

A NEW VISION FOR DEVELOPING CENTRAL WAKEFIELD

**Technical Paper**



# Central Wakefield Area Action Plan

## **Technical Paper**

# **Central Wakefield Area Action Plan Development Plan Document**

**Submitted to Secretary of State May 2008**

## INFORMATION

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# 1. INTRODUCTION

## The Purpose of this Document

- 1.1 This document sets out how we have arrived at the policies and proposals set out in the **Central Wakefield Area Action Plan**.
- 1.2 This is a technical paper and does not form part of Wakefield's **Local Development Framework (LDF)**.
- 1.3 The technical paper includes the following elements:
  - a review of the current situation within central Wakefield;
  - the relationship between the Central Wakefield Area Action Plan and other strategies, guidance, policy and plans;
  - the specific issues and options considered;
  - reasons for selecting preferred options and rejecting alternatives;
  - the results of the previous consultation exercises and the sustainability appraisal and how they have informed the development of the Central Wakefield Area Action Plan from early engagement through to submission; and
  - the implementation programme for delivering proposals and sites within central Wakefield.
- 1.4 It also provides background information and evidence to support and justify the policies and proposals set out in Central Wakefield Area Action Plan.
- 1.5 The Central Wakefield Area Action Plan has already been subject to extensive public consultation and master planning work through the LDF process and urban renaissance programme. A summary of the consultation process and how it has informed the Area Action Plan is provided in Chapter 1 of the Central Wakefield Area Action Plan and the Statement of Pre-submission Involvement.
- 1.6 We have now reached submission stage. The Central Wakefield Area Action Plan takes into account comments received during the preferred options consultation between January and February 2008.

## What is the Central Wakefield Area Action Plan?

- 1.7 The Central Wakefield Area Action Plan sets out our vision and strategy for the future of central Wakefield. It forms part of Wakefield's LDF and includes a series of detailed policies and proposals to guide development and change within central Wakefield until 2021.
- 1.8 The LDF consists of a portfolio of documents that will guide development and the use of land across the district. The most important of these are called Development Plan Documents<sup>1</sup>. The Central Wakefield Area Action Plan is one of these.
- 1.9 Wakefield has been identified as a major focus for new business and housing growth over the next ten to fifteen years<sup>2</sup>. Its central location at the heart of UK's communication network with good links to the M1 and M62 motorways and east coast mainline makes it easily accessible by different modes of transport and surrounding cities and towns, such as Leeds and Sheffield. It also makes it an ideal location for new business and commercial development.
- 1.10 Central Wakefield is undergoing a significant programme of change and a number of development opportunities are likely to come forward in the next few years. This area as defined on the proposals map (Plan No. 1 – Proposals) covers the whole of the city centre and also encompasses inner residential areas and the historic waterfront beyond the inner ring road.

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<sup>1</sup> Development plan documents are the statutory element of the LDF and are subject to extensive consultation and independent examination.

<sup>2</sup> The Core Strategy identifies central Wakefield as a key location for new development.

- 1.11 The Central Wakefield Area Action Plan sets out the policy framework to coordinate regeneration and development activity in central Wakefield. More specifically, it sets out:
- a long term vision for the regeneration of central Wakefield;
  - a series of objectives to achieve the vision;
  - detailed general and site specific policies and proposals which will be used to assess planning applications (supplementing the policies contained in other development plan documents);
  - specific guidance on how sites will be developed; and
  - how the policies and proposals will be implemented and monitored.
- 1.12 This vision has been drawn from the renaissance work carried out through Yorkshire Forward's renaissance towns programme and the overall spatial vision for the district, as set out in the Core Strategy. The policies stem from the objectives and vision for central Wakefield. The Central Wakefield Area Action Plan will bring the major projects identified through Yorkshire Forward's urban renaissance programme into fruition, covering the period until 2021.
- 1.13 **Appendix C** sets out the relationship between the objectives and policies of the Central Wakefield Area Action Plan and higher level strategies. The objectives reflect the concerns and issues raised through the consultation and urban renaissance programme.
- 1.14 Together with the **Regional Spatial Strategy for Yorkshire and Humberside**, the LDF will form the statutory development plan for the district and, once adopted, will replace the current Unitary Development Plan (which was adopted in 2003).
- 1.15 At the independent examination, the Central Wakefield Area Action Plan will be subject to a soundness test. The test is designed to ensure that the DPD is fit for purpose (i.e. shows good judgement) and has followed correct procedures. The Central Wakefield Area Action Plan can be adopted if it is found to be 'sound' by the planning inspector at the examination. As part of this exercise, we must demonstrate that the policies and proposals:
- are founded on a robust and detailed evidence base;
  - have considered relevant alternatives; and
  - represent the most appropriate in all circumstances.
- 1.16 Alongside the Central Wakefield Area Action Plan various other consultation and background documents have been published. A summary of these documents and how they relate to the Central Wakefield Area Action Plan is provided in Chapter 2 overleaf.

## **Characteristics of Central Wakefield**

- 1.17 Wakefield is a cathedral city and a historic market centre dating back to Roman times. The town is mentioned in the doomsday book of 1089 (recorded as 'Wacafeld'). The market has been operating from the city centre since 1209.
- 1.18 Wakefield largely owes its prosperity and importance to its position along the main trading route to London. As a result, Wakefield became an important centre for wool and textiles from the middle ages onwards. The town grew around the crossroads of Westgate, Northgate, Kirkgate and Warrengate with Wakefield Bridge acting as a major crossing point to the south.
- 1.19 During the nineteenth century, Wakefield expanded significantly due to the growth of the coal industry (mainly linked to railway expansion) and chemical works and textile industries along the banks of the River Calder, including iron foundries. The civic quarter around Wakefield County Hall and Wakefield Town Hall reflects the prosperity of the town around this period. With the advent of the motor car, the city experienced massive expansion of the road network and suburban growth during the twentieth century. The inner city ring road – which directs traffic through the city centre along part of the historic street pattern of Westgate, Marygate and the Bull Ring - allows traffic to gain access to the city centre and streets and leads to conflict between vehicles and pedestrians. As a result, the city centre has become a traffic intense environment dominated by sub-ways, roundabouts and vehicle movements, effectively isolated from outlying areas, such as the waterfront and inner city residential areas.

- 1.20 Wakefield district has the 35<sup>th</sup> largest economy of the 408 local authorities in the UK<sup>3</sup>. Of the comparator cities, only Leeds, Sheffield and Bradford have larger economies. The city of Wakefield will be one of the key drivers of the regional economy in the next years with significant growth anticipated in knowledge based industries and businesses, such as digital media, financial services, IT and telecommunications. Central Wakefield will become the focus for much of this growth.
- 1.21 Wakefield, the former administrative capital of the West Riding of Yorkshire, is one of the largest centres in the sub region serving a population of around 320,000 people<sup>4</sup>, including the five towns of Castleford, Featherstone, Knottingley, Normanton and Pontefract in the east of the district. Several major projects are planned or are underway within Wakefield in association with a range of public realm and infrastructure enhancements (see Table 4 in Chapter 3). These rank among the largest regeneration projects in the region.
- 1.22 Wakefield is the main shopping and commercial centre in the district and includes a large indoor shopping centre (the Ridings Centre) and an outdoor/indoor market.
- 1.23 Central Wakefield has many attributes that are locally distinctive or aesthetically pleasing: high quality (and nationally significant) institutional buildings, a medieval street pattern, several art and cultural attractions, and a unique skyline of spires and towers. Different parts of central Wakefield have diverse and distinctive characteristics. The buildings and spaces around Wood Street exhibit a strong civic character with institutional buildings dating back to late eighteenth and nineteenth centuries. The cornerstones of the area are Wakefield Town Hall and Wakefield County Hall (the former headquarters of West Riding) - both listed Victorian gothic buildings of national importance. The area around Westgate and Cheapside (located to the south of the civic quarter) has a heavy concentration of bars, clubs and cultural venues around the yards and alleys between Westgate and the inner ring road, acting as the city's main entertainment and cultural district. Wakefield also has a strong retail core concentrated around the cathedral precinct and intersecting streets of Northgate, Kirkgate, Marygate and Bull Ring, and also the Ridings Shopping Centre. Central Wakefield's waterfront has a unique sense of place with a rich maritime and industrial heritage.
- 1.24 Wakefield is a compact city centre with a tight inner ring road characterised by poor access and heavy traffic and a poor quality environment (e.g. Ings Road, Marshway and Kirkgate) with underused land/buildings and relatively few open areas. None of these areas exhibit a strong identity or sense of place: they are effectively cut off from the rest of the city centre and waterfront due to the severance caused by the inner ring road and the Leeds to Sheffield railway viaduct/line. Collectively, these areas convey a poor impression on arrival in the city centre.

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<sup>3</sup> State of the District Report (Wakefield Metropolitan District Council, April 2005)

<sup>4</sup> Mid-2005 population estimates (<http://www.statistics.gov.uk>)

## 2. RELEVANT PLANS, PROGRAMMES & STRATEGIES

2.1 Separate background studies are available setting out the key aspects of the evidence base for the Central Wakefield Area Action Plan. These are:

- Strategic Flood Risk Assessment for Central Wakefield;
- Statement of Pre-submission Consultation;
- Soundness Self Assessment;
- Sustainability Appraisal Report; and
- Appropriate Assessment Screening Report.

2.2 We have also prepared technical papers relating to housing, employment and the settlements (including Wakefield) as part of the evidence base for the Core Strategy and Development Policies DPDs. As such, this document does not repeat this evidence but makes reference to such information where it has played a key role in developing alternatives.

2.3 The Central Wakefield Area Action Plan must generally conform to and take account of a range of plans, programmes and strategies prepared at national, regional and local level (and this relates to one of the tests of soundness). In effect, this sometimes limits and constrains the extent and scope of alternatives as to be relevant they must be in general conformity.

2.4 The Sustainability Appraisal Report accompanying the Central Wakefield Area Action Plan provides a more comprehensive review of plans and programmes.

### Relationship to Other DPDs

2.5 The Central Wakefield Area Action Plan should be read in conjunction with the other documents that make up the LDF. We will consider proposals for development against all the relevant policies in this and other DPDs.

2.6 The timetable for producing Wakefield's LDF (including this Area Action Plan) is set out in our Local Development Scheme which can be downloaded from our web site.

2.7 **Appendix E** also shows the relationship between the Central Wakefield Area Action Plan and the Regional Spatial Strategy ('The Yorkshire and Humber Plan'). The findings demonstrate that the aims and policies of the Central Wakefield Area Action Plan are in general conformity with the overarching vision and objectives of RSS, and there is a strong chain of conformity from the RSS, Core Strategy and the Central Wakefield Area Action Plan.

2.8 Other DPDs linked to the core strategy relate to site allocations and generic development control policies.

### National Policy Guidance

2.9 National planning policy comprises a series of guidance notes and statements called planning policy guidance (PPGs) or planning policy statements (PPSs). They set out the main planning considerations that we take into account when devising policies and determining planning applications. Those documents of most relevance to the Central Wakefield Area Action Plan are set out below.

