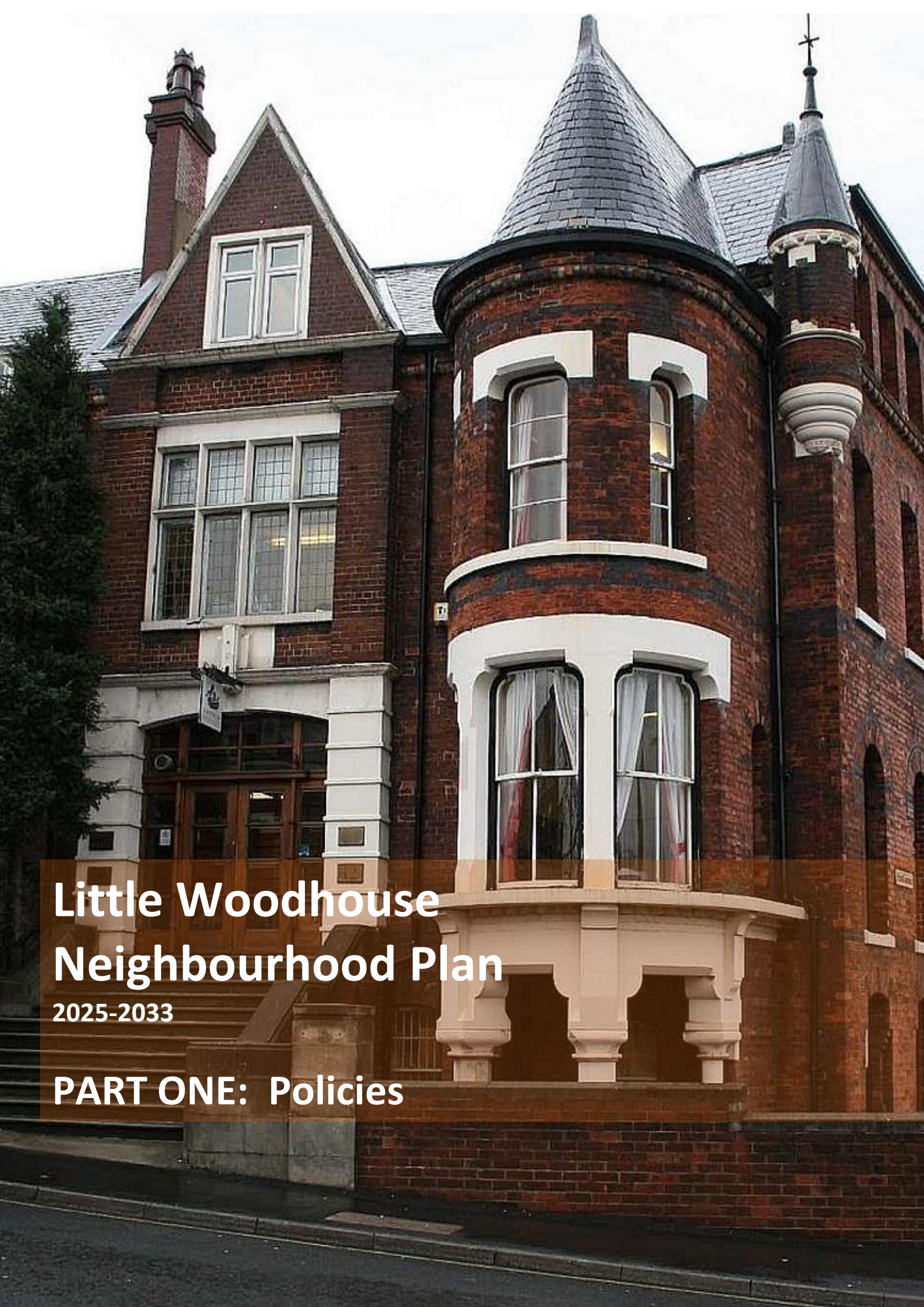




Little Woodhouse Neighbourhood Plan

2025-2033

PART ONE: Policies

LITTLE WOODHOUSE NEIGHBOURHOOD PLAN.

The Neighbourhood Plan consists of four Parts and six Appendices:

PART ONE:	POLICIES
PART TWO:	GENERAL DESIGN GUIDANCE AND CODE
PART THREE:	PURPOSE BUILT STUDENT ACCOMODATION DESIGN CODE
PART FOUR:	PARK LANE CAMPUS DESIGN CODE

Appendix A:	Heritage Area Appraisal and Management Plan
Appendix B:	Non-Designated Heritage Assets and Positive Buildings
Appendix C:	Character Analysis
Appendix D:	Green Infrastructure
Appendix E:	Local Green Spaces
Appendix F:	Community Assets



Little Woodhouse Neighbourhood Plan

PART 1: POLICIES

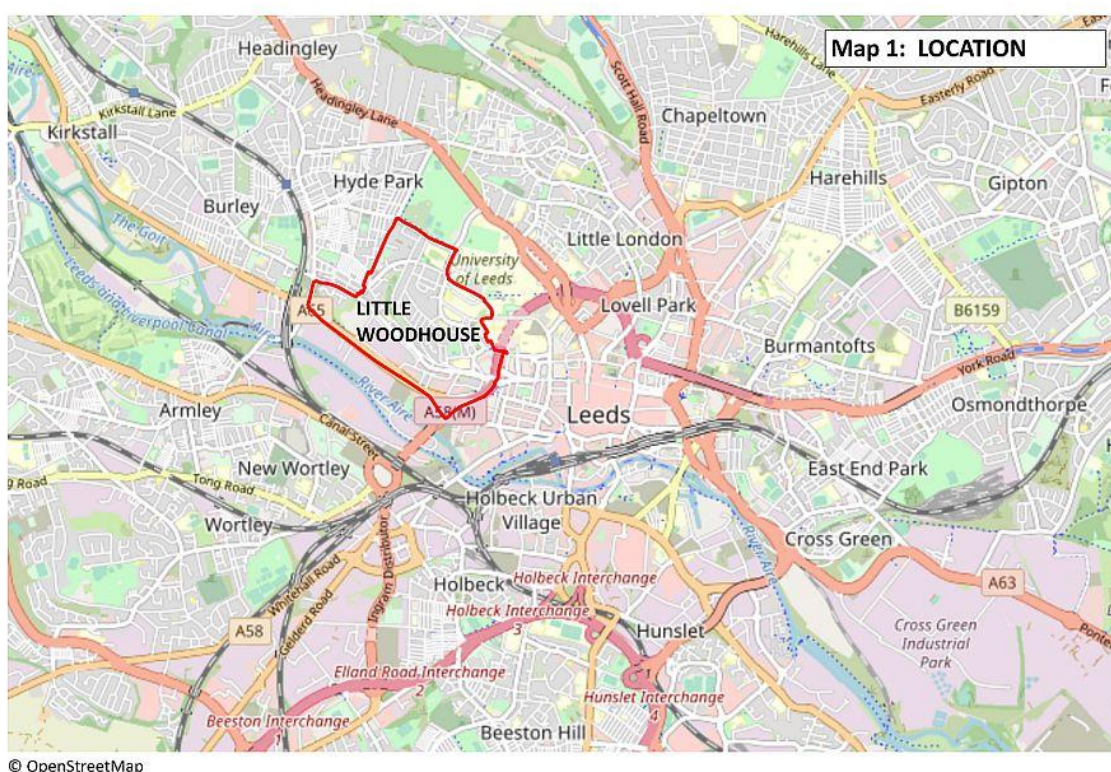
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Map 1: Location

1 Introduction



1.1 About Little Woodhouse

- 1.1.1 Little Woodhouse is a mainly residential area straddling the western edge of Leeds city centre. The Neighbourhood Area lies to the south of Woodhouse Moor and stretches from the Inner Ring Road west to Hyde Park Road. To the south is Kirkstall Road, while Leeds University and Leeds General Infirmary are on the north-east border.
- 1.1.2 Little Woodhouse is a varied place with many special qualities: gently sloping land and a steep escarpment with often dramatic views; three conservation areas with Georgian mansions and Victorian villas and terraces; a small housing estate built between the wars; four late twentieth century former council estates; and more modern commercial buildings and student blocks along the southern edge. The main green spaces include Woodhouse Square and Hanover Square, and Rosebank Millennium Green, owned and maintained by local people. Through traffic tends to be limited to the edges of Little Woodhouse, so vehicle movements through Little Woodhouse are comparatively few, while its location close to the city centre and universities encourages pedestrians and cyclists.
- 1.1.3 Little Woodhouse takes its name from the ancient hamlet which once stood on the present site of the Leeds General Infirmary Clarendon Wing. It was described by the Leeds historian Ralph Thoresby in 1715 as “One of the Pleasantest Hamlets in the Parish”¹. Since the medieval period, the fields to the west had been common “waste”, then Kirkstall Abbey land until the Reformation, eventually being sold by the Crown in 1583 to John Kendal (hence the present Kendal Lane on the line of the ancient route to Woodhouse Moor). By the late 18th century, the land had been divided into several estates with views across the valley commanded by their large mansions, the most notable of which, Denison Hall, still dominates Hanover Square. These estates in turn were divided and developed in the 19th century when the terraces and villas were built. The better-quality examples of these remain, but most of the poorer

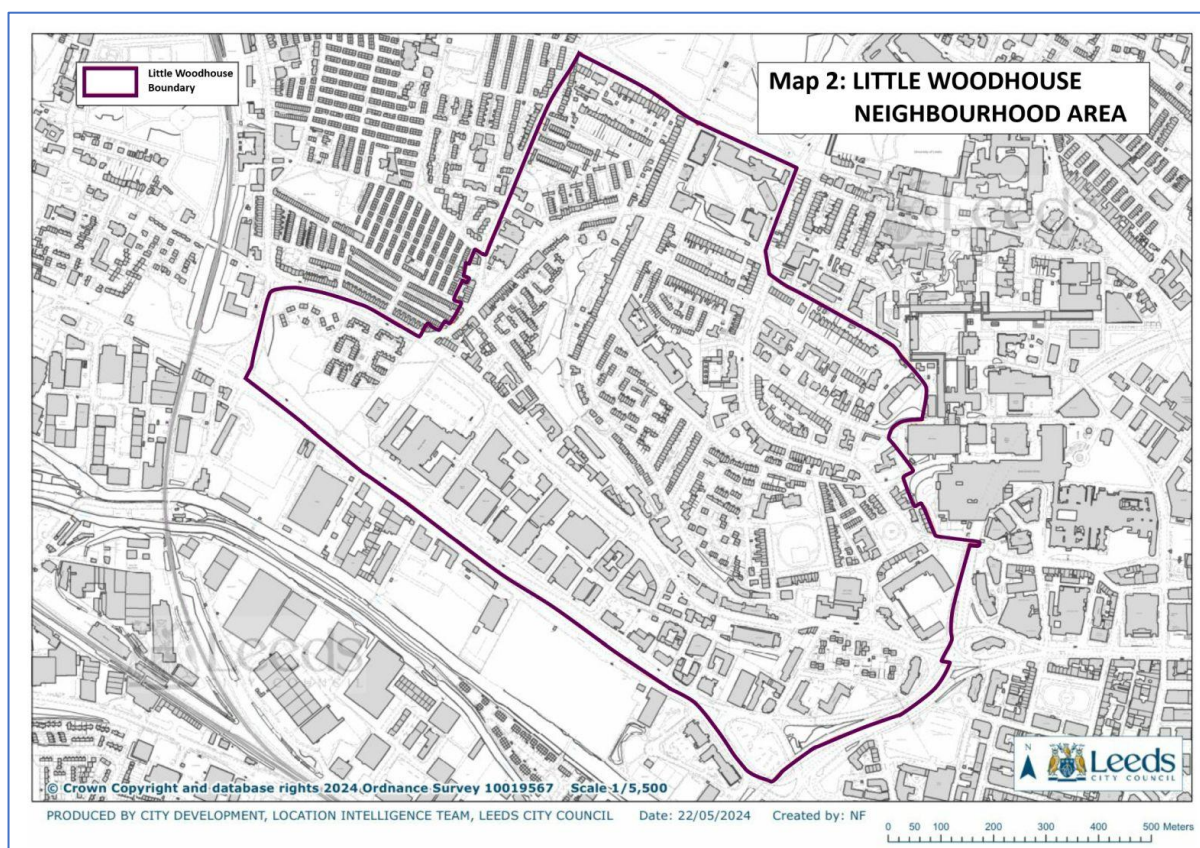
¹ “Little Woodhouse Ways” p7 Freda Matthews for Little Woodhouse Community Association – September 2023

quality back-to-back and terrace housing were demolished in the 1960s and replaced by the council estates existing today. Most of the more modern development has been on the southern boundary of the area, where rows of back-to-backs were replaced by industrial development and, more recently, student accommodation blocks. Further information on the history of the area is contained in the Heritage Area Appraisal (Appendix A) and the Little Woodhouse Neighbourhood Design Statement SPD (LWNDS)².

- 1.1.4 Little Woodhouse today has a population of about 9500, with a high and, to date, growing proportion of students including international students, some with families. Many of these are, by their nature, largely transient. There remains, however, a significant population of long-term and committed residents, and the area is home to diverse communities. There are contrasts in wealth, showing up in higher rents in this area for private rental housing which excludes many families, and this is compounded by the added pressure of waiting lists for social housing, especially for larger family units. The large student population can be a refreshing influence, bringing a wider range of cultural opportunities and stimulating the local economy through patronage of retail and other services. The regular turnover of tenants, on the other hand, can lead to a disconnection with Little Woodhouse as a place, and creates problems with litter, occasionally noise and other nuisances arising from a perception of the area as easy prey for petty crime and graffiti.
- 1.1.5 The corridor of businesses along Kirkstall and Burley Road, which includes media, entertainment, a brewery and restaurants, no longer includes large industrial employers. The economy of the area is influenced by proximity to the city centre, hospital and universities and the employment opportunities there, together with easy access to major road networks and the rail station. There are no public transport routes through the primarily residential area north of Burley Road.
- 1.1.6 There is no specific focal point in the area. Retail locations are primarily on the edges as are local health facilities. The city centre fringe location makes the area attractive to community and faith organisations serving the wider city, but there are few other local facilities: only one pub remains open, and one primary school. There are also few free indoor meeting places, and these are mainly small meeting rooms provided as a by-product of new developments.
- 1.1.7 Little Woodhouse has many positive attributes, but also opportunities for improvement:
 - The long-term residential population could be expanded by encouraging a housing mix which will attract a more balanced range of age groups;
 - The distinctive character of the area – its heritage, peace and quiet, access to green spaces, and convenient location – could foster pride in the area, encouraging people to remain living here;
 - The community relies on its streets and green spaces for meeting with neighbours, and this could be encouraged through improvement of green links, thus contributing to improved mental and physical health, biodiversity, and climate resilience;
 - It can support small employment and homeworking, uses which could be reflected in the housing stock and the quality of the public realm;
 - Its compact form and proximity to the city centre is effectively a 20-minute neighbourhood, and this could be exploited to further reduce car use, contributing to a safer, healthier environment and counteracting climate change; and
 - Its location close to the city centre is a major opportunity to support and improve pedestrian, cycling and public transport links to the city centre, hospital, universities, and the proposed Innovation Arc.
- 1.1.8 The 2011 LWNDS is an appraisal of the design characteristics of the area, and this has been updated by the Character Analysis in Appendices C2 and C3.

² “Little Woodhouse Neighbourhood Design Statement” 2011 LCC SPD: <https://www.leeds.gov.uk/docs/Little%20Woodhouse%20NDS.pdf>

1.2 The Neighbourhood Plan



Map 2: Little Woodhouse Neighbourhood Area (detailed map available [HERE](#))

1.2.1 Little Woodhouse Neighbourhood Plan sets out a vision and locally specific policies for the development of land within the Neighbourhood Area³ until 2033. These are in general conformity with the strategic policies in the Leeds Local Development Framework (LDF).

1.2.2 The Vision for the future development of Little Woodhouse is set out in Section 2.

1.2.3 The **Objectives**, also set out **Section 2**, describe how the Vision can be achieved.

1.2.4 **Policies** intended to help achieve the Vision and Objectives are set out in **sections 3-21**. For each policy, the document sets out the objective(s) they aim to assist, the evidence on which they are based, and how they conform to overarching national and local policies. Planning Policies are shown on a **green** background. Site-based policies are shown on the individual topic maps. The policies are applicable both individually and as a whole: development will be subject to all the relevant policies in the Plan, as well as adopted Leeds Local Plan policy.

1.2.5 **Community Action Projects** are included in **Section 22**, to be carried out in partnership with a variety of organisations and for which planning policies are inappropriate. These are set out in the form of a Delivery Plan which includes priorities. Projects are shown on an **orange** background.

1.2.6 In addition to the four main parts of the Plan, Appendices (see page 2) include detailed information and additional evidence describing specific attributes. These are separate documents but form part of the

³ The Neighbourhood Plan Area map can be viewed online [here](#)

Neighbourhood Plan. Other evidence documents are referred to in footnotes where applicable and all documents are available at littlewoodhouseplan.org:

1.2.7 The Little Woodhouse Neighbourhood Plan is required by the legislation (Regulation 15 of the Neighbourhood Planning (General) Regulations 2012) to meet the following basic conditions:

- having regard to national policies and advice contained in guidance issued by the Secretary of State⁴, it is appropriate to make the neighbourhood development plan;
- the making of the neighbourhood development plan contributes to the achievement of sustainable development;
- the making of the neighbourhood development plan is in general conformity with the strategic policies contained in the development plan for the area of the authority (or any part of that area): and
- the making of the order does not breach, and is otherwise compatible with, retained EU obligations.

1.3 Public Engagement

1.3.1 The Neighbourhood Plan was initiated by the Little Woodhouse Community Association, with Forum members including resident, university and business representatives. Throughout the process of compiling the plan, its content has been informed by discussions, workshops, walkabouts and meetings, with contributions from residents, students, university and college authorities, businesses and landlords, as well as advice from Leeds City Council Neighbourhood Plan team

1.3.2 The statutory consultation (Reg 14) took place for eleven weeks from 20 May 2024 until 2 August 2024 and included distributed leaflets and drop-in sessions. The Neighbourhood Plan is the final outcome of these consultations.

1.3.3 Full details of public engagement and results are contained in the Consultation Statement.



⁴ As set out in the National Planning Policy Framework July 2019

2 A Vision for Little Woodhouse

- 2.1.1 The vision reflects the views of the community – residents, businesses and other stakeholders – expressed through public meetings and questionnaires and was endorsed by the Forum on 15th March 2015.

Little Woodhouse will be a strong and resilient mixed and balanced community of existing and future long-term residents, families, students and young professionals, with good connections to the nearby city centre, the universities, the LGI hospital and major transport links. There will be strong community links across different groups and organisations involved in the area.

The Little Woodhouse area will retain and respect its rich heritage of buildings, streets and green spaces and will provide an attractive environment to residents and visitors, resilient to climate change. There will be clean and tidy streets with improvements in the environment, including litter collection, parking arrangements and safe bus, cycling and pedestrian routes.

The area will offer sustainable places to live to different sized households and different age groups with opportunities to work, study, shop, and to enjoy leisure and healthy exercise close by. There will be good access to health and education services for all age groups. It will be a tranquil area with a low crime rate for an inner-city area.

- 2.1.2 To achieve this Vision, eight Objectives have been identified:

- **housing and community** - to meet the housing aspirations of all our residents, offering a balanced mix of housing stock, catering for all types of households, including younger and older people, families with children, students and cooperative housing ventures;
- **heritage and character** - to value, protect and restore our heritage architecture, streets and historic landscape of trees and green spaces, and build appreciation of this local community area;
- **green infrastructure** - to improve the extent of planting and tree cover in green corridors and spaces with associated benefits for biodiversity, health and well-being, and climate change; to ensure green spaces and trees are protected and cared for; and to seek opportunities to extend and develop their uses for health and leisure, including play areas and sports;
- **community facilities and employment** - to support and promote local facilities and retail, and increase local employment opportunities, including cultural, educational, health, hospitality, voluntary and private organisations;
- **movement** - to improve links to the city centre across the whole area, particularly more local bus services, safe cycling and pedestrian routes; to improve the street environment to make it cleaner and more attractive to use;
- **health and well-being** - to support ways to address air pollution, noise nuisance, waste and crime prevention and seek opportunities to improve access to health and care facilities to promote a safer and healthier environment for the wellbeing of all residents and visitors;
- **sustainability** – to make Little Woodhouse a welcoming place where people feel comfortable living for the long term and contributing to a lasting sense of pride and community;
- **climate change** – to minimise the loss of embodied carbon by encouraging retrofit over new development, recognising the inherent adaptability of older properties, minimise carbon emissions from buildings, and encourage active travel within a complete, compact and connected neighbourhood.

