being built in West Leeds and the Easel area. Along with other affordable housing initiatives and affordable housing via S106, 800 units			
5.	PFI Schemes					
5.	1.3.4 Homes	Swarcliffe. Little London. Beeston Hill.	Little London. Beeston Hill. Round 6 Lifetime Neighbourhoods for Leeds (mix of Council owned Extra Care accommodation & general needs affordable accommodation for rent, for over 55's) - Fairview, Seacroft; Farrar Lane, Holt Park; Mistress Lane, Armley; other sites tbc	To follow	To follow	To follow
	Schools (Building Schools For the Future - BSF)	BSF 'Wave13' – project scoping underway with Education Leeds.	Allerton Grange High School. Cockburn. Temple Moor. Swallow Hill Community College (formerly West Leeds High). Crawshaw High School. Priesthorpe High	To follow	To follow	To follow

6.	Key Infrastructure (Neighbouring Authorities)		To follow	To follow	To follow	To follow
	1.3.7 Police	Ongoing discussions with West Yorkshire Police re. new Police HQ building.		To follow	To follow	To follow
	1.3.6 Social Care		Independent Living Programme (39 sites/73 Properties), all sites to be constructed & completed by 2011.	To follow	To follow	To follow
	1.3.5 Health & Wellbeing		School. Corpus Christi Catholic College. Mount St Mary's High School. Farnley Park High School. Parklands Girls High School. Joint Service Centres: Chapeltown, Harehills & Kirkstall. Holt Park Wellbeing Centre (Leisure Facilities, Community Space & Health Facilities) to replace the Holt Park Leisure centre.	To follow	To follow	To follow

Version5 @ 12th January 2010