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**Executive Summary**

Good quality, accessible green space has an important role to play in people’s lifestyle choices. As land becomes more densely populated and Leeds expands, the quantity of green space available for public use is placed under increasing pressure. The opportunities to create new green space in urban areas are few, due to requirements to accommodate housing demand and economic growth. Consequently, the number of people using green space has increased, creating additional demands on the space which are detrimental to the quality of the space and its ability to perform its function successfully; whether it be a park, recreation ground, children’s play area or an area of woodland. It is critical that green space of the correct type, with the required facilities is provided in the right locations if the positive benefits towards people’s physical and mental health and well being are to be secured. It is also essential to adapt and mitigate the effects of climate change.

There are 1,750 green space sites, 278 children’s play facilities and 154 indoor sports sites serving the Leeds population of approximately 761,124. Planning has a crucial role in determining the environment in which people live and consequently, securing good health and well being for residents and visitors to Leeds. Effective use of the planning system is paramount to protecting needed green space, creating new green space where there is a deficit, and improving the quality of green space where it is placed under increasing pressure.

This assessment of sport, open space and recreation needs and opportunities is presented in three parts. Part one of the assessment introduces the assessment and its purpose, sets out how the study was carried out, including separating open space, sport and recreation into typologies, and outlines the strategic context. It then goes into further detail on relevant strategies and policies.

Part two of the assessment sets out the context for each green space type, the current provision, quality and accessibility, the results from consultation and other relevant evidence. Based on this evidence, standards for future provision up to 2026 are recommended. Whilst there is disparity in quantity, quality and accessibility of green space between different areas of Leeds, overall there is good green space provision in Leeds, which is influenced by the presence of six large city parks and many natural spaces on the edge of the urban area. However, consultation reveals dissatisfaction in the amount and distribution of quality green space provision. There are many reasons for this dissatisfaction which are complex and interrelated, such as location, layout, quality, site size, access, the facilities available and design.

Part three covers implementation and suggests how the proposed quantity, accessibility and quality standards derived from the process should be used to inform the future planning policy approach in the Leeds Local Development Framework and subsequent development management decisions. Open space and recreation provision will continue to change and evolve as the city grows. It is crucial that the information gathered for this study is monitored, shared and updated to enable a continued informed dialogue between the relevant stakeholders and affected communities. It recognises that for Leeds to successfully reap the many benefits of open space, sport and recreation provision, implementation of the recommendations and findings of the study requires the cooperation and involvement of many partner agencies and most importantly, Leeds residents.
Chapter One Introduction

The PPG17 Study

1.1 ‘Over 95% of people believe it is very, or fairly important to have green spaces near to where they live.’ Marmot Review (2010)

1.2 This study concerns the supply and demand issues for open spaces, sport and recreation facilities in Leeds. It covers the issues for the following typologies, most of which are defined in ‘Assessing Needs & Opportunities: A Companion Guide to Planning Policy Guidance 17’:

- Parks and Gardens
- Amenity Space
- Children and Young People’s Play Provision
- Outdoor Sports
- Allotments
- Indoor Sport and Recreation Facilities
- Natural Green Space
- City Centre Civic Space
- Cemeteries
- Churchyards
- Green Corridors
- Private gardens open to the public ie. Harewood House

1.3 PPG17 does not include private estates and grounds, but for completeness, and given its contributions towards the overall open space supply in Leeds, Harewood House is included in the study.

1.4 The study is undertaken in accordance with the requirements of Planning Policy Guidance Note (PPG) 17: Planning for Open Space, Sport and Recreation & Assessing Needs and Opportunities - A Companion Guide to PPG17 published in September 2002. “The information gained from the assessment of needs and opportunities and the audit of existing provision should be used to set locally derived standards for the provision of open space, sport and recreational facilities in their areas” (paragraph 7, PPG17).

1.5 Figure 1.1 overleaf illustrates how the overall assessment will influence and communicate with other related council, and strategic partner strategies.

1.6 The Government guidance states that national standards are inappropriate, as they do not take into account the demographics of an area, the specific needs of Leeds’ residents and the extent of local built development.

1.7 PPG17 recognises that each local authority will need to adopt individual approaches appropriate to its area which reflects the diversity of that area, its different structures and local characteristics.
A single system for Sport is where all agencies work together collaboratively as a well organised network to make best use of resources, clarify roles and responsibilities, share an agreed vision and strategy for sport, develop clear pathways into and through sport, and develop a single access point for sport services.
1.8 In January 2008, the council began an audit of the city’s open space, sport and recreation facilities. This was completed in March 2009. In March 2008, the council appointed PMP Consultancy Ltd to undertake an open space, sport and recreation needs assessment. This was completed in October 2008 and is available separately to this study.

1.9 This study outlines the proposed local standards, compares those standards to the existing provision and identifies areas of deficiency and surplus. The agreed local provision and accessibility standards will form an important element of the Local Development Framework (LDF) and will directly inform the Leeds Core Strategy and emerging development plan documents.

1.10 The standards will be used to ensure that the provision of open space, sport and recreation facilities will be adequate to meet present and future needs across the city. The strategy will ensure that priorities for the future and resource allocation are based on local need and that a strategic approach to the provision of open space, sport and recreation facilities is adopted.

1.11 The study is underpinned by several key objectives, specifically:

- To provide an evidence base for appropriate strategies and policies as part of the Local Development Framework which are fundamental to:
  - supporting an urban renaissance
  - promoting social inclusion and community cohesion
  - tackling health and wellbeing issues
  - promoting more sustainable development.
- to enable the establishment of an effective approach to planning open space, sport and recreation facilities
- to set robust local standards based on assessments of local needs
- to facilitate improved decision making as part of the development management process
- to guide / steer / influence S106 negotiations and eventually evidence for the CIL charging schedule
- inform priorities for investment

Function and benefits of open space

1.12 Open space, sport and recreation provision has a crucial role in supporting the implementation of these objectives. The Leeds Strategic Plan (2008-11) highlighted the role of parks and open spaces in improving the health and well being of residents, further reinforcing the importance of effective provision.

1.13 Open spaces provide a number of functions within the urban fabric of cities, including, the provision for play and informal recreation, a landscape buffer within and between the built environment and/or a habitat for the promotion of biodiversity and helping the city combat the effects of climate change. Overall, the spaces contribute to the cultural life of the community by also providing space for community events, general social interaction, participation and volunteering.
1.14 Each type of open space has different benefits. For example, allotments for
the growing of produce, play areas for children’s play and playing pitches for
formal sports events. Open space can also perform a secondary function,
such as, outdoor sports facilities have an amenity value in addition to
facilitating sport and recreation and all spaces can provide for visual amenity
as a ‘green lung’.

1.15 Changing social and economic circumstances, changed work and leisure
practices, more sophisticated consumer tastes and higher public expectations
have placed new demands on open spaces. The provision of open spaces
and recreation provision is key to a sustainable and thriving community.

1.16 It is widely recognised that the provision of high quality ‘public realm’ facilities
such as parks and open spaces can assist in the promotion of an area as an
attractive place to live, and can result in a number of wider benefits.

1.17 The role of green spaces in flood management and mitigation of climate
change is also recognised. Open space can allow for the storage and free
flow of flood waters, reducing the risk to nearby houses. This is particularly
important in an urban context, as highlighted by the Leeds Strategic Flood
Risk Assessment. Furthermore, Planning Policy Statement 1 (PPS 1)
specifically refers to opportunities for open space and green infrastructure to
contribute to urban cooling, sustainable drainage systems and conserving and
enhancing biodiversity.

Leeds and its Residents

1.18 Leeds Metropolitan District covers an area of 217 square miles and is the
regional capital of Yorkshire and the Humber. The area is extremely diverse,
comprising a main urban area, surrounded by small towns, villages and
countryside.

1.19 Leeds has strong artistic and sporting traditions; the city is well known for
sport, from football at Leeds United, rugby league with Leeds Rhinos, rugby
union with Leeds Tykes and Yorkshire County Cricket. Headingley is
recognised throughout the world as a venue for test match cricket, and has
recently been upgraded. The city also boasts a wealth of community-based
sports, heritage and recreational facilities.

1.20 Leeds is the destination for large numbers of visitors and commuters and as
such open space, sport and recreation facilities are essential to serve workers
and tourists and to provide an attractive environment.

1.21 The population of Leeds based on the 2008 mid-year estimates is 779,256
and the age and gender split is shown in Table 1.1.
Table 1.1 – Population breakdown of Leeds by age (‘000 population) ONS 2008
Mid Year Estimates

<table>
<thead>
<tr>
<th>Population age groups (years)</th>
<th>Total population</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>0-4</td>
<td>45.2</td>
<td>23.1</td>
<td>22.2</td>
</tr>
<tr>
<td>5-14</td>
<td>79.7</td>
<td>40.8</td>
<td>38.6</td>
</tr>
<tr>
<td>15-19</td>
<td>55.3</td>
<td>27.7</td>
<td>27.7</td>
</tr>
<tr>
<td>20-29</td>
<td>167.9</td>
<td>85.3</td>
<td>82.5</td>
</tr>
<tr>
<td>30-59</td>
<td>289.2</td>
<td>144.4</td>
<td>144.6</td>
</tr>
<tr>
<td>60+</td>
<td>150.6</td>
<td>67.4</td>
<td>83.3</td>
</tr>
<tr>
<td>All</td>
<td>787.7</td>
<td>388.7</td>
<td>399</td>
</tr>
</tbody>
</table>

1.22 The age structure of Leeds is broadly similar to that for England and Wales (E&W), with the notable exception in the 20-29 age band which in Leeds accounts for 21% of the population, compared to 13.0% nationally. This is because Leeds contains two large universities (combined total of 50,000 students) and numerous other institutions, including Leeds Trinity University College and the Open University’s regional office. This is likely to have an impact on the demand for open spaces and sports facilities, both in terms of the type and the quantity, as this age group typically have above average participation rates in sport and physical activity.

1.23 Children (aged 14 and under) account for 16% of the population of Leeds. ONS data shows an increase to the birth rate not seen for 20 years, meaning the proportion of children will increase further. While people aged 60 and over account for 19%, reflecting the national trend of an increasingly ageing population.

Ethnicity

1.24 In the 2001 census, 91.8% of the population of Leeds state their ethnic origin as ‘White’, slightly higher than the percentage for E & W (91.3%). The ‘non-white population’ in Leeds has increased from 5.8% of the total population in 1991, to 8.2% in 2001.

1.25 With just over 15,000 people (2.1% of the total population), the Pakistani community has replaced the Indian community (12,303 people) as the largest ‘single’ Black and Minority Ethnic (BME) community in Leeds. It is also the largest BME community in the region (2.9%), twice the proportion across E & W.

Economic profile

1.26 The economic profile of people in Leeds aged 16-74 is broadly similar to that for E & W, but the proportion of economically active adults is slightly lower in Leeds (65.8%), than it is for E & W as a whole (66.5%). The proportion of full time employees is comparable (40.4% compared to 40.5%), as is the proportion of part time employees (12.0% compared to 11.8%). As detailed
earlier, the proportion of full time students is higher in Leeds (10.4%), than for E & W as a whole (7.0%). The majority of residents in Leeds still travel to work in a car or van (60.3% compared to 61.5% across E & W). However, the proportion of residents travelling to work by public transport is higher in Leeds (18.8%) than it in E & W (14.5%), but the proportion of residents who cycle to work in Leeds is less than half the figure for E & W (1.3%, compared to 2.8%).

Indices of Multiple Deprivation (IMD)

1.27 The whole of England has been divided into 32,482 Super Output Areas (SOAs), with 476 in Leeds. According to the Indices of Multiple Deprivation (IMD 2007), 20% of SOAs in Leeds were ranked in the 10% most deprived areas in England. This compares with 17% for the Yorkshire and the Humber region as a whole. 27% of Leeds SOAs are in the worst 20%, compared with 28% for the region. This information is shown on plan 1.1 overleaf. The concentrations of deep red identify the most deprived areas, with dark blue highlighting the least deprived locations. Deprivation is predominantly, but not exclusively located in the inner city areas.

1.28 Six wards in Leeds have more than half their SOAs in the 10% most deprived SOAs nationally (Burmantofts and Richmond Hill, Chapel Allerton, Gipton and Harehills, City and Hunslet, Killingbeck and Seacroft and Middleton Park). Eight wards in Leeds have more than half their SOAs in the 20% most deprived SOAs nationally (the above wards, plus Armley, Hyde Park and Woodhouse wards).

1.29 This reinforces the need to reduce social inequalities and address issues of deprivation. If the needs and expectations of local communities are fully understood, provision of appropriate local green space and sport and recreation facilities can act as a catalyst for regeneration and help to reduce inequalities.
Study Structure

1.30 This study comprises 13 chapters. Chapter 2 sets out the methodology for undertaking the study and chapter 3 sets out the strategic context, highlighting national, regional and local influences on the provision of open space in the city.

1.31 Chapters 4–11 relate to each of the typologies identified within the scope of the study. Each typology chapter sets out the strategic context to that particular typology, key issues emerging from consultations relating to that typology and the recommended quantity, quality and accessibility standards. These standards are then applied to determine the priorities for that type of open space across the different geographical areas of the city. Chapter 12 examines the availability of open spaces detailed in the previous chapters in the city centre, with the addition of city centre civic space.

1.32 Chapter 13 summarises the key issues for each type of open space and identifies the strategic priorities for each area of the city. An overview outlining the planning policy context and the future application of the study findings is also provided.

1.33 A number of appendices and technical papers are referenced throughout the study. These appendices supplement the information provided within this document.
Chapter 2 Undertaking the Study

Introduction

2.1 This study was undertaken with regard to PPG17 and its companion guide. The key emphasis of PPG17 is the importance of undertaking a local needs assessment, as opposed to following national trends and guidelines.

2.2 The companion guide indicates that the four guiding principles in undertaking a local assessment are:

- understanding that local needs will vary according to socio-demographic and cultural characteristics
- recognising that the provision of good quality and effective open space relies not only on effective planning, but also on creative design, landscape management and maintenance
- considering that delivering high quality and sustainable open spaces may depend much more on improving and enhancing existing open space rather than new provision
- taking into account that the value of open space will be greater when local needs are met. It is essential to consider the wider benefits that sites generate for people, wildlife and the environment.

2.3 PPG17 recognises that individual approaches appropriate to each local authority will need to be adopted as each area has different structures and characteristics. The broad process set out in PPG17 has, therefore, been adopted, and where necessary adapted, to ensure that the needs and expectations of Leeds residents are adequately addressed taking into account local circumstances.

Types of open space

2.4 The overall definition of open space within the government planning guidance is:

“all open space of public value, including not just land, but also areas of water such as rivers, canals, lakes and reservoirs which offer important opportunities for sport and recreation and can also act as a visual amenity”.

2.5 PPG17 identifies ten typologies, including nine types of green space and one category of urban open space. It states that when preparing assessments of needs and audits of existing open space and recreation facilities, local authorities should use these typologies, or similar variations.

2.6 In order to best reflect the types of provision in Leeds, changes were made to the typologies detailed in PPG17, specifically:

- provision for children and young people was reclassified into provision for children (up to 12) and provision for young people (over 12) in order to reflect that the presence of a facility for children does not necessarily negate the need for a facility for teenagers
in addition to considering the provision of outdoor sports facilities as one typology, consideration has been given to the provision of each facility as a separate entity.

2.7 Table 2.1 below sets out the types of open space included within this study with a brief explanation of the primary purpose of the type space.

**Table 2.1 Typologies of open space, sport and recreation facilities**

<table>
<thead>
<tr>
<th>Definition</th>
<th>Primary purpose</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parks and gardens made up of city parks, neighbourhood parks or community parks and local recreation grounds</td>
<td>Accessible, high quality opportunities for informal recreation and community events</td>
</tr>
<tr>
<td>Natural and semi-natural greenspaces, including urban woodland</td>
<td>Wildlife conservation, biodiversity and environmental education and awareness</td>
</tr>
<tr>
<td>Green corridors, specifically including towpaths along the canal and rivers, disused rail lines</td>
<td>Walking, cycling or horse riding, whether for leisure purposes or travel, and opportunities for wildlife migration</td>
</tr>
<tr>
<td>Amenity green space – likely to be open grass land without other built structures or facilities</td>
<td>Opportunities for informal activities close to home or work or enhancement of the appearance of residential or other areas</td>
</tr>
<tr>
<td>Outdoor sports facilities</td>
<td>Facilities for formal outdoor sports participation, such as pitch sports, tennis, bowls, athletics, golf</td>
</tr>
<tr>
<td>Provision for children and young people</td>
<td>Areas designed primarily for play and social interaction involving children and young people, such as equipped play areas, ball courts, skateboard areas, courted games areas and teenage shelters</td>
</tr>
<tr>
<td>Allotments, community gardens and urban farms</td>
<td>Opportunities for those people who wish to do so, to grow their own produce as part of the long term promotion of sustainability, health and social inclusion</td>
</tr>
<tr>
<td>Cemeteries, disused churchyards and other burial grounds</td>
<td>Quiet contemplation and burial of the dead, often linked to the promotion of wildlife conservation and biodiversity</td>
</tr>
<tr>
<td>Private gardens open to the public</td>
<td>Harewood House</td>
</tr>
<tr>
<td>Indoor</td>
<td>Education facilities, swimming pools, sports halls, leisure centres, gyms, bowls and tennis centres,</td>
</tr>
<tr>
<td>Definition</td>
<td>Primary purpose</td>
</tr>
<tr>
<td>--------------------------------</td>
<td>-----------------------------------------------------------</td>
</tr>
<tr>
<td></td>
<td>community centres and village halls used for sport or recreation</td>
</tr>
<tr>
<td>Civic spaces</td>
<td>Civic and market squares and other hard surfaced areas designed for pedestrians within Leeds City Centre</td>
</tr>
</tbody>
</table>

2.8 Although not a type of open space, PPG17 also highlights the importance of considering the provision of indoor sports facilities.

2.9 This assessment evaluates the existing public and private provision of sports halls, swimming pools, indoor tennis, health and fitness gymnasiums and indoor bowls, and identifies key issues for the future delivery of these facility types.

Geographical Analysis Areas

2.10 The analysis of the open space, sport and recreation facilities has been undertaken on a city wide basis; grouped by ten inner and outer analysis areas. Plan 2.1 overleaf shows the boundaries of the ten analysis areas which form the basis of many of the data tables in this study. The population of the analysis areas is shown in table 2.2. These areas are referenced throughout the document and in all data tables where they are used, will appear in the order shown in table 2.2.
Plan 2.1 The Leeds District Divided into 10 Analysis Areas
Table 2.2 Population of Analysis Areas in Leeds (ONS 2008 mid year population estimate)

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Population</th>
<th>Wards included</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>80,578</td>
<td>Killingbeck and Seacroft</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Gipton and Harehills</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Burmantofts and Richmond Hill</td>
</tr>
<tr>
<td>East Outer</td>
<td>85,392</td>
<td>Kippax and Methley</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Garforth and Swillington</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Temple Newsam</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Crossgates and Whinmoor</td>
</tr>
<tr>
<td>North East Inner</td>
<td>70,909</td>
<td>Moortown</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Roundhay</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Chapel Allerton</td>
</tr>
<tr>
<td>North East Outer</td>
<td>62,281</td>
<td>Harewood</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Wetherby</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Alwoodley</td>
</tr>
<tr>
<td>North West Inner</td>
<td>106,127</td>
<td>Weetwood</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Hyde Park and Woodhouse</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Headingley</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Kirkstall</td>
</tr>
<tr>
<td>North West Outer</td>
<td>87,305</td>
<td>Guiseley and Rawdon</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Otley and Yeaton</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Adel and Wharfdale</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Horsforth</td>
</tr>
<tr>
<td>South Inner</td>
<td>74,683</td>
<td>City and Hunslet</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Beeston and Holbeck</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Middleton Park</td>
</tr>
<tr>
<td>South Outer</td>
<td>90,587</td>
<td>Morley North</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Morley South</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Ardsley and Robin Hood</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Rothwell</td>
</tr>
<tr>
<td>West Inner</td>
<td>50,297</td>
<td>Bramley and Stanningley</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Armley</td>
</tr>
<tr>
<td>West Outer</td>
<td>71,097</td>
<td>Calverley and Farsley</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Pudsey</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Farnley and Wortley</td>
</tr>
<tr>
<td>Leeds</td>
<td>779,256</td>
<td></td>
</tr>
</tbody>
</table>

2.11 Throughout the analysis, consideration is given to the implications of projected population growth over the period of the Leeds Core Strategy. In light of uncertainties relating to the long term projections in population growth, the implications of three different scenarios have been tested. These three scenarios are:

- Scenario A – Strategic Housing Market Assessment (SHMA) based on initial employment led population projection data which realigned population levels from 2001 to 2010 with locally derived data sources and projected growth based on employment projections. Distribution of future population across the city is aligned with housing units identified through
the Strategic Housing Land Availability Assessment (SHLAA) and application of selected planning policy constraints identified in the Core Strategy Preferred Approach. Average household size is derived from the SHMA assumptions.

- Scenario B – Strategic Housing Market Assessment based on ONS population estimates 2001 to 2010 and ONS projections to 2026. Distribution of future population aligned with housing units identified through the SHLAA with limited planning policy constraints applied to site selection.
- Scenario C – 22% increase in population of 169,700 between 2008 and 2026 using ONS population projections evenly distributed between the analysis areas.

2.12 Table 2.3 below illustrates the theoretical population change in each of the ten analysis areas. Scenarios A and B consider various factors influencing distribution of new development and show that some areas of the city will have larger population increases than others. Scenario C considers a proportional distribution of population growth where each analysis area increases its population by 22% up to 2026. In reality, scenario C is the least likely to transpire as it does not accommodate any development constraints.

2.13 It is important to note that these three scenarios are for illustrative purposes only based on the latest emerging information. The city council is still considering its final position in regard to the distribution of housing growth.

Table 2.3 The Three Potential Population Growth Scenarios by Analysis Area

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Mid year 2008 ONS Estimate</th>
<th>Scenario A population (2026)</th>
<th>Scenario B population (2026)</th>
<th>Scenario C population (2026)</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>80,578</td>
<td>93,648</td>
<td>102,120</td>
<td>98,127</td>
</tr>
<tr>
<td>East Outer</td>
<td>85,392</td>
<td>113,735</td>
<td>124,911</td>
<td>103,990</td>
</tr>
<tr>
<td>North East Inner</td>
<td>70,909</td>
<td>72,527</td>
<td>75,350</td>
<td>86,352</td>
</tr>
<tr>
<td>North East Outer</td>
<td>62,281</td>
<td>64,550</td>
<td>67,307</td>
<td>75,845</td>
</tr>
<tr>
<td>North West Inner</td>
<td>106,127</td>
<td>109,401</td>
<td>117,761</td>
<td>129,241</td>
</tr>
<tr>
<td>North West Outer</td>
<td>87,305</td>
<td>94,943</td>
<td>101,281</td>
<td>106,320</td>
</tr>
<tr>
<td>South Inner</td>
<td>74,683</td>
<td>94,354</td>
<td>118,662</td>
<td>90,948</td>
</tr>
<tr>
<td>South Outer</td>
<td>90,587</td>
<td>96,584</td>
<td>107,770</td>
<td>110,316</td>
</tr>
<tr>
<td>West Inner</td>
<td>50,297</td>
<td>51,946</td>
<td>55,177</td>
<td>61,251</td>
</tr>
<tr>
<td>West Outer</td>
<td>71,097</td>
<td>74,800</td>
<td>78,661</td>
<td>86,581</td>
</tr>
<tr>
<td>Leeds</td>
<td>779,256</td>
<td>866,488</td>
<td>949,000</td>
<td>948,977</td>
</tr>
</tbody>
</table>
PPG17 Five step process

2.14 PPG17 states that local authorities should undertake robust assessments of the existing and future needs of their communities for open space, sport and recreational facilities. The study comprises of 5 main steps:

   Step 1 – Identifying Local Needs
   Step 2 – Auditing Local Provision
   Step 3 – Setting Provision Standards
   Step 4 – Applying Provision Standards
   Step 5 – Drafting Policies – recommendations and strategic priorities

2.15 In reality, steps 1 and 2 were undertaken at the same time, rather than following on from one another.

Step 1: Identifying local needs

2.16 The guidance highlights that consultation with the local community is essential to identify local attitudes to existing provision and local expectations for additional or improved provision.

2.17 The assessment of needs should contribute to the production of local standards that reflect the type and amount of open space, sport and recreation facilities that local communities want.

2.18 It is important to obtain a statistical evidence base of local needs as well as carrying out a series of subjective consultations to test the key themes emerging from the statistical evidence base.

2.19 In April 2008, PMP, (a specialist leisure research company), was commissioned to undertake the necessary elements comprising the needs assessment. This involved a wide ranging consultation programme with the local community. There is a separate technical paper which contains more detail on the methodology and results from this exercise: Open Space, Sport and Recreation Needs Assessment - A Final Report by PMP (October 2008). The main elements of the Leeds needs assessment involved:

   • A self-completion postal survey sent to a random sample of 7,000 households across the city;
   • an on-street survey with 500 residents at a range of sites within five inner areas of Leeds;
   • an on-line survey for completion by pupils attending schools in Leeds;
   • a postal survey to circa 350 sports clubs and user groups;
   • an on-line survey for completion by staff working at Leeds City Council;
   • an on-line survey to council ward members;
   • consultation with key stakeholders;
   • discussion/focus groups with members of Leeds Youth Forum, parish council representatives and local residents;
   • a desk review of existing policy documents and data of relevance to the study.
2.20 The surveys and consultation sessions were designed to gain feedback from
the local community regarding the adequacy of open space, sport and
recreation facility provision in Leeds. A range of questionnaires and interview
guides were developed to collect the following information:
• Views on the adequacy of the existing quantity or amount of open space,
sport and recreation provision;
• views on the existing quality of open space, sport and recreation provision;
• views on what features and aspects are considered to be important in an
open space, sport and recreation facility in order to identify their aspirations
for future provision;
• details of expected travel times and modes of transport to open space,
sport and recreation facilities;
• usage information relating to open space, sport and recreation facilities;
• feedback in relation to potential barriers to usage and participation;
• whether any particular problems have been experienced when using open
space, sport and recreation facilities;
• views on the adequacy of provision within Leeds City Centre;
• respondent profile details (eg gender, age, ethnicity and employment
status).

Understanding the Statistics

2.21 With the exception of the on-street survey, where the respondent sample was
stratified to reflect local demographics, all other surveys undertaken were self
completion. As a result, individuals who choose to respond are ‘self-selecting’
and as such, are likely to include those with a specific interest in the ‘subject
matter’ of the questionnaire. Whilst this is a positive, in terms of gaining
feedback from individuals who have some knowledge and interest in open
space, sports and recreation provision in Leeds, it can also mean that more
responses are received from users than non-users (as such, opinions on
some questions will differ between the on-street survey and the household
survey respondents).

Stage 2: Auditing local provision

2.22 All information relating to open space (including outdoor sports or playing
pitches) in Leeds is collated in a Geographic Information System (GIS). The
study excluded:
• Grass road verges, unless they are large enough to be purposive and
capable of performing an open space function (see below);
• farmland (agricultural land), farm tracks;
• Rights of Way (RoW), unless forming a green corridor;
• private roads and private domestic gardens;
• SLOAP – Space Left Over After Planning ie. space around blocks of flats,
or grass between slip roads and motorway junctions, large roundabouts;
• former residential clearance sites set aside for future redevelopment but
grassed over as part of best practice asset management whilst plans are
developed;
• spaces under 2,000 square metres (0.2 hectares) unless there is a sport or recreation facility at the site, such as single bowling green sites which are usually 1,400 square metres.

2.23 Indoor sports and recreation facilities criteria were as follows:
• Halls and sports halls capable of accommodating at least a single badminton court;
• swimming pools at least 15 metres in length;
• dance studios at least 80 square metres;
• gyms and multi-purpose sports areas at least 100 square metres;
• facilities which are only available to school pupils during school hours were excluded.

2.24 The focus of the study is the provision of open space primarily within the built-up areas of Leeds. Sites in the Green Belt have also been included where they are laid out for sport and recreational use. The following open spaces and recreation facilities were identified and audited for the purposes of the study:
• Open space sites of 0.2 hectares and above in size, within the built-up area;
• sites laid out for sport and recreational use in the Green Belt of 0.2 hectares and above;
• sites with formal sport, recreation or equipped play provision.

2.25 As recommended in PPG17, each site has been identified and classed based on its primary open space purpose, so that each type of space is counted only once. Some sites contain multiple open space uses, for example, the larger city parks can include playing fields, formal gardens, equipped children’s play space, bowling greens, tennis courts, multi-use games areas, woodlands and natural grasslands.

2.26 This approach has resulted in a data set of 1,750 open space sites and 154 indoor sports sites.

2.27 The site audit included a quality assessment process of various site specific factors. Quality scores were assigned for each site.

2.28 A full list of sites and their scores can be found in Appendix A. The site assessment matrix and assessment sheet can also be found in Appendix B and C respectively.

Steps 3 and 4 - Setting and applying provision standards

2.29 PPG17 states that open space standards should be set locally and recommends that national standards should not be used to assess local circumstances.

2.30 PPG17 recommends that local authorities use information gained from the assessment of needs and opportunities (step 1) to set locally derived
standards for the provision of open space, sport and recreational facilities. These local standards should include:

- Quantitative elements (how much new provision may be needed);
- a qualitative component (against which to measure the need for enhancement of existing facilities).

2.31 The local standards for quality, quantity and accessibility of open space, sport and recreation facilities should relate to the local consultation undertaken and, therefore reflect local needs. The study has proposed locally based standards using the findings of the community surveys, results of other relevant research and consultations. The survey results provide a statistical evidence base to inform decision making.

**Quantity**

2.32 The open space audit enables an understanding of the quantity of each type of open space in each area of the city. This level of detail enables the calculation of the provision of each type of open space per 1,000 population. This information is provided within typology specific chapters 4 to 12.

2.33 In order to ensure that any standards set are reflective of local community needs and opinions, key themes emerging from consultations in each analysis area relating to the quantity of each type are analysed. The key issues for each type of open space are assessed within chapters 4 to 12. Local standards are subsequently proposed taking into account the current level of provision compared to the perceived community need.

2.34 The overall aim of the quantity assessment is to:

- Provide an understanding of the adequacy of existing provision for each type of open space in the city;
- identify areas of the city with a deficiency of provision of each type of open space;
- provide a guide to developers as to the amount of open space expected in conjunction with new development.

2.35 This assessment measures the quantity of provision against the population of 799,256 (based on 2008 ONS mid year population estimates). Consideration is also given to the likely implications of future population growth up to 2026, considering the impact of each of the three potential growth scenarios.

2.36 It is important that the quantity of provision is not considered in isolation from access and quality, but that the interrelationship between the different standards is identified and evaluated.

**Accessibility**

2.37 Accessibility is a key criterion for open space sites. Without good accessibility, the provision of good quality or sufficient quantity of open space would be of limited value. The overall aim of accessibility standards should be to identify:
• How accessible sites are;
• how far people are willing to travel to reach open space;
• areas of the city that are deficient in provision (identified through the application of local standards).

2.38 Similar to quantity standards, accessibility standards should be derived from an understanding of the community views.

2.39 Distance thresholds (i.e., the maximum distance that typical users can reasonably be expected to travel to each type of provision using different modes of transport) are a very useful planning tool. PPG17 encourages any new open space sites or enhancement of existing sites to be accessible by environmentally friendly forms of transport such as walking, cycling, and public transport.

2.40 Accessibility standards are proposed in the form of a distance in metres where walking is the most popular mode of travel, and a drive time (or public transport standard) where driving to the open space site is the most popular mode.

Quality

2.41 The quality and value of open space are fundamentally different and can sometimes be completely unrelated. Two examples of this are:
• A high quality open space is provided but is completely inaccessible. Its use is, therefore, restricted and its value to the public limited;
• a low quality open space may be used every day by the public or have some significant wider benefit such as biodiversity or educational use and, therefore, has a relatively high value to the public.

2.42 The site assessment matrix and assessment sheet can be found in Appendix B and C. The overall aim of a quality assessment should be to identify deficiencies in quality and key quality factors that need to be improved within:
• The geographical areas of the city;
• specific types of open space.

2.43 Scores achieved during site visits are translated into scores out of 10 or percentages and then benchmarked against each other. The application of the process for each typology can be found in typology specific chapters.

Step 5 Drafting Policies – recommendations and strategic priorities

2.44 Chapter 13 presents the basis for drafting planning policies, recommendations for additional research and consideration, strategic issues requiring action and implications for the future growth of the city in regard to open space, sport and recreation.
Chapter 3 Strategic Overview

Background

3.1 This chapter reviews the strategic context and provides background on the national, regional and local picture relevant to open space, sport and recreation facilities. It provides details on the context in which the findings of this PPG17 study sit and the key strategic documents included that reference or influence the provision of open space, sport and recreation facilities in the city.

3.2 As stated in chapters 1 and 2, this document follows the key principles of PPG17 and its companion guide. PPG17 reflects a recognition from the Government of the wider benefits derived from the provision of open space, sport and recreation facilities.

3.3 Local strategic documents specific to only a single typology are introduced within the individual typology sections. Specific strategic objectives that link into this study have been referenced where appropriate. Local strategic documents impacting on the delivery of more than one type of open space, have been summarised later in this chapter.

3.4 A short summary of the relevant strategic documents with key influences highlighted with regard to open space, sport and recreation follows below.

National – Department for Culture, Media and Sport

3.5 In May 2010, a new coalition Government was formed. This has caused a move away from the previous Government’s Public Service Agreement targets to a new business planning approach. Although sport and active recreation has cross-cutting impacts, for example improved health through increased physical activity levels (tackling childhood obesity etc) - its key policy agenda and accountability is allocated to the Department for Culture, Media and Sport (DCMS). The aim of the DCMS is:

‘To improve the ‘quality of life’ for all through cultural and sporting activities, support the pursuit of excellence, and champion the tourism, creative and leisure industries.’

3.6 To address this aim, the DCMS Business Plan 2011 – 2015 has been produced. Key areas of relevance are:

\textit{Create a sporting legacy from the Olympic and Paralympic Games}

Encourage competitive sport in schools by establishing an annual Olympic and Paralympic-style schools event, improve local sports facilities and establish a lasting community sports legacy.

3.7 To deliver this, the focus is upon developing new school based sport competitions, re-aligning Lottery funding to sport, protecting and developing
playing fields, and delivering community sport legacy plans, along with the delivery of Olympics and Paralympics (2012). Impact focus is upon increasing participation in sport, however, a number of lead indicators are applicable, such as the number of school sport competitions organised etc. This policy (PPG17) is important in that it looks to secure and develop the infrastructure for sport in Leeds, supporting DCMS outcomes.

**Fair Society, Healthy Lives, the Marmot Strategic Review of Health Inequalities in England post 2010**

3.8 Professor Sir Michael Marmot conducted a study on behalf of the Secretary of State for Health into health inequalities in England. It seeks to increase awareness of the importance of good access to quality green spaces, in improving people’s mental and physical health, social interaction, play and contact with nature through recommendations to improve access to, and the quality of green space and indoor sport facilities available. The policy is summarised below:

**Figure 3.1 Marmot Strategic Review of Health Inequalities in England post 2010**

3.9 Specifically, the policy looks to ‘create and develop healthy and sustainable places and communities’. This is to encourage a greater level of physical activity amongst children, young people and adults, it recommends that public open space and indoor sport facilities should be accessible by walking and cycling and that spaces are maintained to a high standard, safe, attractive and welcoming to everyone.

3.10 It goes on further to state that local communities should be involved during the development control process to ensure the potential for physical activity is maximised.
Department for Health Business Plan 2011 – 2015

3.11 The new business plan has been driven by the White Paper ‘Equity and Excellence: Liberating the NHS’ published on the 12th July 2010. In general terms, both are focused upon improving public health outcomes and developing the preventative health agenda. This means it is important to secure the right quantity, quality and accessibility of facilities in the area, including parks and indoor sport facilities to improve public health outcomes.

National – Sport England

3.12 Sport England will continue to play a key role in delivering the sporting elements of the DCMS’s strategic intent. ‘Grow, Excel and Sustain’ is Sport England’s strategy to deliver improved sporting outcomes. Key focus of the strategy is upon:

- **Grow**
  One million people taking part in more sport. More children and young people taking part in five hours of PE and sport a week. These targets account for 15% of investment.

- **Sustain**
  More people satisfied with their sporting experience. 25% fewer 16-18 year olds dropping out of at least nine sports – badminton, basketball, football, hockey, gymnastics, netball, rugby league, rugby union tennis. These targets account for 60% of investment.

- **Excel**
  Improved talent development in at least 25 sports. This target accounts for 25% of our investment.

3.13 Sport England provides the key measure of adult participation through its ‘Active People Survey’. They have also profiled the people within Leeds to give indicative sporting segments. These profile segments are illustrated in the following diagram.
3.14 These profiles can be broken down to wards and super output areas and offer insight into the catchment areas of the facilities. It is important to ensure that facilities are appropriately designed to encourage participation by residents. It is clear that the quality and type of facilities are particularly important to the residents of Leeds. Access to facilities is also important and facilities must be appropriately priced and located.

Leeds – Local Strategic Partnership (Leeds Initiative)

3.15 Sport and active recreation has a key role in supporting community ‘quality of life’ outcomes. The Improvement and Development Agency has recently developed its Culture and Sport Outcomes Framework that looks at measuring the impact of sport across the community. In April 2011 a new structure for the Leeds Initiative was implemented. The new structure is headed by a main Leeds Initiative Board, which is supported by five theme boards:

- Health and Wellbeing Board;
- Children and Families Board;
- Safer and Stronger Communities Board;
- Sustainable Economy and Culture Board; and
- Housing and Regeneration Board.
3.16 The overarching long-term vision for the partnership has recently been updated in the ‘Vision for Leeds 2011 to 2030’. By 2030 the vision is:

- ‘By 2030, Leeds will be locally and internationally recognised as the best city in the UK.’

3.17 Key elements of the vision will support:

- A world-class cultural offer;
- world-class, cultural, digital and creative industries;
- high-quality, accessible, affordable and reliable public transport;
- successfully achieved a 40% reduction in carbon emissions (by 2020);
- healthy life choices are easier to make;
- community-led businesses meet local needs;
- local services, including shops and healthcare, are easy to access and meet our needs;
- local cultural and sporting activities are available to all;
- there are high quality buildings, places and green spaces, which are clean and looked after.

3.18 In order to deliver the above, a number of boards have been established that link to the wider Leeds Initiative network. Each of these five boards will have ownership of the new City Priority Plans, and will be responsible for implementing a partnership approach to delivery. This structure is supported by series of wider partnerships and networks, illustrated in Figure 3.1 overleaf:

Figure 3.3 – Hierarchy diagram of Leeds Initiative
3.19 Key areas relevant to this policy with regards to the City Priority Plans are:
- Best City... for Business – Sustainable Economy and Culture Board.
- Leeds will be a great place for people and businesses, where:
  - Significant new job opportunities are created;
  - businesses are supported to start up, thrive and grow;
  - people enjoy a high quality and varied cultural offer;
  - people choose sustainable travel options; and
  - we all benefit from a low carbon economy.
- Best City... for Health and Wellbeing – Health & Wellbeing Board.
- Leeds will be a healthy and caring city for all ages where:
  - everyone lives longer, healthy lives;
  - everyone has the opportunity to improve their health;
  - people will live safe and fulfilling lives in their own homes; and
  - everyone has active and independent lives.

Leeds – Sport Leeds

3.20 In terms of the above hierarchy, Sport Leeds forms a wider ‘network and partnership’ that supports the delivery of priorities for the Sustainable Economy and Culture Board. ‘Taking the lead’ is the partnership’s strategy for sport and active recreation in the city. The vision is:

3.21 ‘By 2012, Leeds will be a leading city for sport and active recreation, recognised for the opportunities it provides from participation to excellence. Leeds will be a city where more people want to play sport, more people can play sport, and more people do play sport.’

3.22 Key priorities are:

**Theme 1 – Increasing participation**

Aim: to increase participation levels across all sections of the community.

**Theme 2 – Widening access**

Aim: To ensure equality of opportunity and to narrow the participation gap in sport and active recreation between different sectors and groups within the community.

**Theme 3 – Fulfilling potential**

Aim: To ensure effective talent identification and development structures are in place to enable people to achieve their full potential.

**Theme 4 – Achieving excellence**

Aim: To improve levels of performance and achieve and celebrate success in national and international competition.

**Theme 5 – Raising awareness**
Aim: to ensure increased awareness of the opportunities and benefits in sport and active recreation through improved marketing and communication.

**Theme 6 – Linking to health**

Aim: to ensure the health benefits of sport and active recreation are recognised and developed.

**Theme 7 – Developing the infrastructure of sport**

**Aim a): Places** – to ensure that: there is a network of appropriately located quality facilities, including built facilities, playing pitches and open spaces which are accessible to the community; and facilities are of appropriate specification to meet the training and development needs of high-performance athletes in selected sports.

**Aim b): People** – to ensure that: there is an effective network of voluntary sport clubs, organisations and volunteers which meets the needs of all sectors of the community; and there are sufficient appropriately qualified coaches and officials to meet the needs of sport in Leeds.

3.23 Critically this policy will support the development of better quality, more accessible and appropriate quantities of sport facilities in the city, helping deliver theme 7.

3.24 Participation in sport across the city is generated by many providers and understanding trends and change is complicated. Many factors influence participation, such as economic cycles, the demography of the population, cultural background and health. However, one critical factor most agree upon is that quality, quantity and accessibility of facilities are key drivers. In terms of the adult population (16+), the following participation trends have occurred (Source - ‘Active People Survey’):
Across the city, inequalities in participation by different demographic groups persist, this is illustrated below on a geographic basis (facility distribution partly reflects these trends):

Source: Sport England
3.26 Both the Department for Culture Media and Sport (DCMS) Business Plan and the Department for Health (through its ‘Public Health Responsibility Deal’) focus upon reducing ‘rates of avoidable diseases that are the major causes of ill health and premature death’ and make a commitment to increasing participation rates by children and young people. Previous performance is illustrated below. It is a general policy principle that this level needs to increase to improve health and sporting outcomes. It is worth noting health inequalities and deprivation in the city have clear synergies with the previous map:
<table>
<thead>
<tr>
<th>Performance Indicator</th>
<th>Baseline</th>
<th>Current</th>
<th>Target</th>
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<tr>
<td></td>
<td>90% by July 2008 Leeds Local Area Agreement</td>
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3.27 Childhood obesity presents a key challenge to the city along with overweight/obese adults. This performance indicator has key role in promoting a healthy lifestyle and in helping to highlight sustainable health provision in the city.

**Leeds Unitary Development Plan (Review 2006)**

3.28 The plan provides a framework for development across Leeds, with key policies and goals of relevance to this study set out below:

- SA1 maintain and enhance the character of Leeds
- SA6 encourage the provision of facilities for leisure activities
- SP1 and SP2 key principles of the plan are to protect and enhance green space and the countryside
- Policies N1 and N1a state that development of land identified on the proposals map as protected green space or currently used as allotment gardens will not be permitted, unless there is sufficient green space in the area, an alternative site in an area of deficiency or for the purpose of outdoor recreation
- Policy N2 supports the development of a green space hierarchy in residential areas. The following minimum standards are:
  - Local amenity space (including informal amenity space and formal children’s play areas) – 0.2 hectares per 50 dwellings
  - Local recreational areas – 2.8 hectares within 400m
  - Neighbourhood/District Parks (including formal equipped playgrounds, playing pitches, courts and greens) – 12 hectares within 800m
  - Major City Parks – support for additional provision where possible
- Policy N3 prioritises increasing the provision of green space in priority residential areas identified on the proposals map or in locations accessible on foot to those residing in the identified areas
- Policy N4 states that new development proposals will be required to ensure appropriate access for residents to the hierarchy of open spaces identified in Policy N2
- for local amenity space the minimum standards identified in Policy N2.1 should be achieved. Where the number of dwellings is not specified, 10% of the total site area. A lower proportion of green space may be
acceptable on developments unsuitable for under 18’s. On larger developments, other levels within the hierarchy may be sought

- the council may seek planning obligations to secure additional or enhanced green space on site or within close proximity to the development. Obligations are likely to be sought where no green space protected under Policy N1 is accessible to the site within the thresholds identified in Policy N2 or where green space in the locality is of poor quality.
- Policy N5 indicates that the council will seek and work in partnership with other agencies to improve the quantity and quality of green space
- Policy N6 seeks to protect playing pitches unless there is a net gain to overall pitch quality and provision through redevelopment on site or suitable relocation or that there is no shortfall of pitches
- Policy N7A supports the provision and enhancement of playing pitches in areas of shortfalls. Provision may be sought through planning obligations
- Policy N7B indicates that the council will pursue opportunities to address playing pitch deficiencies

3.29 The key policies of relevance from the UDPR as detailed, must be considered in the development of the PPG17 study.

Leeds Parks and Green Space Strategy (2009)

3.30 In developing the Parks and Green space strategy, a large scale survey was conducted with 30,000 households, targeting mainly adults.

3.31 The survey found that:

- 54% of respondents in 2006 indicated that they visit a park or open space at least once per week
- when accessing a park or open space, 59% walk and 37% travel by car
- the majority of respondents (83%) travel less than 15 minutes to reach their chosen park or open space
- 67% of residents feel safe or very safe when accessing a park or open space, a further 21% did not consider it to be an issue
- from a satisfaction perspective the following results were identified:
  - country parks and city parks scored very highly when looking at design and appearance, cleanliness and maintenance and the quality of trees/flowers/shrubs/grass areas
  - the range of visitor facilities at community parks, local green spaces and recreation grounds were only deemed fair
  - the average ratings across all parks and open spaces show that respondents were least satisfied with the sports facility provision within the sites
when looking at parks specifically, results show that Roundhay was visited most frequently by residents, followed by Temple Newsam and Golden Acre.

3.32 Quality of selected open spaces in the city is assessed using the Green Flag appraisal process. Whilst a small number of the city’s most popular parks exceed the target, the majority of sites fall below the standard. In general the major parks achieved the standard, whereas community parks are, on average, below the standard.

3.33 The strategy developed a number of strategic aims, as listed below, and details associated objectives and desired outcomes.

- to engage the community in promoting parks and green spaces as accessible places for everyone to experience and enjoy
- to provide good quality parks and green spaces that are well managed and provide a range of attractive facilities
- to plan for, develop new and protect existing parks and green spaces that will offer lasting social, cultural and environmental benefits for the people of Leeds
- to promote parks and green spaces as places to improve health and well-being and prevent disease through physical activity, play, relaxation and contemplation
- to promote liveability and the economic benefits of quality parks and green space provision as an integral part of major regeneration projects
- to engage partners in supporting and delivering the Parks and Green Space Strategy.

3.34 The findings of the survey undertaken for the Parks and Green Space Strategy will be considered together with the survey findings from this study, to provide robust evidence of local views and needs.

3.35 The detailed information underlying the Parks and Green Space Strategy has been used to inform this study and subsequent setting of standards.

GreenSTAT – Residential Survey 2009 – Adults

3.36 GreenSTAT is a national system that gives local residents the opportunity to comment on the quality of their open spaces and how well they feel they are being managed and maintained. The survey was sent out to 30,000 residents of which 3,738 responded, a response rate of 12.46%.

3.37 The survey found that:

- 96% of respondents use a park
- Over 60% of park users walk to the park
- There are 60.4 million visits a year to parks in Leeds
- Roundhay Park is the most popular park with over 8 million visits a year
- Pudsey Park, Woodhouse Moor Park and Horsforth Hall Park all receive over 2 million visits a year, with Temple Newsam Park and Golden Acre Park following closely behind with over 1.9m visits per year
- There has been a 12.6% increase in the number of visits to parks in Leeds since 2006
- The top two reasons for visiting a park are to get some fresh air and to go for a walk
- Visitor satisfaction to all green space nominated in the survey scores either very good or good
- 73% of respondents felt safe or very safe when visiting green space, with 8% feeling unsafe or very unsafe

**Playing Pitch Strategy (2002)**

3.38 Although now dated, this study was undertaken in parallel with a similar strategy for Bradford Metropolitan Borough Council. A major driving factor for the pitch assessment and strategy was the need to identify a hierarchy of investment priorities for pitch improvement and development. The study used the relevant Sport England methodology.

3.39 The study found that there are 818 playing pitches within the Leeds City Council boundary over 401 sites and the following issues emerged:

**Quality**

- In general the overall quality of playing pitches in the city is poor and there is a lack of quality ancillary facilities across the city
- It is the quality of sites, rather than the quantity of pitches that is the main issue for clubs
- In general the majority of schools with playing pitches graded their facilities as “average” or below
- The poor quality of ancillary facilities within clubs will have an impact on their ability to develop women’s and girl’s teams in future years.

**Quantity**

- Leeds City Council is the main provider of playing pitches within the city, (the city council owns and manages 111 playing pitch sites across the city). Within the 111 sites, there are 274 playing pitches - many are multi-pitch and multi-sport sites
- Within Leeds, the private/voluntary sports club sector currently provides 117 playing pitch sites within Leeds (total of 207 pitches)
- The education sector currently provides 88 community accessible playing pitch sites within Leeds. These sites provide 226 playing pitches.
• Leeds City Council has a total of 433 teams playing fixtures on its pitches on a weekend. The above table identifies that the majority of pitches in the city are used for football and rugby league.
• there is an insufficient supply of mini soccer pitches in the city.
• city-wide, there is a sufficient supply of cricket pitches to accommodate current demand as well as any future increase in demand.
• city-wide, there is a sufficient supply of rugby union and rugby league pitches to accommodate current demand.
• there are currently 8 artificial turf pitches in Leeds to accommodate a minimum of 20 home fixtures on a Saturday.
• there is a sufficient supply of pitches within the city to accommodate the current demand for hockey fixtures.

Accessibility

• there is currently little formal dual-use provision through education sites. Approximately 34% of schools have community use on their facilities. This equates to an untapped resource of 97 pitches throughout the authority.

3.40 Strategic recommendations were made; those of particular relevance to this study are detailed below.
• identify sports pitch provision and ancillary facilities as a priority for investment and seek to use the planning policy process to prioritise facility development and future provision in line with the identified priorities in this strategy.
• develop a consistent approach across the city to the designation of informal recreational land, and the relationship between these, and potential key pitch sites.
• seek to develop the overall use of education pitches for community use, and in so doing, develop appropriate support to facilitate access and use especially for junior teams.
• in line with Community Club developments, seek to reduce the overall number of non-significant single pitch sites managed directly by local authorities, and where appropriate, initiate and encourage the development of local networks of ‘community clubs’, which reflect local priorities for sports development across pitch sports, and provide for junior, and senior teams, training and competitive play.
• seek to improve the overall quality of existing and new ancillary accommodation, with a particular emphasis on the need to provide adequately for juniors and women, girls and disabled users.
• ensure playing pitch and public access requirements are addressed at the initial stages of any future developments.
• administer the quantity standards for sports pitches.
- Mini football - 1.6 pitches per 1,000 population
- Junior Football - 2.6 pitches per 1,000 population
- Senior Football - 0.32 pitches per 1,000 population
- Cricket - 0.21 pitches per 1,000 population
- Rugby Union - 0.07 pitches per 1,000 population
- Rugby League - 0.16 pitches per 1,000 population
- Hockey - 0.022 pitches per 1000 population.

3.41 The key issues from the playing pitch strategy provide additional evidence and information for the PPG17 study, in relation to the adequacy of outdoor sports facilities. The information collected as part of this assessment could also facilitate updates to the Playing Pitch Strategy.

Leeds Leisure Centres – Capital Investment Plan
Including the initial 5 year action plan (2008-2013)

3.42 The Leeds leisure centres capital investment plan outlines a clear vision for the city’s leisure centre stock

“To provide high quality leisure centres, accessible to all, across the Leeds district.”

3.43 The plan developed an indicative action plan for the 5 years from 2008/09 until 2012/13. The action plan focused on addressing the findings of the condition surveys, while also considering the outcome of the prioritisation exercise and where and when major investment should take place. The action plan included best estimate costings based on the information available.

3.44 The action plan proposed that:

<table>
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<tr>
<th>Centre</th>
<th>Proposal 1</th>
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<tr>
<td>Aireborough,</td>
<td>To undertake works required as detailed on table 3 (26 August 2009</td>
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<td>Executive Board report that illustrated a lack of investment in these sites -</td>
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<td>which are strategically well located and therefore require investment) of</td>
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<td>this report, and to seek to include these schemes within the reserved</td>
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<td>capital programme, so that, should resources be identified, they can be</td>
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<td></td>
<td>considered alongside other projects within the reserved programme.</td>
</tr>
<tr>
<td>Pudsey, Bramley</td>
<td></td>
</tr>
<tr>
<td>Scott Hall,</td>
<td></td>
</tr>
<tr>
<td>Kirkstall, Otley</td>
<td></td>
</tr>
<tr>
<td>Rothwell</td>
<td></td>
</tr>
<tr>
<td>Wetherby</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Centre</th>
<th>Proposal 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Leeds</td>
<td>(i) To re-provide Fearnville and East Leeds Leisure Centres in the form of</td>
</tr>
<tr>
<td></td>
<td>one new, purpose built, wellbeing centre, and to include this scheme within</td>
</tr>
<tr>
<td>Fearnville</td>
<td>the reserved capital programme, so that should resources be identified, this</td>
</tr>
<tr>
<td></td>
<td>scheme can be considered alongside other projects within the reserved</td>
</tr>
<tr>
<td></td>
<td>programme.</td>
</tr>
<tr>
<td></td>
<td>(ii) Seek expressions of interest to transfer East Leeds and Fearnville</td>
</tr>
</tbody>
</table>
Leisure centres to a community organisation.

(iii) East Leeds Leisure Centre and Fearnville Leisure Centre to remain under council management until such time that a) a new wellbeing centre is confirmed / delivered and/or b) a suitable community organisation has been identified to whom to transfer the asset(s).

Richmond Hill Sports Hall
(iv) To seek to transfer the management of Richmond Hill Sports Hall to the English Table Tennis Association.

Centre

Proposal 3

Kippax

(i) To re-provide Kippax and Garforth Leisure Centres in the form of a new or refurbished swimming pool, fitness suite and other appropriate dry side sports facilities to serve the communities of Garforth and Kippax.

Garforth

Centre

Proposal 4

South Leeds

(i) Seek expressions of interest to transfer South Leeds Sports Centre to a community organisation.

(ii) To close South Leeds Sports Centre (if no suitable community group is identified) when the new Morley Leisure Centre opens in 2010, and concentrate leisure provision at the John Charles Centre for Sport and Morley.

Middleton

(iii) Seek to develop a new wellbeing facility for Middleton, at or in close proximity to the current St George’s Centre.

iv) Seek expressions of interest to transfer the existing Middleton Leisure Centre (asset) to a community organisation.

(v) Middleton Leisure Centre to remain under council management until such time that a) a new wellbeing is confirmed /delivered at or in close proximity to St George’s Centre and/or b) a suitable community organisation has been identified to whom to transfer the existing Middleton Leisure Centre (asset).

3.45 The Comprehensive Spending Review (October 2010), outlined a reduction in local government funding of 7.1% each year, for the next four years. As a result, Leeds City Council must make savings of approximately £160 million over the next four years. Additionally, the availability of capital funding has reduced, with the council losing around £3 million in leisure investment it had previously secured for three sites during 2010. Therefore, delivering the above vision will be challenging.


3.46 Independent consultants were commissioned to produce an assessment of current indoor facilities covering the following key areas:

- Physical Condition
- Operational Effectiveness
- Financial Economy
3.47 The consultants were asked to produce a report which clearly outlines future options for each site considering maintaining the status quo (2 facilities), refurbishing (8 facilities), demolishing (4 facilities, including 1 rebuild) or transferring (1 facility to education, 1 to a community group).

3.48 The document cautions that the options appraisal has resulted in a rationalisation and reduction in council sports and leisure centres. If the portfolio cannot be maintained and remain competitive in relation to the quality of provision, in what is already a competitive market, there may be a need to review this options appraisal and further rationalise.