2.10 Planning Policy Statement 12 (Local Development Frameworks) states that '*Area Action Plans should be used to provide a detailed framework for areas where significant change or conservation is needed. They should:*

- deliver planned growth areas;*
- stimulate regeneration;*
- protect areas particularly sensitive to change;*
- resolve conflicting objectives in areas subject to development pressures; or*
- focus the delivery of area based regeneration initiatives (paragraph 2.17).*

- 2.11 Area Action Plans also focus on implementation and provide an important mechanism for ensuring development of an appropriate scale, quality and mix of key areas, such as city and town centres. The Central Wakefield Area Action Plan performs all of the roles listed in PPS12.
- 2.12 PPS12 requires that all DPDs involving housing sites include a housing trajectory to meet the level of housing need. This compares past and future housing supply over the lifespan of the DPD and seeks to demonstrate how the plan will deliver the policies relating to housing provision. It provides an important mechanism for clarifying the delivery mechanisms of the Central Wakefield Area Action Plan; part of the test of whether the document is sound. A housing trajectory has been prepared as part of the evidence base for the Central Wakefield Area Action Plan (see **Appendix C** of this paper) in line with Annex B of PPS12.
- 2.13 Area Action Plans provide more detailed guidance on implementing higher level strategies, particularly the Core Strategy and RSS.
- 2.14 The government's overarching policy objective is to create sustainable communities that embody the principles of sustainable development, as enshrined in PPS1 (Delivering Sustainable Development). The Central Wakefield Area Action Plan has a key role in meeting the objectives of PPS1 and other government guidance notes. Among the key underpinning principles are:
- the need for positive planning to achieve sustainable development objectives and proactive management of development;
  - the need for an intergrated approach to sustainable development (economic development, social inclusion, environmental protection and enhancement, and the prudent use of resources);
  - the need for plans to set clear visions for communities; and to help integrate the wide range of activities relating to development and regeneration; and
  - the need for development to achieve high quality inclusive design and promote urban regeneration to help improve the character and quality of the area.
- 2.15 The objectives and policies of the Central Wakefield Area Action Plan will help achieve and deliver these principles.

### **Planning Policy Statement 3 (Housing)**

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- 2.16 The key objective of PPS3 is to ensure that everyone has the opportunity of living in a decent home which they can afford and in a community where they want to live. It also specifies the following outcomes that planning should deliver:
- high quality housing that is well-designed and built to a high standard;
  - a mix of housing, both market and affordable, particularly in terms of tenure and price, to support a wide variety of households in all areas, both urban and rural;
  - a sufficient quantity of housing taking into account need and demand to improve choice;
  - housing developments in suitable locations, which offer a good range of community facilities and with good access to jobs, key services and infrastructure; and
  - a flexible, responsive supply of land – managed in a way that makes efficient and effective use of land, including re-use of previously-developed land, where appropriate' (paragraph 10).
- 2.17 The national target is to build 60% of homes on previously-developed land, in particular derelict land and buildings. The Central Wakefield Area Action Plan provides an opportunity to provide good quality high density housing and make best use of previously developed land within a highly accessible location.
- 2.18 PPS3 also states that LDFs should allocate sufficient land to meet the housing trajectory over the first 5 years of the plan and for another 10 years beyond that period.

### **Planning Policy Statement 6 (Planning for Town Centres)**

- 2.19 The government's key objective for city and town centres is to promote their vitality and viability by:
- planning for the growth and development of existing centres; and

- promoting and enhancing existing centres, by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all.
- 2.20 The policy approach is to focus most new retail, office, cultural and leisure development within existing centres (such as city centres) in order to strengthen and promote their future growth.
- 2.21 PPS6 states that proposals for retail development will only be permitted outside city and town centres where:
- a need can be demonstrated;
  - a sequential test has been undertaken within the appropriate city, town or district centre of the catchment which the proposal seeks to serve; and
  - there would be no unacceptable impact (either individually or cumulatively) on the vitality and viability of existing centres.
- 2.22 Since there is a general presumption against major retail floorspace outside city or town centres, we will seek to focus new retail development within the main shopping areas of the city centre (as defined collectively under Policy CW16 of the Central Wakefield Area Action Plan as the 'Retail Policy Area'). There are opportunities within the Retail Policy Area for major retail and leisure development.
- 2.23 Annex A of PPS6 states that city centres are the highest level of centre identified in development plans. They sit above town, district and local centres in terms of the hierarchy of centres. City centres embrace a wide range of activities such as shops, offices, leisure, cultural and educational uses and often comprise distinct geographical areas that perform different roles and functions.
- 2.24 In terms of hierarchies, Wakefield city centre performs the role of a major sub regional centre serving a wide catchment area. It is the main centre providing for the delivery of high order goods and services for a large proportion of the sub region.

#### **Planning Policy Guidance Note 15 (Historic Environment)**

- 2.25 PPS15 states that development plan policies should address the preservation and enhancement of historic assets such as listed buildings, conservation areas and archaeological sites and identify opportunities how they can offer a focus for regeneration.

#### **Planning Policy Statement 25 (Flood Risk)**

- 2.26 PPS25 is relevant to the implementation of the Central Wakefield Area Action Plan because large part of central Wakefield lies within flood zone. A map of the flood zones is provided in the sustainability appraisal.
- 2.27 The aim of the policy is to ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to direct development away from areas of highest risk. Where new development is exceptionally necessary in such areas, it aims to make it safe without increasing flood risk elsewhere, and, where possible, reduce the flood risk overall.

#### **Explaining the Definitions**

- 2.28 The definitions used in this paper and the Central Wakefield Area Action Plan to describe the main shopping areas and principal shopping frontages stem from Annex A of PPS6.
- 2.29 The '*Retail Policy Area*' whose boundaries are identified on the proposals map (Plan No.1 – Proposals) corresponds to the definition of the 'Primary Shopping Area' defined in Annex A of PPS6. A primary shopping area as an '*area where retail development is concentrated (generally comprising the primary and those secondary frontages which are closely related to the primary shopping frontage)*'. In terms of assessing retail proposals, this denotes the boundary of the city centre. Beyond this area, it will be necessary to demonstrate the need for new retail development (see paragraphs 3.8 to 3.11 of PPS6).

- 2.30 The 'Primary Shopping Frontages' (as shown on Plan No. 1 - Proposals) form the core area of the shopping centre: they include the Ridings Shopping Centre, Broad Street, Bull Ring, Kirkgate, Northgate, Trinity Walk, Westgate and Marygate. These streets are the key frontages where we will retain retail uses.

### **Northern Way**

- 2.31 Wakefield forms part of one of eight city regions within the north of England that have signed up to the Northern Way initiative<sup>5</sup>. Wakefield lies within the Leeds City Region that encompasses other large cities and towns in Yorkshire such as Barnsley, Bradford, Halifax, Harrogate, Huddersfield, Leeds, Sheffield, Wakefield and York. This initiative aims to improve the economic performance of all the city regions within northern England.
- 2.32 The overall strategy of the Northern Way is reflected through the Regional Spatial Strategy for Yorkshire and Humber ('The Yorkshire and Humber Plan') and other regional spatial strategies.

### **Wakefield Way**

- 2.33 In response to the Northern Way, we have worked alongside our partners to produce the 'Wakefield Way'. This initiative aims to put Wakefield at the heart of the regeneration of the north outlining its central role at the heart of the national motorway and transportation network and proposals to establish the Leeds City Region as a catalyst to drive the north's competitiveness and growth, forging closer links with the regional and city region economies. In particular, we want to use these opportunities to tackle skills deficiencies, develop a local economic culture more firmly based in enterprise at all levels, and to broaden the range of measures to deal with worklessness and low pay which characterise the local economy.

### **Regional Spatial Strategy**

- 2.34 The Regional Spatial Strategy ("The Yorkshire and Humber Plan") sets the planning framework for Yorkshire and the Humber and provides guidance to local authorities on how much housing, employment and other types of development should take place.
- 2.35 RSS sets out the following regional spatial hierarchy:
- **Regional Cities**
  - **Sub Regional Cities**
  - **Sub Regional Towns**
  - **Principal Towns**
  - **Local Service Centres**
- 2.36 RSS identifies Wakefield as a **Sub Regional City** and seeks to enhance its role as a focus for growth within the Leeds City Region. In particular, it seeks to develop complementary roles for the Sub Regional Cities and Towns which capitalise on their particular strengths and potential.
- 2.37 In the context of Wakefield, this will entail:
- enhancing links and connectivity between Wakefield and other Sub Regional Cities and Towns, taking advantage of its accessible location at the heart of the national transportation network (policies YH5 and LCR1);
  - collaboration with local authorities and stakeholders from Sub Regional Cities and Towns as part of a joined up approach (see policy LCR1) such as investment planning;
  - developing complementary functions such as green networks and higher education partnerships between universities and colleges; and
  - spreading the benefits of the Leeds and Sheffield City Region economies across the region on a more equitable basis.

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<sup>5</sup> The Northern Way – 'Making it Happen' (Office of Deputy Prime Minister, 2004)

- 2.38 The avowed aim is to transform Regional Cities and Sub Regional Cities and Towns into vibrant, attractive and safe places where people want to work, live, invest and enjoy leisure. In the context of central Wakefield, the LDF should (to paraphrase Policy YH5):
- transform the city centre of Wakefield into an attractive, cohesive and high quality place where people want to live, work and invest;
  - achieve an urban renaissance;
  - develop a strong sense of place and enhance the environment with a high quality public realm;
  - invest in large scale regeneration and master planning;
  - develop the role of the city centre of Wakefield as accessible, vibrant focal point for high trip generating uses; and
  - improve public transport and services and increase opportunities for cycling and walking.
- 2.39 The principles underpinning these policies – promoting distinctiveness and high quality design, improving accessibility by non car means and encouraging major regeneration and redevelopment – are key features of the Central Wakefield Area Action Plan.
- 2.40 RSS identifies the south-east of the sub area (including Wakefield and former coalfield areas) as an area of potentially the widest regeneration activity in the city region. In recognition of its status as a Sub Regional City, Wakefield is identified as a major focus for growth within the Leeds City Region with an emphasis on urban regeneration and redevelopment of underused land (Policy YH5). The Leeds City Region is predicted to accommodate 60% of the region's job and housing growth over next 10-15 years. Regional and Sub Regional Cities and Towns are expected to accommodate over 50% of the total of new housing within the region.
- 2.41 The intention of the strategy is to accommodate and focus high levels of new growth in sustainable locations (such as town and city centres) and make best use of brownfield land and existing transportation assets as a means of reducing pollution and the need to travel. The rationale underpinning this approach is the need to achieve a renaissance. City and town centres offer the greatest level of accessibility by non car means and have a critical role in achieving sustainable economic growth and investment in the region, and RSS seeks to focus all uses that generate large movements of people within city and town centres (see Policy E2). So this means that Wakefield's city centre will need to significant proportion of new development and planned growth for the Sub Regional City identified in RSS, including new housing, offices, leisure and office uses. Hence, there is a need to plan for its future growth through the statutory planning process.
- 2.42 In line with the spatial development strategy set out in the Core Strategy, central Wakefield will be the main focus for housing, employment, shopping, education, health and cultural facilities within the district. Development, environmental enhancement, accessibility improvement, management and promotional activities should take place to create a distinctive, attractive and vibrant sense of place and identity for each centre.
- 2.43 The policy framework set out above provides clear strategic support for the regeneration of central Wakefield. The Central Wakefield Area Action Plan is firmly rooted in the policy directions of the RSS and in turn the Core Strategy to ensure consistency between higher level strategies and the vision and objectives of the Area Action Plan. The strategy of the Area Action Plan recognises the need to develop the knowledge driven economy within the context of the Regional Economic Strategy, RSS and Core Strategy; it also emphasises the role of the city centre in delivering growth within the Leeds City Region in line with policies YH5, YH6 and YH8 of RSS. In this respect, central Wakefield has a key role to play in delivering the wider growth agenda.