- 2.1.3 The first five of these objectives form the themes on which the following policies are based. The final three objectives form a common thread which runs through all the themes and all the neighbourhood plan policies and community projects.

HOUSING



3 Policy H1: Aiming for a balanced community

3.1 Policy H1 Aiming for a balanced community- Policy Intention

- 3.1.1 To redress the imbalance in the mix of housing accommodation and ensure a higher proportion of dwellings suitable for family accommodation in the Little Woodhouse Area, where it is recognised there is high concentration of student accommodation: as Purpose Built Student Accommodation (PBSA); as Houses in Multiple Occupation (HMOs); and as conversions.

3.2 Policy H1: Aiming for a balanced community- National and Local Policy

- 3.2.1 The National Planning Policy Framework (NPPF)⁵ promotes the objective of creating mixed and balanced communities through the social objective of sustainable development which is:

“to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations.” (para 8)

- 3.2.2 Leeds Core Strategy (CS) Policy H6 recognises the effects that over-concentrations of HMOs and PBSA can have in undermining the balance of communities in certain areas:

⁵ All references to the National Planning Policy Framework are to the December 2024 version

“A. Within the area of Leeds covered by the Article 4 Direction for Houses in Multiple Occupation (HMOs), Development proposals for new HMOs will be determined [inter alia]:

(iii) To avoid detrimental impacts through high concentrations of HMOs, which would undermine the balance and health of communities,

(v) To avoid the loss of existing housing suitable for family occupation in areas of existing high concentrations of HMOs.

“B. Development proposals for purpose-built student accommodation will be controlled [inter alia]:

(ii) To avoid the loss of existing housing suitable for family occupation,

(iii) To avoid excessive concentrations of student accommodation (in a single development or in combination with existing accommodation) which would undermine the balance and wellbeing of communities...”

and these effects are recognised in the way the Council aims to implement this policy through its Development Management Note on the subject⁶.

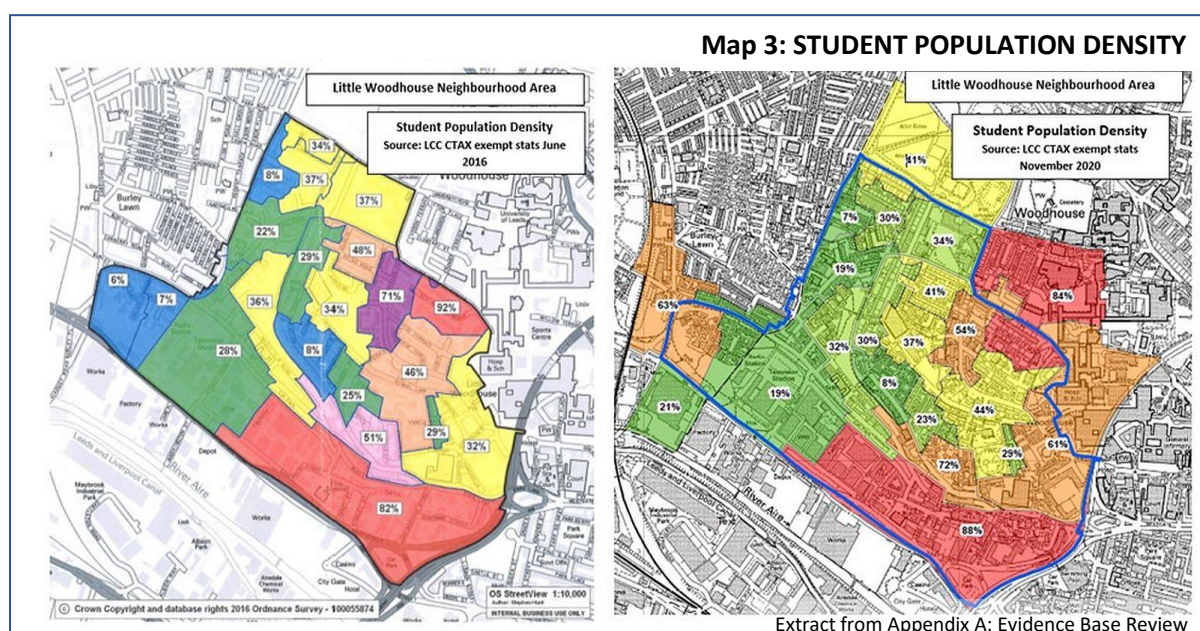
- 3.2.3 The CS also promotes a broader housing mix (including family housing) within the city centre (CS Spatial Policy 3(x)).

3.3 Policy H1: Aiming for a balanced community- Evidence and Justification

- 3.3.1 Little Woodhouse is included in the Article 4 Direction for Houses in Multiple Occupation (HMOs) defined by Leeds CS Policy H6, requiring planning approval for new HMOs.

- 3.3.2 The 2021 census shows the population for the University and Little Woodhouse area was 10,000 (Office for National Statistics (ONS) Census 2021 MSOA E02002392) with 24% occupying a whole house and 76% in flats (the reverse of the proportion for Leeds as a whole). 73.4% of the population are pupils and students (Leeds: 24.1%). Only 5.2% of residents are children under the age of 15 (Leeds: 17.8%). This suggests that family households particularly are under-represented in Little Woodhouse, contributing to an imbalance where, in line with CS policies, more housing suitable for families is required.

- 3.3.3 This imbalance is corroborated in the Evidence Base Review (Figures 4,5 and 8)⁷ which concludes that students in Little Woodhouse are disproportionately more numerous than in Leeds as a whole, while



Map 3: Student Population Density

⁶ “Houses in Multiple Occupation (HMOs): Development Management Practice Note” LCC May 2019

⁷ “Little Woodhouse Neighbourhood Plan: Housing Evidence Base Review” LCC for Little Woodhouse Neighbourhood Forum

there are a third as many families with dependent children. The survey carried out by Rosebank Primary School in 2021⁸ indicated that almost half of parents responding lived outside Little Woodhouse. When asked “What are the problems with getting a house nearer the school?” 65% of the responses indicated difficulties such as: lack of affordable housing; too many houses occupied by students; and insufficient housing of the right size. The Student Population Density map (Map 3) shows how students are distributed through the Little Woodhouse Area, with the highest concentrations toward the east of the area.

- 3.3.4 The lack of affordable housing was raised many times throughout consultation on the Neighbourhood Plan. As it is a policy already covered in the Leeds Local Plan, it is not possible to duplicate the policy in the Little Woodhouse Neighbourhood Plan. Policy H5 states that any affordable housing provision should be on site unless there is robust justification. As a general principle, the text to that policy states that where a commuted sum is justified, “it should be calculated to ensure that the required quantity and type of affordable dwellings can be delivered in the locality of the development”. Provision of affordable housing within the Little Woodhouse Neighbourhood Area would help to deliver the more balanced community envisaged by the Vision.
- 3.3.5 Within the Little Woodhouse Neighbourhood Area, students mainly occupy HMOs and PBSA and the heat maps (Map 3) demonstrate the proportions of these occupied by students (analysis of Council Tax exemptions: Evidence Based Review). The Evidence Base Review shows the high numbers of HMOs in Little Woodhouse (Fig15) compared to Leeds as a whole, and highlights (para 2.48) the harmful effects this can have on the local community.
- 3.3.6 Students are an important part of the mix in Little Woodhouse, with contributions to the local economy and local cultural activity. There are also negative effects: for example, the main walking routes between PBSA and the Universities pass through other residential areas of Little Woodhouse and the impacts reported by residents include anti-social behaviour, excessive noise, and litter. There is an effect on retailing in the area: whilst the presence of students boosts the use of local convenience stores in term time, takeaways tend to replace other retail uses⁹.
- 3.3.7 The final report of the Leeds City Council Working Group on Student Accommodation (which includes local councillors and representatives from local communities, the Universities, and landlords) acknowledges the effect of concentrations of students in the area:

*“Adjacent to Hyde Park is Little Woodhouse, itself adjacent to the large-scale building of Purpose-Built Student Accommodation along Burley Road. While this accommodation has enabled students to move from shared HMO housing in Hyde Park and Central Headingley, there have been impacts for the people living in Little Woodhouse”*¹⁰(Report to Student Accommodation Working Group Dec 2014).

- 3.3.8 Whilst there is no standard definition of a balanced community, it is generally accepted that an over-concentration of student housing within an established community creates an imbalance, as indicated by Leeds CS Policy H6 (see above), as well as studies in other cities (Nottingham, Loughborough, Bristol). National policy also promotes sustainable mixed communities (see above). A sustainable community is one which is inclusive, has a balanced mix of ages and types of household, is well served by accessible social and green infrastructure, and where people feel they can put down roots and make a home both now and for future generations.

⁸ “Rosebank Primary School Parents Survey” Rosebank Primary School for Little Woodhouse Neighbourhood Forum 2021

⁹ “Impacts of Student population in Little Woodhouse” Little Woodhouse Neighbourhood Forum, 2023

¹⁰ “Accommodation for Students and impacts on residential neighbourhoods” Leeds Student Accommodation Working Group LCC Dec 2014

3.3.9 At a Forum workshop held in March 2015, addressing housing, it was concluded that the area needs:

- A balanced, mixed, diverse community;
- More stable and less transient population;
- A sense of community;
- Balanced community for all ages;
- More housing for the elderly;
- Better mix of housing stock;
- Decent sized family sized houses;
- Decent new build or conversion to create social housing;
- More cooperative and alternative housing ventures;
- Improved appearance of gardens and better maintenance of rental properties;
- More family housing; and
- A limit to numbers of purpose-built student housing

3.3.10 Policy H1 sets out the overall aim for development to assist in the restoration of a demographic balance of the community in Little Woodhouse. This will require an increase in the number of dwellings, particularly those suitable for families (see 4.0 Policy H2 Housing Mix). It will also mean avoiding high concentrations of PBSA and HMOs where they restrict the opportunities for increasing the number of family dwellings (see Policies H3, H4 and H5) while encouraging their conversion to C3 use over the long term.

3.3.11 Dwellings suitable for family occupation are described in para. 4.3.7 below. In policy H1, the term “residential” includes student accommodation.

Policy H1: Aiming for a balanced community

Residential development should contribute to more balance in the mix of housing accommodation by:

- a) increasing the amount of accommodation suitable for families through both conversions and new build; and
- b) avoiding high concentrations of purpose-built student accommodation (PBSA) and houses in multiple occupation (HMOs), which would undermine the balance and well-being of existing communities.

4 Policy H2: Housing Mix

4.1 Policy H2: Housing Mix – Policy Intention

4.1.1 Aim for a suitable mix of C3 dwellings of appropriate size and quality for all potential residents, particularly those suitable for family occupation, whether through new building or conversion, to meet local needs and aspirations and encourage long term residency.

4.2 Policy H2: Housing Mix - National and Local Policy

4.2.1 The “objective of creating mixed and balanced communities” is implicit in the NPPF (para 64b) while para 63 states that:

“the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies.”

4.2.2 Paragraph 73 b) of the NPPF also encourages local authorities to:

“seek opportunities, through policies and decisions, to support small sites to come forward for community-led development for housing and self-build and custom-build housing.”

4.2.3 CS Policy H6C seeks the provision of family sized accommodation as one of the criteria for conversions forming flats:

“Development proposals for conversion of existing houses into flats will be accepted where all the following criteria apply;

(iv) Where there is a demand for family sized accommodation and the property has (or has the potential for provision of) good access to suitable space for private recreation, provision is normally made for at least one family sized unit in the proposed mix of flats”

4.2.4 The CS, at para. 5.2.11, sets a preferred target housing mix of 10% 1bed, 50% 2bed, 30% 3bed and 10% 4+bed dwellings for Leeds as a whole, with CS Policy H4 allowing flexibility taking into account the nature of the development and character of the location.

4.2.5 Conversion from two dwellings to form a single dwelling does not normally require planning approval, but conversions from larger shared accommodation back to individual dwellings is permitted by CS Policy H6 and includes, amongst others, the condition that:

“Where there is a demand for family sized accommodation and the property has (or has the potential for provision of) good access to suitable space for private recreation, provision is normally made for at least one family sized unit in the proposed mix of flats.”

4.2.6 CS Policy H9 also requires new dwellings to meet the space standards set out in that policy.

4.3 Policy H2: Housing Mix - Evidence and Justification

4.3.1 Little Woodhouse is unique in Leeds as it includes the only area within the city centre boundary continuously occupied by residential development since the Victorian era. In other parts of the city centre, previously existing residential areas have long been lost to other uses, mainly industrial. With its mix of Victorian and post-war residential properties, Little Woodhouse therefore requires a different treatment to the remainder of the city centre where large blocks of one and two-bedroom apartments appear to be the accepted norm. Most properties, particularly those north of Park Lane/Burley Road, were originally designed for single family household occupancy. Many of these have changed their use in the past but are inherently suitable for conversion back to residential use, albeit probably subdivided as flats which could be suitable for young families as well as single people of any age. Where changes of use have taken place, that has either been for uses associated with the University of Leeds or Leeds Teaching Hospitals, or as conversions to HMOs.

4.3.2 Despite those changes, there are still family households living in Little Woodhouse, but the Evidence Base Review in paras 2.31 *et seq* highlights the limited number of family type homes in the area. This is through both the lower numbers of suitable sized accommodation compared to Leeds as a whole, and the extent of overcrowding, demonstrating the need that currently exists, even disregarding the aspirational increase in the number of families living in the area. For example, fig 17 in the Evidence Base Review shows that the area has a much lower percentage of households living in whole houses/ (24%) than Leeds as a whole (76%), compared to those living in flats/apartments (Little Woodhouse 78%: Leeds

22%). This is primarily due to the number of students in PBSA and HMOs but highlights a deficit in the type of accommodation likely to be favoured for family accommodation.

- 4.3.3 The extent of overcrowding in Little Woodhouse is described in para 2.34 of the Evidence Base Review, emphasising the need for more larger dwellings. The review also summarises (para 2.35) the Rosebank Primary School survey of 40 parents. This demonstrated that 50% of parents would prefer to live in Little Woodhouse, closer to the school (Q7). 16 responses (Q8) out of 33 stated that lack of suitable and affordable housing was a barrier to that aim, citing affordability due in part to insufficient social rented housing and in part to the higher rents in the private rental sector which could be attained from students. 18 out of the 33 who responded (Q5) were living in overcrowded accommodation.
- 4.3.4 It is recognised that a balanced community is comprised of more than families: single households (as opposed to HMOs) may not necessarily be a nuclear family. There also needs to be provision for a wide age range, including the elderly, and for other types of independent living. Graduates and other young people who choose to live in Little Woodhouse are also an important part of the community and this can be encouraged firstly by the provision of good quality, well-managed student accommodation which fosters positive associations with the area, and secondly by ensuring there is suitable affordable accommodation available and allowed for in the proposed mix. Community-led co-operative housing, such as those at Lilac¹¹ and Chaco¹², or the locally based Shangrileeds co-housing group¹³, can also contribute to the mix of tenures.
- 4.3.5 Unipol, a major provider and manager of student accommodation in Leeds, predicts an increase in the demand for family accommodation for mature students.¹⁴ Although there is also a continuing demand for student accommodation close to the Universities, the increased numbers and improving specifications and attractions of PBSA, not only in Little Woodhouse but also in the city centre, may mean that some shared properties become available for family household occupation again. To meet the aims of rebalancing the housing mix in the area, this is a possible trend which this Plan is encouraging.
- 4.3.6 In view of the local housing needs identified in the Evidence Base Review and the aspirations of the Vision, development of housing through new construction or conversion needs to include a higher-than-average number of larger units. It is therefore expected that an appropriate mix of dwelling sizes in any residential development in Little Woodhouse will, at least, match the target mix set out in the CS and include a minimum of 30% 3-bed and 10% 4-bed units and echo the requirement in CS for any conversions to include at least one family sized unit. This will apply to any development producing 10 or more dwellings (i.e., major applications). Where fewer units are proposed, at least one should be a 3-bed or larger unit. 1-bed and 2-bed units will remain the majority and be suitable for single people, couples and sharers. These requirements will be subject to any future housing needs assessment carried out by or on behalf of Leeds City Council.
- 4.3.7 Dwellings suitable for family occupation will have three or more bedrooms, two at least of which are capable of double occupancy, shared living and kitchen facilities separate from bedrooms and private enclosed external amenity space of appropriate size as set out in the guidance provided by “Neighbourhoods for Living”¹⁵. The preferred form for such dwellings is a house with direct access to a private garden, but where flats are proposed, the design of shared spaces should ensure that they are safe for children, easy to access, and actively overlooked from the dwelling.

¹¹ <https://www.lilac.coop/>

¹² <http://www.chapeltowncohousing.org.uk/>

¹³ <https://www.facebook.com/groups/shangrileeds>

¹⁴ “The Forward Look, 2023-2026” p.17 Unipol <https://www.unipol.org.uk/governance/corporate-documents-unipol-board/forwardlook/>

¹⁵ “Neighbourhoods for Living” LCC 2003 p51

4.3.8 Any dwelling will also be subject to national and local space standards.

Policy H2: Housing Mix

Development of dwellings (Use Class C3) involving new construction, changes of use and conversions should provide an appropriate mix of dwelling types and sizes that meets identified local housing needs for all ages and sizes of household, including dwellings suitable for family occupation, the elderly and independent living, as part of a balanced mix:

- a) where 10 or more dwelling units are proposed, the mix should include at least 30% 3-bed and 10% 4+-bed units, with the remainder 1-bed and 2-bed units;
- b) where between two and ten units are proposed the provision of at least one new dwelling suitable for family occupation will be supported;

Any exception to the above requirements for conversions should be justified based on the availability of overall space in the host property plus any proposed extension.

5 Policy H3: Purpose-Built Student Accommodation

5.1 Policy H3: Purpose-Built Student Accommodation -- Policy Intention

- 5.1.1 Avoid high concentrations of PBSA where they can impact other residential areas and ensure that students benefit from good quality, well-designed accommodation.

5.2 Policy H3: Purpose-Built Student Accommodation - National and Local Policy

- 5.2.1 The NPPF in para 63 includes students as one of the groups which need to be accommodated in a sustainable community and in para 30 points out that neighbourhood plans can influence that development.
- 5.2.2 CS policy H6 sets the strategic policy for PBSA and other forms of student accommodation:

Development proposals for purpose-built student accommodation will be controlled:

(i) To help extend the supply of student accommodation taking pressure off the need for private housing to be used,

(ii) To avoid the loss of existing housing suitable for family occupation,

(iii) To avoid excessive concentrations of student accommodation (in a single development or in combination with existing accommodation) which would undermine the balance and wellbeing of communities,

(iv) To avoid locations which are not easily accessible to the universities by foot or public transport or which would generate excessive footfall through residential areas which may lead to detrimental impacts on residential amenity,

(v) The proposed accommodation provides satisfactory internal living accommodation in terms of daylight, outlook and juxtaposition of living rooms and bedrooms.

- 5.2.3 Leeds City Council has prepared and consulted on a draft Supplementary Planning Document “Houses in Multiple Occupation, Purpose-Built Student Accommodation and Co-Living Amenity Standards” (2021) which sets out space and other requirements for those types of development.