3.49 The key issues and recommendations identified in the options appraisal and Facilities Planning Model (FPM) runs provide additional evidence and information to guide the PPG17 study, in relation to indoor sports facility provision. The recommendations identified should be considered at the audit and standard setting stages to test out ‘what if’ scenarios and the impact on provision per 1,000 population.

**Children and Young People's Plan 2009-2014**

3.50 The plan sets out the approach the council and its partners are taking to improving outcomes for children and young people in Leeds over the next five years.

3.51 The plan contains 10 action priorities:

**Improving outcomes**
1. Improving outcomes for looked after children
2. Improving attendance and reducing persistent absence from school
3. Improving early learning and primary outcomes in deprived areas
4. Providing places to go and things to do
5. Raising the proportion of young people in education or work
6. Reducing child poverty
7. Reducing teenage conception
8. Reducing the need for children and young people to be in care

**Working together better**
9. Strengthening and safeguarding
10. Enabling integrated working

**Reducing obesity and raising activity**

**Areas for development**
- Increase Weight Management Services and interventions.
- On-going implementation of the Leeds School Meals Strategy.
- Make sure that 95% of schools achieve the National Healthy Schools standard by December 2009.
• Increase community based obesity prevention interventions.

What we have learned

3.52 The vital roles that parenting, emotional well-being, physical activity, diet, school meals, play, parks, indoor sport facilities, green space and community safety strategies have in reducing childhood obesity.

Our vision for 2014

3.53 By 2014 we aim to achieve:

• Reduced barriers for children and young people to access activities and places, including ensuring affordable and accessible transport for every child and young person in Leeds.

• A lasting 2012 legacy for the city, with every young person active and regularly engaged in physical activity including sport.

3.54 Promote sport and the PE Curriculum through the Leeds PE and School Sport Strategy.

Staying healthy and leading a healthy lifestyle

3.55 We promise to:

• support and encourage you to enjoy a healthy lifestyle, play sports, take part in leisure activities, avoid second-hand tobacco smoke, and enjoy a healthy diet.

3.56 Local age appropriate play, leisure and recreation opportunities that are selected freely.

Older Better - A strategy to promote a healthy and active life for older people in Leeds 2006–2011

3.57 Over the next twenty years, the growth of the older population in Yorkshire and Humber will be dominated by people in their sixties. By 2011 they will total 580,000, an increase of 111,000 over the previous decade.

3.58 The strategy sits under both Healthy Leeds Partnership, which is ultimately accountable to the Leeds Initiative Board, and the Older People’s Modernisation Team which is accountable to the NHS Modernisation Executive.

3.59 The Vision for the strategy is for “A life worth living for older people in Leeds is one where: they are respected and included; their contributions are acknowledged; and they are enabled to remain independent and enjoy as good mental and physical health as possible”

3.60 The aim of the strategy is to promote a healthy and active life for older people in Leeds, by providing leadership to influence policy and practice, and supporting partners to deliver coordinated action to enable the strategy aspirations to be met.
3.61 The strategy involved extensive consultation and the needs relevant to this study, identified at events in Leeds are:
- Preventative services;
- to feel safe and secure in a healthy environment;
- to be able to keep healthy and active.

3.62 The provision of appropriate open space, sport and recreation facilities will contribute to the achievement of the goals of this strategy. In particular, the evaluation of provision for older people will contribute to the objectives set out in the vision.

**Leeds Local Development Framework – Core Strategy (2009)**

**Preferred Approach**

3.63 The proposed vision is - “For Leeds to be a distinctive, competitive, inclusive and successful city, for the benefit of its communities, now and in the future.” To be achieved through:
- The continued regeneration & renaissance of the main urban area (including the city centre) and settlements;
- meeting the need for homes and economic development;
- protecting & enhancing the distinctiveness of the built and natural environment;
- adapting to climate change;
- the provision of physical & community infrastructure.

3.64 Policies proposed include those to:
- Create and enhance green infrastructure to ensure that Leeds increases the amount, distribution and accessibility of green space as it grows;
- increase the woodland cover across the district;
- secure developer contributions towards enhancement of green infrastructure associated with development;
- protect and promote the Leeds Habitat Network;
- create an additional wetland nature reserve in the Lower Aire Valley at St Aidan’s former open cast site;
- protect playing pitches and green space pending the conclusion of the PPG17 study.

3.65 The core strategy will provide the spatial land use strategy for the provision of open space, sport and recreation facilities in Leeds.

**Supplementary Planning Guidance 4. Green space relating to new housing development (1998)**

3.66 Where new housing development is proposed, the provision of adequate green space must be provided by developers as a cost on the development, as much a part of the infrastructure as sewerage, land drainage or highways.
3.67 The general policy approach towards the provision of green space in residential developments is conditioned by the following major considerations:
- the council seeks to achieve provision and standards in accordance with the Unitary Development Plan
- green space is to be freely accessible by the public, not reserved for the private use of residents of the new development. It is to be provided and maintained at the cost of the developer, in accordance with design and maintenance schemes agreed by the council
- new green space should be accessible to all users including the least mobile
- green space should provide for a range of both passive and active recreational
- quality of green space provision, as well as quantity, is important
- green space should be designed to be easy and economic to maintain

3.68 This guidance may require replacement to ensure it reflects up-to-date standards and policies resulting from this study.

Summary

3.69 The provision of open spaces, sport and recreation facilities should contribute to the achievement of objectives such as social and community cohesion, urban renaissance and promoting a healthy and enjoyable life. The effective provision of open space, sport and recreation facilities offers multiple benefits to local residents. As well as providing a visual amenity, open spaces can also be central to the local community and provide an opportunity to participate in physical activity. The provision of open spaces can, therefore, contribute towards the creation of additional opportunities to improve the health and well being of communities.

3.70 Any development of open spaces (ie. provision of either new or enhancement of existing spaces) should take into account bio-diversity and nature conservation opportunities and develop an increasing environmental awareness, as well as facilitating the objective for increasing participation in sport and active recreation.

3.71 Many organisations are willing to work in partnership together to manage and develop existing open spaces and share similar aims and objectives eg protecting, enhancing and maximising the use and nature conservation value of open spaces. The importance of enhancing biodiversity across the region as well as maintaining and improving the green network is a key feature of many regional strategies.
Chapter 4 Parks and Gardens

Introduction and Definition

4.1 As a consequence of the industrial revolution, public parks were a reactive policy intervention, created to alleviate the ills of the period. Their creation could be achieved quickly, and their impact was relatively immediate. They created healthier towns and cities as a result of their existence, and the grandeur of the park could be used as a measure of a city’s success and status. Public parks have now become a regular part of many people's lives. Over 30 million people in England use them, making over 2 billion visits per year. 70% of people visit parks regularly, with many going every day.

4.2 The first public, and still best known parks in Leeds, were adapted from former private estates such as Temple Newsam, Roundhay and Lotherton Hall. Leeds is fortunate to have six large city parks compared with other UK cities, and these parks create a significant contribution to the character and environmental quality of the city.

4.3 This chapter will consider the existing quantity, quality and accessibility of the Parks and Gardens sites. The results of the needs assessment and other consultation results will inform the preparation and justification for the proposed standards. The proposed standards will be used to identify areas of deficiency and surplus.

4.4 PPG17 refers to ‘parks and gardens’ including urban parks, country parks and formal gardens. These are defined as accessible spaces, offering high quality opportunities for informal recreation and community events.

4.5 For the purposes of auditing, the council have broken down this classification into local recreation ground, neighbourhood park and city park. These sub-categories relate to the functionality of the space and the potential strategic catchment.

4.6 Parks usually contain a variety of facilities and amenities, including some that fall within different classifications of open space. The larger city parks can perform almost all the functions of other spaces within the typology. For example, Roundhay Park contains a sports ground, allotments, golf course, extensive natural woodland areas, children’s equipped play facilities, courts and greens. This site is considered a city park as it offers a wide variety of facilities and, therefore, attracts users from a city wide catchment and beyond.

Strategic Context

Leeds Unitary Development Plan (Review 2006)

4.7 The plan provides the existing framework for development across Leeds. The key policy areas of relevance to this study are:

- SG6 - encourage the provision of facilities for leisure activities;
- SP1 & 2 - protect and enhance green space provision and the countryside;
• Policy N1 & N1a protects green space and allotments identified on the proposals map;
• Policy N2 sets out the green space hierarchy:
  o Amenity 0.2 Hectares per 50 dwellings
  o Local Recreation Areas 2.8 Hectares within 400m
  o Neighbourhood/District Parks 12 Hectares within 800m
  o Major City Parks – support for additional provision where possible
• Policy N3 prioritises increasing the provision of green space in priority residential areas as identified on the proposals map;
• Policy N4 requires new residential development to deliver green space provision in regard to the green space hierarchy policy N2;
• Policy N5 establishes the council’s intention to improve quantity and quality of green space either on its own or in partnership where appropriate;
• Policy N6 protects playing pitches from development as identified on the proposals map;
• Policy N7A encourages the provision and enhancement of playing pitches in areas of recognised shortfall;
• Policy N7B indicates the council will pursue opportunities to address deficiencies in playing pitch provision.

Parks and Green Space Strategy (2009) LCC Parks and Countryside

4.8 In developing the Parks and Green Space Strategy, a large scale survey was conducted with 30,000 households, targeting adults. The survey found that:
• 54% of respondents in 2006 indicated that they visit a park or open space at least once per week;
• when accessing a park or open space, 59% walk and 37% travel by car;
• the majority of respondents (83%) travel less than 15 minutes to reach their chosen park or open space;
• 67% of residents feel safe or very safe when accessing a park or open space, a further 21% did not consider it to be an issue;
• from a satisfaction perspective, the following results were identified:
  - country parks and city parks scored very highly for design and appearance, cleanliness and maintenance and the quality of trees/flowers/shrubs/grass areas
  - the range of visitor facilities at community parks, local green spaces and recreation grounds were only deemed fair
  - the average ratings across all parks and open spaces show that respondents were least satisfied with the sports facility provision within the sites
• when looking at parks specifically, results show that Roundhay was visited most frequently by residents, followed by Temple Newsam and Golden Acre.

4.9 In the course of developing the strategy, 150 green space sites were selected for detailed quality assessment using the Green Flag standard. The majority
of sites fell below the standard. In general, the major parks achieved the standard (a score of 49), whereas, on average, community parks were well below the Green Flag standard.

4.10 The strategy developed a number of strategic aims, as listed below, and details associated objectives and desired outcomes:

- to engage the community in promoting parks and green spaces as accessible places for everyone to experience and enjoy;
- to provide good quality parks and green spaces that are well managed and provide a range of attractive facilities;
- to promote parks and green spaces as places to improve health and well-being and prevent disease through physical activity, play, relaxation and contemplation;
- to promote liveability and the economic benefits of quality parks and green space provision as an integral part of major regeneration projects;
- to engage partners in supporting and delivering the Parks and Green Space Strategy.

Consultation – Assessing Local Needs

4.11 Consultation undertaken as part of the PPG17 study highlighted that:

- parks are highly valued across the community. The wide range of facilities available at this type of open space was seen as particularly important and perceived to provide a wide range of recreational opportunities for residents;
- 50% of respondents to the household survey, and 60% of respondents to the on-street survey identify parks and gardens as their most frequently visited open space, 80% of respondents in both surveys stated that they visit a park at least once a month. Only 5% of household respondents never visit parks at all;
- the top ten most used open spaces and recreation facilities in the city are all parks;
- 28% of young people and children indicated that parks were their favourite type of open space. The range of facilities and amenities offered in parks was a particularly attractive feature. However, 34% stated there were not enough parks;
- parks are visited for exercise, contemplation and relaxation and to take children to play.

Current Provision Quantity

4.12 The largest parks in the city are Roundhay, Temple Newsam, Middleton, Golden Acre, Lotherton Hall and Kirkstall Abbey. The most popular parks measured by volume of visits per annum (in order) are Roundhay Park, Woodhouse Moor, Temple Newsam, Pudsey and Horsforth Hall (source: A Parks and Green Space Strategy for Leeds 2009).
4.13 The audit data on each of the sub categories of parks and gardens is presented in the below table. The three sub categories are also aggregated, to present a parks and garden total. The information is available by analysis area to show the spatial distribution across the city.

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Population all ages 2008 mid year estimate</th>
<th>Local Rec’n Area Ha</th>
<th>Neigh’hood Park Ha</th>
<th>Parks and Gardens exc. City Parks Ha</th>
<th>Parks and Gardens Exc. City Parks - Ha per 1,000 pop</th>
<th>City Park Ha</th>
<th>Parks and Gardens inc. City Parks Ha</th>
<th>Parks and Gardens inc. City Parks – Ha per 1,000 pop</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>80,578</td>
<td>18.61</td>
<td>31.4</td>
<td>50.01</td>
<td>0.62</td>
<td>0</td>
<td>50.01</td>
<td>0.62</td>
</tr>
<tr>
<td>East Outer</td>
<td>85,392</td>
<td>24.61</td>
<td>45.02</td>
<td>69.63</td>
<td>0.82</td>
<td>339.61</td>
<td>409.24</td>
<td>4.79</td>
</tr>
<tr>
<td>North East Inner</td>
<td>70,909</td>
<td>6.67</td>
<td>50.07</td>
<td>56.74</td>
<td>0.8</td>
<td>148.09</td>
<td>204.83</td>
<td>2.89</td>
</tr>
<tr>
<td>North East Outer</td>
<td>62,281</td>
<td>25.95</td>
<td>0.25</td>
<td>26.2</td>
<td>0.42</td>
<td>57.13</td>
<td>83.33</td>
<td>1.34</td>
</tr>
<tr>
<td>North West Inner</td>
<td>106,127</td>
<td>41.47</td>
<td>48.11</td>
<td>89.58</td>
<td>0.84</td>
<td>24.16</td>
<td>113.74</td>
<td>1.07</td>
</tr>
<tr>
<td>North West Outer</td>
<td>87,305</td>
<td>39.13</td>
<td>79.68</td>
<td>118.81</td>
<td>1.36</td>
<td>42</td>
<td>160.81</td>
<td>1.84</td>
</tr>
<tr>
<td>South Inner</td>
<td>74,683</td>
<td>59.63</td>
<td>30.07</td>
<td>89.7</td>
<td>1.2</td>
<td>143.07</td>
<td>232.77</td>
<td>3.12</td>
</tr>
<tr>
<td>South Outer</td>
<td>90,587</td>
<td>74.81</td>
<td>33.56</td>
<td>108.37</td>
<td>1.2</td>
<td>0</td>
<td>108.37</td>
<td>1.2</td>
</tr>
<tr>
<td>West Inner</td>
<td>50,297</td>
<td>20.91</td>
<td>73.47</td>
<td>94.38</td>
<td>1.88</td>
<td>0</td>
<td>94.38</td>
<td>1.88</td>
</tr>
<tr>
<td>West Outer</td>
<td>71,097</td>
<td>35.17</td>
<td>44.65</td>
<td>79.82</td>
<td>1.12</td>
<td>0</td>
<td>79.82</td>
<td>1.12</td>
</tr>
<tr>
<td>Leeds</td>
<td>779,256</td>
<td>346.95</td>
<td>436.28</td>
<td>783.23</td>
<td>1.01</td>
<td>754.05</td>
<td>1537.28</td>
<td>1.97</td>
</tr>
</tbody>
</table>

4.14 The key issues emerging from the above Table 4.1 and consultations relating to the quantity of provision of formal parks across the city include:

- respondents to the household survey expressed an overall satisfaction with the provision of parks and gardens, with 61% of residents stating that provision is about right as compared to 22% who stated there was not enough;
- findings within the individual analysis areas are consistent with the city wide results, with the majority of residents in all areas stating that provision is sufficient. The greatest level of dissatisfaction is in the East Inner and South Inner areas, where a significant proportion of residents indicate provision is insufficient (36% and 34% respectively). This is despite the South Inner area having one of the highest levels of provision, both including and excluding the contribution of Middleton Park (city park);
- parks are unevenly distributed across the city;
- due to their large size, city parks have a dramatic influence over the green space provision in the areas in which they are located;
- the largest city park is Temple Newsam at 340 hectares. The dramatic affect of this single space increases the provision in the
East Outer area by a factor of eight times. Consequently, the area goes from below average provision, excluding city parks (0.82 Hectares per 1,000 population), to the area with the largest provision of all parks at 4.79 Hectares per 1,000 population;

- the lowest current provision (including city parks) per 1,000 population is located in the East Inner area at 0.62 Hectares per 1,000 population;
- the areas of East Inner, East Outer, North East Inner, North East Outer, North West Inner, all have provision of less than 1 Hectares per 1,000 population (excluding city parks);
- 34% of respondents to the young people’s survey state that the provision of parks is sufficient.

4.15 The below table shows how the current provision of parks and gardens in each analysis area performs when assessed against a range of possible future population projects to the year 2026. The Leeds Core Strategy uses an end date of 2026:

Table 4.2 – Provision of Parks and Gardens per 1000 Population based on the Three Population Growth Scenarios

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Parks and Gardens Ha. Exc. City Parks</th>
<th>No. of sites</th>
<th>Smallest site (Ha)</th>
<th>Largest site (Ha)</th>
<th>Scenario A Provision per 1000 population (2026)</th>
<th>Scenario B Provision per 1000 population (2026)</th>
<th>Scenario C Provision per 1000 population (2026)</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>50.01</td>
<td>8</td>
<td>1.96</td>
<td>20.23</td>
<td>0.53</td>
<td>0.49</td>
<td>0.51</td>
</tr>
<tr>
<td>East Outer</td>
<td>69.63</td>
<td>15</td>
<td>0.36</td>
<td>34.46</td>
<td>0.61</td>
<td>0.56</td>
<td>0.67</td>
</tr>
<tr>
<td>North East Inner</td>
<td>56.74</td>
<td>7</td>
<td>0.22</td>
<td>34.15</td>
<td>0.78</td>
<td>0.75</td>
<td>0.66</td>
</tr>
<tr>
<td>North East Outer</td>
<td>26.2</td>
<td>14</td>
<td>0.17</td>
<td>4.68</td>
<td>0.41</td>
<td>0.39</td>
<td>0.35</td>
</tr>
<tr>
<td>North West Inner</td>
<td>89.58</td>
<td>18</td>
<td>0.31</td>
<td>22.72</td>
<td>0.82</td>
<td>0.76</td>
<td>0.69</td>
</tr>
<tr>
<td>North West Outer</td>
<td>118.81</td>
<td>23</td>
<td>0.27</td>
<td>22.33</td>
<td>1.25</td>
<td>1.17</td>
<td>1.12</td>
</tr>
<tr>
<td>South Inner</td>
<td>89.7</td>
<td>20</td>
<td>0.46</td>
<td>17.3</td>
<td>0.95</td>
<td>0.76</td>
<td>0.99</td>
</tr>
<tr>
<td>South Outer</td>
<td>108.37</td>
<td>31</td>
<td>0.32</td>
<td>22.2</td>
<td>1.12</td>
<td>1.01</td>
<td>0.98</td>
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<tr>
<td>West Inner</td>
<td>94.38</td>
<td>14</td>
<td>0.28</td>
<td>34.55</td>
<td>1.82</td>
<td>1.71</td>
<td>1.54</td>
</tr>
<tr>
<td>West Outer</td>
<td>79.82</td>
<td>19</td>
<td>0.14</td>
<td>16.17</td>
<td>1.07</td>
<td>1.01</td>
<td>0.92</td>
</tr>
<tr>
<td>Leeds</td>
<td><strong>783.23</strong></td>
<td><strong>169</strong></td>
<td><strong>0.14</strong></td>
<td><strong>34.55</strong></td>
<td><strong>0.90</strong></td>
<td><strong>0.83</strong></td>
<td><strong>0.83</strong></td>
</tr>
</tbody>
</table>

Explanatory note:
Scenario A – Strategic Housing Market Assessment (SHMA) based on initial employment led population projection data which realigned population levels from 2001 to 2010 with locally derived data sources and projected growth based on employment projections. Distribution of future population across the city is aligned with housing units identified through the Strategic Housing Land Availability Assessment (SHLAA) and application of selected planning policy constraints identified in the Core Strategy Preferred Approach. Average household size is derived from the SHMA assumptions.
Scenario B – Strategic Housing Market Assessment based on ONS population estimates 2001 to 2010 and ONS projections to 2026. Distribution of future population aligned with housing units identified through the SHLAA with limited planning policy constraints applied to site selection.
Scenario C – 22% increase in population of 169,700 between 2008 and 2026 using ONS population projections evenly distributed between the analysis areas.

Setting a Quantity Standard

4.16 The recommended local quantity standard for parks and gardens has been derived from the local needs consultation and audit of provision and is summarised below.

4.17 In line with the key themes emerging from the consultation, the standard for parks and gardens is set at the existing level of city wide provision, reflecting the overall satisfaction with existing provision. However, there remains an unequal distribution as highlighted above in table 4.2 and table 4.3.

**Existing level of provision = 1 Hectare per 1,000 population**

**Proposed level of provision = 1 Hectare per 1,000 population**

4.18 The proposed standard excludes the contribution of the six city parks. However, city parks function as neighbourhood parks, recreation grounds and amenity space at a local level. To exclude them entirely would introduce another data skew. Proximity of city parks to local communities will be considered in the accessibility assessment.

4.19 The city parks contribute a combined 754 hectares of green space supply, but are largely the result of several large historic donations to the city. There are no plans that additional city parks would be created from new development sites. Nor is it anticipated that additional city parks would be created where existing gaps in provision exist. City parks serve the city as a whole, and attract visitors from beyond the city boundaries. The existing level of provision of city parks, as shown in table 4.1 is 1 hectare per 1,000 population. This level of city park provision will gradually decrease over time as the city population grows, whereas the above standard for Parks and Gardens should increase the total quantity in parallel with population growth to ensure that provision remains at 1 hectare per 1,000 population.

Current Provision - Quality

4.20 The Green Flag Award is a national standard for parks and green space. The last round of awards were presented in August 2010. In Leeds, Pudsey Park, Lotherton Hall, Temple Newsam, Golden Acre Park, Roundhay Park, Otley Chevin Forest Park and Kirkstall Abbey currently hold this status.

4.21 For the purposes of this study, the quality of existing parks and gardens in the city was assessed through site visits against a reduced and localised variation of the national Green Flag standard. Although it should be noted that the full range of criteria were used for the 150 sites assessed through the Leeds Quality Parks Initiative. Each site was assessed against various relevant criteria. A copy of the site assessment form is available at Appendix C. The assessment can be presented as either a score out of 10 or a percentage.
The results are summarised in Table 4.3 below. It is important to note that site assessments reflect the quality of the site on the day they were visited.

Table 4.3 Quality of Parks and Gardens by Analysis Area

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Average Quality Score</th>
<th>Range of Scores</th>
<th>Lowest Quality Site</th>
<th>Highest Quality Site</th>
<th>Number of sites</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>5.26</td>
<td>3.61 - 6.69</td>
<td>The Rein, Seacroft</td>
<td>Ebors Playing Fields</td>
<td>8</td>
</tr>
<tr>
<td>East Outer</td>
<td>5.68</td>
<td>3.84 – 7.06</td>
<td>Whinmoor Park</td>
<td>Manston Park</td>
<td>15</td>
</tr>
<tr>
<td>North East Inner</td>
<td>5.72</td>
<td>4.16 – 6.86</td>
<td>Miles Hill</td>
<td>Hollin Drive, Meanwood</td>
<td>7</td>
</tr>
<tr>
<td>North East Outer</td>
<td>5.92</td>
<td>3.69 – 8.46</td>
<td>Hatfield Lane Recreation Ground</td>
<td>Adj Clifford Village Hall</td>
<td>14</td>
</tr>
<tr>
<td>North West Inner</td>
<td>4.96</td>
<td>3.53 - 7.69</td>
<td>Woodhouse Moor, Park</td>
<td>North West Road, Little London</td>
<td>18</td>
</tr>
<tr>
<td>North West Outer</td>
<td>5.54</td>
<td>3.26 - 7.33</td>
<td>Holt Park</td>
<td>Micklefield Park, Rawdon</td>
<td>23</td>
</tr>
<tr>
<td>South Inner</td>
<td>5.17</td>
<td>3.4 – 7.23</td>
<td>Hunslet Lake</td>
<td>Springfield Crescent, Belle Isle</td>
<td>20</td>
</tr>
<tr>
<td>South Outer</td>
<td>5.82</td>
<td>2.92 - 8.76</td>
<td>Adwalton Moor</td>
<td>Springfield Hill Park, Churwell</td>
<td>31</td>
</tr>
<tr>
<td>West Inner</td>
<td>4.72</td>
<td>2.5- 6.53</td>
<td>Ley Lane Recreation Ground, Armley</td>
<td>Ganners Lane, Bramley</td>
<td>14</td>
</tr>
<tr>
<td>West Outer</td>
<td>5.95</td>
<td>3.53 – 7.81</td>
<td>Roker Recreation Ground, Pudsey</td>
<td>Adjacent to Southroyd Primary School</td>
<td>19</td>
</tr>
<tr>
<td>Leeds</td>
<td>5.50</td>
<td>2.5 - 8.76</td>
<td>Ley Lane Recreation Ground, Armley</td>
<td>Springfield Hill Park, Churwell</td>
<td>169</td>
</tr>
</tbody>
</table>

4.22 The results demonstrate the range of quality across the city’s park and garden sites. On average, the highest scoring sites are located in the North East Outer and the lowest in the West Inner area. The following table 4.4 breaks down the quality scores by the parks and gardens sub type.
Table 4.4 – Quality of Parks and Gardens by Typology Sub Type

<table>
<thead>
<tr>
<th>Sub Type</th>
<th>Average Score</th>
<th>Range</th>
<th>Lowest</th>
<th>Highest</th>
</tr>
</thead>
<tbody>
<tr>
<td>City Parks</td>
<td>6.79</td>
<td>4.20 – 7.73</td>
<td>Middleton Park</td>
<td>Lotherton Hall Estate</td>
</tr>
<tr>
<td>Local Recreation Areas</td>
<td>5.42</td>
<td>2.5 – 8.61</td>
<td>Ley Lane Recreation Ground</td>
<td>Moor Knoll Recreation Ground, East Ardsley</td>
</tr>
<tr>
<td>Neighbourhood Parks</td>
<td>5.7</td>
<td>3.26 – 8.76</td>
<td>Holt Park</td>
<td>Springfield Mill Park</td>
</tr>
<tr>
<td>Leeds</td>
<td>5.55</td>
<td>2.5 – 8.76</td>
<td>Ley Lane Recreation Ground</td>
<td>Springfield Mill Park</td>
</tr>
</tbody>
</table>

4.23 The audit results reflect that average quality is higher for the larger city parks, over the more local recreation grounds. It is important to note that this is not a reflection of the wider range of facilities offered by those parks. Spaces were assessed against factors relevant to that space being assessed. For example, it would be unreasonable, to expect a small local park to have all the facilities of a city park. Small sites, providing all the facilities that they could be expected to offer, would receive a similarly good score even if it did not offer the wide range of facilities of a city park. The scores are more likely a result of the daily staff presence at the city parks.

4.24 The key issues emerging from the consultations and data relating to the quality of provision of parks across the city include:

- 54% of the on-street survey and 72% of the household survey respondents rating parks and gardens as good/very good;
- 32% of the on-street survey and 19% household survey respondents rating parks and gardens as average;
- Only a small minority of respondents (10% of the on-street survey respondents and 7% of the household survey respondents) rated parks and gardens as very poor/poor;
- Survey respondents were consistently positive across the city with the exception of inner East and inner South; with 13% and 24% of the households surveyed considering the current provision to be poor/very poor;
- The main issues stated by respondents related to dog fouling, vandalism/graffiti, litter problems and misuse or abuse of the site
- Respondents noted that the features in providing good quality parks were, clean and litter free, flowers and trees, well kept grass, toilet provision and footpaths
- The audit data revealed the current average quality score for parks and gardens is 5.55 out of 10 or 55%

Setting a Quality Standard

4.25 The Green Flag award is assessed in two key ways, firstly by reviewing a site management plan, and secondly a field assessment based primarily on observation during a site visit. Each category is given a score out of 10, with
a maximum of 30 points for the desk assessment and 70 points for the field assessment. To achieve the standard a minimum of 15 on the desk assessment and 42 on the field assessment is needed, however, an award can only be given if the overall score is greater than 65.

4.26 The council’s Parks and Countryside Service operate a rolling programme of assessing 150 of the city’s most popular parks and green spaces against an amended Green Flag standard. This exercise is known as Leeds Quality Parks (LQP) and assesses 50 sites every year, or 150 sites over 3 years.

4.27 In assessing sites for LQP, the Green Flag desk assessment is not carried out as most sites do not have a management plan. Thus, only the field based assessment is conducted, and as explained above, the score required to reach the standard is in effect 48. On average, each category must, therefore, achieve 7 out of 10 to reach the standard, although there is no minimum score for each category.

4.28 In 2007/08, 17% of the sites assessed under LQP passed the adopted standard.

4.29 As the PPG17 audit considered on-site quality using a field based assessment, the proposal is that the Green Flag quality standard, for the field assessment, is extended to all the green space that can be considered as Parks and Gardens. To account for the absence of the desk assessment and retain the disproportionate Green Flag emphasis on an overall pass mark, it is proposed to set the quality standard at 7 out of 10, or 70%. This is consistent with the council’s existing LQP standard.

4.30 As the audit criteria were assessed on a range of 0 to 10, then the standard to achieve is an average of 7 (ie. 70% of 10) for all applicable criteria.

Existing Quality average is 5.55
Proposed Quality Standard is 7 out of 10 (70%)

Current Provision - Accessibility

4.31 The accessibility of sites is key to making the site widely available to the maximum number of potential park users. The recommended local standard is set in the form of a distance threshold and is derived from the findings of local consultations.

4.32 Site specific accessibility issues were also analysed as part of the site visits, where information and signage and general access issues were assessed.

4.33 Consultation and analysis has shown that the key accessibility issues are:

- Results of the Green Stat 2009 resident survey indicate that 74% of users travel to community parks on foot and 23% by car;
- in the Needs Assessment, walking is identified as the mode of travel whereby most respondents ‘expect’ to reach parks and gardens. 69%
of the household survey and 81% in the on-street survey expect to walk to parks;
- driving is identified as the second most popular expected mode of travel whereby respondents 'expect' to reach parks and gardens, 26% of the household survey and 13% in the on-street survey expect to drive to parks;
- results of the Green Stat survey 2009 reveal that 88% of respondents travel less than 15 minutes to access a community park;
- the 75 percentile of respondents to the Needs Assessment indicate a 10 minute expected walk time to access parks and gardens;
- the 75 percentile of respondents who favoured to travel to parks & gardens by car indicated a preferred journey time of 15 minutes;
- findings of site assessments reveal that while on the whole parks are easily accessible, scores are polarised, ranging from 0% to 100% indicating that improvements are required. The average score attained for the access scoring criteria was 6. While many sites were perceived to be easily accessible with numerous entrances and well signed, others were considered to be poorly signed.

Setting an Accessibility Standard

4.34 The recommended local accessibility standard for parks and gardens is summarised below. The standard reflects local aspirations, with regard to 'expected' travel mode, as well as the focus on improving the physical access to parks and gardens across the city.

Recommended Accessibility Standard

15 minute walk time

4.35 There is a clear expectation from respondents that they would prefer to walk to parks and gardens. Therefore, a walk time standard is recommended. The standard has been set at a 15 minute (720 metres) walk time to local Parks and Gardens. Whilst the third quartile (ie. 75% of respondents) identified a preferred walk time of 10 minutes. The average response time is 11 minutes. The access to this typology also has to consider, access to amenity space at the lower level of the green space hierarchy. Respondents to amenity space also identified a 10 minute expected access time (see chapter 5). Setting the standard at 15 minutes provides a more realistic target and ensures a strategic distribution of the larger spaces with a greater range of facilities. This will enable a focus on the delivery of higher quality facilities, rather than a proliferation of smaller and poorly equipped parks. Appropriate access to parks and gardens will be instrumental in the delivery of targets to increase physical activity and healthy lifestyles. The standard recommended should be considered a minimum standard.
Applying the standards

4.36 The application of the recommended quantity, quality and accessibility standards is essential in understanding the existing distribution of parks and identifying areas where provision is insufficient to meet local need. Whilst it is important to consider the application of each standard in isolation, in reality they should be considered in the context of each other.

4.37 The application of the local quantity standard for each area is set out in Table 4.5. This assumes that only the population will increase, but the Parks and Gardens provision remains constant. The table illustrates the application of the standard against the current provision, and the likely implications of each of the three projected growth scenarios. The minus figures show the shortfall in hectares between what the forecast population would require when applying a standard of 1 hectares per 1,000 population. For example, the East Inner area is currently some 31 hectares in deficiency. This deficiency increases to 43, 52 or 48 hectares depending on the growth scenario.

Table 4.5 Application of Quantity Standard based on Existing Parks and Gardens provision (excluding city parks) to Show Deficits and Surplus by Analysis Area

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Current balanced against local standard (1 hectares per 1000 population)</th>
<th>Future balanced against local standard - Scenario A (1 hectares per 1000 population)</th>
<th>Future balanced against local standard - Scenario B (1 hectares per 1000 population)</th>
<th>Future balanced against local standard – Scenario C (1 hectares per 1000 population)</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>-30.57</td>
<td>-43.64</td>
<td>-52.11</td>
<td>-48.12</td>
</tr>
<tr>
<td>East Outer</td>
<td>-15.76</td>
<td>-44.10</td>
<td>-55.28</td>
<td>-34.36</td>
</tr>
<tr>
<td>North East Inner</td>
<td>-14.17</td>
<td>-15.79</td>
<td>-18.61</td>
<td>-29.61</td>
</tr>
<tr>
<td>North East Outer</td>
<td>-36.08</td>
<td>-38.35</td>
<td>-41.11</td>
<td>-49.65</td>
</tr>
<tr>
<td>North West Inner</td>
<td>-16.55</td>
<td>-19.82</td>
<td>-28.18</td>
<td>-39.66</td>
</tr>
<tr>
<td>North West Outer</td>
<td>31.51</td>
<td>23.87</td>
<td>17.53</td>
<td>12.49</td>
</tr>
<tr>
<td>South Inner</td>
<td>15.02</td>
<td>-4.65</td>
<td>-28.96</td>
<td>-1.25</td>
</tr>
<tr>
<td>South Outer</td>
<td>17.78</td>
<td>11.79</td>
<td>0.60</td>
<td>-1.95</td>
</tr>
<tr>
<td>West Inner</td>
<td>44.08</td>
<td>42.43</td>
<td>39.20</td>
<td>33.13</td>
</tr>
<tr>
<td>West Outer</td>
<td>8.72</td>
<td>5.02</td>
<td>1.16</td>
<td>-6.76</td>
</tr>
<tr>
<td>Leeds</td>
<td>3.97</td>
<td>-83.26</td>
<td>-165.77</td>
<td>-165.75</td>
</tr>
</tbody>
</table>
4.38 As can be seen in Table 4.5:

- Overall there is adequate provision of parks and gardens to meet current demand. In the event of any of the three population growth scenarios, the existing provision will become insufficient;
- if the population is to increase as projected in scenarios A and B, the application of the quantity standard indicates that there will be a shortfall of 83.26 hectares by 2026 using scenario A, or 165.77 hectares using scenario B;
- based on the application of the quantity standard, the East Outer, North East Inner and South Inner have sufficient provision to meet current and future demand, however, this is primarily a reflection of the location of the larger city parks;
- the greatest expected future shortfall is found within the North East Outer area, where a shortfall of 83 hectares is anticipated by 2026 (Scenario A);
- in light of the wide catchment of parks and gardens, quantitative deficiencies are of limited significance unless the deficiency is sufficiently large to justify the development of a new park; which appears justified under the majority of the areas and scenarios put forward;
- the application of the local accessibility standards for parks and gardens is set out overleaf in Plan 4.1. Consideration is given to the interrelationship between parks and amenity green spaces in Plan 4.2.

4.39 Analysis using GIS reveals that 86% of households in Leeds currently have access to a Park and Garden within a 15 minute walk of their home. The average distance travelled by a Leeds household, to the nearest Park or Garden site is 426 meters as a straight line distance. Assuming a 40% allowance for having to follow the road layout, this calculates to a probable walk distance of 596 metres.

4.40 Plan 4.1 applies the 15 minute walk time catchment to parks and garden sites and city parks. The plan illustrates that the vast majority of populated areas of the city have excellent access to this type of provision. The most obvious gaps in provision are large industrial areas or unpopulated rural locations.

4.41 In order to maximise the benefit of new parks, any new facilities should be targeted in locations that are currently lacking in provision where there is no overlap with the catchment of existing parks. While across the city there is currently sufficient provision to meet the needs of residents in quantitative terms, population growth will mean that in certain areas additional provision will be required over the LDF period. It is, therefore, imperative to plan for new green space in parallel with future housing growth in the Core Strategy and future site allocations development plan document.
Plan 4.1 Access to Parks & Gardens and City Parks (15 minutes walk time)
4.42 For the purposes of this assessment, all Parks and Garden sites have a 15 minute walk time catchment. However, some sites (City Parks) draw residents from outside the Leeds authority boundary. It is important that all residents have access to a site within a 15 minute walk time, as well as facilitating access by sustainable modes of transport to larger sites. This should ensure that parks are located on public transport routes as well as maximising green links between sites.

4.43 While the strategy should focus on improving the quality of key sites, if the overall aim of ensuring that the majority of residents are within 15 minutes of a quality park is to be achieved, qualitative improvements will be required at sites across the city, as well as new provision in key areas of deficiency, as the population grows.

4.44 As discussed later in chapter 5, where parks are provided within a 10 minute catchment (the recommended distance threshold for amenity green space as proposed in chapter 5) this may negate the need for further provision of amenity green space as a higher order facility, such as parks, provide a greater range of formal facilities than amenity space.

4.45 The presence of amenity green space in areas deficient of parks provides an opportunity to formalise these spaces to better meet the needs of local residents. Plan 4.1 can be used to illustrate the location of accessibility deficiencies ie. those areas falling outside the 15 minutes walk time catchments, and the availability and location of amenity green space. Further detailed assessment will be required to ascertain if specific amenity spaces in areas of identified deficiency are capable of appropriate enhancement to allow the transformation from amenity space to park.
Plan 4.2 Access to Parks and Gardens (15 minute walk time) and Amenity Space (10 minute walk time)
4.46 Appendix D includes a series of ten plans which present each of the analysis areas at a detailed, larger scale. This permits more detailed examination of the gaps in provision and identifies which amenity green spaces could be considered for enhancement. Using these accessibility plans, it is possible to identify the following residential neighbourhoods and communities as locations where households do not have 15 minute walk time access to a park or garden.

Table 4.6 Communities in Accessibility Standard Deficit to Parks or Gardens by Analysis Area

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Neighbourhood / Community in Accessibility Deficit</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner (Appendix D.1)</td>
<td>Parts of Fearnville and Gipton to the south of Easterly Road</td>
</tr>
<tr>
<td>East Outer (Appendix D.2)</td>
<td>Swillington, East Kippax, Old Micklefield, parts of Great Preston and Allerton Bywater and the smaller villages of Ledston, Ledsham, Lower Mickeltown and Methley Junction.</td>
</tr>
<tr>
<td>North East Inner (Appendix D.3)</td>
<td>Carr Manor, Moortown</td>
</tr>
<tr>
<td>North East Outer (Appendix D.4)</td>
<td>Northern Alwoodley, Slaid Hill, Shadwell, Scholes, Scaracroft and the smaller settlements of Thorner, Aberford, East Keswick, Harewood, Barsdsey, Collingham, Linton, Thorp Arch and Walton.</td>
</tr>
<tr>
<td>North West Inner (Appendix D.5)</td>
<td>A small area of Ireland Wood and central Headingley.</td>
</tr>
<tr>
<td>North West Outer (Appendix D.6)</td>
<td>Bramhope, North Horsforth around The Brownberries and the smaller settlement of Arthington</td>
</tr>
<tr>
<td>South Inner (Appendix D.7)</td>
<td>Leeds City Centre</td>
</tr>
<tr>
<td>South Outer (Appendix D.8)</td>
<td>Hill Top and Haigh Moor area of West Ardsley</td>
</tr>
<tr>
<td>West Inner (Appendix D.9)</td>
<td>The Poplars area of Armley</td>
</tr>
<tr>
<td>West Outer (Appendix D.10)</td>
<td>Gamble Hill, Wortley</td>
</tr>
</tbody>
</table>

4.47 In considering the identification of specific amenity sites for transformational enhancement, it is essential that the following factors are considered:

- Level of accessibility deficit eg. 16 minutes (minor deficit just outside the accessibility standard) or 26 minutes (substantial deficiency). A minor deficit is unlikely to justify the level of investment required;
- number of affected households / residents;
- quantity of provision in the immediate area;
- potential of amenity spaces to undergo enhancement and transformation, some sites are steeply sloping or riparian zones and, therefore, incapable of appropriate enhancement;
• capacity of amenity spaces to accommodate formal park equipment, as not all communities and residents would consider this type of formal provision as an enhancement;
• historical function of the site as green space;

4.48 The majority of the areas identified at paragraph 4.46 for further assessment to tackle existing accessibility deficits are small settlements in rural locations. Whilst this study did not present a dual standard for urban and rural locations, the application of the parks standards in rural locations is an important consideration. In many areas there is insufficient population to justify the provision of a park. Historically, some Parish Councils have tackled this issue by providing formal park facilities on a number of small sites. Some sites being so small that the facility is the entire site, such as the play area adjacent to the river in Aberford.

4.49 In these locations, where there is no alternative amenity green space for enhancement, new residential development may represent the most realistic opportunity of creating park provision.

Summary

4.50 Parks and gardens are particularly valuable to local residents. Parks are one of the most frequently used open spaces in Leeds. They are used by residents of all ages and all sectors of the local community. The wide range of facilities available at this type of open space is seen as particularly important and perceived to provide a wide range of recreational opportunities for residents.

4.51 The wider benefits of parks are extensive. The role of parks and gardens in meeting targets to increase levels of physical activity and improve health should not be underestimated.

4.52 The quality of parks and gardens is of particular importance to local residents. Respondents highlighted that the functionality of sites, along with the maintenance and perception of safety is of particular importance.

4.53 There is currently sufficient provision of parks across the city. However, distribution is not equal. Application of quantity standards suggests that currently, citywide quantity of provision is sufficient to meet demand, although population growth will see demand increase and new provision will be required to meet this additional need.

4.54 Whilst the strategy should focus on improving the quality of key sites, if the overall aim of ensuring that the majority of residents are within 15 minutes of a quality park is to be achieved, qualitative improvements will be required at sites across the city, as well as new provision in some areas of acute deficiency.
4.55 It is, therefore, recommended that the key priorities for the future provision of Parks and Gardens to be addressed through the Leeds Development Framework (LDF) and / or other delivery mechanisms, are:

- Ensure that the LDF contains policies that protect parks from development;
- if the LDF proposes a strategy of accommodating significant levels of population growth, plan for provision of large new parks and gardens (as per the proposed standards) in association with urban extensions;
- in allocating new development sites in locations which fail to meet the proposed standards, consider how the development can improve access and increase provision to parks;
- prepare a strategic programme of qualitative improvements across the city;
- maximise the role of parks to increase participation in health and physical activity across the city;
- facilitate access to parks through the development of public transport links to parks and the creation of green linkages, from areas of lower provision.
Chapter 5 - Amenity Green Space

Introduction and definition

5.1 Amenity green spaces are most commonly found in residential areas and function as informal recreation areas, green space in and around housing estates and village greens. Amenity green space is usually publicly accessible and serves the immediate local community providing a space for children’s informal play, jogging and dog walking. Amenity space can also act as a buffer, reducing the noise from a busy road or providing shelter from prevailing winds. Amenity areas should always be highly accessible and, therefore, very close to where people live or work.

5.2 This assessment records amenity sites over 0.2 hectares. However, amenity sites under 0.2 hectares should also be recognised for providing an important function to the local community, often providing small spaces of greenery for visual amenity, improving biodiversity and informal play space.

Strategic Context

5.3 Leeds Unitary Development Plan (Review 2006)
The Leeds Unitary Development Plan (UDP) provides the existing local planning policy framework for development across Leeds. The key policies relevant to amenity green space are:

- SP1 and 2, protect and enhance green space provision and the countryside;
- Policy N1 protects existing green space;
- Policy N2 sets out the green space hierarchy;
  - Local amenity Space 0.2 hectares per 50 dwellings
  - Local recreational areas 2.8 hectares within 400m
  - Neighbourhood/district park 12 hectares within 800m
  - Major City Parks support for additional provision where needed
- Policy N3 prioritises increasing the provision of green space in priority residential areas;
- Policy N4 requires new residential development to deliver green space provision in regard to the green space hierarchy policy N2;
- Policy N5 establishes the council’s intention to improve quantity and quality of green space either on its own or in partnership where appropriate.

Consultation – Assessing Local Need

5.4 Consultation undertaken as part of the PPG17 study identified that most people are generally satisfied with the current quantity and quality of amenity areas. However, some comments suggest particular problems with amenity space, i.e. that there is not enough green space within housing estates, most of it is not suitable for play, areas suffer from graffiti and litter and that more places are needed for children to play. Points made as part of the needs assessment are as follows:
The majority of people surveyed felt that the quality of amenity areas were either ‘adequate’ or ‘good/very good’; problems identified relating to the quality of the site were often regarding litter, graffiti or dog fouling; the provision of toilets and litter bins are felt to be important in providing good quality amenity space; the majority of people would expect to walk 10 minutes to an amenity space; stakeholders were concerned that much of the spaces are small, serve little or no function and often have evidence of vandalism, which, influenced their quality. They also identify the potential for amenity spaces to provide improved provision for children and young people; 29% of children and young people surveyed said that the amenity areas located close to their home was their favourite place to play.

Current Provision Quantity

Current amenity green space provision within the Leeds district covers 355.83 hectares over 370 sites, ranging in size from 0.2 hectares to 10.93 hectares. The table below shows the provision and distribution of amenity green space, as a primary function, throughout the Leeds district.

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Population all ages 2008 mid year estimate</th>
<th>Number of Sites</th>
<th>Amenity Area Ha</th>
<th>Amenity Ha per 1,000 pop</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>80,578</td>
<td>66</td>
<td>62.65</td>
<td>0.78</td>
</tr>
<tr>
<td>East Outer</td>
<td>85,392</td>
<td>38</td>
<td>35.72</td>
<td>0.42</td>
</tr>
<tr>
<td>North East Inner</td>
<td>70,909</td>
<td>25</td>
<td>51.57</td>
<td>0.73</td>
</tr>
<tr>
<td>North East Outer</td>
<td>62,281</td>
<td>36</td>
<td>27.73</td>
<td>0.45</td>
</tr>
<tr>
<td>North West Inner</td>
<td>106,127</td>
<td>35</td>
<td>30.58</td>
<td>0.29</td>
</tr>
<tr>
<td>North West Outer</td>
<td>87,305</td>
<td>32</td>
<td>30.84</td>
<td>0.35</td>
</tr>
<tr>
<td>South Inner</td>
<td>74,683</td>
<td>39</td>
<td>31.44</td>
<td>0.42</td>
</tr>
<tr>
<td>South Outer</td>
<td>90,587</td>
<td>40</td>
<td>38.15</td>
<td>0.42</td>
</tr>
<tr>
<td>West Inner</td>
<td>50,297</td>
<td>27</td>
<td>17.61</td>
<td>0.35</td>
</tr>
<tr>
<td>West Outer</td>
<td>71,097</td>
<td>32</td>
<td>29.54</td>
<td>0.42</td>
</tr>
<tr>
<td>Leeds</td>
<td>779,256</td>
<td>370</td>
<td>355.83</td>
<td>0.46</td>
</tr>
</tbody>
</table>

The East Inner area has the largest amount of amenity green space with 62.65 hectares and the most sites (66). The West Inner area has the lowest amount of amenity green space with 17.61 hectares from 27 sites. Over 30% of the total amenity green space is in the East Inner and North East Inner areas, resulting in the largest ratio of amenity green space per 1,000 population with 0.78 hectares and 0.73 hectares per 1,000 population respectively. These areas are the only areas to be above the Leeds average.

The majority (almost 90%) of amenity green space sites are small sites of less than 2 hectares. The 38 sites above 2 hectares are relatively well distributed.
around the district and are between 2.02 hectares and 10.93 hectares. However, these larger sites account for 42.6% of the total area of amenity green space.

5.8 35% of household and 51% of on street respondents surveyed, stated that the amount of amenity green space was ‘about right’. Only 15% of on street respondents considered there was ‘not enough’ amenity green space. This doubled to 31% for household respondents. Considering both survey results, would indicate adequate overall provision, although local deficiencies are perceived by household respondents.
Plan 5.1 Location of Amenity Space
5.9 Plan 5.1 demonstrates the distribution of all amenity sites within Leeds. A high concentration of amenity green spaces are located in the North and East main urban areas. Clear deficiencies can be identified to the North East and South East of the main urban area.

5.10 Existing green space provision is set out in Table 5.2 below. The table illustrates the current provision against each of the three projected growth scenarios.

Table 5.2 Provision of Amenity Green Space per 1000 Population based on Three Population Growth Scenarios by Analysis Area.

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Amenity Area Ha</th>
<th>Current provision per 1,000 population</th>
<th>Scenario A per 1,000 population (2026)</th>
<th>Scenario B per 1,000 population (2026)</th>
<th>Scenario C per 1,000 population (2026)</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>62.65</td>
<td>0.78</td>
<td>0.67</td>
<td>0.61</td>
<td>0.64</td>
</tr>
<tr>
<td>East Outer</td>
<td>35.72</td>
<td>0.42</td>
<td>0.31</td>
<td>0.29</td>
<td>0.34</td>
</tr>
<tr>
<td>North East Inner</td>
<td>51.57</td>
<td>0.73</td>
<td>0.71</td>
<td>0.68</td>
<td>0.60</td>
</tr>
<tr>
<td>North East Outer</td>
<td>27.73</td>
<td>0.45</td>
<td>0.43</td>
<td>0.41</td>
<td>0.37</td>
</tr>
<tr>
<td>North West Inner</td>
<td>30.58</td>
<td>0.29</td>
<td>0.28</td>
<td>0.26</td>
<td>0.24</td>
</tr>
<tr>
<td>North West Outer</td>
<td>30.84</td>
<td>0.35</td>
<td>0.32</td>
<td>0.30</td>
<td>0.29</td>
</tr>
<tr>
<td>South Inner</td>
<td>31.44</td>
<td>0.42</td>
<td>0.33</td>
<td>0.26</td>
<td>0.35</td>
</tr>
<tr>
<td>South Outer</td>
<td>38.15</td>
<td>0.42</td>
<td>0.39</td>
<td>0.35</td>
<td>0.35</td>
</tr>
<tr>
<td>West Inner</td>
<td>17.61</td>
<td>0.35</td>
<td>0.34</td>
<td>0.32</td>
<td>0.29</td>
</tr>
<tr>
<td>West Outer</td>
<td>29.54</td>
<td>0.42</td>
<td>0.39</td>
<td>0.38</td>
<td>0.34</td>
</tr>
<tr>
<td>Leeds</td>
<td>355.83</td>
<td>0.46</td>
<td>0.41</td>
<td>0.37</td>
<td>0.37</td>
</tr>
</tbody>
</table>

Explanatory note:
Scenario A – Strategic Housing Market Assessment (SHMA) based on initial employment led population projection data which realigned population levels from 2001 to 2010 with locally derived data sources and projected growth based on employment projections. Distribution of future population across the city is aligned with housing units identified through the Strategic Housing Land Availability Assessment (SHLAA) and application of selected planning policy constraints identified in the Core Strategy Preferred Approach. Average household size is derived from the SHMA assumptions.
Scenario B – Strategic Housing Market Assessment based on ONS population estimates 2001 to 2010 and ONS projections to 2026. Distribution of future population aligned with housing units identified through the SHLAA with limited planning policy constraints applied to site selection.
Scenario C – 22% increase in population of 169,700 between 2008 and 2026 using ONS population projections evenly distributed between the analysis areas.

5.11 Table 5.2 above demonstrates that future provision would reduce to 0.37 hectares per 1,000 population if higher population growth occurs.
Setting the Standard - Quantity

5.12 The current standard for amenity green space is 0.2 hectares per 50 dwellings as set out in Policy N2 of the Leeds UDP, or approximately 1.6 hectares per 1,000 population. Currently, city wide provision is 0.46 hectares per 1,000 population. This figure is almost two thirds lower than the standard in the UDP, however, the residents which responded to the needs assessment felt that current provision was about right.

5.13 The recommended local quantity standard is 0.45 hectares of amenity green space per 1,000 population. This figure is rounded down from the existing city wide provision figure of 0.46 hectares per 1,000 population, recognising the disproportionate amount of amenity green space in the East Inner and the North East Inner analysis areas.

Existing level of provision = 0.46 Hectares per 1,000 population
Proposed level of provision = 0.45 Hectares per 1,000 population

Current provision Quality

5.14 Table 5.3 examines the quality of amenity green space in the Leeds district. The scores ranged from 0 (Kilburn Road, Wortley) to 9.5 (Jubilee Gardens, Wetherby). The poorer sites are often not maintained, not fit for use, have evidence of fly tipping, have issues regarding dog fouling and some sites are poorly managed and have allowed encroachment. The amenity space sites with higher scores are well maintained and have a variety of planting in comparison to the poor sites.

5.15 The needs assessment identified conflicting views regarding the quality of amenity space. The majority of residents surveyed (over 60%) felt that the quality was very good/good or average, whilst stakeholders identified quality as a key issue for amenity sites raising concerns over the evidence of vandalism on site and existing poor layout.
Table 5.3 Quality of Amenity Green Space by Analysis Area

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Average Quality Score</th>
<th>Range of Scores</th>
<th>Lowest Quality Site</th>
<th>Highest Quality Site</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>4.96</td>
<td>1-8.25</td>
<td>Neville Public Open Space</td>
<td>York Road Bridle Path</td>
</tr>
<tr>
<td>East Outer</td>
<td>5.12</td>
<td>1.18-7.81</td>
<td>Halton Moor Public House</td>
<td>Millennium Village Flood Area</td>
</tr>
<tr>
<td>North East Inner</td>
<td>5.38</td>
<td>1.63-7.38</td>
<td>Church Avenue Green space</td>
<td>Brackenwood Community Centre</td>
</tr>
<tr>
<td>North East Outer</td>
<td>4.71</td>
<td>1-9.5</td>
<td>Boundary Farm Road, Deanswood</td>
<td>Jubilee Gardens</td>
</tr>
<tr>
<td>North West Inner</td>
<td>5.34</td>
<td>2.5-8.45</td>
<td>Woodhouse Lane Green space</td>
<td>Woodside Road (Leeds Uni)</td>
</tr>
<tr>
<td>North West Outer</td>
<td>5.91</td>
<td>2.37-7.84</td>
<td>High Royds Hospital 3</td>
<td>Union Court</td>
</tr>
<tr>
<td>South Inner</td>
<td>5.32</td>
<td>2.38-8.61</td>
<td>Queen Square</td>
<td>Merrion Gardens</td>
</tr>
<tr>
<td>South Outer</td>
<td>5.01</td>
<td>2.38-8.38</td>
<td>Granny Place</td>
<td>Carlton Green</td>
</tr>
<tr>
<td>West Inner</td>
<td>4.68</td>
<td>1-7.27</td>
<td>Cockshott Drive</td>
<td>St Marys Park Crescent</td>
</tr>
<tr>
<td>West Outer</td>
<td>4.19</td>
<td>0-7.69</td>
<td>Kilburn Road</td>
<td>Claremont Grove</td>
</tr>
<tr>
<td>Leeds</td>
<td>5.05</td>
<td>0-9.5</td>
<td>Kilburn Road</td>
<td>Jubilee Gardens</td>
</tr>
</tbody>
</table>

5.16 As shown in the table 5.3 above, the district wide average was 5.05 and all areas scored below the 7 points which would be needed to establish a ‘good’ score. 13% (41 out of 371) of amenity green space sites scored a 7 or above.