## **Local guidance**

### **Community Strategy**

- 2.44 Wakefield's Community Strategy sets out vision of what the district should look like in 25 years time. The LDF will provide the planning strategy for delivering the vision and promoting sustainable development.

2.45 The focus of the vision is on ‘*developing knowledge communities*’ (i.e. places that are strong, cohesive and have high levels of trust where people look after themselves and each other so they are healthier and safer). This is essentially about creating sustainable communities and making the city a more attractive and prosperous place in which to live and work to attract new investment, for example, in new growth sectors.

2.46 The Central Wakefield Area Action Plan has a key role to play in achieving the vision and challenges of the Community Strategy, as set out in Table 1 below. The vision is:

*‘In 25 years time Wakefield district will be a place:*

- *moving forward motivated by pride and its heritage;*
- *where our people look after themselves and each other so that they are safe and healthy, having the skills and confidence to take more control over their lives;*
- *with places that are attractive to live, learn, work and invest in and where our diverse towns and villages work together to promote the well being of the whole of the district; and*
- *where together with the younger people of the district we will ensure that the work we do now will stand the test of time.’*

2.47 The challenges from Fast Forward are still important and continue to drive us forward. However, the revised community strategy is now underpinned by three key challenges, as set out in Table 1 below.

<b>Table 1: How the Central Wakefield Area Action Plan will implement the challenges of the Community Strategy</b>	
<b>Challenges</b>	<b>How the Central Wakefield Area Action Plan will meet the challenge:</b>
<b>Developing Knowledge Communities</b>	
<b><i>Safer and stronger communities</i></b>	<ul style="list-style-type: none"> <li>• Promotes well-designed buildings and spaces in accessible locations</li> <li>• Prioritises the needs of people over motor vehicles especially those who are impaired (e.g. Emerald Ring)</li> <li>• Protects and enhances public spaces</li> <li>• Improves the safety of shoppers and city centre users</li> <li>• Addresses anti social behaviour and fear of crime</li> </ul>
<b><i>Healthier communities</i></b>	<ul style="list-style-type: none"> <li>• A network of cycling and walking routes will encourage healthy and sustainable travel.</li> <li>• New public spaces will provide focal points for interaction.</li> <li>• Improves access to green and play space</li> <li>• Reducing traffic and congestion</li> </ul>
<b><i>Skills and enterprise</i></b>	<ul style="list-style-type: none"> <li>• Develops the skills capacity of the local workforce and strengthen the local economy by exploiting the growth potential of new business opportunities especially those developing new technologies such as creative and digital industries</li> <li>• Enhances education and cultural facilities</li> </ul>
<b>Fast Forward</b>	
<b><i>Developing a dynamic local economy</i></b>	<ul style="list-style-type: none"> <li>• Contributes to the attractiveness of central Wakefield, enhancing image for inward investment</li> <li>• Directs major investment towards central locations close to transport nodes</li> </ul>
<b><i>Improving our places</i></b>	<ul style="list-style-type: none"> <li>• Improves the connectivity between city centre and surrounding areas</li> <li>• Enhances the quality of the townscape and protects historic and valued environments</li> <li>• Preserves semi natural habitats and wildlife at the waterfront</li> <li>• Concentrates a diverse range of uses and activities within central Wakefield to promote choice and broaden its appeal to a wider range of age groups.</li> </ul>

2.48 In this respect, central Wakefield will act as a key driver of change in the district.

## Wakefield Unitary Development Plan

- 2.49 The Wakefield First Alteration UDP is the current development plan for Wakefield (adopted in 2003) and sets out a land use strategy for the regeneration of the city centre. Key aims of the strategy include:
- maintaining and enhancing the range of activities in the city centre;
  - supporting the role of Wakefield as a sub regional centre;
  - supporting the continuing role of the city centre as a foci of shopping activity and sustaining as far as possible the viability and vitality whilst acknowledging its changing role;
  - respecting the history and character of the city centre;
  - improving accessibility for all sections of the community so that it is easier to get around especially by public transport;
  - making the city centre safer and a more pleasant place in which to live, work and invest;
  - prioritising the needs of pedestrians and cyclists by improving links between inner and out areas and removing through and non essential traffic from the core retail and office areas of the city centre;
  - safeguarding existing housing areas and reverse the decline of city centre living notably within the core area through housing renewal and new development;
  - achieving the highest standards of design within new buildings and spaces; and
  - focussing major travel intensive uses such as shops, office and cultural activities which attract large numbers of people within the city centre.
- 2.50 The UDP expects the city centre to play a key role in future housing provision.
- 2.51 The retail hierarchy is dominated by the city centre of Wakefield: the largest centre in the district and the third largest centre in West Yorkshire<sup>6</sup>. Castleford and Pontefract are identified as town centres in the UDP: they form the second tier of hierarchy below Wakefield. The other town centres serve predominately local day to day shopping needs. This hierarchy will be reviewed as part of the preparation of the forthcoming Retail and Town Centres DPD.
- 2.52 The UDP identifies a need to expand the range and scope of shops within the city centre (notably comparison goods such as grocery stores) and protect its status as a sub regional shopping centre in the light of increasing competition of other centres, such as Leeds and Meadowhall. The justification for further retail provision within the city centre stems from the findings of the West Yorkshire Retail Capacity Study (see pages 37 and 38 overleaf). The UDP identifies an area of land between Marsh Way and bus station as the preferred location for new retail development within the city centre; this will function as an extension of existing shopping areas around the cathedral and the Ridings Shopping Area (see policies WCC1 and WCC17 in Part 11, Volume 5).
- 2.53 A 'Retail Policy Area' has been identified on the UDP proposals map within which retail development will be concentrated. Its purpose is to protect, promote and maintain the vitality and viability of the shopping centre and encourage and guide the extension of retailing within the Marsh Way area of the city centre while maintaining a compact and accessible shopping environment.
- 2.54 The policies relating to the city centre in the UDP (as shown in **Appendix A**) have been rolled forward for a period of 3 years from September 2007. Many of these aims and policies will remain relevant beyond this period. Consequently, the Central Wakefield Area Action Plan includes a number of proposals and policies that are drawn from the UDP. This includes the key development areas set out in Volume 5 of the UDP (namely: Westgate, Marsh Way and the Waterfront).
- 2.55 The Central Wakefield Area Action Plan proposes to bring forward the Marsh Way scheme (which already has the benefit of planning permission) and the Retail Policy Area designation from the UDP. However, there are no plans to extend the boundary of the Retail Policy Area during the plan period. The planned extension at Marsh Way (now known as Trinity Walk and identified under Policy CW23 of the Area Action Plan as a Special Policy Area) has the potential to accommodate significant additional retail floorspace and will bring Wakefield up 24 places in the national retail footprint rankings from 88th to 64th in the UK.

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<sup>6</sup> West Yorkshire Retail Capacity Study (Colliers, 1999)

2.56 Policies in the UDP aim to encourage and achieve good design throughout the district, particularly within the city centre where there are a number of historic and townscape assets, such as conservation areas. In recognition of the quality of the built environment and its distinctive setting, central Wakefield has been designated as a 'Design Priority Zone' under Policy E36 of the UDP. In the Design Priority Zone, the UDP seeks to:

- protect important views and skylines;
- use architectural design competitions;
- create new open spaces; and
- encourage high quality street furniture.

2.57 Any development that would adversely affect the design and environmental quality of the Design Priority Zone will not normally be permitted. While the designation itself has not been carried forward, the design concepts and principles from the UDP are being pursued through the Central Wakefield Area Action Plan through a more proactive approach to support local decision making. Policies set out design principles, objectives and targets and require developers to provide design statements and visual assessments (in the case of tall or landmark buildings that affect the setting of the skyline).

2.58 However, circumstances have moved on since the UDP was adopted. In the coming years, development pressure is expected to intensify within central Wakefield as a result of the regeneration initiatives planned within the key development areas and changes to the local housing market. The policy context for central Wakefield has also changed. Key drivers of change are listed below.

- There is a growing need for the provision of affordable housing within the city centre, especially family housing and one bedroomed properties<sup>7</sup>.
- Wakefield will need to accommodate at least 30% of new development within the district (see Policy CS1 of the Core Strategy).
- The role of the city centre has been strengthened. The spatial development strategy states that the city centre will provide the main focus for new development in the district, including new housing.
- Wakefield city centre is increasingly becoming an important driver of the local economy and cultural life.
- Government policy has shifted its focus away from out of town shopping towards the regeneration of city and town centres. New development, including offices, cultural and leisure uses, will be focussed within city and town centres (see PPS4, PPS6 and PPS12) rather than out of centre locations near to motorway junctions, such as business parks.
- Retail development outside the Retail Policy Area will be subject to a sequential test and needs assessment.
- National policy is now stronger on the protection of open space and places greater weight on design issues (see PPS1 and PPG17).
- City centre living has become increasingly popular and the housing market suggests there is untapped potential in Wakefield city centre.
- High density and compact cities are seen as the favoured model of sustainable living.
- New sites and premises are becoming available for development, especially along the edge of the current inner ring road.

2.59 Finally, it is recognised that there is a need to plan for growth within central Wakefield, especially those areas subject to significant development pressure.

2.60 The UDP provides the context for the preparation of a more detailed land use framework for the city centre and its immediate surrounding environs: the Central Wakefield Area Action Plan.

### **Local Development Framework**

2.61 The LDF will guide the use of land and development in the district until 2026 and will be used to determine planning applications. The overall aim of the plan is to create more vibrant, inclusive and sustainable communities where there are enough homes, jobs and services to serve their needs whilst protecting our environmental resources and heritage. It also introduces the concept of 'spatial

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<sup>7</sup> Strategic Housing Market Assessment (David Cumberland Regeneration Ltd, 2007)

planning' which places particular emphasis on delivery and working together with other organisations and partners to deliver sustainable development.