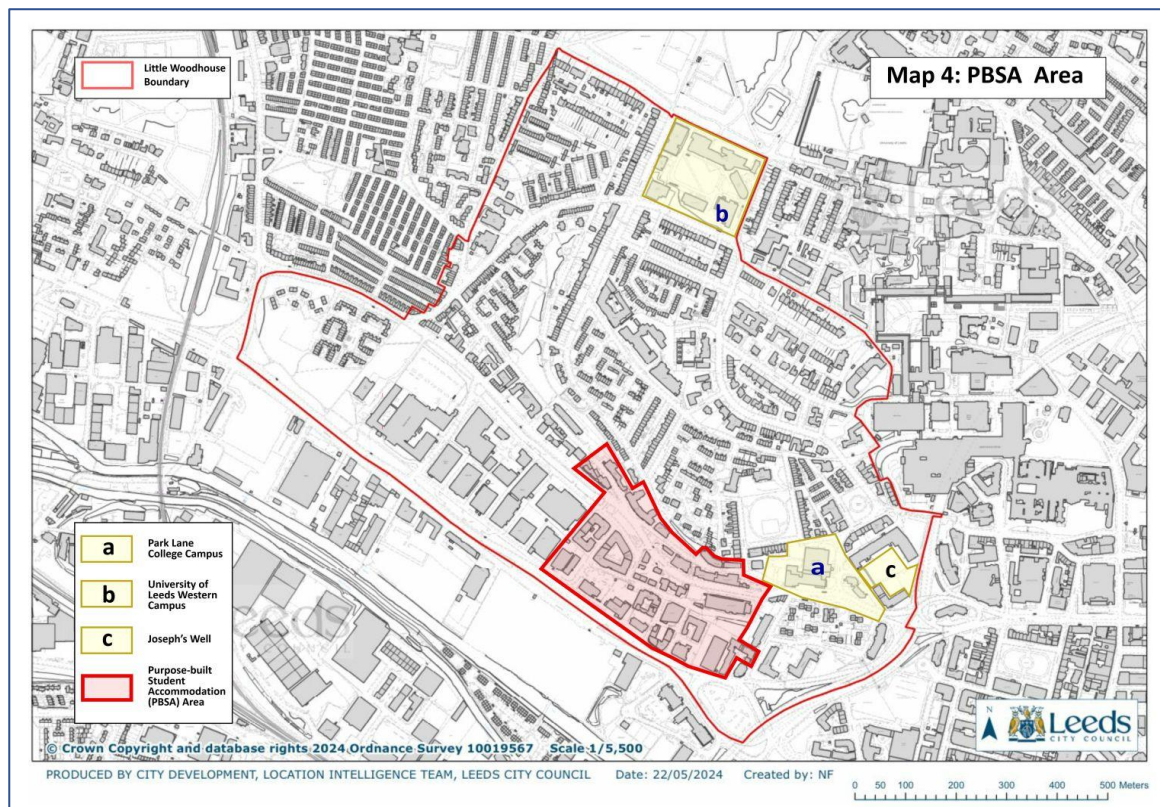
5.3 Policy H3: Purpose-Built Student Accommodation - Evidence and Justification

- 5.3.1 Over a dozen large PBSA blocks have been built in the south of the area over the last few years, accommodating over 5000 students, over twice as many in 2023 as at the 2011 census, indicating the growing trend for this type of accommodation (Evidence Base Review para 2.65). There continues to be pressure for such developments in Little Woodhouse due to the proximity of the city centre and University campuses.
- 5.3.2 To accommodate some of this pressure, an area for such development has been defined. While this could lead to a concentration of student accommodation, the alternative – dispersal within the traditional residential areas of Little Woodhouse – would undermine the aim of rebalancing the housing mix there. The PBSA area does not include any of that traditional housing, so the adverse effects of excessive concentrations are avoided.
- 5.3.3 The topography of Little Woodhouse has influenced the built form of the area, where large scale developments have tended to take place in the southern, lower parts where they have a less dramatic effect on the smaller scale, older residential areas on the higher ground. PBSA developments, for financial viability reasons, are predominantly large scale and are thus more suited to that southern part, where the PBSA Area is located. It’s situation relative to the city centre also provides easy accessibility without necessarily impacting on the traditional residential areas.
- 5.3.4 Three exception sites would be also acceptable for limited PBSA development, where it would have minimal impact:
- a) Park Lane Campus and University College. Development of this site may take place during the plan period and PBSA development would be acceptable here, in accordance with the Park Lane Design Code, where it forms part of a wider mix of uses on the site as a whole;
 - b) University of Leeds Western Campus. As part of the University’s strategic plans, some development of the Western Campus may be possible. If so, limited PBSA development could be part of the mix;
 - c) Josephs’ Well. There is limited space on the site of this heritage asset, but where there is, PBSA development here would not affect existing residential communities.
- 5.3.5 Evidence from community engagement, university representatives and residential providers have shown that there are concerns both about how PBSAs interact with the environment and amenity of local residents, and about the quality of accommodation and amenity provided for students. The National Codes for the provision of student accommodation¹⁶ set out certain technical requirements but also cover management procedures including a concern for health and well-being. However, in addition, the way students perceive and interact with the area in which they live and the quality of their environment, will have an impact on the well-being of both students and local residents. PBSA development should aim to enhance the positive aspects of that interaction, for example by including guidance to students which encourages positive relationships with the existing community, including advice on travel routes.
- 5.3.6 The PBSA Design Code (Part 3) includes consideration of health and well-being (e.g. space, light, amenity, social interaction)¹⁷; location; connections and movement; communal amenities and facilities; building

¹⁶ “The National Codes of Standards for Larger Developments for student accommodation” ANUK/Unipol 2019/2022 : <https://www.nationalcode.org/download-codes>

¹⁷ “Student Wellbeing in Purpose-Built Student Accommodation” British Property Federation 2019 <https://bpf.org.uk/media/2665/student-wellbeing-digital-copy-v3-1.pdf>

and landscape design; room design; and management. Evidence to support the guidance, from which Policy H3 derives, is contained within the guidance. The Principles within the Code provide further interpretation of the Policy and should be followed in the design of PBSA.



Map 4: Purpose-Built Student Accommodation (PBSA) Area with exceptions a, b, c.

Policy H3: Purpose-built student accommodation

The development of purpose-built student accommodation (PBSA) should be located, designed and managed in accordance with the Principles set out in the “PBSA Design Code”:

1 **Health and Wellbeing**

2 **Location:** PBSA will normally only be permitted if it is located within the “PBSA Area” shown on Map 4. The only exceptions are:

a) within the Park Lane Campus in accordance with the Park Lane Campus Design Code;

b) within the University of Leeds Western Campus provided there is no net loss of existing green space and any development reflects the existing scale of buildings there; and

c) at Josephs Well where it respects the architectural and historic quality of the existing heritage asset.

Any PBSA development should ensure that the character and amenity of any existing nearby residential uses are not adversely affected by it.

3 **Connections and Movement**

4 **Communal Amenities and Facilities**

5 **Building and Landscape Design**

6 **Room design**

7 **Management**

6 Policy H4: Conversions to student accommodation

6.1 Policy H4: Conversions to student accommodation – Policy intentions

- 6.1.1 Ensure that conversions for student use (sui generis) are also capable of use by a variety of other households, to assist in achieving a more balanced community living in good quality, well-designed accommodation.

6.2 Policy H4: Conversions to student accommodation - National and Local Policy

- 6.2.1 In addition to PBSA, some providers are also creating student accommodation through the conversion of existing buildings. The aims of the NPPF in creating socially sustainable development applies here as well and the “objective of creating mixed and balanced communities” is implicit in the NPPF (para 64b) while para 63 states that:

“the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies.”

- 6.2.2 The principles set out in CS Policy H6 for purpose-built student accommodation apply equally to developments arising through conversions as they do to new developments (see para 5.2.2 above).

6.3 Policy H4: Conversions to student accommodation – Evidence and Justification

- 6.3.1 Within Little Woodhouse, many of the 19th century large houses have changed to medical or university related uses. With these uses currently diminishing, there have been further conversions to student accommodation, increasing the overall demographic imbalance and creating accommodation that cannot easily be returned to C3 use. Considering the aim of re-balancing the housing mix in Little Woodhouse towards more family housing, conversion to dwellings (C3 use) is the preferred option.
- 6.3.2 Nevertheless, there is a place for shared housing in Little Woodhouse, which is a popular choice for students, and many houses and larger buildings have been converted or adapted to student occupation. However, the evidence set out in the Evidence Base Review has shown that the ratio of students to other residents in Little Woodhouse has become unbalanced.
- 6.3.3 Most such conversions have been to small studio units, where the design precludes easy later alteration to C3 use. If such conversions become more widespread it would undermine the Neighbourhood Plan objective of creating a more balanced, mixed community. As long as there are no national or local space standards for student accommodation that equal that of other residential accommodation, the incentive for conversion to student accommodation is greater¹⁸ than for conversion to dwellings. This policy provides a choice for conversions either as dwellings (C3 use), or for student occupation in accommodation of acceptable size for future use as dwellings without the disincentive of alteration costs, thus providing greater opportunity for rebalancing the demographic mix in the area, particularly where a mix of one, two and three or more bedroom units are included. The vision for Little Woodhouse as a strong and resilient mixed community, encouraging students and young professionals to become part of that community, will also be assisted by ensuring that their accommodation has standards of internal and external space and amenities which contribute to health and well-being, so that their stay in Little Woodhouse is a positive experience.
- 6.3.4 Moreover, postgraduates, mature students, and students with families need to be considered in addition to the more frequent demand for undergraduate accommodation.

¹⁸ “Conversions to student accommodation in Little Woodhouse 2018-2020” Little Woodhouse Neighbourhood Forum

- 6.3.5 University of Leeds data¹⁹ indicates that the proportion of students with disabilities (as defined by the Equalities Act 2010) has risen in recent years, with 15% of home students registered as disabled. It is important therefore that suitable provision for such students is included in any conversions for student use.
- 6.3.6 Whilst the health and well-being of students should be a primary concern, nevertheless, local evidence has shown that, in an area such as Little Woodhouse, where there is a mix of residential and student accommodation, there can be some adverse impacts in addition to the benefits a balanced mix can bring²⁰ and any conversions should be designed to eliminate such impacts.
- 6.3.7 The Unipol Code for the provision of shared student accommodation²¹, including conversion to flats, sets out certain technical requirements including repairs and maintenance and covers a concern for community relations. Where it is the intention that students will occupy the converted building, many of the principles set out in the PBSA Design Code (Part 3) will be also applicable to schemes of conversion, particularly Principles PBSA1 – Health and Well-being; PBSA4 – Communal Amenities and Facilities; PBSA6 – Room Design; and PBSA7 – Management, and where this is the case, they should be followed. Communal space requirements should be grouped to created areas sufficient for groups of students to gather, rather than distributed in a number of less useful spaces.
- 6.3.8 Many of the large Victorian houses within the area have previously been converted to smaller residential units and where a proposal for conversion lies within the Little Woodhouse Heritage Area or is a listed building or a building identified as a non-designated heritage asset, additional care needs to be taken to ensure that the quality of any work carried out respects the heritage significance of the buildings and their setting’.
- 6.3.9 Most properties which are likely candidates for conversion include gardens. Students need access to external amenity space for their health and wellbeing as much as any resident.
- 6.3.10 Management plans are useful for students to understand the area as well as their rights and responsibilities. These should be prepared In consultation with the local community to ensure that providers and occupants are aware of any local issues that might be of concern.

¹⁹ <https://equality.leeds.ac.uk/equality-data/student-data/student-data-2023/#regi>

²⁰ “Impacts of Student population in Little Woodhouse” Little Woodhouse Neighbourhood Forum, 2023

²¹ “Unipol Code for Shared Student Housing in the Private Sector of Leeds 2021-2024” Unipol: <https://www.unipol.org.uk/the-code>

Policy H4: Conversions to student accommodation

The design, use and management of conversions of existing buildings to student accommodation should recognise that good design can positively influence health and wellbeing, should aim for a high standard of amenity for both the students living within it and the local residents impacted by its design and use, and should demonstrate how it will do so.

Such conversions will be supported if:

- a) there is no loss of existing dwellings;
- b) the development would not adversely affect neighbours' amenity significantly, including through increased activity or noise and disturbance, either from the proposal itself or combined with existing similar accommodation;
- c) individual units of accommodation are designed to be capable of use as dwellings (Use Class C3) which meet the appropriate space standards for dwellings without alteration;
- d) it includes a communal room(s) which is accessible to all occupants and available to them within the building, unless all the units of accommodation include a separate living room;
- e) where the property includes external areas, external private amenity space is provided of a proportionate size for use by all occupants, easily accessible adjoining the building;
- f) it provides pedestrian, cycle and vehicle access which is safe, convenient and a high-quality environmental experience, both for users and others, and there is adequate and convenient bin storage screened from public view, and secure cycle parking;
- g) at least one student unit to meet the requirements of M1 volume 2 of Part M of the Building Regulations for 'wheelchair accessible bedrooms' is provided wherever possible; and
- h) there is a management plan in place which will ensure consideration of the health and wellbeing of students and local residents, as well as other practical considerations such as arrangements for term start and finish arrivals and departures.

7 Policy H5: Houses in Multiple Occupation

7.1 Policy H5: Houses in Multiple Occupation – Policy intentions

- 7.2 Avoid high concentrations of HMOs, and encourage their conversion to residential use, including accommodation suitable for families.

7.3 Policy H5: Houses in Multiple Occupation- National and Local Policy

- 7.3.1 Small HMOs (3-6 residents) lie within Class C4 of the Use Classes Order, while larger HMOs are *sui generis*. HMOs with five or more residents require a licence.

- 7.3.2 The Government has identified the impacts that can result from high concentrations of HMOs²²:

- Anti-social behaviour, noise, and nuisance;
- Imbalanced and unsustainable communities;
- Negative impacts on the physical environment and streetscape;
- Pressures upon parking provision;
- Increased crime;
- Growth in private sector at the expenses of owner-occupation;
- Pressure upon local community facilities; and
- Restructuring of retail, commercial services and recreational facilities to suit the lifestyles of the predominant population.

- 7.3.3 Conversion of residential accommodation to small HMOs (C3 to C4) is permitted development, but Little Woodhouse is within the area defined by an Article 4 Direction which removes permitted development rights in areas, including Little Woodhouse, which have a high concentration of HMOs. This is covered by CS Policy H6A where there are therefore additional controls on the provision of HMOs. Two of the purposes of the policy are:

“(iii) To avoid detrimental impacts through high concentrations of HMOs, which would undermine the balance and health of communities,
(v) To avoid the loss of existing housing suitable for family occupation in areas of existing high concentrations of HMOs.”

- 7.3.4 In justification for that policy, the CS states:

“Some houses tend to be more suitable for families and when these are in areas with high concentrations of HMOs they should remain available for occupation by families” (para 5.2.24) and *“In order to encourage landlords to experiment with lettings of HMOs to non-HMO occupants, the Council will consider granting flexible C3/C4 permissions for new and existing C4 HMOs. This will enable a C4 HMO to convert to a C3 dwelling house without losing the potential to revert back to C4 use within a fixed period (normally 10 years)”*. (para 5.2.25)

- 7.3.5 The interpretation of the policy CS para 5.2.24 suggests two exceptions, further amplified in “Houses in Multiple Occupation (HMOs): Development Management Practice Note” (May 2019): 1) preventing residents being subject to scenarios where they may find their dwelling as the last C3 use in a street; and 2) where the remaining C3 dwellings would be unappealing and effectively unsuitable for family occupation. In Little Woodhouse, any judgement on these exceptions would need to be made in the light of the clear intention of Neighbourhood Plan Policy H1 to avoid high concentrations of HMOs.

7.4 Policy H5: Houses in Multiple Occupation- Evidence and Justification

²² “Evidence Gathering: Housing in Multiple Occupation and possible planning responses - Final Report” DCLG (September 2008)

- 7.4.1 There are 80 licenced HMOs in the area (Licence Register April 2018)²³, while the council tax exempt property evidence suggests that there are many more student-occupied small HMOs as well. Almost all are in houses constructed as family homes, thus reducing the current availability of family household accommodation. There are currently no space standards applicable to HMOs.
- 7.4.2 The Evidence Base Review (para 2.28) shows the high numbers of such shared accommodation in Little Woodhouse compared to Leeds as a whole, and highlights (para 2.48) the harmful effects this can have on the local community (see also para 7.3.2 above). Some of these effects are self-evident in parts of Little Woodhouse – unkempt gardens, untidy bin storage, poor building maintenance.
- 7.4.3 Little Woodhouse is in an area identified by LCC where high concentrations of HMOs have resulted in a number of harmful impacts^{24 25}. Therefore, any further changes of use from C3 to C4 would be detrimental to the aim of rebalancing the community. On the contrary, changes from C4 to C3 would be welcome, particularly where such changes can increase the number of dwellings suitable for family occupation.

Policy H5: Houses in Multiple Occupation

Proposals for new development or conversions to HMOs should demonstrate they will not result in a high concentration of similar uses and/or have a detrimental impact on the balance and well-being of the local community.

Changes of Use of HMOs (C4 use and sui generis) to residential (C3 use) will be supported.

²³ <https://datamillnorth.org/dataset/housing-of-multiple-occupation-licence-register>

²⁴ "Houses in Multiple Occupation (HMOs): Development Management Practice Note" LCC May 2019 para 5.16-18

²⁵ "Impacts of Student population in Little Woodhouse" Little Woodhouse Neighbourhood Forum, 2023

HERITAGE and CHARACTER



8 Policy HC1: Little Woodhouse Heritage Area

8.1 Policy HC1 Little Woodhouse Heritage Area: Policy Intention

- 8.1.1 To ensure that new development within the Little Woodhouse Heritage Area recognises, respects and values the heritage and character of the area's architecture, streets and landscape, and that applicants understand its heritage significance and the opportunities to protect, restore and enhance it.

8.2 Policy HC1: Little Woodhouse Heritage Area: National and Local Policy

- 8.2.1 The NPPF states that heritage assets:

"are an irreplaceable resource and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations." (NPPF para 202).

- 8.2.2 Applicants for development affecting a heritage asset are expected to evaluate its significance, in sufficient detail to understand its potential impact:

"In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance." (NPPF para 207).

- 8.2.3 Leeds CS Policy P11 and saved policies N18-20 provide control over development in Conservation Areas. P11 states:

"Where appropriate, heritage statements assessing the significance of assets, the impact of proposals and mitigation measures will be required to be submitted by developers to accompany development proposals."

8.3 Policy HC1 Little Woodhouse Heritage Area: Justification and Evidence

- 8.3.1 There are forty listed buildings and structures in Little Woodhouse, two of which are Grade II*.

Hyde Terrace:

- Springfield House;
- Nos.30-32, 34, 36, 38 (with wall and gate piers), 40; and
- Little Woodhouse Hall.

Woodsley Terrace:

- Nos 1-8, wall and gate piers;

Springfield Mount:

- The Priory (Hostel of the Resurrection, (II*) wall and gate piers; and
- No.19 Springfield Mount.

Clarendon Road:

- Fairbairn House;
- Boundary wall and two sets of gate piers to Fairbairn House;
- Southfield House;
- Gate piers and garden wall to no.38;
- Hanover House;
- Clarendon House;
- Boundary wall to Clarendon House;
- Claremont with garden wall; and

- Nos.12,12a,14,16.

Woodhouse Square:

- Statue to Sir Peter Fairbairn;
- Nos. 2,3-5,6-7,8-9; and
- Waverley House.

Hanover Square:

- Denison Hall (II*);
- Denison Hall Gate Piers;
- 11, Hanover Square and railings; and
- 37-40 Hanover Square.