Setting the Standard – Quality

5.17 The Green Flag award is assessed in two key ways, firstly by reviewing a site management plan, and secondly a field assessment based primarily on observation during a site visit. Each category is given a score out of 10, with a maximum of 30 points for the desk assessment and 70 points for the field assessment. To achieve the standard, a minimum of 15 on the desk assessment and 42 on the field assessment is needed, however, an award can only be given if the overall score is greater than 65.

5.18 The council’s Parks and Countryside Service operate a rolling programme of assessing 150 of the city’s most popular parks and green spaces against an amended Green Flag standard. This exercise is known as Leeds Quality Parks (LQP) and assesses 50 sites every year, or 150 sites over 3 years.

5.19 In assessing sites for LQP, the Green Flag desk assessment is not carried out as most sites do not have a management plan. Thus, only the field based assessment is conducted, and as explained above, the score required
to reach the standard is in effect 48. On average, each category must, therefore, achieve 7 out of 10 to reach the standard, although there is no minimum score for each category.

5.20 As the PPG17 audit considered on-site quality using a field based assessment, the proposal is that the Green Flag quality standard, for the field assessment, is extended to all the green space that can be considered as Parks and Gardens. To account for the absence of the desk assessment and retain the disproportionate Green Flag emphasis on an overall pass mark, it is proposed to set the quality standard at 7 out of 10, or 70%. This is consistent with the council’s existing LQP standard.

5.21 As the audit criteria were assessed on a range of 0 to 10, then the standard to achieve is an average of 7 (ie. 70% of 10) for all applicable criteria.

Existing Quality average = 5.05  
Proposed Quality Standard = 7 out of 10 (70%)

Current Provision Accessibility

5.22 70% of the Leeds population are within a 10 minute walk time (480 meters) of an amenity green space. Leeds households are on average 414m away from a piece of amenity green space over 0.2 hectares.

5.23 The map below shows amenity sites with 480 meters buffer to demonstrate a 10 minute walk time. Over 70% of residents surveyed as part of the Needs Assessment expect to walk to an amenity space and the 75th percentile expect to walk for 10 minutes.

5.24 Access to amenity green space should also be viewed in conjunction with the parks and gardens typology as these higher level multi-function spaces can also perform the basic function of amenity space. This is shown in Plan 4.2 Access to Parks and Gardens and Amenity Space, in Chapter 4 Parks and Gardens.
Plan 5.2 Access to Amenity Space (10 minute walk time)
Setting the Standards – Accessibility

5.25 The majority of respondents expect to walk 10 minutes to an amenity green space. 70% of the Leeds population live within 480 meters (equivalent to a 10 minute walk time) from their nearest amenity area.

5.26 The recommended local accessibility standard is an amenity site within 480 meters (10 minute walk time).

Recommended Accessibility Standard

10 minute walk time

Applying the standards of quantity, quality and accessibility

5.27 The application of the recommended quantity, quality and accessibility standards are essential to understand the existing distribution of amenity green space and identify areas of deficiency and surplus. Whilst it is useful to consider the application of the standards for amenity space in isolation, in reality they should be considered in the context of other types of green space.

5.28 The application of the local quantity standard is set out in Table 5.4, illustrates the application of the standard against the current provision, and the likely implications of the three projected growth scenarios.
Table 5.4 Application of Quantity Standard for Amenity Space to Show Deficits and Surplus by Analysis Areas

<table>
<thead>
<tr>
<th>Analysis Areas</th>
<th>Current balanced against local standard (0.45 hectares per 1,000 population)</th>
<th>Future balanced against local standard - Scenario A</th>
<th>Future balanced against local standard - Scenario B</th>
<th>Future balanced against local standard – Scenario C</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>26.39</td>
<td>20.51</td>
<td>16.70</td>
<td>18.49</td>
</tr>
<tr>
<td>East Outer</td>
<td>-2.71</td>
<td>-15.46</td>
<td>-20.49</td>
<td>-11.08</td>
</tr>
<tr>
<td>North East Inner</td>
<td>19.66</td>
<td>18.93</td>
<td>17.66</td>
<td>12.71</td>
</tr>
<tr>
<td>North East Outer</td>
<td>-0.3</td>
<td>-1.32</td>
<td>-2.56</td>
<td>-6.40</td>
</tr>
<tr>
<td>North West Inner</td>
<td>-17.18</td>
<td>-18.65</td>
<td>-22.41</td>
<td>-27.58</td>
</tr>
<tr>
<td>North West Outer</td>
<td>-8.45</td>
<td>-11.88</td>
<td>-14.74</td>
<td>-17.00</td>
</tr>
<tr>
<td>South Inner</td>
<td>-2.17</td>
<td>-11.02</td>
<td>-21.96</td>
<td>-9.49</td>
</tr>
<tr>
<td>South Outer</td>
<td>-2.61</td>
<td>-5.31</td>
<td>-10.35</td>
<td>-11.49</td>
</tr>
<tr>
<td>West Inner</td>
<td>-5.02</td>
<td>-5.77</td>
<td>-7.22</td>
<td>-9.95</td>
</tr>
<tr>
<td>West Outer</td>
<td>-2.45</td>
<td>-4.12</td>
<td>-5.86</td>
<td>-9.42</td>
</tr>
<tr>
<td>Leeds</td>
<td>5.16</td>
<td>-34.09</td>
<td>-71.22</td>
<td>-71.21</td>
</tr>
</tbody>
</table>

Explanatory note:

Scenario A – Strategic Housing Market Assessment (SHMA) based on initial employment led population projection data which realigned population levels from 2001 to 2010 with locally derived data sources and projected growth based on employment projections. Distribution of future population across the city is aligned with housing units identified through the Strategic Housing Land Availability Assessment (SHLAA) and application of selected planning policy constraints identified in the Core Strategy Preferred Approach. Average household size is derived from the SHMA assumptions.

Scenario B – Strategic Housing Market Assessment based on ONS population estimates 2001 to 2010 and ONS projections to 2026. Distribution of future population aligned with housing units identified through the SHLAA with limited planning policy constraints applied to site selection.

Scenario C – 22% increase in population of 169,700 between 2008 and 2026 using ONS population projections evenly distributed between the analysis areas.

5.29 Table 5.4 reveals the following issues:

- Based on the application of the proposed quantity standard there is insufficient provision of amenity space in Leeds to meet current and future demand;
- the two areas in surplus at present (East Inner and North East Inner) continue to be in surplus for any of the population growth scenarios;
- North West Inner has the largest deficit (17.2 hectares) which could increase up to a further 10 hectares depending on the growth scenario.
Summary

5.30 Amenity green spaces are used by a large proportion of the population especially children, a third of whom recognise it as their favourite place to play.

5.31 The key issues emerging from the analysis for amenity green space are as follows:

- East Inner and the North East Inner analysis areas have a surplus of amenity space. However, all other areas of Leeds have a shortfall with North West Inner and Outer areas show the greatest deficit of amenity green space.
- Any sites considered surplus within these areas require further assessment to investigate their appropriateness in meeting deficiencies in other green space typologies. If they cannot satisfactorily meet other green space needs then their development potential should be investigated.
- Amenity space serves a limited function, but in areas deficient in other types there may be potential to diversify it for other green space purposes.
- Amenity green spaces are used by a large proportion of the population especially children, a third of whom recognise it as their favourite place to play so these spaces will need to be protected through the LDF.
- Amenity green space produced a wide range of scores from the quality assessment, with 13% of all amenity sites assessed as at least 7 out of 10, further improvements are still required at valued amenity sites particularly within areas of deficiency.
Chapter 6 Equipped Play Provision for Children and Young People

Introduction and definition

‘We need to work together to make Leeds a child friendly and play friendly city, where children and young people can enjoy life through play, sports and arts.’ (Building brighter futures in Leeds, Children and Young People Plan 2009-2014)

6.1 Green space for children’s play is an important part of any green space strategy. The provision of play areas help the social development of children and the promotion of healthy living.

Strategic Context

The Children’s Act (2004)

6.2 The Children’s Act (2004) set out the proposals to reform children’s services with a duty on Local Authorities to improve children’s well-being. The programme for change was laid down in Every Child Matters: Change for Children, and sets out the proposed actions at both the local and national level. The Every Child Matters agenda identifies five universal ambitions for every child and young person, of being healthy, staying safe, enjoying and achieving, making a positive contribution, and achieving economic well-being.

6.3 The provision of green space helps to achieve these ambitions by providing play spaces that are stimulating, encourage social interaction and provide opportunities for exercise and education.

Leeds Play Strategy (2007)

6.4 Leeds Play Strategy (2007), Playing our Part: Creating the Play Friendly City embraces the Every Child Matters agenda and sets the strategy of providing play at the local level. It seeks to establish a network of small, easily accessible neighbourhood play spaces aimed at middle years, and younger children in particular, that will provide flexible environmental and physical play opportunities in places that have ‘informal oversight’, are close to their own homes, and which do not require the crossing of busy roads to reach them. It seeks to establish a network of small, easily accessible neighbourhood ‘youth zones’ that are aimed at older children and young people in particular.

6.5 It also proposes a network of larger playgrounds that cater for children and young people of all ages in separate ‘zoned’ spaces, which support the smaller neighbourhood play spaces and youth zones. These playgrounds will provide a wide range of environmental and physical play opportunities including space for ball games, wheeled play, landscaping and planting to play in / with, and sheltered communal seating places to sit and talk.

Building brighter futures in Leeds, Children and Young People Plan 2009-2014,

6.6 Building brighter futures in Leeds, Children and Young People Plan 2009-2014, encompasses all the needs of children as set out in Every Child
Matters: Change for Children, within which children had said that the council needs to improve the quality of existing activities for children and young people.

6.7 One of the visions of this plan is that by 2014, all children are able to access local and high quality play opportunities. This is actioned through the promotion of play through the Leeds Play Strategy and the Play ‘Builder’ funding for 22 new play sites and wider projects. Half of the play sites have been developed, however, due to the Government’s current review of all funding streams there is uncertainty about the remaining 11 being developed.

National Standards

6.8 Within PPG17, green space for children and teenagers/young people is defined as ‘play areas, skateboard parks, outdoor basketball hoops, and other more informal areas (e.g. ‘hanging out’ areas, teenage shelters)’. This study defines green space for children and young persons as equipped play areas, multi use games areas, skate parks and teenage shelters.

6.9 Areas of open green space are acknowledged as play areas as they provide for more informal and spontaneous play (i.e. kicking a ball about, meeting friends, etc) and this type of green space is considered under the amenity green space chapter.

Fields in Trust

6.10 Fields in Trust (FiT) (formally National Playing Fields Association) is a charity, which was set up in 1925 to ensure that people have access to outdoor recreational activity within a reasonable distance of their home. Their current standard recommends 0.8 hectares per 1,000 population for children’s playing space, which includes fixed equipped play areas, causal or informal playing space within housing areas. Of this 0.25 hectares is recommended as a designated playing space i.e. with play equipment, and 0.55 hectares as informal play space.

6.11 The standard is then broken down further to take into consideration the different categories of play.

6.12 Local Area Play (LAP) are local spaces for play and informal recreation for children aged 4-6 years old. These should be located within 100 metres walking distance (60 metres in a straight line) of households and are recommended to be provided at a rate of 0.25 hectares per 1,000 population.

6.13 Local Equipped Areas for Play (LEAPs) for children aged 5 years old and above. These are larger areas for play and are usually characterised by play equipment. These should be located within 400 metres (240 metres in a straight line) of households.

6.14 Neighbourhood Equipped Areas for Play (NEAPs) are the top tier of areas for play recommended by FiT. These are play and recreation areas for children and young people aged 8 years old and above. They should be located within
1,000 metres (600 metres in a straight line) of households. Only this top tier considers the needs of young people.

6.15 Whilst this chapter does not consider the size of a play area it does consider the age range which each facility caters for and this is explained in the paragraph below on existing quantity.

**Leeds Unitary Development Plan Review 2006**

6.16 The Leeds Unitary Development Plan Review (LUDPR) 2006, sets out the current standards in policy N2. Part 1 of policy N2 refers to local amenity space which is designed for immediate local needs, including formal children’s play areas and informal amenity space within or adjacent to housing. This is provided at a rate of 0.2 hectares per 50 dwellings. This equates to 0.9 hectares for children’s play per 1,000 population. This rate is based on the provision of new housing.

6.17 The standard is broken down from 0.9 hectares per 1,000 population into 0.32 hectares of formal fixed equipped play space and 0.6 hectares for amenity/informal buffer area surrounding the equipped play area.

6.18 The council recognises the need for a hierarchy of play spaces. There are four types of formal equipped play space for children and teenagers/young people in Leeds. These play spaces cater for different age groups as their facilities reflect the appropriate age of the equipment.

**Children’s Equipped Play Area** – This is for toddlers and young children and consists of equipment ranging from traditional swings and slides, to zip lines and more advanced play equipment for older children. This type of equipment also caters for disabled children.

**Multi-Use Games Area (MUGA)** – This is aimed at children aged 8 years old and above. They consist of all weather courts with multiple play functions, including goal ends and basketball hoops.

**Skate Park** – This is aimed at children aged 12 years old and above and consists of a couple or a series of ramps depending on the size of the facility.

**Teen Zone** – This is aimed at teenagers/young people aged 13 years old and above and is a shelter for them to meet each other and ‘hang out’.

**Consultation - Assessing local needs**

6.19 The consultation process sought to provide a better understanding of local communities needs in terms of quality, quantity and accessibility. A city wide household survey was conducted and an on-street survey was carried out in the inner analysis areas. Further assessment of local need was carried out involving children from schools around Leeds and Leeds Youth Council. Leeds City Council employees, councillors, parish councils and key stakeholders were also consulted.

6.20 The results of the consultation process revealed the following:
Children’s equipped play provision

- 44% of households surveyed stated there is not enough equipped play provision whilst only 45% of on-street respondents stated there is enough provision;

- 40% of children and young people think that there could be more play areas whilst 36% consider there to be enough;

- 63% of East Inner, 57% of South Inner and 51% of West Inner respondents consider there is ‘not enough’ play areas for children;

- 50% of Council staff consider there is not enough play areas for children;

- 29% of household respondents and 21% of on-street respondents stated that the quality of play areas for children is very poor/poor;

- There was a split of opinion regarding the quality factors of play areas, with 29% of children stating that they are clean, safe and nice to use. 33% stated that they are sometimes unclean and 20% stated that they always have litter/rubbish on them;

- 48% of East Inner and 42% of South Inner respondents rated the quality of children’s play areas as poor/very poor;

- Key stakeholders said there is a need to improve the quality and maintenance of children’s play areas;

- The consultation carried out with children (aged 6-11 years old) indicated that they would like to see a better range of play equipment (24%) and more open space (21%);

- Children’s favourite type of green space provision is the grass near to their home (29%) and the park (28%);

- 87% of household and 86% of on-street respondents expect to be able to walk to a children’s play area.

Teenage facilities

- 67% of household respondents consider there to be ‘not enough’ teenage facilities, in particular in East Inner and Outer and North East Inner;

- Only 21% of young people stated that there are enough facilities for young people;
• 41% of young people state that there could be a greater provision of facilities;

• Key stakeholders stated that there is a lack of opportunities/diverse provision for teenagers and young people;

• 70% of Council staff consider there is not enough facilities for teenagers and young people;

• 12% of young people consider facilities to be clean, tidy and well-maintained;

• 47% of household respondents and 27% of on street respondents consider the quality of teenage facilities to be poor/very poor, in particular in East Inner and Outer. This is higher than any other type of green space;

• 72% of household respondents and 80% of on street respondents would expect to walk to a facility.

Current Provision Quantity

6.21 Table 6.1 below shows the current amount of equipped play provision for children and teenagers/young people in Leeds. The table has been split into public and private equipped play facilities. Private facilities have limited public access e.g. a school and, therefore skew the data to make it appear that public provision is greater than actually exists. For the remainder of this chapter, only facilities that are publicly available are considered.

Table 6.1 Current Level of Equipped Play Provision in Leeds

<table>
<thead>
<tr>
<th>Type of facility</th>
<th>Children's equipped play</th>
<th>MUGA</th>
<th>Skate Park</th>
<th>Teen Zone</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public</td>
<td>158</td>
<td>67</td>
<td>25</td>
<td>28</td>
</tr>
<tr>
<td>Private</td>
<td>170</td>
<td>72</td>
<td>0</td>
<td>2</td>
</tr>
</tbody>
</table>

6.22 The above table shows that the number of facilities varies significantly between the type of facility. The most common facility is children’s equipped play areas.

6.23 Plans 6.1 to 6.5 illustrate the distribution of each type of play provision for children and young people in Leeds, which are publicly accessible. These provide a visual description of the location of the sites. The data is then further analysed in a number of subsequent tables.
Plan 6.1 PPG17 Green Space Sites and Public Child Play Areas

* Public Child Play Areas

PPG17 Green Space

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THIS MAP (OR AN EXTRACT) IS AVAILABLE AT A LARGER SIZE
This map is based upon the Ordnance Survey’s Digital Data with the permission of the Ordnance survey on behalf of the Controller of Her Majesty’s Stationery Office.
All Rights Reserved. Leeds City Council ©. Licence No. - 100150687 - 2011
Plan 6.2 PPG17 Green Space Sites and Multi-Use Games Area (MUGA)
Plan 6.4 PPG17 Green Space Sites and Teen Zones
Plan 6.5 PPG17 Green Space Sites and Public Child Play Areas, Public Skate Parks, Teen Zones and Multi-Use Games Area (MUGA)
6.24 Table 6.2 below sets out the number of publicly accessible children’s equipped play areas, multi-use games areas (MUGAs), skate parks and teen zones as shown in plans 6.1 to 6.5. The facilities for children and young people have been split to show provision for each play type and consequently what is available to each age group. These figures exclude play facilities which are not publicly available. The table also provides information on the number of children (0 to 16 years old) living in each analysis area and the number of facilities per 1,000 children within each area.

Table 6.2 Provision of Public Facilities by Analysis Area

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Population of children aged 0-16 (2008 mid year estimates)</th>
<th>Children’s Equipped Play</th>
<th>MUGA</th>
<th>Skate Park</th>
<th>Teen zone</th>
<th>Total</th>
<th>Facilities per 1,000 children</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>18,800 (13.22%)</td>
<td>10</td>
<td>11</td>
<td>2</td>
<td>6</td>
<td>29</td>
<td>1.54</td>
</tr>
<tr>
<td>East Outer</td>
<td>17,043 (11.98%)</td>
<td>26</td>
<td>8</td>
<td>2</td>
<td>4</td>
<td>40</td>
<td>2.35</td>
</tr>
<tr>
<td>North East Inner</td>
<td>13,421 (9.44%)</td>
<td>11</td>
<td>5</td>
<td>2</td>
<td>1</td>
<td>19</td>
<td>1.42</td>
</tr>
<tr>
<td>North East Outer</td>
<td>11,330 (7.97%)</td>
<td>19</td>
<td>1</td>
<td>3</td>
<td>0</td>
<td>22</td>
<td>1.94</td>
</tr>
<tr>
<td>North West Inner</td>
<td>9,730 (6.84%)</td>
<td>16</td>
<td>9</td>
<td>2</td>
<td>4</td>
<td>31</td>
<td>3.19</td>
</tr>
<tr>
<td>North West Outer</td>
<td>16,301 (11.46%)</td>
<td>22</td>
<td>3</td>
<td>5</td>
<td>3</td>
<td>33</td>
<td>2.02</td>
</tr>
<tr>
<td>South Inner</td>
<td>15,259 (10.73%)</td>
<td>12</td>
<td>16</td>
<td>2</td>
<td>4</td>
<td>34</td>
<td>2.23</td>
</tr>
<tr>
<td>South Outer</td>
<td>17,157 (12.06%)</td>
<td>22</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>34</td>
<td>1.98</td>
</tr>
<tr>
<td>West Inner</td>
<td>9,883 (6.95%)</td>
<td>5</td>
<td>7</td>
<td>1</td>
<td>1</td>
<td>14</td>
<td>1.42</td>
</tr>
<tr>
<td>West Outer</td>
<td>13,234 (9.30%)</td>
<td>15</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>21</td>
<td>1.59</td>
</tr>
<tr>
<td>Leeds</td>
<td>142,158</td>
<td>158</td>
<td>67</td>
<td>25</td>
<td>28</td>
<td>277</td>
<td>1.94</td>
</tr>
</tbody>
</table>

6.25 As the table and plans show, there are contrasting areas of concentration and scarcity. However, the distribution of facilities needs to be compared to the child population of the area to make the data meaningful. East Outer has one of the largest child populations in Leeds and the second best child facility ratio, behind North West Inner, which has the lowest number of children in the city but the best child to facility ratio at 3.19 facilities per 1,000 children. The data shows that there is no direct relationship to the number of children living
in an area and the provision of children’s equipped play facilities, which reaffirms the need to set a standard to ensure that the provision of facilities reflects the number of children living in the area.

6.26 The key issues from the consultation, plans and the above table are:

- East Outer analysis area has a lot of villages, each with a play area for comparatively fewer children, which skews the data;
- On average there are 1.94 facilities per 1,000 children across Leeds;
- The data shows that North East Inner, West Inner and Outer and East Inner have a low ratio of provision of children’s play equipment compared to the other analysis areas and the Leeds average;
- Children and teenagers/young people are reluctant to use facilities because there are too many people using the same equipment;
- Children and teenagers/young people are unable to use facilities because they are too far from home;
- There is a significant difference in the provision of facilities for children and teenagers/young people within each analysis area and across Leeds;
- Barriers to use, include fear of safety and a lack of facilities.

Setting the standard – Quantity

6.27 It was evident in the consultation process that children and young people, and respondents to the household surveys, considered that there was not enough facilities for children and young people. Whilst the average number of facilities across Leeds is 1.94 per 1,000 children, the table above shows that there is no consistency in provision across the city. As such the current provision is not considered to be adequate to meet the needs of Leeds’ residents. A balanced approach needs to be sought as many equipped play areas were removed due to petitioning of the council by local residents due to vandalism and anti-social behaviour. As a result of this, Parks and Countryside are focusing on quality over quantity, and ensuring that the right facilities are placed in suitable locations.

Existing level of provision = 1.94 facilities per 1,000 children
Proposed level of provision = 2 facilities per 1,000 children

6.28 It is recommended that the number of facilities provided is based at a rate of 2 per 1,000 population. This will bring about an improvement in the provision of play facilities across Leeds without dictating what type of facility is provided. The justification for grouping the facilities together is that child demographics vary between analysis areas and the decision about what type of facilities are provided should be in consultation with the local community. This will ensure
that new provision is suitable for the children they are aimed at and in a location the community is happy with, thereby avoiding a proliferation of unused equipment that could become subject to vandalism or requests for removal.

**Quality**

6.29 The quality of the facilities for children and teenagers/young people have been assessed within the context of the green space that they are located in, for example, as a city park or local recreation area. Therefore, the data referred to in this chapter is a reflection of the quality of the area of green space as a whole, which takes into account the play facilities provided. This PPG17 study has not assessed the play equipment on their own merits. Parks and Countryside and Children’s Services are intending to conduct a separate survey, to compliment the PPG17 study, specifically designed to assess equipped play facilities.

6.30 It is important to note that in this instance, the information set out below is with reference to formal facilities, not areas of green space for informal play, which are considered in the parks and gardens and amenity green space sections.

**Multi-Use Games Areas (MUGAs)**

6.31 The table below sets out the quality scores for sites with a MUGA within the 10 analysis areas:
<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Average Quality Score for MUGAs</th>
<th>Range of Scores</th>
<th>Lowest Quality Site</th>
<th>Highest Quality Site</th>
<th>Number of sites</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>6.10</td>
<td>4.38-8.30</td>
<td>Seacroft Gardens</td>
<td>David Young Academy, Bishops Way</td>
<td>9</td>
</tr>
<tr>
<td>East Outer</td>
<td>5.93</td>
<td>3.92-7.46</td>
<td>Saville Road Recreation Ground</td>
<td>Roman Road Recreation Ground</td>
<td>8</td>
</tr>
<tr>
<td>North East Inner</td>
<td>6.07</td>
<td>5.53-6.53</td>
<td>Chapel Allerton Park</td>
<td>Stonegate Approach Recreation Ground</td>
<td>5</td>
</tr>
<tr>
<td>North East Outer</td>
<td>4.26</td>
<td>4.26</td>
<td>The Ings Wetherby</td>
<td>The Ings Wetherby</td>
<td>1</td>
</tr>
<tr>
<td>North West Inner</td>
<td>5.37</td>
<td>3.53-8.36</td>
<td>Woodhouse Moor Park</td>
<td>St. Mathias Primary School, Burley Road</td>
<td>9</td>
</tr>
<tr>
<td>North West Outer</td>
<td>5.90</td>
<td>4.53-7.33</td>
<td>Pool Recreation Ground</td>
<td>Micklefield Park, Rawdon</td>
<td>3</td>
</tr>
<tr>
<td>South Inner</td>
<td>4.74</td>
<td>1.93-7.23</td>
<td>Cranmore Recreation Ground</td>
<td>Winrose Crescent, Middleton</td>
<td>16</td>
</tr>
<tr>
<td>South Outer</td>
<td>5.30</td>
<td>2.92-7.20</td>
<td>Adwalton Moor</td>
<td>Scatcherd Park</td>
<td>5</td>
</tr>
<tr>
<td>West Inner</td>
<td>5.11</td>
<td>3.14-7.40</td>
<td>Rodley Park Recreation Ground</td>
<td>Parliament Road MUGA</td>
<td>7</td>
</tr>
<tr>
<td>West Outer</td>
<td>6.60</td>
<td>5.80-7.40</td>
<td>New Farnley Park</td>
<td>Western Flatts Cliff Park</td>
<td>2</td>
</tr>
<tr>
<td>Leeds</td>
<td>5.53</td>
<td>1.93-7.46</td>
<td>Cranmore Recreation Ground</td>
<td>St. Mathias Primary School, Burley Road</td>
<td>67</td>
</tr>
</tbody>
</table>

6.32 The key issues emerging from the consultations and data relating to the quality of MUGA facilities for children and teenagers/young people across the city include:
- The above table shows that the average score for a green space site which contains a MUGA is between 1.93 and 8.36, with the Leeds average at 5.53;
• Whilst there are some good quality sites across Leeds, a number perform poorly and require improvement;
• 23% of the children surveyed as part of the needs assessment felt that the facilities for young people are poor quality and need improvement and only 12% considered the facility to be clean, tidy and well maintained.

Children's Equipped Play

6.33 Children’s equipped play tends to cater for the younger child, predominantly toddlers. However, more recently new children’s equipped play facilities have addressed the need to provide play equipment for older children and there are now an increasing number of sites that provide a range of facilities which cater for all children under 14 years of age.

6.34 The table below sets out the quality scores for sites with children’s equipped play areas within the 10 analysis areas:
<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Average Quality Score for children’s equipped play</th>
<th>Range of Scores</th>
<th>Lowest Quality Site</th>
<th>Highest Quality Site</th>
<th>Number of sites</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>6.02</td>
<td>4.86 -6.69</td>
<td>East End Park, Richmond Hill</td>
<td>Ebors Playing Field, Rigton Drive</td>
<td>10</td>
</tr>
<tr>
<td>East Outer</td>
<td>6.00</td>
<td>2.07 -8.45</td>
<td>East Leeds Leisure Centre, Halton Moor</td>
<td>Millenium Village Playground, Allerton Bywater</td>
<td>26</td>
</tr>
<tr>
<td>North East Inner</td>
<td>5.53</td>
<td>3.83-7.46</td>
<td>Scott Hall Pitches, Scott Hall</td>
<td>Roundhay Park, Roundhay</td>
<td>11</td>
</tr>
<tr>
<td>North East Outer</td>
<td>6.02</td>
<td>3.69-8.46</td>
<td>Hallfield Lane Recreation Ground</td>
<td>Clifford Village Hall, Clifford</td>
<td>19</td>
</tr>
<tr>
<td>North West Inner</td>
<td>5.62</td>
<td>3.53-8.36</td>
<td>Woodhouse Moor Park, Woodhouse</td>
<td>St Mathias Primary School</td>
<td>16</td>
</tr>
<tr>
<td>North West Outer</td>
<td>5.90</td>
<td>3.26-8.36</td>
<td>Holt Park, Farrar Lane</td>
<td>CoE Primary School, Pool-in-Wharfdale</td>
<td>22</td>
</tr>
<tr>
<td>South Inner</td>
<td>4.92</td>
<td>3.40-7.50</td>
<td>Hunslet Lake, Hunslet</td>
<td>Two Willows Nursery Centre</td>
<td>12</td>
</tr>
<tr>
<td>South Outer</td>
<td>6.46</td>
<td>3.93-8.76</td>
<td>Drighlington Park</td>
<td>Springfield Hill Park, Hargreaves Close</td>
<td>22</td>
</tr>
<tr>
<td>West Inner</td>
<td>4.74</td>
<td>3.14-5.46</td>
<td>Rodley Park Recreation Ground, Rodley</td>
<td>Armley Park, Armley</td>
<td>5</td>
</tr>
<tr>
<td>West Outer</td>
<td>5.66</td>
<td>3.26-7.81</td>
<td>Farsley Recreation Ground</td>
<td>Adjacent to Southroyd Primary School, Pudsey</td>
<td>15</td>
</tr>
</tbody>
</table>
6.35 The key issues emerging from the consultations and data relating to the quality of children’s equipped play facilities across the city include:

- The average score for the sites which include children's equipped play facilities are between 2.07 and 8.76, with the Leeds average at 6.25;

- Only 29% of children (aged 6-11) stated that they are clean, safe and nice to use compared to 33% stating that they were sometimes unclean with litter and 20% stating that there is always litter on the site.

**Skate Parks**

6.36 Skate parks predominantly attract children from around 12 years old to older teenagers. The table below sets out the quality scores for sites with skate parks within the 10 analysis areas:
Table 6.5 Quality of Sites with a Skate Park by Analysis Area

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Skate Park Average Quality Score</th>
<th>Range of Scores</th>
<th>Lowest Quality Site</th>
<th>Highest Quality Site</th>
<th>Number of sites</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>5.20</td>
<td>4.90 - 5.50</td>
<td>Wykebeck North, Wetherby Road</td>
<td>Bow Street Recreation Ground</td>
<td>2</td>
</tr>
<tr>
<td>East Outer</td>
<td>6.63</td>
<td>6.33-6.93</td>
<td>Glebelands Recreation Ground</td>
<td>Allerton Bywater Sport Ground</td>
<td>2</td>
</tr>
<tr>
<td>North East Inner</td>
<td>6.59</td>
<td>5.73 - 7.46</td>
<td>Potternewton Park</td>
<td>Roundhay Park</td>
<td>2</td>
</tr>
<tr>
<td>North East Outer</td>
<td>5.16</td>
<td>4.26-6.53</td>
<td>The Ings Wetherby</td>
<td>Deepdale Community Centre</td>
<td>3</td>
</tr>
<tr>
<td>North West Inner</td>
<td>4.72</td>
<td>3.53-5.92</td>
<td>Woodhouse Moor Park</td>
<td>Becketts Park</td>
<td>2</td>
</tr>
<tr>
<td>North West Outer</td>
<td>6.31</td>
<td>4.53-7.33</td>
<td>Pool Recreation Ground</td>
<td>Micklefield Park, Rawdon</td>
<td>5</td>
</tr>
<tr>
<td>South Inner</td>
<td>4.84</td>
<td>4.69-5.00</td>
<td>South Leeds Sports Centre</td>
<td>Cottingley Drive</td>
<td>2</td>
</tr>
<tr>
<td>South Outer</td>
<td>6.02</td>
<td>2.92 - 7.20</td>
<td>Adwalton Moor</td>
<td>Scatcherd Springhead Park</td>
<td>4</td>
</tr>
<tr>
<td>West Inner</td>
<td>5.46</td>
<td>5.46</td>
<td>Armley Park</td>
<td>Armley Park</td>
<td>1</td>
</tr>
<tr>
<td>West Outer</td>
<td>6.46</td>
<td>5.53-7.40</td>
<td>New Wortley Recreation Ground</td>
<td>Pudsey Park</td>
<td>2</td>
</tr>
<tr>
<td>Leeds</td>
<td>5.73</td>
<td>2.92-7.46</td>
<td>Adwalton Moor</td>
<td>Roundhay Park</td>
<td>25</td>
</tr>
</tbody>
</table>

6.37 The key issues emerging from the consultations and data relating to the quality of skate park sites across the city include:

- Average score is between 2.92 and 7.46 indicating that there are significant differences between the quality of sites;
- The average score across Leeds is 5.73;
- There are a small number of skate parks distributed across Leeds as a whole; with the exception of North West Outer which has 5;
- Children and teenagers/young people perceived Glebelands skate park and Wharfemeadows skate park as the top two facilities in Leeds where they felt unsafe;
• Improvements recommended to make facilities feel safer include security cameras, more/better lighting and being close to housing.

6.38 Whilst the consultation raised safety issues of skate parks, Leeds City Council has carried out other consultations that refute the desire to have skate parks close to housing along with lighting (which could encourage use into the late evening) and cameras which are often ineffective and not sustainable.

Teen Zones

6.39 Teen zones are also a relatively new facility in Leeds. They are sheltered areas of seating designed for teenagers to meet together and are often located nearby other formal play facilities.

6.40 The table below sets out the quality scores for sites with a teen zone within the 10 analysis areas:
Table 6.6 Quality of Sites with a Teen Zone by Analysis Area

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Teen Zone Average Quality Score</th>
<th>Range of Scores</th>
<th>Lowest Quality Site</th>
<th>Highest Quality Site</th>
<th>Number of sites</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>5.47</td>
<td>4.84-6.69</td>
<td>Nowell Mount</td>
<td>Ebors Playing Fields</td>
<td>6</td>
</tr>
<tr>
<td>East Outer</td>
<td>5.72</td>
<td>2.63-7.06</td>
<td>Coronation Parade Amenity Space</td>
<td>Manston Park</td>
<td>4</td>
</tr>
<tr>
<td>North East Inner</td>
<td>4.16</td>
<td>4.16</td>
<td>Miles Hill</td>
<td>Miles Hill</td>
<td>1</td>
</tr>
<tr>
<td>North East Outer</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>0</td>
</tr>
<tr>
<td>North West Inner</td>
<td>6.61</td>
<td>6.00-7.30</td>
<td>Hartley Avenue Park</td>
<td>Little London Play Area</td>
<td>4</td>
</tr>
<tr>
<td>North West Outer</td>
<td>5.87</td>
<td>4.92-7.33</td>
<td>Grove Hill Cricket Ground</td>
<td>Micklefield Park, Rawdon</td>
<td>3</td>
</tr>
<tr>
<td>South Inner</td>
<td>5.12</td>
<td>4.23-6.15</td>
<td>Cottingley Road / Drive (Rear of)</td>
<td>Throstle Recreation Ground</td>
<td>4</td>
</tr>
<tr>
<td>South Outer</td>
<td>6.55</td>
<td>4.84-7.61</td>
<td>John O'Gaunts Recreation Ground</td>
<td>Sheyfield Lane, Oak Road</td>
<td>3</td>
</tr>
<tr>
<td>West Inner</td>
<td>3.23</td>
<td>3.23</td>
<td>Jaily Fields, New Wortley</td>
<td>Jaily Fields, New Wortley</td>
<td>1</td>
</tr>
<tr>
<td>West Outer</td>
<td>7.45</td>
<td>7.40-7.50</td>
<td>Pudsey Park</td>
<td>Calverley Park 'Victoria Park'</td>
<td>2</td>
</tr>
<tr>
<td>Leeds</td>
<td>5.01</td>
<td>2.63-7.61</td>
<td>Coronation Parade Amenity Space</td>
<td>Sheyfield Lane, Oak Road</td>
<td>28</td>
</tr>
</tbody>
</table>

6.41 The key issues emerging from the consultations and data relating to the quality of teen zones across the city include:
- There are no teen zones in North East Outer;
- Across Leeds there are very few teen zones with the exception of East Inner which has 6 teen zones;
• The average score for a teen zone site is between 2.63 – 7.61 which indicates a significant difference in the quality of sites;

• 45% of respondents (teenagers/young people) indicated that the quality of provision is average and could do with some improvements. This is reflective of the Leeds average of 5.01;

• 5% of teenagers/young people surveyed suggested more teenage shelters are needed (5th most popular answer);

• 14% of teenagers/young people stated that a teenage shelter was their favourite type of facility.

Setting the standard – Quality

6.42 In setting a standard for quality, children and teenagers/young people were asked what improvements could be made to facilities, the following improvements were put forward:

Children’s equipped play facilities (14 years old and below)

**Essential**
- Clean and litter free
- Toilets
- Equipment maintenance
- Well kept grass

Teenager/Young Peoples play facilities (up to and including 16 year olds)

**Essential**
- Clean and litter free
- Good access
- Provision of toilets

6.43 Clean and litter free and good access, both form part of the Green Flag Award assessment criteria, which was used to assess all sites as part of the green space audit. Toilets and the provision of a café are available at City Parks. Due to cost and maintenance issues, it is not feasible to provide these facilities at all green space locations that have children and teenager/young people’s play provision.

6.44 Green Flag comprises a desk based assessment which examines the management, community involvement and marketing, and a field assessment which considers the practical operational delivery. A minimum of 50% must be achieved on the desk assessment (15 out of 30 points) and 60% on the field assessment (42 out of 70 points), with an overall pass mark of 66%. A
minimum pass on one assessment requires a disproportionately high pass on the other to achieve the overall minimum of 66%. As the PPG17 audit only considered on-site quality using a field based assessment, the proposal is that the Green Flag quality standard for the field assessment is extended to all the green space that can be considered as Parks and Gardens. To account for the absence of the desk assessment and retain the disproportionate Green Flag emphasis on an overall pass mark it is proposed to increase the quality standard to 7 out of 10, or 70%.

**Existing Quality of sites with fixed play provision average is 5.01**

**Proposed Quality Standard is 7 out of 10 (70%)**

6.45 As stated, Parks and Countryside are intending to conduct a more detailed assessment of the quality of children and teenagers/young people facilities, focusing solely on the equipment provided. The assessment will compliment this study.

**Accessibility**

6.46 The majority of respondents from both the household and on street surveys stated that they would choose to walk to a facility (87% and 86% respectively). A walking distance of 480m (10 minutes) was the most frequently given survey response to how far people expect to walk to a facility.

6.47 Plans 6.6 and 6.7 show the existing locations of facilities across Leeds and their catchment based on both a 10 and 15 minute walk.
Plan 6.6 PPG17 Green Space Sites and Accessibility (10 minute walk time) to Public Child Play Areas, Public Skate Parks, Teen Zones and Multi-Use Games Area (MUGA)
Plan 6.7 PPG17 Green Space Sites and Accessibility (15 minute walk time) to Public Child Play Areas, Public Skate Parks, Teen Zones and Multi-Use Games Area (MUGA)
Setting the standard – Accessibility

6.48  The following table sets out the percentage of Leeds households that have walking access to existing facilities within 10 and 15 minutes.

Table 6.7 Accessibility of Households within 10 and 15 Minute Walk of a Children’s/Young People Play Facility

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Total number of facilities</th>
<th>Percentage of households within 10 minutes walk</th>
<th>Percentage of households within 15 minutes walk</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>29</td>
<td>60</td>
<td>79</td>
</tr>
<tr>
<td>East Outer</td>
<td>40</td>
<td>50</td>
<td>78</td>
</tr>
<tr>
<td>North East Inner</td>
<td>19</td>
<td>48</td>
<td>72</td>
</tr>
<tr>
<td>North East Outer</td>
<td>22</td>
<td>45</td>
<td>67</td>
</tr>
<tr>
<td>North West Inner</td>
<td>31</td>
<td>50</td>
<td>75</td>
</tr>
<tr>
<td>North West Outer</td>
<td>33</td>
<td>48</td>
<td>72</td>
</tr>
<tr>
<td>South Inner</td>
<td>34</td>
<td>58</td>
<td>83</td>
</tr>
<tr>
<td>South Outer</td>
<td>34</td>
<td>59</td>
<td>82</td>
</tr>
<tr>
<td>West Inner</td>
<td>14</td>
<td>43</td>
<td>68</td>
</tr>
<tr>
<td>West Outer</td>
<td>21</td>
<td>48</td>
<td>72</td>
</tr>
<tr>
<td>Leeds</td>
<td>277</td>
<td>51</td>
<td>74</td>
</tr>
</tbody>
</table>

6.49  The above table shows that the percentage of households with access to a facility within 10 minute walk is between 43% and 60%, with a Leeds average of 51%. The percentage of households with access to a facility within a 15 minute walk is between 72% and 82% with a Leeds average of 74%.

6.50  The desire to access a play facility within a 10 minute catchment of every household is not realistic. Previous experience demonstrates a conflict between users of facilities and those who live adjacent. Generally, people do not want to live immediately adjacent to facilities. In addition, the level of provision could resurrect the previous problems where a proliferation of facilities resulted in vandalism and petitions to the council for their removal, as referred to in the introduction to this chapter.
6.51 Based on the table and the above factors the recommended standard is to provide a facility within a 15 minute walk of households.

15 minute walk time

Applying the standards of quantity, quality and accessibility

**Recommended children’s/young peoples play provision standards**

- **Quantity** – 2 facilities per 1,000 child population
- **Quality** – 7 out of 10 (70%)
- **Accessibility** – 15 minute walk time

6.52 The overall standard proposed for children and teenager/young peoples facilities is based on the three components of quantity, quality and accessibility to enable a meaningful assessment of where additional facilities are required.

6.53 The application of the recommended standard for quantity is set out in Table 6.8 below:
Table 6.8 Provision of children's and young people's equipped play per 1,000 population based on the three population growth scenarios

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Number of children based on 2008 estimates</th>
<th>Number of sites</th>
<th>Current provision per 1,000 children</th>
<th>Scenario A Provision per 1,000 children (2026)</th>
<th>Scenario B Provision per 1,000 children (2026)</th>
<th>Scenario C Provision per 1,000 children (2026)</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>18,800 (13.22%)</td>
<td>29</td>
<td>1.49</td>
<td>1.33</td>
<td>1.22</td>
<td>1.27</td>
</tr>
<tr>
<td>East Outer</td>
<td>17,043 (11.98%)</td>
<td>40</td>
<td>2.35</td>
<td>1.76</td>
<td>1.60</td>
<td>1.93</td>
</tr>
<tr>
<td>North East Inner</td>
<td>13,421 (9.44%)</td>
<td>19</td>
<td>1.42</td>
<td>1.38</td>
<td>1.33</td>
<td>1.16</td>
</tr>
<tr>
<td>North East Outer</td>
<td>11,330 (7.97%)</td>
<td>22</td>
<td>1.94</td>
<td>1.87</td>
<td>1.80</td>
<td>1.59</td>
</tr>
<tr>
<td>North West Inner</td>
<td>9,730 (6.84%)</td>
<td>31</td>
<td>3.19</td>
<td>3.09</td>
<td>2.87</td>
<td>2.62</td>
</tr>
<tr>
<td>North West Outer</td>
<td>16,301 (11.46%)</td>
<td>33</td>
<td>2.02</td>
<td>1.86</td>
<td>1.75</td>
<td>1.66</td>
</tr>
<tr>
<td>South Inner</td>
<td>15,259 (10.73%)</td>
<td>34</td>
<td>2.23</td>
<td>1.76</td>
<td>1.40</td>
<td>1.83</td>
</tr>
<tr>
<td>South Outer</td>
<td>17,157 (12.06%)</td>
<td>34</td>
<td>1.98</td>
<td>1.86</td>
<td>1.67</td>
<td>1.63</td>
</tr>
<tr>
<td>West Inner</td>
<td>9,883 (6.95%)</td>
<td>14</td>
<td>1.42</td>
<td>1.37</td>
<td>1.29</td>
<td>1.16</td>
</tr>
<tr>
<td>West Outer</td>
<td>13,234 (9.30%)</td>
<td>21</td>
<td>1.59</td>
<td>1.51</td>
<td>1.43</td>
<td>1.30</td>
</tr>
<tr>
<td>Leeds</td>
<td>142,158</td>
<td>276</td>
<td>1.94</td>
<td>1.75</td>
<td>1.60</td>
<td>1.60</td>
</tr>
</tbody>
</table>

Scenario A – Strategic Housing Market Assessment (SHMA) based on initial employment led population projection data which realigned population levels from 2001 to 2010 with locally derived data sources and projected growth based on employment projections. Distribution of future population across the city is aligned with housing units identified through the Strategic Housing Land Availability Assessment (SHLAA) and application of selected planning policy constraints identified in the Core Strategy Preferred Approach. Average household size is derived from the SHMA assumptions.

Scenario B – Strategic Housing Market Assessment based on ONS population estimates 2001 to 2010 and ONS projections to 2026. Distribution of future population aligned with housing units identified through the SHLAA with limited planning policy constraints applied to site selection.

Scenario C – 22% increase in population of 169,700 between 2008 and 2026 using ONS population projections evenly distributed between the analysis areas.

Table 6.9 uses the provision ratios from table 6.8 to calculate the number of facilities required to meet the recommended standard of 2 facilities per 1,000 children.
Table 6.9 Application of the Quantity Standard for Children and Young People’s Equipped Play Provision to show Deficits and Surplus by Analysis Area

<table>
<thead>
<tr>
<th>Analysis Areas</th>
<th>Current balanced against local standard (2 sites per 1,000 child population)</th>
<th>Future balanced against local standard - Scenario A</th>
<th>Future balanced against local standard - Scenario B</th>
<th>Future balanced against local standard – Scenario C</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>-9</td>
<td>-15</td>
<td>-19</td>
<td>-17</td>
</tr>
<tr>
<td>East Outer</td>
<td>6</td>
<td>-5</td>
<td>-10</td>
<td>-2</td>
</tr>
<tr>
<td>North East Inner</td>
<td>-8</td>
<td>-8</td>
<td>-10</td>
<td>-14</td>
</tr>
<tr>
<td>North East Outer</td>
<td>-1</td>
<td>-1</td>
<td>-2</td>
<td>-6</td>
</tr>
<tr>
<td>North West Inner</td>
<td>12</td>
<td>11</td>
<td>9</td>
<td>7</td>
</tr>
<tr>
<td>North West Outer</td>
<td>0</td>
<td>-2</td>
<td>-5</td>
<td>-7</td>
</tr>
<tr>
<td>South Inner</td>
<td>3</td>
<td>-5</td>
<td>-14</td>
<td>-3</td>
</tr>
<tr>
<td>South Outer</td>
<td>0</td>
<td>-3</td>
<td>-7</td>
<td>-8</td>
</tr>
<tr>
<td>West Inner</td>
<td>-6</td>
<td>-6</td>
<td>-8</td>
<td>-10</td>
</tr>
<tr>
<td>West Outer</td>
<td>-5</td>
<td>-7</td>
<td>-8</td>
<td>-11</td>
</tr>
<tr>
<td>Leeds</td>
<td>-7</td>
<td>-39</td>
<td>-69</td>
<td>-69</td>
</tr>
</tbody>
</table>

6.55 Tables 6.8 and 6.9 present the following results:

- Based on the application of the proposed quantity standard, there is insufficient provision of children and young people’s facilities in Leeds to meet current and future demand;
- only North West Inner would meet the recommended standard for all population growth scenarios.

6.56 In terms of quality, it is recommended that sites that fall below a score of 7 are improved prior to the provision of new equipment, with the exception of areas that are significantly devoid of any play facilities.

6.57 Plan 6.8 demonstrates a hypothetical situation identifying where new facilities could be located to gain the maximum number of households with a 15 minute catchment. A target of 90% coverage of the Leeds area has been recommended to ensure that the whole urban area is covered. The rural area of Leeds is not included, as providing facilities within 15 minutes of every household would result in a proliferation of facilities throughout the rural environment, which in some cases may only provide a facility for just a handful of residents.
Plan 6.8  Optimum Locations for New Play Facilities

Produced by the Development Department, Leeds City Council
6.58 The key outcome of plan 6.8 is that an extra 17 facilities in optimum locations (assuming green space sites are available) would increase the number of households in the urban area with access to a facility within 15 minutes from 79% to 90%.

Summary

6.59 The provision of children’s and young peoples play facilities is important to residents of Leeds. Respondents indicated that there are not enough facilities, in particular for teenagers/young people across Leeds and the condition of existing facilities are largely considered to be poor.

6.60 The application of the quantity, quality and accessibility standards highlighted a need to improve facilities across Leeds to meet the recommended standards, in particular the quality of existing and quantity of additional facilities to cater for growth.

6.61 The distribution of facilities also needs significant improvement as Plan 6.7 shows that there are urban areas of Leeds which have no access to facilities within the proposed 15 minute access standard.

6.62 The following key priorities for the future delivery of children and teenage/young people facilities in Leeds are recommended:

- Improve the number and distribution of facilities;
- consult the community on the type and location of facilities;
- seek to improve the quality and the variety of facilities available.
Chapter 7 Outdoor Sports

Introduction and definition

7.1 This section considers the provision of outdoor sports facilities. There is a separate chapter that deals with the various indoor sports facilities.

7.2 Outdoor sports facilities are a wide-ranging category of open space which includes both natural and artificial surfaces for sport and recreation that are either publicly or privately owned.

7.3 Facilities included within this category are:

- playing pitches (including football, rugby, cricket, hockey)
- synthetic turf pitches (STP)
- tennis courts
- bowling greens
- athletics tracks
- golf courses

7.4 Outdoor sports facilities often function as a recreational and amenity resource, in addition to a formal sports facility. This is particularly true of public grass pitches, which often have a secondary function for walking and kick about area. Many recreation grounds double up as local parks. Taken together, the large city parks of Roundhay and Temple Newsam provide 27 public grass playing pitches, while Roundhay provides five public cricket pitches. When these pitches are not in formal use, which is for most of the week and over the summer months, they are available as open parkland, although this does impact on quality, as will be discussed later in this section.

7.5 Private facilities and sports clubs play a crucial role in the provision of outdoor sports facilities and several large clubs provide opportunities for player progression from a young age through to veterans.

7.6 The effective provision of formal and informal facilities for sports will be instrumental if participation in sport is to increase in line with national Sport England and local Active Leeds targets at a rate of 1% a year. This will place greater demand on the facility stock and emphasises the need to ensure that facilities are fit for purpose.

Strategic Context

Active People Survey

7.7 The Active People Survey 2009 is a survey of adults aged 16 and over, living in England. The survey gathered data on the type, duration and intensity of participation in different types of sport and active recreation, as well as information about volunteering, club membership (member of a club where they play sport), people receiving tuition from an instructor or coach, participation in competitive sport and satisfaction with local sports provision.

7.8 Leeds falls within the West Yorkshire Partnership, which is in the Yorkshire Sport England region. Table 7.1 shows the results of the 2009 Active People Survey to allow comparison between the city, neighbouring local authorities, county, regional and national averages.
Table 7.1 2009 Active People Survey Results

<table>
<thead>
<tr>
<th>Area</th>
<th>Adult participation, at least 3 days a week x 30 mins moderate intensity sport %</th>
<th>Adult participation, at least 3 days a week x 30 mins moderate intensity sport (excludes recreational walking) %</th>
<th>Satisfied with local sports provision %</th>
</tr>
</thead>
<tbody>
<tr>
<td>England</td>
<td>21.6</td>
<td>16.6</td>
<td>68.4</td>
</tr>
<tr>
<td>Yorkshire (Sport England Region)</td>
<td>22</td>
<td>16.8</td>
<td>67.8</td>
</tr>
<tr>
<td>West Yorkshire (County Sport Partnership)</td>
<td>22.9</td>
<td>18.1</td>
<td>65.2</td>
</tr>
<tr>
<td>Leeds</td>
<td>24.1</td>
<td>21.2</td>
<td>66.2</td>
</tr>
<tr>
<td>Kirklees</td>
<td>26.3</td>
<td>17.1</td>
<td>71.3</td>
</tr>
<tr>
<td>Bradford</td>
<td>18.6</td>
<td>14.5</td>
<td>60.9</td>
</tr>
</tbody>
</table>

7.9 Leeds was recorded as having a participation (3 x 30 minutes sport and active recreation in a week) rate of 24.1%, which is above the regional average of 22% and national average of 21.6%.

7.10 The Active People survey results indicate that the proportion of adults in Leeds that participate in physical activities on a regular basis is above the England average, the county (West Yorkshire) and Sport England region (Yorkshire). Locally, the survey reveals that residents of Kirklees are more active and residents of Bradford substantially less active. The participation rates, excluding recreational walking, place Leeds as the most active authority locally.

7.11 Leeds has marginally lower satisfaction of local sports provision than England and Yorkshire, but higher satisfaction when compared against West Yorkshire. Generally, the results appear to paint a similar picture for Leeds as for the county, Sport England region and England.

Sport England - National

7.12 Sport England is the government agency responsible for building the foundations of sporting success, by creating a world-leading community sport system of clubs, coaches, facilities and volunteers.

7.13 Their focus is around three outcomes - growing and sustaining the numbers of people taking part in sport and improving talent development to help more people excel. Their work is aimed at delivering against five targets:

Grow
- One million people taking part in more sport
- More children and young people taking part in five hours of PE and sport a week

Sustain
- More people satisfied with their sporting experience
• 25% fewer 16-18 year olds dropping out of at least nine sports - badminton, basketball, football, hockey, gymnastics, netball, rugby league, rugby union tennis

Excel
• Improved talent development in at least 25 sports

Health - National

7.14 The National Institute for Clinical Excellence (NICE) has brought out a number of guidance notes on the promotion of physical activity. Of particular relevance to this PPG17 study is the guidance on the promotion and creation of physical environments that support increased levels of physical activity (January 2008).

7.15 To encourage a greater level of physical activity amongst children, young people and adults, it recommends that public open space should be accessible by walking and bicycles and that spaces are maintained to a high standard, safe, attractive and welcoming to everyone.

7.16 It goes on further to state that local communities should be involved during the development control process to ensure the potential for physical activity is maximised.

7.17 ‘Fair Society, Healthy Lives, The Marmot Review, Strategic Review of Health Inequalities in England post 2010’ was carried out on behalf of the Secretary of State for Health by Professor Sir Michael Marmot into health inequalities in England. It seeks to increase awareness of the importance of good quality and good access to green spaces, in improving people’s mental and physical health, social interaction, play and contact with nature through recommendations to improve access and quality of open and green spaces available.

Regional

7.18 Our Region, Our Health - A consultation report on the state of the Region's health in Yorkshire and the Humber by the Regional Director of Public Health 2004

7.19 The report aims to support the Yorkshire and Humber regional framework for health, providing recommendations and suggestions for action to improve health and to reduce inequalities.

7.20 The report and associated recommendations reinforce the importance of physical activity. Recommendations of particular relevance include:
• to promote the benefits of physical activity on a regional basis
• to create a regional strategic partnership to ensure a co-ordinated approach to attract and retain more public and private sector investment in physical activity
• to implement regular monitoring, including levels of smoking, diet and physical activity
• to focus investment on increasing physical activity in the region
• to develop a coordinated approach to attract and retain more public and private investment in physical activity.
West Yorkshire Sports Partnership Strategy 2009 - 2012

7.21 The West Yorkshire Sports Partnership (WYSP), comprises many sport delivery agencies and organisations, including the city council. By collectively working together, the organisations will be striving towards the following three headline targets as set out in the West Yorkshire Sports Partnership Strategy and Business Plan 2009-2012:

- 26% of adults regularly participating in sport three times 30 minutes per week
- 40% of 5-19 year olds participating in 5 hours of PE and Sport per week
- 40% of regional or equivalent squads will consist of West Yorkshire athletes


7.22 This presents a vision for the future where, by ‘2012 the people of Leeds will enjoy the health benefits of having a physically active life’. Individuals and families should be able to take part in regular activities and stay healthy throughout their lives.

7.23 In order to aspire towards the vision, Active Leeds will work towards achieving an average increase of 1% year on year in adult participation.

7.24 An increase in participation will enable individuals and families to take responsibility for their everyday living, travel, recreation and sporting opportunities. To make this step change possible, a greater level of investment is required in the development of this strategy.