### **Core Strategy**

- 2.62 Wakefield's Core Strategy is the key overarching document of the LDF and all other DPDs, including the Central Wakefield Area Action Plan, must be in conformity with it. It sets the overall vision and spatial development strategy for the district until 2026.
- 2.63 We submitted the Core Strategy to the Secretary of State for independent examination in January 2008. This followed a 6-week public consultation period in which views were sought on the overall spatial development strategy and strategic objectives and policies.
- 2.64 The Core Strategy sets out the overall vision for the district and key strategic objectives and these are expanded in the Area Action Plan to provide more specific detail on the opportunities within central Wakefield. The district-wide vision aims to: *'make Wakefield a distinctive and vibrant city at the heart of the district's economy with a distinctive retail offer, modern office accommodation, a range of quality residential opportunities and a mix of excellent leisure and cultural facilities. Key regeneration schemes will be completed in the next few years including the Wakefield Waterfront development, Wakefield Westgate (Merchant Gate) proposals and Marsh Way (Trinity Walk) redevelopment'*.
- 2.65 It also sets out a settlement hierarchy for determining the scale and level of growth for each settlement based on their role and function (in terms of population size, location and service role) and their ability to accommodate new development (environmental capacity) and accessibility to jobs and services.
- 2.66 The spatial development strategy set out in the Core Strategy states that Wakefield can accommodate around 30% of all new housing in the district up until 2021, befitting its status as a Sub Regional City (Policy CS2). Its position at the top of the settlement hierarchy reflects its role and importance as the district's main service centre and largest settlement, and its accessibility in terms of public transport nodes due to its location astride the UK's transportation network. The majority of new development will take place in the main urban areas within the district, mainly within the Sub Regional City of Wakefield.
- 2.67 Priority will be given to bringing forward additional housing within Wakefield and other settlements where there are specific and identified regeneration priorities. The regeneration of central Wakefield is identified as a key corporate priority of the council. Indeed, there are neighbourhoods and communities within close proximity to the city centre that fall within the top 15% of most deprived wards in England (Index of Multiple Deprivation: 2004).
- 2.68 The Core Strategy identifies Wakefield city centre as a location for major development and change within the district. It states that new retail, office, cultural and tourist facilities will be located within Wakefield city centre (and other town centres) taking advantage of existing services and high levels of accessibility, such as its excellent public transport links.
- 2.69 The Core Strategy also advocates increased densities within urban areas, particularly within accessible locations, and a mix of housing types and sizes within new development to create a better social mix and meet local needs. Further details on the relationship between the Core Strategy and Central Wakefield Area Action Plan can be found at **Appendix E**.

### **Wakefield Economic Regeneration Strategy (2007-2015)**

- 2.70 The strategy, commissioned by Wakefield Metropolitan District Council on behalf of the Wakefield District Partnership, sets out how public and private sector organisations in the city will work together to achieve economic development and regeneration over the next five to ten years.
- 2.71 The vision is to: "Create a dynamic local economy which will sustain above average growth, providing benefits and opportunities for all."

2.72 The four priorities are:

- attract, retain and support competitive knowledge based industries which contribute to a culture of enterprise and innovation;
- develop, attract and retain the skills needed to create competitive businesses, a diverse economy and meet people's needs;
- economic inclusion, connecting people to skills and employment opportunities, tackling deprivation and engaging communities in regeneration; and
- develop quality places and communities in the district to make it a more distinctive and attractive place to work, live and visit.

2.73 For each priority, a series of indicators have been developed. Those of relevance to the Central Area Action Plan are:

- increasing grade A office space;
- increasing vitality and viability of the city centre as measured by footfall counts and grade A office space;
- user satisfaction in the city centre;
- employment and land availability (determining how much additional land will be required up until 2016);
- increased use of leisure and cultural uses;
- public realm targets (yet to be agreed); and
- affordable housing targets.

2.74 This strategy builds on the previous report prepared by Wakefield *first*<sup>8</sup> (Regenerating Wakefield District Strategy Report 2003-2006) and renaissance towns studies that promote the vision of Wakefield as a 'constellation of compact towns'. It also takes on board the revisions to the Regional Economic Strategy and new developments with the Northern Way and city region agendas.

2.75 Wakefield *first* and its partners are seeking to promote the image of Wakefield at the national and international arena. This commitment has been reflected in the vision and objectives of central Wakefield.

### **Urban Renaissance**

2.76 In 2001 Wakefield was invited to participate in the pilot phase of Yorkshire Forward's Renaissance Towns Programme. The purpose of the programme was to work with local communities to develop 25-year vision for their areas alongside a panel of urban design experts.

2.77 In 2002 Koetter Kim and Associates (an internationally acclaimed firm of architects and urban designers from Boston, Massachusetts) were appointed to develop Wakefield's vision and ideas on behalf of Wakefield Metropolitan District Council and Yorkshire Forward.

2.78 Key events of the renaissance towns programme were as follows:

2001 – Public workshops.

2002 – Publication of '*Getting Connected: Wakefield.*'

2005 – Publication of '*Wakefield: a Strategic Framework for the District*'. This looked at the whole of the Wakefield District and contains recommendations for further action.

2005 – Publication of '*Wakefield: Developing the Vision*'. This looked at more specific projects in the city of Wakefield with the identification of objectives and design principles.

### **Getting Connected: Wakefield Renaissance Charter (Koetter Kim & Associates, 2002)**

2.79 The vision is for the city to be the hub of the expanding knowledge economy and the focus for economic and cultural life in the district. Further details of how the vision will be achieved are set out in Chapter 5 overleaf.

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<sup>8</sup> The public-private economic partnership for Wakefield district

- 2.80 The masterplan vision also identified what makes Wakefield a unique place, including its:
- young and diverse population;
  - distinctive and highly identifiable historic core;
  - townscape and landmark assets, including the historic waterfront;
  - easy access to the countryside and recreational opportunities;
  - proximity to high quality inner city residential areas; and
  - position on the strategic transportation network is a resource with regional potential.
- 2.81 It also sets out a number of specific objectives to be used by our partners to establish area action plans organised under the three themes of sustainable development. One of the key aims of the overarching renaissance vision is to oversee and promote the urban renaissance of Wakefield.
- 2.82 Koetter Kim and Associates' renaissance charter included a list of potential projects and these were defined and re-produced in the *'Wakefield: Developing the Vision'*. The projects were then evaluated for inclusion in the Central Wakefield Area Action Plan.
- 2.83 The Central Wakefield Area Action Plan will have statutory planning status; therefore, projects and proposals set out in the renaissance towns programme will carry more weight when local planning decisions are made.

**'Wakefield: Developing the Vision'** (Koetter Kim & Associates, 2005)

- 2.84 This document expands on the vision contained in the renaissance charter (see paragraphs above) and develops a series of objectives and principles for achieving high quality design within central Wakefield.

Relevant design objectives:

- revitalise central Wakefield that is presently suffering from vehicular traffic domination and overall decline in use;
- reconnect central Wakefield that has been isolated from its surrounding neighbourhoods and waterfront by heavy traffic roadways;
- rehabilitate central Wakefield's building fabric, street network and public realm; and
- transform central Wakefield into a pedestrian friendly, full time, multi use and thriving urban environment that is fully accessible and integrates with a strong public transport system.

Relevant design principles:

- re-connect central Wakefield to its surroundings by allowing recent road interventions to provide conditions of connections via the direct street pattern and pedestrian controlling access points across present road related barriers;
- integrate development areas into the pattern, scale and grain of surrounding street/public/building patterns of central Wakefield;
- divert through-traffic away from the city centre;
- replace existing motorway like road with pedestrian friendly streetscape, active frontages and frequent pedestrian signalled crossings;
- integrate public spaces and gathering places within key development areas;
- develop strategies for infill sites and development intensive areas of the city centre that are presented fragmented from the city centre including over the shop conversions;
- utilise all opportunities to increase the spatial definition, quality and active usage of existing public spaces and historic street frontages; and
- promote and stimulate the building of substantial quantities of residential accommodation in and around central Wakefield.

- 2.85 The following projects are identified in the document (known as 'Priority Development Area Proposals').
- Westgate (now known as Merchant Gate)
  - Marshway (now known as Trinity Walk)
  - Ings Road

- Waterfront

- 2.86 There are also city-wide proposals that relate to infrastructure projects and public realm improvements, chief among them being the proposed Emerald Ring. The Emerald Ring is the key flagship project of the urban renaissance programme and will complete the existing partial inner ring system. Along its route, trees and landscaping will be planted to create a more pedestrian friendly environment; nearby buildings will include active frontages to define the street; and existing roundabouts, barriers, underpasses will be replaced by signal controlled pedestrian crossings. In addition, on street parking and new bus stops will be provided along section(s) of the Emerald Ring. More importantly, it will enable thorough traffic to bypass the city centre, whilst enhancing opportunities for walking and cycling along its path as well as connections to existing streets.
- 2.87 Further details about the Emerald Ring and how it will fit into the existing historic street pattern and outlying areas is explained in more detail in Chapter 4 of the Central Wakefield Area Action Plan. Elsewhere, there will be opportunities to create new links from the city centre to outlying residential and industrial areas, especially to the waterfront.
- 2.88 Each priority development area is perceived to be separate, each with its own identity, attributes and development opportunities. These areas are currently underutilised and cut off from the rest of the city centre.
- 2.89 The priority development areas are also underpinned by a series of design objectives and principles. Recurring themes for each area emerge, as set out below.

Relevant design objectives:

- the sites should act as important gateways into the city centre;
  - development should positively engage with surrounding streets and spaces and integrate effectively with adjacent quarters;
  - development should take into account the proposed path of the Emerald Ring and make a positive contribution to the public realm;
  - realistic phased provisions; and
  - create an identifiable sense of place and high quality public realm.
- 2.90 The vision for the city centre is to create new, vibrant and sustainable mixed use quarters that act as gateways into the city whilst encompassing the proposed Emerald Ring. The quarters are seen as being integral, seamless parts of the city rather than isolated locations.

Relevant design principles:

- development should provide high quality private and public open spaces including at least one significant public space;
  - buildings and streets should be defined by active frontages and public spaces;
  - re-connect disconnected streets and develop vacant areas;
  - avoid large surface car parks/ include multi storey parking;
  - development should include a mix of uses; and
  - ensure access arrangements are in place.
- 2.91 In order to propel these projects forward, the following masterplans have been prepared for each site.
- Westgate masterplan (Carey Jones Architects, 2004)
  - Wakefield Waterfront masterplan (Faulkner Browns Architects, 2004).
  - Trinity Walk – urban design analysis and masterplan proposals (DLA Architects, 2003)
- 2.92 The policies and proposals for these areas (as identified as ‘Special Policy Areas’ under Policy CW23 of the Central Wakefield Area Action Plan) are consistent with the design concepts set out in Koetter Kim’s report.

### **Wakefield Strategy Plan (Gehl Architects, 2004)**

- 2.93 The strategy involved an assessment of existing public spaces and the quality of pedestrian routes and conditions within the city centre. It identifies a series of programmes for selected areas within the three main regeneration sites: Merchant Gate, Trinity Walk and the Waterfront. The results confirm that the city centre has a very limited amount of open space and is relatively inaccessible by foot.
- 2.94 Recommendations included expanding the existing network of public spaces and creating new public spaces to make them more accessible and inclusive.