Belle Vue Road:

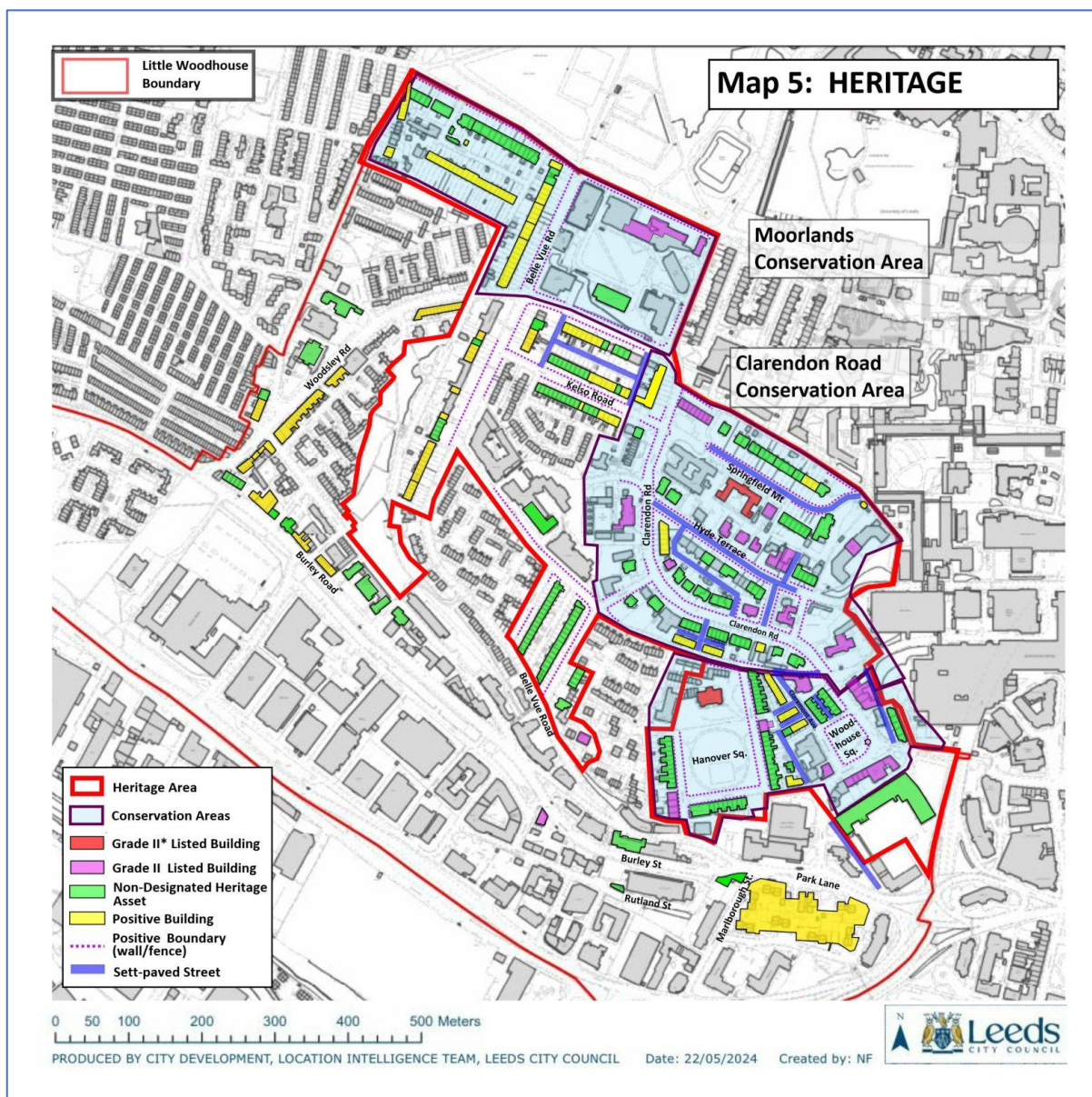
- Belle Vue House.

Burley Street:

- Nos 67, 67a.

Moorland Road:

- Former Grammar School Chapel;
- Maurice Keyworth Building; and
- Walls, railings and gates to former Grammar School.



Map 5: Heritage

- 8.3.2 There are three conservation areas in Little Woodhouse: The Moorlands, Hanover Square and Woodhouse Square, and Clarendon Road. Little Woodhouse also abuts the Woodhouse Lane and University Precinct Conservation Area.
- 8.3.3 An appraisal of these conservation areas (see Appendix A) was carried out during the preparation of the neighbourhood plan, identifying further areas containing non-designated heritage assets (Appendix B), the setting of which is worthy of area protection (see paragraphs 9.1.1 *et seq*). Together with the conservation areas these further areas are, for convenience, identified as the Little Woodhouse Heritage Area, and the following policy applies to that whole area. It should be noted that development specifically within the Conservation Areas will be subject to Conservation Area legislation. Parts of the Clarendon Road Conservation Area and the Hanover Square, Woodhouse Square Conservation Area lie outside the Neighbourhood Plan area and therefore cannot be included within the Heritage Area.

- 8.3.4 Development within the Heritage Area has the potential to enhance the heritage significance of the area through sympathetic retrofit of historic buildings while improving their energy efficiency (see also paragraph 9.3.2 and policy HC3).
- 8.3.5 Where new development or extensions are appropriate, their design can have a dramatic effect on the special architectural and historic character of the conservation areas and the Little Woodhouse Heritage Area as a whole. Leeds Civic Trust has guidance on development in conservation areas, which also provides good practice throughout the Heritage Area²⁶
- 8.3.6 Thus, applicants for any development within the Heritage Area should be able to demonstrate an understanding of the heritage significance to ensure that it is embedded in their proposals and that such proposals contribute positively to the Heritage Area.
- 8.3.7 The Heritage Area Appraisal (Appendix A) also identifies various actions which could improve and enhance the area, and these should be positively considered and included where appropriate in any development affecting it.

Policy HC1 – Little Woodhouse Heritage Area

Development within the Little Woodhouse Heritage Area (as defined on Map 5) and its setting should preserve and enhance the Conservation Areas and respect the historic, archaeological and architectural character of the Little Woodhouse Heritage Area and buildings and structures within it, including but not exclusively, the positive characteristics which give the Little Woodhouse Heritage Area its distinctive identity:

- the layout of terraces, villas and other buildings and their relationship to the streets, topography, landscape, views and vistas;
- the historic green spaces, squares and mature trees;
- the scale, form, materials and architectural detail of the 19th century development;
- the original boundary walls and their materials and details; and
- the natural stone setts and flags of the streets and pavements.

Proposals for development within the Little Woodhouse Heritage Area should demonstrate:

- a) how an understanding of the historic significance of the site is embedded in the proposals; and
- b) how the development will seek to preserve or enhance the positive characteristics within the Conservation Areas or maintain and improve the positive characteristics within the Heritage Area in ways which will be beneficial to the future of Little Woodhouse.

²⁶ Living in a Conservation Area - A Guide for Owners and Occupiers. Leeds Civic Trust 2023 https://leedscivictrust.org.uk/wp-content/uploads/2023/09/LCT_ConsArea_Mockup_6PP_0323_St03.pdf

9 Policy HC2: Non-Designated Heritage Assets and Positive Buildings

9.1 Policy HC2: Non-Designated Heritage Assets: Policy Intention

- 9.1.1 To ensure that new development affecting non-designated heritage assets recognises and respects the existing quality of the heritage asset and its setting and that applicants understand the significance to Little Woodhouse of the heritage asset (see Appendix B listing them and their assessment for inclusion).

9.2 Policy HC2: Non-Designated Heritage Assets and Positive Buildings: National and Local Policy

- 9.2.1 The NPPF provides the national policy background for development involving all heritage assets: designated heritage assets such as listed buildings and conservation areas, and non-designated heritage assets. NPPF para 216 deals with specifically with non-designated heritage assets and states that:

"the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset."

- 9.2.2 Government Guidance on the Historic Environment at para 019 also refers to buildings which make a positive contribution to a conservation area, and decisions regarding them will need to be proportionate to their relative significance and its contribution to the significance of the conservation area as a whole.

- 9.2.3 CS P11 includes non-designated heritage assets:

"The historic environment, consisting of archaeological remains, historic buildings townscapes and landscapes, including locally significant undesigned [sic] assets and their settings, will be conserved and enhanced, particularly those elements which help to give Leeds its distinct identity."

9.3 Policy HC2: Non-Designated Heritage Assets and Positive Buildings: Evidence and Justification

- 9.3.1 Several unlisted buildings, structures and traditional paving materials in Little Woodhouse are nevertheless of local significance, either because of their age, rarity, architectural and artistic interest, group value, archaeological interest, historic interest, designed landscape interest, landmark status, and/or social/communal value²⁷. Development involving such non-designated heritage assets should recognise their significance and ensure that their positive attributes are respected.

- 9.3.2 Some of those positive attributes include the embodied carbon benefits of retaining historic buildings and their adaptability to new uses and potential for sympathetic retrofit to enhance their energy efficiency and the heritage significance of appropriate breathable materials, and thus the character and appearance of the historic environment. Historic England provides a range of advice on this aspect²⁸.

- 9.3.3 These non-designated heritage assets have been identified from local historical publications²⁹, the Little Woodhouse Neighbourhood Design Statement³⁰ (LWNS), through consultation workshops and

²⁷ "Local Heritage Listing: Identifying and Conserving Local Heritage" Historic England Advice Note 7 (Second Edition) 2021
<https://historicengland.org.uk/images-books/publications/local-heritage-listing-advice-note-7/>

²⁸ <https://historicengland.org.uk/advice/technical-advice/retrofit-and-energy-efficiency-in-historic-buildings/>

²⁹ e.g. "Walks round Little Woodhouse"; "Beating the Bounds" 2017; "Exploring Green Spaces in Little Woodhouse, Burley and Hyde Park" 2004, all by Freda Matthews

³⁰ "Little Woodhouse Neighbourhood Design Statement" 2011 LCC SPD:
<https://www.leeds.gov.uk/docs/Little%20Woodhouse%20NDS.pdf>

walkabouts, and by using the criteria set out in Historic England’s “Good Practice Guide for Local Heritage Listing”. They are shown on Map 5, and together with the assessment in Appendix B.

- 9.3.4 Much of Little Woodhouse was developed following the late 19th century break-up of the larger late Georgian estates. Generally, to the west and south of Clarendon Road, individual streets or short terraces of were constructed each with houses of identical or very similar designs. East and north of Clarendon Road, by contrast, there are individual villas as well as short terraces. This provides Little Woodhouse with much of its historic character – continuity of form, scale and materials, with great contrast in detailing partly due to the different periods of development and the whims of their designers and partly because of the social status of their likely owners or tenants. There are also examples of more recent development of exemplary design or social interest which have local significance. “Heritage is not about the past. It’s about what we value enough to preserve for the future”.³¹
- 9.3.5 Some buildings within the Heritage Area contribute positively to its overall character by virtue of age, materials and location, but do not meet the threshold as a non-designated heritage asset, perhaps because of their architectural quality or the extent of alterations. These are noted as “positive buildings” on Map 5, and development should seek to maintain or improve their positive features.
- 9.3.6 The non-designated heritage assets identified are not exhaustive or definitive. It may be that the significance of a building, structure or space only becomes apparent at some point in the future, for example as a consequence of site-specific research or heritage appraisal.
- 9.3.7 Applicants for development affecting a non-designated heritage asset will need to demonstrate their understanding of its local value and significance in order to ensure that any harm caused by the development is carefully weighed in the balance against any positive benefits.

Policy HC2 – Non-Designated Heritage Assets and Positive Buildings

The non-designated heritage assets and positive buildings in the neighbourhood include those identified in Map 5 and appendix B.

10 Policy HC3: Design and Quality of Development

10.1 Policy HC3: Design and Quality of Development: Policy Intentions

- 10.1.1 To encourage best practice in design in all areas and ensure new development respects the existing character of areas of Little Woodhouse outside the Conservation Areas.

10.2 Policy HLC3: Design and Quality of Development: National and Local Policy

- 10.2.1 The environmental objective of sustainable development which the NPPF seeks to ensure is:

“to protect and enhance our natural, built and historic environment.” (para 8 c))

- 10.2.2 It also declares that:

“The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of

³¹ Owen Hopkins, Director of Farrell Centre; Dezeen 03/09/24 <https://www.dezeen.com/2024/09/03/heritage-listing-building-preservation-sainsbury-wing-postmodernism-owen-hopkins-opinion/>

sustainable development, creates better places in which to live and work and helps make development acceptable to communities” (para 131)

10.2.3 The National Design Guide affirms the benefits of well-designed places which:

“influence the quality of our experience as we spend time in them and move around them. We enjoy them, as occupants or users but also as passers-by and visitors. They can lift our spirits by making us feel at home, giving us a buzz of excitement or creating a sense of delight. They have been shown to affect our health and well-being, our feelings of safety, security, inclusion and belonging, and our sense of community cohesion.” (para 1)

10.2.4 It also sets out ten characteristics that contribute to well-designed places: context, identity, built form, movement, nature, public spaces, uses, homes and buildings, resources, and lifespan.

10.2.5 The CS reinforces the need for an understanding of these characteristics, stating in Policy P10:

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

10.3 Policy HC3: Design and Quality of Development: Evidence and Justification

10.3.1 Good design has positive benefits - it can add economic value to buildings and community value to places³². Just as the best designs of the past are treasured for their contribution to the local distinctiveness of Little Woodhouse, so too the developments of the future need to maintain the quality of design displayed by the best of the past.

10.3.2 “Building in Context” (CABE and English Heritage) states that the *“right approach is to be found in examining the context for any proposed development in great detail and relating the new building to its surroundings through an informed character appraisal”*³³. It goes on to state that a successful project will:

- *“relate well to the geography and history of the place and the lie of the land;*
- *sit happily in the pattern of existing development and routes through and around it;*
- *respect important views;*
- *respect the scale of neighbouring buildings;*
- *use materials and building methods which are as high in quality as those used in existing buildings, and;*
- *create new views and juxtapositions which add to the variety and texture of the setting.”*³⁴

10.3.3 The design of development (including new-build, alterations, and extensions) therefore needs to be based on an understanding of the characteristics of the area. Initially described in the LWNDS, these characteristics have been further detailed in the Little Woodhouse Neighbourhood Plan Design Code Documents “Character Analysis” and “Analysis Drawing Package” (Appendix C) with local design guidance provided in the “General and Character Area Design Guidance and Codes” (Appendix C3). These must be used to inform and guide the design of any development within the Neighbourhood Area.

10.3.4 Urban development provides opportunities for wildlife to flourish (in this area particularly birds, bats, and insects). Trees and shrubs will provide some of this habitat, but additionally bird and bat boxes and wildflower planting (on roofs or ground level beds) will also be of benefit. Built-in swift bricks are readily

³² “The Value of Good Design”. CABE, 2002: Design Council: <http://www.designcouncil.org.uk/sites/default/files/asset/document/the-value-of-good-design.pdf>

³³ “Building in Context” English Heritage/Cabe 2001: Design Council p5:
<https://www.designcouncil.org.uk/fileadmin/uploads/dc/Documents/building-in-context-new-development-in-historic-areas.pdf>

³⁴ Ibid p5

available to encourage breeding of this declining species³⁵. The Royal Society for the Protection of Birds and the British Trust for Ornithology provide information and advice.

- 10.3.5 Design has a major role to play in helping to mitigate the effects of climate change and can contribute to net zero carbon policy. Re-use of buildings where possible, orientation, flexible internal layouts, choice of materials, insulation, shading, and renewable energy provision are some of the important considerations which should provide the basis for all building design.
- 10.3.6 The Burley Lodge (Woodsley Road) Local Centre is identified in Leeds Core Strategy Policy P10 and the Leeds Site Allocations Plan and shown on Map 12. Both within the Local Centre and at 1-7 Burley Street are some traditional shop fronts, though many of these have either been removed or covered over by subsequent changes. Where those changes have occurred, little regard has been given to the quality of the architecture above ground floor level. Where further change takes place, it is expected that the original form of shop front will either be revealed, restored, or reflected in the new design.

Policy HC3 – Design and Quality of Development

Development shall be designed to create sustainable buildings and places which respect the General Design Guidance and Codes in Part 2.

Developments involving alterations to shop fronts within the Burley Lodge (Woodsley Road) Local Centre and elsewhere, should ensure that the design respects the character of the whole building and that any historic shopfront features such as pilasters, console brackets, and fascia details are retained, restored, and exposed to view.

11 Policy HC4: Placemaking Opportunities

11.1 Policy HC4: Placemaking Opportunities: Policy Intentions

- 11.1.1 To ensure that developments contribute to the improvement of places in Little Woodhouse, to make them attractive, distinctive, and welcoming.

11.2 Policy HC4: Placemaking Opportunities: National and Local Policy

- 11.2.1 The NPPF states that planning policies and decisions should ensure developments:

*“establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit”
(para 135 d))*

- 11.2.2 In para 132 the NPPF encourages Neighbourhood Plans to identify the special qualities of each area, while the National Design Guide affirms the benefits of well-designed places which:

“influence the quality of our experience as we spend time in them and move around them. We enjoy them, as occupants or users but also as passers-by and visitors. They can lift our spirits by making us feel at home, giving us a buzz of excitement or creating a sense of delight. They have been shown to affect our health and well-being, our feelings of safety, security, inclusion and belonging, and our sense of community cohesion.”

³⁵ <https://www.rspb.org.uk/birds-and-wildlife/swift>

It also sets out ten characteristics that contribute to well-designed places: context, identity, built form, movement, nature, public spaces, uses, homes and buildings, resources, and lifespan.

- 11.2.3 The CS reinforces the need for an understanding of these characteristics, stating in Policy P10:

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

11.3 Policy HC4: Placemaking Opportunities: Evidence and Justification

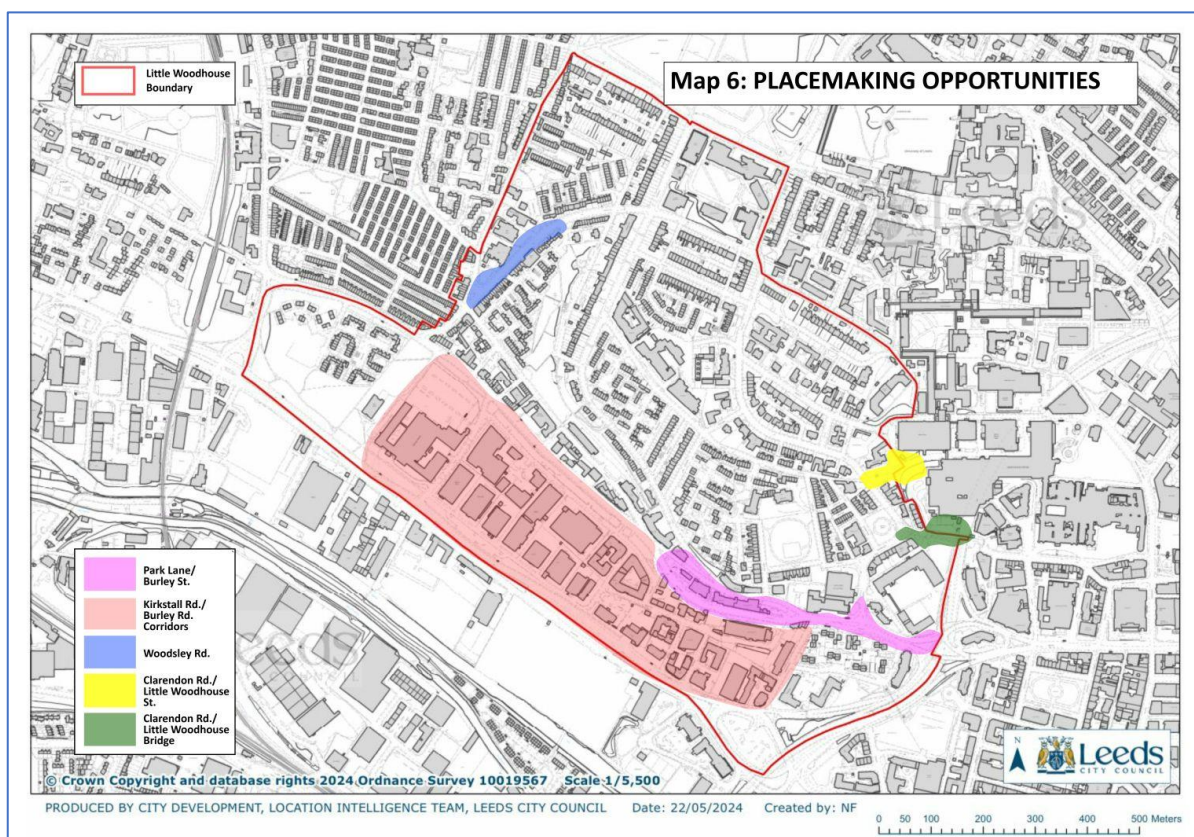
- 11.3.1 The design of any development has an impact on the area around it and consideration needs to be given, not just to its immediate site and the scale and design of its immediate neighbours, but also to its setting in the urban landscape. The existing spaces immediately beyond the development site itself will be influenced by the development. How those spaces are used, how they feel and how they look, will change as a result of the development. The aims of the Neighbourhood Plan to improve the quality of green infrastructure corridors and movement connections should be taken into account by proposals for development and its relationship to the public realm. Thus, designs should include consideration of the spaces beyond the application boundary and where the effect is likely to be significant, make proposals for improvement of the quality of those spaces. Such improvements would be implemented either through legal agreements where appropriate (e.g., if the scheme is likely to generate a significant increase in vehicular or pedestrian traffic) or considered by other agencies. These proposals should be informed by local input through the community involvement process.
- 11.3.2 In preparing development proposals, regard should be had to the opportunities set out in the Character Analysis of the General Design Code in Appendices C1, C2 and C3, as well as the aims set out in Policies G1 and M1 for green infrastructure and movement.
- 11.3.3 Whilst the requirements of this Policy (HC4) apply to all developments and spaces, there are some locations within Little Woodhouse where there are specific opportunities for improvement:

- Park Lane/Burley Street
- Burley Road/Kirkstall Road corridors
- Woodsley Road
- Clarendon Road/Little Woodhouse Street
- Clarendon Road/Little Woodhouse Bridge

It is recognised that where these locations extend beyond the neighbourhood area they are outside the scope of the neighbourhood plan.