7.25 The key issues arising from a review of the strategic context which influence the provision of sports facilities include:
- there are national and regional targets to increase participation at a rate of 1% per annum – these will impact on the supply and demand for facilities
- increase the contribution of sport and active recreation to overall levels of physical activity – this includes maximising the roles of parks and other open spaces as well as building on formal sports participation
- reduce the participation gap and increase voluntary and community sector involvement.

7.26 The provision of outdoor sports facilities is essential to the achievement of the above priorities, as well as contributing to the delivery of wider local and regional objectives.

7.27 More recently, Leeds City Council’s Scrutiny Board for Health proposed to embrace NICE recommendations and The Marmot Review in council policy. This is to be reflected in the updated Vision for Leeds.

Consultation – Assessing Local Needs

7.28 The consultation process sought to provide better understanding of what local communities wanted in terms of quality, quantity and accessibility to green space. A survey of Leeds’ households was carried out and an on-street survey was carried out in the inner city areas to ensure participation. Further assessment of local need was carried out involving children from schools and the Leeds Youth Council. Local
sports clubs and recreation user groups, Leeds City Council employees, ward councillors, parish councils and key stakeholders were also asked for their views.

7.29 Consultation undertaken as part of the PPG17 study highlighted that:

- 53% of respondents to the household survey do not use outdoor sports facilities; however, 31% of residents state they use this type of facility at least once a month;
- A higher proportion of household survey respondents participate in physical activity at least once a month, than on-street respondents;
- 44% of on-street survey respondents stated that they never participate in physical activity;
- in light of the specific nature of this typology, the views of sports clubs and other sport specific consultees are particularly important. A variety of issues are raised relating to both the quality and quantity of provision.

7.30 In addition to facility related issues, several other opportunities and issues were also highlighted by clubs, including:

- 40% of sports clubs surveyed perceived that the existing quantity of provision was poor or very poor;
- 62% of responses from clubs/organisation highlight quality of sport facilities as the biggest issue in Leeds, above both access and quantity.

7.31 The priority for clubs and organisations is to improve the quality of the facility. In particular, the condition of grass pitches, ancillary facilities and the cleanliness and quality of changing provision.

**Current Provision Quantity**

7.32 The quantity of outdoor sports facilities is summarised in Table 7.2 below and their location shown in plan 7.1. Consideration will be given to the specific type of facility provided during the application of local standards. The figures for Roundhay (North East Inner) and Temple Newsam (East Outer) are skewed by the existence of large numbers of playing pitches in the two largest city parks.
### Table 7.2 – Provision of Outdoor Sports per 1,000 Population Based on Three Population Growth Scenarios

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Outdoor Sports (Ha)</th>
<th>Current provision Ha per 1,000 pop</th>
<th>Future Population Scenario A (hectares per 1,000 population)</th>
<th>Future Population Scenario B (hectares per 1,000 population)</th>
<th>Future Population Scenario C (hectares per 1,000 population)</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>120.52</td>
<td>1.5</td>
<td>1.29</td>
<td>1.18</td>
<td>1.23</td>
</tr>
<tr>
<td>East Outer</td>
<td>178.08</td>
<td>2.09</td>
<td>1.57</td>
<td>1.43</td>
<td>1.71</td>
</tr>
<tr>
<td>North East Inner</td>
<td>112.44</td>
<td>1.59</td>
<td>1.55</td>
<td>1.49</td>
<td>1.30</td>
</tr>
<tr>
<td>North East Outer</td>
<td>164.16</td>
<td>2.64</td>
<td>2.54</td>
<td>2.44</td>
<td>2.16</td>
</tr>
<tr>
<td>North West Inner</td>
<td>185.99</td>
<td>1.75</td>
<td>1.70</td>
<td>1.58</td>
<td>1.44</td>
</tr>
<tr>
<td>North West Outer</td>
<td>209.05</td>
<td>2.39</td>
<td>2.20</td>
<td>2.06</td>
<td>1.97</td>
</tr>
<tr>
<td>South Inner</td>
<td>100.23</td>
<td>1.34</td>
<td>1.06</td>
<td>0.84</td>
<td>1.10</td>
</tr>
<tr>
<td>South Outer</td>
<td>157.92</td>
<td>1.74</td>
<td>1.64</td>
<td>1.47</td>
<td>1.43</td>
</tr>
<tr>
<td>West Inner</td>
<td>67.75</td>
<td>1.35</td>
<td>1.30</td>
<td>1.23</td>
<td>1.11</td>
</tr>
<tr>
<td>West Outer</td>
<td>146.97</td>
<td>2.07</td>
<td>1.96</td>
<td>1.87</td>
<td>1.70</td>
</tr>
<tr>
<td>Leeds</td>
<td>1443.13</td>
<td>1.85</td>
<td>1.67</td>
<td>1.52</td>
<td>1.52</td>
</tr>
</tbody>
</table>

Nb. This outdoor sports spatial data excludes golf courses, but includes the outdoor sports areas within other typologies ie. tennis courts, bowling greens and playing pitches in parks.

Scenario A – Strategic Housing Market Assessment (SHMA) based on initial employment led population projection data which realigned population levels from 2001 to 2010 with locally derived data sources and projected growth based on employment projections. Distribution of future population across the city is aligned with housing units identified through the Strategic Housing Land Availability Assessment (SHLAA) and application of selected planning policy constraints identified in the Core Strategy Preferred Approach. Average household size is derived from the SHMA assumptions.

Scenario B – Strategic Housing Market Assessment based on ONS population estimates 2001 to 2010 and ONS projections to 2026. Distribution of future population aligned with housing units identified through the SHLAA with limited planning policy constraints applied to site selection.

Scenario C – 22% increase in population of 169,700 between 2008 and 2026 using ONS population projections evenly distributed between the analysis areas.

7.33 It is simplistic to assume that all growth will be evenly distributed across the city. Some areas of the city have limited capacity to accommodate additional growth, even on the scale suggested by scenario C. Further incremental growth on small previously developed sites in the existing urban area places greater pressure on the existing spaces and facilities, and it is these areas which are already in greatest need and have the greatest restrictions on growing outdoor sport opportunities. In these areas, quality is likely to be the biggest issue.

7.34 However, it would be expected that the majority of strategic growth, if it does occur, will occur on the urban fringe, in the outer areas, as already indicated in the emerging Leeds Core Strategy.

7.35 The key issues emerging from the above table of information and consultations relating to the quantity of outdoor sports facilities across the city are as follows:

- in total, the provision of outdoor sports facilities across the city equates to 1,443 hectares. This is spread across more than 400 sites including education facilities, city parks, recreation grounds and neighbourhood parks;
• there is an uneven distribution across the area boundaries, with a concentration of 70 pitches in Weetwood ward, primarily due to the location of both universities’ sports grounds;
• the West Inner area contains no cricket pitches and the least number of grass pitches, but this is more a reflection that it is the smallest of the analysis areas both in terms of size and population;
• as may be expected, in light of the broad range of facilities included within the outdoor sports typology, the size of sites ranges hugely from 0.14 hectares to 34 hectares;
• the household survey indicates that residents generally believe that the provision of outdoor sports facilities; grass pitches, synthetic pitches, bowling greens and golf courses is sufficient to meet demand, but there is a perceived shortage of athletics tracks and tennis courts;
• 43% of respondents to the young people’s survey identify playing sport as their favourite activity, making it the most popular activity for young people. Despite this, 29% of respondents state there are not enough outdoor sports facilities in their local area. Additionally, 34% of respondents to the children’s survey state that there are some outdoor sports facilities, but there could be more;
• a greater proportion of respondents to the sports club survey feel that the quantity of provision is not sufficient (40%), only 22% feel provision is good/very good, with 37% stating the provision is average.

7.36 In order to evaluate the supply of outdoor sports facilities in more detail, Table 7.3 breaks down outdoor sports facilities by facility type. However, it is important to note that this study considers the provision of all the different types of outdoor sport facilities as one and does not break down the typology into more detailed assessments for each sport, for example playing pitches can be used for many sports. These more detailed sport specific assessments will be carried out by demand led studies such as the Playing Pitch Strategy.

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Grass Playing Pitches</th>
<th>Cricket pitches</th>
<th>Tennis courts</th>
<th>Bowling greens</th>
<th>Junior &amp; Mini Pitches</th>
<th>Synthetic turf pitches</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>47</td>
<td>2</td>
<td>18</td>
<td>7</td>
<td>15</td>
<td>2</td>
</tr>
<tr>
<td>East Outer</td>
<td>101</td>
<td>11</td>
<td>30</td>
<td>17</td>
<td>31</td>
<td>3</td>
</tr>
<tr>
<td>North East Inner</td>
<td>47</td>
<td>12</td>
<td>58</td>
<td>7</td>
<td>12</td>
<td>1</td>
</tr>
<tr>
<td>North East Outer</td>
<td>78</td>
<td>18</td>
<td>55</td>
<td>10</td>
<td>16</td>
<td>4</td>
</tr>
<tr>
<td>North West Inner</td>
<td>99</td>
<td>6</td>
<td>44</td>
<td>8</td>
<td>8</td>
<td>5</td>
</tr>
<tr>
<td>North West Outer</td>
<td>93</td>
<td>23</td>
<td>52</td>
<td>12</td>
<td>16</td>
<td>3</td>
</tr>
<tr>
<td>South Inner</td>
<td>55</td>
<td>1</td>
<td>10</td>
<td>15</td>
<td>17</td>
<td>13</td>
</tr>
<tr>
<td>South Outer</td>
<td>75</td>
<td>12</td>
<td>21</td>
<td>11</td>
<td>26</td>
<td>0</td>
</tr>
<tr>
<td>West Inner</td>
<td>34</td>
<td>0</td>
<td>10</td>
<td>8</td>
<td>1</td>
<td>18</td>
</tr>
<tr>
<td>West Outer</td>
<td>75</td>
<td>15</td>
<td>26</td>
<td>14</td>
<td>17</td>
<td>1</td>
</tr>
<tr>
<td>Leeds</td>
<td>704</td>
<td>100</td>
<td>324</td>
<td>109</td>
<td>159</td>
<td>50</td>
</tr>
</tbody>
</table>

7.37 It can be seen that:
• The distribution of both outdoor sports space and facilities is uneven. Most outdoor sports facilities in Leeds are located in the East Outer area, whereas West Inner contains the lowest provision;
• of the five facility types surveyed during the household survey, residents showed the greatest dissatisfaction with the quantity of tennis courts (33%), synthetic turf pitches (25%) and athletic tracks (36%). In contrast, residents perceive the provision of grass pitches (44%) and bowling greens (29%) to be about right. Over 13% of residents thought there were more than enough golf courses and 30% thought the quantity to be about right;
• when considering the level of satisfaction across the city, residents in the East Inner area showed the highest level of dissatisfaction with three of the six types of sports facilities, stating that there is insufficient provision of athletic tracks (47%), golf courses (28%), and bowling greens (40%);
• residents in the North East Outer area display the highest level of satisfaction in two of the six types of sports facilities, suggesting that there is sufficient provision (enough/about right amount) of grass pitches (64%) and golf courses (72%).

National Benchmarking

7.38 Active Places Power (a strategic planning tool provided by Sport England) enables the comparison of the provision of certain outdoor sports facilities with other areas. As shown in Table 7.4 below, Leeds compares favourably to the Yorkshire and Humber Region and the national levels of provision. Leeds has more golf courses than both the national and regional levels. However, the provision per 1,000 population of athletics tracks and synthetic turf pitches is lower than the national average, but equal to the regional figure.

Table 7.4 - Outdoor Sports Provision at a Local, Regional and National Level

<table>
<thead>
<tr>
<th>Geographical area</th>
<th>Athletics tracks/1,000 population (lanes)</th>
<th>Golf courses/1,000 population (holes)</th>
<th>STPs/1,000 population (pitches)</th>
</tr>
</thead>
<tbody>
<tr>
<td>National</td>
<td>0.05</td>
<td>0.68</td>
<td>0.04</td>
</tr>
<tr>
<td>Yorkshire and Humber Region</td>
<td>0.04</td>
<td>0.68</td>
<td>0.03</td>
</tr>
<tr>
<td>Leeds</td>
<td><strong>0.04</strong></td>
<td><strong>0.75</strong></td>
<td><strong>0.03</strong></td>
</tr>
</tbody>
</table>

Source: Active Places Power Sport England (November 2010)

7.39 The distribution of specific facilities will be considered later in this section as part of the application of standards.

Setting provision standards Quantity

7.40 The recommended local quantity standard for outdoor sports facilities has been derived from the local needs consultation and audit of provision and is summarised below.
7.41 In line with the key themes emerging from the consultation, the standard for outdoor sports (excluding golf courses) is set at the existing level of city wide provision, reflecting the general satisfaction with most types of outdoor sports provision. However, the main issue remains an unequal distribution, as highlighted in the above tables 7.2 and 7.3.

Current level of provision = 1.85 Hectares per 1,000 population
Proposed level of provision = 1.85 Hectares per 1,000 population

7.42 This reflects the overall focus on a need to improve access to existing provision, rather than develop new facilities and to enhance the quality of existing sites. In many instances, facilities of improved quality will have a greater capacity for matches than existing poor to average quality sites, and as a consequence, can be opened up to a wider variety and number of users which can increase access to sites. Despite this, it is clear from the results of the local consultation that there are excessive demands being placed on grass pitches and a local perception that there are insufficient facilities for tennis. These specific areas of deficiency will be considered during the application of standards.

7.43 Golf courses have been removed from calculations due to their large size and subsequent tendency to skew figures. Although many school sports sites are not accessible at the current time, they are identified as important resources. School facilities have been included within the overall calculations, to ensure that their contribution is considered and there are policy measures which seek to improve community access.

Current provision Quality

7.44 The quality of existing outdoor sports facilities in the city was assessed through site visits and is set out in Table 7.5. It is important to note that site assessments are conducted as a snapshot in time and reflect the quality of the site on the day of the visit.

7.45 The site visits undertaken assess the outdoor sport site as a whole and do not specifically consider the degree to which individual facilities can be considered fit for purpose. Assessments considering this issue would be required as part of more detailed, facilities specific study, for example a playing pitch strategy would specifically examine the quality of the playing surface and changing rooms. Several sites were inaccessible (eg. primary schools).

7.46 Generally, the education establishments scored highest due to their higher than average maintenance, and in the case of the universities, the presence of on-site, full time grounds maintenance staff.
Table 7.5 – Quality of Outdoor Sports Facilities by Analysis Area

<table>
<thead>
<tr>
<th>Area</th>
<th>Range of quality scores (%)</th>
<th>Average quality scores</th>
<th>Lowest quality site</th>
<th>Highest quality site</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>0.66 - 8.6</td>
<td>5.50</td>
<td>Cross Green Lane Former Rugby Pitches</td>
<td>Shakespeare Primary, Primrose High</td>
</tr>
<tr>
<td>East Outer</td>
<td>2.66 - 9</td>
<td>6.36</td>
<td>Ash Lane Pitch</td>
<td>Methley Cricket Ground</td>
</tr>
<tr>
<td>North East Inner</td>
<td>1.84 - 9.4</td>
<td>6.06</td>
<td>Highbury Cricket Club</td>
<td>Chapel Allerton Tennis Club</td>
</tr>
<tr>
<td>North East Outer</td>
<td>2.75 - 9.27</td>
<td>6.51</td>
<td>Walton Road Sports Pitches</td>
<td>Alwoodley Golf Club</td>
</tr>
<tr>
<td>North West Inner</td>
<td>1.90 - 9.5</td>
<td>6.82</td>
<td>Cambridge Road</td>
<td>Headingley Stadium cricket and rugby pitch</td>
</tr>
<tr>
<td>North West Outer</td>
<td>0.9 - 9.3</td>
<td>7.12</td>
<td>Cricket Ground, Pool Road Mills</td>
<td>Woodhouse Public School Playing Fields</td>
</tr>
<tr>
<td>South Inner</td>
<td>2 - 8.58</td>
<td>6.07</td>
<td>Skelton Grange Road Pitch</td>
<td>South Leeds Stadium</td>
</tr>
<tr>
<td>South Outer</td>
<td>3.83 - 9</td>
<td>6.84</td>
<td>Woodkirk Cricket Ground</td>
<td>Rothwell West Junior School</td>
</tr>
<tr>
<td>West Inner</td>
<td>4.36 - 8.45</td>
<td>6.27</td>
<td>Christ the King Roman Catholic Primary School</td>
<td>Goals Football Centre</td>
</tr>
<tr>
<td>West Outer</td>
<td>0.66 - 8.6</td>
<td>6.56</td>
<td>Oldfield Lane</td>
<td>Cobden Primary School</td>
</tr>
<tr>
<td>Leeds</td>
<td>0.66 - 9.5</td>
<td>6.46</td>
<td>Oldfield Lane / Cross Green Former Rugby Pitches</td>
<td>Headingley Stadium cricket and rugby pitches</td>
</tr>
</tbody>
</table>

7.47 The key issues emerging from Table 7.5 and the consultation relating to the quality of outdoor sports facilities are as follows:

- 29% of respondents to the household survey regard the quality of outdoor sports facilities to be average and a further 26% of residents indicate that the quality of this type of open space is good or very good;
- the quality of outdoor sports facilities is average to good, with a mean score of 65%;
- the East Inner area has the lowest average quality of outdoor sports sites and North West Outer area the highest average;
- the best quality sites are private or education sites with restricted or no public access;
- as would be expected, the lowest quality sites are mainly former pitches which have been abandoned by the current owner;
- the quality of sites is wide ranging with scores varying between 7% and 95%;
- reflecting the findings of the household survey, 48% of sports club respondents rate the quality of sports facilities as average, 18% feel they are good, and 21% state that facilities are of poor quality. The quality of facilities is the key concern for 62% of respondents to the sports club survey;
- 27% of council staff regarded the quality of outdoor provision to be poor/very poor, with 19% regarding it to be good/very good;
• Councillors and parish councils rated the key quality issues as vandalism, dog fouling, maintenance of grass cutting and the lack of, or poor quality changing facilities;
• quality issues were also apparent at the key stakeholders workshop, with pitch maintenance and ancillary accommodation being the key concerns;
• a split in opinion regarding the quality of outdoor sports facilities is evident when considering responses to the children’s IT survey, with only 19% of children indicating facilities are clean, safe and nice to use, while 37% consider quality to be average, but could benefit from improvements and 20% feel that facilities are sometimes unclean, being in need of lots of improvement.

**Setting provision standards Quality**

7.48 The standard highlights the key aspirations of local residents and current users of sports facilities. The overall aspirational standard is set at a minimum of 7 out of 10 for all sites, but it is expected that many sites will exceed this average.

<table>
<thead>
<tr>
<th>Existing Average Quality Standard</th>
<th>6.46</th>
</tr>
</thead>
<tbody>
<tr>
<td>Proposed Quality Standard</td>
<td>7 out of 10 (70%)</td>
</tr>
</tbody>
</table>

7.49 The Green Flag award for parks is assessed in two key ways, firstly by reviewing a site management plan, and secondly a field assessment based primarily on observation during a site visit. Each category is given a score out of 10, with a maximum of 30 points for the desk assessment and 70 points for the field assessment. To achieve the standard a minimum of 15 on the desk assessment and 42 on the field assessment is needed, however, an award can only be given if the overall score is greater than 65. The audit assessment for this study did not carry out a desk assessment due to the lack of a management plan for the vast majority of sites and reduced the field assessment to key, largely generic quality criteria applicable to open space sites, including outdoor sports.

7.50 As the PPG17 audit considered on-site quality using a field based assessment, the proposal is that the Green Flag quality standard, for the field assessment, is extended to all the open green space. To account for the absence of the desk assessment and retain the disproportionate Green Flag emphasis on an overall pass mark, it is proposed to set the quality standard at 7 out of 10, or 70%. The proposed standard is consistent with the approach for other open spaces in seeking to raise the overall quality of the site.

7.51 It is further proposed, that future quality assessments adopt specific facility related quality standards. Sport England have already developed non-technical visual quality tools which enable specific facility assessment of grass playing pitches and changing accommodation. Under these standards a score of 60% to 89% would achieve a ‘good’. Relevant facility demand studies such as the Playing Pitch Study will establish the appropriate quality standard for each individual sport facility. In addressing the quality of each sport facility available at a site, the overall quality will also be effected.

7.52 Publicly accessible outdoor sites are generally below, and in some cases, substantially below this standard. There are currently 233 (59%) outdoor sport sites that fall below the proposed overall quality standard. At present 161 (41%) sites are
currently above 70%, reflecting the influence of education or private sites that have limited or no public access.

7.53 The outdoor sport site issues highlighted in both the site surveys and need assessment consultation, include improvement to:

- grass maintenance
- pricing according to quality
- level surfaces with good drainage
- cleanliness
- changing facilities

**Current Provision Accessibility**

7.54 To appreciate the accessibility of outdoor sports facilities, it is necessary to understand the nature of the provision. The majority of outdoor sports facilities in Leeds are effectively private, being provided on education sites. For example, the university sports grounds concentrate large numbers of good quality outdoor sports facilities in North West Leeds.

7.55 The table below illustrates the total numbers of facilities across Leeds. The average distance travelled (as the crow flies) from households to their nearest facility. The results of the 75th percentile show the distance travelled for three quarters of residents to access their nearest facility. This includes both the contribution from Education Leeds and the universities.

**Table 7.6 Accessibility of All Outdoor Sport Facilities in Leeds**

<table>
<thead>
<tr>
<th>Facility</th>
<th>No. of facilities</th>
<th>Ave Distance to access (mtrs)</th>
<th>Access for 75th centile (mtrs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Playing Pitch – Public</td>
<td>315</td>
<td>567</td>
<td>739</td>
</tr>
<tr>
<td>Playing Pitch - Private</td>
<td>400</td>
<td>513</td>
<td>683</td>
</tr>
<tr>
<td>Junior Pitch</td>
<td>159</td>
<td>1,344</td>
<td>1,744</td>
</tr>
<tr>
<td>Cricket Pitch</td>
<td>100</td>
<td>1,931</td>
<td>2,750</td>
</tr>
<tr>
<td>Bowling Green</td>
<td>109</td>
<td>665</td>
<td>917</td>
</tr>
<tr>
<td>Athletics Track</td>
<td>18</td>
<td>2,117</td>
<td>2,451</td>
</tr>
<tr>
<td>Golf Course</td>
<td>29</td>
<td>2,310</td>
<td>2,970</td>
</tr>
<tr>
<td>Synthetic Turf Pitches</td>
<td>39</td>
<td>1,952</td>
<td>2,459</td>
</tr>
</tbody>
</table>

7.56 The analysis shows that access to sports facilities is generally good, with averages to the nearest playing pitch facility calculating at below 15 minutes walk. However, this is based on the assumption that residents use the nearest facility to where they live. In reality, this is rarely the case and the data should only be used as a general guide on overall accessibility when used in conjunction with other available information.

7.57 The influence of education controlled sporting facilities on the overall number of facilities is highly significant. There are 400 private playing pitches. The primary and
secondary education sector account for 240 of these pitches, with further education, mainly the universities, accounting for an additional 42 pitches. The remaining 178 pitches are a combination of community and private sports clubs.

Setting provision standards accessibility

7.58 The accessibility of sites is paramount in maximising usage, as well as providing an opportunity for all people to use the site. The recommended local standard is set in the form of a distance threshold and is derived from the findings of the local consultations and other relevant information.

7.59 The expected method of travel highlighted in the household survey to grass pitches, tennis courts and bowling greens was on foot. To access golf courses, synthetic turf pitches and athletics tracks, respondents indicated that they expected to travel by car.

7.60 Young people, and respondents to the key stakeholders workshop highlighted that cost issues were problematic when accessing outdoor sports facilities. However, the greatest barrier in the sports club surveys were stated as booking difficulties.

7.61 There are several factors to consider in setting a standard for outdoor sports facilities. In particular, the range of facilities that lie within this typology makes it difficult to set a meaningful standard that can be applied across the board as per PPG17 requirements. For example, residents have significantly different expectations for synthetic turf pitches (to which they are willing to travel further) than they do for grass pitches (where there is a presumption of more localised provision). It is also important to consider how the pitches are used and by whom. Sports clubs will travel further to access formal sport facilities; 50% of a team’s season comprises of away game travel and transportation of associated equipment. However, informal use of a playing field for kick about or walking the dog is likely accessed by walking, but the green space need not necessarily be a formal marked out playing field. An area of amenity space could be more appropriate for these informal uses.

7.62 Findings from local consultation suggest a combination of standards. A walk time standard has been set for tennis courts. Whilst the majority of respondents to the household survey expected to walk (56%) to a tennis court, most on-street respondents expected to drive (50%). The 75th percentile result was 15 minutes walk. For those that would expect to travel by car, the 75th percentile result was also 15 minutes.

7.63 Expectations are higher in terms of playing pitches than other types of facility. The third quartile for pitches in the household survey is 10 minutes walk, but the on-street survey is 15 minutes walk. The third quartile for bowling greens is 15 to 20 minutes walk.
Recommended Accessibility Standards

7.64 For athletics tracks and golf courses, the third quartile is a 20 minute drive. STPs provided mixed results of a 15 to 20 minute walk or 20 minute drive.

- **20 minute walk = tennis courts**
- **10 minute drive = public grass playing pitches and bowling greens**
- **20 minute drive = athletics tracks, golf courses and synthetic turf pitches**

7.65 The modal responses and average responses indicate that there are higher expectations from those who walk. However, it is important to balance these expectations with the delivery of quality and fit for purpose facilities. Consultation indicates that this is as important as localised facilities. Consultation and information collected by the council at other times suggests that many residents drive to formal sports facilities. The provision of accessible facilities at school sites is instrumental in the effective delivery of expectations surrounding quality outdoor sports facilities.

7.66 The standard for tennis courts generally reflects the outcomes of the needs assessment. However, the walk time has been extended to 20 minutes to reflect operational delivery. Not every park or recreation ground will offer a tennis court facility due to lack of demand and, therefore, ultimately the level of use. Therefore, the standard needs to be greater than the 15 minutes walking access time set for Parks and Gardens. A drive time is not appropriate given the preference from the needs assessment for walking access. In addition, the equipment needed for tennis can easily be carried on foot or using public transport.

7.67 The 10 minutes drive time accessibility standard reflects the formal use of grass playing pitches and bowling greens. The majority of users travel to these facilities by car despite the existing widespread distribution. The needs assessment reveals that 89% of sports and recreation clubs reported the majority of their members mode of travel to sports venues was by car. This is possibly a reflection of the away game nature of formal sports leagues and the equipment required to participate in some sports.

7.68 The council policy in the existing playing pitch strategy is to encourage community hub sites for sporting facilities so that the provision of capital infrastructure such as changing accommodation can be shared and better utilised. The existing and proposed hub site locations, along with details of their recreation facilities are listed at Appendix E. In encouraging shared facilities, hub sites discourage proliferation of small single facility sites, such as a site with only one pitch.

7.69 Of those needs assessment respondents who expected to travel by car to playing pitches, most expect to travel between 5 to 10 minutes. For those respondents who expect to access bowling greens by car, the most common response from respondents to the needs assessment was 10 minutes.

7.70 A longer, 20 minutes drive time has been set for golf courses, athletics tracks and synthetic pitches. These standards have been recommended in line with the expected travel modes from the needs assessment and to reflect the specialist nature of these facilities.
Applying provision standards

7.71 Given the broad nature of the outdoor sports facilities typology, standards should only be applied to provide an indication of planning need. In light of the demand-led nature of each type of facility, specific studies identifying the nature of facilities required should be carried out to supersede this standard and provide further detailed evidence for informed decision making i.e. a revised playing pitch assessment for playing pitches.

7.72 The application of the recommended quality, quantity and accessibility standards helps to understand the existing distribution of outdoor sports facilities and identify areas where provision is insufficient to meet local need.

7.73 The quantity standards enable the identification of areas that do not meet the minimum provision standards, while the accessibility standards will help determine where those deficiencies are of high importance. Applying the standards together is a more meaningful method of analysis, than separate application.

7.74 Table 7.7 below summarises the application of the quantity standard for outdoor sports facilities. As highlighted, the broad range of facilities included within this typology means that the application of a quantity standard provides only an indication of provision. The type of facility that is most appropriate for a given area will be derived from expressed demand and local participation trends. These decisions should be made on a site by site basis, locally.

7.75 The figures in the table show the application of the proposed standard of 1.9 hectares per 1,000 population against the existing outdoor sport provision and 2008 mid-year population estimate and each of the potential growth scenarios. The positive figures show the number of hectares which exceed the applied standard and the negative figures show the deficiency against the proposed standard for that area.

Table 7.7 Application of Quantity Standard for Outdoor Sport Facilities to show Deficits and Surplus by Analysis Area

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Outdoor Sports (Ha)</th>
<th>Existing provision against local standard</th>
<th>Future balanced against local standard - Scenario A</th>
<th>Future balanced against local standard - Scenario B</th>
<th>Future balanced against local standard – Scenario C</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>120.52</td>
<td>-28.55</td>
<td>-52.73</td>
<td>-68.40</td>
<td>-61.02</td>
</tr>
<tr>
<td>East Outer</td>
<td>178.08</td>
<td>20.10</td>
<td>-32.33</td>
<td>-53.01</td>
<td>-14.30</td>
</tr>
<tr>
<td>North East Inner</td>
<td>112.44</td>
<td>-18.74</td>
<td>-21.74</td>
<td>-26.96</td>
<td>-47.31</td>
</tr>
<tr>
<td>North East Outer</td>
<td>164.16</td>
<td>48.94</td>
<td>44.74</td>
<td>39.64</td>
<td>23.85</td>
</tr>
<tr>
<td>North West Inner</td>
<td>185.99</td>
<td>-10.34</td>
<td>-16.40</td>
<td>-31.87</td>
<td>-53.11</td>
</tr>
<tr>
<td>North West Outer</td>
<td>209.05</td>
<td>47.54</td>
<td>33.41</td>
<td>21.68</td>
<td>12.36</td>
</tr>
<tr>
<td>South Inner</td>
<td>100.23</td>
<td>-37.93</td>
<td>-74.33</td>
<td>-119.29</td>
<td>-68.03</td>
</tr>
<tr>
<td>South Outer</td>
<td>157.92</td>
<td>-9.67</td>
<td>-20.76</td>
<td>-41.46</td>
<td>-46.17</td>
</tr>
<tr>
<td>West Inner</td>
<td>67.75</td>
<td>-25.30</td>
<td>-28.35</td>
<td>-34.33</td>
<td>-45.57</td>
</tr>
<tr>
<td>West Outer</td>
<td>146.97</td>
<td>15.44</td>
<td>8.59</td>
<td>1.45</td>
<td>-13.21</td>
</tr>
<tr>
<td>Leeds</td>
<td>1443.13</td>
<td>1.51</td>
<td>-159.87</td>
<td>-312.52</td>
<td>-312.48</td>
</tr>
</tbody>
</table>
7.76 As can be seen in table 7.7 above:
   • if growth scenario A were to occur, this could lead to a need for 160 hectares of additional outdoor sports provision;
   • the current quantity of outdoor sports facilities in four of the ten analysis areas is adequate to meet demand. In addition, there is only a small shortage in South Outer and North West Inner;
   • the largest current and future shortfalls can be found in the South Inner area. These shortfalls are significantly higher than any other area of the city.

7.77 These calculations do not take into account the targeted 1% increase in participation per annum. If this increase occurred, unmet demand would increase. As highlighted, in light of the range of facilities included within this typology, consideration should be given to the application of the quantity standard for broad planning need only.

**Analysis of Outdoor Sports by Facility**

7.78 The application of the local accessibility standards for outdoor sports facilities is set out overleaf in plans 7.2 to 7.7. These plans use the geographic extent of the site in which the facility is located to illustrate access. This is appropriate because the site entrance, car park, changing rooms etc are frequently not adjacent to the recreation facility.
Plan 7.2 Access to Public Adult & Junior Playing Fields
(10 minutes drive time)
Plan 7.4 Access to all Bowling Greens (10 minutes drive time)

- All Bowling Greens - 10 mins drive time
- All Bowling Greens

This map (or an extract) is available at a larger size.

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Plan 7.5 Access to all Synthetic Turf Pitch (STP)
(20 minute drive time)
Plan 7.6 Access to all Athletics Tracks
(20 minutes drive time)
Plan 7.7 Access to Golf Courses (20 minute drive time)
7.79 The key issues arising from the accessibility mapping regarding the provision of outdoor sports facilities are:

- nearly all residents in Leeds have good access to a grass pitch within the target 10 minute drive time. An area of deficiency exists in the rural area of Outer North East;
- there are several significant areas of the city which are not within 20 minute walk of a tennis court. The city centre, Outer West, Outer North West and Outer South have further to travel;
- access to bowling greens is limited in specific rural areas of North East Outer, although these areas have little or no population;
- nearly all residents are within a 20 minute drive of an athletics track, except those from North East Outer and North West Outer.

7.80 Since the audit, the BSF programme has created high quality outdoor sports facilities across the city. There is specific provision within the contracts for access by the local community.

7.81 While consideration of the distribution of facilities is important, it is important to balance the desire to ensure that all residents have local access to facilities with the logistics of providing high quality facilities. Sites containing multiple facilities are more cost effective as well as providing greater opportunities for residents.

7.82 It is important to consider access to sport and recreation for residents with disabilities. The provision of open space, sport and recreation facilities can play a key role in maintaining and increasing the good levels of participation for disabled residents in the city.

### Applying the quality, quantity and accessibility standards

7.83 Quantity standards enable the identification of areas that do not meet the minimum provision standards, while the accessibility standards help determine where those deficiencies are of high importance. Quality standards outline the key aspirations of local residents and provide an indication as to where sites may currently fall below expectations.

7.84 Outdoor sports facilities provide important sport and recreation opportunities for local residents and can contribute to improving participation levels and health. The role of many outdoor sports facilities in Leeds takes on even greater importance, as many of the larger recreation grounds have a dual function as a park.

7.85 Consultation indicated that while the quantity of facilities is an issue in some areas, there is a real need to improve the quality of many existing sites. In many instances, improvements to the quality of existing sites will impact on the capacity of the facility. A facility that is able to sustain more games will serve the local community to a greater extent and indeed, a high quality facility is more likely to encourage residents to participate. Overall, city wide quantity is perceived to be about right by the Leeds community, although clearly issues of distribution persist, however, improvements to the quality of provision should be prioritised in the short term, over an increase in provision.
Grass Playing Pitches

7.86 Analysis of the provision of outdoor sports facilities in the city indicates that there are just over 400 sites that contain grass pitches. The majority of these sites, however, are education facilities that provide limited public access. The influence of education controlled sporting facilities on the overall number of facilities is highly significant. The primary and secondary education sector account for 240 of these pitches, with further education, mainly the universities, accounting for an additional 42 pitches. The remaining 178 pitches are a combination of community and private sports clubs.

7.87 The council’s Parks and Countryside Service control the letting of 281 pitches. In the 2010/11 season, 77% of the playable pitches available (216 of 281) are currently let to teams. These 216 pitches are let to 465 teams. Of the remaining 89 pitches which are not let, 15 are cricket pitches which at the time of the analysis were out of season.

7.88 There has been a steady reduction in demand for pitch lettings through the parks service in recent years. In the 2005/06 season, 554 teams requested pitches. The number of teams has steadily reduced in every year since, to 465 teams in the 2010/11 season; a 14% decrease in 5 years.

7.89 In addition to letting pitches on a seasonal basis, the council also lease and licence clubs to use pitches on a longer term arrangement. There are 66 pitches at 27 sites which are covered under these longer term arrangements.

7.90 The quality of grass pitches in Leeds was one of the overriding criticisms raised during the consultation. Key issues arising are:

- lack of drainage at sites in areas prone to flooding or water logging
- poor quality changing accommodation
- lack of pitches with access to changing facilities
- vandalism and misuse at sites including dog fouling and littering
- lack of floodlighting (particularly relating to use during winter months)
- changing demands for pitches arising from an increase in the number of female teams. Due to child protection and Sport England guidelines, female changing requires separate rooms.

7.91 Grass pitches not only serve a recreation purpose, but are also instrumental in providing informal opportunities and are often used as park land. However, it is this dual use which generates many of the quality issues raised above. For example, dog fouling is easily resolved if more dog owners were responsible for their animals.

7.92 Provision of additional quality changing facilities is a capital intensive and longer term objective. The council policy in the existing playing pitch strategy is to encourage community hub sites for sporting facilities so that the provision of capital infrastructure such as changing accommodation can be shared and better utilised.

7.93 The existing and proposed hub site locations are shown on plan 7.8. Collective provision of pitches and facilities at some sites is already well established, such as Roundhay and Temple Newsam. Creation of new sites, such as Church Lane in Methley are currently underway. Some sites, such as Stonegate Road in Moortown already exist and have previously provided formal sports provision, but due to
drainage problems or lack of other facilities, their use was reduced or suspended pending substantial investment and improvement. Appendix E lists the facilities which will be available when the hub concept is fully implemented.

Tennis Courts

7.94 Application of the local standard of a 20 minute walk time as shown on plan 7.3, indicates there are some deficiencies. Geographic analysis reveals that 69% of Leeds households have access to their nearest tennis courts within a 20 minutes walk. When considering only public courts, this proportion reduces to 52% of households.

7.95 In terms of quantity, sites are unevenly distributed, with the majority of courts (58) located in the North East Inner area. The South Inner and West Inner have the lowest level of provision with 10 courts.

7.96 Accessibility mapping reinforces this, highlighting that the main areas outside of the appropriate catchment for a tennis court are:

- South Inner and specifically the city centre
- West Inner
- South Outer
- North West Outer

7.97 Consultation demonstrated that 33% of residents perceived there to be a shortfall of provision of tennis facilities.

7.98 The council is currently engaged in a capital works programme funded by the Lawn Tennis Association (LTA) to improve the provision of tennis facilities in parks. The focus is improving the quality of existing facilities at Dartmouth Park, Springhead Park and John Charles Centre for Sport.

7.99 Provision and distribution of tennis courts was historically more widespread. However, lack of use and requests for alternate facilities has led to the removal of a number of courts. In some circumstances, tennis courts have provided the base for alternate facilities such as Multi-Use Games Areas and skate parks. These changes to alternate facilities have been the result of local public consultation with park users.
Bowling Greens

7.100 The distribution of bowling greens is more even across the city than other facilities. They range from 7 greens in North East Inner to 15 greens in South Inner. North East Outer is the only analysis area to have no public greens, but does have 10 private greens; more than any other area.

7.101 Application of the accessibility standard as shown on plan 7.4 demonstrates that there are some sparsely populated rural areas where residents are out of the proposed 10 minute drive time catchment to the nearest facility.

7.102 The majority of bowling greens in the city are publicly accessible (67%) and are mainly located within parks and gardens. Local consultation indicates that the provision of bowling greens is generally perceived to be sufficient with more than 30% of respondents stating that provision is about the right. More than 40% of respondents stated they had no opinion on the provision of bowling greens.

Synthetic Turf Pitch (STP)

7.103 Plan 7.5 indicates there is excellent distribution of synthetic turf pitches in the city. Only the South Outer area lacks provision of an STP facility. All other areas have at least one STP facility with West Inner having the highest provision due to the location of the private Goals facility. North West Inner also has good provision due to the location of the universities’ STP facilities at Beckett Campus and Weetwood Athletics Ground.

7.104 The Building Schools for the Future (BSF) programme will see an increase in the quantity of synthetic pitches provided with new school building. Facilities are proposed at several sites such as Ralph Thoresby and Carr Manor.

7.105 It can, therefore, be seen that the proposed provision of synthetic pitches through the BSF programme will increase the quantitative provision and further improve travel times in the future.

7.106 Sports clubs commented on the lack of floodlit pitch facilities for winter training. The advantage of STPs is their ability to be played in most weathers and high capacity for matches. The addition of floodlighting builds on these design advantages making them up to 13 times more playable than grass pitches.

7.107 Access to pitches at peak times was also highlighted as a key issue for clubs with demand believed to outstrip supply during the winter months in some locations.

Athletics Tracks

7.108 The John Charles Centre for Sport and South Leeds Stadium are the principal facility in the city for athletics provision. The stadium provides 8 synthetic lanes which are floodlit. The John Charles centre provides a 60 metre indoor track and in field facilities. The indoor chapter contains more information on these facilities.

7.109 The facility is located to the South of the city. As shown on plan 7.6, the majority of residents in the main urban area of Leeds have access to this facility within the recommended 20 minute drive time. However, residents to the North of the city are outside of the proposed drive time catchment. Other tracks are provided at secondary schools and Temple Newsam Estate. However, the redgra (all weather
The provision of an athletics facility at The Grammar School at Leeds site in Alwoodley provides the only facility in the North of the city, however, public access is restricted to outside school hours. Both Otley to the North West and the Wetherby area to the North East do not have 20 minute drive time access to an athletics track.

Over 35% of respondents to the household survey and 28% to the on street survey felt there were not enough athletics tracks. Only 9% of the household survey and 28% of the on-street survey felt that provision was about right. However, almost 50% of household respondents and 42% of on street respondents stated they had no opinion on the provision of athletics tracks.

Over 30% of the respondents to the needs assessment indicate that they have no opinion regarding the provision of golf courses.

Outdoor sports facilities is a wide ranging category of open space, which includes both natural and artificial surfaces for sport and recreation. Facilities can be owned and managed by the council, sports associations, schools and individual sports clubs, with the primary purpose of participation in outdoor sports. Examples include:

- playing pitches
- athletics tracks
- bowling greens
- tennis courts

PPG17 considers the provision of all the different types of outdoor sport facilities as one and does not break down the typology into more detailed assessments for each sport. However, for the purpose of this study, each set of facilities has been considered individually. The demand-led nature of sport specific facilities means that specialist studies (such as a playing pitch strategy) should be undertaken in order to accurately define shortfalls and surpluses. The local quantity standard should be used for broad planning purposes only. Future decision making should draw upon local sport specific, demand-led assessments.

Consultation highlights issues with both the quantity and quality of facilities. However, the quality of facilities was the overriding issue taken from all the consultation material. General maintenance, drainage and poor quality changing facilities were highlighted as the areas for improvement.
7.117 There is a good distribution of outdoor sports facilities across the city with most residents able to reach a choice of facilities within the appropriate travel time. There are some deficiencies in access to athletics tracks and tennis courts and additional provision in areas devoid of existing facilities should be considered following further local consultation.

7.118 Enhancement of the quality of existing outdoor sports facilities should be prioritised to ensure that the adequacy of the quantity of facilities is maintained, it is important to ensure that community use of facilities is maximised. The BSF and extended schools programme will contribute to the achievement of this goal and the BSF programme will see the creation of significantly improved facilities.

7.119 It is, therefore, recommended that the key priorities for the future delivery of provision for outdoor sports facilities should be addressed through the Leeds Development Framework and other appropriate delivery mechanisms. The key priorities are as follows:

- Protect all outdoor sports facilities from development unless it can be proven that the replacement of a facility will result in a higher quality facility in a nearby location;
- seek to improve the quality of outdoor sports facilities through the delivery of the community hub sites. Sites should meet National Governing Body criteria. This includes the provision of appropriate changing facilities; self contained units satisfying Sport England guidelines;
- focus on enhancing the quality of existing tennis courts in the city and provide additional facilities in areas devoid of provision if additional consultation indicates it is a local priority;
- prioritise improvements to the quality of synthetic pitches and ensure that the pricing structure for these sites is accessible to all sectors of the community;
- address issues surrounding the quality of grass pitches through a detailed programme of improvement focusing on ancillary accommodation and drainage;
- allocate new sites to meet identified deficiencies;
- facilitate the delivery of the proposals of the BSF programme through the planning system and maximise community use of the resulting facilities;
- review the implications of population growth and changes in the participation profile on the demand for facilities;
- encourage schools to make sports facilities available for community use, especially in areas of over playing. It is acknowledged that the increase in academy and trust schools will mean individual schools, rather than the education authority, are responsible for letting facilities.
Chapter 8 Allotments

Introduction and definition

8.1 In recent years there has been a revival of national interest in ‘growing your own’, which has reflected in allotments having lower vacancy rates and longer waiting lists. Allotments are valuable green spaces and community assets that can help improve people’s quality of life by promoting healthy food, exercise and community interaction.

8.2 Allotments are public or private open spaces dedicated to growing produce and gardening. They should have a primary purpose of growing vegetables, fruit and flowers, however, some are used for grazing animals. This assessment has included all forms of allotments whether they are private or public. They include those in use or disused, but which were last used for allotment purposes.

8.3 The Department for Communities and Local Government aim ‘to ensure that all allotments are well managed, are considered as part of the overall green infrastructure, and only disposed of where there is no demand for them and established criteria have been met.’

8.4 A survey of allotment waiting lists from the English principal local authorities was carried out by The National Society of Allotment & Leisure Gardens Limited (NAG) in January 2010. The survey found that waiting lists had increased nationally by 23% since 2009, an increase of almost 20,000 places. They argue that allotments should receive more attention and investment in the future because:

- “food grown on allotments means fewer food miles and could be an important part of the new greener low-carbon economy;
- allotment sites often provide a focus for a community, and improve community cohesion;
- growing one’s own food is an important part of a healthy-eating programme;
- allotment’s offer a productive activity for the unemployed
- local and national government reports have been promoting the benefits of allotments for some time;
- local authorities have a statutory duty to provide sufficient allotments.”

Strategic Context

8.5 Local Policy Framework
The Vision for Leeds 2011-2030 is the Sustainable Community Strategy for Leeds. The Vision for Leeds has three priorities which all seek to have a positive impact on the health and well being of the community. They are:

- People live longer and healthier lives,
People are supported by high quality services to live full, active and independent lives; and,
Inequalities in health are reduced e.g. people will not have poorer health because of where they live, what group they belong to or how much money they have.

Underneath the Vision for Leeds is the City Priority Plan which sets out the council’s aims for the next 5 years to assist it in achieving the vision. This is split up into sections, the most important to this paper being Health and Wellbeing. The council is focusing on housing, education, transport, green space, work and poverty and what we can do to help everyone have the best chance to be healthy, to improve health and wellbeing across the city.

8.5 Leeds Unitary Development Plan (Review 2006)
The Leeds Unitary Development Plan (UDP) provides the existing planning policy framework for development across Leeds. The key policy relevant to allotments is Policy N1A which protects allotments currently in use.

8.6 Parks and Green Space Strategy (2009)
In the Parks and Green Space Strategy, allotments are noted as a way of providing opportunities for those people who wish to grow their own produce as part of the long-term promotion of sustainability, health and social inclusion. Additionally, they are recognised as promoting healthy eating, recreation, exercise and links with education.

8.7 Consultation – Assessing Local Need
Consultation undertaken as part of the study identified a general satisfaction with the allotment provision in the district. However, a few issues were identified as part of the residents survey. Problems identified include vandalism, litter and the misuse of sites. Points made as part of the Needs Assessment are as follows:

- Over 90% of people surveyed, either in the street or using the household survey, do not use allotments;
- over a third of those who responded to the surveys had no opinion regarding the quantity of allotments, but of those that did the majority thought there was about enough (24% householder survey, 41% on-street survey);
- provision of allotment land was felt to be adequate for most though in the West Inner and the North West Outer areas there were ‘not enough’ and more allotment spaces were needed;
- over 40% of the population surveyed ‘didn’t know’ about the quality of allotments and of those that did, the majority were satisfied;
- most people expect to walk to an allotment site;
- stakeholders identified the need to increase provision and distribution to meet the waiting list and highlighted an insufficient supply in the East, North West and North of the district;
- the majority of council workers feel that there is ‘not enough’ (39%) or ‘nearly enough’ (39%) allotments regarding the quantity and that the quality is ‘average’ (28%).
Current Provision Quantity

8.8 Within the Leeds district 143 allotment sites were surveyed as part of the PPG17 audit. Some very small allotment sites were not surveyed as they fall below the study size threshold (0.2 hectares). These 143 audited sites covered 145 hectares, ranging in site size from 0.2 hectares (Woodlea Allotments, Boston Spa) to 6.53 hectares (Burley Mills Allotments, Kirkstall). These can be split into used and disused sites; of which 129 allotment sites are in use covering 134 hectares, whilst 14 sites (10%) are currently disused and cover a total area of 10.55 hectares.

8.9 The majority of allotment sites in the Leeds district are owned by Leeds City Council. Where there parish or town council is in existence they are the statutory allotment authority for the area they cover. Many of the city council sites are leased to local allotment associations who self-administer the day-to-day management of their sites. Of all the sites identified in the audit, 108 are in public ownership (the Arms Length Management Organisation’s and Leeds City Council) and 35 are in private ownership. District wide, there is a waiting list of 1,183 names for an allotment plot. This figure has already been discounted by 19% to take account of people adding their names to multiple allotment sites. The waiting list applies to 54 sites, 50 of which are publicly owned and 4 are private.

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Pop. 2008 mid year estimate</th>
<th>Allot. Area Total (ha)</th>
<th>Total No. of sites</th>
<th>Number of sites in use</th>
<th>Area of sites in use (ha)</th>
<th>Allot. in use per 1000</th>
<th>Number of disused sites</th>
<th>Area of disused sites (ha)</th>
<th>Potential full plots</th>
<th>Waiting List</th>
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<tbody>
<tr>
<td>East Inner</td>
<td>80,578</td>
<td>11.04</td>
<td>10</td>
<td>7</td>
<td>8.8</td>
<td>0.11</td>
<td>3</td>
<td>2.24</td>
<td>80</td>
<td>78</td>
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<td>25.28</td>
<td>23</td>
<td>22</td>
<td>23.04</td>
<td>0.27</td>
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<td>7</td>
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<td>22.56</td>
<td>0.25</td>
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<td>1.46</td>
<td>51</td>
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Table 8.1 above shows the total amount of allotments in the Leeds district and the breakdown between disused and in use sites. The East Outer area has the largest area of allotments covering 25.28 hectares and the largest area in use at 23.04 hectares. However, in terms of the total number of sites, the area has 23, which is 7 fewer sites than the 30 sites within the South Outer area.

Of the sites in use, the East Inner area has the lowest number of sites with only 5, whilst the West Inner area has the smallest amount of space at 4.96 hectares. The North East Outer area is the only area to have no disused sites.

District wide there is on average 0.17 hectares of allotments in use per 1,000 population. The highest ratios were for the East Outer area with an average of 0.27 hectares of allotment land per 1,000 people. The lowest amounts of allotment land per 1,000 population were in West Inner with 0.09 hectares followed closely by East Inner, North East Outer and West Outer which all have 0.10 hectares per 1,000 population.
8.13 The key issues arising from the above table and the consultation are:
- the West (Inner and Outer) and East Inner and North East Outer areas have a low provision of allotment land in use;
- the highest demand for allotments is in the North West (Inner and Outer) and North East Inner areas;
- only the North East Outer area has no disused sites;
- of those sites in use, there is an average of 0.17 hectares per 1,000 population, ranging from 0.10 to 0.27 across the analysis areas.

8.14 Plan 8.1 shows a wide distribution of sites across the urban area and obvious gaps in the rural North, Wetherby and central Leeds.

8.15 54 of the sites have a waiting list ranging from 2 to 100 people. The areas with the highest demand on the waiting list are North West Inner, North West Outer and North East Inner. These three areas make up 49% of the demand for the whole district. 52% of allotment sites within these areas have a waiting list. The five sites with the largest waiting lists are:
- Roundhay Allotment gardens, North East Inner (waiting list of 100);
- Parkside Road Allotments, North East Inner (waiting list of 72);
- Burley Model Allotment, North West Inner (waiting list of 69);
- Hollin Lane Allotments, North West Inner (waiting list of 62);
- Firthfields Allotments, East Outer (waiting list of 54).

8.16 The five most popular sites listed above contribute to approximately a quarter of the district wide waiting list. In the North East Inner area, the waiting lists for Roundhay Allotment Gardens and Parkside Road account for almost 75% of the total number of people waiting for allotments. Since the audit was conducted, Church Lane Allotments in Kirkstall, a previously disused site which had a waiting list of 16, is now operational with a waiting list of 22. The waiting lists and the location of the five most popular sites suggest a localised demand within the North inner areas.
8.17 Between January 2010 and January 2011 the overall council waiting list for allotments increased by 25% (373 names) to 1,841 (1,491 if discounted). On an area basis, the number of people waiting for an allotment site ranged from 3 to 347. The North East Inner area increased to 347, making it the area of largest increase, in excess of 100 names and the highest demand of all areas. Demand fell in East Outer, North East Outer, North West Inner, and South Inner. District wide, 76 allotment sites had waiting lists, ranging from 1 to 100. The site with the highest waiting list (100) remained as Roundhay in North East Inner analysis area.

8.18 Given most allotments are the same size (approximately 250 m²) once the total area of a disused site is known an estimate can be provided of how many allotment plots it could accommodate (this figure should be reduced by 10% to take into account supporting facilities such as paths, highways, toilets etc). This would equate to 36 full plots per hectare. Using this figure if all the disused sites were brought into use the majority of analysis areas would still be oversubscribed, as the waiting list outnumbers the potential new plots. The only area where the potential plots is greater than the waiting list is East Outer. Unfortunately, as can be seen from Plan 8.1, the disused site is in the Micklefield area to the East, a considerable distance from the sites that have waiting lists. The North East Outer area has no disused sites but has a waiting list of 26 in Boston Spa.

8.19 Plan 8.2 shows that the areas with the largest waiting lists (all with a waiting list above 200) are concentrated together in the north and north west of the district. The lowest levels of demand (with waiting lists below 100) are in North East Outer, East Inner and the South Inner areas.

8.20 The application of the local quantity standard for each area is set out in Table 8.2 below. The table illustrates the application of the standard against the current provision, and the likely implications of each of the three projected growth scenarios.
Table 8.2 Provision of Allotments in Use per 1,000 Population based on the Three Population Growth Scenarios

<table>
<thead>
<tr>
<th>Analysis Areas</th>
<th>Allotments Area Ha</th>
<th>Current provision per 1,000 population</th>
<th>Scenario A Provision per 1,000 population (2026)</th>
<th>Scenario B Provision per 1,000 population (2026)</th>
<th>Scenario C Provision per 1,000 population (2026)</th>
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<tr>
<td>East Inner</td>
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<td>0.16</td>
<td>0.14</td>
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</tbody>
</table>

Explanatory note:
Scenario A – Strategic Housing Market Assessment (SHMA) based on initial employment led population projection data which realigned population levels from 2001 to 2010 with locally derived data sources and projected growth based on employment projections. Distribution of future population across the city is aligned with housing units identified through the Strategic Housing Land Availability Assessment (SHLAA) and application of selected planning policy constraints identified in the Core Strategy Preferred Approach. Average household size is derived from the SHMA assumptions.
Scenario B – Strategic Housing Market Assessment based on ONS population estimates 2001 to 2010 and ONS projections to 2026. Distribution of future population aligned with housing units identified through the SHLAA with limited planning policy constraints applied to site selection.
Scenario C – 22% increase in population of 169,700 between 2008 and 2026 using ONS population projections evenly distributed between the analysis areas.

8.21 The table shows three scenarios based on different population growth. It demonstrates that future provision of allotments available to the public would reduce, reaching as low as 0.14 hectares per 1,000 population, if the city experiences very high population growth. It should be noted that these scenarios are applied to only those identified allotment sites that are currently in use, and take no account of the existing waiting lists or disused sites.

Setting the Standard Quantity

8.22 It is recommended that the quantity standard for allotments should be derived from the local needs assessment and existing provision. Current provision was viewed as “about right” from the residents surveyed. However, the allotment demand is currently 1,183 (discounted) people on waiting lists for sites, and the potential number of full plots available are 396, which leaves an outstanding demand for 787 plots assuming the disused sites could be returned to use.
8.23 The majority of demand from the waiting lists are for sites in the North West Outer, North West Inner/Outer and the North East Inner areas with the latter having only 7 potential plots and 232 (discounted to 198) interested people already on the waiting list.