### **Wakefield Streetstyle Design Guide (Gillespies, 2005)**

- 2.95 The design guide covers an area broadly in line with the plan area of the Central Wakefield Area Action Plan. It takes into account the work of Koetter Kim and Associates/Gehl Architects and best practice on good quality design.
- 2.96 The guide includes an analysis of positive and negative attributes of the current city centre environment, and an urban design analysis identifying areas of distinctive character for the purposes of the guide. It also establishes a number of key objectives for the treatment of the public realm, as set out under Policy CW12 of the Central Wakefield Area Action Plan.
- 2.97 Three overarching principles are also identified:
- the creation of a **people orientated city**;
  - the creation of a sense of **identity** for Wakefield by enriching the urban fabric; and
  - the creation of a **spatial hierarchy** that provides a structure for the development of the public realm in a coherent manner over time.
- 2.98 The spatial hierarchy is developed from Gehl Architects' Wakefield Strategy Plan and identifies streets in which different qualities and styles of treatment should be introduced ranging from an exemplar to good quality treatment. The historic yards off Westgate and the Bull Ring, together with a number of adjacent key streets, are identified for exemplar treatment while the Special Policy Areas are identified for a high quality treatment. The Emerald Ring is identified for its own special design treatment.
- 2.99 The guide also identifies a palette of materials for different quality areas with some materials and types of street furniture being the same throughout as consistent and unifying themes.

### **Other Relevant Technical Studies**

- 2.100 A number of specialist studies have also been prepared to provide a sound evidence base and inform the policies and proposals in this Area Action Plan. These are listed below.

### **Strategic Housing Market Assessment (David Cumberland Regeneration Ltd, 2007)**

- 2.101 The assessment evaluates housing needs and requirements across the district taking into account the requirements of different household groups (including those with particular needs e.g. older people, black and minority ethnic communities and key workers) and market trends/drivers. It splits the district into a series of housing market zones, which includes the city of Wakefield. This area covers the city centre and adjoining residential areas.
- 2.102 The assessment initially provided a preliminary assessment of housing needs which identified a particular need for more one and two bedroomed households in the urban area of Wakefield (some 20.9% of households require one bedroom houses on the open market, either owner occupied or private rented and 20.4% of households require two bedrooms). It also indicates a pent up demand for more small family housing within Wakefield (58.9% require family housing but no households require four or more bedrooms). These figures are shown in Table 5 of the Core Strategy (Aspirations of households seeking open market accommodation in the next year). The city centre is primarily intended to accommodate small sized of units (together with some family housing) to promote a better social mix and sustainable communities.

- 2.103 The assessment identifies an urgent need for affordable housing in all parts of the district, including central Wakefield. There is a need for 101 affordable dwellings within the city of Wakefield out of a total annual requirement of 971 affordable dwellings for the district, and most of these should be one or two bedrooms.
- 2.104 Over the past few years, we have published an annual statement of housing needs in the district. The latest statement reveals relevant findings for central Wakefield, as set out below.
- Housing prices have more than doubled and the city of Wakefield has seen the biggest increase in house prices over the last few years
  - The plan area straddles several residential wards where household incomes are below the district average.
  - New residential developments of more than 6 dwellings must provide a minimum of 30% affordable housing in line with the Core Strategy of which 80% must be rented and 20% in the form of intermediate tenure.
  - High priority for affordable housing within city centre.
  - Limited city centre public sector flats with good demand.
  - Growing private rented and owner occupied city centre apartment sector.
- 2.105 In the future, the Strategic Housing Market Assessment will be reviewed and updated to reflect changes in the local housing market.

**West Yorkshire Retail Capacity Study (Colliers Erdman Lewis, 1999)**

- 2.106 The study, commissioned by the five West Yorkshire local authorities (Bradford Calderdale, Kirklees, Leeds and Wakefield), assesses the scope for new retail floorspace in West Yorkshire. In particular, it provides an analysis of the capacity of Wakefield city centre to accommodate additional retail development and the potential for new leisure development.

**Wakefield City Centre Health Checks (GVA Grimley)**

- 2.107 A health check was carried out in 2005 by property consultants to assess the vitality and viability of the city centre using a series of indicators relating to vacancy rates, shop rents, commercial yields, retail representation, crime, environmental quality and pedestrian flow (footfall). This was subsequently updated in 2007.
- 2.108 Alongside these, we carried out a public perception survey to gauge the views of residents, workers and visitors regarding the city centre. The public perceptions study will be conducted on a three-year basis and the results will feed into future health checks of the city centre and inform the AMR.
- 2.109 Both studies have been used to ensure that improvements to the city centre are made in line with what residents like and want. The perception of the city centre was generally positive: over a 25% of respondees said it had no negative features although some cited traffic congestion and lack of parking as negative features.
- 2.110 A summary of the key findings of the qualitative survey are included in the characterisation analysis of central Wakefield in Chapter 2 of this paper.

**Wakefield Car Parking Strategy (Steer Davies Gleave, 2006)**

- 2.111 The car parking strategy forms part of Wakefield's wider strategy to reduce traffic levels/commuting and encourage greater footfall in the city centre.
- 2.112 The completion of the three major regeneration schemes (namely: Trinity Walk, Merchant Gate and the Waterfront) will create additional demand for car parking spaces in the city centre. However, this will result in a shortfall of car parking provision and means that additional car parking facilities will be needed in other central locations although not necessarily within the city centre.
- 2.113 In developing the car parking strategy, we have considered the following individual scenarios:
- 1 a no development scenario (although traffic continues to grow);

- 2 a low development scenario (where Merchant Gate, Trinity Walk and the Waterfront will take place);
- 3 a mid development scenario (the above plus car park developments already with planning permission); and
- 4 a high development scenario (where all of the above take place plus new car park to replace Rishworth street car park to the south of the city centre).

- 2.114 These development scenarios have been used as proxies for determining the amount of car parking and the location of new car parks around central Wakefield. Yet no actual numbers have been applied to these scenarios. Based on current trends and future needs, it is anticipated that central Wakefield will be subject to high levels of growth and development over the course of the plan period; we must therefore plan for development scenario 4.
- 2.115 The study also confirms that there is an oversupply of long stay car parking within the city centre. Long stay car parks will need to be re-located onto the edge of the city centre and at park and ride sites.

#### **Wakefield Urban Potential Study** (Wakefield Metropolitan District Council, 2004)

- 2.116 The study provides an estimate of the future residential potential of the district, including the urban area of Wakefield. The results indicate that the urban area of Wakefield might be able to accommodate significant levels of new housing, largely through the development of previously developed and vacant sites.

#### **Wakefield Cycling Study** (Wakefield Metropolitan District Council, 2002)

- 2.117 The Wakefield Cycling Strategy sets out our proposals to increase cycle usage and improve safety for all road users within the district. Its objectives are to:
- encourage more people to cycle more often for both utility and leisure journeys and so help to reduce the dependency on private cars and improve health;
  - Develop a safe, convenient, efficient and attractive transport infrastructure that encourages and facilitates cycling;
  - reduce the casualty rate for cyclists; and
  - to ensure that policies to increase cycling and meet the needs of cyclists are integrated into all appropriate policies, plans, strategies and resources bids.
- 2.118 This strategy sits alongside the West Yorkshire Cycling Strategy in the local transport plan and places cycling into a more specific Wakefield context. It sets a target for 5% of journeys to work in the major urban centres to be by cycle by 2012.

#### **Wakefield Sport & Active Lifestyles Strategy**

- 2.119 This strategy sets out a framework for future sports and recreational provision within the district based on identified local need and prioritised demand from 2007 to 2012 that aims improve performance in sport and physical activity through (amongst other things):
- provision of a range of quality and accessible facilities, services and opportunities;
  - the ability to reflect and recognise the unique nature of the district;
  - engaging with and maximising the strengths of the voluntary sector;
  - meeting the sport and physical activity needs of local communities;
  - contributing to an overall improvement in health and quality of life in the district; and
  - providing added value and value for money throughout the district.
- 2.120 The objectives of the strategy are to ensure that everyone has an opportunity to participate and develop a sustainable network of high quality sport, recreation and fitness facilities to enhance quality of life and promote active lifestyles.
- 2.121 Lightwaves Leisure Centre is located along Marsh Way on the edge of the plan area. However, it recommends rationalising existing city centre swimming provision (which is aging and no longer fit for purpose) and developing a new swimming pool and fitness facility to sub-regional standard which is accessible to the city centre and is fit for purpose.

### **Wakefield Cultural Strategy (2007-2012)**

- 2.122 The strategy prepared by Wakefield Cultural Partnership aims to place culture at the heart of future plans and programmes in the district and improve the quality and range of cultural opportunities whilst promoting access for all. The strategy also aims to enhance Wakefield's reputation as an international centre for cultural excellence, building on its existing assets and strengths, such as arts and sculpture.

### **Wakefield Play Strategy (2007 – 2017)**

- 2.123 Prepared by the Wakefield Play Partnership in consultation with other organisations, such as the council, this strategy aims to secure the provision of inclusive play opportunities for children and young people aged 0-18 across the district as part of the regeneration of local neighbourhoods and city centre developments. The strategy identifies a lack of accessible play space in central Wakefield, especially within the Olive Grove area. It also highlights the need to ensure that new developments or public realm works incorporate designs for playful water features and low level seating to encourage children and young people into the city centre.

### **West Yorkshire Office Property Market Study (Lambert Smith Hampton, 2003)**

- 2.124 The study, commissioned by the West Yorkshire Economic Partnership, provides a review of economic trends that are driving the demand for office space in different parts of West Yorkshire and identifies the different roles that Wakefield and other main city and town centres play in the market as well as trends in supply and demand.

### **Wakefield Green Space Strategy (Wakefield Metropolitan District Council, 2004)**

- 2.125 This strategy provides an audit of existing greenspace provision and its quantity and distribution across the district based on physical surveys and questionnaires. Maps and tables illustrate the key findings.
- 2.126 We carried out a wide ranging consultation programme to establish recreational needs, greenspace preferences, user profiles and the frequency and manner of use of greenspace to reflect the aspirations and needs of local communities. The strategy has won recognition by the Commission of Architecture and the Built Environment (CABE) for the quality of the work. It will be reviewed every five years.
- 2.127 The objectives of the programme are to:
- improve the quality of greenspace provision;
  - build strong and cohesive communities;
  - enhance natural environment; and
  - promote regeneration and renewal through investment.

### **Second West Yorkshire Local Transport Plan 2 (2006-2011)**

- 2.128 The second West Yorkshire Local Transport Plan (LTP2) sets out the transport strategy for West Yorkshire for the period 2006-2011, and has been prepared by Bradford, Calderdale, Kirklees, Leeds and Wakefield councils and Metro (West Yorkshire Passenger Transport Executive).
- 2.129 In the short to medium term, the Central Wakefield Area Action Plan will have a key role in helping to deliver the objectives and priorities of the LTP2. The LTP2 will help improve accessibility and reduce congestion in the city centre to support the urban renaissance programme and the aims of the Central Wakefield Area Action Plan.
- 2.130 The LTP adopts a "*hierarchy of consideration*" which places pedestrians and people with disabilities over the needs of motor vehicles. Its aim is to make sure that new development takes into account the needs and safety of each group of road users and does not make existing conditions worse for the more vulnerable transport users. The adopted order is as follows:
- pedestrians, emergency services and people with disabilities;
  - cyclists and horse riders;

- public transport users;
- taxis and motorcyclists;
- deliveries to local areas;
- shoppers travelling by car;
- other freight movements;
- other high occupancy vehicles; and
- other private cars.