- 11.3.4 The first two of these also form part of the West End Riverside area included in the joint City Council and Government “Vision for Leeds”³⁶, which aims to “support and capitalise on this cluster to expand on the economic opportunities, building on Leeds’ growing reputation in the creative industries”

³⁶ “A vision for Leeds: a decade of city centre growth and wider prosperity” Dept for Levelling Up, Housing and Communities, March 2024
<https://www.gov.uk/government/publications/a-vision-for-leeds-a-decade-of-city-centre-growth-and-wider-prosperity>



Map 6: Placemaking Opportunities

- 11.3.5 **Park Lane/Burley Street:** This part of Little Woodhouse is a front door to the area, providing the transition between inner urban neighbourhood and city centre. Therefore, development within it must accommodate characteristics of both; balancing major transport infrastructure with local shopping provision and the large-scale blocks here and to the south with individual traditional houses to the north. Park Lane was the original western radial route between Leeds and Bradford; Burley Street was added in the 1850s and Belle Vue Road in the 1860s. Due to the topography, the resulting junctions are at acute angles, leaving small wedges of undeveloped land. Between the inner ring road and Burley Street, Park Lane is dualled with a grassed division. The Park Lane/Hanover Way junction is a focus of movement activity for pedestrians, cyclists, and motorists, with priority given to vehicular traffic flow. Design Principles set out in the Park Lane Campus Design Code (Part 4), when implemented, will provide some improvements but there are opportunities to make the wider space more pedestrian and cyclist friendly, with more tree planting, positive public use of undevelopable corners and building designs which create a more consistent street edge to define the space.
- 11.3.6 **Burley Road/Kirkstall Road corridors:** Both major traffic routes would benefit from more trees and other greening measures – pocket parks, rain gardens, as appropriate for the location, to help combat air pollution and climate change, increase biodiversity, and improve the experience of all those moving through the spaces. Buildings should maintain and consolidate the building line and continuity of street frontages, with uses building on the cultural life of the creative media presence in the area. North-south links between the corridors are, in places, narrow and canyon-like, and there are opportunities both to increase the number of links and the experience of pedestrians and cyclists moving through them. Links across the corridors are increasingly important: between residential development taking place south of

Kirkstall Road, Rosebank School, and the Universities beyond via the various steps up the embankment. The design of any PBSA should consider the wider context in which they are located and aim to enhance it.

- 11.3.7 **Woodsley Road:** Proposals to improve the public realm around the local centre were put forward in the LWNDS and these have been partially implemented with the paving of the junction with Hyde Park Road. More could be done on the east side of Woodsley Road to provide tree planting in front of the shops, perhaps in footway buildouts between parking bays, with improved paving to make the experience of customers and others more inviting. Improvements to shop fronts themselves are proposed as part of Policy HC3. Carefully consider current bus routes, highway and parking arrangements to improve and green public realm.
- 11.3.8 **Clarendon Road/Little Woodhouse Street:** Little Woodhouse Street is on the line of a medieval track (which includes the present Kendal Lane) which led from the hamlet of Little Woodhouse to Woodhouse Moor and was the principal route in this sparsely populated area of Leeds until Clarendon Road was constructed in 1839. With the expansion of Leeds Infirmary in the late 1960s the road became a service road for the hospital, but at the junction with Clarendon Road, there remains a wider area which is flagged and with trees, mostly used for unauthorised parking. The location is highlighted in the LWNDS and subsequently attempts have been made by the local community through Little Woodhouse Community Association to identify ownership and carry out improvements. The site occupies a focal position in views up Clarendon Road and is part of the setting of the Grade II listed Little Woodhouse Hall and boundary wall. Future development by the hospital may result in changes to the hospital access for patients and servicing and that may involve this location. It is expected, therefore, that any development impacting on this area will include its improvement.
- 11.3.9 **Clarendon Road/Little Woodhouse Bridge:** The main route to and from the city centre is via Little Woodhouse Bridge, the pedestrian and cycle bridge constructed in the 1960s when the inner ring road severed what was then the continuation of Clarendon Road connecting to Great George Street. The LWNDS highlights problems associated with the use of the bridge:

“The steep slopes prevent visibility of not just the destination but also approaching cyclists, negotiating entrances to two car parks while climbing again to Clarendon Road and crossing it at a dangerous corner³⁷”.

An ideas workshop was held in 2011 by Little Woodhouse Community Association with the assistance of the Quality Places and Spaces sub-group of the Leeds Property Forum (part of the Chamber of Commerce)³⁸. The workshop encapsulated ideas and suggestions for improvement of the Little Woodhouse Bridge and the link from Woodhouse Square, some of which have now been carried out. Nevertheless, there is more that can be done, and local development can support this work.

³⁷ Ibid p48

³⁸ “Making an Entrance: The Bridge” - Gateway to Little Woodhouse - Design Workshop Summary 2011

Policy HC4 – Placemaking Opportunities

Development proposals should include consideration of the functional and visual impact on the spaces surrounding the proposal site, having particular regard to the intentions of Policies G1 and M1 for improving the quality of corridors and connections in Little Woodhouse. Where the development or its impact is likely to be significant, improvements to those spaces should be proposed as part of the application. Implementation of those proposals may, where appropriate, be required by condition or legal agreement.

In particular, opportunities to improve the following locations shown in Map 6 should be taken:

Park Lane/Burley Street: Tree planting and other green infrastructure, consistent street frontages, public use of space between acute road junctions, greater priority to pedestrian and cyclist movement and experience;

Burley Road/Kirkstall Road corridors: Tree planting and other green infrastructure, consistent street frontages, north-south pedestrian and cyclist links through the area.

Woodsley Road: Paving and the space outside the shops, tree planting;

Clarendon Road/Little Woodhouse Street: paving, tree planting, green space improvement, connections to Leeds General Infirmary, the setting of the Grade II listed Little Woodhouse Hall; and

Clarendon Road/Little Woodhouse Bridge: Resolution of conflict between pedestrians, cycles and vehicles, green infrastructure, paving, safety of crossing the bridge, future connection to Innovation Arc via proposed Great George Street Park.

12 Policy HC5: Leeds City College – Park Lane Campus

12.1 Policy HC5: Leeds City College – Park Lane Campus: Policy Intentions

- 12.1.1 To ensure development of this key site contributes to the vision and objectives of the Little Woodhouse Neighbourhood Plan.

12.2 Policy HC5: Leeds City College – Park Lane Campus: National and Local Policy

- 12.2.1 The NPPF (para. 74) encourages neighbourhood plans to identify sites for development where appropriate:

Neighbourhood planning groups should also give particular consideration to the opportunities for allocating small and medium-sized sites ... suitable for housing in their area.

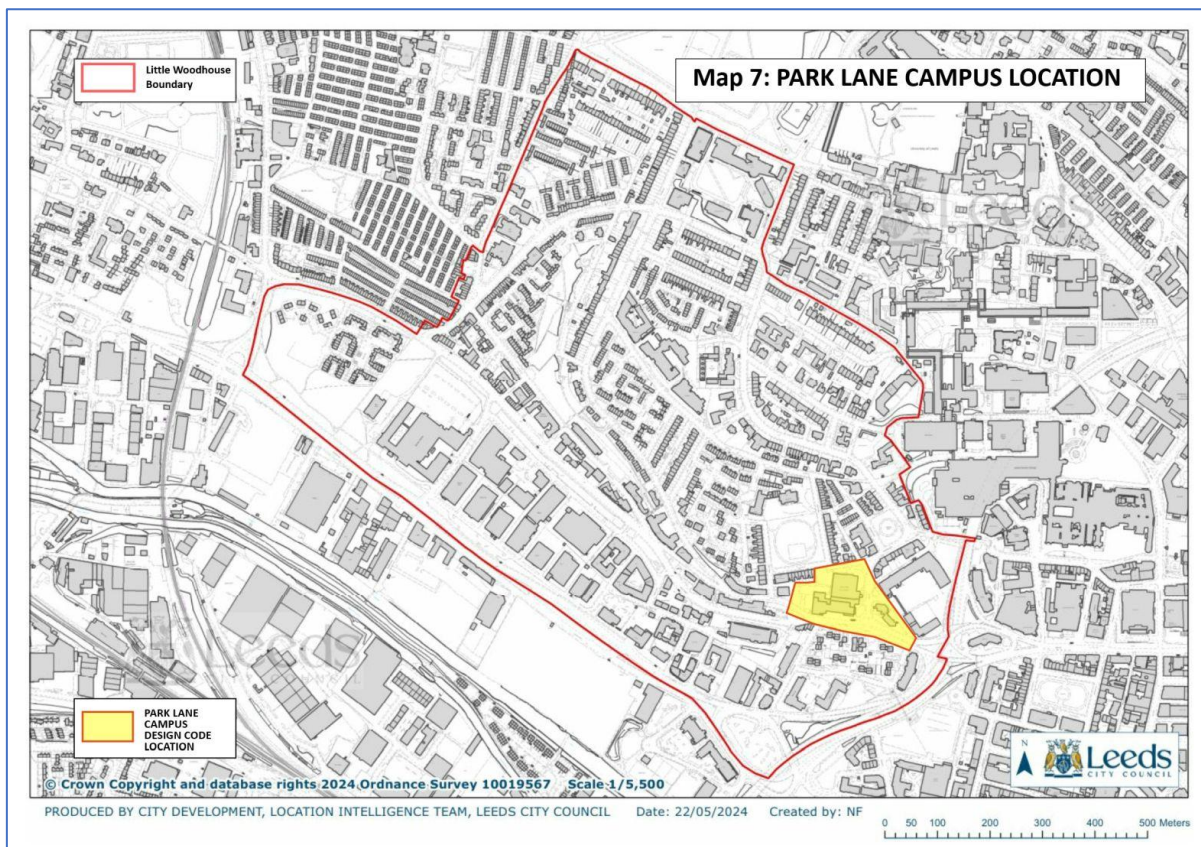
- 12.2.2 Policy H2 of the CS confirms the acceptability of development on sites not allocated through the Local Plan subject to certain criteria being met. The Park Lane Campus does, or could with conditions of approval, meet all those requirements.

12.3 Policy HC5: Leeds City College – Park Lane Campus: Justification and Evidence

- 12.3.1 The Park Lane Campus, including Park Lane College and the University Centre, are both run by the Luminate Education Group, and have provided further education facilities in Little Woodhouse for many years. Developments in other locations means that the site may be vacated in the short to medium term.

- 12.3.2 The site occupies a key location at the junction of Park Lane and Hanover Way, a gateway into the Little Woodhouse Heritage Area to the north.

- 12.3.3 The Park Lane Campus Design Code (Part 4) has been prepared as the result of continuing engagement between the Neighbourhood Plan Forum, Leeds City College representatives, Leeds City Council, local residents, and businesses. This engagement has taken the form of design presentations, discussions, workshops, and walkabouts aimed at ensuring that any development on the site meets the aspirations of both the landowner and the local community.



Map 7: Park Lane Campus Location

Policy HC5: Leeds City College – Park Lane Campus

Development proposals within the Leeds City College Park Lane Campus (shown on Map 7) are to be carried out in accordance with the Principles set out in the “Park Lane Campus Design Code”:

- 1) **Context & Local Impact**
- 2) **Uses, activity and adaptability**
- 3) **Movement & Connectivity**
- 4) **Identity**
- 5) **Built form**
- 6) **Public Spaces**
- 7) **Homes and buildings**
- 8) **Resources and Climate Change**
- 9) **Nature**
- 10) **Lifespan**

GREEN INFRASTRUCTURE



13 Policy G1: Green Infrastructure Opportunities

13.1 Policy G1: Green Infrastructure Opportunities – Policy Intentions

- 13.1.1 To promote green infrastructure corridors for amenity and activity purposes, retaining existing and encouraging new small green spaces, trees (including street trees), hedges, green roofs, and green walls.

13.2 Policy G1: Green Infrastructure Opportunities – National and Local Policy

- 13.2.1 The NPPF recognises the importance of green infrastructure:

“Planning policies and decisions should aim to achieve healthy, inclusive and safe places which enable and support healthy lifestyles, especially where this would address identified local health and well-being needs – for example through the provision of safe and accessible green infrastructure” (para 96) and states that:

“Development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) should be refused unless there are wholly exceptional reasons.” (para 193)

- 13.2.2 The NPPF also confirms the role of green infrastructure in mitigating climate change (para 164).

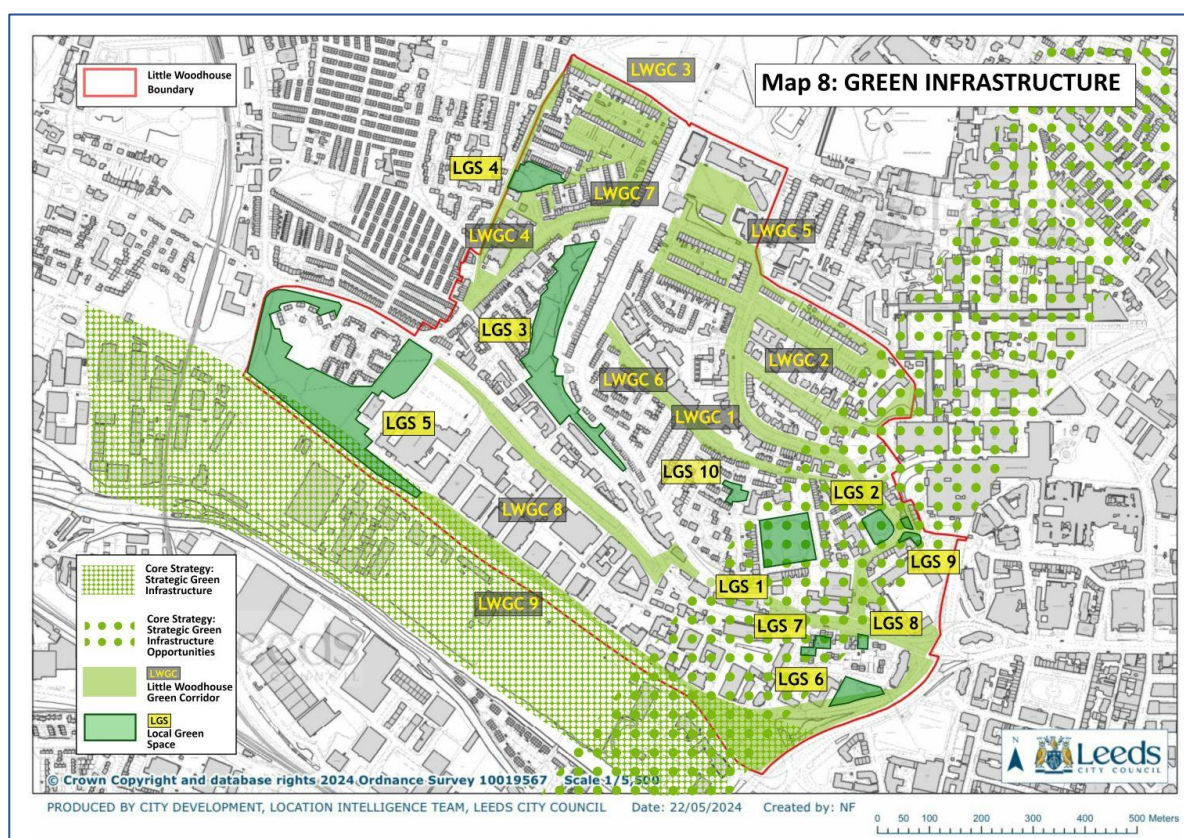
- 13.2.3 The National Design Guide³⁹ emphasises the importance of green infrastructure in a movement network which:

“incorporates green infrastructure, including street trees to soften the impact of car parking, help improve air quality and contribute to biodiversity.”

- 13.2.4 The opportunities for extending and linking Strategic Green Infrastructure identified in and protected by the CS (Policy G1) are shown in more detail as urban green corridors described in saved Policy N8 of the UDP and the LDF Policy Map. Policy G1 states:

“Development proposals should ensure that... where appropriate, the opportunity is taken to extend Green Infrastructure by linking green spaces or by filling in gaps in Green Infrastructure corridors”.

13.3 Policy G1: Green Infrastructure Opportunities – Justification and Evidence



Map 8: Green Infrastructure (see Map 9 for LWGC 10)

- 13.3.1 The topography of Little Woodhouse plays an important role in its landscape infrastructure, with Belle Vue Road tracing the top of an escarpment where the Rosebank Millennium Green, a community-inspired and managed area of green space, was created on the steeply sloping site of demolished back-to-backs. The greening of the Rosebank continues the landscape setting of the late-Victorian and Edwardian streets to the east, lined with mature trees and planted gardens, which themselves link to the earlier landscape of Hanover and Woodhouse Squares.

³⁹ “National Design Guide” MHCLG 2019

13.3.2 Green infrastructure provides natural habitats and there are opportunities to connect and strengthen the fragmented Leeds Habitat Network within Little Woodhouse (see the Leeds Habitat Network mapping)⁴⁰.

13.3.3 In addition to their importance for wildlife and their role in providing a visually stimulating setting for buildings in Little Woodhouse; trees, hedges and other planting also contribute to human health and well-being:

“Provision of trees, natural habitats, cycle paths, parks and walkable green spaces helps promote physical and mental wellbeing, improves air quality and reduces perceived noise levels in urban areas.”⁴¹

13.3.4 Local Green Corridors have been identified by the community through walkabouts and workshops and are therefore included in the Little Woodhouse Neighbourhood Plan to help complete and link the Strategic Green Infrastructure (defined by the CS – see 13.2.4 above) and urban green corridors and provide safe and attractive cycling and walking routes. Details of these areas and the justification for their inclusion are contained in Appendix D and shown on Map 8. The Council’s West End Riverside vision, part of the Leeds Transformational Regeneration Partnership, also includes the last three of the following corridors within its area. Developments south of Kirkstall Road will include links to riverside walks and spaces and north-south pedestrian routes should allow connections to those.