8.24 Whilst Leeds currently has no quantity standard for allotments, current city wide provision is at a level of 0.17 hectares of allotment land (in use) per 1,000 population or 0.19 hectares when also including disused sites, has a waiting list of 1,183 (discounted) and an unknown latent demand. As a minimum, the latent demand should be calculated using a projected increase of 11%. This is based on the amount of extra land required to satisfy the 2010 waiting list in the East Outer analysis area. This area requires the lowest proportional increase (11%) to its existing amount of in use allotment land increase to satisfy demand arising from the names on the waiting list. This is the lowest proportional increase of all the analysis areas and is in addition to demand identified on the waiting lists.

Existing level of provision = 0.19 Hectare per 1,000 population
Proposed level of provision = 0.24 Hectare per 1,000 population

8.25 The recommended local quantity standard is 0.24 hectares of allotment land per 1,000 population. As shown in table 8.2, East Outer and South Outer areas meet the recommended quantity standard of 0.24 hectares per 1,000 population at present. However, without an increase in provision, none of the areas will meet this standard by 2026 when compared to the three growth scenarios.

Current Provision Quality

8.26 The amended Green Flag criteria was used to assess the quality of sites during the audit process. The average score for allotment sites is 5.1 out of a potential 10 points. In general the quality of sites throughout Leeds was considered to be good/average. Through the consultation process, residents suggested that quality standards should consider the following essential facilities:

- Clean and litter free environment
- Toilet provision
- Litter bins
- Good site access
- Free from dogs

8.27 All the points above were assessed in the site audit, with marks being given for categories including good and safe access, litter and waste management, and grounds maintenance. When auditing allotment sites the provision of particular facilities were considered as beneficial, including an information sign containing the name of the site and a contact number, the quality of paths and boundaries between the plots and building or infrastructure maintenance (this included water supply and communal structures).
Table 8.3 below presents the results of the quality assessment for allotment sites in use. It is expected that these are better maintained and kept to a higher standard than those that are currently disused. Disused allotment sites are often overgrown and require substantial improvements to facilitate further allotment use. The disused allotment sites scored on average 3.24 out of 10 and were considered to be of poor quality. The score ranged from 0 for St Barts Allotments to 5.5 for Club Lane Allotments. Over two thirds of disused allotment sites score less than 4 (considered to be of a poor or very poor standard).

Table 8.3 Quality of Allotments in Use by Analysis Areas

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Average Quality Score</th>
<th>Range of Scores</th>
<th>Lowest Quality Site</th>
<th>Highest Quality Site</th>
<th>Number of Sites</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>3.73</td>
<td>2.11 - 5.23</td>
<td>Red Road Allotments</td>
<td>Fearnville Allotments</td>
<td>7</td>
</tr>
<tr>
<td>East Outer</td>
<td>4.78</td>
<td>2.40 - 7.09</td>
<td>Bank Row Allotments</td>
<td>Byelaw men's Field Allotments</td>
<td>22</td>
</tr>
<tr>
<td>North East Inner</td>
<td>5.87</td>
<td>1.63 - 8.16</td>
<td>Bandstand Allotments</td>
<td>Meanwood Valley Urban Farm</td>
<td>7</td>
</tr>
<tr>
<td>North East Outer</td>
<td>5.03</td>
<td>0.00 - 7.60</td>
<td>Deanswood Drive Allotments</td>
<td>Woodlea (Primrose Lane) Allotments</td>
<td>11</td>
</tr>
<tr>
<td>North West Inner</td>
<td>4.79</td>
<td>2.45 - 6.00</td>
<td>Woodhouse Moor Allotments</td>
<td>St Anne's Road Allotments</td>
<td>8</td>
</tr>
<tr>
<td>North West Outer</td>
<td>5.32</td>
<td>0.90 - 7.83</td>
<td>Gallows Lane Allotments</td>
<td>Willow Green Allotments</td>
<td>24</td>
</tr>
<tr>
<td>South Inner</td>
<td>5.69</td>
<td>3.66 - 7.41</td>
<td>Shafton Lane Allotments</td>
<td>Lady Pit Land Allotments</td>
<td>7</td>
</tr>
<tr>
<td>South Outer</td>
<td>5.01</td>
<td>1.42 - 7.16</td>
<td>Daisyvyle Terrace Allotments</td>
<td>Haigh Road Allotments</td>
<td>27</td>
</tr>
<tr>
<td>West Inner</td>
<td>5.74</td>
<td>3.54 - 7.58</td>
<td>Stanningley Road Allotments</td>
<td>Hayley’s Field Allotments</td>
<td>5</td>
</tr>
<tr>
<td>West Outer</td>
<td>5.44</td>
<td>1.77 - 7.50</td>
<td>Ring Road Lower Wortley Allotments</td>
<td>Priesthorpe Lane Allotments/ Calverly (Gatescroft) Allotments</td>
<td>11</td>
</tr>
<tr>
<td>Leeds</td>
<td>5.10</td>
<td>0.00 - 8.16</td>
<td>Deanswood Drive Allotments</td>
<td>Meanwood Valley Urban Farm</td>
<td>129</td>
</tr>
</tbody>
</table>

As shown in table 8.3 above, all areas scored an average of less than 6 with the average Leeds score being 5.10. In total, 11% of sites (15 out of 128) scored over 7 and are considered a good standard, over half (59%) scored...
more than 5. It would be reasonable to expect deliverable improvements to improve the majority of sites to a score of 7 or above.

8.30 As demonstrated in table 8.3, East Inner and East Outer score 3.73 and 4.78 respectively with North West Inner scoring 4.79. These are the only areas that possess an average score below 5. The highest area average score is North East Inner with a score of 5.87.

**Setting the Standard – Quality**

8.31 The Green Flag award is assessed in two key ways, firstly by reviewing a site management plan, and secondly a field assessment based primarily on observation during a site visit. Each category is given a score out of 10, with a maximum of 30 points for the desk assessment and 70 points for the field assessment. To achieve the standard a minimum of 15 on the desk assessment and 42 on the field assessment is needed, however, an award can only be given if the overall score is greater than 65. The council's Parks and Countryside Service operate a rolling programme of assessing 150 of the city's most popular parks and green spaces against an amended Green Flag standard. This exercise is known as Leeds Quality Parks (LQP) and assesses 50 sites every year, or 150 sites over 3 years.

8.32 In assessing sites for LQP, the Green Flag desk assessment is not carried out as most sites do not have a management plan. Thus, only the field based assessment is conducted, and as explained above, the score required to reach the standard is in effect 48. On average, each category must, therefore, achieve 7 out of 10 to reach the standard, although there is no minimum score for each category.

8.33 As the PPG17 audit considered on-site quality using a field based assessment, the proposal is that the Green Flag quality standard, for the field assessment, is extended to all allotment sites. To account for the absence of the desk assessment and retain the disproportionate Green Flag emphasis on an overall pass mark, it is proposed to set the quality standard at 7 out of 10, or 70%. This is consistent with the council's existing LQP standard.

**Existing Quality average is 5.55**
**Proposed Quality Standard is 7 out of 10 (70%)**

8.34 The overall perception of allotment sites within the study is average or good. The audit scores also reflect this and based on the current scores most sites are achieving or would be able to achieve a 7 with a few improvements.

**Accessibility**

8.35 The needs assessment surveys identify that most people expect to walk to allotments and on average most people would expect to walk 15 or 20 minutes to an allotment site.
8.36 60% of Leeds households live within 720 metres (15 minute walk time) of an allotment site currently in use and larger than 0.2 hectares. The only analysis area significantly below this level of access is North East Outer area with only 32.23% of households within 720 metres of an allotment site. The average distance to an allotment site is 766 metres.

8.37 Plan 8.3 identifies areas of Leeds which are further than 15 minutes from an in use allotment site. These areas include Middleton, central Leeds, Cookridge, and Wetherby, reinforcing the areas of deficit identified in the quantity analysis.
Setting the Standard - Accessibility

8.38 Accessibility is important to all allotment sites to maximise the number the potential users. The survey found that the majority of people expect to walk between 10 (480 metres) and 15 minutes (720 metres) to an allotment site. The average distance to an allotment site is 766 metres.

Recommended Accessibility Standard

8.39 The recommended local accessibility standard for allotments is a 15 minute walk time.

15 minute walk time

Applying the Standards of quantity, quality and accessibility

Recommended Allotment Standards

Quantity = 0.24 hectares per 1,000 population
Quality = 7 out of 10 (70%)
Accessibility = 15 minute walk time

8.40 The application of the recommended quantity, quality and accessibility standards is essential to understand the existing distribution of allotments and identify areas of deficiency. Whilst it is important to consider the application of each standard in isolation, in reality they should be considered in the context of other green space typologies.

8.41 The application of the local quantity standard for each area is set out in Table 8.4. The table illustrates the application of the standard against the current provision, and the likely implications of three projected growth scenarios. The figures represent the difference in hectares between the area of land required to meet the standard and the current provision.
### Table 8.4 Application of Quantity Standard for Allotments to show Deficits and Surplus by Analysis Areas

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Current position (0.24 hectares per 1,000 population)</th>
<th>Future balanced against local standard - Scenario A (0.24 hectares per 1,000 population)</th>
<th>Future balanced against local standard - Scenario B (0.24 hectares per 1,000 population)</th>
<th>Future balanced against local standard – Scenario C (0.24 hectares per 1,000 population)</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>-10.54</td>
<td>-13.68</td>
<td>-15.71</td>
<td>-14.75</td>
</tr>
<tr>
<td>East Outer</td>
<td>2.55</td>
<td>-4.26</td>
<td>-6.94</td>
<td>-1.92</td>
</tr>
<tr>
<td>North East Inner</td>
<td>-6.86</td>
<td>-7.25</td>
<td>-7.92</td>
<td>-10.56</td>
</tr>
<tr>
<td>North West Inner</td>
<td>-3.96</td>
<td>-4.75</td>
<td>-6.75</td>
<td>-9.51</td>
</tr>
<tr>
<td>North West Outer</td>
<td>-4.75</td>
<td>-6.59</td>
<td>-8.11</td>
<td>-9.32</td>
</tr>
<tr>
<td>South Outer</td>
<td>0.82</td>
<td>-0.62</td>
<td>-3.30</td>
<td>-3.92</td>
</tr>
<tr>
<td>West Inner</td>
<td>-7.11</td>
<td>-7.51</td>
<td>-8.28</td>
<td>-9.74</td>
</tr>
<tr>
<td>West Outer</td>
<td>-9.18</td>
<td>-10.07</td>
<td>-11.00</td>
<td>-12.90</td>
</tr>
<tr>
<td>Leeds</td>
<td>-52.44</td>
<td>-73.38</td>
<td>-93.18</td>
<td>-93.17</td>
</tr>
</tbody>
</table>

**Explanatory note:**
Scenario A – Strategic Housing Market Assessment (SHMA) based on initial employment led population projection data which realigned population levels from 2001 to 2010 with locally derived data sources and projected growth based on employment projections. Distribution of future population across the city is aligned with housing units identified through the Strategic Housing Land Availability Assessment (SHLAA) and application of selected planning policy constraints identified in the Core Strategy Preferred Approach. Average household size is derived from the SHMA assumptions.

Scenario B – Strategic Housing Market Assessment based on ONS population estimates 2001 to 2010 and ONS projections to 2026. Distribution of future population aligned with housing units identified through the SHLAA with limited planning policy constraints applied to site selection.

Scenario C – 22% increase in population of 169,700 between 2008 and 2026 using ONS population projections evenly distributed between the analysis areas.

8.42 Table 8.4 demonstrates that there is insufficient provision of allotment space in Leeds to meet current and future demand following application of the proposed quantity standard. Also, the two areas in surplus at present (East Outer and South Outer) fail to meet the standard for any of the population growth scenarios.

**Summary**

8.43 Allotments are used by a small proportion of the population. However, interest in managing a plot is increasing as evidenced by the growing waiting list.
8.44 Existing demand can be measured using plot take up and the size of waiting lists. Assumptions have been made regarding the latent demand and it is clear the number of available allotment plots will have to increase to meet the growing demand. This study has also assumed the provision and take up of whole allotment plots (measuring 250 metres squared) but half plots and quarter plots have increasingly become a common management approach to increase provision on existing sites and this also meets the needs of some newer tenants who require smaller plot sizes than traditional full plots. It should also be noted that some allotment sites are currently used for grazing animals and if managed as growing plots could help to meet the increasing demand.

8.45 The key issues for allotments can be summarised as:
- used by a small proportion of the population, however, the waiting list has increased by 25% between 2010 and 2011;
- increased provision of new sites and plots will be required to meet the standard and satisfy waiting list demand;
- increase future provision using alternative plot sizes such as half plots and quarter plots;
- parish and town council’s need to be more active in the locations where they are the statutory allotment authority;
- some allotment sites are currently used for extensive animal grazing and could be more intensively and efficiently used for growing food.
Chapter 9 Natural Green Space

Introduction and definition

9.1 There are a number of definitions for natural green space. For the purpose of this study, natural green space is defined as woodland, nature reserves and unmanaged green spaces, such as scrubland.

9.2 Natural green space provides a habitat for flora and fauna to flourish, thereby contributing to wildlife conservation, biodiversity, and environmental education and awareness. Natural England promotes ‘Nature Nearby’, which is the provision of good quality natural green spaces close to where people live, so that they can experience and enjoy different ecosystems. However, careful attention to the maintenance and improvement of natural green space is crucial to ensure that both user groups exist in harmony.

9.3 This chapter focuses on natural green spaces within and adjacent to the urban area which are accessible to the public. Consequently, natural green space further than a 15 minute walk from the urban area and within the Green Belt is not included in the formulation of the natural green space standard. It examines sites where the primary typology is natural green space and will consider the existing quantity, quality and accessibility of these sites. The results of the needs assessment and the audit of the natural sites will inform the preparation and justification for the proposed standards. The proposed standards will be used to identify areas of deficiency and surplus.

9.4 In addition to sites where the primary function of green space is natural. Natural green space is also a key characteristic of green corridors, but for the purpose of this study those sites are considered in chapter 11. Natural green space is often present in other areas of green space. For example, Roundhay Park is a formal city park with large areas of natural green space. These are secondary to the primary function of the green space as a city park. As a secondary function, there is a greater amount of natural green space within Leeds than identified within this chapter, however, this additional natural green space is generally located in the larger city parks.

9.5 This chapter also includes sites which are protected by national legislation as a result of their contribution to wildlife conservation, biodiversity and environmental education. Whilst this study does not discuss additional levels of protection in detail, it is important to acknowledge that within Leeds there are a number of sites that are recognised for their contribution to nature conservation.

9.6 In addition to the natural sites discussed in this chapter, Leeds also has over 136 square miles of rural land, this is approximately two thirds of the Leeds area. Whilst not all of this land is publicly accessible, there are many Public Rights of Way (PRoW), which make it possible for the public to enjoy the landscape and flora and fauna it supports.
Strategic Context

9.7 The Leeds Unitary Development Plan Review (UDPR 2006) seeks to protect and conserve areas of land which have nature conservation importance. The following categories of protection set out below form a hierarchy of importance in terms of nature conservation. A schedule of sites can be found within the UDPR (2006).

Special Landscape Areas (SLAs)
9.8 Leeds has 18 SLAs which are identified within the UDPR 2006. These are the most attractive areas of countryside in Leeds which possess a number of positive attributes and, therefore, need to be protected from visually harmful development. Examples of positive factors include natural or semi-natural woods, which is of relevance to this chapter. Many of the SLAs cover private land, but some do have PRoWs running through them, which provide some limited public access.

Urban Green Corridors
9.9 Urban green corridors (as described in the UDPR 2006 and not to be confused with those site discussed in chapter 11 of this study) are natural green spaces performing the function of a wildlife corridor, linking areas of wildlife habitat. They help the spread of species to limit their vulnerability to local extinction.

Sites of Special Scientific Interest (SSSIs)
9.10 Leeds has 17 SSSIs. These are sites of national importance for nature conservation and protect the most precious habitats in Leeds.

Sites of Ecological or Geological Interest (SEGIs)
9.11 Leeds has 44 SEGI sites. These are sites considered to be of county and regional importance for ecological and geological conservation.

Local Nature Reserves (LNRs)
9.12 Leeds has 6 LNR sites. These are sites considered to be of local importance for nature conservation.

Leeds Nature Areas (LNAs)
9.13 Leeds has 116 LNA sites. These are sites of local importance for the enjoyment, study or conservation of wildlife, geological features and landforms.

Consultation - Assessing local needs
9.14 The consultation process sought to provide information and improve understanding of local communities perceptions of the quality, quantity and accessibility to green space. Two resident surveys were completed. A survey of Leeds’ households and an on-street survey in the inner city areas. Further assessment of local need was conducted involving children from schools and the Leeds Youth Council. Local sports clubs and recreation user groups,
Leeds City Council employees, ward councillors, parish councils and key stakeholders were also asked for their views.

9.15 The results of the consultation highlighted the following:

- Natural green space is the second most visited type of green space based on number of monthly visits;
- the top three most frequently used green space sites, Roundhay Park, Golden Acre Park and Temple Newsam, all have large areas of natural green space within them as a secondary function;
- survey respondents in the inner analysis areas, on the whole, consider there to be insufficient natural green space;
- survey respondents in the outer analysis areas consider the level of natural green space to be ‘about right’;
- 80% of LCC employees used natural green space with 35% stating that there is ‘not enough’;
- over 90% of the respondents from the on street and household survey consider natural green space in Leeds to be of average quality or above;
- the majority of respondents would expect to walk to natural green space.

**Current Provision Quantity**

9.16 For the purposes of analysis within this chapter, the urban area is defined as land which is not designated Green Belt. In addition, a 15 minute walk time catchment buffer (720 metres) has been created around this urban area to ensure that sites which are accessible from the urban area are also considered. The use of a 15 minute walk time catchment (720 metres) is explained in the accessibility section of this chapter. Using this definition of ‘urban area’ there are 294 sites of natural green space of 0.2 hectares and above, covering a total area of 1,771 hectares. See Plan 9.1.

9.17 Leeds currently has no quantity standard for natural green space. Existing provision for the urban area defined above at paragraph 9.16 calculates at 2.58 hectares per 1,000 population (based on Council Tax population data January 2008). This refers to green space where the primary typology is natural. This calculation does not include natural green space that is secondary to other types of green space.

9.18 Council Tax data rather than ONS population estimates were used to inform the quantity assessment for natural green space, as it is possible to identify households within the defined urban area. ONS population estimates are not available on this basis. However, ONS projected household size has been used with the information from Council Tax to accurately estimate the urban area population.

9.19 In determining the parameters for natural green space site assessment, Natural England recommends a minimum size threshold of 0.2 hectares for all
types of green space as this is a size that can, for practicality reasons, be planned and identified on plans. In addition to this, Parks and Countryside will not adopt new sites for management purposes, less than 0.2 hectares.

9.20 However, sites less than 0.2 hectares support a smaller variety of flora and fauna as a result of their size. Whilst such sites are not considered as part of this study, they should not be disregarded because of their lower levels of biodiversity. Natural England advises that such sites are enjoyed by children and, therefore, should not be ignored, but accepted for their high value to local communities.

9.21 Plan 9.1 shows the distribution of natural green space of 0.2 hectares and above across Leeds.
Plan 9.1 Location of Natural Green Space Within & Adjacent to the Urban Area
9.22 Plan 9.1 shows that the larger areas of natural green space, with the exception of Otley Chevin, tend to be located adjacent to the River Aire and Leeds Liverpool Canal. The inner analysis areas, where population is more concentrated due to high housing densities have very little natural green space, which is a consequence of the historic growth of Leeds spreading out from the city centre.

9.23 It is difficult to draw many conclusions from the plan as it does not provide a clear picture of the amount of green space in relation to population. The table below sets out the amount of natural green space for each analysis area and the provision in hectares per 1,000 population within the urban area.

**Table 9.1 Natural Green Space Provision in Leeds by Analysis Area**

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Council tax data (Jan 2008) Households in urban area</th>
<th>Urban area population using council tax</th>
<th>Natural green space in and adjacent to the urban area (Hectares)</th>
<th>Smallest site (Hectares) in the urban area</th>
<th>Largest site (Hectares) in the urban area</th>
<th>Current provision Hectares/1,000 population</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>30,856</td>
<td>71,277</td>
<td>54.46</td>
<td>0.36</td>
<td>42</td>
<td>0.76</td>
</tr>
<tr>
<td>East Outer</td>
<td>34,669</td>
<td>80,085</td>
<td>385.07</td>
<td>0.26</td>
<td>54.42</td>
<td>4.8</td>
</tr>
<tr>
<td>North East Inner</td>
<td>28,693</td>
<td>66,281</td>
<td>141.01</td>
<td>0.22</td>
<td>22.75</td>
<td>2.12</td>
</tr>
<tr>
<td>North East Outer</td>
<td>24,269</td>
<td>56,061</td>
<td>122.83</td>
<td>0.23</td>
<td>48.28</td>
<td>2.08</td>
</tr>
<tr>
<td>North West Inner</td>
<td>26,385</td>
<td>60,949</td>
<td>127.63</td>
<td>0.36</td>
<td>22.75</td>
<td>2.09</td>
</tr>
<tr>
<td>North West Outer</td>
<td>34,683</td>
<td>80,118</td>
<td>330.69</td>
<td>0.2</td>
<td>74.79</td>
<td>4.12</td>
</tr>
<tr>
<td>South Inner</td>
<td>31,663</td>
<td>73,142</td>
<td>84.80</td>
<td>0.36</td>
<td>21.97</td>
<td>1.15</td>
</tr>
<tr>
<td>South Outer</td>
<td>35,644</td>
<td>82,338</td>
<td>369.35</td>
<td>0.25</td>
<td>52.94</td>
<td>4.48</td>
</tr>
<tr>
<td>West Inner</td>
<td>20,893</td>
<td>48,263</td>
<td>83.90</td>
<td>0.33</td>
<td>26.99</td>
<td>1.73</td>
</tr>
<tr>
<td>West Outer</td>
<td>28,640</td>
<td>66,158</td>
<td>255.85</td>
<td>0.3</td>
<td>50.15</td>
<td>3.86</td>
</tr>
<tr>
<td>Leeds</td>
<td>307,705</td>
<td>684,672</td>
<td>1,770.94</td>
<td>0.2</td>
<td>74.79</td>
<td>2.58</td>
</tr>
</tbody>
</table>
9.24 The key issues from the above table, plans and local needs assessment are:

- There is a divide between the inner and outer areas in terms of the amount of publicly accessible natural green space, with the outer areas having the greater share;
- the above table shows that East Inner, South Inner and West Inner have the least amount of natural green space per 1,000 population;
- East Outer has the highest level of natural green space provision, 4.8 hectares per 1,000 population;
- there are a range of sizes of natural green space in the urban area and adjacent to it, ranging from 0.2 hectares to 74.79 hectares;
- survey respondents from the inner areas, on the whole, consider there to be insufficient natural green space. This is supported by the data which shows that South, East and West Inner areas perform poorly with regards to natural green space provision per 1,000 population, with less than 2 hectares per 1,000 population;
- survey respondents from the outer areas consider the level of natural green space to be ‘about right’. This is supported by the data, which shows that all outer analysis areas perform well, with between 2.08 hectares and 4.8 hectares per 1,000 population.

9.25 Table 9.2 below sets out how much natural green space there would be per 1,000 population in the urban area if the level of natural green space were to remain constant whilst the population of Leeds continues to increase. It considers three population growth scenarios which are explained below the table.
### Table 9.2 Provision of Natural Green Space per 1000 Population based on Three Population Growth Scenarios

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Urban Area Population using council tax</th>
<th>Natural green space in and adjacent to the urban area (Ha)</th>
<th>Scenario A population (2026)</th>
<th>Scenario B population (2026)</th>
<th>Scenario C population (2026)</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>71,277</td>
<td>54.46</td>
<td>0.66</td>
<td>0.60</td>
<td>0.63</td>
</tr>
<tr>
<td>East Outer</td>
<td>80,085</td>
<td>385.07</td>
<td>3.61</td>
<td>3.29</td>
<td>3.95</td>
</tr>
<tr>
<td>North East Inner</td>
<td>66,281</td>
<td>141.01</td>
<td>2.08</td>
<td>2.00</td>
<td>1.75</td>
</tr>
<tr>
<td>North East Outer</td>
<td>56,061</td>
<td>122.83</td>
<td>2.11</td>
<td>2.03</td>
<td>1.80</td>
</tr>
<tr>
<td>North West Inner</td>
<td>60,949</td>
<td>127.63</td>
<td>2.03</td>
<td>1.89</td>
<td>1.72</td>
</tr>
<tr>
<td>North West Outer</td>
<td>80,118</td>
<td>330.69</td>
<td>3.80</td>
<td>3.56</td>
<td>3.39</td>
</tr>
<tr>
<td>South Inner</td>
<td>73,142</td>
<td>84.80</td>
<td>0.92</td>
<td>0.73</td>
<td>0.95</td>
</tr>
<tr>
<td>South Outer</td>
<td>82,338</td>
<td>369.35</td>
<td>4.21</td>
<td>3.77</td>
<td>3.68</td>
</tr>
<tr>
<td>West Inner</td>
<td>48,263</td>
<td>83.90</td>
<td>1.68</td>
<td>1.58</td>
<td>1.43</td>
</tr>
<tr>
<td>West Outer</td>
<td>66,158</td>
<td>255.85</td>
<td>3.68</td>
<td>3.50</td>
<td>3.18</td>
</tr>
<tr>
<td>Leeds</td>
<td>684,672</td>
<td>1770.94</td>
<td>2.33</td>
<td>2.12</td>
<td>2.12</td>
</tr>
</tbody>
</table>

Explanatory note:

**Scenario A** – Strategic Housing Market Assessment (SHMA) based on initial employment led population projection data which realigned population levels from 2001 to 2010 with locally derived data sources and projected growth based on employment projections. Distribution of future population across the city is aligned with housing units identified through the Strategic Housing Land Availability Assessment (SHLAA) and application of selected planning policy constraints identified in the Core Strategy Preferred Approach. Average household size is derived from the SHMA assumptions.

**Scenario B** – Strategic Housing Market Assessment based on ONS population estimates 2001 to 2010 and ONS projections to 2026. Distribution of future population aligned with housing units identified through the SHLAA with limited planning policy constraints applied to site selection.

**Scenario C** – a 22% increase in population of 169,700 between 2008 and 2026 using ONS population projections evenly distributed between the analysis areas.

9.26 The above table demonstrates that the amount per 1,000 population would decrease, placing increasing pressure on existing natural green space to support the increased population.

9.27 Setting a standard is vital to prevent a situation where population grows but the provision of natural green space remains the same. This would increase the pressure on existing green space.
Setting a Quantity Standard

9.28 The recommended local quantity standard for natural green space has been derived from the local needs consultation and audit of provision and is summarised below.

9.29 There was a split in opinion between the respondents with regards to whether or not there was sufficient natural green space, which was largely reflective of whether the respondent was from an inner or an outer analysis area.

9.30 In line with the key themes emerging from the consultation, the standard for natural green space is set below the existing provision (2.58 hectares) at 2 hectares per 1,000 population. This will ensure that areas where there is considered to be enough natural green space retain at least 2 hectares per 1,000 population and the inner areas where there is considered to be insufficient natural green space, see an achievable growth in natural green space provision. In addition, a standard of 2 hectares per 1,000 population is consistent with Natural England’s recommendation on accessible natural green space standard.

Current Provision - Quality

9.31 As set out in chapter 2, the Green Flag awards are a nationally recognised standard in assessing green space and cover the issues of site maintenance. The quality of existing natural green space in the city was assessed through site visits against a reduced and localised variation of the national Green Flag standard. Each site was assessed against various relevant criteria. A copy of the site assessment form is available at Appendix C. The assessment can be presented as either a score out of 10 or a percentage. The results are summarised in Table 9.3 below. It is important to note that the site assessments reflect the quality of the site on the day they were visited.
Table 9.3 Quality of Natural Green Space by Analysis Area

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Average Quality Score</th>
<th>Range of Scores</th>
<th>Lowest Quality Site</th>
<th>Highest Quality Site</th>
<th>Number of sites</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>3.41</td>
<td>0.54-6.16</td>
<td>Torre Ground (scrubland)</td>
<td>Killingbeck Business Park</td>
<td>6</td>
</tr>
<tr>
<td>East Outer</td>
<td>4.93</td>
<td>1.41-7.46</td>
<td>Beryleigs Wood</td>
<td>Roman Road Recreation Ground</td>
<td>39</td>
</tr>
<tr>
<td>North East Inner</td>
<td>4.55</td>
<td>1.57-6.91</td>
<td>Chapel Allerton Park Wood</td>
<td>Roundhay Hall Hospital</td>
<td>27</td>
</tr>
<tr>
<td>North East Outer</td>
<td>4.50</td>
<td>1.12-7.66</td>
<td>Sandringham Mount Wood</td>
<td>Raby Park</td>
<td>29</td>
</tr>
<tr>
<td>North West Inner</td>
<td>4.85</td>
<td>2.46-7.12</td>
<td>Woodhouse Ridge</td>
<td>Ireland Wood &amp; Cookridge hospital grounds</td>
<td>28</td>
</tr>
<tr>
<td>North West Outer</td>
<td>5.24</td>
<td>0.80-8.9</td>
<td>Newall Carr Road</td>
<td>Park Lane College</td>
<td>53</td>
</tr>
<tr>
<td>South Inner</td>
<td>3.94</td>
<td>1.93-5.92</td>
<td>Cranmore Recreation Ground</td>
<td>Sissions Wood</td>
<td>10</td>
</tr>
<tr>
<td>South Outer</td>
<td>4.56</td>
<td>1.69-7.46</td>
<td>Daisy Hill Close</td>
<td>White Rose Lakeside Walk</td>
<td>56</td>
</tr>
<tr>
<td>West Inner</td>
<td>4.48</td>
<td>1.3-9.15</td>
<td>Farsley Beck (behind Farsley Celtic)</td>
<td>Rodley Nature Reserve</td>
<td>16</td>
</tr>
<tr>
<td>West Outer</td>
<td>4.46</td>
<td>1.3-6.46</td>
<td>Farsley Beck (behind Farsley Celtic)</td>
<td>Lodge Wood</td>
<td>30</td>
</tr>
<tr>
<td>Leeds</td>
<td>4.49</td>
<td>0.54-9.15</td>
<td>Torre Ground (scrubland)</td>
<td>Rodley Nature Reserve</td>
<td>294</td>
</tr>
</tbody>
</table>

9.32 Table 9.3 demonstrates an average audit score of 4.49 using the Green Flag criteria as a basis for assessing quality. It also reflects large differences in scores between natural green space sites within analysis areas and between them, with South Inner and East Inner fairing the worst in terms of their area average.

9.33 Whilst the overall average for the quality of natural green space was 4.49, the respondent perception of natural green space quality was much better. Only 6% of the on street survey respondents and 8% of the household survey respondents rated natural areas as poor/very poor. The Leeds City Council employees surveyed found that only 13% rated natural green spaces as poor/very poor.

9.34 The main problems reported back through the consultation process were litter problems, dog fouling, vandalism and graffiti and the misuse of sites. An
important factor to bear in mind is that the audit for each site is a snapshot in time. Some sites may have performed better than others, in terms of scores, if maintenance, such as a litter pick, had been carried out more recently than at other sites.

9.35 Access is the main issue that residents would like addressing through providing more formal pathways.

Setting a Quality Standard

9.36 The Green Flag award is assessed in two key ways, firstly by reviewing a site management plan, and secondly a field assessment based primarily on observation during a site visit. Each category is given a score out of 10, with a maximum of 30 points for the desk assessment and 70 points for the field assessment. To achieve the standard a minimum of 15 on the desk assessment and 42 on the field assessment is needed, however, an award can only be given if the overall score is greater than 65%. The desk assessment is not carried out as most sites do not have a management plan. Thus, only the field based assessment is conducted, and as alluded to above, the score required to reach the standard is in effect 48 (or 65%). On average, each category must therefore achieve 7 out of 10 to reach the standard, although there is no minimum score for each category.

9.37 The overall perception of the quality of sites is mixed. Table 9.3 shows that there are large differences in the quality of existing sites. It is, therefore, recommended that a quality standard is set using the Green Flag award scoring, adapted to take into consideration the local characteristics of Leeds. A minimum score of 7 is recommended for a site to be classed as 'good' in line with the Green Flag award assessment.

9.38 The following essential aspects were identified through the needs assessment responses:

- Clean and litter free
- Footpaths
- Nature features
- Flowers and trees

9.39 These qualities were included in the quality assessment criteria during the audit of sites and as such they are already considered within the existing assessment and scoring.

Existing Quality average is 4.49
Proposed Quality Standard is 7

Current Provision - Accessibility

9.40 The accessibility of sites is key to making the site widely available to the maximum number of potential users. The recommended local standard is set
in the form of a distance threshold and is derived from the findings of local consultations.

9.41 Site specific accessibility issues were also analysed as part of the site visits, where information and signage and general access issues were assessed.

9.42 The majority of the survey respondents (56% of household and 48% of on street) expect to walk to their nearest natural green space, this was followed by car, with 33% of household and 41% of on street respondents preferring this mode of transport.

9.44 The survey results reflect slightly different responses for expected journey times for the on street survey and the household survey with a 75th percentile of 15 minutes from the household survey respondents and 20 minutes from the on street survey respondents. The most common response for both surveys was 10 minutes.

9.47 Natural England’s Accessible Natural Green Space Standard (ANGSt) is the national benchmark for creating access standards for natural green space. It recommends at least 2 hectares of accessible natural green space per 1,000 people based on no-one living more than:

- 300m from their nearest natural green space
- 2km from a natural green space site of 20ha
- 5km from a natural green space site of 100ha
- 10km from a natural green space site of 500ha

9.48 The table below shows the accessibility of natural green space in Leeds using ANGSt.
Table 9.4 Natural Green Space in Leeds Compared to the ANGSt Standard

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Natural green space in and adjacent to the urban area (Ha)</th>
<th>Average distance to natural green space (km) ≥2ha</th>
<th>Average distance to natural green space (km) ≥20ha</th>
<th>Average distance to natural green space (km) ≥100ha</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>54.46</td>
<td>0.62</td>
<td>1.024</td>
<td>12.25</td>
</tr>
<tr>
<td>East Outer</td>
<td>385.07</td>
<td>0.62</td>
<td>1.596</td>
<td>7.47</td>
</tr>
<tr>
<td>North East Inner</td>
<td>141.01</td>
<td>0.41</td>
<td>2.186</td>
<td>10.29</td>
</tr>
<tr>
<td>North East Outer</td>
<td>122.83</td>
<td>1.829</td>
<td>7.341</td>
<td>12.73</td>
</tr>
<tr>
<td>North West Inner</td>
<td>127.63</td>
<td>0.55</td>
<td>2.13</td>
<td>9.12</td>
</tr>
<tr>
<td>North West Outer</td>
<td>330.69</td>
<td>0.61</td>
<td>1.773</td>
<td>3.64</td>
</tr>
<tr>
<td>South Inner</td>
<td>84.8</td>
<td>1.26</td>
<td>2.319</td>
<td>13.2</td>
</tr>
<tr>
<td>South Outer</td>
<td>369.35</td>
<td>0.53</td>
<td>1.885</td>
<td>13.1</td>
</tr>
<tr>
<td>West Inner</td>
<td>83.9</td>
<td>0.71</td>
<td>1.483</td>
<td>9.47</td>
</tr>
<tr>
<td>West Outer</td>
<td>255.85</td>
<td>1.26</td>
<td>1.656</td>
<td>10.38</td>
</tr>
<tr>
<td>Leeds</td>
<td>1,770.94</td>
<td>0.77</td>
<td>2.27</td>
<td>10.15</td>
</tr>
</tbody>
</table>

9.49 Table 9.4 shows that the average distance to a site of natural green space of 0.2 hectares and above is 770 metres from households, with variations across Leeds of between 410 metres and 1.2 kilometres. ANGSt recommends a distance of 300 metres to the nearest piece of natural green space, however, the above calculations only consider natural green space where natural is the primary typology and sites of 0.2 hectares and above. There are many other sites across Leeds that are less than 0.2 hectares and there are cases where natural is a secondary typology. In addition to this, consideration should be given to the accessibility of green corridors and the rural areas of Leeds where people are able to enjoy the natural environment using PRoWs.

9.50 All analysis areas, with the exception of North West Outer, have access in excess of the 2 and 5 kilometres for sites of 20 and 100 hectares as detailed in the ANGSt standard. The opportunity to deliver more natural green space sites of 100 hectares or more is severely limited. However, people living in North East Outer do have access to natural areas contained within the two large city parks of Roundhay and Temple Newsam.

9.51 With regards to sites of 500 hectares. Leeds does not have sites this large and it is very unlikely that an opportunity to create such a site exists. St Aidans, in Allerton Bywater is an open cast mine which is currently being
restored and will, in due course, be handed over to the RSPB for management. In total, the site covers an area of 400 hectares (1.5 square miles). However, due to its location in East Leeds it does not increase accessibility to North East households and households on the West side of Leeds.

**Setting an Accessibility Standard**

9.52 The recommended local accessibility standard for natural green space is summarised below. The standard reflects local aspirations, with regard to ‘expected’ travel mode, as well as the focus on improving the physical access to natural green space across the city.

**Recommended Accessibility Standard**

**15 minute walk time**

9.53 There is a clear expectation from respondents that they would prefer to walk to natural green space. Therefore, a walk time standard is recommended. The standard has been set at a 15 minute (720 metres) walk time to natural green space. Whilst the most common response was a 10 minute walk, the 75th percentile was between 15-20 minutes. Setting the standard at 15 minutes provides a more realistic target for new natural sites as it takes into account the existing provision along the green corridors, the rural countryside surrounding the urban area, sites of less than 0.2ha and those where natural green space acts as a secondary function.

9.54 The recommendation focuses on a standard based on the provision of natural green space within the urban area, this includes sites that are just outside the urban area, but are within 720 metres of the urban boundary. Plan 9.2 indicates which areas of Leeds have 15 minute walking access to natural green space.
Plan 9.2 Access to Natural Green Space Within & Adjacent to the Urban Area (15 minute walk time)
9.55 Plan 9.2 shows that the majority of the inner analysis areas have difficulties accessing natural green space within a 15 minute walk time. However, this map does not reflect the population of an area. The table below sets out the average distance from households to an area of natural green space and what percentage of households are within 720 metres of their nearest natural green space.

Table 9.5 Average Distance to Natural Green Space

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Average distance to natural green space (720 metres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>568</td>
</tr>
<tr>
<td>East Outer</td>
<td>537</td>
</tr>
<tr>
<td>North East Inner</td>
<td>341</td>
</tr>
<tr>
<td>North East Outer</td>
<td>934</td>
</tr>
<tr>
<td>North West Inner</td>
<td>463</td>
</tr>
<tr>
<td>North West Outer</td>
<td>487</td>
</tr>
<tr>
<td>South Inner</td>
<td>1,224</td>
</tr>
<tr>
<td>South Outer</td>
<td>453</td>
</tr>
<tr>
<td>West Inner</td>
<td>625</td>
</tr>
<tr>
<td>West Outer</td>
<td>523</td>
</tr>
<tr>
<td>Leeds</td>
<td>618</td>
</tr>
</tbody>
</table>

9.56 The above table shows that on average households are within 618 metres of their nearest natural green space (0.2 hectares and above). However, households in South Inner and North East Outer have the poorest access to natural green space. Households in South Inner, on average, have to travel 1.2 kilometres and households in North East Outer on average, have to travel 0.9 kilometres to their nearest natural green space of 0.2 hectares and above.

Applying the standards of quantity, quality and accessibility

<table>
<thead>
<tr>
<th>Recommended natural standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quantity =</td>
</tr>
<tr>
<td>Quality = 7 out of 10 (70%)</td>
</tr>
<tr>
<td>Accessibility = 15 minute walk time</td>
</tr>
</tbody>
</table>

9.57 The quantity standard enables the identification of areas that do not meet the minimum provision standards, whilst the accessibility standard determines those deficiencies of highest priorities. The quality standard outlines the key aspirations of local residents and provide an indication as to where sites may currently fall below expectations.

9.58 Table 9.6 summarises the application of the quantity standard for natural green space:
Table 9.6 Application of Quantity Standard for Natural Green Spaces to show Deficits and Surplus by Analysis Area

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Current population balanced against local standard (2 hectares per 1000 population)</th>
<th>Future population balanced against local standard Scenario A (2 hectares per 1000 population)</th>
<th>Future population balanced against local standard Scenario B (2 hectares per 1000 population)</th>
<th>Future population balanced against local standard Scenario C (2 hectares per 1000 population)</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>-88.09</td>
<td>-111.22</td>
<td>-126.21</td>
<td>-119.14</td>
</tr>
<tr>
<td>East Outer</td>
<td>224.90</td>
<td>171.74</td>
<td>150.77</td>
<td>190.01</td>
</tr>
<tr>
<td>North East Inner</td>
<td>8.45</td>
<td>5.42</td>
<td>0.14</td>
<td>-20.42</td>
</tr>
<tr>
<td>North East Outer</td>
<td>10.71</td>
<td>6.62</td>
<td>1.66</td>
<td>-13.71</td>
</tr>
<tr>
<td>North West Inner</td>
<td>5.73</td>
<td>1.97</td>
<td>-7.63</td>
<td>-20.82</td>
</tr>
<tr>
<td>North West Outer</td>
<td>170.45</td>
<td>156.44</td>
<td>144.80</td>
<td>135.55</td>
</tr>
<tr>
<td>South Inner</td>
<td>-61.48</td>
<td>-100.02</td>
<td>-147.63</td>
<td>-93.34</td>
</tr>
<tr>
<td>South Outer</td>
<td>204.67</td>
<td>193.77</td>
<td>173.44</td>
<td>168.81</td>
</tr>
<tr>
<td>West Inner</td>
<td>-12.63</td>
<td>-15.79</td>
<td>-21.99</td>
<td>-33.65</td>
</tr>
<tr>
<td>West Outer</td>
<td>123.53</td>
<td>116.64</td>
<td>109.46</td>
<td>94.72</td>
</tr>
<tr>
<td>Leeds</td>
<td>401.60</td>
<td>248.31</td>
<td>103.31</td>
<td>103.35</td>
</tr>
</tbody>
</table>

Explanatory note:
Scenario A – Strategic Housing Market Assessment (SHMA) based on initial employment led population projection data which realigned population levels from 2001 to 2010 with locally derived data sources and projected growth based on employment projections. Distribution of future population across the city is aligned with housing units identified through the Strategic Housing Land Availability Assessment (SHLAA) and application of selected planning policy constraints identified in the Core Strategy Preferred Approach. Average household size is derived from the SHMA assumptions.
Scenario B – Strategic Housing Market Assessment based on ONS population estimates 2001 to 2010 and ONS projections to 2026. Distribution of future population aligned with housing units identified through the SHLAA with limited planning policy constraints applied to site selection.
Scenario C – 22% increase in population of 169,700 between 2008 and 2026 using ONS population projections evenly distributed between the analysis areas.

9.59 The figures in the above table show the application of the proposed standard of 2 hectares per 1,000 population against the 2008 population figures based on Council Tax and ONS household size and each of the potential growth scenarios. The figures in green show the number of hectares which exceed the applied standard and the figures in red show the deficiency against the proposed standard for that area.

- East Outer, West Outer and South Outer exceed the applied quantity standard for all growth scenarios.
• The largest current and future shortfalls can be found in the South and East Inner areas.

9.60 As the above table shows, three of the ten analysis areas do not satisfy the recommended standard currently or scenario A, four fail to meet scenario B and 6 fail when compared against scenario C. Consequently, new natural sites will need to be created in areas where provision is lowest with optimum accessibility. The deficiency in provision can be mitigated by improving footpaths and linkages from inner areas to the new natural green space sites.

Summary

9.61 Natural green space is highly valued by local residents. This is reflected in the fact that it is the second most visited type of green space on a monthly basis. It is also an important land use in terms of maintaining and improving biodiversity, nature conservation and as an education tool for the local population.

9.62 The consultation process identified the inner areas as having insufficient natural green space and the outer areas as being ‘about right’. Setting the quality standard at 2 hectares per 1,000 population will improve the provision of natural green space within the areas that are deficient, whilst maintaining a suitable level of provision in the outer analysis areas where there is generally considered to be enough.

9.63 Whilst the overall strategy should focus on improving the quality of sites, if the overall aim of ensuring that the majority of residents are within 15 minutes of natural green space is to be achieved, new provision will be required in locations in areas of deficit which are spread across the city.

9.64 The key priorities for the future provision of natural green space should be addressed through the LDF and/or other delivery mechanisms. These priorities are:

• Ensure that the LDF contains policies that protect natural green space from development. Only in cases where there is low nature conservation value should an alternative type of green space be considered.
• In allocating new development sites in locations which fail to meet the proposed standards, consider how the development can improve access and increase provision of natural green space.
• Prepare a strategic programme of qualitative improvements across the city.
• Maximise the role of natural green space to increase participation in health and physical activity and to realise its educational benefits across the city.
• Facilitate improved access to natural green space in the urban area through the development of footpath and cycle links.
Chapter 10 Indoor Sports Facilities

Introduction and Definition

10.1 Almost two thirds of Leeds residents use indoor sports facilities at least once a year (Leeds PPG17 Needs Assessment). Additionally, 22.4% of the Leeds population (16+) participate in at least 3 sessions of sport and active recreation each week (Active People 2008 – 2010 rolling average). Planning Policy Guidance (PPG) 17 states that it is essential to consider the role of indoor sports facilities in meeting the recreation and sporting needs of local residents. The provision of swimming pools, indoor sports halls, gyms, indoor bowls and indoor tennis should be considered as part of the local supply and demand assessment. In Leeds it is recognised that sport and active recreation plays a key role in terms of cultural, health, economic, cohesion, crime reduction and regeneration outcomes.

10.2 The methodology for the assessment of indoor facilities is slightly different to other PPG17 typologies in that specific demand modelling can be undertaken using Sport England models and local user data.

10.3 Outdoor and indoor sports have been separated into two distinct typologies within this document. This section considers the provision of indoor sports facilities across Leeds.

Strategic Context

10.4 It is important to note that PPG17 relates to an aspiration for all sport provision in the area. Leeds City Council, although a significant provider, is one of many delivery partners. However, when setting the standards, trying to create clear and accurate baselines for all facilities can be challenging. This is mainly due to information not being available in terms of the type, quality and accessibility of some private facilities. It is, however, generally, possible to plot location.

10.5 In terms of its own leisure facilities, Leeds City Council has set the following vision:

‘To secure a city-wide network of quality, affordable, accessible and sustainable leisure centres for the benefit of all the people of Leeds.’

10.6 This policy recognises the difficult balance between serving more deprived communities, the general mass participation agenda across the city and sustainability. It noted three geographic factors that maximise the success of leisure centres in terms of both financial performance and community outcomes. These factors are:

- town and district centres;
- main arterial roads;
- adjacent to complementary facilities, such as high schools.

10.7 It also noted that more deprived communities tend be less socially mobile and car ownership is considered a determining factor in terms of travelling to leisure centres (through the Sport England Facilities Planning Model). The Active People Survey highlights lower levels of participation amongst more deprived communities.
The 2001 Census results reveal that 34% of Leeds households do not have access to a car or van. This represents over 100,000 households in the city and shows why location and access to high frequency public transport corridors is important to achieve an increase in sports participation, especially in deprived communities.

10.8 In general terms the policy and the planning model have prescribed the need for fewer, larger, better placed and higher quality facilities. However, population growth will need to be continually reviewed against these assumptions. This approach only assessed Leeds City Council facilities shown on Plan 10.1. It is important to consider all provision when determining need.

10.9 In 2010/11 there were 4.2 million visits to council indoor leisure facilities. The most popular leisure centres (as previously mentioned) tend to be larger, offering a wider range of activities, near major arterial routes, co-located, or in town / district centres. This is illustrated in the graph below:

**Figure 10.1 Leisure Centre Visits 2010/11**

10.10 Sites that meet the visions proposed locations are:

- Morley;
- Scott Hall;
- Rothwell;
- Aireborough;
- John Smeaton;
- Armley;
- John Charles.
10.11 In general, the long-term outcomes of PPG17 should increase participation in sport and active recreation, leading to healthier, more cohesive, regenerated and more economically active communities (measured through ‘Taking the lead’ and other Partnership Priority Plans). In terms of direct outcomes, the clear priority is ensuring that a process exists to ensure that community need is reflected in the PPG17 standards so that as demography changes in the city, the infrastructure of sport facilities also develops. The Office for National Statistics, in their 2008 baseline forecast, predicts substantial population growth with 949,500 residents forecast by 2026; placing increasing demand on the indoor sports infrastructure. As table 10.1 below shows, the growing population will also see an increase in younger age groups, especially the 20 to 30 year olds. This will place further pressure on sport facilities, as this age group tends be one of the more active.

**Figure 10.2 & Table 10.1 Comparison Age Profiles**

[Graph and table showing age profiles]

**Consultation**

10.12 Recent closures to South Leeds Sports Centre and East Leeds Leisure Centre in November 2010 and April 2011 respectively will have implications on the provision and access to council indoor facilities. In considering the results of the consultation, it must be noted that these exercises were undertaken prior to these recent closures. Where possible tabulated data on facilities and provision reflects these closures.

10.13 The key consultation exercises regarding Leeds City Council leisure provision and the wider indoor sport provision in the city are:
Taking the Lead – a Strategy for Sport and Active Recreation 2006 – 2012;
• PPG17 – Needs Assessment;
• Vision for Council Leisure Centres.

10.14 Participation levels from the Needs Assessment across Leeds revealed:
• 53% of household survey respondents and 35% of on-street survey respondents reported using indoor sports facilities once a month or more.
• 34% of household survey respondents and 25% of on-street survey respondents using outdoor sports facilities once a month or more often.

10.15 This chapter examines the following indoor facilities in detail. These were considered the most popular facilities, consequently there is available participation data which allows meaningful assessment. Other facilities are mentioned in the consultation results, such as ice rinks, but are not examined in detail.

<table>
<thead>
<tr>
<th>Facility</th>
<th>Definition from Active Places Power</th>
</tr>
</thead>
<tbody>
<tr>
<td>Swimming pool</td>
<td>Enclosed area of water, specifically maintained for all forms of water based sport &amp; recreation. Includes general swimming, teaching, training, diving, club use and school use. Includes indoor and outdoor pools, freeform leisure pools, specific diving tanks. Where an area of a pool is normally cordoned off as a purpose-built off-shoot of the main rectangular tank, e.g. diving section off a main pool, it is treated as a separate pool.</td>
</tr>
<tr>
<td>Sports Hall</td>
<td>Indoor multi-sports hall where a range of sport and recreational activities are carried out. 2 or more of the sport and recreational activities must be from the list of Activities, one or more of which must be on at least a weekly basis. One hall per site must be at least 10m x 18m, the size of one badminton court including surrounding safety area. Includes specifically designed sports halls, such as leisure centres and school sports halls, and also additional halls where activities can take place, such as school assembly halls, community buildings and village halls. Specialist centres, e.g. dance centres, are not included.</td>
</tr>
<tr>
<td>Health &amp; Fitness Gym</td>
<td>Normally a minimum of 20 stations, although some small health &amp; fitness suites may be included (health and fitness on Active Places).</td>
</tr>
<tr>
<td>Indoor Tennis Court</td>
<td>Covered or indoor tennis courts, includes stand alone indoor tennis structures, purpose built tennis centres and indoor courts connected to other sports facilities, such as sports clubs. To only include dedicated indoor tennis courts, and not multi use halls or outdoor MUGA's which are marked out as tennis courts.</td>
</tr>
<tr>
<td>Indoor Bowls Rink</td>
<td>Permanent indoor facility which contains a carpeted bowls green area. Can be a purpose built bowls centre or dedicated bowls area within a sports facility. The bowls green area must be specifically constructed for bowls use. Does not include short matt bowls areas, which are temporarily laid out in multi purpose halls.</td>
</tr>
</tbody>
</table>
10.16 Key findings from consultation, separated into quantity, quality and accessibility revealed:

**Quantity**

**PPG17 Needs Assessment:**
- Most respondents consider current provision to be adequate for the following types of indoor sports facility – sport halls, indoor bowls, private gyms and racket sport facilities.
- However, a relatively large proportion (more than one third) of respondents think there are not enough swimming pools, council run gyms and ice rinks.
- In particular, a higher proportion of respondents from East Inner, East Outer and North East Inner analysis areas consider there are not enough swimming pools.
- North East Outer analysis area consider there to be not enough council run gyms.
- West Inner and South Outer analysis areas consider there to be not enough ice rinks.
- Survey responses from children/young people and councillors suggests a need for additional indoor sport provision. 33% of children considered there to be enough indoor sports facilities near their home compared to 25% that did not. 53% considered the quality of the indoor sports facilities to be good. 24% considered that they were sometimes unclean and could be better.
- The general consensus amongst key stakeholders (meeting of organisational stakeholders such as Sport England etc) is that there is adequate community provision with some over provision in certain areas. However, the aging stock needs refurbishment/upgrading and access for people with disabilities requires improving.
- Feedback from council staff about the quantity of indoor facilities was split between very good/good 32%, average 26% and poor/very poor 32%. Feedback on the quality was also split between very good/good 27%, average 35% and poor/very poor 26%.

**Vision for Council Leisure Centres**
- In order to determine a city-wide opinion for Leeds City Council Leisure Centres, a Citizens’ Panel was conducted.
- Half (49%) of panel members, said they have used a swimming pool, gym, sport or leisure centre in Leeds in the last 12 months. Out of those that have used a swimming pool, gym, sport or leisure centre in Leeds in the last 12 months, 64% said this was a council-run facility.
- Respondents were most likely to disagree that they would be prepared to travel further for a LCC leisure centre that had a wider range of facility provision and is better quality (43%).
- To assess children and young people’s opinions the Youth Council was consulted; they did not express any opinion on the quantity of facilities.

**Swimming Pools and the Facilities Planning Model:**
- The Sport England FPM models demand in the city for swimming pools, taking into account local demographic factors; particularly age and access to a car. The model then takes the existing swimming pool stock, publicly
available times at those pools and journey times of up to 20 minutes (walking, public transport and car), and calculates how much of that demand could turn into swims.

- The model identifies 30 pools in the city (18 of which are Leeds City Council pools) that are 20m in length or more. It excludes a large number of smaller private pools largely concentrated to the centre and West Leeds.

- The model uses data at super output level and applies demand and supply factors (typical of such areas from national research) in order to present the picture for Leeds. The model was tested against 10 scenarios, based on the 4 original proposals (for the leisure centre network). The model has assumed that participation increases by 1% per annum to 2014 in-line with Government targets. The model also allows for Office of National Statistics estimated changes in population to 2014.

- The Facilities Planning Model indicated a strategic over-supply of swimming pools in the city. It also identified issues with some Leeds City Council pool catchment areas overlapping. However, it also makes clear that the needs of communities on low incomes and with low car ownership needs to be considered.

**Quality**

**PPG17 Needs Assessment:**

- Perception of the quality of indoor sports facilities were mixed, whilst a relatively large proportion consider them to be average/good (68%), many residents also made comments suggesting the need for improvements.

- The quality of indoor sport provision was also raised as an issue by councillors, sport clubs and key stakeholders.

- Generally all the Leeds City Council studies (Vision for Council Leisure Centres, KPMG Future Options for the Councils Sports Centres 2000, Leeds City Council Conditions Surveys and the Strategic Leisure Supply Demand Review) have highlighted the need for improvements to the quality of Leeds City Council Leisure Centres.

- General issues coming from the survey were poor quality changing facilities, safety/age of equipment, vandalism/graffiti and litter problems.

- Safety/ fear of crime can sometimes be an issue at indoor sports facilities.

- The most important features of indoor sports provision were cleanliness, cost, range of activities, maintenance, and welcoming staff.

**Vision for Council Leisure Centres:**

- Through the Citizens’ Panel Survey more than a quarter of respondents (28%) said the quality/condition of current Leeds City Council Leisure Centre buildings is high or of reasonable quality. A similar proportion (29%) said they feel they are low or very low quality.

- Overall, respondents were most likely to agree that LCC Leisure Centres should be of the highest quality (87%).