2.131 This hierarchy has been used as a basis for developing a 'movement hierarchy' in the Central Wakefield Area Action Plan.

2.132 **Appendix E** of this technical paper shows the relationship between the aims and policies of the Area Action Plan and higher level policies set out in the emerging RSS for Yorkshire and Humberside, Wakefield's Community Strategy and the Core Strategy DPD.

2.133 This technical paper mainly deals with how the overall strategy and vision was arrived at, rather than the detail of the aims and policies.

### **Strategic Flood Risk Assessment** (JBA Consulting, 2005)

2.134 The purpose of the Strategic Flood Risk Assessment (prepared on behalf of Calderdale, Kirklees and Wakefield councils) was to investigate and identify the extent and severity of flood risk along the River Calder and other main watercourses within the sub area. This will enable us to:

- steer development away from those areas at highest risk;
- supplement current policy guidelines and provide a clear risk based approach to development control; and
- contribute to the evidence base for the LDF and sustainability appraisal.

2.135 Wakefield has been divided into the following three main flood zones.

**Flood Zone 1:** no risk from river related flooding and so there is no specific constraint to development.

**Flood Zone 2:** areas where the risk of flooding is 1 in 1000 years. There is little constraint to the development process other than where this might create adverse conditions in 3.

**Flood Zone 3:** the flood risk in these areas is 1 in 100 years and there are therefore significant constraints to development. This zone is further sub-divided into 3a, 3b and 3c.

**Flood Zone 3c:** areas of washland protected from development.

**Flood Zone 3b:** areas outside of existing conurbations and not previously developed, generally not suitable for residential, commercial and industrial development unless a particular location is essential.

**Flood Zone 3a:** existing urban areas within the flood plain of the river. These areas may be suitable for residential, commercial and industrial development provided the appropriate minimum standard of flood defence can be maintained for the duration of the development.

2.136 We will use the advice and considerations given in the SFRA to determine planning applications and prospective developers will be required to submit flood risk assessments as part of planning applications within zones 2 and 3. This assessment is being reviewed and updated in the light of PPS25 and new information.

2.137 A number of the proposed sites lie within areas with a medium or high flood risk (flood zones 2 or 3). As such they have been subject to sequential and exception tests in accordance with PPS25, the results of which are contained in **Appendix F**.

## Sustainability Appraisal & Appropriate Assessment

- 2.138 By law, we are required to carry out both a 'sustainability appraisal' and 'appropriate assessment' at each formal consultation stage of the DPD preparation process.
- 2.139 The sustainability appraisal has been prepared by consultants and describes and evaluates the likely significant economic, social and environmental effects of the Area Action Plan and sets out mitigation measures for addressing any significant negative effects.
- 2.140 The sustainability appraisal provides a summary of the following:
- the framework of sustainability objectives and indicators used to appraise the Central Wakefield Area Action Plan;
  - key sustainability issues and problems facing central Wakefield which the Area Action Plan needs to tackle;
  - a detailed appraisal of the issues and options for central Wakefield identified through consultation;
  - testing the compatibility of the Central Wakefield Area Action Plan objectives with sustainability appraisal objectives;
  - a detailed appraisal of Central Wakefield Area Action Plan strategy and policies;
  - assessing the suitability of sites for development against the objectives of the framework;
  - a description of how the sustainability appraisal has influenced the development of the Central Wakefield Area Action Plan; and
  - monitoring indicators for assessing the social, economic and environmental effects of the Central Wakefield Area Action Plan.
- 2.141 The SA meets the requirements of the European Directive on Strategic Environmental Assessment (the SEA Directive).
- 2.142 The main report (known as the Sustainability Appraisal Report) is accompanied by a non-technical summary of the key findings. It also summaries the work of previous consultation stages, including the results of the scoping stage.
- 2.143 The Habitats Directive (Council Directive 92/43/EEC) requires assessment of plans or projects affecting Natura 2000 sites. Natura 2000 is a Europe-wide network of sites of international importance for nature conservation. Ramsar sites support internationally important wetland habitats, and are also included in the assessment in line with government policy in PPS9. The Central Wakefield Area Action Plan has been subject to an screening assessment which identifies the likely impacts of its policies and proposals on a Natura 2000 site or Ramsar site, either alone or in combination with other projects or plans, and considers whether these impacts are likely to be significant.
- 2.144 Copies of all these documents along with the Central Wakefield Area Action Plan can be downloaded at [www.wakefield.gov.uk](http://www.wakefield.gov.uk). A summary of the sustainability appraisal of the policy options is included at **Appendix D** of this report.

### 3. MAIN ISSUES FACING CENTRAL WAKEFIELD

- 3.1 This section is structured on a topic by topic basis following the chapter headings of the strategy set out in the Central Wakefield Area Action Plan.
- 3.2 Central Wakefield has suffered in recent years from out of centre developments and the growth of Leeds. Although the number of shops and businesses has remained relatively static, there has been limited investment within the city centre in recent years.
- 3.3 A common thread running through the consultation and literature review is that the policies and proposals in the Area Action Plan should promote and emphasis the distinctiveness of central Wakefield, particularly those aspects of the city centre that are unique or project a positive image of the city, such as its skyline. It is entering a new phase in its history and development, and there is a renewed impetus for change.

#### Transport

- 3.4 Wakefield's strategic location astride the national transportation network has been one of the key drivers of Wakefield's economic growth in recent years<sup>9</sup>. The regeneration of the city centre provides an opportunity to capitalise on its accessibility and strengths as a business and commercial centre and its proximity to Leeds city centre. Research shows that the number of new houses being provided in Wakefield exceeds the number of new jobs available locally within the district. The city centre enjoys excellent public transport access to the East Coast Mainline and Leeds to London railway services and there are good links to the M1 and M62 motorways and A1.
- 3.5 Wakefield city centre is at the crossroads of several major roads. Four radial routes intersect at various points along the inner ring road: A61 (Leeds Road/Barnsley Road), A638 (Doncaster Road/Ings Road), A642 (Jacobs Well Lane), A636 (Denby Dale Road) and A650 (Bradford Road). However, this configuration creates traffic bottlenecks at key roundabouts and junctions and an unpleasant environment for pedestrians and cyclists, not least because vehicles are forced to travel into and through the city centre to get to other designations. Tackling congestion is one of our key priorities.
- 3.6 In summary, the key problems relating to congestion within central Wakefield are:
- lack of road capacity at junctions;
  - incomplete inner ring road;
  - severance problem for pedestrians and cyclists;
  - illegal parking causing traffic delays particularly on radial routes leading into the city centre;
  - demand for road space exceeding supply; and
  - declining bus use and growth of private car use.
- 3.7 Our main challenge is to re-direct through and non-essential traffic so it travels around rather than through the city centre and reduce the amount of vehicles within the city centre while promoting alternatives to the private car, such as cycling and public transport.
- 3.8 Although traffic growth across the district has been less pronounced than other parts of West Yorkshire, car use within Wakefield remains high (accounting for 67% of all commuters) and public transport patronage is lower than national or regional averages (11.5%)<sup>10</sup>. Due to its proximity to Leeds and national motorway network, Wakefield has a high proportion of outward commuting especially to larger cities and towns, such as Leeds, Huddersfield and Sheffield. Bus services across the city centre suffer poor reliability and links to other settlements within the district and other major urban areas could be improved.
- 3.9 According to monitoring statistics from the second local transport plan, traffic flows have increased significantly on the main roads leading into the city centre. Between 2000 and 2006, total peak time movements in and out of the city centre increased by 1,447 per hour from 8,992 to 10,439, a rise of 15%. The above increase is largely attributed to car movements. On an average day, some 40,000

<sup>9</sup> West Yorkshire Strategic Economic Assessment 6: Stronger Cities, Towns and Rural Communities (Yorkshire Futures, September 2006)

<sup>10</sup> Wakefield Transport Strategy (Arup, 2006)

cars make trips into the city centre. Further statistical information on traffic flows and movements is set out in the baseline section of the sustainability appraisal.

- 3.10 Particular congestion hot spots can be found on the main routes leading into the city centre and is especially acute at peak periods. There has also been a significant increase in travel-to-work trips from Wakefield to other parts of West Yorkshire and the region.
- 3.11 Rail travel to the city centre doubled between 1998 and 2004 and this trend is continuing in line with economic growth prospects for Leeds and Wakefield. Meanwhile, bus patronage has remained relatively static since 1998.
- 3.12 A list of key transport schemes within central Wakefield is provided in Table 2 below. The Emerald Ring makes up the bulk of the transport investment programme. Further details can be found in the Highways Masterplan (2006-2011).

<b>Scheme</b>	<b>Wakefield City Centre Streetstyle Design Guide</b>	<b>Timescale</b>	<b>Delivery</b>
<b>New section for Marsh Way</b> Roundabout at Marsh Way / Jacobs Well Lane and Union Street will be replaced by a controlled junction and pedestrian facilities will be provided to replace the subway at York Street and Pinderfields Road	Good Quality (Emerald Ring)	Completion 2021 (Phase one of Trinity Walk scheme)	Funded by Simons as part of Trinity Walk scheme
<b>Westgate</b> A new road will be built linking Westgate through to Bell Street/Bond Street junction. The new road system will operate as a gyratory with Drury Lane being made one way onto Westgate and include new traffic signals.	Good Quality (Emerald Ring)	Completion 2010/11 (Phase one of Merchant Gate)	
Other sections of the existing inner ring road will also be redeveloped as part of the Emerald Ring to link major regeneration schemes at Merchant Gate, Trinity Walk and the Waterfront and improve pedestrian environment (Ings Road/Quebec Street/ Denby Dale Road).  A new gyratory will be created to link Bell Street – Marsh Way and traffic entering from A61 will use Rishworth Street to connect to Merchant Gate and Wentworth Street which will be made into a one-way street towards Leeds Road.	Exemplar Quality – Principal Space	Post completion of Emerald Ring	Funding through re-development of adjacent development sites with developer contributions – Section 106 agreements
<b>North Wakefield Gyratory system</b> The scheme will introduce a bus priority system for north Wakefield via a new one-way gyratory system (inbound: A61 and Northgate: outbound Wentworth Street and Bradford Road) where part of the carriageway is given over to bus only lanes.	Good Quality – Standard Street (Emerald Ring)	Works will take place between 2008/2010	Contribution coming from LTP2.
<b>Traffic management schemes</b> In bound, bus only routes will be created along Kirkgate and a bus gate will prohibit traffic from using Upper Kirkgate(VMS signage)  Enhancing pedestrian routes between Cathedral Precient / Trinity Walk and the Waterfront	Exemplar Quality) (Kirkgate)	Works 2009/2010 Cost 3.5 million	Contribution coming from LTP2. Requires additional funding
<b>Chantry House roundabout</b> will be replaced with a conventional traffic	Good Quality (Emerald Ring)	Post Trinity Walk scheme	Funded through redevelopment of

controlled junction with links to Lower Warrengate. Subways will be filled in (part of the Emerald Ring).	Exemplar Quality – Principal Street (Kirkgate)		adjacent sites
Other works as part of the Emerald Ring will involve removing the central reservation and streetscape improvements and road safety measures as part of Trinity Walk and Merchant Gate developments.	Good Quality (Emerald Ring)	Works will come forward in phases (due to be completed by 2010).	Funded through redevelopment of adjacent sites
Changes will also be made to various road junctions (e.g. Doncaster Road/Barnsley Road) to reduce their size and facilitate pedestrian movement.	Good Quality – Key Gateway	Start early 2008	Funded by CTP St James as part of Waterfront development