13.3.5 The following Local Green Corridors have been identified:

- | | |
|----------|---|
| • LWGC1 | Clarendon Road |
| • LWGC2 | Hyde Terrace – Springfield |
| • LWGC3 | Moorland Road and Moorland Avenue / St John’s Grove |
| • LWGC4 | Woodsley Road |
| • LWGC5 | Kelso Road – Kelso Gardens |
| • LWGC6 | Kendal Lane – St John’s Road |
| • LWGC7 | Belle Vue Road – St John’s Terrace – Rosebank Road |
| • LWGC8 | Burley Road south side |
| • LWGC9 | Kirkstall Road north side |
| • LWGC10 | North- south Pedestrian routes |

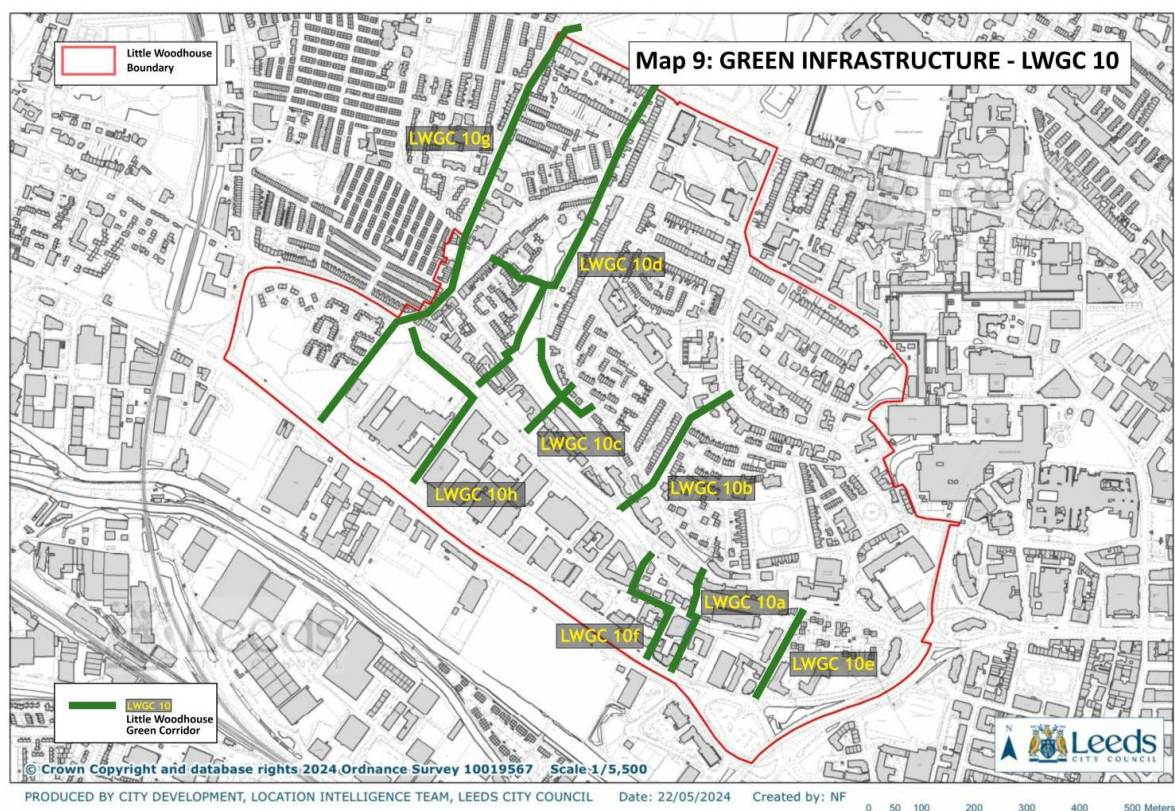
13.3.6 Development within or alongside these locations will be expected to include planting and green space to reinforce the links that could be created. The extent of green infrastructure provided needs to be appropriate to the size of the development: on larger sites, substantial areas would be required, whilst smaller sites might only be expected to include frontage planting, provided it can still create an acceptable link in terms of visual appearance, use of the space and contribution to wildlife habitat and corridors. Where possible, street trees should be introduced to define movement networks, improve air quality and contribute to biodiversity.

13.3.7 Individual trees and hedges, including those within gardens, provide a significant contribution to these green corridors. Veteran trees are of particular importance. Some trees are protected by Tree Preservation Orders. Trees within the conservation areas also have some protection. Further Tree Preservation Orders could be considered to protect appropriate trees not currently covered.

⁴⁰ <https://experience.arcgis.com/experience/a12c519419c74613bebd58654a35c37a>

⁴¹ “Planning a Healthy City: Housing Growth in Leeds” - Director of Public Health Annual Report 2014-15 p20:
<https://democracy.leeds.gov.uk/documents/s136926/director>

- 13.3.8 Whilst development should generally respect the form of local pitched roofs, green roofs can contribute to the greening of these locations, if flat roofs are deemed an appropriate building form for the site. Green walls could also be considered provided suitable long-term watering conditions are included.



Map 9: Green Infrastructure - LWGC 10

Policy G1 – Green Infrastructure Opportunities

Development of land which lies within or alongside the strategic green infrastructure and strategic green infrastructure opportunities (identified on Map 8 and in Appendix D) and/or includes or lies alongside the Local Green Corridors identified on Map 8, should include the provision of green space and/or planting appropriate to the scale of development, including street trees, green roofs and walls, safe cycling routes and footpaths where possible.

14 Policy G2: Local Green Spaces

14.1 Policy G2: Local Green Spaces – Policy Intentions

- 14.1.1 To retain existing green spaces which contribute to the character and quality of life in Little Woodhouse by designation as Local Green Spaces.

14.2 Policy G2: Local Green Spaces – National and Local Policy

- 14.2.1 Local green spaces can be designated within a Neighbourhood Plan (NPPF paras. 106,107):

- where the green space is in reasonably close proximity to the community it serves;
- where the green area is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife, and;
- where the green area concerned is local in character and is not an extensive tract of land.

- 14.2.2 Paragraph 108 of the NPPF states that:

- “Policies for managing development within a Local Green Space should be consistent with those for Green Belts”.

- 14.2.3 Leeds CS includes Policy P12: Landscape:

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

- 14.2.4 In para 5.3.52, the CS affirms the part such spaces can play, irrespective of size:

Landscape provides the setting for our day-to-day lives and contributes towards our ‘sense of place’. Its distinctiveness is a consequence of its character, quality, biodiversity, cultural, archaeological and historical form, to function as an environment for plants, animals and us, and as a recreational resource.

14.3 Policy G2: Local Green Spaces – Justification and Evidence

- 14.3.1 Little Woodhouse contains a variety of green spaces of various sizes, most of which contribute to its character and the quality of life of residents either through their visual attributes, their historic associations, or their use for recreation. These range from Hanover Square, Woodhouse Square, and Rosebank Millennium Green to smaller areas of green space with significance to the local community for their historic, townscape or amenity value.

- 14.3.2 There is considerable evidence that green spaces have an important effect on health and well-being⁴². A Parliamentary summary of research shows that:

“Areas with more accessible green space are associated with better mental and physical health”,
and

*“The risk of mortality caused by cardiovascular disease is lower in residential areas that have higher levels of ‘greenness’”.*⁴³

⁴² “Green spaces aren’t just for nature – they boost our mental health too” Kate Douglas, Joe Douglas, New Scientist, March 2021
<https://www.newscientist.com/article/mg24933270-800-green-spaces-arent-just-for-nature-they-boost-our-mental-health-too/>

⁴³ “Green Space and Health” Parliamentary Office of Science and Technology, POSTnote 538 October 2016 p2:
<https://post.parliament.uk/research-briefings/post-pn-0538/>

- 14.3.3 Data from the ward and local primary care network profiles⁴⁴ show that common mental health conditions are just significantly higher than the Leeds average, despite a larger than average student-age population meaning most health conditions are average or lower. However, the rate of serious mental health issues is much higher than other primary care networks of similar deprivation levels. The provision of good quality green spaces is therefore particularly important in Little Woodhouse for improved health outcomes for the local community.
- 14.3.4 Whilst designation as Local Green Spaces will restrict development to what might be appropriate in Green Belts, improvements such as providing level access, appropriate lighting, paths, seating, works of art and even small structures where they are subsidiary to and serve the function of the green space, would be welcomed.
- 14.3.5 All the spaces designated as Local Green Spaces are described in Appendix E which includes an assessment of their significance to Little Woodhouse and suitability for designation against the NPPF criteria (see 15.2.1 above). They were agreed by the Neighbourhood Forum on 19th July 2022.

Policy G2: Local Green Spaces

The following spaces, identified on Map 8 and in Appendix E, are designated Local Green Spaces:

LGS1 Hanover Square

LGS2 Woodhouse Square

LGS3 The Rosebank Millennium Green

LGS4 Hyde Park Road (Benson Court)

LGS5 The Willows

LGS6 Duncombe Street

LGS7 Marlborough Street

LGS8 Marlborough Towers

LGS9 Chorley Lane

LGS10 Kendal Grove

Proposals to improve the functionality of local green spaces will be supported.

⁴⁴ Leeds Observatory, Public Health Profiles, Little London and Woodhouse Ward profile and Woodsley Primary Health Network profile, 2020. <https://observatory.leeds.gov.uk/wp-content/uploads/2020/10/Little-London-and-Woodhouse-Ward-2020.pdf> and <https://observatory.leeds.gov.uk/wp-content/uploads/2020/07/Woodsley-PCN.pdf>

15 Policy G3: Improving Existing Green Spaces

15.1 Policy G3: Improving Existing Green Spaces – Policy Intentions

- 15.1.1 To create, where required, more usable green space and promote additional children’s play opportunities.

15.2 Policy G3: Improving Green Spaces – National and Local Policy

- 15.2.1 The NPPF (para. 96) promotes healthy, inclusive and safe places which enable and support healthy lifestyles, for example through the provision of safe and accessible green infrastructure. By implication this includes improvement of existing green spaces to make them safer and more accessible.

- 15.2.2 The CS agrees (5.5.21) that:

“The quality of a green space is as important as its size and location.”

- 15.2.3 CS Policy G6 protects existing space, but includes an exception (iii), where development could be permitted (subject to evidence) if proposals demonstrate a clear relationship to improvements of existing green space quality in the same locality. However, within Little Woodhouse, any improvements to most Local Green Spaces would not be so extensive as to be an acceptable exception to CS Policy G6, and the loss of any other green space to development could not be justified on the grounds of such improvement.

- 15.2.4 The CS requires certain types of development to provide or contribute to the provision of open space. Outside the city centre, CS Policy G4 sets the areas required, while within the city centre, CS Policy G5 applies. Little Woodhouse straddles the city centre boundary, so one or other of these policies will apply to developments in the area. Local Plan policies will be amended through the Local Plan Update (policy G4A)⁴⁵. The outcome will be to require more green space in the city centre.

- 15.2.5 The City Council has a commitment to children’s play, set out in its Play Strategy which:

“...will ensure that all children and young people have access to opportunities for freely chosen play in their own neighbourhoods.”⁴⁶

- 15.2.6 Leeds City Council has prepared guidance for the design of green spaces, stating that:

“High quality, accessible and natural green spaces close to where people live and work are vital for health and wellbeing, biodiversity and climate change adaption and are a key element of successful placemaking.”⁴⁷

- 15.2.7 CS Policy G4 states that, where developments are required to contribute to off-site green space:

“financial contributions will be used effectively to meet local needs for green space.”

15.3 Policy G3: Improving Existing Green Spaces – Justification and Evidence

- 15.3.1 Green spaces can be used for a variety of purposes: visual amenity, sitting and relaxation, or more active uses such as walking, running, outdoor gym equipment, or organised sport help to improve fitness and

⁴⁵ Leeds Local Plan Update: <https://www.leeds.gov.uk/planning/planning-policy/local-plan-update/proposed-policy>

⁴⁶ “Every Child Matters - The Leeds Play Strategy” Leeds City Council 2007 – Building the Play-Friendly City para. 3.2

⁴⁷ “Green Space Guidance” <https://www.leeds.gov.uk/planning/conservation-protection-and-heritage/landscape-planning-and-development>

health. With suitable planting and trees, they can also help to mitigate climate change, reduce air pollution, and provide important wildlife habitats contributing to local biodiversity.

15.3.2 Some green spaces, for example the Willows, consist of grass, paths, trees and little else. There are also many small green spaces that have no obvious function, particularly in the Estate Developments Character Area (see Appendix C): verges, corners, angles where buildings do not align with adjacent roads or paths. While inherently valuable, nevertheless they and other spaces could be improved, perhaps to include more trees, better planting and lighting for safety, seats, quiet areas, or natural play provision. Improvements would require an analysis of the purposes for which each space is used, where the shortcomings are and whether a more imaginative landscape scheme would be appropriate, cost-effective, and better suited to those purposes. Consideration also needs to be given to tree and plant species which will encourage local biodiversity, and which are located to reinforce the local green corridors described in Appendix D.

15.3.3 Equipped play areas within Little Woodhouse are:

- Hyde Park Road (Benson Court); young children's equipped play area and an informal play area within green space
- Duncombe Street; young children's play within green space
- Hanover Square; MUGA (Multi Use Games Area)

15.3.4 Children's play is not confined to specially equipped areas. Children find opportunities for imaginative play in the public realm generally - in found objects, trees, public art, street furniture, textured or patterned paving etc. The design of green spaces and public realm should accommodate, as far as possible, opportunities for interactive play.

*"Landscaping, planting and community art installations, for example, can offer children as much play value as apparatus. A combination of these, complementing one another within the overall design for an area, can cultivate a greater sense of place, allow children the fullest play experiences, and reap huge benefits for them, their families and the wider community."*⁴⁸

15.3.5 Where development is required to provide open space or make a financial contribution, and where new green space is not appropriate, the contribution should be put towards improvements of existing green spaces or open spaces within Little Woodhouse. Proposals for such provision or improvements should be prepared in conjunction with the local community which has detailed knowledge of local needs, through the local planning authority. Projects for green space improvements have been included in the Projects Delivery Plan (Section 23).

Policy G3: Improving Existing Green Spaces

Development proposals which are required to contribute to off-site green space or open space provision should provide details of improvements to the landscape quality of local green spaces or other spaces within the area, such that it promotes climate change and air pollution mitigation, local biodiversity, and active uses, and includes formal provision for children's play where appropriate, and/or public art and designs which promote informal, interactive play.

⁴⁸ "Design for Play: A guide to creating successful play spaces" Aileen Shackell, Nicola Butler, Phil Doyle and David Ball, Foreword. Play England 2008
https://www.researchgate.net/publication/228823803_Design_for_play_a_guide_to_creating_successful_play_spaces

COMMUNITY, EMPLOYMENT and EDUCATION



16 Policy C1: Community Facilities

16.1 Policy C1: Community Facilities – Policy Intention

- 16.1.1 To ensure that, where possible, existing valued community facilities are retained in use and additional community uses provided where appropriate.

16.2 Policy C1: Community Facilities – National and Local Policy

- 16.2.1 The NPPF emphasises the importance of the planning system in creating healthy and safe communities (para 96) and that:

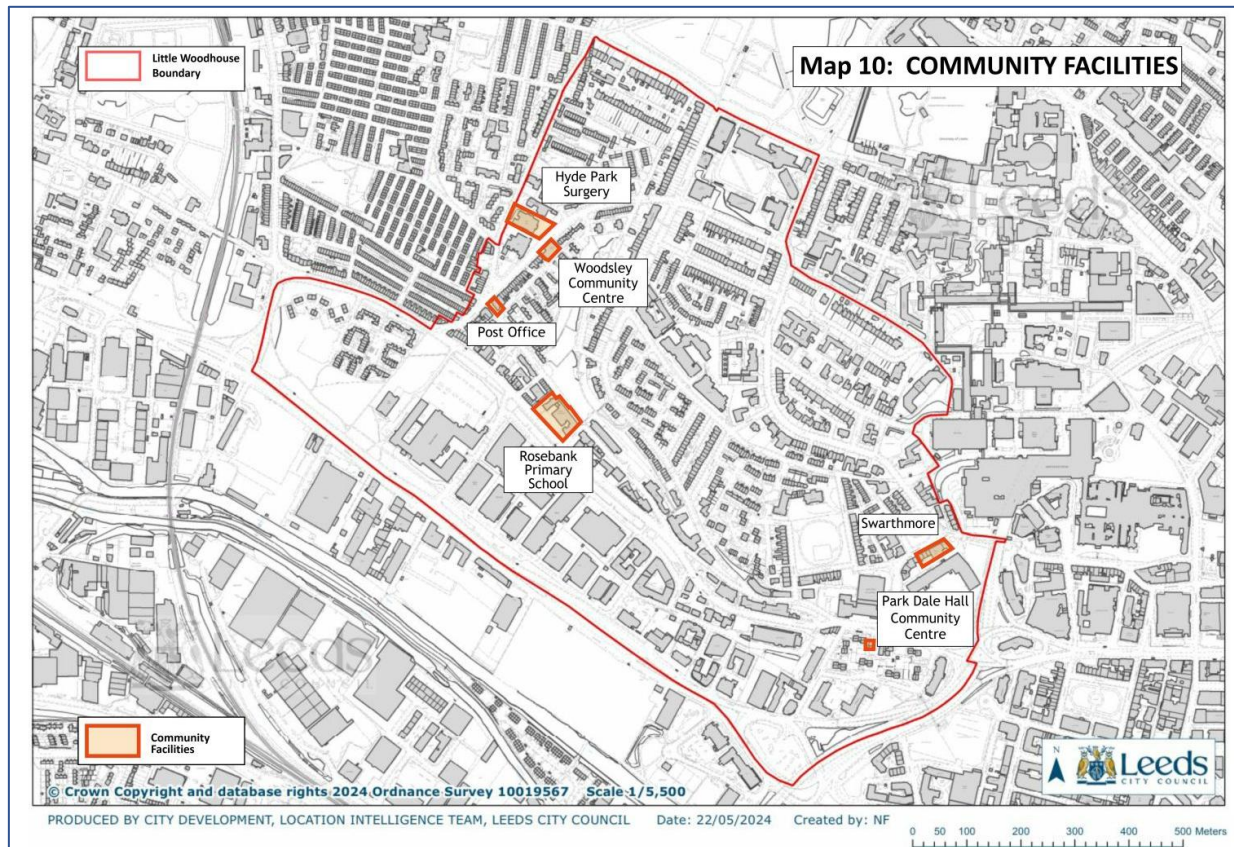
“...to provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should ...c) guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community’s ability to meet its day-to-day needs.” (para 98).

- 16.2.2 The draft LCC West End Riverside Vision recognises the importance of community facilities and proposes a series of community hubs to be developed alongside the development of housing across the West End Riverside area, which includes parts of Little Woodhouse.
- 16.2.3 Leeds CS Policy P9 – Community and other Services, states that:

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

16.2.4 Policy C1 provides the local parameters for CS Policy P9.

16.3 Policy C1: Community Facilities – Justification and Evidence



Map 10: Community Facilities

- 16.3.1 The list of facilities contained in the following policy are those which are particularly valued and the loss of any one of them through development or a change of use would be detrimental to the future of Little Woodhouse. Community facilities provide a wide range of benefits for residents, particularly contributing to health and well-being through education, active uses, and social interaction. A full assessment of each of these existing facilities is included in Appendix F.
- 16.3.2 There are few locations available for community meetings, particularly in the east of the area. In some cases, for example, Oak House, Sycamore House and the Clarendon Quarter, managers of student accommodation have made small meeting rooms available to some local community groups and where developments include these and larger spaces, their use by the local community at appropriate times encourages integration and promotes social cohesion.
- 16.3.3 Education plays an important role in the life of the Little Woodhouse community. In addition to the primary school, part of the University of Leeds estate is within the neighbourhood area, as is part of Leeds City College at the Park Lane campus. Many students attending the University of Leeds and Leeds Beckett University live in the area, while those attending Park Lane College pass through during the day.

- 16.3.4 This policy aims to further the vision outlined in 2.1.1, encouraging good quality educational development which will be to the benefit of both local and educational communities.

Policy C1: Community Facilities

1. Where proposals for development would result in the loss of any of the following existing facilities or services (as identified on Map 10), satisfactory alternative provision should be made elsewhere within the community if a sufficient level of need is identified:
 - Hyde Park Surgery;
 - Rosebank Primary School;
 - Swarthmore Education Centre;
 - Woodsley Community Centre;
 - Woodsley Road Post Office; and
 - Park Dale Hall Community Centre.
2. Development of educational uses will be supported, provided it does not involve a change from an existing C3 residential use and there is no adverse effect on the character of heritage assets or the amenity of existing residential accommodation.
3. Applications for major developments should, subject to location and scale, aim to provide additional community facilities, particularly space for community meetings.

17 Policy E1: Employment opportunities

17.1 Policy E1: Employment opportunities: Policy Intentions

- 17.1.1 To promote and encourage existing and new enterprises.

17.2 Policy E1: Employment opportunities: National and Local Policy

- 17.2.1 To achieve sustainable development, the economic objective of the planning system is to:

“...help build a strong, responsive and competitive economy by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure” (NPPF para 8).