- The Youth Council expressed the opinion that cleanliness, quality and design of leisure centre buildings in the city were not seen to be achieving the requirements of young people in the city.
Swimming Pools and the Facilities Planning Model:
- This assessment reflected that the quality of the swimming pool is a significant participation factor. Within the model this was reflected through the refurbishment dates of facilities and latent demand was reduced to reflect the pool condition.

Accessibility:
PPG17 Needs Assessment:
10.17 Based on the results for household and on-street survey consultation, the most common expected modes of transport and modal travel times varied across indoor facility types as follows:
- Swimming pools: varied; 10 minute walk or 10 minute drive;
- Sports halls: varied; 10 minute walk or 10 minute drive;
- Indoor bowls: varied; 10-15 minute walk or 10 minute drive;
- Private gym: varied; 10-15 minute walk or 10 minute drive;
- Council gym: varied; 10-15 minute walk or 10-15 minute drive;
- Racket sports: varied; 10-15 minute walk or 10 minute drive;
- Ice rink: 20-30 minute drive

10.18 Based on the research findings and in particular 75th percentile results for household and on-street survey consultation suggest that the council should consider setting the following access standards:
- Swimming pools: 15 minute walk or 15-20 minute drive
- Sports halls: 15-20 minute walk or 15 minute drive
- Indoor bowls: 20 minute walk or 20 minute drive
- Private gym: 15-20 minute drive or 15 minute walk
- Council gym: 15-20 minute walk or 15-20 minute drive
- Racket sports: 15 minute walk or 15-20 minute drive
- Ice rink: 30-40 minute drive.

The majority (89%) of clubs and organisations report that their member’s primary method of travel to facilities is by car. The next most popular method is walking.
- The majority of clubs and organisations (88%) expect to travel 20 minutes or less to participate in organised sport.
- Respondents to the survey are particularly keen for the city centre to have greater provision of indoor sports facilities. Although, in terms of certain typologies, analysis indicates good provision of private facilities.

10.19 The current accessibility of council provision is illustrated at Table 10.2 below. The information uses the address details provided by Leeds Card users to calculate the distance travelled between their registered address and the council leisure facility they use.
### Table 10.2 Distance Travelled to Use Council Leisure Facilities in 2010/11 based on Leeds Card Data

<table>
<thead>
<tr>
<th>Council Leisure Facility</th>
<th>Leeds Card Users</th>
<th>Leeds Card User Visits</th>
<th>All Visits by all users</th>
<th>% of Card Visits</th>
<th>Average Distance</th>
<th>50th Percentile Distance</th>
<th>75th Percentile Distance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aireborough Leisure Centre</td>
<td>10,601</td>
<td>149,371</td>
<td>307,156</td>
<td>49%</td>
<td>3,934</td>
<td>3,126</td>
<td>5,473</td>
</tr>
<tr>
<td>Armley Sports and Leisure Centre</td>
<td>11,012</td>
<td>120,113</td>
<td>243,208</td>
<td>49%</td>
<td>3,032</td>
<td>1,991</td>
<td>4,148</td>
</tr>
<tr>
<td>Bramley Baths</td>
<td>4,922</td>
<td>49,884</td>
<td>110,551</td>
<td>45%</td>
<td>2,468</td>
<td>1,591</td>
<td>3,079</td>
</tr>
<tr>
<td>Fearnville Leisure Centre</td>
<td>6,942</td>
<td>50,332</td>
<td>191,623</td>
<td>26%</td>
<td>2,544</td>
<td>1,921</td>
<td>2,965</td>
</tr>
<tr>
<td>Garforth Squash and Leisure Centre</td>
<td>3,565</td>
<td>72,378</td>
<td>135,791</td>
<td>53%</td>
<td>3,539</td>
<td>2,064</td>
<td>4,750</td>
</tr>
<tr>
<td>Holt Park Leisure Centre</td>
<td>7,361</td>
<td>61,956</td>
<td>188,610</td>
<td>33%</td>
<td>3,334</td>
<td>2,587</td>
<td>4,508</td>
</tr>
<tr>
<td>John Charles Centre</td>
<td>4,843</td>
<td>58,935</td>
<td>224,918</td>
<td>26%</td>
<td>5,288</td>
<td>4,080</td>
<td>7,264</td>
</tr>
<tr>
<td>John Smearon Leisure Centre</td>
<td>8,963</td>
<td>106,891</td>
<td>292,708</td>
<td>37%</td>
<td>3,201</td>
<td>2,375</td>
<td>3,580</td>
</tr>
<tr>
<td>Kippax Leisure Centre</td>
<td>3,156</td>
<td>22,112</td>
<td>109,036</td>
<td>20%</td>
<td>2,821</td>
<td>2,245</td>
<td>3,350</td>
</tr>
<tr>
<td>Kirkstall Leisure Centre</td>
<td>8,325</td>
<td>70,258</td>
<td>218,854</td>
<td>32%</td>
<td>3,665</td>
<td>3,033</td>
<td>4,748</td>
</tr>
<tr>
<td>Leeds Stadium</td>
<td>5,320</td>
<td>82,271</td>
<td>550,357</td>
<td>15%</td>
<td>14,229</td>
<td>13,898</td>
<td>15,839</td>
</tr>
<tr>
<td>Middleton Leisure Centre</td>
<td>1,662</td>
<td>11,907</td>
<td>108,406</td>
<td>11%</td>
<td>2,444</td>
<td>1,430</td>
<td>2,975</td>
</tr>
<tr>
<td>Morley Leisure Centre (PFI)</td>
<td>13,218</td>
<td>141,892</td>
<td>297,529</td>
<td>48%</td>
<td>3,417</td>
<td>2,478</td>
<td>4,209</td>
</tr>
<tr>
<td>Pudsey Leisure Centre</td>
<td>8,752</td>
<td>129,508</td>
<td>263,906</td>
<td>49%</td>
<td>2,624</td>
<td>1,708</td>
<td>3,078</td>
</tr>
<tr>
<td>Rothwell Sports and Leisure Centre</td>
<td>11,604</td>
<td>155,155</td>
<td>328,500</td>
<td>47%</td>
<td>4,896</td>
<td>4,162</td>
<td>6,408</td>
</tr>
<tr>
<td>Scott Hall Sports Centre</td>
<td>10,926</td>
<td>114,184</td>
<td>296,864</td>
<td>38%</td>
<td>2,551</td>
<td>1,918</td>
<td>3,090</td>
</tr>
<tr>
<td>Wetherby Leisure Centre</td>
<td>5,880</td>
<td>67,653</td>
<td>163,214</td>
<td>41%</td>
<td>6,056</td>
<td>4,096</td>
<td>10,378</td>
</tr>
<tr>
<td><strong>All</strong></td>
<td><strong>103,930</strong></td>
<td><strong>1,524,327</strong></td>
<td><strong>4,192,484</strong></td>
<td><strong>36%</strong></td>
<td><strong>3,871</strong></td>
<td><strong>2,535</strong></td>
<td><strong>4,902</strong></td>
</tr>
</tbody>
</table>

10.20 Table 10.2 highlights that:

- Middleton has the lowest average distance travelled at 2.4km, followed closely by Bramley Baths (2.5km), Scott Hall Sports Centre (2.6 km) and Pudsey Leisure Centre (2.6 km).
- The Stadium\(^1\) at John Charles Centre for Sport has the longest average distance travelled at 14.2 km, followed by Wetherby Sports Centre (6 km) and John Charles Centre for Sport: Aquatics 5.3 km. John Charles is a regional facility that attracts customers from wide areas due to its facilities.

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\(^1\) Includes tennis centre, bowls and athletics users.
and longer travel distances are to be expected. Despite this the facility is 
well used locally and an assessment of Leeds based users of the Aquatics 
Centre showed 3,361 users of which 2,075 came from within 3 miles of the 
site.

- Garforth Squash and Leisure Centre has the largest proportion of users 
(53%) and Middleton Leisure Centre has the lowest proportion of users 
(11%), with a Leeds Card.
- The average distance travelled by all Leeds card users is less than 4 km.
- The 75th percentile result indicates that Fearnville Leisure Centre has the 
smallest effective catchment (2 km) and Leeds Stadium has the largest 
(15.8 km). The effective catchment being the distance within which 75% of 
users travel to access the facility.

**Vision for Council Leisure Centres:**

- Young people seem to be quite flexible in terms of their propensity to find, travel 
and use leisure centres. However, it is important to note that bus routes were 
consistently highlighted as a key factor.
- In terms of the Citizens’ Panel respondents were most likely to disagree that 
they would be prepared to travel further for a LCC leisure centre that had a 
wider ranging provision and is better quality (43%).
- However, respondents also responded positively to having fewer, higher quality 
leisure centres in accessible locations.

10.21 As stated earlier in this chapter, most of the data available relates to council leisure 
provision. Key findings relating to council leisure centres is presented below:

**Council Leisure Centres**

**Children and Young People**

10.22 Through the Vision for Council Leisure Centres, Children’s Services highlighted 
that the key issue was the need for more joined up planning and services through 
capital developments, for example, the ‘Building Schools for the Future’ sport 
developments.

10.23 The Youth Council were asked for their opinions in relation to Leeds City Council 
Leisure Centres. The key responses were as follows:

- Cleanliness, quality and design of leisure centre buildings in the city were 
not seen to be achieving the requirements of young people in the city (same 
as Needs Assessment).
- Young people seem to be quite flexible in terms of their propensity to find, travel 
and use leisure centres. However, it is important to note that access 
to bus routes were consistently highlighted as a key factor.
- In relation to the proposals and the types of locations specified there was a 
general consensus of agreement (town and district centres, arterial routes 
and co-located with other services), thus meeting the bus travel 
requirement.
- The need for programmes and buildings capable of delivering the activities 
young people required (e.g. leisure water) were strongly outlined as a 
requirement.
Leisure centres are clearly valued and the Youth Council wants to see them developed, tackle youth issues and work more closely with other services.

Quality

10.24 The PPG17 Companion Guide emphasises that design and management are factors integral to the successful delivery of a network of high quality sport and recreation facilities, stating that, ‘quality depends on two things: the needs and expectations of users, on the one hand, and design, management and maintenance on the other.’

10.25 The quality standard for indoor sports facilities should reflect the views and aspirations of the local community and should be linked to the national benchmark and design criteria. The views and aspirations of the community were highlighted earlier in this section and the suggested essential and desirable features of an indoor sports facility were:

- cleanliness;
- cost;
- range of activities;
- maintenance;
- welcoming staff.

10.26 The quality of existing Leeds City Council Leisure Centres can be summarised as follows:

- Morley and Armley Leisure Centres have both recently been re-built through the Private Finance Initiative, providing two high quality modern facilities (2010). Additionally, John Smeaton Leisure Centre, Manston has been re-built through the New Opportunities Fund again creating a modern high quality facility (2007).
- There has been significant investment at John Charles Centre for Sport with a new 50 metre swimming pool (Aquatics) opening in 2007; additionally, the three other facilities at the site are high quality and modern.
- During 2010 funding was secured through the Free Swimming Capital Modernisation Fund to refurbish Otley Chippindale Swimming Pool, Aireborough and Kirkstall Leisure Centres. Unfortunately, this funding was removed following the initial Spending Review.
- Scott Hall Leisure Centre had a refurbishment undertaken on parts of the centre through funding from the First Round of the Free Swimming Capital Modernisation Fund.
- Holt Park Leisure Centre has recently had approval from Department of Health for Private Finance Initiative credits to replace it with a wellbeing centre.
- Additional work has been undertaken to re-furbish and undertake essential works on leisure centres through the Leeds City Council Capital Programme. This has included the refurbishment of Rothwell Leisure Centre’s changing rooms. Below at Table 10.3 is a list of build dates for local authority provision:
Table 10.3 Age of Council Leisure Centres

<table>
<thead>
<tr>
<th>Current Pool Facilities</th>
<th>Year originally built *</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bramley Baths</td>
<td>1904</td>
</tr>
<tr>
<td>Pudsey Leisure Centre</td>
<td>1928</td>
</tr>
<tr>
<td>Aireborough Leisure Centre</td>
<td>1967</td>
</tr>
<tr>
<td>Chippendale Swimming Pool</td>
<td>1974</td>
</tr>
<tr>
<td>Rothwell Sports Centre</td>
<td>1974</td>
</tr>
<tr>
<td>Wetherby Leisure Centre</td>
<td>1975</td>
</tr>
<tr>
<td>Holt Park Leisure Centre</td>
<td>1976</td>
</tr>
<tr>
<td>Fearnville Leisure Centre</td>
<td>1980</td>
</tr>
<tr>
<td>John Smeaton Sports Centre</td>
<td>2007</td>
</tr>
<tr>
<td>Scott Hall Sports Centre</td>
<td>1980</td>
</tr>
<tr>
<td>Kippax Leisure Centre</td>
<td>1983</td>
</tr>
<tr>
<td>Kirkstall Leisure Centre</td>
<td>1985</td>
</tr>
<tr>
<td>Middleton Leisure Centre</td>
<td>1986</td>
</tr>
<tr>
<td>John Charles Centre for Sport: Aquatics</td>
<td>2007</td>
</tr>
<tr>
<td>John Charles Centre for Sport: Stadium</td>
<td>1995</td>
</tr>
<tr>
<td>John Charles Centre for Sport: Bowls and Athletics</td>
<td>2003</td>
</tr>
<tr>
<td>John Charles Centre for Sport: Tennis Centre</td>
<td>1999</td>
</tr>
<tr>
<td>Armley Leisure Centre - NEW PFI site</td>
<td>2010</td>
</tr>
<tr>
<td>Morley Leisure Centre - NEW PFI site</td>
<td>2010</td>
</tr>
</tbody>
</table>

- Overall the quality of council leisure centres is not sufficient to meet need in certain areas of the city and the condition is deteriorating, although, the newly built sites are of a very high quality. Several facilities would benefit from modernisation and have been identified in the ‘Vision for Council Leisure Centres’. As identified in the Sport England Facilities Planning Model, the more in need of modernisation that a facility is, the less capacity it has to meet demand.

Sports Halls

Supply and Demand Analysis – Adequacy of Existing Provision

10.27 In order to analyse the adequacy of the existing provision of sports halls across Leeds, consideration has been given to the quantity, quality and access to existing sites.

Current Provision Quantity

10.28 Active Places Power, (which uses the 2001 Census population figures), indicates that there is 78m² per 1,000 population of sports hall capacity in Leeds. This is
slightly less than both the national and Yorkshire and Humber Region provision of 81m² per 1,000 population. Analysis indicates that provision is lower than in neighbouring areas as well as lower than in local authorities of similar size. High population growth in the city is likely to mean this baseline position will deteriorate.

10.29 Active Places Power reveals that 42% of demand for sports halls in Leeds is not being met compared to 34% nationally and 32% regionally. The information above, suggests that the level of demand in the city is in excess of supply. Additionally, these figures include the sports halls generated through the extensive Building Schools for Future programme Leeds City Council has delivered. There are some questions around community access to such facilities. However, it is important to note that sports hall demand is time specific, with peak periods difficult to access and much lower levels of activity at off-peak times. Generally, however, it is felt that the Building Schools for Future sports hall access is not consistent across the city, thus indicatively these figures could be worse than they appear.

10.30 The consultation process revealed that the survey respondents considered the provision to be about right, with the exception of the East Inner analysis area, where 40% of respondents do not consider there to be enough. The majority of respondents in the Outer West and South Outer analysis areas (53% and 54% respectively) considered the provision to be about right or more than enough.

10.31 The distribution of all Leeds Sports Halls is illustrated in table 10.4 below. The data concerns multi-purpose sports halls, which are those spaces capable of accommodating multiple sports.

Table 10.4 Multi-Purpose Sports Hall Provision in Leeds by Analysis Area

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Population all ages 2008 mid year estimate</th>
<th>Total Area in m² of All Halls</th>
<th>Provision ratio m² per 1,000 population</th>
<th>Total Area in m² of Council Halls</th>
<th>Provision ratio m² per 1,000 population</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>80,578</td>
<td>3,284</td>
<td>42.91</td>
<td>1,194</td>
<td>14.82</td>
</tr>
<tr>
<td>East Outer</td>
<td>85,392</td>
<td>5,400</td>
<td>61.78</td>
<td>1,920</td>
<td>22.48</td>
</tr>
<tr>
<td>North East Inner</td>
<td>70,909</td>
<td>4,965</td>
<td>71.12</td>
<td>512</td>
<td>7.21</td>
</tr>
<tr>
<td>North East Outer</td>
<td>62,281</td>
<td>4,537</td>
<td>72.90</td>
<td>0</td>
<td>0.00</td>
</tr>
<tr>
<td>North West Inner</td>
<td>106,127</td>
<td>8,792</td>
<td>91.54</td>
<td>516</td>
<td>4.86</td>
</tr>
<tr>
<td>North West Outer</td>
<td>87,305</td>
<td>8,953</td>
<td>100.92</td>
<td>1,342</td>
<td>15.37</td>
</tr>
<tr>
<td>South Inner</td>
<td>74,683</td>
<td>3,480</td>
<td>46.81</td>
<td>1,534</td>
<td>20.54</td>
</tr>
<tr>
<td>South Outer</td>
<td>90,587</td>
<td>6,334</td>
<td>71.82</td>
<td>2,429</td>
<td>26.82</td>
</tr>
<tr>
<td>West Inner</td>
<td>50,297</td>
<td>4,539</td>
<td>92.20</td>
<td>900</td>
<td>17.89</td>
</tr>
<tr>
<td>West Outer</td>
<td>71,097</td>
<td>4,976</td>
<td>72.49</td>
<td>512</td>
<td>7.20</td>
</tr>
<tr>
<td>Leeds</td>
<td>779,256</td>
<td>55,259</td>
<td>72.60</td>
<td>10,859</td>
<td>13.94</td>
</tr>
</tbody>
</table>

2 Source: Sport England, Active Places Power (May 2011) which includes all providers (public, private, education, community etc)
The main conclusions from the above table are:

- The areas with the lowest provision are South Inner and East Inner with less than 4,000 square metres of provision and a ratio of 47 and 43 square metres per 1,000 population respectively.
- The highest provision level is in North West Outer at 8,953 square metres and a ratio of 101 square metres per 1,000 population.
- The Leeds provision ratio is 73 square metres based on comparison with the 2007 Mid-year Population Estimates (Office for National Statistics). This result is lower than the 78m² per 1,000 population calculated by Sport England using the 2001 Census population.
- The South Outer area has a comparatively low level of provision, yet this area had the highest level of satisfaction from the needs assessment respondents with 54% considering sports hall provision to be about right or more than enough.
- North East Outer has no council sports hall provision.

**Setting Provision Standards**

10.33 The standard is based on raising the level of provision in areas of deficiency when assessed against conclusions of the needs assessment and audit data.

**Current level of council provision 13.94 square metres**

**Proposed level of council provision 15 square metres**

10.34 North West Outer has the highest level of provision at 101 square metres per 1,000 population, yet only 40% of respondents to the household survey in that area thought provision to be about right, or more than enough. Although, this could also be related to more users requiring access to facilities at peak time.

10.35 The standard is an acknowledgement that an increase in sport hall quantitative provision is desirable and supported by the need assessment results, but that other factors can also influence resident’s perceptions.

**Current Provision - Quality**

10.36 Analysis of the quality of existing council sites demonstrates that:

- there are three new facilities at Morley, Armley and John Smeaton, Manston provided in the last five years. The remaining facilities vary in age and the assessment of local authority provision indicates that investment is required for many older facilities.

- overall the quality of facilities is insufficient to meet need, with several halls requiring modernisation / replacement.

10.37 The Building Schools for the Future scheme will see significant improvements to the quality of sports halls at schools sites across the city, however, community access remains a subjective issue.
10.38 Holt Park Leisure Centre which was built in 1976 will be replaced by a Well Being Centre in 2013. At present there are no finances identified to replace or refurbish other council provided sports hall facilities.

Setting a Quality Standard

10.39 All council leisure centre sites have been assessed for quality using a bespoke assessment which considers multiple quality criteria which contribute to the user experience. A copy of the assessment sheet is at Appendix F. All criteria receive a score out of 10 and the overall score for the site is then an average, again out of 10.

Existing average quality for council sites with a sports hall is 5.41 (Fair) Proposed quality standard is 7 (good)

10.40 The proposed standard is recognition that users demand better quality facilities than they are currently receiving. The existing average is artificially skewed by the very high quality of the modern facilities at Armley and Morley. If these two centres are removed from the calculation, the average of the remaining facilities reduced to 4.82 (poor).

Current Provision - Accessibility

10.41 Sport England’s Active Places Power provides data on the accessibility of facilities to different forms of transportation. Table 10.5 below compiles this data for sports halls in Leeds. This analysis assumes that residents can access the nearest facility which is not always the case for education or private facilities.

Table 10.5 Access to Sports Halls in Leeds by Public Transport, Walking and Driving

<table>
<thead>
<tr>
<th>Access time</th>
<th>Public Transport (%)</th>
<th>Walk (%)</th>
<th>Car (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 - 10 mins</td>
<td>48.41</td>
<td>40.3</td>
<td>98.01</td>
</tr>
<tr>
<td>10.1 - 20 mins</td>
<td>49.59</td>
<td>45.02</td>
<td>1.99</td>
</tr>
<tr>
<td>20.1 - 30 mins</td>
<td>1.64</td>
<td>9.71</td>
<td>0</td>
</tr>
<tr>
<td>30.1 - 45 mins</td>
<td>0.36</td>
<td>3.88</td>
<td>0</td>
</tr>
<tr>
<td>45.1 - 60 mins</td>
<td>0</td>
<td>1.08</td>
<td>0</td>
</tr>
<tr>
<td>&gt; 60</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

Source: Active Places Power March 2011

Nb. Note this data still includes East Leeds as Active Places data is not yet updated

10.42 The findings of the household survey and other consultations suggest that there is a divide in opinion between those residents who expect to walk to a sports hall and those who would expect to drive. Sport England Choice and Opportunity indicators suggest that in an urban area, and in order to promote sustainable transport, priority should be given to maximising access to facilities on foot and by public transport.

10.43 Analysis of the Leeds Card user data for 2010/11 reveals that the average distance travelled to access a council sports hall site is 3.9 km. The 75th percentile is 5.1 km.
Table 10.5 shows that when considering access by car, 100% of residents are within a 20 minute drive time of at least one facility. Access to facilities on foot is more limited with 14.68% of residents unable to access a sports hall within a 20 minute walk time.

In light of the low levels of car ownership in several communities in Leeds, if participation is to increase, local facilities will be required. This was particularly evident in the household survey, which canvasses the views of both users and non users. While the majority of current users drive to a site, the household survey demonstrated that one third of respondents expect to be within walking distance. Access by public transport and by bike was also important to some residents. 43% of on-street respondents would expect to walk to a sports hall.

Findings from the household survey demonstrated that for those residents who expected to walk to a facility (33%), the 75th percentile was 20 minutes. For those expecting to drive (52%), the 75th percentile drive time was 15 minutes.

**Setting an Accessibility Standard**

It is clear that the majority of residents use cars as their chosen mode of travel to sports halls. However, the needs assessment showed that dense inner urban areas with low levels of car ownership expect to walk.

**Recommended Accessibility Standard**

15 minutes public transport journey time.

This reflects the needs assessment results, that residents would expect up to 20 minute travel time. The standard assumes that there will be additional time demands for onward travel by foot and waiting for public transport.

Despite the needs assessment results demonstrating the preference of a sports hall within 15 minutes walking time of residents, this is unrealistic given the provision cost. Conversely, it would be unsustainable and inequitable to consider the standard in terms of a car drive time. Future provision needs to place increased emphasis on access by sustainable modes of travel.

**Applying the Standard**

The public transport accessibility plans have been prepared using Accession software which uses information on the bus and train timetables, routes, bus stop and rail halt locations. Using accession is useful but has limitations. It can provide a broad indication of access by public transport, however, anomalies can arise where there are no public transport routes. In these situations it may be possible to walk to the facility itself in a reasonable time, but this is not shown on the plans.

Plan 10.2 overleaf illustrates the distribution of existing council sports halls and demonstrates the catchments, based on the proposed access standard. The plan highlights the lack of public transport access for residents in North East Outer
around Wetherby, some of whom need to travel for up to one hour to access a council sports hall. Residents in parts of Alwoodley, Shadwell, Adel, Otley, Farnley and Drighlington have to travel up to 30 minutes.

Summary

10.52 Analysis of the quantity, quality and accessibility of sports halls indicates that access to facilities is a key issue. Analysis indicates that supply is currently inadequate and unevenly distributed. However, consideration needs to be given to how the council expects users to travel to access facilities.

10.53 The Private Finance Initiative / Building Schools for the Future programme consists of the replacement / refurbishment of 22 schools in the city over a 10 year period. Whilst this is unlikely to increase overall quantitative supply in the short term, it will improve provision of quality sports hall facilities, but public access will be critical in realising the overall vision for delivering wider benefits.
Plan 10.2 Access to Council Multi-Purpose (MP) Sports Halls by Public Transport

- Council MP Sports Hall
- PFI Education MP Sports Hall
- Other MP Sports Hall
- Education MP Sports Hall

Public Transport Journey Times:
- 15 minutes
- 30 minutes
- 45 minutes
- 60 minutes


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Swimming Pools

10.54 In order to analyse the adequacy of the existing provision of swimming pools across Leeds, consideration has been given to the quantity, quality and access to existing sites.

Quantity of provision

10.55 Active Places Power reveals that swimming pool provision is 16 m² per 1,000 population in Leeds. This compares to 15.49 m² in the Yorkshire and the Humber Region and 19 m² nationally. This suggests that provision in Leeds is slightly above the regional average, although falls below national average provision. This includes all facilities, regardless of their age and degree of access to the general public. Tables 10.6 and 10.7 below illustrates the performance of Leeds against other comparable areas and cities. Due to the densely populated Leeds main urban area, the city average appears lower than the national or regional average but as the accessibility data will show later, travel times are reduced.

Table 10.6 Comparison Swimming Pool Provision

<table>
<thead>
<tr>
<th>Area</th>
<th>Performance</th>
</tr>
</thead>
<tbody>
<tr>
<td>England</td>
<td>19</td>
</tr>
<tr>
<td>Yorkshire and the Humber</td>
<td>15.5</td>
</tr>
<tr>
<td>Leeds</td>
<td>16</td>
</tr>
<tr>
<td>Lowest Performing Ward</td>
<td>0 – 10 wards have no provision</td>
</tr>
<tr>
<td>Highest Performing Ward</td>
<td>73.18 City and Hunslet</td>
</tr>
<tr>
<td>West Midlands</td>
<td>16.37</td>
</tr>
<tr>
<td>Birmingham</td>
<td>12.73</td>
</tr>
<tr>
<td>Sheffield</td>
<td>13.22</td>
</tr>
<tr>
<td>Kirklees</td>
<td>11.33</td>
</tr>
</tbody>
</table>

Table 10.7 Comparison Swimming Pool Demand and Supply Percentage Satisfied

<table>
<thead>
<tr>
<th>Area</th>
<th>Performance</th>
</tr>
</thead>
<tbody>
<tr>
<td>England</td>
<td>175%</td>
</tr>
<tr>
<td>Yorkshire and the Humber</td>
<td>161%</td>
</tr>
<tr>
<td>Leeds</td>
<td>168%</td>
</tr>
<tr>
<td>Lowest Performing Ward</td>
<td>0% 10 wards have no provision</td>
</tr>
<tr>
<td>Highest Performing Ward</td>
<td>614% Middleton Park</td>
</tr>
</tbody>
</table>

Facilities Planning Model Leeds 2009 (FPM):

10.56 When the FPM models were generated there were 30 swimming pool sites over 20m in length in Leeds which had a capacity (or supply) of 68,968 visits per week, available for community use for all or part of the weekly peak period. The total demand for swimming is projected to be 51,302 visits by 2014. This takes into account an increase in participation rate of 1% per annum between 2009 to 2014. The capacity of the 30 Leeds sites is 8,488 sq metres of water.
10.57 Total capacity for swimming in Leeds in 2014 is estimated to exceed total demand by some 17,666 visits per week (baseline Facilities Planning Model). Total demand for swimming in Leeds in 2014, represents some 74.3% of total swimming pool capacity. (using a comfort level, pools are determined to be full when they reach around 70% of their capacity). This does not take into account demand for pool space by users who are not resident in Leeds or exported demand by Leeds residents to other authorities. When these factors are considered the model calculates that the average level of pool usage by 2015 will be 71.8%. Pools are estimated to be just over the “pools full” comfort level of 70% of used capacity. However, this does assume an increase in participation up to 2014, which was the base year used for reporting the findings.

Table 10.8 Swimming Pool Provision in Leeds by Analysis Area

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Population all ages 2008 mid year estimate</th>
<th>Pool Area in sq.mtrs</th>
<th>Ratio of pool area per 1,000 pop</th>
<th>Council Pool Area in sq.mtrs</th>
<th>Ratio of pool area per 1,000 pop</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>80,578</td>
<td>393</td>
<td>4.87</td>
<td>352</td>
<td>4.37</td>
</tr>
<tr>
<td>East Outer</td>
<td>85,392</td>
<td>769</td>
<td>9.00</td>
<td>537</td>
<td>6.29</td>
</tr>
<tr>
<td>North East Inner</td>
<td>70,909</td>
<td>930</td>
<td>13.12</td>
<td>352</td>
<td>4.96</td>
</tr>
<tr>
<td>North East Outer</td>
<td>62,281</td>
<td>630</td>
<td>10.12</td>
<td>330</td>
<td>5.30</td>
</tr>
<tr>
<td>North West Inner</td>
<td>106,127</td>
<td>1,623</td>
<td>15.30</td>
<td>377</td>
<td>3.55</td>
</tr>
<tr>
<td>North West Outer</td>
<td>87,305</td>
<td>1,961</td>
<td>22.46</td>
<td>805</td>
<td>9.22</td>
</tr>
<tr>
<td>South Inner</td>
<td>74,683</td>
<td>2,995</td>
<td>40.10</td>
<td>1,777</td>
<td>23.79</td>
</tr>
<tr>
<td>South Outer</td>
<td>90,587</td>
<td>1,140</td>
<td>12.58</td>
<td>815</td>
<td>8.99</td>
</tr>
<tr>
<td>West Inner</td>
<td>50,297</td>
<td>804</td>
<td>15.99</td>
<td>551</td>
<td>10.94</td>
</tr>
<tr>
<td>West Outer</td>
<td>71,097</td>
<td>450</td>
<td>6.33</td>
<td>250</td>
<td>3.52</td>
</tr>
<tr>
<td>Leeds</td>
<td><strong>779,256</strong></td>
<td><strong>11,694</strong></td>
<td><strong>15.01</strong></td>
<td><strong>6,145</strong></td>
<td><strong>7.89</strong></td>
</tr>
</tbody>
</table>

10.58 When the ratio is calculated using the later ONS mid-year 2008 population estimates as shown in Table 10.8, the ratio calculates at a considerably lower average. This data also includes for the recent closure of South Leeds Sports Centre and East Leeds Leisure Centre, both of which provided pools. The high level of provision in the South Inner area reflects the number of private pools associated with commercial gym operations and hotels in Leeds city centre. The lowest provision is in the East Inner area, closely followed by the West Outer area. The council provide a pool facility in all the analysis areas.

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3 Source: Sport England, Active Places Power (May 2011) which includes all providers (public, private, education, community etc)
10.59 The on street and household needs assessment results differed across the 10 analysis areas, with a higher proportion of respondents in the following analysis areas considering there to be not enough swimming pools – North East Inner (43%), East Inner (42%) and South Inner (42%) from the household survey and 29% of on-street survey respondents in the North East Inner area.

10.60 By comparison, a higher proportion (61%) of on-street survey respondents in the West Inner area, 67% of the West Outer and 58% of the South Outer area respondents from the household survey said that they consider swimming pool provision to be either about right or more than enough.

10.61 A few respondents said that there were not enough 50 metre length swimming pools in Leeds. Leeds has one 50 metre length pool at the John Charles centre for sport. Sport England and the Amateur Swimming Association do not support the provision of more than one 50 metre pool per city, therefore, it is unlikely there will be further opportunities to provide an additional 50 metre pool.

10.62 As part of the consultation process, children were asked what new facility or type of provision they would most like to have near their home, 35% answered a swimming pool.

10.63 During the stakeholder workshop it was noted that Leeds does not have a leisure pool ie. wave / waterslide pool. The nearest leisure pools are Lightwaves in Wakefield, Richard Dunns Sport Centre in Bradford, the Metrodome in Barnsley, and the Doncaster Dome. There are currently no plans to create a leisure pool in Leeds.

Setting Provision Standards

Current level of council provision 7.89 square metres per 1,000 population
Proposed level of council provision 7.8 square metres per 1,000 population

10.64 At the time, the FPM analysis indicates that existing pool provision is in excess of demand by some 17,666 visits per week. This was prior to the closure of South Leeds and East Leeds centres. The above provision takes account of these closures.

10.65 To account for continued over provision and the increase in participation, the proposed provision is reduced to 7.8 square metres per 1,000 population.

Current Provision Quality

10.66 Quest is an industry standard award, based on customer experiences, which has been developed to assist leisure facilities and sport development organisations improve the quality of service they offer to customers. It concerns service, maintenance, cleaning and programming. 11 swimming pools in Leeds are Quest accredited.
10.67 Leeds City Council physical condition surveys indicated that all the centres are a grade B or B/C when assessed against this standard.

10.68 The Youth Forum stated that there is a need for improved levels of cleanliness across indoor sports facilities, in particular, swimming pool changing rooms.

10.69 Analysis of the quality of existing council pool sites demonstrates that:

- there are four new facilities at Morley, Armley, John Charles Aquatics and John Smeaton provided in the last five years. The remaining facilities vary in age, although 12 sites are more than 20 years old and have not been refurbished in the last 20 years. This means that some of the facilities are outdated.
- overall the quality of facilities is insufficient to meet need, with several pools requiring modernisation

10.70 Holt Park Leisure Centre which was built in 1976 will be replaced by a Well Being Centre in 2013. At present there are no finances identified to replace or refurbish other council provided swimming pool facilities.

10.71 All council leisure centre sites have been assessed for quality using a bespoke assessment which considers multiple quality criteria which contribute to the user experience. A copy of the assessment sheet is at Appendix F All criteria receive a score out of 10 and the overall score for the site is then an average, again out of 10.

10.72 The average quality of the existing centres with swimming pools is improved by the recent rebuilding of both Armley and Morley which increase the average score from 4.75 to 5.3.

**Existing average quality for council sites with a swimming pool is 5.3 (Fair)
Proposed quality standard is 7 (good)**

**Current Provision Accessibility**

10.73 Access is the most important determinant of the adequacy of provision of facilities. As is the case with many indoor sports facilities discussed, expected mode of transport is primarily via one of two methods; either walking or by car.

10.74 The 2009 update to the FPM for swimming pools contains some useful accessibility data for existing travel patterns to swimming pools in Leeds:

- 69% of all visits to Leeds swimming pools are made by car
- 90% of the Leeds population live within 20 minutes drive time of two swimming pools
- 35% of the Leeds population live outside a 20 minute walking catchment of a swimming pool
- 23% of visits to swimming pools in Leeds are made by walking, compared to the national average of 17.7%
According to the National Survey of Sports Halls and Swimming Pools in England (1997) 26.6% of the population of Leeds do not have access to a car, compared to the national average of 19.5%. The older 2001 Census results reveal a higher proportion of 34% of households with no access to a car or van.

10.75 Sport England’s Active Places Power provides data on the accessibility of facilities to different forms of transportation. Table 10.9 below compiles this data for all swimming pools in Leeds.

Table 10.9 Access to Swimming Pools in Leeds by Public Transport, Walking and Driving

<table>
<thead>
<tr>
<th>Access time</th>
<th>Public Transport (%)</th>
<th>Walk (%)</th>
<th>Car (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 - 10 mins</td>
<td>27.52</td>
<td>40.3</td>
<td>94</td>
</tr>
<tr>
<td>10.1 - 20 mins</td>
<td>66.48</td>
<td>45.02</td>
<td>6</td>
</tr>
<tr>
<td>20.1 - 30 mins</td>
<td>5.88</td>
<td>9.71</td>
<td>0</td>
</tr>
<tr>
<td>30.1 - 45 mins</td>
<td>0.12</td>
<td>3.88</td>
<td>0</td>
</tr>
<tr>
<td>45.1 - 60 mins</td>
<td>0</td>
<td>1.08</td>
<td>0</td>
</tr>
<tr>
<td>&gt; 60</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

10.76 Analysis of the Leeds Card user data for 2010/11 reveals that the average distance travelled to access a council swimming pool site is 3.4 km. The 75th percentile is 4.4km.

10.77 Almost half of both the on-street survey respondents (45%) and household survey respondents (49%) expect to drive to reach a swimming pool, which is a higher proportion than many other types of sports facilities in Leeds. The proportion of respondents who expect to travel by bus is also marginally higher for swimming pools than other sport facilities.

10.78 For those respondents expecting to walk to a swimming pool the 75th percentile was 20 minutes in the household survey and 17.5 minutes in the on-street survey. In terms of accessing a swimming pool by car, overall results from the household survey show a 75th percentile time of 15 minutes and a modal response of 10 minutes. The expectation amongst on-street respondents is lower, with an anticipated journey time of 20 minutes (supported by both the 75th percentile and modal response).

10.79 Generally comments regarding swimming pools related to the need for leisure water and affordable opportunities. Other key comments related to the need for good disability access.

Setting an Accessibility Standard

10.80 The majority of residents expect to use a car as their chosen mode of travel to swimming pools. However, the needs assessment showed that dense inner urban areas with low levels of car ownership expect to walk.
Recommended Accessibility Standard

15 minutes public transport journey time

10.81 This reflects the needs assessment results that would support a 20 minute travel time. The standard assumes that there will be additional time demands for onward travel by foot and waiting for public transport.

10.82 The needs assessment results demonstrated a slightly higher proportion expecting to travel by car. The expected car journey time using the 75th percentile was 15 minutes for the household survey and 20 minutes for the on-street survey. It would be unsustainable and inequitable to consider the standard in terms of a car drive time. Future provision needs to place increased emphasis on access by sustainable modes of travel.

Applying the Standard

10.83 Plan 10.3 illustrates the distribution of existing council swimming pools and demonstrates the catchments, based on the proposed access standards. The plan highlights residents in Ledsham may have public transport access issues and should expect a travel time of up to 45 minutes. Residents in parts of Alwoodley, Shadwell, Adel, Garforth, Farnley, Carlton and Drighlington have to travel up to 30 minutes.
Plan 10.3 Access to Council Swimming Pools by Public Transport

- Council Swimming Pools
- Education Swimming Pools
- Other Private Swimming Pools

Public Transport Journey Times:
- 15 minutes
- 30 minutes
- 45 minutes
- 60 minutes

This map (or an extract) is available at a larger size.

Leeds City Council

GBCG01087 - 2019

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Summary

10.84 Analysis of the quantity, quality and accessibility of swimming pools indicates that the key issue for swimming provision in Leeds is the affordability and cleanliness of the facilities. All residents have access to facilities, either on foot or by car within 20 minutes. The FPM indicated sufficient pool capacity until 2014, which included an allowance for comfort levels. The model has not been reassessed following the closure of South Leeds and East Leeds centres.

10.85 There is no leisure water in Leeds. The consultation highlights a desire for some provision of this nature.

Indoor bowls

10.86 There is only one indoor bowls facility in Leeds, located at the John Charles Centre for Sport in Beeston. The facility provides 8 rinks.

10.87 Sport England’s Active Places Power calculates provision in Leeds as 0.01 rinks per 1,000 population. The Yorkshire and the Humber regional and England average is 0.02 and 0.04 respectively. Based on this quantity comparison, the local provision is considerably below both the regional and national provision. However, indoor bowling has not traditionally been a Yorkshire recreational pursuit, with crown green bowls proving more popular locally.

Consultation

10.88 A large proportion of respondents (61% in the household survey) had no opinion about indoor bowls. For those that did, opinion that the provision was acceptable was mainly consistent across the 10 analysis areas, with the exception of East Outer and Inner areas where respondents stated there was not enough.

Supply and Demand

10.89 Active Places Power reveals that only 18.6% of demand for indoor bowls in Leeds is met, compared to 58.5% nationally and 35.3% regionally. This would suggest that the level of unsatisfied demand in the city is substantial.

10.90 For those users that responded, the 75th percentile result for those residents who would expect to drive is a 20 minute drive time. For those respondents that would expect to walk, the modal response is 10 minutes and the 75th percentile is 20 minutes. Public transport was also popular, with 19% of household survey respondents and 14% of on-street respondents expecting to travel by this mode of transport.

10.91 Analysis of the Leeds Card user data for 2010/11 reveals that the average distance travelled to access the indoor bowling facility at the John Charles Centre for Sport is 14.2 km. The 75th percentile is 19.8 kilometres. These results indicate that the facility is attracting users beyond the Leeds metropolitan boundary.
10.92 Plan 10.4 illustrates the current distribution of indoor bowls facilities. It can be seen that the single facility is located in Beeston, to the South of the city centre. This restricts the catchment to the South of the city. Due to the facility location, few residential properties are within a reasonable walking distance.

10.93 John Charles user data indicates that the bowling facility is little used in the Summer months, although participation in Winter is more popular. 2009/10 figures showed 81.9% of visits for indoor bowls were between October and March, leaving the bowls area underused for 6 months of the year; in a specialist facility that cannot be utilised for alternative activities.

10.94 All sports halls across Leeds have indoor bowls rink carpets, therefore, all sports halls have the facilities to accommodate indoor bowls if sufficient demand were to manifest.

10.95 While there was limited demand expressed for additional bowls facilities during consultation, the provision of more bowling rinks may contribute to increases in physical activity. ‘Elsie and Arnold’, one of the dominant Sport England population segment groups in Leeds enjoy activities such as bowls. Demand should, therefore, be monitored and any new provision, should it be considered appropriate, should be located in areas currently outside of the catchment for the existing facility.

Summary

10.96 There is currently one indoor bowls facility in Leeds providing a total of 8 rinks. Active Places power indicates that only 18.6% of demand is met by this facility. While this would indicate there is substantial unsatisfied demand, the needs assessment indicated that the majority of respondents expressed no opinion.

No standard has been set for indoor bowling facilities.

10.97 Given that consultation did not identify demand for additional bowls provision at this time, the need for indoor bowl facilities should be monitored.
Plan 10.4 Access to Council Indoor Bowling Rinks & Tennis Courts at John Charles Centre for Sport by Public Transport

- John Charles Centre for Sport

Public Transport Journey Time
- 15 minutes
- 30 minutes
- 45 minutes
- 60 minutes
Indoor tennis

10.98 The total provision in the city equates to 32 courts. This complements the provision of outdoor tennis courts. The largest providers are David Lloyd (11 courts) in Meanwood and John Charles Tennis Centre (6 courts) in Beeston.

Consultation

10.99 The needs assessment considered racquet sports as a whole, therefore, any conclusions drawn should be made in the knowledge that the data collected from the surveys was in response to all indoor racquet sports, ie. squash, badminton and tennis.

10.100 The needs assessment reflected the specialist nature of racquet sports with a large proportion of respondents (approximately 40%) to both household and on street surveys offering no opinion on the quantity of the facilities. Of those who did have an opinion, 39% of the household survey and 46% of the on-street survey respondents felt there was nearly enough, about right or more than enough provision. However, 25% of the household survey and 13% of on-street survey respondents felt there was not enough provision. On balance, this would indicate that overall supply is about right and that the issue is more related to access and distribution of the existing facilities.

Current Provision Quantity

10.101 Analysis of the quantity of current provision indicates that there are 0.04 courts per 1,000 population in Leeds. This compares positively to both the national average (0.03) and the regional average 0.02.

10.102 In ‘Priority Project Funding, Policy and Operational Procedures’, the Lawn Tennis Association (LTA) states that one indoor court can serve 200 regular tennis players. National LTA research indicates that 5% of people in the UK play tennis and 2% of the population play regularly. It is, therefore, reasonable to assume that around 15,222 (2%) of the Leeds’ population play tennis regularly. This was reinforced in the recent Active People survey which indicated that nationally, just over 2% of residents play tennis regularly. Using these figures, the demand for indoor tennis courts within Leeds would theoretically be 76 courts. This suggests that there is unmet demand of 44 indoor courts. However, user data from John Charles suggests the courts are used to approximately one third of their potential, although this could be more of a location and access issue.

10.103 Table 10.10 below illustrates the inequitable distribution of indoor tennis facilities across the city. Most are located within the inner urban areas.
### Table 10.10 Indoor Tennis Courts provision in Leeds by analysis area

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Population all ages 2008 mid year estimate</th>
<th>Tennis Courts</th>
<th>Ratio Courts per 1,000 pop</th>
<th>Council Tennis Courts</th>
<th>Ratio Council Courts per 1,000 pop</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>80,578</td>
<td>0</td>
<td>0.00</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>East Outer</td>
<td>85,392</td>
<td>0</td>
<td>0.00</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>North East Inner</td>
<td>70,909</td>
<td>14</td>
<td>0.20</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>North East Outer</td>
<td>62,281</td>
<td>2</td>
<td>0.03</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>North West Inner</td>
<td>106,127</td>
<td>4</td>
<td>0.04</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>North West Outer</td>
<td>87,305</td>
<td>0</td>
<td>0.00</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>South Inner</td>
<td>74,683</td>
<td>6</td>
<td>0.08</td>
<td>6</td>
<td>0.08</td>
</tr>
<tr>
<td>South Outer</td>
<td>90,587</td>
<td>0</td>
<td>0.00</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>West Inner</td>
<td>50,297</td>
<td>6</td>
<td>0.12</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>West Outer</td>
<td>71,097</td>
<td>0</td>
<td>0.00</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Leeds</td>
<td><strong>779,256</strong></td>
<td><strong>32</strong></td>
<td><strong>0.04</strong></td>
<td><strong>6</strong></td>
<td><strong>0.08</strong></td>
</tr>
</tbody>
</table>

**Setting Provision Standards**

10.104 The standard is based on retaining the existing level of provision as the population increases. In addition, supply is supplemented by outdoor provision, especially during the summer months.

**Current level of council provision 0.08 courts per 1,000 population**

**Proposed level of council provision 0.08 courts per 1,000 population**

**Quality of Existing Provision**

10.105 The only council facility providing tennis courts is the John Charles Centre for Sport, Tennis Centre. The existing quality of the facility has been assessed as poor, only scoring 3.67. This clearly indicates some improvements are required to improve the user experience.

**Setting a Quality Standard**

**Current quality of provision 3.67**

**Proposed quality of provision 7**

10.106 The standard reflects the proposed quality standard to achieve at all council indoor leisure facilities. Whilst the proposed quality standard is a jump from the quality of the existing provision, there is only one council indoor tennis facility and the scoring was highly critical of the access and signage. The structure itself received a high score.

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4 Source: Sport England, Active Places Power (May 2011) which includes all providers (public, private, education, community etc)
Current provision Accessibility

10.107 For those household survey respondents who would expect to travel by car or walk, the 75th percentile result was a 15 minute journey time. The results for on-street were slightly longer. For those on-street survey respondents, who would expect to travel by car, the 75th percentile result was a 20 minute drive time, whilst those who would expect to walk, the result was 19 minutes.

10.108 Analysis of the Leeds Card user data for 2010/11 reveals that the average distance travelled to access the council indoor tennis facility at John Charles Centre for Sport is 13.5 km. The 75th percentile is 17.5km. These results indicate that the facility is attracting users beyond the Leeds metropolitan boundary.

10.109 Plan 10.5 overleaf demonstrates the location of indoor tennis facilities in Leeds. It can be seen that the majority of residents are within a 15 minute drive time of a facility, only residents in the East areas are outside the catchment. There are few residents who are able to walk to an indoor tennis centre. It is also evident that indoor tennis is generally biased towards the North West of the city.

10.110 There is no provision to the East of the city and, therefore, residents have limited access to facilities. The demand for additional tennis facilities should, therefore, be monitored with a view to locating any additional facilities to the East of the city.

Setting an Accessibility Standard

10.111 The majority of on-street respondents (57%) expected to walk to an indoor racquet sport facility. The majority of household survey respondents expected to use a car, where the modal journey time was 10 minutes and the 75th percentile result was 15 minutes.

Recommended Accessibility Standard

10.112 The standard reflects that it is not realistic to provide indoor tennis facilities to accommodate a walk time catchment, but that a drive time for all residents would be inequitable given the low levels of car ownership in some areas with no provision. Therefore, a public transport journey time standard is recommended.

20 minutes public transport journey time

10.113 To achieve a reasonable walk time is unrealistic and even though both surveys addressed racquet sports and not indoor tennis specifically, is it clear that most respondents would only expect to walk a relatively short distance (10 minutes) which would require a proliferation of provision.

Applying the Standard

10.114 Plan 10.5 illustrates the distribution of all existing tennis courts and demonstrates the catchments, based on the above standard. As discussed above, the journey times from the East of the city are considerably above the proposed journey time standard.
10.115 With only one council facility in the South of city, there are considerable public transport travel times expected for residents in the Northern area of the city. Plan 10.3 shows journey times to access John Charles Centre for Sport Tennis Centre. Residents in the most Northern settlements of North East Leeds fall outside the one hour catchment, although car ownership in this area of the city is considerably above the city average. The 2010 Acxiom Lifestyle data results show that 12% of households have no access to a car or van in the North East Outer area.

Summary

10.116 Analysis of the quantity of current provision indicates that there are 0.04 courts per 1,000 population in Leeds. This compares positively to both the national average (0.03) and the regional average 0.02. Analysis of national trend data shows that it is likely that there is some unmet demand within the city. This is reinforced by the nature of the majority of existing facilities, which are commercial centres that operate on a membership basis.

10.117 Provision of indoor tennis facilities in Leeds is biased towards the North West of the city and there are no facilities to the East of the city. Demand for additional provision should, therefore, be monitored on an ongoing basis. Sports Development Initiatives underway across Leeds currently prioritise tennis. This may see supply and demand increase in future years.
Plan 10.5 Access to all Indoor Tennis Courts by Public Transport

- Council Indoor Tennis
- Private Indoor Tennis

Public Transport Journey Times
- 20 minutes
- 30 minutes
- 45 minutes
- 60 minutes
Health and Fitness Gyms

10.118 The total provision in the city equates to 5,004 gym stations. The vast majority of gyms are private, commercial facilities with only 809 gym stations (16%) located in council gyms.

Consultation

- 54% of household survey respondents and 51% of on street survey respondents consider there to be enough private gyms
- 26% of household survey respondents and 42% of on street survey respondents consider there to be enough council run gyms
- The Youth Forum members were keen to gain better access to gyms as some gyms only offered limited access to teenagers.

Current provision Quantity

10.119 Analysis of the quantity of current provision using Sport England data indicates that there are 7.0 stations per 1,000 population in Leeds. This compares positively to both the national average (5.66) and the regional average (5.58). Table 10.11 below uses Sport England’s audit data and calculates an updated ratio using the 2008 mid year population estimate of 6.42 gym stations per 1,000 population.

Table 10.11 Gym Station Provision in Leeds by Analysis Area

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Population all ages 2008 mid year estimate</th>
<th>No. of Fitness Stations</th>
<th>Ratio of Stations per 1,000 population</th>
<th>No of Council Fitness Stations</th>
<th>Ratio of Stations per 1,000 population</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>80,578</td>
<td>172</td>
<td>2.13</td>
<td>15</td>
<td>0.19</td>
</tr>
<tr>
<td>East Outer</td>
<td>85,392</td>
<td>237</td>
<td>2.78</td>
<td>102</td>
<td>1.19</td>
</tr>
<tr>
<td>North East Inner</td>
<td>70,909</td>
<td>466</td>
<td>6.57</td>
<td>65</td>
<td>0.92</td>
</tr>
<tr>
<td>North East Outer</td>
<td>62,281</td>
<td>173</td>
<td>2.78</td>
<td>28</td>
<td>0.45</td>
</tr>
<tr>
<td>North West Inner</td>
<td>106,127</td>
<td>785</td>
<td>7.40</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>North West Outer</td>
<td>87,305</td>
<td>790</td>
<td>9.05</td>
<td>79</td>
<td>0.90</td>
</tr>
<tr>
<td>South Inner</td>
<td>74,683</td>
<td>780</td>
<td>10.44</td>
<td>70</td>
<td>0.94</td>
</tr>
<tr>
<td>South Outer</td>
<td>90,587</td>
<td>702</td>
<td>7.75</td>
<td>253</td>
<td>2.79</td>
</tr>
<tr>
<td>West Inner</td>
<td>50,297</td>
<td>453</td>
<td>9.01</td>
<td>132</td>
<td>2.62</td>
</tr>
<tr>
<td>West Outer</td>
<td>71,097</td>
<td>446</td>
<td>6.27</td>
<td>65</td>
<td>0.91</td>
</tr>
<tr>
<td>Leeds</td>
<td>779,256</td>
<td>5,004</td>
<td>6.42</td>
<td>809</td>
<td>1.04</td>
</tr>
</tbody>
</table>

5 Source: Sport England, Active Places Power (May 2011) which includes all providers (public, private, education, community etc)
10.120 The distribution of gym stations is uneven, with the vast majority concentrated in the North West Outer area. The lowest level of provision is in the East Inner area where there is only two stations per 1,000 population. This low level of provision was reflected in the needs assessment where 43% of on-street respondents stated provision was about right or more than enough, with the exception of East Inner where (47%), a high proportion of respondents, considered there were ‘not enough’.

10.121 The needs assessment addressed private and council run facilities separately. 17 gyms in Leeds are provided in council publicly accessible facilities, one in a community facility, 30 are education facilities, 60 are private gyms. The vast majority of the 108 health and fitness gyms in Leeds are private membership clubs.

10.122 Approximately one third of respondents in both resident surveys offered no opinion on the quantity of gyms. 34% of respondents to the household survey felt that the quantity of council run gyms was not enough.

10.123 Opinion towards the level of provision for privately run gyms was significantly different, with only 6% of on-street survey respondents and 10% of household survey respondents considering there to be ‘not enough’.

Setting Provision Standards

10.124 The standard is based on increasing the existing level of provision in areas with inadequate provision as highlighted by the needs assessment and audit; specifically the East Inner area.

**Current level of council provision 1.04 gym stations per 1,000 population**

**Proposed level of council provision 1.1 gym stations per 1,000 population**

Current Provision Quality

10.125 Analysis of the quality of existing council sites demonstrates that:

- there are three new facilities at Morley, Armley and John Smeaton provided in the last five years. The remaining facilities vary in age, although 11 sites are more than 20 years old and have not been refurbished in the last 20 years. This means that some of the facilities and equipment are outdated.

- overall the quality of facilities is sufficient to meet need in most areas, although several gyms would benefit from modernisation.

10.126 Holt Park Leisure Centre which was built in 1976 will be replaced by a Well Being Centre in 2013. At present there are no finances identified to replace or refurbish other council provided gym facilities.
Setting a Quality Standard

Current quality of council provision 6 out of 10 (60%)
Proposed quality of provision 7 out of 10 (70%)

10.127 The standard recognises that the overall provision of council gym facilities is in fair condition, although several would benefit from modernisation. The centre offering gym facilities with the lowest score is Holt Park. This centre will be replaced by the Well Being Centre in 2013.

Accessibility

10.128 Sport England’s Active Power Places provides data on the accessibility of facilities to different forms of transportation. Table 10.12 below compiles this data for all health and fitness gyms in Leeds.

Table 10.12 Health and Fitness Gym Provision in Leeds by Analysis Area

<table>
<thead>
<tr>
<th>Access time</th>
<th>Public Transport (%)</th>
<th>Walk (%)</th>
<th>Car (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 - 10 mins</td>
<td>50.75</td>
<td>41.15</td>
<td>97.36</td>
</tr>
<tr>
<td>10.1 - 20 mins</td>
<td>46.61</td>
<td>41.31</td>
<td>2.64</td>
</tr>
<tr>
<td>20.1 - 30 mins</td>
<td>2.4</td>
<td>11.57</td>
<td>0</td>
</tr>
<tr>
<td>30.1 - 45 mins</td>
<td>0.24</td>
<td>5.18</td>
<td>0</td>
</tr>
<tr>
<td>45.1 - 60 mins</td>
<td>0</td>
<td>0.79</td>
<td>0</td>
</tr>
<tr>
<td>&gt; 60</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

10.129 Most residents are within 20 minutes travel time of their nearest gym by a choice of transport modes. Over 80% of households can walk to their closest gym in less than 20 minutes.