### Transport Assessment & Modelling

- 3.13 The three major development sites in Wakefield city centre (namely: Waterfront, Merchant Gate and Trinity Walk) were all subject to detailed traffic assessments at the planning application stage. The transport assessments contained detailed information on traffic generation, trip rates, road safety and accessibility. The traffic impact of the developments were modelled using programs such as PICADY, OSCADY, ARCADY or TRANSYT depending on whether the highway network contained give way (priority) junctions, traffic signals, roundabouts or linked traffic signals (respectively). The Emerald Ring has been designed to cater for the increase in vehicular and non vehicular demand predicated as a result of the city centre's regeneration. It is forecast that the three major projects will generate 1,700 trips in the morning peak and 2,200 trips in the evening peak<sup>11</sup>.
- 3.14 The highway network being developed through Merchant Gate and Trinity Walk will form a large part of the city's Emerald Ring. The remainder of the Emerald Ring (Ings Road, Marsh Way and the Chantry House roundabout) will be delivered through identified schemes contained within documents such as the Transport Strategy 2007 and the Highways and Urban Realm Implementation Plan 2008; Wakefield City Centre Car Parking Strategy 2006 and LTP2 (2006-20011). Schemes identified include: public transport priority routes such as new bus lanes; a new railway station at Westgate; better provision for pedestrians and cyclists; additional short stay parking within the city; and re-focused long stay parking provision situated on the perimeter of the city or at park and ride sites.

### Car Parking

- 3.15 Central Wakefield has a total of 4,642 long stay car parking space and 2,106 short stay car parks. Overall, there are 6,348 car parking spaces and 1,548 on street residential car parking spaces in central Wakefield. However, the surplus accounts for around 32% of the total car parking stock. The city centre is dominated by small surface car parks and vehicle movements with relatively poor pedestrian access to shops and services.
- 3.16 The car parking strategy confirms that there is currently an oversupply of long stay parking within the city centre so some short stay activity is taking place in long stay bays. As a result of changes to the car parking supply following the completion of Trinity Walk and Westgate, Wakefield will require additional car parking capacity to support the city centre, particularly for shoppers and visitors. The recommendations of the parking strategy include:
- converting existing long stay parking into short stay (enabling more users per day);
  - freeing up council parking space for new development (being the largest employer in the district);
  - relocating long stay car parks onto the edge of the city centre;
  - making better use of private parking when not in use, e.g. at Westgate station;
  - consolidating the large number of surface car parks into a small number of larger car parking facilities such as multi-storey facilities; and
  - developing park and ride schemes.

<sup>11</sup> West Yorkshire Local Transport Plan Delivery Plan (2007)

- 3.17 The Central Wakefield Area Action Plan proposes a combination of different strategies to effectively manage traffic coming in and out of the city centre and address the needs of different users such as shoppers and visitors.
- 3.18 It is proposed to retain long stay car parks within central Wakefield but significantly increase the supply of short stay spaces. Upon completion of the three major regeneration projects, there will be limited surplus car parking capacity within central Wakefield (14%).

## Housing

- 3.19 Central Wakefield has a population of around 8,600 people with a relatively high proportion of young people and families (2001 census). Towards the north and east of the plan area, there are well established inner city residential communities (e.g. at Primrose Hill, St. Johns and College Grove) with high density housing, such as flats and terraces, and some open space. These areas retain strong functional and physical links with the city centre and abut some of the major development sites. There is also a concentration of social rented housing, including high rise blocks, in the area to the immediate north of George Street bounding the Retail Policy Area.
- 3.20 Research confirms that there is growing interest in city centre apartments, particularly among young professionals and families<sup>12</sup>. Planning permission has recently been granted for several housing developments in central Wakefield, as listed in Table 3 below.

**Table 3: Major residential sites with planning permission or recently completed within central Wakefield (as at 31<sup>st</sup> March 2008)**

Address (street)	Address (locality)	Site status	Number of approved dwellings	Greenfield/brownfield	Flood zone
Former Skills Centre	Fall Ings, Doncaster Road	Completed	84	Brownfield	3a
Waterside	Doncaster Road	With full permission	30	Brownfield	3a
Calderford site	Doncaster Road/Barnsley Road	Under construction	145	Brownfield	3a
Waterfront - Phase 1A	Calder & Hebble Square	Under construction	58	Brownfield	3a
Former cinema	Sun Lane	With full permission	68	Brownfield	None
Grantley Street			37	Brownfield	None
Ings Road		Completed	136	Brownfield	2
Adjacent Westgate station	Merchant Gate	With outline permission	143	Brownfield	None
Block G Westgate	Merchant Gate	With full permission	60	Brownfield	None
29-49 King Street		Under construction (change of use)	47	Brownfield	None
Marsh Way	Trinity Walk	With full permission	72	Brownfield	None

- 3.21 Furthermore, anecdotal evidence suggests that the overheating Leeds property market has fuelled demand for new housing in Wakefield where house prices are considerably cheaper than other parts of West Yorkshire. According to regional market statistics, the buy-to-let sector is proving particularly popular due to its proximity and accessibility to the national transport network and Leeds city centre with increasing numbers of workers from Leeds choosing to move to Wakefield, especially students and young professionals. In district terms, housing demand is the highest in Wakefield city centre and the immediate surrounding areas<sup>13</sup>.
- 3.22 The above analysis of property trends underscores the buoyancy of the housing market in Wakefield district, particularly within the main urban centres, such as Wakefield. With the exception of Kirklees, Wakefield has experienced higher rates of growth in house prices compared to the regional average in Yorkshire and Humber in recent years (Yorkshire Futures, 2006), Wakefield is forecast one of the highest levels of housing growth in the region with an annual target of 1,600 new homes per annum (from 2008 to 2021), as indicated in Table 13.1 of RSS. Although the housing market appears to be

<sup>12</sup> Housing Needs Statement (2007/2008)

<sup>13</sup> Improving Residential Offer in the Leeds City Region: Developing a Strategic Response to the Challenges of Economic Growth (Sheffield Hallam University, CRESR, 2006)

slowing down, local estate agents are confident that it will remain strong over the next few years ahead of other West Yorkshire districts<sup>14</sup>.

- 3.23 Demand for city centre living is expected to increase during the next 5 to 10 years against the backdrop of rising land values, population and household growth, and development pressure. At the preferred options consultation, there was general support for more good quality housing in the city centre, including mixed use development. However, concerns were cited about the lack of family and affordable housing and availability of support facilities, such as schools and community facilities. In addition, changing demographics and housing markets and growth of single households means that we need a different profile of housing stock to meet the needs of a wide range of people, including students and young professionals in central Wakefield. There is a shortage of family based accommodation both within central Wakefield and the main urban area. Affordable housing is also in short supply in central Wakefield (see the strategic market assessment).
- 3.24 We have identified sites and areas where housing will be appropriate, and these are shown as Development Sites and Special Policy Areas on the proposals map (see Plan No. 1 – Proposals). Most of the new housing will be accommodated within either mixed use schemes or through residential conversions above shops.
- 3.25 All potential housing sites within central Wakefield have been assessed in terms of their ‘*developability*’, ‘*availability*’ and ‘*deliverability*’ based on the criteria set out in PPS3. The purpose of this assessment is to demonstrate that the identified sites can be brought forward during the lifetime of the plan and will contribute to the five year supply of housing in line with the Core Strategy and PPS3. This aspect of the evidence will feed into our Strategic Housing Land Availability Assessment.
- 3.26 Based on the above assessment, we estimate that site allocations will provide around 2,162 new dwellings within central Wakefield over the plan period as a contribution towards the overall requirement for dwellings within the urban area of Wakefield by 2021<sup>15</sup>.
- 3.27 To be consistent, we have followed the same rigorous site selection process as other sites or proposals identified in other LDF documents. The Housing Technical Paper accompanying the Core Strategy sets out the methodology that has been used to assess the suitability of sites against a range of sustainability criteria. We have applied these criteria in our assessment of each site within central Wakefield. **Appendix D** of this paper provides a summary of the results of the sustainability appraisal of these sites.
- 3.28 **Appendix B** provides a summary of the site selection process, and also indicates:
- the phasing arrangements for each site;
  - the capacity of the site to accommodate residential development;
  - the density potential of each site;
  - how sites will be delivered;
  - physical and environmental site constraints (e.g. flood risk, land ownership issues etc); and
  - the suitability of the proposed sites for housing development in terms of their location and accessibility to shops and services.
- 3.29 A sequential approach has been followed in the identification of sites within central Wakefield using the following priority (based on the criteria set out in PPS3).
- previously developed (i.e. brownfield) land within the settlement; and
  - suitable greenfield land within the settlement.
- 3.40 Based on the above, our proposed housing site allocations are classed as first priority sites being previously developed in nature and located within the urban area. None of the sites are located within greenfield land or open space.
- 3.30 The Core Strategy settlement hierarchy states that new housing should be concentrated within the urban areas, reflecting their overall sustainability in terms of the jobs and services available and their

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<sup>14</sup> Wakefield Housing Market Demand (a component part of the Strategic Housing Market Assessment), March 2008)

<sup>15</sup> Please note that the above target reflects the position as of 31<sup>st</sup> March 2007 and includes the residential element of the three regeneration schemes: Trinity Walk, Merchant Gate and the Waterfront.

accessibility to services. Wakefield, as a Sub Regional City, sits at the top of the settlement hierarchy. These are highly sustainable locations for new housing development being within easy reach of major public transport nodes and high order services in central Wakefield. As such, they will strengthen the role and status of Wakefield as a Sub Regional City in line with the spatial development strategy set out in the Core Strategy and RSS.