Furthermore, amongst other things, local plans should make provision for:

“...clusters or networks of knowledge and data-driven, creative or high technology industries” (NPPF para 87)

- 17.2.2 Leeds CS seeks to promote the development of a strong local economy by continuing:

“...to grow opportunities in health and medical, digital and creative.” (Spatial Policy 8: Economic Development Priorities)

and supports the provision of employment opportunities including by:

“Carrying forward existing allocations and other commitments that have been assessed to be suitable, available and deliverable for general employment use” (Policy EC1 General Employment Land – (A)(i))

- 17.2.3 The Commercial and Light Industrial Character Area and the Kirkstall Road Car Park in the Commercial Fringe Character Area (as defined in Part Two: General Design Guidance and Code and Appendix C: Character Analysis) are both included in the Leeds Employment Land Assessment 2017⁴⁹ with the former unscored as it is currently in employment use, and the latter noted as being in an area of employment land shortfall.
- 17.2.4 The CS restricts changes of use of existing employment both within and outside areas of shortfall (Policy EC3 Safeguarding Existing Employment Land and Industrial Areas).
- 17.2.5 Employment land, as defined by the CS, does not include office use which should generally be focussed in or on the edge of city, town, and local centre locations (with edge of centre being defined for offices as within 300m of the boundary). The city centre boundary divides this area into two, with some two-thirds within the 300m limit.
- 17.2.6 The Council’s proposed Innovation Arc, encompassing the Leeds General Infirmary and University campuses, also includes part of the Little Woodhouse Neighbourhood Area. The SPD⁵⁰ promotes improved public realm and other measures to attract innovative business opportunities in the area. Furthermore, the Vision for Leeds,⁵¹ within the West End Riverside zone, and the Leeds Inclusive Growth Strategy⁵² both highlight the importance of the creative media sector in Little Woodhouse.

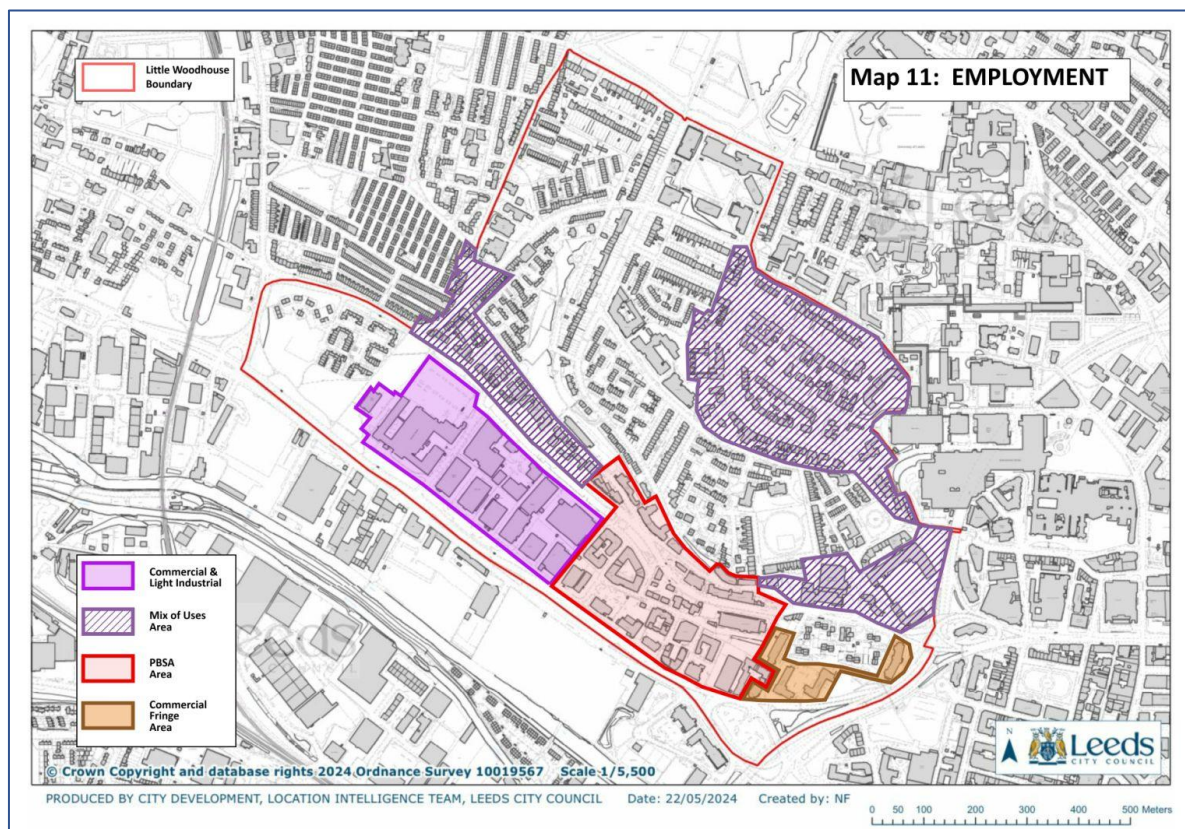
⁴⁹ Submission Statement Employment Land Assessment May 2017 Leeds Local Plan Version to accompany Submission of the Site Allocations Plan

⁵⁰ Leeds Innovation Arc SPD 2023

⁵¹ “A Vision for Leeds” p25

⁵² “Leeds Inclusive Growth Strategy 2023-2030 p44

17.3 Policy E1: Employment opportunities: Justification and Evidence



Map 11: Employment

- 17.3.1 The primary locations for commercial employment uses in Little Woodhouse are south of Park Lane/Burley Road, in the Commercial and Light Industrial, PBSA and Commercial Fringe Character Areas as defined in Part Two: General Design Guidance and Code and Appendix C: Character Analysis (see Map 11). In the Commercial and Light Industrial character area, ITV occupies three large sites and many of the other commercial uses are also within the creative media sector, creating a hub of similar activity here which is a cultural asset to Leeds as well as Little Woodhouse. While most of the buildings have a large footprint, some are divided to include small studio suites, but many of the buildings need regeneration, to better reflect the nature of the businesses that occupy them.
- 17.3.2 Any development of the commercial uses in these areas provide several opportunities for improvement (reference should also be made to the Design Code documents in Appendix C):
- The frontages to Kirkstall Road and Burley Road provide regular building lines to each corridor which could be enhanced by improved continuity and more active uses;
 - There are few north-south connections between Kirkstall Road and Burley Road and those that do exist are of poor environmental quality, These, and links between Burley Road across to developments on the south side of Kirkstall Road need supplementing and improving;
 - Both frontages face lengths of green space where there should be further planting to enhance the boulevard nature of each corridor (see Policy G1), mitigating the effect of heavy traffic; Access to green spaces is important for the health and well-being of employees, and routes between places of work and outdoor spaces for relaxation should be made more attractive to pedestrian use;

- Large footprint buildings, such as those between Burley Road and Kirkstall Road, provide the opportunity for the provision of local energy production, particularly through photovoltaic panel on roofs. Where the space available allows capacity greater than the building's own needs, surplus energy should be fed into the grid. Other means of reducing non-renewal energy needs should also be considered, as set out in Policy HC3.
- The low height of buildings within the Commercial and Light Industrial Character area provides the opportunity for views to and from the Kirkstall valley from and to the higher ground to the north and these views need to be preserved in any proposed extensions or redevelopment.

17.3.3 Two major employers, Leeds University and Leeds Teaching Hospitals NHS Trust, occupy most of the area adjacent to Little Woodhouse to the east, with the Leeds University Western Campus included in the boundary south of Woodhouse Moor. The areas of Little Woodhouse alongside these, along and to the east of Clarendon Road, include a variety of academic and health-related activities.

17.3.4 These uses, and the proximity of the city centre, provide local residents with access to local employment opportunities and is one of the major advantages of living in Little Woodhouse, as expressed through community consultation (but see Section 20, Movement, with respect to difficulties of access to the city centre). Continued use of existing employment premises will therefore be encouraged, especially where this can result in the regeneration of existing properties through positively designed alterations, extensions, or new development (see Policy HC3). Any changes of use would only be acceptable in line with the requirements of CS Policy EC3 and the following policy E1 (2).

Policy E1 –Employment Opportunities

1. New commercial employment uses, particularly those within the creative media sector, including the regeneration of existing premises through new building, alterations, or extensions, will be supported within the Commercial and Light Industrial, PBSA and Commercial Fringe areas shown on Map 11.
2. Any development within the Commercial and Light Industrial, PBSA and Commercial Fringe character areas should aim to:
 - a) improve the continuity of, and active frontages to Kirkstall Road and Burley Road;
 - b) add to and improve the quality and landscaping of north-south links for pedestrians and cyclists through the area;
 - c) improve the green corridors between the main building frontages and Kirkstall Road/Burley Road with additional tree and other planting to contribute to the Local Green Corridors identified in Policy G1;
 - d) contribute to renewable energy production by the use of large area roofs for photovoltaic panels where feasible; and
 - e) ensure that existing views are respected and maintained.

18 Policy E2: Mix of uses

18.1 Policy E2: Mix of uses: Policy Intentions

- 18.1.1 To promote home working and mixed residential/ small employment uses.

18.2 Policy E2: Mix of uses: National and Local Policy

- 18.2.1 The NPPF's aims for employment uses, set out in para. 18.2.1 above, are applicable to policy E2 as well. Also relevant is the NPPF's statement that local planning authorities should:

"...recognise that residential development can play an important role in ensuring the vitality of centres and set out policies to encourage residential development on appropriate sites." (NPPF para 90 f))

- 18.2.2 In addition to the policies set out in 18.2.2 above, Leeds CS also seeks to focus retail and office uses within or on the edge of the city centre and local centres: in this case the Burley Lodge (Woodsley Road) Local Centre. Thus, within the area between Burley Road and Westfield Road, the employment uses will be commercial uses other than offices. The Leeds CS also includes Policy CC1 setting out the development which is acceptable in the City Centre.
- 18.2.3 The Leeds Innovation Arc also promotes the provision of opportunities for small-scale innovative businesses in part of the Little Woodhouse Neighbourhood Area (see para. 18.2.6).

18.3 Policy E2: Mix of uses: Justification and Evidence

- 18.3.1 Parts of Little Woodhouse include premises which have seen a variety of uses over the years, either with residential properties having been occupied for university or health purposes (e.g., the area between Clarendon Road and Mount Preston Street), or small commercial uses amongst residential properties (e.g., the area between Burley Road and Westfield Road). These premises and uses are generally of a similar scale to the existing residential uses, retaining its heritage and design character and add to the vitality of the area. Joseph's Well and the Park Lane campus also have the potential for mixed use development.
- 18.3.2 Residential properties are often used simultaneously for home working. Research by the Office of National Statistics⁵³ found that, following the peak in homeworking during the pandemic, the numbers of those fully or partially working from home in 2022 varied between 25 and 40%, compared to 14% in 2014. Self-employed workers were twice as likely to work from home only compared with employees. TUC research⁵⁴ also reported that the number of employees working from home in Yorkshire and Humberside in 2021 was 20.7%. It is likely that this trend will continue with good access to digital services and the use of hot-desking in traditional office spaces. This activity also retains the heritage and design character of the area, reducing the likelihood of existing residential properties giving way to office developments.
- 18.3.3 In many cases, planning permission will not be required for home working, where the intensity of use is low, and it is incidental to the residential use. Advice from the Planning Portal is:

*"You do not necessarily need planning permission to work from home. The key test is whether the overall character of the dwelling will change as a result of the business.
If the answer to any of the following questions is 'yes', then permission will probably be needed:*

⁵³ <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/employmentandemployeetypes/articles/characteristicsofhomeworkersgreatbritain/september2022tojanuary2023>

⁵⁴ <https://www.tuc.org.uk/news/work-home-day-homeworking-has-tripled-pandemic-tuc-analysis>

*Will your home no longer be used mainly as a private residence?
 Will your business result in a marked rise in traffic or people calling?
 Will your business involve any activities unusual in a residential area?
 Will your business disturb your neighbours at unreasonable hours or create other forms of
 nuisance such as noise or smells?*⁵⁵

- 18.3.4 Co-working spaces are also a growing trend, where small businesses can share facilities communally: whilst these can be large units (AvenueHQ Wellington Street, Leeds), they can also include smaller hubs (Duke Studios, Sheaf Street, Leeds). Those at the smaller end of the scale would be acceptable mixed with residential uses.
- 18.3.5 Including a variety of activities in an area adds to its vitality and diversity and can assist in self-policing during the working day in residential areas. There will be considerations of amenity, noise, and disturbance, so non-residential activities need to be low-key and small-scale. Additionally, in designing new residential development, consideration needs to be given to the accommodation of home working activity, which would not need planning permission.
- 18.3.6 The proximity of residential and employment uses in different parts of Little Woodhouse is one of the strengths of the area, but even closer integration of compatible uses in some locations contributes to its dynamic character. It enables more walking journeys between various activities and is beneficial for the health, well-being, and sustainability of the community.
- 18.3.7 Thus, within the areas shown as a mix of uses on Map 11 there may be opportunities for further similar mixed uses, including within the same development. This might include residential or office use above existing shops; commercial uses on separate sites but adjoining residential development: live/work units which include workshop space associated with a dwelling or dwellings; co-working spaces; or subdivision of larger premises. In all such cases, the existing heritage and design character, and amenity of existing and future residents will need to be maintained, so employment uses, while being encouraged should generally be small-scale and will be carefully controlled and subject to the relevant policies within the Neighbourhood Plan and Leeds CS.
- 18.3.8 There are existing educational uses within the areas shown as Mix of Uses on Map 11 which includes the Park Lane College campus, and within the University of Leeds Western Campus. Development of such uses will assist in providing employment opportunities in the area and have the potential to create well-designed, more accessible and inclusive places for the use of both the local and university communities.

Policy E2 – Mix of uses

1. A mix of small-scale uses including commercial (Use Class E) and residential (Use Class C3) will be supported within the areas shown as Mix of Uses on Map 11.
2. Elsewhere, development involving small scale employment use associated with residential use and home working facilities within a residential area will be supported, subject to amenity considerations.
3. Educational uses providing employment will be supported particularly within the areas shown as Mix of Uses on Map 11 and within the University of Leeds Western Campus, where they contribute to the provision of high quality accessible and inclusive places and spaces.

⁵⁵ Planning Portal: <https://www.planningportal.co.uk/permission/common-projects/working-from-home/planning-permission>

19 Policy E3: Local shopping facilities

19.1 Policy E3: Local shopping facilities: Policy Intentions

19.1.1 To maintain existing shopping facilities in an attractive environment.

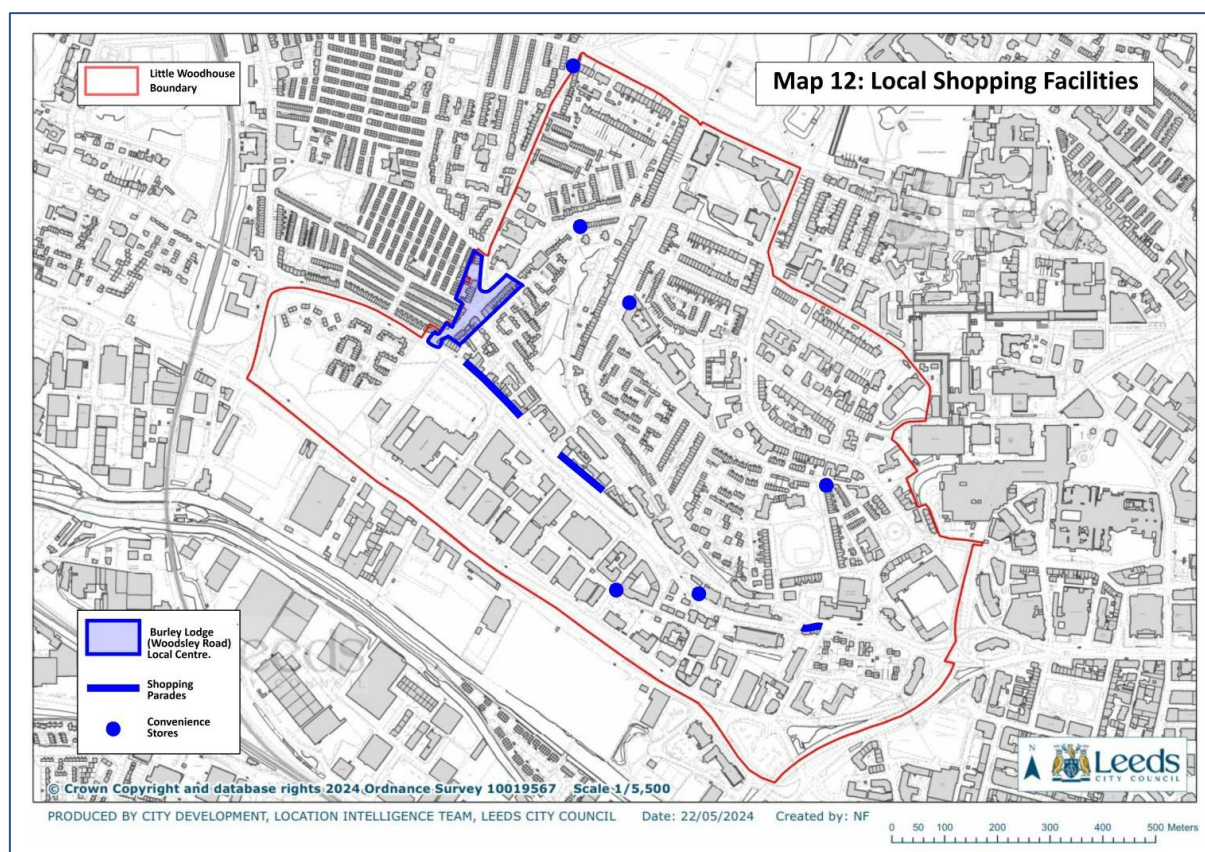
19.2 Policy E3: Local shopping facilities: National and Local Policy

19.2.1 The NPPF states that planning policies and decisions should:

"...ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community "(NPPF para 98 d))

19.2.2 Leeds CS includes detailed policies (Policy P3: Acceptable uses in and on the edge of Local Centres; and Policy P4: Shopping Parades and Small Scale stand-alone Food Stores serving Local Neighbourhoods and Communities) setting out what uses are acceptable in the Burley Lodge (Woodsley Road) Local Centre, along Burley Road, at 1-9 Burley Street and the few individual convenience stores.

19.3 Policy E3: Local shopping facilities: Justification and Evidence



Map 12: Local Shopping Facilities

19.3.1 The principal retail area in Little Woodhouse is the Burley Lodge (Woodsley Road) Local Centre, but there are also shop units at 42-70 and 78-112 Burley Road, a small shopping parade at 1-9 Burley Street and a few convenience stores in other locations: 3 Kendal Lane; 46 Burley St; Unit 2, 96, Belle Vue Road: 265-267 Hyde Park Road; 98 Woodsley Road; and 3 Cavendish Street. These are important and valued

facilities for the local community and should be retained as such, with any development subject to the requirements of CS P3 and P4.

- 19.3.2 The Woodsley Road and Burley Street units occupy the ground floors of good quality late Victorian terraces, with well-detailed windows, eaves, and brickwork. On Burley Street the original pilasters and fascias are still visible, while on Woodsley Road, many of the shop fronts have been extended outwards and may still retain original pilasters behind the facades. The relationship between the ground floor and upper floors is often ignored when it comes to shop front design.
- 19.3.3 Woodsley Road local centre includes a mix of retail and hot food takeaway businesses (the latter about 40% of the total). The extent of trading through the year can vary as the student population comes and goes. The hot food takeaways tend to operate in the evenings and the retail units during the day, and most units, when closed, include solid external roller shutters for security, with the result that there are always some fully shut. The use of solid shutters, whilst security concerns may be perceived, creates a hostile environment which itself can generate security issues. Where there are security concerns, internal lattice shutters would be the preferred approach (together with bollards to prevent ram-raiding) allowing interiors or window displays to be visible and LED-lit when the unit is closed. Advice on shopfront design is available from Leeds Civic Trust⁵⁶ (see also para 10.3.6 above).
- 19.3.4 The LWNDS included proposals to lift the quality of this area by carrying out improvements to the frontages and the public realm in Woodsley Road, including the removal of solid roller shutters.