10.130 Plan 10.5 illustrates the location of both council and private gym facilities in Leeds. It can be seen that the majority of residents are within a 20 minute walk time of a facility, only residents in the East area are outside of the catchment. The majority (80%) of residents are able to walk to a gym within 20 minutes.

10.131 Analysis of the Leeds Card user data for 2010/11 reveals that the average distance travelled to access a council gym facility is 4.4 km. The 75th percentile is 5.5km.

10.132 For those users that responded, household survey respondents who would expect to travel by car to a council gym, the 75th percentile result is a 15 minute drive time. Those who would expect to walk the 75th percentile result is 20 minutes. The results for on-street were the reverse of the household survey results. For those on-street survey respondents who would expect to travel by car, the 75th percentile result was a 20 minute drive time and those who would expect to walk was 15 minutes.

10.133 For those household survey respondents who would expect to travel by car to a private gym, the 75th percentile was a 15 minute drive time. Those who would expect to walk would also travel 15 minutes. The results for on-street expected a
longer drive time with a 75\textsuperscript{th} percentile result of 20 minutes. The modal response for car journey times of both surveys was 10 minutes.

**Recommended Accessibility Standard to a Council Gym Facility**

15 minutes public transport journey time

10.134 The majority of survey respondents expected to walk to a council gym facility. The household survey results showed the most common expected journey time as 10 minutes and the 75\textsuperscript{th} percentile result was 20 minutes. The results of the on-street survey reveal a modal and 75\textsuperscript{th} percentile result of 15 minutes walk.

10.135 A 10 to 15 minutes walk time to access a council gym facility is unrealistic for the majority of residents. Whilst Plan 10.7 shows that most residents are within a 15 minute drive time, this relies on access to private transport which the 2001 census shows is not an option for 34\% of Leeds households.

10.136 The standard reflects an aspiration to improve accessibility of council facilities for all residents.

**Applying the Standard**

10.137 Plan 10.6 illustrates the distribution of existing council gym facilities based on the above standard. Residents in parts of Alwoodley, Shadwell, Adel, Otley, Farnley, Allerton Bywater, Cross Green, Hawksworth and Drighlington have to travel up to 30 minutes.

**Summary**

10.138 Analysis of the quantity of current provision indicates that there are 7.02 stations per 1,000 population in Leeds. This compares positively to both the national average (5.86) and the regional average (5.58). However, comparison with updated population estimates show that provision is now 6.42 stations per 1,000 population and is unevenly distributed across the city. The East Inner area appears to have particularly poor provision, however, the city centre has considerable provision but they are private facilities with their own cost restrictions to access.
Summary

The future provision of indoor facilities in Leeds

10.139 Analysis of the current supply and demand of indoor sports facilities in Leeds concludes that:

- there are sufficient swimming pools to meet current and future demand in quantitative terms. Pools are ageing, but replacement facilities should be carefully considered given the current supply
- the supply of sports halls is insufficient to meet current and future demands
- provision of indoor tennis facilities are above the national and regional average, but access to households from the East of the city is poor
- provision of indoor bowls facilities are considerably below the national and regional average but did not raise significant concerns during the needs assessment
- gym stations are well provided but there is some indication that residents would like to see additional council run facilities of high quality

10.140 The above findings suggest that the council should:

- take account of access for local residents on foot and by public transport, rather than by car when determining appropriate locations for new facilities, especially in areas of lower car ownership
- Other key issues raised that should be addressed in order to increase participation and use at leisure centres are:
  - ensure that the pricing structure is attractive to all sections of the community
  - review programming at popular sites across the city to maximise access for a variety of sports during peak times. An increase in the provision of synthetic pitches (discussed in chapter 7) may have a knock on impact on the demand for sports halls. Ensure that clubs are able to access facilities and that their requirements do not have a negative impact on casual use and access for other sports
  - ensure that facilities are inviting to the general public through effective maintenance and management regimes. Improvements to the quality of existing facilities should be prioritised.
Chapter 11 - Cemeteries, Churchyards and Green Corridors

Introduction and definition

11.1 Churchyards are normally confined within an existing church boundary and cemeteries are found outside the confines of a church. This study includes both local authority owned, and privately owned burial land as well as any disused churchyards. Although the primary purpose of this type of open space is for the burial of the dead and quiet contemplation, these sites can also have considerable value for the promotion of wildlife conservation and biodiversity. Some cemeteries, for example, St Mark’s Churchyard and Harehills Cemetery, are designated as Leeds Nature Areas.

11.2 Green corridors link urban areas with the surrounding countryside and often follow roads, waterways or disused railway lines. By linking areas with the countryside and the public right of way network they promote environmental sustainable modes of transport, such as walking, cycling and house riding, and support healthy living.

Strategic Context

11.3 Parks and Green Space Strategy (2009)
The Parks and Green Space Strategy identifies that Leeds City Council manages 75 cemeteries and churchyards within the Leeds district including:

- 21 Cemeteries, covering 82 hectares
- 3 Crematoria, covering 15 hectares
- 51 Disused churchyards covering 18 hectares

11.4 The strategy also suggests that disused churchyards, depending on the level of maintenance, can also function as natural green space promoting wildlife conservation and enhancement.

11.5 Consultation – Assessing Local Need
Consultation undertaken as part of the study suggests that there is a perception amongst residents that the quality of cemeteries and churchyards within the Leeds district is adequate. Points made as part of the needs assessment are as follows:

- Almost 20% of respondents from the household and on street surveys used churchyards and cemeteries at least once a month.
- Over 50% of those surveyed do not use churchyards or cemeteries.
- The survey identified issues such as littering and poor maintenance as a concern to some respondents.
- While the survey results were mainly consistent across all the areas, the East Inner and East Outer areas were highlighted as areas that did not have enough churchyards.
- The following features were deemed the most important in providing good quality cemeteries and churchyards:
  - Well kept grass
  - Clean and litter free
• Flowers and trees
• Parking provision
• Clear footpaths

The majority of people would expect to travel to a cemetery or churchyard by car or on foot.
Stakeholders identified quantity as a key issue and considered there is a need to increase the amount of burial land and ensure existing sites are well maintained.
The majority of council workers felt that the quality of provision is ‘average’ and the amount to be ‘more than enough/about right’.

11.6 Consultation undertaken as part of the study regarding green corridors identified that provision within the district was considered adequate and the quality was very good/good or average. The needs assessment highlights the following issues:

• Almost 80% of the respondents consider green corridors to be ‘good/very good’ or ‘average’.
• It was felt that the provision of green corridors was good and that in particular towpaths have improved in the last decade.
• The provision of green corridors in the South Outer and North East Inner areas was considered to be low and in need an increase in provision.
• 23% of the residents from the East Inner area considered the quality of green corridors to be poor or very poor.
• The survey identified the following features as being the most important in providing good quality green corridors.
  • Clean and litter free
  • Clear footpaths
  • Well kept grass
  • Flowers and trees
• The majority of survey respondents would expect a 10 minute walk to green corridors.
• Stakeholders identified the need to increase awareness of the existence and value of green corridors to local residents.
• 39% of council workers thought that the provision of green corridors was not enough but the majority felt that the quality was average or better.
Current Provision Quantity

Table 11.1 Cemeteries and Green Corridor Provision in Leeds by Analysis Area

<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Current provision</th>
<th>Number of sites</th>
<th>Smallest site</th>
<th>Largest site</th>
<th>Current Provision</th>
<th>Number of sites</th>
<th>Smallest Site</th>
<th>Largest Site</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>29.86</td>
<td>3</td>
<td>5.17</td>
<td>18.03</td>
<td>16.26</td>
<td>11</td>
<td>0.29</td>
<td>4.65</td>
</tr>
<tr>
<td>East Outer</td>
<td>9.81</td>
<td>9</td>
<td>0.39</td>
<td>2.79</td>
<td>50.15</td>
<td>26</td>
<td>0.23</td>
<td>8.15</td>
</tr>
<tr>
<td>North East Inner</td>
<td>2.93</td>
<td>3</td>
<td>0.79</td>
<td>1.28</td>
<td>4.86</td>
<td>4</td>
<td>0.45</td>
<td>1.95</td>
</tr>
<tr>
<td>North East Outer</td>
<td>11.52</td>
<td>16</td>
<td>0.26</td>
<td>2.54</td>
<td>51.36</td>
<td>22</td>
<td>0.2</td>
<td>14.68</td>
</tr>
<tr>
<td>North West Inner</td>
<td>7.87</td>
<td>6</td>
<td>0.32</td>
<td>3.66</td>
<td>14.51</td>
<td>15</td>
<td>0.2</td>
<td>4.47</td>
</tr>
<tr>
<td>North West Outer</td>
<td>43.76</td>
<td>12</td>
<td>0.37</td>
<td>21.59</td>
<td>21.8</td>
<td>15</td>
<td>0.21</td>
<td>5.98</td>
</tr>
<tr>
<td>South Inner</td>
<td>21.43</td>
<td>6</td>
<td>0.44</td>
<td>9.66</td>
<td>32.35</td>
<td>25</td>
<td>0.2</td>
<td>11.52</td>
</tr>
<tr>
<td>South Outer</td>
<td>11.63</td>
<td>7</td>
<td>0.27</td>
<td>4.22</td>
<td>95.1</td>
<td>24</td>
<td>0.2</td>
<td>48.23</td>
</tr>
<tr>
<td>West Inner</td>
<td>14.34</td>
<td>6</td>
<td>0.81</td>
<td>4.55</td>
<td>27.38</td>
<td>16</td>
<td>0.25</td>
<td>11.69</td>
</tr>
<tr>
<td>West Outer</td>
<td>14.06</td>
<td>6</td>
<td>0.89</td>
<td>4.97</td>
<td>25.61</td>
<td>10</td>
<td>0.5</td>
<td>10.3</td>
</tr>
<tr>
<td>Leeds</td>
<td>167.21</td>
<td>74</td>
<td>0.26</td>
<td>21.59</td>
<td>339.38</td>
<td>168</td>
<td>0.2</td>
<td>48.23</td>
</tr>
</tbody>
</table>

11.7 Over a quarter of all cemeteries and churchyards are located in the North West Outer area, which has 43.76 hectares, the highest amount in any area for burial land. However, approximately half of this area total is from one site; Lawnswood Cemetery/Crematorium which measures 31.59 hectares. The East Inner area also has a similar uneven split, with one site, Harehills Cemetery, out of the three, covering 61% of the area of burial land within the area. Despite this, the East Inner and the North East Inner areas have the lowest number of sites (3). The North East Inner area has the smallest area of churchyards within the district. While the average size of a cemetery or churchyard is 5.92 hectares, over 90% of sites are less than 5 hectares.

11.8 The largest amount of green corridor green space is in the South Outer area, with 24 sites covering 95.1 hectares, over 25% of the current provision. The outer areas provide 97 sites and 72% of the area of green corridors.
11.9 The provision of cemeteries and churchyards is relatively evenly distributed across the rural part of the district, however, within the urban area, the West of Leeds has a higher concentration of cemeteries and churchyards. The larger green corridors which can be identified on the map follow roads, railways and rivers, providing green routes out of the urban area.

Quality

11.10 The award is assessed in two key ways, firstly by reviewing a site management plan, and secondly a field assessment based primarily on observation during a site visit. Each category is given a score out of 10, with a maximum of 30 points for the desk assessment and 70 points for the field assessment. To achieve the standard a minimum of 15 on the desk assessment and 42 on the field assessment is needed, however, an award can only be given if the overall score is greater than 65. The desk assessment is not carried out as most sites do not have a management plan. Thus, only the field based assessment is conducted, and as alluded to above, the score required to reach the standard is in effect 48. On average, each category must therefore achieve 7 out of 10 to reach the standard, although there is no minimum score for each category.

11.11 The results revealed an average score of 5.92 out of 10 for all cemetery and churchyard sites and 5.37 out of 10 for green corridors.
<table>
<thead>
<tr>
<th>Analysis Area</th>
<th>Average Score</th>
<th>Range of Scores</th>
<th>Lowest Quality Site</th>
<th>Highest Quality Site</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>4.35</td>
<td>3.2 - 6.58</td>
<td>Beckett Street Cemetery</td>
<td>Killingbeck Cemetery</td>
</tr>
<tr>
<td>East Outer</td>
<td>5.78</td>
<td>3.86 - 7.41</td>
<td>St Mary's Cemetery Park, Kippax</td>
<td>St Mary's Church, Whitkirk</td>
</tr>
<tr>
<td>North East Inner</td>
<td>5.85</td>
<td>3.57 - 7.23</td>
<td>St Matthew's Churchyard</td>
<td>Holy Trinity Church, Meanwood</td>
</tr>
<tr>
<td>North East Outer</td>
<td>6.16</td>
<td>3.16 – 8</td>
<td>Bardsey Catholic Church of the Blessed Sacred</td>
<td>St Peter's Churchyard</td>
</tr>
<tr>
<td>North West Inner</td>
<td>5.87</td>
<td>4.3 - 7.46</td>
<td>St Mark's Churchyard</td>
<td>St Chad's Graveyard</td>
</tr>
<tr>
<td>North West Outer</td>
<td>6.22</td>
<td>4.38 - 8.08</td>
<td>St Peters Arthington Churchyard</td>
<td>St Peter's Church,</td>
</tr>
<tr>
<td>South Inner</td>
<td>4.86</td>
<td>1.92 - 6.06</td>
<td>St John's Churchyard</td>
<td>Beeston Cemetery</td>
</tr>
<tr>
<td>South Outer</td>
<td>5.67</td>
<td>3.66 - 7.15</td>
<td>Morely Cemetery</td>
<td>Church of St Mary</td>
</tr>
<tr>
<td>West Inner</td>
<td>5.97</td>
<td>4.33 - 6.84</td>
<td>Farsley Baptist Burial Land</td>
<td>St Peter's Church,</td>
</tr>
<tr>
<td>West Outer</td>
<td>7.02</td>
<td>5.64 - 8.15</td>
<td>Pudsey Cemetery</td>
<td>Farnley Cemetery</td>
</tr>
<tr>
<td>Leeds</td>
<td>5.92</td>
<td>1.92 - 8.15</td>
<td>St John's Churchyard</td>
<td>Farnley Cemetery</td>
</tr>
</tbody>
</table>

11.12 Cemeteries and churchyard sites were deemed to be good overall, Outer West area had the widest range of scores. The lowest quality score was 1.92 at St John’s Churchyard in the South Inner area and the highest was Farnley Cemetery with 8.15 in the West Outer area. St John’s Churchyard is programmed for improvement works which will complete in 2011. The West Outer area attained the highest average score of 7.02.
Table 11.3 Quality of Green Corridors in Leeds by Analysis Area

<table>
<thead>
<tr>
<th>Area Committee</th>
<th>Average Score</th>
<th>Range of Scores</th>
<th>Lowest Quality Site</th>
<th>Highest Quality Site</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Inner</td>
<td>6.16</td>
<td>4.5-7.7</td>
<td>Burmantofts Street</td>
<td>Cross Gates Road Green Corridor</td>
</tr>
<tr>
<td>East Outer</td>
<td>5.22</td>
<td>2.69-7.16</td>
<td>Cockbeck/Penda’s Field Disused Railway</td>
<td>Methley Disused Railway</td>
</tr>
<tr>
<td>North East Inner</td>
<td>4.58</td>
<td>3.44-6.27</td>
<td>Roman Avenue Greenspace</td>
<td>Mexborough Street Public Open Space</td>
</tr>
<tr>
<td>North East Outer</td>
<td>5.4</td>
<td>2.5-7.69</td>
<td>Ring Road moortown Green Corridor</td>
<td>Wetherby Wilderness</td>
</tr>
<tr>
<td>North West Inner</td>
<td>5.57</td>
<td>3.53-6.84</td>
<td>Low Wood, Foxcroft Road</td>
<td>Leeds Liverpool Canal</td>
</tr>
<tr>
<td>North West Outer</td>
<td>5.28</td>
<td>3.5-7.41</td>
<td>Otley Bypass/Old Railway Line off Bradford Road</td>
<td>Engine Fields</td>
</tr>
<tr>
<td>South Inner</td>
<td>5.25</td>
<td>2.62-6.07</td>
<td>Westbury Grove Public Open Space</td>
<td>Middleton Park Circus (1)</td>
</tr>
<tr>
<td>South Outer</td>
<td>5.5</td>
<td>2.84-7.69</td>
<td>Gelderd Road - dismantled railway</td>
<td>Canal Side ponds - Woodlesford Lock</td>
</tr>
<tr>
<td>West Inner</td>
<td>5.39</td>
<td>1.3-7.76</td>
<td>Amberly Road and Oldfield</td>
<td>Pog Farm Public Open Space</td>
</tr>
<tr>
<td>West Outer</td>
<td>4.94</td>
<td>2.66-6.3</td>
<td>Farnley Beck</td>
<td>New Pudsey Railway</td>
</tr>
<tr>
<td>Leeds</td>
<td>5.37</td>
<td>1.3-7.76</td>
<td>Amberly Road and Oldfield</td>
<td>Pog Farm Public Open Space</td>
</tr>
</tbody>
</table>

11.13 As shown in the table above, the quality for the district was found to be average to good, with an average score of 5.37. The lowest quality score was 1.3 at the green corridor between Amberly Road and Oldfield and the highest average was Pog Farm with 7.76.

Accessibility

11.14 Over half of the on-street respondents to the survey would expect to drive to a cemetery or churchyard by car, however, 60% of household survey respondents would expect to walk. Most people expect to travel 10 minutes by car or 15 minutes on foot.

11.15 The majority of people surveyed would expect to walk 10 minutes to a green corridor.
Proposed Cemetery, Churchyard and Green Corridor Standards

11.16 No standard has been set regarding the quantity, quality or accessibility for churchyards, cemeteries and green corridors as Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation does not require one. However, the results from the needs assessment suggest a general satisfaction in the current provision, quality and accessibility.
Chapter 12 City Centre Open Space

Introduction and definition

12.1 The focus of this chapter is the availability and sufficiency of open space within the city centre. This includes the spaces discussed by the other typology chapters, with the addition of civic space.

12.2 There are various definitions of open space in urban centres. Planning Policy Guidance 17 provides the following definition of civic space:

“civic spaces, including civic and market squares, and other hard surfaced areas designed for pedestrians. The purpose of civic spaces, mainly in town and city centres, is to provide a setting for civic buildings, such as town halls, and opportunities for open air markets, demonstrations and civic events.”

12.3 The Unitary Development Plan Review (2006) provides a broader definition which incorporates all the typologies, stating that “the public spaces of the City Centre comprise parks, hard and soft landscaped areas and incidental spaces, together with streets, arcades, alleys, yards, malls and squares, to which the public has access (but not necessarily public ownership or public right of way). They provide the setting for a rich architectural backcloth, corridors for people to move around in the Centre with ease, in safety, and above all to enjoy it.” Although a more modern definition could also include the useful contribution that green space can make to urban cooling and combating the effects of climate change in major urban areas.

12.4 The existing UDPR (2006) city centre boundary, designated under policy CC2, has been used to define the spatial extent of the city centre for the purposes of this chapter.

12.5 A resident population in the city centre has emerged over a relatively short period. In 1996 there were only 3,700 people estimated to live in the city centre, but by 2008 the estimate was 15,700 people. The population of the city centre could double up to 2026 and this growth needs to be accompanied by an increase in accessible open space provision.

12.6 A city centre visioning conference in 2009, concluded that one of the three priorities to improve the city centre was provision of a city centre park.

Strategic Context

12.7 There are no definitive national or local standards for civic spaces. However, the city centre chapter of the UDPR (2006) includes policies CC9 to CC13 which seek to protect, enhance and provide additional public space within the city centre.

- CC9 states that every opportunity will be taken through the planning process to improve public space within the city centre.
• CC10 states that additional public space is required within the city centre. Any development above 0.5 hectares is required to provide at least 20% of the developable area as public space.
• CC11 seeks to provide additional and improved pedestrian corridors.
• CC12 states that new development should relate to and connect with public space.
• CC13 requires new public space to be well designed and located to ensure they can be accessed and enjoyed by all.

12.8 The existing UDPR (2006) green space policies have never been applied to new development within the city centre boundary due to the large requirement generated by the high density residential developments.

12.9 Not all open space typologies and facilities are appropriate for a city centre location. For example, it would be unrealistic to expect outdoor sports sites and some of their facilities; grass playing pitches, athletic tracks and golf courses within the city centre.

Consultation - Assessing Local Needs

12.10 Survey respondents were asked to provide their opinion regarding the quantity and quality of open space, sport and recreation provision in Leeds City Centre. The results reveal:
• 41% of household and 31% of the on-street respondents felt there was not enough provision
• 43% of the on-street respondents thought the amount was about right, however, only 22% of household respondents held this view

12.11 The majority of household survey respondents consider that there is not enough open space in the city centre. Although a large proportion of on-street respondents also consider existing provision was inadequate, the majority thought provision was about right. Residents comments highlighted a need for greater provision of:
• ‘Green’ areas
• Facilities for children and young children
• Indoor sport provision

12.12 These views were also reflected in the responses residents gave regarding what additional provision they would like to see in the city centre. 41% of respondents to both surveys chose parks and gardens as their preferred additional type of provision. The most common responses in order of preference are:
• Parks and gardens
• Facilities for young people/teenagers
• Play areas for children

1 The surveys conducted for the PPG17 Needs Assessment were directed at residents across Leeds MD not just those who live in the city centre.
• Natural areas
• Indoor sports facilities

12.13 In addition to the opinion on overall city centre open space provision, the surveys also questioned respondents perception of civic space provision. These results are included in this chapter as the majority of civic space in the district, is concentrated in the city centre. The results highlighted the following:

• 44% of household, and 48% of on street survey respondents use civic spaces more than once a month, which is the fourth highest response out of all typologies in the city. This highlights the regular use of civic spaces in Leeds.
• The majority of residents consider the amount of civic space to be adequate with 73% of the on-street survey respondents considering the current amount of civic space to be ‘about right/more than enough’ and 46% of the household survey respondents considering the current amount of civic space to be ‘about right/more than enough’.
• Whilst only 7% of on street survey respondents thought there was ‘not enough’, civic space, the proportion of household survey respondents was higher at 21%
• A larger proportion (21%) of household survey respondents had ‘no opinion’ regarding the quantity of civic space, whereas only 12% of on street respondents offered ‘no opinion’.
• With regard to quality, the majority of respondents considered that the quality of civic space is either good/very good or average. On-street survey respondents were particularly positive, with over 80% of respondents rating civic spaces as average or above.
• A very small proportion or respondents considered the quality of civic space to be poor/very poor though concerns were raised regarding the lack of green space and perceived safety issues within the city centre.
• The opinion of respondents was fairly consistent across the city, though a slightly higher proportion of East Inner and North East Inner respondents considered there is not enough civic space.

12.14 The overall conclusion from these results, is the quantity of civic space is generally perceived to be adequate, however, there is concern that there is not enough open space or green space within the city centre.

12.15 Other city centre resident surveys have been undertaken in recent years. The University of Leeds City Living in Leeds (2005) concluded that the biggest single factor that might influence a decision to move away from the city centre was the lack of green spaces. When asked what would encourage respondents to reside longer in the city centre the second most popular response was better provision of green spaces. The most popular response was better/more food shops.

12.16 The Leeds City Centre Audit (2007) noted that 51% of people it surveyed thought the city centre did not have enough public open spaces. Residents and workers are more likely (56% and 52% respectively) than visitors (31%)
to respond on the lack of open space. These surveys indicate that city centre residents and employees are more concerned, than Leeds residents as a whole, over the provision of city centre open space.

**Current Provision Quantity**

12.17 There are 37 civic space sites identified in Leeds City Centre. The below table illustrates the overall provision of open space of all types within the city centre.

**Table 12.1 Open Space in Leeds City Centre**

<table>
<thead>
<tr>
<th>Area (Ha)</th>
<th>Civic Space</th>
<th>Amenity</th>
<th>Churchyards</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>18.8</td>
<td>5.65</td>
<td>4</td>
<td>28.45</td>
</tr>
<tr>
<td>Provision</td>
<td>1.2</td>
<td>0.36</td>
<td>0.25</td>
<td>1.81</td>
</tr>
</tbody>
</table>

12.18 The study identified 50 open space sites in the city centre. Throughout the consultation, the aesthetic importance of open spaces in the city centre is highlighted and they are regularly used by visitors and residents. They are particularly busy at lunch time, on warmer days, when it can be difficult to find a space to sit at the more popular well known sites. These spaces function as meeting places, provide a release from the stress of work and for city centre residents, represent their only easily accessible open space.

12.19 Plan 12.1 shows the locations of the various open space sites. The majority of the provision is located within the Leeds University campus. These sites alone account for 4.5 hectares of civic space and the Leeds General Cemetery is 3.7 hectares. This represents 29% of the total available open space in the city centre.

**Table 12.2 City Centre Population, Workers and Visitor Statistics**

<table>
<thead>
<tr>
<th>2008 mid year population Leeds</th>
<th>City Centre Population (2008)</th>
<th>City Centre Employment</th>
<th>Pedestrians entering the city</th>
</tr>
</thead>
<tbody>
<tr>
<td>779,256</td>
<td>15,700^2</td>
<td>132,728^3</td>
<td>Average of 1.2 million per week</td>
</tr>
</tbody>
</table>

12.20 The amount of available open space identified in table 12.1 above, and on plan 12.1 is 6.3% of the total area of Leeds City Centre, using the UDPR (2006) policy C2 city centre boundary (462 hectares).

---

^2 Source: City Centre Audit, 2008  
^3 Source: City Centre Audit, 2008
12.21 In the last decade, the city centre has undergone a revival in residential popularity. The city centre has again become a popular location in which to live. The population has increased four fold in only 12 years from 3,700 in 1996 to 15,700 people in 2008.

12.22 Two studies have been undertaken to help the council plan for future housing and population growth. Both studies have identified the anticipated level of housing growth for the city centre. The Strategic Housing Market Assessment (SHMA) identified a need for 68,000 (net) dwellings throughout Leeds. The Strategic Housing Land Availability Assessment (SHLAA) 2009 identified potential housing sites capable of accommodating up to 20,000 new dwellings in the city centre by 2026. The additional population from this level of housing growth (using an average household size in the city centre of 1.5 persons per dwelling) is 30,000 people. This is the maximum level of potential housing growth and is likely to reduce as the effects of the recession and a lack lustre housing market continue to impact on the development rate up to 2026.

12.23 Nevertheless, it is clear that the city centre population has the potential to increase to between 30,000 to 45,000 people by 2026. The existing open space provision based on the 2008 city centre population estimate is 1.81 hectares per 1,000 population. This level of provision will reduce to 0.97 hectares per 1,000 based on the minimum anticipated population of 30,000 by 2026.

12.24 Table 12.3 below demonstrates the forecast employment growth of the city centre up to 2026. The data shows that the city centre is the hub for financial and business services, with over 43% of the district’s employment in this sector accommodated in the city centre. The overall growth in city centre employment is forecast to rise by 12,205 employees up to 2026 from the 2008 figure. Based on the results of previous consultation, employees in the city centre are almost as demanding as residents when it comes to the provision of open space.
<table>
<thead>
<tr>
<th>City Centre</th>
<th>2008 4</th>
<th>% of MD Total</th>
<th>2016</th>
<th>2021</th>
<th>2026</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retail</td>
<td>9,735</td>
<td>24.6%</td>
<td>10,647</td>
<td>11,214</td>
<td>11,740</td>
</tr>
<tr>
<td>Hotels &amp; Catering</td>
<td>7,576</td>
<td>29.3%</td>
<td>8,747</td>
<td>9,228</td>
<td>9,602</td>
</tr>
<tr>
<td>Financial &amp; Business Services</td>
<td>51,453</td>
<td>43.1%</td>
<td>55,750</td>
<td>57,546</td>
<td>58,825</td>
</tr>
<tr>
<td>Public Services (education, health &amp; public admin)</td>
<td>43,261</td>
<td>40.1%</td>
<td>42,809</td>
<td>43,224</td>
<td>43,979</td>
</tr>
<tr>
<td>Other Services</td>
<td>5,474</td>
<td>22.5%</td>
<td>4,892</td>
<td>5,153</td>
<td>5,501</td>
</tr>
<tr>
<td>Distribution (exc. retail &amp; hotels &amp; catering)</td>
<td>3,045</td>
<td>11.2%</td>
<td>2,856</td>
<td>2,958</td>
<td>3,102</td>
</tr>
<tr>
<td>Sub-Total</td>
<td>120,544</td>
<td>35.0%</td>
<td>125,701</td>
<td>129,323</td>
<td>132,749</td>
</tr>
<tr>
<td>Other</td>
<td>12,184</td>
<td>13.3%</td>
<td>12,705</td>
<td>13,071</td>
<td>13,418</td>
</tr>
<tr>
<td>TOTAL</td>
<td>132,728</td>
<td>30.4%</td>
<td>138,407</td>
<td>142,394</td>
<td>146,166</td>
</tr>
</tbody>
</table>

Setting the quantity standard

12.25 PPG17 suggests that it is not realistic to set a quantity standard for civic spaces in light of their specialist nature. Whilst this may be true of city wide provision, there is a clear growing demand for increased provision of public open space in Leeds City Centre. Civic space makes a valuable contribution to the overall provision. Existing UDPR (2006) policy CC10 states that additional public space is required within the city centre. Any development above 0.5 hectares is currently required to provide at least 20% of the developable area as public space. The limitation with this approach is the small number of city centre sites which are 0.5 hectares or above and the lack of consideration for the full range of open space needs of residents. The majority of the public space provided has been in the form of civic space or more specifically hard standing around a central feature of interest such as art or water.

12.26 Whilst the city centre is the centre of commerce for the region, it has also become popular for city centre living. The city centre has a residential population of 15,700 persons (2008). This is expected to double over the period of the core strategy up to 2026. The city centre is 2.97% of the Leeds urban area, but is expected to accommodate up to 20% of the housing growth of Leeds up to 2026.

12.27 The current provision of city centre civic space calculates at 1.2 hectares per 1,000 population. There was general consensus in the responses to the needs assessment that the provision of civic space across the city was adequate.

4 City centre figures for 2008 derived from the City Centre Audit (9th Edition)
12.28 Residents perception of open space provision in the city centre was mixed. Household respondents clearly felt that the city centre does not provide enough space whilst on-street respondents views were mixed with 36% consider there was either not enough or nearly enough and 43% consider provision as ‘about right’.

12.29 The council have been assessing the potential of delivering a city centre park following the city centre visioning conference in 2009. The latest proposals are looking at a site South of the River Aire as shown in Plan 12.2. The identified site is three hectares and if delivered should address the negative resident perceptions of lack of green space and increase the current provision of green space within the most deficient area within the city centre (South of the River Aire).

12.30 PPG17 adds that it is desirable for planning authorities to promote urban design frameworks for their town and city centres. The design and planning of new neighbourhoods should take into account the demand for new civic spaces from local residents and ensure that such spaces are incorporated within master plans.

**Existing level of city centre open space provision = 1.81 ha/1,000 population**

**Existing level of city centre civic space provision = 1.2 ha/1,000 population**

12.31 Setting standards for the city centre is more complex than the rest of Leeds because of the importance of civic space and the requirement to consider the needs of a concentration of visitors and employees, as well as residents. The city centre contains more civic space than elsewhere in Leeds. On a simplistic conceptual level the city centre has separate needs for both civic space and green space; the former is needed to offer spaces for circulation and relaxation of visitors, shoppers and employees and for reasons of aesthetics in the break up of the townscape and the setting of buildings. The latter is needed for recreation and amenity of residents. However, in practice there will be considerable overlap with residents able to make some use of civic space and visitors and employees having need for green space.

12.32 Taking into account the proposed quantity standards for amenity and parks and gardens from chapters 4 and 5 of the study and the existing city centre civic space provision ratio, calculates at 2.65 hectares per 1,000 population of open space provision within the city centre. Using the 30,000 population estimate introduced earlier would indicate that by 2026 the area of open space in the city centre should be 79.5 Ha. This is an additional 51 hectares by 2026. This calculation is presented as a bench mark of the provision required to accord with the city’s proposed standards for those typologies. This option does not consider constraints in the city centre and the potential availability of land. To increase the provision by 51 hectares would require 11% of the total area of the city centre.
Plan 12.2 Access to Green Space in the City Centre
Proposed city centre green space provision is 0.41 ha/1,000 population

12.33 The proposed provision level takes into account the proposed household growth across the city of 68,000 dwellings and assumes at least 10,000 of these dwellings will be provided in the city centre or 15% of the total growth. The combined proposed quantity standards for amenity, parks and gardens and natural total 3.45 hectares per 1,000 population. The 68,000 new dwellings will create an estimated 235 hectares of new open space provision. The city centre is 3% of the Leeds urban area. Applying this proportion to the total estimated amount of new open space provision for the city centre equals 7.05 hectares.

12.34 This equates to 0.41 hectares per 1,000 based on a likely population in 2026 of 30,700 people and is 0.06 hectares per 1,000 population in excess of existing green space provision. The proposed increase would represent only 1.5% of the total city centre area providing a deliverable option considering the small plots coming forward for redevelopment during the period. Although not all development plots would deliver on site green space due to their size, location or other individual site circumstances.

12.35 In developing a planning policy to deliver new city centre green space the council will need to consider the threshold between seeking on-site provision and collecting off-site contributions. Experience from elsewhere in the city has shown that small green spaces offer limited function and practicality. They are often difficult and expensive to maintain, and because of their size are mistakenly ignored by potential users as private space or soft landscaping as part of the setting for adjacent buildings.

12.36 In association with the above open space provision for residential developments it is also proposed to ensure that civic space provision increases, considering the projected growth in city centre employees and visitors. Consultation on the City Centre Area Action Plan Preferred Options sought responses on provision of open space as part of all development proposals. The responses generally favour a site threshold of policy implementation of less than 0.5 hectares. The vast majority of respondents felt the size of open space to be provided on-site should be 20% of the site area.

12.37 These proposals would suggest a tightening of the existing UDP policy regarding civic space which implies wider application than currently and treats greater provision of open space, rather than civic space.

12.38 In progressing delivery of additional spaces and considering the compact nature of the defined city centre, a strategy is required to develop a network of pedestrianised streets, civic squares and amenity spaces that link to other blue and green infrastructure both within and surrounding the city centre. The River Aire and Leeds and Liverpool Canal flow through the city centre and are overlooked for their contribution towards open space. The inner city parks that surround the city centre are larger, multi-functional green spaces.
and should also link into this network.

12.39 The provision of green and blue infrastructure in densely developed urban areas will become increasingly important in combating the effects of climate change. They create crucial breaks in sealed surfaces to assist with urban cooling, slowing storm water run off and reducing air pollution. Green roofs and street trees will also become more important in this regard.

Current Provision Quality

12.40 As table 12.4 below shows, the quality of city centre open spaces is generally high. The low score for the churchyards is a reflection of the current dilapidated condition of St John’s Churchyard. This site is undergoing refurbishment in 2011 and will bring about improvement at the lowest scoring open space site in the city centre.

12.41 Civic space is well maintained to accommodate high volumes of use by visitors. Some sites are worn and in need of refurbishment as and when opportunities arise, such as Victoria Gardens which was improved in early 2011 due to financial assistance from a high street retailer.

Table 12.4 Quality of City Centre Open Space

<table>
<thead>
<tr>
<th>City Centre</th>
<th>Average Score</th>
<th>Range of Scores</th>
<th>Lowest Quality Site</th>
<th>Highest Quality Site</th>
</tr>
</thead>
<tbody>
<tr>
<td>Civic Space</td>
<td>6.65</td>
<td>3 -9.27</td>
<td>3.00</td>
<td>9.27</td>
</tr>
<tr>
<td>Amenity</td>
<td>6.06</td>
<td>2.38 -8.61</td>
<td>2.38</td>
<td>8.61</td>
</tr>
<tr>
<td>Churchyards</td>
<td>4.16</td>
<td>1.92 -6.4</td>
<td>1.92</td>
<td>6.4</td>
</tr>
<tr>
<td>Total</td>
<td>6.40</td>
<td>1.92 -9.27</td>
<td>1.92</td>
<td>9.27</td>
</tr>
</tbody>
</table>

Setting a quality standard

12.42 The standard of 7 out of 10 (70%) for amenity space, parks and gardens and natural has already been proposed in the relevant chapter. There is no quality standard for churchyards, although as evidenced by the council’s capital works programme, their improvement for increased public use is a priority.

12.43 It is not proposed to adopt a formal quality standard for civic space as advised by the PPG17 Companion Guide. However, analysis of the quality data collected through the audit reveals that the existing quality of civic space in the city centre is currently ‘fair’, leaving some room for future improvement.

Current Provision Accessibility

12.44 As plan 12.2 shows, the distribution of open space north of the River Aire is generally even and widespread. Visually there appears to be a less open space south of the river. There is only one amenity site located south of the river in Leeds City Office Park. Access to a formal park is only possible by leaving the city centre and accessing an inner city park. As shown on plan
12.2, the proposed location of the city centre park provides an important opportunity to create additional provision in an area of both quantitative and accessibility deficit.

**Setting an accessibility standard**

12.45 The location of existing civic space is generally based around the historic location of large municipal buildings with open frontages and pedestrianised streets and other access routes. It is not proposed to create an additional accessibility standard for civic space. Other relevant city centre open space typologies have their own proposed accessibility standards which can apply in the city centre.

**Summary**

12.46 A city centre visioning conference in 2009, concluded that one of the three priorities to improve the city centre was provision of a city centre park. The Leeds City Centre Audit (2007) noted that 51% of people it surveyed thought the city centre did not have enough public open spaces.

12.47 The audit of city centre open spaces conducted for the purposes of this study recorded 50 open spaces of different types across the city centre. The existing open space provision based on the 2008 city centre population estimate is 1.81 hectares per 1,000 population. The current provision of city centre civic space calculates at 1.2 hectares per 1,000 population. It is proposed to introduce a standard for provision which combines parks and gardens, amenity space and natural provision at 0.41 hectares per 1,000 population in the city centre.

12.48 It is, therefore, recommended that the key priorities for the future provision of city centre open space should be addressed through the Leeds Development Framework (LDF) and / or other delivery mechanisms, are:

- ensure that the LDF contains policies that protect city centre spaces from development;
- if the LDF proposes a strategy of accommodating significant levels of population growth in the city centre, plan for provision of green space (as per the proposed standards) in association with new residential development;
- prepare a strategy to develop a network of pedestrianised streets, civic squares and amenity spaces that link to other blue and green infrastructure both within and surrounding the city centre;
- plan for the future role of green and blue infrastructure in Leeds City Centre in combating the effects of climate change.
Chapter 13 Implementation

Introduction

13.1 The PPG 17 study has identified several specific issues relating to the provision, quality and accessibility of open space, sports and recreation facilities across Leeds.

13.2 Given the significance of green space provision to amenity, recreation, urban cooling and combating the effects of climate change, local distinctiveness, health and well being, a key priority for the council is to tackle both the qualitative and quantitative deficiencies in provision. The audit has identified accessibility issues faced by local residents when trying to use and access facilities. In addition, the study also provides a basis to consider the level of provision across the district by typology and local area.

13.3 This final chapter contains recommendations to assist in the preparation of planning policies to help address the findings of the audit. A number of recommended actions are then proposed relating to sports, recreation and open space provision in general.

The plan-led system

13.4 The overall conclusions of the study should be used to guide preparation of future planning policy and to inform development management decisions. The study will form a key component of the LDF evidence base which will provide the long term development vision for the city and comprise a series of development plan documents and supplementary planning documents, including the Core Strategy.

13.5 Development Plan Documents (DPDs) will include general policies relating to open space, sport and recreation facilities that are supported by the findings of this study and other relevant documents.

13.6 Key issues emerging from this study which need addressing in general planning policies include:

- Protection of open space from development - this should include all types of open space although some exception criteria will be necessary;
- the LDF should facilitate the proactive planning and delivery of new open space where it is required through appropriate allocations and policies;
- allocations of new allotment sites;
- maximising opportunities for green space provision arising from new developments reflecting appropriate policies and standards.

13.7 As well as contributing to the development of general policies, this document will inform more specific documents within the LDF:

- Site Specific Policies and Allocations DPD
• Any environmental plan deemed necessary as part of the LDF
• Area Action Plans
• Future Supplementary Planning Documents (SPDs)

13.8 The remainder of this section provides guidance on the use of this PPG17 study, particularly in regard to determining developer contributions (for consideration within DPDs) and identification of issues within the analysis areas. The same principles can also be applied to Area Action Plans and large scale regeneration proposals.

Proposed Leeds Standards Summary

13.9 Chapters 4 to 12 propose standards for different types of open space, sport and recreation facilities. These standards are summarised in Table 13.1 below:

Table 13.1 Summary of Recommended Local Standards by Typology

<table>
<thead>
<tr>
<th>Type</th>
<th>Quantity Standard</th>
<th>Accessibility Standard</th>
<th>Quality Standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parks &amp; Gardens</td>
<td>1 hectare per 1,000 population – equivalent to current level of provision</td>
<td>15 minute walk time (720m)</td>
<td>7</td>
</tr>
<tr>
<td>Amenity Green Space</td>
<td>0.45 hectares per 1,000 population – above the existing level of provision</td>
<td>10 minute walk time (480m)</td>
<td>7</td>
</tr>
<tr>
<td>Provision for Children &amp; Young People</td>
<td>Two equipped play facilities per 1,000 children/young people (0 to 16 years) – above the existing level of provision</td>
<td>15 minute walk time (720m)</td>
<td>7</td>
</tr>
<tr>
<td>Outdoor Sports Facilities</td>
<td>1.85 hectares per 1000 population – equivalent to current level of provision</td>
<td>20 minute walk time to outdoor tennis, 10 minute drive time to bowling greens and grass playing pitches, 20 minute drive to athletics tracks, golf courses and synthetic pitches</td>
<td>7</td>
</tr>
<tr>
<td>Allotments</td>
<td>0.24 hectares per 1000 population – above the existing level of provision</td>
<td>20 minute walk time (960m)</td>
<td>7</td>
</tr>
<tr>
<td>Natural and Semi-natural</td>
<td>2 hectares per 1,000 population – below the existing level of</td>
<td>15 minute walk time (720m)</td>
<td>7</td>
</tr>
<tr>
<td>Type</td>
<td>Quantity Standard</td>
<td>Accessibility Standard</td>
<td>Quality Standard</td>
</tr>
<tr>
<td>-----------------------------------------</td>
<td>------------------------------------------------------------------------------------</td>
<td>-------------------------------------------------------------</td>
<td>------------------</td>
</tr>
<tr>
<td>Open Space</td>
<td>provision</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Council Indoor Leisure: Sports Halls</td>
<td>15m²/1,000 population - above the existing level of provision</td>
<td>15 minutes public transport journey time</td>
<td>7</td>
</tr>
<tr>
<td>Swimming Pools</td>
<td>7.8 m²/1,000 population - below the existing level of provision</td>
<td>15 minutes public transport journey time</td>
<td>7</td>
</tr>
<tr>
<td>Indoor Tennis Courts</td>
<td>0.08 courts/1,000 population - equivalent to the existing level of provision</td>
<td>20 minutes public transport journey time</td>
<td>7</td>
</tr>
<tr>
<td>Fitness Gym</td>
<td>1.1 gym stations/1,000 - population, above the existing level of provision</td>
<td>15 minutes public transport journey time</td>
<td>7</td>
</tr>
<tr>
<td>Leeds City Centre Open Space</td>
<td>0.41 per 1,000 population - above the existing level of provision</td>
<td>10 minute walk for amenity</td>
<td>7</td>
</tr>
<tr>
<td></td>
<td></td>
<td>15 minute walk for Parks &amp; Gardens</td>
<td>7</td>
</tr>
</tbody>
</table>

13.10 Several of the more common typologies are found in the existing UDP policy N2 hierarchy. These are parks and gardens, amenity green space, children’s and young people’s provision and outdoor sports as titled in the typology of table 13.1. As part of the implementation of the standards, it is proposed to replace this hierarchy with one focused on the function and attraction of green space sites whilst providing a more useful definition of the space types. This revised definition takes account of higher level sites which can fulfil the roles of other spaces. There are no site size thresholds and the definitions proposed relate to the function of the space.

13.11 There are six city parks in Leeds which can fulfil many of the roles of spaces lower down the hierarchy. Amenity space cannot fulfil the role of other space types without direct intervention to widen the range of facilities available at the space. It should also be noted that not all amenity green space is capable of enhancement, possibly due to its size, location or gradient such that it may never be capable of the increased functionality required by other types of green space.
Figure 13.1 Green Space Hierarchy

Small number of larger sites fulfilling many functions

Many small sites, limited function

13.12 Table 13.2 below provides a definition of the proposed green space hierarchy to assist with preparation of the implementation strategy.

**Table 13.2 Definitions of Proposed Green Space Hierarchy**

<table>
<thead>
<tr>
<th>Space Type</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amenity / Local Green Space</td>
<td>Open spaces with minimal facilities &amp; furniture used for informal recreation. Users will travel a relatively short distance to use these sites.</td>
</tr>
<tr>
<td>Recreation Area</td>
<td>Designed primarily for outdoor sporting and recreation opportunities, providing equipment and spaces for formal and informal recreation.</td>
</tr>
<tr>
<td>Community Park</td>
<td>Providing for the local community as a whole. They usually provide multiple facilities for active and passive recreation with areas of formal landscaping.</td>
</tr>
<tr>
<td>City Park</td>
<td>Providing a wide range of opportunities for the city’s residents and visitors. The range of attractions, natural and formal landscapes and facilities provided will attract users from a wide catchment area willing to undertake longer visits.</td>
</tr>
</tbody>
</table>

**Summary of Key Issues by Typology**

13.13 The primary issues emerging for each type of open space can be summarised as:

**Parks and Gardens**

- ensure that the LDF contains policies that protect parks from development;
- if the LDF proposes a strategy of accommodating significant levels of population growth, plan for provision of large new parks and gardens (as per the proposed standards) in association with urban extensions;
• in allocating new development sites in locations which fail to meet the proposed standards, consider how the development can improve access and increase provision to parks;
• prepare a strategic programme of qualitative improvements across the city, with specific regard to the need to mitigate and adapt to climate change;
• maximise the role of parks to increase participation in health and physical activity across the city;
• facilitate access to parks through the development of public transport links to parks and the creation of pedestrian and cycle links, from areas of lower provision;
• support the council’s Parks and Green Space Strategy which identifies a key priority as improving 100% of community parks to Green Flag standard by 2020.

Amenity Green Space

• East Inner and the North East Inner analysis areas have a surplus of amenity space. However, all other areas of Leeds have a shortfall with North West Inner and Outer areas having the most acute deficit of amenity green space.
• Any sites considered surplus within these areas require further assessment to investigate their appropriateness in meeting deficiencies in other green space typologies. If they cannot satisfactorily meet other green space needs then their development potential should be investigated.
• Amenity space serves a limited function but in areas deficient in other types there may be potential to diversify it for other green space purposes.
• Amenity green spaces are used by a large proportion of the population especially children, a third of whom recognise it as their favourite place to play, so these spaces, where required, will need to be protected through the LDF.
• Amenity green space produced a wide range of scores from the quality assessment, with 13% of all amenity sites assessed as at least 7 out of 10, further improvements are still required at valued amenity sites particularly within areas of deficiency.

Children’s and Young People’s Equipped Play

• the majority of survey respondents perceived that there were not enough facilities, in particular for teenagers / young people, across Leeds. The condition of existing facilities was generally considered to be poor.
• the application of the quantity, quality and accessibility standards highlighted a need to improve facilities across Leeds to meet the recommended standards.
• the distribution of facilities also requires greater consideration, there are urban areas of Leeds which have no access to facilities.
• the following key priorities for the future delivery of children and teenage/young people facilities in Leeds are recommended:
• Increase the overall quality and improve the distribution of facilities. This may involve the removal of low value, low quality facilities with catchments containing relatively few potential users.
• Consult the community on the type and location of facilities
• Seek to improve the quality and the variety of facilities available

Outdoor Sports

• protect all outdoor sports facilities from development unless it can be proven that the replacement of a facility will result in a higher quality facility in a nearby location and it does not result in a reduction in meeting the accessibility standard;
• seek to improve the quality of outdoor sports facilities through the delivery of the community hub sites. Sites should meet National Governing Body criteria. This includes the provision of appropriate changing facilities; self contained units satisfying Sport England guidelines;
• focus on enhancing the quality of existing tennis courts and provide additional facilities in areas devoid of provision if additional consultation indicates it is a local priority;
• prioritise improvements to the quality of existing poor quality synthetic pitches over the development of new pitches;
• ensure that the pricing structure for sites offering synthetic pitch provision is accessible to all sectors of the community;
• address issues surrounding the quality of grass pitches through a detailed programme of improvement, focusing on ancillary accommodation and drainage;
• facilitate the delivery of the sport proposals in suitable locations through the planning system and maximise community use of the resulting facilities;
• review the implications of population growth and changes in the participation profile on the demand for facilities;
• encourage schools to make sports facilities available for community use, especially in areas of over playing. It is acknowledged that the increase in academy and trust schools will mean individual schools, rather than the education authority, are responsible for letting facilities.

Allotments

• used by a small proportion of the population, however, the waiting list has increased by 25% between 2010 and 2011;
• protect existing sites, both those currently in use and those last used as allotments;
• increased provision of new sites and plots to meet the standards and satisfy waiting list demand;
• consider future provision using alternative plot size such as half plots and quarter plots;
• some allotment sites are currently used for extensive animal grazing and could be more intensively and efficiently used for growing food.
Natural Space

- ensure that the LDF contains policies that protect natural green space from development. Only in cases where there is an assessment that the site no longer contains sufficient nature conservation value should an alternative type of green space be considered. Application will have to carefully consider implications for wilful destruction of habitats by landowners seeking alternative uses;
- in allocating new development sites in locations which fail to meet the proposed standards, consider how the development can improve access and increase provision of natural green space and the potential join up areas of green infrastructure;
- prepare a strategic programme of qualitative improvements across the city;
- maximise the role of natural green space to increase participation in health and physical activity and to realise its educational benefits across the city;
- ensure the LDF open space requirement is sensitive to the reality of delivering large areas of natural green space within the inner areas;
- facilitate improved access to natural green space in the urban area through the development of footpath links.

Council Indoor Sports Provision

- take account of access for local residents on foot and by public transport, rather than by car when determining appropriate locations for new facilities, especially in areas of low car ownership
- ensure that the pricing structure is attractive to all sections of the community
- review programming at popular sites across the city to maximise access for a variety of sports during peak times.
- ensure that clubs are able to access facilities and that their requirements do not have a negative impact on casual use and access for other sports
- ensure that facilities are inviting to the general public through effective maintenance and management regimes.
- improvements to the quality of existing facilities should be prioritised.

Cemeteries, churchyards and green corridors

- no standard has been set regarding the quantity, quality or accessibility for churchyards, cemeteries and green corridors;
- the results from the needs assessment suggest a general satisfaction in the current provision, quality and accessibility, although none of the council’s churchyards or cemeteries pass the Green Flag standard;
- there is a shortage of burial space in the city with identified provision sufficient to accommodate burials up to 2022. New cemeteries are required to accommodate future needs and satisfy statutory requirements for burial space and the allocation of additional burial space should be considered as part of the site allocation DPD.
City Centre Public Space

- one of the three priorities to improve the city centre (from the city centre visioning conference 2009), was provision of a city centre park. This need is a key priority in the Parks and Green Space Strategy;
- the Leeds City Centre Audit (2007) noted that 51% of people it surveyed thought the city centre did not have enough public open spaces;
- sites will need to be identified to accommodate new park provision and new development will have to satisfy a proposed provision standard which combines parks and amenity space provision at 0.41 hectares per 1,000 population in the city centre;
- continue applying provision of civic space to development at a rate of 20% of the site area;
- ensure that the LDF contains policies that protect city centre spaces from development;
- if the LDF proposes a strategy of accommodating significant levels of population growth in the city centre, plan for provision of green space (as per the proposed standards) in association with new residential development;
- prepare a strategy to develop a network of pedestrianised streets, civic squares and amenity spaces that link to other blue and green infrastructure both within and surrounding the city centre;
- plan for the future role of green and blue infrastructure in Leeds City Centre in combating the effects of climate change.

Summary of Key Issues District Wide and by Area

13.14 Leeds is in the fortunate position of possessing a good overall provision of green space. As table 13.3 below demonstrates, the city compares favourably against other local authority’s green space provision where this information is available. This is influenced by the presence of the six large city parks and the many large natural spaces on the edge of the urban area. The key issue for Leeds is the uneven distribution, varying quality and type of this provision at a local level.
Table 13.3 Comparison with other Local Authorities – Existing Provision (hectares per 1,000 population)

<table>
<thead>
<tr>
<th></th>
<th>Parks and Gardens (inc. City Parks)</th>
<th>Amenity Space</th>
<th>Allotments (in use &amp; disused)</th>
<th>Outdoor Sport</th>
<th>Natural</th>
<th>Overall Provision</th>
</tr>
</thead>
<tbody>
<tr>
<td>Leeds</td>
<td>1.97</td>
<td>0.46</td>
<td>0.19</td>
<td>1.85</td>
<td>2.58</td>
<td>6.59 (^1)</td>
</tr>
<tr>
<td>Hull</td>
<td>0.5</td>
<td>0.66</td>
<td>0.21</td>
<td>1.68</td>
<td>0.6</td>
<td>3.65</td>
</tr>
<tr>
<td>York</td>
<td>0.16</td>
<td>1.27</td>
<td>0.29</td>
<td>2.15</td>
<td>1.6</td>
<td>5.47</td>
</tr>
<tr>
<td>Bristol</td>
<td>Individual Typology comparison not possible</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>3.8</td>
</tr>
<tr>
<td>Sheffield</td>
<td>1.55</td>
<td>0.56</td>
<td>0.32</td>
<td>1.12</td>
<td>3.04</td>
<td>6.59</td>
</tr>
<tr>
<td>Nottingham</td>
<td>2.67</td>
<td></td>
<td>0.31</td>
<td>0.6</td>
<td>1.51</td>
<td>5.09</td>
</tr>
<tr>
<td>Kirklees</td>
<td>0.44</td>
<td>0.45</td>
<td>0.17</td>
<td>1.94</td>
<td>3.2</td>
<td>6.2</td>
</tr>
</tbody>
</table>

13.15 To understand the distribution at a more local level there follows a summary of the key green space and recreation issues for each of the ten analysis areas used in the study. The key issues emerging for each area are summarised below:

**Spatial Summary**

**East Inner**

Lowest provision ratio (0.62 hectares per 1,000 population) and quantity (50 hectares) of **Parks and Gardens** (including city parks) of all ten areas. Access for residents is good, with most residents having access within 15 minutes walk to a park or multi facility recreation ground. Communities of Fearnville, parts of Seacroft and Aire Valley are all outside 15 minute walk time catchments to a park. Aire Valley to the South is an industrial area which currently does not have a residential population. Application of the standards would suggest that sites are over used and there should be greater provision, possibly by increasing the size of existing sites should the opportunity arise. However, the priority should be to focus on improving the quality of sites. With an average quality score of 5.3, and no single site satisfying the proposed quality standard there is a need to action improvements.