Policy E3 – Local shopping facilities

The retention of shopping facilities shown in Map 12 will be supported in accordance with Leeds Core Strategy policies P3 and P4.

⁵⁶ [“Shopfront Design: A Guide for Businesses and Communities”](#) Leeds Civic Trust 2024

MOVEMENT



20 Policy M1: Safe movement

20.1 Policy M1: Safe Movement: Policy Intentions

20.1.1 To improve walking and cycling into and around the area.

20.2 Policy M1: Safe Movement: National and Local Policy

20.2.1 The NPPF promotes sustainable transport modes (para 115) and the location of development which will encourage them. Developments should:

“...give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport” (NPPF para 117 a)) and:

“...create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards” (NPPF para 117 c)).

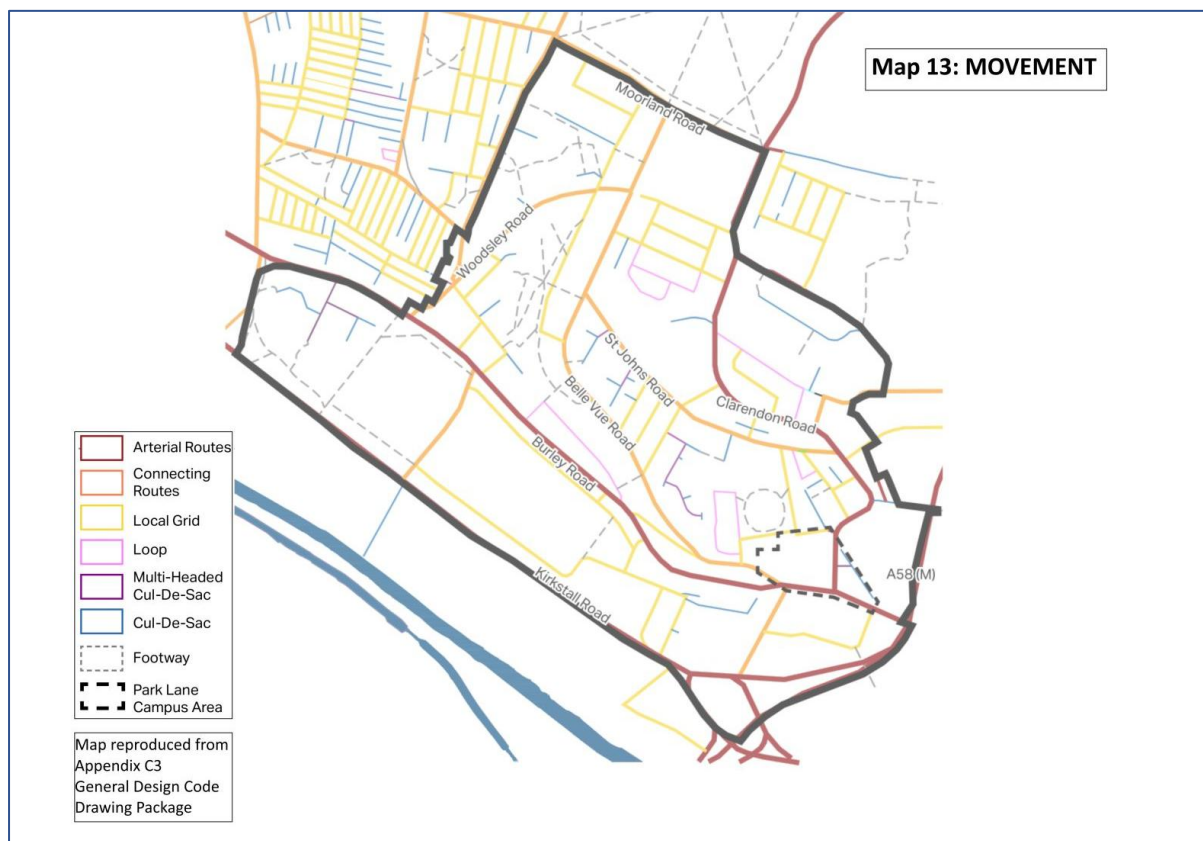
20.2.2 Leeds CS Spatial Policy 11 “Transport Infrastructure Investment Priorities” includes as one of its priorities:

“Improved facilities for pedestrians to promote safety and accessibility, particularly connectivity between the ‘Rim’ and the City Centre.”

- 20.2.3 CS Policy T2: “Accessibility Requirements and New Development” expands the NPPF policy above and states that, for new development:

“...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”.

20.3 Policy M1: Safe Movement: Justification and Evidence



Map 13: Movement

- 20.3.1 Activities such as walking and cycling are universally recognised as improving personal health⁵⁷. They can also contribute to the well-being of a community by allowing more opportunities for meeting and engaging with other people and fostering a greater awareness of the local environment. However, to encourage walking and cycling, routes need to be easy, safe and attractive to use:

“Ensure pedestrians, cyclists and users of other modes of transport that involve physical activity are given the highest priority when developing or maintaining streets and roads.”⁵⁸

More active travel also reduces vehicle use and thus congestion and pollution.

- 20.3.2 The existing hierarchy of routes through the area and connections beyond it are shown in Appendix C Character Analysis Drawings 007 and 008. There are bus routes on the northern and southern periphery and along Park Lane/Burley Road, but the rest of the area is not well served by public transport.

⁵⁷ “UK Chief Medical Officers’ Physical Activity Guidelines” Department of Health and Social Care, Llwodraeth Cymru Welsh Government, Department of Health Northern Ireland and the Scottish Government, 2019: <https://www.gov.uk/government/publications/physical-activity-guidelines-uk-chief-medical-officers-report>

⁵⁸ “Physical activity and the environment” National Institute for Clinical Excellence (NICE) 2008: <https://www.nice.org.uk/guidance/ng90>

20.3.3 Little Woodhouse's location on the edge of the city centre has some advantages for active travel between the two. However, the inner ring road and the extent and complexity of the Leeds Infirmary estate between them places restrictions on the number and accessibility of the routes connecting the neighbourhood area to the city centre, all of which need improvement:

- The pedestrian bridge over the Inner Ring Road at Duncombe Street/Fountain Street in the south-east corner of the area is narrow with dog-leg ramps and stairs restricting both pedestrian and cyclist movement in a hostile and polluted environment;
- Park Lane is the main vehicular route over and connecting to the Inner Ring Road, involving multi-lane carriageways with adjoining footways. Use of these by pedestrians involves multiple crossing points within a hostile vehicle-dominated environment;
- The pedestrian/cycle bridge over the Inner Ring Road at Woodhouse Square to and from Great George Street (Little Woodhouse Bridge) is subject to air pollution, is steeply humped, preventing intervisibility and its approach involves multiple directions for vehicles, pedestrians, and cyclists. Improvement proposals were put forward in the LWNDS and a later workshop held with members of the Leeds Chamber Property Forum Quality Places and Spaces Group. Leeds City Council Innovation Arc initiative includes proposals for this area— see para. 17.2.6 above;
- Little Woodhouse Street leads directly through the servicing area of Leeds Infirmary, connecting with Clarendon Way and has no footways. There is a footpath link to Clarendon Way via the car park of the Worsley Building. Neither route is pedestrian or cyclist friendly. The junction at Clarendon Road adjoins the listed Little Woodhouse Hall and is untidy and in poor condition – see para. 11.3.7 above;
- Hyde Street/Clarendon Way is the only vehicular route past the Infirmary complex, also serving parts of the University of Leeds. There are footways on both sides with some planting in places.
- Woodsley Road Local Centre is an area where proposals were made for improvement in the Little Woodhouse Neighbourhood Design Statement⁵⁹, some of which have been implemented. There is an opportunity for further improvements through the Connecting Leeds Transport Strategy's theme of creating healthier streets, spaces and communities⁶⁰.

20.3.4 The Leeds Infirmary estate will be redeveloped during the life of this Neighbourhood Plan and together with the Innovation Arc proposals, this provides the opportunity for many of these connectivity issues to be addressed. Much of the movement between Little Woodhouse and the City Centre passes through Woodhouse Square which will become more closely linked to the Innovation Arc's proposed Great George Street city centre park. This in turn provides the opportunity to improve the many green links radiating from Woodhouse Square into the surrounding neighbourhood.

20.3.5 There are several pedestrian and cycle routes connecting the area to and through the University of Leeds campus. These are well-signposted, but only to university premises. As a result, they do not invite use as through routes, even though capable of it.

20.3.6 In addition to suggestions for improvement to Little Woodhouse Bridge, the LWNDS included proposals to provide a better pedestrian experience at the junction of Woodsley Road and Hyde Park Road. In both cases, these local initiatives have resulted in some improvements being made. The closure to through traffic of the section of Woodsley Road east of Belle Vue Road has also reduced traffic flows there in favour of pedestrians and cyclists. However, this and prospective changes to the A660 (Woodhouse Lane/Headingley Lane) may result in yet to be determined changes to vehicular movement in the neighbourhood area.

20.3.7 In the areas between Burley Road and Kirkstall Road, existing north south links are few in number and those that exist lack any planting, and are narrow and intimidating to pedestrians and cyclists, particularly where large scale developments have taken place. These routes will become increasingly necessary as residential development along the south side of Kirkstall Road takes place. Where further development

⁵⁹"Little Woodhouse Neighbourhood Design Statement" 2011 LCC SPD: <https://www.leeds.gov.uk/docs/Little%20Woodhouse%20NDS.pdf>

⁶⁰ <https://www.leeds.gov.uk/parking-roads-and-travel/connecting-leeds-and-transforming-travel/transport-policy>

takes place north of Kirkstall Road, improvements will be sought to those north-south links (see also para 11.3.5) with improved pedestrian crossings over Kirkstall Road itself.

20.3.8 The topography of the area has required flights of steps up the bank in certain locations:

- Between Cavendish Street and Burley Street and continuing to Park Lane;
- between Westfield Road (near the junction with Burley Road) and Belle Vue Road;
- between Hollis Place and Belle Vue Road (including branches halfway up: east to Belle Vue Road, and west to Rosebank Millennium Green);
- There are also footpath links and steps through Rosebank Millennium Green.

20.3.9 These and other footpath links would benefit from improvement to maximise safety, provide green infrastructure, and create attractive routes for the many people using them, including the large student population of PBSAs heading to and from the universities. Many of these routes coincide with the Local Green Corridors described in Section 14. New development can provide the opportunity to carry out further enhancement of the quality of active travel, including the above-mentioned routes and other community-led proposals emerging through local consultation, particularly where the development generates significant numbers of pedestrian and cyclist movements beyond the site. Such developments include student accommodation, major employment, and major residential developments.

Policy M1 – Safe movement

New development and changes of use should promote active travel where appropriate giving priority to and improving the attractiveness, safety and accessibility of pedestrian and cycle routes at all times, both within the neighbourhood and connecting with the city centre and adjoining neighbourhoods.

Where developments are likely to generate significant numbers of pedestrian and cycle movements outside the site, including within place-making opportunity areas defined by Policy HC4, applications should include identification of likely routes and their environmental quality, together with proposals for how they could be improved including green infrastructure improvements identified in Policy G1.

PROJECTS and DELIVERY PLAN



21 Projects

21.1 Policies and Projects

- 21.1.1 Delivery of the Vision relies partly on implementing the policies as planning proposals are brought forward. These will be administered by Leeds City Council as the local planning authority, or in the event of an appeal, by a Planning Inspector.
- 21.1.2 Some aspirations, summarised below as projects, may not be achievable through planning policy and will require action by the local community in partnership with others. In this instance, the local community will continue to be represented by the legacy organisation of the Little Woodhouse Neighbourhood Forum.
- 21.1.3 The Delivery Plan is aimed at helping to achieve the community's Vision for Little Woodhouse and will be used in several ways:
- in pre-application discussions to show prospective developers what the priorities are when deciding on the type and location of development and how it may affect other aspects of the plan;
 - in the decision-making process on planning applications to ensure that the objectives of the Plan are met;
 - when any bids are made for funding, to demonstrate need and the priorities for specific projects;
 - to indicate where the responsibilities lie for carrying out or administering the projects and which partners may be able to assist, and;
 - to indicate to any relevant organisations planning any type of work or activity in the area where their budget decisions can be directed to best effect.
- 21.1.4 It will be the role of the continuing Little Woodhouse Neighbourhood Forum to oversee the progress of the Neighbourhood Plan by:

- monitoring planning applications and commenting as appropriate to the local planning authority;
- acting as lead partner in delivery of projects;
- seeking funding for projects;
- carrying out regular reviews of progress and reporting to the wider community, and;
- liaising with the City Council's Community Committee.

21.2 Projects

21.2.1 Projects have two purposes within the context of the Neighbourhood Plan:

- To focus on aims that are not classed as “planning policies”, although they can help support the planning policies identified. Projects reflect many of the day-to-day concerns people raise and some are already happening and being addressed in the Little Woodhouse Community Forum.
- To prioritise funding from any monies that arise through building development e.g. Community Infrastructure Levy (CIL) or Section 106 (when a Neighbourhood Plan is “made” a higher proportion of this money goes to local projects as opposed to the centrally allocated pot). The existence of a list of local priorities might also influence other funding pots.

21.2.2 The projects listed below in the delivery plan have emerged from the discussions around the policies of the Neighbourhood Plan and are a starting point for actions after the Neighbourhood Plan is made. As a result, the list will be edited and amended over time. The up-to-date list can be viewed at www.littlewoodhouseplan.org.

21.2.3 The table below sets out the projects, numbered according to their relationship with the policy themes in the Plan as well as: whether they are likely to be short term “quick wins”, medium term, or long term; what partners the local community will need to work with; and the possible sources of funding.

22 Projects Delivery Plan

	Project	Short, Medium or Long term	Potential Partner(s) with the local community	Potential Funding
H	Housing			
P-H1	Respond to planning applications to encourage and maintain supply of family sized dwellings –	S M L	LCC Housing associations Co-operative housing projects	CIL
P-H2	Raise awareness and encourage involvement of students in housing planning with community	S M L	Universities Student unions LBU Urban planning Unipol	Universities
P-H3	Explore options for co-housing project opportunities for a range of different households including multi-generational	S M L	Shangri Leeds Leeds CC councillors, housing, planning Developers	Developers Affordable housing Individuals

	Project	Short, Medium or Long term	Potential Partner(s) with the local community	Potential Funding
HC	Heritage and Character			
P-HC1	Identity Create an identity for Little Woodhouse through distinctively designed signage, sign posting and “border” signs	M/L	Conservation team Civic Trust Wade’s Trust	CIL Developers
P-HC2	Entrances Identify character areas and highlight entrances with information boards e.g. Innovation Arc to Universities & LGI and to green spaces especially Rosebank (LWGC 3) Chorley Lane/Bridge (LWGC1)	M/L	Innovation Arc LGI development Universities Parks & Countryside	
P-HC3	Placemaking - Park Lane/Burley Street: Tree planting, consistent street frontages, public use of space between acute road junctions, greater priority to pedestrian and cyclist movement and experience	S/M	Form a Working Group, LCC e.g. Highways, Tree Officer, Adjoining owners	CIL Grants from various possible sources
P-HC4	Placemaking - Burley Road/Kirkstall Road corridors: Tree planting and other green infrastructure, consistent street frontages, and along north-south pedestrian and cyclist links	S/M	As above	
P-HC5	Placemaking - Woodsley Road: Improve paving and the space outside the shops, e.g. tree planting seats	M/L	Traders, Adjoining owners LCC e.g. Highways, Tree Officer,	
P-HC6	Placemaking - Clarendon Road/Little Woodhouse Street: Prepare proposals for the improvement of paving and connections to Leeds General Infirmary, additional tree planting and enhancing the setting of the Grade II listed Little Woodhouse Hall	M/L	City Centre team Highways LCC Innovation Arc LGI development	
P-HC7	Placemaking - Clarendon Road/Little Woodhouse Bridge: Resolution of conflict between pedestrians, cycles and vehicles, green infrastructure, paving, safety of crossing the bridge, future connection to Innovation Arc via proposed Great George Street Park	M/L	City Centre team Highways LCC Innovation Arc LGI development	

	Project	Short, Medium or Long term	Potential Partner(s) with the local community	Potential Funding
G	Green Infrastructure			
P-G1	Pocket parks Identify sites for very small green spaces and develop an action plan for planting & care: - Divide Rosebank Rd - Woodsley Rd block - LW Street corner - Triangles Park Lane & Burley Beach - Chestnut tree islands at the bridge and Hanover way - Kelso Gardens ginnels	S M L	Form a Working group Parks and Countryside Volunteer gardeners	CIL
P-G2	Play spaces Improve usage of green/play spaces and identify other appropriate spaces e.g. Marlborough estate garages area	S M L	Form a Working group Community links Rosebank School LCC tenants	CIL
P-G3	Trees Survey Identify age/condition of mature trees and need for replacements <i>Should we add something to Policy G1 about requiring replacement of any TPO trees and trees in conservation areas lost due to age or condition? At the moment the policy only applies to loss due to development.</i>	S	LCC Trees Officer Universities Hyde Park Source Unipol Landlords	
P-G4	Low maintenance gardens - Identify sources of advice for owners and tenants to encourage low maintenance plants for gardens and publish a guide including herbs, annuals, shrubs, veggies, small trees etc	S	Hyde Park Source Universities Student unions Unipol landlords	
P-G5	Biodiversity - encourage a greater range of species through planting and garden use - from plant pots, backyards to large gardens, insect hotels, swift bricks etc	S	Hyde Park Source Universities Student unions Unipol landlords	

	Project	Short, Medium or Long term	Potential Partner(s) with the local community	Potential Funding
C	Community			
P-C1	Graffiti – to raise awareness and involve residents and owners in reporting and cleaning of graffiti From buildings and walls. Also identify sources of suitable materials for cleaning.	S M	Volunteers – students and residents Landlords Other local groups	LCC Cllrs
P-C2	Street Art – to encourage participation in street art in suitable locations to offer skills and awareness and divert from graffiti	S M	Arts projects Volunteers	Grants
P-				
P-				

	Project	Short, Medium or Long term	Potential Partner(s) with the local community	Potential Funding
E	Employment & economy			
P-E1	Communication Links - to encourage better links with local organisations and businesses e.g. with regular email newsletter.	M L	LWCA INWCC LCC Police	LCC Cllrs Grants
P-				

	Project	Short, Medium or Long term	Potential Partner(s) with the local community	Potential Funding
M	Movement			
P-M1	Bus services Ensure the <i>continuation</i> of the City Bus to Clarendon Road and promote a bus service to serve the Belle Vue Rd and Woodsley Rd area	S	Metro, First Bus (?)	
P-M1	Bus services Improve access by bus transport especially for uphill routes	ML	LWCF - Raise issues with WYCA transport authority.	central govt funding model
P-M2	Parking Prioritise parking for residents over commuter parking.	M	LCC	LCC budget
P-M3	LW Footbridge Improve the safety, access and attractiveness of the footbridge joining Great George Street and Clarendon Road	S	LCC/Leeds Teaching Hospital/Joseph's Well	CIL
P-M4	Waste management Work with residents, landlords, universities and waste management officers to improve use of waste and recycling collection and storage off street	S/M	LCC/Landlords/Universities	LCC Budget
P-M5	Traffic problems Identify traffic problem areas. Current examples: Kirkstall Rd crossings; Moorland Rd/ St Js Terr and Park Lane/Burley St/Marlboro St junction. Monitor changes in Moorland Rd and Kelso Rd following Clarendon Rd diversion. Review existing and future pedestrian crossings in areas of high footfall	S	LWCF - Raise issues with Highways.	Highways
P-M6	Paving Identify areas for improvement of surfaces and sources of funding. Replace stolen York stone flags with similar.	S M L	S – Swarthmore paving M – Woodsley Rd centre	Highways Other?
P-M7	Access problems Identify obstructions to walkers, wheel users and take steps to improve access. Current examples include: Bins on Pavements Clarendon Road and Woodhouse Square (LWGC1) and St Johns Terrace (LWGC7) and Kelso Rd and Gdns (LWGC5) Parking causing obstruction to pedestrians – e.g. Little Woodhouse St corner	S/M/L	LCC Waste management & enforcement Streets Parking Landlords & owners	LCC