East Inner has the largest quantity (62.65 hectares) and ratio (0.78 hectares per 1,000 population) of **amenity green space** of the ten areas. Application of the amenity standard would indicate a surplus of 26.39 hectares. This quantitative surplus needs to be balanced with the deficit for Parks and Gardens of over 30

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\(^1\) Nb. Leeds duplication of outdoor sports facilities provision is 0.46 hectares per 1,000 population. These are outdoor sports facilities which are in typologies other than outdoors sport, ie. grass playing pitches in City Parks. This reduction has been applied to the overall provision figure.
hectares. Access to amenity space is good overall with only a limited number of residential areas (Harehills, Fearnville and Aire Valley) outside a 10 minute walk catchment to access amenity space. The residents in Harehills without access to an amenity green space have good access (less than 10 minutes) to Harehills Park which fulfils the function of amenity green space. The quality average for the area is 4.96 which is similar to the city average for amenity space which is 5.05. Only 6% of sites achieve the quality standard. The priority in East Inner should focus on raising the quality of the most valuable amenity spaces and consider which surplus sites are most equipped in terms of location, size and topography to be transformed into other open space types which are in deficit. Following this exercise it should be possible to identify spaces that are not required for amenity or any other open space use.

This area has 18,800 young people aged 0 to 16 year olds (mid year estimate 2008). It has both the largest under 16 population and the largest proportion at 23% of total analysis area population. 10% of all fixed equipped play provision is in the area, but only 5% of children’s fixed play areas. Provision appears to focus on young people rather than young children. The area has the highest quantity of teen zones and the second highest provision of MUGAs. Application of the standard calculates that ten additional facilities are needed; the highest shortfall of any area. Here 79% of households are within 15 minutes of equipped play provision, however, the distribution of children’s play areas leaves the communities of Seacroft, Fearnville and part of Cross Gates outside the 15 minute walk time catchments. The current quality of provision has only been assessed on the space, which is not necessarily a reflection of the play facility. The average quality of green space sites with fixed play provision is 5.69 indicating that sites with such provision are of a slightly better quality than the average score for amenity and parks and garden sites. The priority should be to improve the distribution and increase the quantity of children’s fixed play areas.

Performance against the city average for the overall quantity of outdoor sports is slightly below at 1.5 hectares per 1,000 population. East Inner has a substantial deficit in overall outdoor sports provision of 29 hectares. However, due to larger accessibility catchments for outdoor sports facilities, the provision of the adjacent East Outer area also needs to be considered, which at a surplus of 20 hectares would appear to satisfy most of the shortfall if it is accessible to households of East Inner. All households are within a 10 minute drive of a council grass playing pitch and bowling green; 20 minutes drive to an athletics track, golf facility and synthetic pitch facility. Only the communities of Lincoln Green and Saxton Gardens have to walk further than 20 minutes to access an outdoor tennis court. Due to the influence of privately operated outdoor sports sites (including Education Leeds) the average quality score is raised to 5.5, but this is still the lowest of all areas. Raising the quality of existing sites should be the priority, although some deficiencies appear to exist. Further sports specific demand led research needs to be undertaken to fully understand the detailed sport specific nature of the apparent deficit.

There are 2.24 hectares of disused allotment sites which could create up to 80 full size plots in an area with a waiting list of 78 names. The provision ratio of all allotment sites is 0.14 hectares per 1,000 population. This reduces to 0.11 hectares per 1,000 population when considering only those sites in use. To achieve the proposed standard requires a further 10 hectares of allotment provision. This is the
highest deficit of all areas. Residents in Seacroft, Killingbeck, Lincoln Green and Saxton Gardens have to travel further than a 15 minute walk to access existing in use sites. Although a new allotment is being provided as part of the comprehensive refurbishment works to Saxton Gardens. The average quality score for sites in use is the lowest of all the areas at 3.73.

East Inner has the largest deficiency of natural green space. The 54 hectares equate to a ratio of 0.76 hectares per 1,000 population, creating a shortfall of 131 hectares when assessed against the standard. The largest natural space is Wyke Beck Valley at 42 hectares. 72% of households in the area are within a 15 minute walk of a natural site. The communities of Cross Green, Lincoln Green, Saxton Gardens, parts of Crossgates and parts of Seacroft fall outside the 15 minute walk time catchment for natural green space. The average quality score is 3.4, none of the sites achieved the quality standard. The highest scoring site is at Killingbeck Business Park which scored 6.16. Application of the standards highlights the area is deficient in all aspects; the priority should be to improve the quality of existing sites, improve ecology value at sites in other space types where appropriate and address the quantitative deficiency by creating new sites in the areas of greatest deficiency.

There are two council indoor leisure facilities; Fearnville Leisure Centre and Richmond Hill Recreation Centre. Most households have 15 minute public transport access to council sports halls. Access to swimming pools and gyms is not as comprehensive due to the restricted range of facilities available at Richmond Hill Recreation Centre. Households in North Seacroft, Cross Green and East End Park all have to travel further than 15 minutes. The quality of council provision is 4.44 for Fearnville and 5 for Richmond Hill. Both sites are in need of substantial refurbishment to satisfy the proposed quality standard. Application of the standards would suggest a need to replace Richmond Hill Recreation Centre with a larger facility including a wider range of sport facilities and improve the quality at Fearnville Leisure Centre.

East Outer

Below average provision ratio (0.82 hectares per 1,000 population) and quantity (70 hectares) of Parks and Gardens (excluding city parks). However, when including Temple Newsam (the largest of the city parks at 340 hectares) the ratio of parks provision increases to 4.8 hectares per 1,000 population. Access for residents is good, with most households having access within 15 minutes walk to a park, city park or multi facility recreation ground. Communities in Swillington and Eastern Kippax are outside the 15 minute walking catchments. With an average quality score of 5.82, and only 7% of parks achieving the standard, there is a need to action quality improvements. The priority should focus on raising the quality and access to existing provision and using new allocations to locate new green space provision to improve accessibility.

At 36 hectares and a ratio 0.42 hectares per 1,000 population of amenity green space, the area has a very small deficit compared to the proposed standard. Access to amenity space is good overall with only a limited number of settlements (East of Garforth and areas of Kippax) outside a 10 minute walk catchment to access
amenity space. The residents in both Eastern Garforth and Northern Kippax have access to park sites within 10 minutes to supplement these minor deficits. The quality average for the area is 5.12, with 11% of sites already attaining the proposed standard. The priority should be raising the quality of existing sites.

East Outer has one of the largest populations of 0 to 16 year olds (17,043 using the mid year estimate 2008). The area has the largest number of children’s equipped play areas at 26. This contributes to the overall total of 40 children's and young people’s equipped play facilities, giving the area the highest amount of provision for all facilities within Leeds. Application of the standard calculates that the area currently has six facilities in excess of the proposed standard. This is a reflection of the provision of children’s play areas in smaller villages and settlements whereby every settlement has at least one play facility irrespective of the local demographic composition. Here 78% of households are within 15 minutes of equipped play provision, however, the distribution of children’s and young people’s play facilities means the communities of Northern and central Kippax are outside the 15 minute walk time catchment. The current quality of provision has only been assessed on the space which is not necessary a reflection of the play facility itself. The average quality of green space sites with fixed play provision is 5.72 indicating that sites with fixed play provision are usually of better quality than the average amenity and parks and garden green space. The priority should be improve the distribution of children’s and young people’s fixed play areas as and when opportunities arise.

Performance against the city average for the quantity of outdoor sports is above standard at 2.1 hectares per 1,000 population. It has a surplus in overall outdoor sports provision of 20 hectares when compared to the standard. Households have good overall access to all outdoor sport facilities except tennis courts. The communities of Swillington, Eastern Garforth and Methley are all outside the 20 minute walk time standard. The average quality score performs well at 6.36; slightly below the city outdoor sports average with only 31% of sites achieving the standard. Raising the quality of existing sites should be the priority. Further sports specific demand led research is needed to fully understand the detailed nature of the apparent surplus. The shortfall in the adjacent East Inner area may contribute to additional demand for the facilities in East Outer.

There is good provision of allotment sites at 0.27 hectares per 1,000 population. There is only one large 2.24 hectares disused allotment sites which has been returned to growing agricultural crops and is unlikely to be available for allotment use in the plan period. Despite this apparent good provision there is still 152 names on the waiting list; a strong indication that increased provision is required. Households in Swarcliffe, Western Garforth, Temple Newsam, Manston and parts of Austhorpe and Cross Gates have to travel further than a 15 a minute walk to access existing in use sites. The average quality score for sites is slightly below the city average at 4.78. Only 4% of allotment sites achieved the quality standard. Application of the standard highlights the area is deficient in both access and quality. In addition, despite satisfying the quantity standard more sites should be created to both improve access and reduce the waiting list. The priority should be to identify new sites in areas of poor access and improve the quality of existing sites by tackling security and facilities provision such as a water supply.
East Outer has the largest provision of natural green space; 385 hectares equating to a ratio of 4.8 hectares per 1,000 population. This is due to the large natural sites around Allerton Bywater and adjacent to the River Aire. Here 72% of households are within 15 minutes walk of a natural site. This access percentage is similar to other areas with substantially less green space and reflects the semi rural location of many of the sites. Households in Western Garforth, Whitkirk, Crossgates, Manston have to travel further than 15 minutes walk to access a natural space. Although some of these areas have access to parks which contain large areas of natural space. The average quality of natural green space sites is 4.93 indicating that sites in this area are of a better average quality than the district. In this area 3% of sites achieve the quality standard. Application of the standards highlights the area is deficient in quality and accessibility; the priority should focus on improving the quality of existing sites in the most accessible locations.

There are three council indoor leisure facilities; John Smeaton Leisure Centre, Garforth Squash & Leisure Centre and Kippax Leisure Centre. Most households have 15 minute public transport access to council sports halls. Access to swimming pools and gyms is not as good due to the limited range of facilities available at the centres in Kippax and Garforth. Households in Kippax have to travel 30 minutes to access a council gym and households in Northern Garforth, 30 minutes for a swimming pool. Most residents have poor access to both council or privately run indoor tennis facilities, having to travel 45 minutes or greater by public transport to access the John Charles Centre for Sport in South Leeds. Quality of council provision is 7.89 for John Smeaton, Garforth 3.33 and 4.11 for Kippax. The priority should focus on improving the quality standard at both the Garforth and Kippax sites which are in need of refurbishment to satisfy the proposed quality standard.

North East Inner

North East Inner has a below average provision ratio (0.8 hectares per 1,000 population) and quantity (57 hectares) of Parks and Gardens. However, when including Roundhay Park (a city park) the figure increases to 2.89 hectares per 1,000 population and 204.83 hectares. Access is good, with most residents having access within 15 minutes walk to a park site or multi facility recreation ground. Communities of Moortown, Carr Manor, parts of north Chapletown and south east Oakwood are all outside of the 15 minute catchments. Application of the standards would suggest a 14 hectare deficiency, however, the priority should be to raise the quality of sites. With an average quality score of 5.72, and no single site satisfying the proposed quality standard, there is a need to action quality improvements.

With the lowest number of amenity green spaces (29) covering a large area (51.57 hectares), the provision ratio for amenity space in the North East Inner area is one of the highest at 0.73 hectares per 1,000 population. The application of the amenity standard indicates a surplus of 20 hectares of amenity space. This quantitative surplus needs to be balanced with the deficiency for Parks and Gardens of over 14 hectares. Access to amenity space is fair overall but the residents of Roundhay, Western Meanwood and Chapel Allerton are outside a 10 minute walk catchment to access amenity space. However, these residents without access to an amenity green space have good access (less than 10 minutes) to Parks and Gardens within the area which can fulfil the function of amenity green space. The quality average
for the area is 5.38; higher than the city average for amenity space which is 5.05. In this area 8% of amenity sites achieve the proposed quality standard. The priority should focus on improving the quality of the most valuable amenity spaces and consider which surplus sites are most equipped in terms of location, size and topography to be transformed into other open space types.

With a ratio of 1.42 hectares per 1,000 population, North East Inner has the joint lowest provision of children's and young people's equipped play facilities. Application of the standard calculates that 8 additional facilities are needed; the second highest shortfall of any area. Here 72% of households are within 15 minutes of equipped play provision, however, the distribution of children's play areas leaves the communities of Moortown, Oakwood and Car Manor outside 15 minutes of their nearest facility. The current quality of provision has only been assessed on the space which is not necessarily a reflection of the equipped play facility itself. The average quality of green space sites with fixed play provision is 5.43 indicating that sites with such provision are of a slightly lower quality than the average score for amenity and parks and garden sites in the area. The priority should be to improve the distribution of children's equipped play areas.

Performance against the city average for the quantity of outdoor sports is slightly below the proposed standard at 1.59 hectares per 1,000 population. It has a deficit in overall outdoor sports provision of 19 hectares. All households are within a 10 minute drive of a council grass playing pitch and bowling green and 20 minutes drive to an athletics track, golf facility and synthetic pitch. Only the communities off Meanwood Road (towards to city centre) have to walk further than 20 minutes to access an outdoor tennis court. Due to the influence of privately operated outdoor sports sites (including Education Leeds) the average quality score performs well at 6.06, however, this is the lowest of all areas. In the area 48% of sites achieve the quality standard. Raising the quality of existing sites should be the priority, although some minor deficiencies appear to exist. Further sports specific demand led research should be undertaken to fully understand the detailed nature of the apparent deficit.

The waiting list for allotments in the North East Inner has witnessed the largest increase of all analysis areas between 2010 and 2011. In 2010 the area waiting list was one of the city’s highest at 232 persons. Currently 10.16 hectares is in use as allotments and only one small site (0.22 hectares) is disused. The provision ratio is lower than average at 0.15 hectares per 1,000 population. To achieve the proposed standard requires a further 7 hectares of allotment provision. Residents in Moortown, Oakwood and Chapletown have to travel further than a 15 minute walk to access active sites. The average quality score for sites in use is the highest of all the areas at 5.87, with 25% of sites achieving the quality standard. The priority should be to create new sites to reduce the waiting list and improve the quality of existing sites by tackling security and facilities provision such as a water supply.

With a provision ratio slightly below the city average for natural green space, there is 2.12 hectares per 1,000 population, resulting in a surplus of 8 hectares. Accessibility is good, with 91% of households within 15 minutes of a natural site. Parts of Chapel Allerton, Roundhay and Southern Chapletown are outside a 15 minute walk time. The average quality score was 4.55, slightly above the district
average, although none of the sites achieved the quality standard. The priority should be to improve the existing quality of sites.

Scott Hall Sports Centre is the only council **indoor leisure facility** within the analysis area. This centre offers a good range of facilities, meaning most households in the area have 15 minute public transport access to a council sports hall, swimming pool and health and fitness gym. There are, however, some gaps in provision in areas of Roundhay.

**North East Outer**

This area has the lowest provision ratio (0.42 hectares per 1,000 population) and quantity (26 hectares) of **Parks and Gardens** (excluding city parks) of all ten areas. Access for residents is poor, with residents in Shadwell, Alwoodley and the rural villages between Wetherby and the main Leeds conurbation all outside a 15 minute walk to a park site or multi facility recreation ground. Application of the quantity standard shows the largest analysis area deficit at 36 hectares. With an average quality score of 5.92, and 29% of sites achieving the quality standard there is scope for further improvements. However, the priority should be to raise the quality of existing sites and use the LDF to deliver additional parks in areas of highest deficit with acutely limited accessibility.

There is 28 hectares of **amenity space**, a ratio of 0.45 hectares per 1,000 population which meets the proposed quantity. Access to amenity space is fair overall, but a number of the more rural settlements of Eastern Shadwell, Northern Scholes, Scarcroft, Bardsey and Linton are all outside a 10 minute walk catchment to access amenity space or 15 minutes from a Park or Garden site which could fulfil the function of amenity green space. The quality average for the area is 4.71, with 14% of sites achieving the quality standard. This is slightly below the city average for amenity space which is 5.05. Generally the priority should be raising the quality of existing sites and the creation of new multi functional sites for those settlement without access to either a Park and Garden or amenity space.

Of all the areas, North East Outer has least number of skate parks (1) and teen zones (0), however, the provision ratio meets the average at 1.94. Provision focuses on younger children, with **19 children’s equipped play areas**. Application of the standard calculates that only one additional facility would be needed. Access to the equipped play facilities is good, although the communities in parts of Alwoodley, Scarcroft and Scholes do not have any provision. The current quality of provision has only been assessed on the space which is not necessarily a reflection of the quality of the play facility itself. The average quality of green space sites with fixed play provision is 5.14 indicating that sites with such provision are of a slightly better quality than the average score for amenity and parks and garden sites. With 67% of the population living within 15 minutes walk of an equipped play facility the priority should be to improve the distribution and location of children’s fixed play areas.

The provision ratio for the North East Outer area is the highest of all areas with 2.64 hectares per 1,000 population which results in the highest current supply at 45.83 hectares. Accessibility catchments for most **outdoor sports** facilities is very good, however, Wetherby, Thorp Arch, Bramham, Collingham and Linton are not within a
20 minute drive to an athletics track. Quality of outdoor facilities is 6.51, slightly above city average and 36% of outdoor sites achieved the standard. Raising the quality of existing sites should be the priority, although some specialist localised deficiencies appear to exist. Further sports specific demand led research need to be undertaken to fully understand the detailed nature of the apparent deficit.

The North East Outer Area has the joint lowest provision ratio of allments at 0.11 hectares per 1,000 population. However, all sites are in use and the area has the lowest waiting list figure at 26 persons (2010), but this could be explained by the limited number of allotment sites and the rural geography of the area. To achieve the proposed standard would indicate a further 8 hectares of allotment provision is required. However, this level of additional provision is not supported by the waiting list information. Residents in Wetherby, Thorner, Scaracroft, Shadwell and Alwoodley have to travel over 15 minutes walk to access existing in use sites. The average quality score for sites in use is below average at 5.03. The priority should be to improve the quality of existing sites by tackling security and facilities provision such as a water supply. Any new provision should be directed to those areas of greatest deficiency which maximise accessibility. Further research into the geography of demand would need to be undertaken to ascertain optimum locations. Parish and town councils are the statutory allotment authority where they exist which is in many settlements throughout the North East Outer.

There is 2.28 hectares per 1,000 population of natural green space. The standard indicates an over provision of 11 hectares. Accessibility is good with 58% of residents being within the 15 minute walk time standard from a natural site. Shadwell and the rural settlements of Thorner, Scholes and Barwick in Elmet are all outside the catchment of an identified natural site. However, the rural settlements are within easy access to the countryside and public rights of way network. Quality is fair at 4.50, with only 7% of sites achieving the quality standard, suggesting that the priority should be improving the quality of natural sites.

Wetherby Leisure Centre is the only council indoor leisure centre within North East Outer. Most households have 15 to 30 minute public transport access to the public indoor health and fitness gyms and public swimming pools. However, for council sports halls, indoor bowls and public multi purpose halls about half of the residents have to travel over 45 minutes on public transport to access these. The main deficit is for Wetherby and surrounding villages. Application of the standards would suggest a wider range of public indoor sport facilities in Wetherby would improve accessibility.

**North West Inner**

The provision ratio (0.84 hectares per 1,000 population) and quantity (89.58 hectares) of Parks and Gardens (including city parks) is below the district average. Access for residents is very good, with most residents having access within 15 minutes walk to a park site or multi facility recreation ground. A small section of the Ireland Wood and central Headingley communities are outside the 15 minute walking catchments. Application of the standard suggests a further 17 hectares is needed. With an average quality score of 4.96 and only 6% of Parks and Gardens meeting the proposed quality standard there is a need to action improvements.
With 35 sites covering 35.72 hectares, the North West Inner area has the lowest provision ratio in the district with 0.29 hectares per 1,000 population. Application of the amenity standard would indicate the largest existing deficit of 15.05 hectares of amenity space. Amenity together with Park and Gardens demonstrate a joint deficit of 34 hectares. Access to amenity space is good overall with a number of residential areas (Burley and Northern Weetwood) outside a 10 minute walk catchment to access amenity space. These residents without access to an amenity green space have good access to other Parks and Garden sites which can fulfil the function of amenity green space. The quality average for the area is 5.34, which is above the city average for amenity space which is 5.05. In this area 20% of amenity sites achieved the quality standard. The priority is raising the quality of amenity spaces.

North West Inner has the highest provision ratio at 3.19 hectares per 1,000 (0 to 16 years) population of children’s and young people’s equipped play facilities. The area also has the lowest proportion and number of 0 to 16 year olds of all areas. Application of the standard calculates that the area has a surplus of 12 equipped play areas; the highest surplus of any area. Accessibility is fair, as the distribution of children’s play areas leaves the communities of Headingley, Burly, Ireland Wood and Weetwood without any formal equipped provision. The current quality of provision has only been assessed on the space which is not necessarily a reflection of the play facility itself. The average quality of green space sites with fixed play provision is 5.65 indicating that sites with such provision are of a slightly better quality than the average score for amenity and parks and garden sites. The priority should be to improve the distribution of children’s fixed play areas.

Performance against the city average for the quantity of outdoor sports is slightly below at 1.75 hectares per 1,000 population. It has a substantial deficit in overall outdoor sports provision of 15 hectares. This is despite the large spaces and number of outdoor sports facilities at the both university’s campus sites. However, due to larger accessibility catchments for outdoor sports facilities, the provision of the area adjacent also needs to be considered. All households are within a 10 minute drive of a council grass playing pitch and bowling green; 20 minutes drive to an athletics track, golf facility and synthetic pitch. Only the communities of Horsforth and Ireland Wood have to walk further than 20 minutes to access an outdoor tennis court. Due to the influence of privately operated outdoor sports sites (including Education Leeds) the average quality score performs well at 6.82, the highest of all areas and 50% of sites achieve the quality standard.

There are 2.29 hectares of disused allotment sites which could create up to 82 full size plots in the area which has a waiting list of 273 names. The area had the largest waiting list in 2010. The provision ratio of all sites is 0.22 hectares per 1,000 population. When considering only those sites in use, the ratio reduces to 0.2 hectares per 1,000 population. To achieve the proposed standard requires a further 4 hectares of allotment provision. It is currently planned to return the largest disused allotment site at Church Lane, Kirkstall to active use. Once quality improvements have been completed to improve security, 81 full size plots will be provided. Residents in Little London, Weetwood, Hawksworth, Horsforth and Ireland Wood have to travel further than a 15 minute walk to access existing in use sites. The average quality score for sites in use is below average at 4.79. None of the
allotment sites in the area achieve the quality standard. The study highlights the area is deficient in all aspects; the priority should be to bring disused sites back into use where appropriate, create new sites in areas of greatest deficit and improve the quality of existing sites by tackling security and facilities provision such as a water supply.

There is 2.09 hectares per 1,000 population of natural green space with a surplus of 6 hectares. Accessibility to natural sites is good, with 78% of households within 15 minutes walk of a natural site. The communities of Little London and parts of Burley do not have access within a 15 minute walk time of a natural site. With an average quality score of 4.85 and 11% of sites meeting the quality standard the area is above average. Improving the quality of the existing spaces should be the priority focus.

Kirkstall Leisure Centre is the only council indoor leisure facility within the area, however, Holt Park Leisure Centre is near the boundary within the North West Outer area and provides facilities for households in both analysis areas. Most households have 15 to 30 minute public transport access to council sports halls, swimming pools and an indoor health and fitness gyms. Indoor bowls has poor provision, with the majority of residents living within the 45 minutes public transport access time to the facility at John Charles Centre for Sport.

North West Outer

The area has the highest quantity (118.51 hectares) of Parks and Gardens (excluding city parks) of all ten areas. Access for residents is good, with most residents having access within 15 minutes walk to a park site or multi facility recreation ground. Bramhope and Southern Rawdon is outside the 15 minute walk time catchments. Application of the standard calculates a surplus of 32 hectares. The priority should be to raise the quality of sites, as only 13% of sites achieve the quality standard.

North West Outer has a below average provision ratio (0.35 hectares per 1,000 population) of amenity green space. Application of the amenity standard would indicate an existing deficit of 8.45 hectares. This quantitative deficiency needs to be balanced with the surplus for Parks and Gardens of 32 hectares. Access to amenity space is poor overall with several communities (Northern Otley, Bramhope, parts of Holt Park, parts of Horsforth, Rawdon and Guiseley) outside a 10 minute walk catchment to access amenity space. However, the majority of residents (excluding Bramhope and Southern Rawdon) have 10 minute walk time access to a Parks and Gardens site which can fulfil the function of amenity green space. The quality average for the area is 5.34 which is above the city average for amenity space which is 5.05. 22% of amenity sites in this area achieve the quality standard. The priority should be to raise the quality of sites.

North West Outer has an above average provision ratio of 2.02 equipped play facilities per 1,000 (0 to 16 years) population. The area also has the highest number (5) of multi use games areas in the district (20%). Application of the standard shows the area has adequate provision of facilities, although distribution could be improved. Accessibility to the children’s play areas is good. However,
Southern Guiseley, parts of Rawdon, Adel, parts of Horsforth and North Western Otley do not meet the 15 minute walk time. The current quality of provision has only been assessed on the space which is not necessarily a reflection of the play facility itself. The average quality of green space sites with fixed play provision is 5.5, indicating that sites with such provision are of a slightly better quality than the average score for amenity and parks and garden sites. The priority should be to improve the quality and distribution of children’s fixed play areas.

Performance against the city average for the quantity of outdoor sports is above the standard at 2.39 hectares per 1,000 population and has the largest amount of outdoor sports provision in the district (209.05 hectares). It has a substantial surplus in overall outdoor sports provision of 48 hectares. All households are within a 10 minute drive of a council grass playing pitch and bowling green; 20 minutes drive to a golf facility and synthetic turf pitch. Only the communities of Guiseley, Yeadon and parts of Horsforth are not within a 20 minute walk time of a tennis court. Otley is not within 20 minutes drive of an Athletics track. Due to the influence of privately operated outdoor sports sites (including Education Leeds) the average quality score performs well at 6.82, with 62% of sites achieving the standard. Further sports specific demand led research needs to be undertaken to fully understand the detailed nature of the surplus.

There are 16.99 hectares of allotment sites in North West Outer, providing a provision ratio of 0.19 hectares per 1,000 population. This area has one of the largest number of people on waiting lists (273 in 2010). Application of the standard highlights a deficit of 5 hectares. Residents in Guiseley, Adel, Bramhope and Southern Rawdon have to travel further than a 15 minute walk to access existing in use sites. The average quality score for sites in use is 5.32, with 15% of sites achieving the quality standard. The priority should be to create new sites in areas of greatest deficiency and improve the quality of existing sites by tackling security and facilities provision such as a water supply.

With a provision ratio of 4.12 hectares per 1,000 population of natural green space there is a surplus of 170 hectares when compared against the proposed standard. Accessibility to natural sites is good, with 79% of households within 15 minutes walk of a natural site. Parts of Yeadon and Guiseley do not have access within a 15 minute walk time of a natural site, however, access to the countryside and the rights of way network is very good. With an average quality score of 5.24 and 8% of sites meeting the quality standard the area is above average. Improving the quality of the existing spaces should be the priority focus.

There are three council indoor leisure facilities; Holt Park Leisure Centre, Chippendale Swimming Pool, Otley, and Aireborough Leisure Centre. Chippendale Pool is available for public use when not required by the grammar school. Most households in the area have to travel up to 30 minutes by public transport to access council sports halls, health and fitness gyms and swimming pools. This is in excess of the standard and reflects the rural location of many of the settlements in the area. However, accessibility to public indoor bowls is very poor with the majority of households being at least 45 minutes away from the John Charles Centre by public transport.
South Inner

The area has an above standard provision ratio of 1.2 hectares of parks and gardens per 1,000 population (excluding city parks). Application of the quantity standard suggests a current surplus of 15 hectares. Access for residents is fairly good, as most households have access within 15 minutes walk to a park or multi facility recreation ground. However, the residential community in the city centre is outside the 15 minute walk time catchment. With an average quality score of 5.17 and only 5% of sites achieving the quality standard there is a need to action improvements.

South Inner has just below average ratio (0.42 hectares per 1,000 population) and quantity (31 hectares) of amenity green space. Application of the amenity standard would indicate an existing deficit of 2 hectares. However, when looked at together with Parks and Gardens, which also provides an amenity function for residents, there is a surplus of 13 hectares. The communities of Northern Hunslet and Beeston are the only residential areas outside a 10 minute walking distance from an amenity green space, however, these areas are within walking distance of Parks and Garden sites. The quality average for the area is 5.32, with 15% of sites satisfying the quality standard. The priority should be to tackle qualitative improvements.

Of all the areas, South Inner has the largest number of Multi Use Games Areas (16), almost a quarter of all Multi Use Games Area provision across Leeds. Provision in the area for all children’s and young people’s play facilities is above average with 2.23 areas per 1,000 child population. Application of the standard calculates a surplus of 3 facilities. Here 83% of households are within 15 minutes of equipped play provision, however, the distribution of children’s play areas leaves the communities of Beeston, Holbeck and Middleton outside 15 minutes walking distance standard. The average quality of green space sites with fixed play provision is 4.83 indicating that the priority should be to improve the quantity and distribution of facilities.

Performance against the city average for the quantity of outdoor sports is poor with the provision ratio (1.5 hectares per 1,000 population) being the lowest in the city. It has the highest deficit in overall outdoor sports provision at 42 hectares. However, due to larger accessibility catchments for outdoor sports facilities, those facilities of the adjacent area also need to be considered. All households are within a 10 minute drive of a council grass playing pitch and bowling green; 20 minutes drive to an athletics track, golf facility and synthetic pitch. The communities of Hunslet and Middleton have to walk further than 20 minutes to access an outdoor tennis court. Due to the influence of privately operated outdoor sports sites (including Education Leeds and South Leeds Stadium) the average quality score performs well at 6.07, however, this is below the city average. In the area 26% of outdoor sport sites achieved the quality standard. Raising the quality of existing sites should be the priority, although some deficiencies appear to exist. Further sports specific demand led research needs to be undertaken to fully understand the detailed nature of the apparent deficit.

There are 13.08 hectares of allotments in South Inner and only one site (0.29 hectares) is not in use. The provision ratio of all sites is 0.18 hectares per 1,000
population and this is below the quantity standard. To achieve the proposed standard requires a further five hectares of allotment provision. Residents in the city centre and Middleton have to travel further than a 15 minute walk to access existing in use sites. The average quality score for sites in use is above the city average at 5.69. The priority should be to create new sites and improve the quality of existing sites by tackling security and provision of facilities such as a water supply.

There is 1.15 hectares per 1,000 population of **natural green space**, calculating at a deficit of 61 hectares when assessed against the standard. The total area of the 10 natural sites is 85 hectares. Due to the location of the larger sites on the boundary of the South Inner area, accessibility to natural sites is poor with 31% of households within 15 minutes walk of a natural site. This is the lowest proportion of households with access of all the analysis areas. The communities of Beeston, Holbeck, Hunslet, city centre and Belle Isle do not have access within a 15 minute walk time of a natural site, although some of the cemeteries and churchyards in this area do offer small natural areas within their grounds. The average quality score is 3.94 and none of the sites achieve the quality standard. Improving the quality of the existing spaces and new sites in areas of greatest deficiency should be the priority focus.

There are two council **indoor leisure** facilities; John Charles Centre for Sport and Middleton Leisure Centre. Most households in the area have 15 minute public transport access to all council facilities, the only area outside this is part of Hunslet. Both sites are in need of substantial refurbishment to satisfy the proposed quality standard.

**South Outer**

Provision ratio of 1.2 hectares per 1,000 population and quantity of 108.37 hectares of **Parks and Gardens**. South Outer is one of four areas without a city park within its boundaries. Application of the standards calculates a surplus of 18 hectares. Access for residents is good, with most residents having access within 15 minutes walk to a park site or multi facility recreation ground. Communities south of West Ardsley and on the edge of Gildersome are not within a 15 minute walk time. The average quality score is 5.8 and 26% of sites achieve the quality standard. The priority should be to raise the quality of the most appropriate and best located sites and consider alternative green space uses to those sites in surplus.

With a ratio of 0.42 hectares per 1,000 population of **amenity green space**, provision is below the proposed standard. Application of the standard would indicate a deficit of 3 hectares. When this quantitative deficit is examined with the deficiency for Parks and Gardens it combines to a joint surplus of 14.2 hectares. Amenity space is unevenly distributed across the analysis area with Rothwell, Oulton, Drighlington and south of East and West Ardsley not within 10 minutes walk. However, most of these residents (excluding south of West Ardsley) have good access (less than 15 minutes) to Parks and Garden sites which can fulfill the function of amenity green space. The quality average for the area is 5.01 and only 5% of sites achieved the quality standard. The priority should focus on raising the quality of amenity spaces.
South Outer provides 34 children’s and young people’s equipped play facilities at a provision ratio of 1.98 facilities per 1,000 population. Application of the standard calculates that the provision is about right. A total of 82% of households are within 15 minutes of equipped play provision and the distribution is generally good, although the communities of West Ardsley and Western Rothwell are outside the 15 minutes walk time catchment. The current quality of provision has only been assessed on the space which is not necessarily a reflection of the play facility itself. The average quality of green space sites with fixed play provision is 6.55, indicating that sites with equipped play provision are generally of a higher quality.

Performance against the city average for the quantity of outdoor sports is slightly below at 1.74 hectares per 1,000 population. It has a deficiency in overall outdoor sports provision of 10 hectares. All households are within a 10 minute drive of a council grass playing pitch and bowling green; 20 minutes drive to an athletics track, golf facility and synthetic pitch. The communities of Drighlington, Gildersome, northern and eastern Morley, East Ardsley and Robin Hood have to walk further than 20 minutes to access an outdoor tennis court. Due to the influence of privately operated outdoor sports sites (including Education Leeds) the average quality score performs well at 6.84; this is the highest of all areas. In total 46% of sites achieve the quality standard. Raising the quality of existing sites should be the priority, although some deficiencies appear to exist. Further sports specific demand led research is needed to fully understand the detailed nature of the apparent deficit.

South Outer has the highest number of allotment sites in use (27), covering 22.56 hectares. The area has three disused sites covering 1.46 hectares which could create up to 51 full size plots in an area with a waiting list of 119 names. The provision ratio of all sites is 0.27 hectares per 1,000 population, which reduces to 0.25 hectares per 1,000 population when only considering sites in use. Both of these standards are above the recommended standard of 0.24 hectares per 1,000 population. Applying the standard results in a 0.82 excess in allotment land. However, given that all plots are in use and there are 119 names on the waiting list, all sites in the area are required. This is one of only two areas in Leeds which meet the standard. Accessibility of allotments is good with only the residents in Drighlington, eastern Morley, northern Gildersome, south of West Ardsley and eastern Rothwell having to travel further than a 15 minute walk to access existing in use sites. The average quality score for sites is below the city average at 5.01. Only 3% of sites achieve the quality standard. The study highlights the area is deficient in all aspects; the priority should be to bring disused sites back into use, where appropriate and improve the quality of existing sites by tackling security and facilities provision such as a water supply.

There is 4.48 hectares per 1,000 population of natural green space with a surplus of 205 hectares. Accessibility to natural sites is good, with 85% of households within 15 minutes walk of a natural site. The communities of Drighlington, parts of Gildersome and an area to the south of Morley do not have access within a 15 minute walk time of a natural site. With an average quality score of 4.56 and 5% of sites meeting the quality standard the area is in need of further quality improvements. Improving the quality of the existing spaces should be the priority focus.
There are two council indoor leisure facilities; Morley Leisure Centre and Rothwell Sport and Leisure Centre. It is also important to consider Middleton Leisure Centre in South Inner as for some residents this will be their closest facility. Many households are within 15 minutes public transport access to council sports halls, gyms, swimming pools, indoor tennis and indoor bowls. The only area lacking reasonable access is northern Churwell and that is due to access to public transport.

West Inner

West Inner has the highest provision ratio of parks and gardens (excluding city parks) at 1.88 hectares per 1,000 population, of all ten areas. The area is one of four without a city park. Access for residents is very good, with most residents having access within 15 minutes walk to a park site or multi facility recreation ground. Only part of the community of Upper Armley are outside of the 15 minute catchments. Application of the standard indicates a surplus of 44 hectares, the largest of all 10 areas. However, with an average quality score of 4.72, the lowest score for any area, the priority should be to raise the quality of sites.

The lowest quantity (17.61 hectares) results in one of the lowest ratios (0.35 hectares per 1,000 population) of amenity green space of the ten areas. Application of the amenity standard would indicate an existing deficit of five hectares. This quantitative deficit needs to be balanced with the surplus for Parks and Gardens of 44 hectares. Access to amenity space is patchy with a number of residential areas (Stanningley, Rodley, north and eastern Bramley and Upper Armley) outside a 10 minute walk catchment to access amenity space. However, these areas are within a catchment for a park and garden site which can also perform the functions of an amenity space. The quality average for the area is 4.68 which is below the city average for amenity space which is 5.05. Only 4% of sites achieve the quality standard. The priority should focus on raising the quality of amenity spaces.

Of all the areas, West Inner has one of the least number of 0 to 16 year olds (9,883 mid year estimate 2008), although this group does still represent 20% of the area’s total population. The area has the lowest number of children’s and young people’s equipped play facilities (14), 5% of all facilities city wide. The area also has the lowest provision of children’s play area facilities (5) and teen zones (1). However, the area has about average number of skate parks. Application of the standard calculates that 6 additional facilities could be needed. In total 68% of households are within 15 minutes of equipped play provision, however, the distribution of children’s play areas leaves the communities of Upper Armley and Bramley outside a 15 minute walk time. The current quality of provision has only been assessed on the space which is not necessarily a reflection of the play facility itself. The average quality of green space sites with fixed play provision is 4.63. The priority should focus on improving the quantity and distribution of children’s fixed play areas in the area.

The quantity of outdoor sports is the lowest of all areas with only 68 hectares, resulting in a below average ratio of 1.3 hectares per 1,000 population. It has a deficit in overall outdoor sports provision of 25 hectares. All households are within a 10 minute drive of a council grass playing pitch and bowling green; 20 minutes drive to an athletics track, golf facility and synthetic pitch. The communities of Bramley
and Rodley have to walk further than 20 minutes to access an outdoor tennis court. Due to the influence of privately operated outdoor sports sites (including Education Leeds) the average quality score performs well at 6.27. Here 51% of the sites achieve the quality standard. Raising the quality of existing sites should be the priority, although some deficiencies appear to exist. Further sports specific demand led research needs to be undertaken to fully understand the detailed nature of the apparent deficit.

West Inner has the lowest quantity of allotment sites with only 6 covering 5.3 hectares and with a ratio of 0.11 hectares per 1,000 population. This reduces to 0.1 hectares per 1,000 population when considering only those sites in use. Only one site is disused, and that would provide 12 full plots if brought back into use. The area has a waiting list of 123 names. When the standard is applied to this area it results in a deficit of 8 hectares. Residents in Stanningley and Bramley have to travel further than a 15 minute walk to access existing in use sites. The average quality score for sites in use is one of the highest for all the areas at 5.74. With a waiting list of 123 names, the priority should be to create new sites and improve the quality of existing sites by tackling security and facilities provision such as a water supply.

There is 1.73 hectares per 1,000 population of natural green space with a deficit of 6 hectares. Accessibility to natural sites is good, with 80% of households within 15 minutes walk of a natural site. The communities of New Wortley and parts of Armley do not have access within a 15 minute walk time of a natural site. With an average quality score of 4.48 and 5% of sites meeting the quality standard there is scope for improvement. Improving the quality of the existing spaces in the areas of greatest deficiency should be the priority focus, such as Dunkirk Hill.

There are two council indoor leisure facilities; Bramley Baths and Armley Sport and Leisure Centre. Many households have 15 minute public transport access to council sports halls, swimming pools, tennis courts and gyms. However, large parts of the area have to travel up to 30 minutes by public transport to access these facilities. The quality of the two council sites is very different. The new Armley centre boasts modern high quality facilities. Bramley Baths are historic, dating from 1904 and require some quality improvements.

**West Outer**

West Outer has above average provision ratio (1.12 hectares per 1,000 population) and quantity (80 hectares) of parks and gardens (excluding city parks). West Outer is one of four areas without a city park. Access for residents is very good, with most residents having access within 15 minutes walk to a park site or multi facility recreation ground. However, the priority should be to raise the quality of sites, with an average quality score of 5.95 and only 14% of site achieving the quality standard.

The area has just below average provision ratio (0.42 hectares per 1,000 population) of amenity green space covering 29.54 hectares. Application of the amenity standard would indicate an existing deficit of two hectares. When balanced with the surplus for parks and gardens (which can serve as amenity space) there is a total surplus of 6.27 hectares. Access to amenity space is fair with Farsley, the edges of
Pudsey and Rodley outside a 10 minute walk catchment to access amenity space. However, all residential areas have access to an amenity space or a parks and garden site. The quality average for the area is 4.19, the lowest of all ten areas. In total 9% of amenity spaces achieve the quality standard. The priority should focus on raising the quality of amenity spaces.

West Outer has one of the lowest provision ratios for equipped play areas with 1.59 facilities per 1,000 child population. Provision appears to focus on young children, with 15 Children’s equipped play spaces and 6 other facilities. Here 72% of households are within 15 minutes of equipped play provision. However, the distribution of children’s play areas leaves the communities of Farnley and Swinnow Moor with no access to facilities, although recent capital investment at Swinnow Moor has created a new children’s play area and a teen zone. The current quality of provision has only been assessed on the space which is not necessarily a reflection of the play facility itself. The average quality of green space sites with fixed play provision is 6.54 indicating that sites with such provision are of a better quality than the average amenity space and Park and Garden site. The priority should focus on improving the quantity and distribution of children’s fixed play areas.

Performance against the city average for the quantity of outdoor sports is above the standard at 2.07 hectares per 1,000 population. It has a surplus in overall outdoor sports provision of 15 hectares. All households are within a 10 minute drive of a council grass playing pitch and bowling green; 20 minutes drive to an athletics track, golf facility, bowling green and synthetic pitch. Only the communities of Swinnow Moor and northern Farnley have to walk further than 20 minutes to access an outdoor tennis court. Due to the influence of privately operated outdoor sports sites (including Education Leeds) the average quality score performs well at 6.56. Raising the quality of existing sites should be the priority. Further sports specific demand led research needs to be undertaken to fully understand the detailed nature of the apparent surplus.

There are 7.88 hectares of in use allotment sites. The provision ratio of sites in use is one of the lowest at 0.11 hectares per 1,000 population. To achieve the proposed standard requires a further 9 hectares of allotment provision. Distribution of allotments is uneven with residents in Farsley, Calverley, New Farnley and the edges of Pudsey and New Wortley all outside the 15 minute walk time for access. The average quality score for sites in use is above average at 5.44, but only 10% of sites achieve the quality standard. Application highlights the area is deficient in all aspects; the priority should be to create new sites in areas of greatest deficit and improve the quality of existing sites by tackling security and facilities provision such as a water supply.

There is 3.86 hectares per 1,000 population of natural green space, calculating at a surplus of 124 hectares when assessed against the standard. Accessibility to natural sites is good, with 75% of households within 15 minutes walk of a natural site. Parts of Pudsey, Fartown and Farnley do not have access within a 15 minute walk time of a natural site. The average quality score is 4.46. None of the sites achieve the quality standard. Improving the quality of the existing spaces should be the priority focus.
There is only one council **indoor leisure** facility; Pudsey Leisure Centre. Most households have 15 minute public transport access to council sports halls, gyms, swimming pools, indoor tennis courts and council health and fitness gyms. This may be facilitated by the proximity of the sports centre to the bus interchange in Pudsey. Access to public indoor bowls provision for the majority of households in the area is 45 minutes by public transport. Pudsey Leisure Centre was last refurbished in 1988 and requires considerable improvements to raise the standard from its current score of 3.

**Planning Obligations and Community Infrastructure Levy (CIL)**

13.16 Assessments of need undertaken in relation to PPG17 should drive the future provision of open space, sport and recreation facilities. Planning contributions can be an important source of funding to ensure that provision of open space, sport and recreation facilities meet the aims and objectives of current and future residents, employees and visitors to Leeds.

13.17 With regards the use of planning obligations, paragraph 33 of PPG17 states: “planning obligations should be used as a means to remedy local deficiencies in the quantity or quality of open space, sports and recreation provision. Local Authorities will be justified in seeking planning obligations where the quantity or quality of provision is inadequate or under threat, or where new development increases local needs. It is essential that local authorities have undertaken detailed assessments of needs and audits of existing facilities, and set appropriate local standards in order to justify planning obligations.”

13.18 The Community Infrastructure Levy (CIL) came into force in April 2010 and has recently been followed by amended regulations in April 2011 (Statutory Instrument 2011 No. 987). CIL is a new levy that local authorities can choose to charge on new developments in their area. The money can be used to support development (including development which does not require planning permission), by providing ‘gap’ funding to provide infrastructure that is needed as a result of the development. It should be emphasised however, that the levy is intended to focus on the provision of new infrastructure and should not be used to remedy pre-existing deficiencies in infrastructure provision, unless those deficiencies will be made more severe by new development. The levy can be used to increase the capacity of existing infrastructure or to repair failing existing infrastructure, if that is necessary to support development.

13.19 The council will need to implement the levy on the basis of requirements set out in the Local Development Framework - Core Strategy and must produce a charging schedule setting out the levy's rates in their area. A levy can be charged at a rate of £ per sq metre for most new development, which is transparent and non-negotiable to provide up front certainty of costs for developers. It should be noted also that under powers in the 2008 Planning Act, the CIL Regulations change the use of planning obligations (Section 106). After 2014, it will not be possible to secure off site S106 developer contributions for green space improvements.
13.20 As CIL will finance the wide range of infrastructure required for new development, green space will have to compete against other needed infrastructure for these funds. It is unlikely that CIL contributions will be protected for specific infrastructure purposes. The information and results available as a consequence of the preparation of this study will be essential to evidence the investment in open space, sport and recreation.

**Applying the Standards to Non-Residential Development**

13.21 It is reasonable to request provision of formal and informal public open space from employment and commercial development that is likely to generate increased demand for, and use of open space, sport and recreation infrastructure.

13.22 Paragraph 23 of PPG 17 refers to the use of obligations relating to new development “especially housing”, thus not excluding other uses. A number of planning authorities seek contributions in relation to employment and commercial proposals. Examples from other authorities highlight:

- obligations can be sought in relation to office, shop, retail and warehouse proposals;
- local authorities normally employ cut off points, a common one being 1000 sq.m of gross floor space;
- assumed or actual occupancy is taken from local survey figures;
- authorities may request full contributions (e.g. Windsor and Maidenhead) or reduced contributions based on percentage of staff from outside the area (e.g. South Northamptonshire) or the percentage of the day assumed to be spent in the area (LB Camden);
- Other uses from which contributions may be sought include hotels, hostels and halls of residence, holiday parks, static caravan sites and dwellings subject to holiday let conditions (North Devon).

13.23 Seeking contributions from non-residential development as suggested above, would be consistent with the approach for residential development. Commercial developments place pressure on existing open space and recreation facilities at lunchtime and after work. Users of these areas are not always residents of the city and additional demands are placed on local resources as a result. Assuming that workers commute a distance which is greater than the accessibility standards in this PPG17 assessment, they will contribute towards an increased level of demand on existing provision within that locality. It is recommended that the financial sum or direct provision sought corresponds to the expected number of net additional employees that would result from the proposal, based on the proposed use and the amount of floor space proposed.

13.24 This contribution needs to be guided by proposed local standards. There are two calculations that can be made:

- Where quantitative or accessibility deficiencies exist in open space or recreational facilities in the area which cannot be provided for on site, the
city council will accept a contribution in lieu of new provision to deliver new provision within the area; &

- The site is located in an accessible area of sufficient provision, but the quality does not meet the required standard then the contributions will be used to improve the quality of existing facilities and spaces to accommodate the additional demand created by the new development.

### Conclusion and Summary of Recommendations

13.25 This study has been completed in accordance with the requirements of the latest Planning Policy Guidance Note 17 (PPG17) and its Companion Guide. It provides an overview of the provision of open space, sport and recreation facilities across Leeds. The study brings together the results of a comprehensive audit of open space and recreation facilities across the city and the perceptions and opinion of residents and users of these facilities. Additional relevant research and results have also been used to further inform the recommendations and proposed standards.

13.26 Leeds is fortunate to have a good supply of green space and recreation facilities which compare favourably to other cities and local authorities. The key issue to address is the uneven distribution of quality green space. Some areas have an abundance of certain types of open space. Despite this, the survey results indicate dissatisfaction with the amount of space, thus illustrating the complex issues which need to be considered such as location, layout and design. If any of these elements are not fully considered, the space may not be used or disregarded as a valuable community resource.

13.27 The results provide an invaluable tool in the formulation and implementation of planning policies. This relates to both the protection and enhancement of existing open space and the framework for developing planning obligations and its eventual replacement by CIL.

13.28 Open space and recreation provision will continue to change and evolve as the city grows. It is crucial that the information gathered for this study is monitored, shared and updated to enable a continued informed dialogue between the relevant stakeholders and affected communities.

13.29 The key actions which need to be addressed to implement the findings of this study appear in the table overleaf with identified delivery responsibilities and a proposed timescale for implementation.

13.30 The timescales used in the table are defined as:

- Short – within 5 years
- Medium – within 10 years
- Long – within 15 years, or the period of the core strategy up to 2026

13.31 The Delivery Partners abbreviations are as follows:

- PS Planning Services
- SDU Sustainable Development Unit
• FPI   Forward Planning and Implementation
• P&C   Parks and Countryside
• E&N   Environment and Neighbourhoods
• P&SD  Planning and Sustainable Development, incorporating the individual services of Planning Services, Sustainable Development Unit, Forward Planning and Implementation
<table>
<thead>
<tr>
<th>Action Point</th>
<th>Delivery Partner/s</th>
<th>Timescale</th>
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<tbody>
<tr>
<td>1. Incorporate general policies within the Core Strategy relating to open</td>
<td>LCC - FPI</td>
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<td>space, sport and recreation facilities.</td>
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<td>2. Incorporate the local standards and green space hierarchy into the LDF</td>
<td>LCC – FPI, LCC – PS, LCC – P&amp;C</td>
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<td>and use these as a basis for decision making. Policies should be sensitive</td>
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<td>to the likely population increases resulting from new developments to</td>
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<td>take account of individual dwelling types and size (number of bedrooms).</td>
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<td>They should be applied to new dwellings, including flats and conversions</td>
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<td>to residential use. Some residential development does not generate a</td>
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<td>direct need for certain space or facility types, such as student flats</td>
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<td>and elderly person’s accommodation do not generate demand for children’s</td>
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<td>equipped play areas. Policies will need to accommodate some flexibility.</td>
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<td>3. Incorporate a policy detailing the importance of biodiversity and</td>
<td>LCC – P&amp;SD, Natural England, Leeds Conservation, Wildlife Trust, West Yorkshire</td>
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<td>conservation at open space sites</td>
<td>Ecology, Yorkshire Wildlife Trust</td>
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<td>4. Ensure contributions are sought towards the full range of open space,</td>
<td>LCC – FPI, LCC – PS, LCC – P&amp;C</td>
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<td>sport and recreation typologies identified in the study – including indoor</td>
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<td>sport facilities (as discussed in chapter 10), and provision of new green</td>
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<td>space, in addition to civic space in Leeds City Centre (as discussed in</td>
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<td>chapter 12)</td>
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<td>5. Policy to protect allotments no longer in functional use from development</td>
<td>LCC – FPI, LCC -PS</td>
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<td>in areas of green space need in addition to allocation of new allotment</td>
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<td>sites</td>
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<td>6. Incorporate provision and accessibility standards for allotments, natural</td>
<td>LCC – FPI</td>
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<td>spaces, council indoor sports facilities, children and young people’s</td>
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<td>equipped facilities</td>
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<td>7. Continue to base the nature and scale of contributions on the size of development and the impact on open space, sport and recreation provision. Continue to seek contributions from all residential developments that increase the demand for open space, sport and recreation facilities.</td>
<td>LCC - FPI</td>
<td>Short</td>
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<tr>
<td>8. Regarding non-residential developments, develop new policies which include for contributions to public open space provision from applications for commercial development that increase the demand for open space, sport and recreation facilities.</td>
<td>LCC - FPI</td>
<td>Short</td>
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<td>9. Devise a series of minimum size thresholds which will guide decision making relating to acceptable on and off-site provision. This is necessary to ensure the provision of useable areas of open space that can be easily and economically maintained and ensure that the system is transparent.</td>
<td>LCC – FPI LCC – P&amp;C</td>
<td>Short</td>
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<td>10. Off-site contributions should be derived from standardised open space costings based on recent tender returns for relevant works and projects</td>
<td>LCC – FPI LCC - P&amp;C</td>
<td>Short</td>
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<td>11. Develop a detailed implementation strategy to address the identified deficits and surplus of some types in different areas across the city. Prepare a methodology and assessment tool to consider the potential movement between typologies of surplus space. This should consider all the possible alternative green space uses for sites prior to formal identification as surplus. Income generated by sales should be used to address deficits in the area.</td>
<td>LCC – FPI LCC – P&amp;C LCC – E&amp;N</td>
<td>Medium</td>
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<td>12. Review the existing cut-off for seeking green space provision at 10 or more houses – reduce, increase or leave the same</td>
<td>LCC – FPI LCC - PS</td>
<td>Short</td>
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<tr>
<td>13. Develop a city centre open space policy to seek provision of new green space or contributions towards new provision</td>
<td>LCC – FPI LCC - PS</td>
<td>Short</td>
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<td>14. Explore creation of a city-wide open space fund (pooled fund) to improve the quality of city parks which are used by all residents. Since the scaling back of S106 through the CIL regulations, this could only be achieved through implementation of CIL.</td>
<td>LCC – FPI Which service is responsible for CIL</td>
<td>Medium</td>
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<td>Action Point</td>
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<td>15. Establish a list of priority quality improvement projects containing outline cost estimates which can be updated. The initial priorities should be linked to priorities identified in the audit, to bring sites up to a ‘good’ standard.</td>
<td>LCC - P&amp;C LCC – FPI LCC – Indoor Sports</td>
<td>Short</td>
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<td>16. Continue the green space implementation group to progress the use of S106 contributions to drive up quality standards in parks and green spaces. Use the NHS Active Planning Toolkit and local Joint Strategic Needs Assessment (JSNA) data to assist in this process. The green space implementation group should consist of representatives who have an interest in the provision of open space, outdoor sport and recreation across the city. The role of this working group will prioritise improvement programmes, co-ordinate funding applications and work with developers to ensure provision meets local requirements. The group should share, and utilise the expertise of leisure and planning officers, to ensure that specific site development issues are fully considered, and the implications shared, before a planning decision is made.</td>
<td>LCC - FPI LCC - P&amp;C NHS</td>
<td>Ongoing</td>
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<td>17. Ensure that sport, leisure and open spaces are monitored on a continuing basis and publish findings in terms of the quality and quantity of provision, including successful projects resulting from the use of the NHS Active Planning Toolkit and feedback from the community. It is important to monitor the quality of sites on a regular basis to ensure that the quality issues identified are improving and to act as a guide in updating investment priorities. This will allow user data to be collated and improvements to be tracked. Findings should be published to enable stakeholders to track progress.</td>
<td>LCC - FPI LCC - P&amp;C NHS</td>
<td>Short</td>
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<td>18. Continue to develop the marketing information produced about the parks and open space facilities available, key activities accommodated and access arrangements. Ensure that open space fulfils a valuable role in meeting wider social objectives (e.g. Health improvement, increased active participation from programmes such as Parks4Life and</td>
<td>LCC - P&amp;C NHS LCC - Youth Service</td>
<td>Ongoing</td>
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<td>Change4Life)</td>
<td>LCC - FPI LCC - P&amp;C</td>
<td>Medium to Long</td>
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<td>19. Develop a central record of all open space, sport and recreation facilities to include the findings of the assessments undertaken. The central record should include access to GIS mapping and be updated regularly. Prepare updates of demand led sports studies such as strategies for playing pitches, bowling greens and outdoor tennis. Make information available for the JSNA and accessible through the planned Leeds Observatory website.</td>
<td>LCC - P&amp;C</td>
<td>Short</td>
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<td>20. Develop an access standard regarding physical access for disabled users in agreement with local providers. Further detailed work required to assess sites for DDA compliance.</td>
<td>LCC - P&amp;C</td>
<td>Short</td>
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<td>21. Continue to work towards reducing the incidences and opportunities of and for crime and anti-social behaviour in parks and open spaces.</td>
<td>LCC - P&amp;C WY Police</td>
<td>Ongoing</td>
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