- 3.31 Some of the sites have come forward from the current UDP, while others have been identified through the urban potential study work and the LDF consultation process. These represent our preferred sites. However, one of the sites identified at preferred options stage has subsequently been rejected: the headquarters of West Yorkshire Police between Laburnum Road and Bond Street is no longer available for redevelopment. In the preferred options document, it formed part of a Special Policy Area known as '*Registry of Deeds/ Clayton Hospital and Northgate Car Park*', a designation that has not been carried forward into the submission version. This area has been split into a series of individual development sites.
- 3.32 Housing development within central Wakefield must provide at least 30% affordable housing to meet identified needs. The exact form and proportion of affordable housing on each site will depend on the results of the Strategic Housing Market Assessment and current needs. This figure is based on the district-wide target of 30% of new homes being made affordable.
- 3.33 Baseline information on the characteristics of individual sites has been collated from various sources, namely:
- technical consultations with landowners, developers and statutory consultees to establish nature and extent of constraints and opportunities (see the Statement of Pre-submission Consultation for further details) ;
  - flood risk assessments;
  - sustainability appraisal; and
  - health and safety audits.
- 3.45 Government guidance requires us to identify broad locations and sites that will provide an adequate and continuous supply of housing to meet a range of local needs over the course of the plan period. PPS3 states that local planning authorities should identify sufficient specific '**deliverable**' sites to deliver housing in the first five years and then identify 'developable' sites for the next five years.
- 3.46 To be considered deliverable, sites should, at the point of adoption of the Central Wakefield Area Action Plan:
- be '**available**' – the site is available now;
  - be '**suitable**' – the site offers a suitable location for development now and would contribute to the creation of sustainable, mixed communities; and
  - be '**achievable**' – there is a reasonable prospect that housing will be delivered on the site within five years.
- 3.47 The Central Wakefield Area Action Plan identifies sufficient housing sites to meet at least 5 years supply of housing within central Wakefield as well as provide a further supply of housing until the end of the plan period. A full break down of the housing trajectory for central Wakefield is set out in **Appendix B**.
- 3.48 The housing trajectory is made up of different categories: housing completions (since 2004), planning permissions and proposals set out in the Central Wakefield Area Action Plan. It sets out a timeline from 2004 to 2021 showing when dwellings are likely to come forward based on estimated construction start and phasing of the proposed development. The Central Wakefield Area Action Plan will provide approximately 35% of total indicative net requirement for the urban area of Wakefield. This is because:
- Central Wakefield will be a key driver of growth within the district (see policies CS1 and CS4 of the Core Strategy);
  - RSS identifies Wakefield and former coalmining areas to the south of Leeds city centre as a priority location for employment and regeneration;
  - there are identified need for more affordable housing along with retail and office development in the city centre;

- the Core Strategy identifies Wakefield city centre as the largest and most dominant retail and commercial centre in the district;
- housing growth will support the regeneration of the city centre and help fulfil its role as a major sub regional centre;
- according to the results of the settlement appraisal, central Wakefield represents the most sustainable location for future development in the district giving excellent access to public transport and key services and amenities<sup>16</sup>. It lies within the main urban area of the district and forms part of the Sub Regional City of Wakefield;
- city centre living is a growing market in Wakefield and there is a strong and there is strong demographic and lifestyle evidence to support the view that this will continue<sup>17</sup>.

3.49 The annual net additional housing requirement for the district has been sub-divided between individual settlements (i.e. main urban areas and local service centres) according to their position within the settlement hierarchy (see Table 4 of the Core Strategy – Submission Document).

3.50 In addition to the sites identified above, we anticipate that non allocated sites, including small sites under 10 dwellings, will come forward during the plan period (known as windfalls). Such sites will be assessed against the policy criteria set out in the Central Wakefield Area Action Plan and other DPDs. It is also worth noting that the cumulative surplus is quite low by 2021 although no allowance has been given for windfalls.

3.51 The figures from the housing trajectory have been derived from monitoring and the list of sites in Table 3 from the Central Wakefield Area Action Plan. Other housing sites within the district will be identified and allocated in the Site Specific Proposals DPD.

## **Economy & Employment**

3.52 City centres are becoming increasingly important as business centres and have concentrations of knowledge and innovation linked to colleges and universities. Wakefield is no exception.

3.53 In recent years, central Wakefield's economy has diversified and the service sector has grown, especially in financial services and communications. This is due in part to its excellent communication links and size of the labour pool in the district.

3.54 There are a number of established businesses and industrial uses operating within the waterfront area (e.g. Calder Vale and Thornes Wharf) which provide local employment opportunities close to the city centre. The Central Wakefield Area Action Plan will aim to protect and retain these uses, wherever possible. However, Thornes Wharf will come under increasing pressure for re-development during the plan period as a result of the regeneration of the core waterfront area and surrounding areas. The long term vision is to redevelop Thornes Wharf into a high quality mixed employment quarter with predominately commercial and leisure uses. In the meantime, we will provide support and assistance to existing businesses within Thornes Wharf and other employment areas who want to expand or relocate to other parts of the district.

3.55 Wakefield city centre is the historical home of regional government and retains a strong tradition of public government service being the headquarters for West Yorkshire Police, the Yorkshire and the Humber Regional Assembly, Wakefield Metropolitan District Council, a branch of the Inland Revenue, the court, and one Primary Care Trust.

## **Offices**

3.56 The findings of the West Yorkshire office property market study found that Wakefield has:

- a strong tradition of public sector employment;
- a shortage of good quality office accommodation; and
- a residual demand for new office space.

3.57 The office stock within the city centre is typified by a mix of older purpose-built offices, conversions from either residential or industrial premises and some 1970s and early 1980s developments on the

<sup>16</sup> Settlement Technical Paper (Wakefield Metropolitan District Council, January 2008)

<sup>17</sup> Wakefield Housing Market Demand (Affordability Regeneration Communities, 2008)

edge of the city centre. However, much of this stock is unsuitable for modern office working requirements.

- 3.58 In terms of the private office market, Wakefield has traditionally played a secondary role within the region. The proximity of Leeds city centre and the presence of out-of-town office parks (e.g. Calder Park, Paragon Park and Silkwood Business Park) divert many major office based businesses away from the city centre. On the other hand, the city centre does have distinct advantages in terms of cost and accessibility and office rental values within the city centre are generally lower than neighbouring centres, such as Doncaster, Huddersfield and Leeds (source: Focus, 2006).
- 3.59 The Core Strategy identifies the city centre has a key location for new office growth and it does not propose to significantly expand the size of existing office parks or create new office parks at out of centre locations. Policy CS8 of the Core Strategy states that the focus for new office development will be within city and town centres or existing office parks<sup>18</sup>.
- 3.60 Yorkshire Forward's urban regeneration programme proposes two major office schemes at Merchant Gate (formerly known as Westgate) and the waterfront. These will include around 49,000 square metres of office space. In total, Wakefield city centre is forecast to generate some 2,000 new jobs through relocation of existing businesses in other parts of the district and region<sup>19</sup>. The forecast demand for office space within Wakefield is expected to grow, albeit at more modest scale compared with Leeds (Experian, 2006). Around 93% of new employment within Wakefield will be provided within Merchant Gate, Trinity Walk and Waterfront Special Policy Areas in the early half of the plan period<sup>20</sup>. Together, these developments will create some 3,700 new jobs (full time equivalent).
- 3.61 Wakefield city centre has potential to capitalise on its locational advantages of the city centre as a business designation and communications hub to attract companies, especially from Leeds. Indeed, some 51.4% of existing businesses within Wakefield cite their current location as a key factor in influencing their decision to invest in the area<sup>21</sup>. This figure is relatively high compared with regional (40%) and sub regional averages (38%) and provides a strong case for further investment in the city centre. Forecasts suggest that Wakefield will experience one of the highest rates of economic growth in the region over the next few years, mainly in highly skilled operations such as IT and communications<sup>22</sup>.
- 3.62 Wakefield also has higher employment growth rates than the national average - outperforming other comparator centres, such as Leeds and Sheffield. In contrast, between 2000 and 2002, total employment within the city centre fell by 2.2% with notable falls in the commercial and retail sectors.<sup>23</sup> Clearly, there is a need to re-focus our efforts to improve the image of the city centre and provide new employment opportunities.
- 3.63 A number of sites and areas have been identified in the Central Wakefield Area Action Plan for office development (see Plan No. 1 - Proposals). This provides an opportunity to significantly increase the proportion of office space within central Wakefield, especially high quality grade A accommodation. Westgate Yards has also been identified as a potential location for business cluster opportunities in association with Yorkshire Forward's business cluster initiative.
- 3.64 Knowledge based industries also have the potential to expand within the city centre in line with recent trends. For instance, the digital media and creative sector has experienced the highest rate of employment growth in the region (13%) as compared with 9.2% across the UK (5,000 employed in 2004). Wakefield also boasts a series of specialist centres for new and fledgling IT and digital media companies, such as the Wakefield Media Centre which has strong links to Huddersfield University and Wakefield College.
- 3.65 In the face of rising demand for office and retail space within the city centre, employment levels are expected to grow significantly over the course of the plan period.

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<sup>18</sup> PPS6 identifies offices as key town centre uses.

<sup>19</sup> A study of the West Yorkshire office property market (Yorkshire Forward, 2005)

<sup>20</sup> West Yorkshire Local Transport Plan – Congestion Delivery Plan (West Yorkshire Passenger Transport Authority, 2007).

<sup>21</sup> Wakefield in Brief (Yorkshire Forward, 2006)

<sup>22</sup> Housing and economic growth in the Leeds City Region (Centre for Urban and Regional Studies, Birmingham University, July 2006)

<sup>23</sup> Wakefield city centre health check (GVA Grimley, 2007)

## Delivering High Quality Design

- 3.66 Wakefield is a traditionally low rise city with a medieval centre. In comparison with other cities in the sub region, the city centre is relatively small and compact (all sites and places of interest are within walking distance of each other) and has a limited amount of open space. It is dominated by urban motorways and railway lines.
- 3.67 The gateways and routes leading into the city centre are generally characterised by poor quality architecture and post war redevelopment (see photographs set out in **Appendix F**) and there are relatively few good exemplars of high quality contemporary design in the city centre.
- 3.68 High quality design is a key component of our vision to transform Wakefield into a vibrant city of international distinction and achieve a long term renaissance, befitting its role as a major sub regional centre. It is a major cross cutting issue relevant to all of the objectives set out in the document. Our aim is to achieve design excellence and earn international recognition for the design of new buildings and spaces within central Wakefield in order to raise aspirations and perceptions of the city centre to the public and outside investors<sup>24</sup>. In 2004, Wakefield was named one of CABI's champions of design in recognition of its achievements in developing open space and high quality design solutions within run down areas. The renewal of the city centre will be driven by celebrating Wakefield's internationally important cultural, industrial, maritime and social history and its unique skyline. The focus of the renewal programme is the creation of high quality public realm that effectively links different areas of the city centre as part of a coherent street environment of spaces and buildings. This approach stems from the design policies in the UDP and urban renaissance programme.
- 3.69 In order to achieve these aims, we have taken a design led, collaborative based approach to delivering sites and projects within central Wakefield. The urban renaissance programme commissioned a series of master plans to guide the development of the three regeneration schemes (as listed in paragraph 2.108) using the design principles and concepts from Koetter Kim and Associates' reports and Gehl Architects' public realm strategy as a starting point for more detailed design work. Further detailed master planning design led work will be prepared for the other Special Policy Areas.
- 3.70 Various mechanisms and implementation tools (e.g. design advisory panels, design principles, sustainable design standards, design codes, master plans and so on and early consultation) have and will be introduced to strengthen the design led approach within the city centre.
- 3.71 Lying on a hill above the River Calder, Wakefield city centre has a distinctive topography and skyline principally dominated by historic spires and towers of All Saints Cathedral, Wakefield Town Hall, St Johns Church and Wakefield County Hall. They are a reminder of the city's heritage as major trading and market centre. To unlock the potential of the unique topography and skyline, we will:
- protect and maintain strategic views of the spires and towers, including points of orientation;
  - seek to create new high quality views of the spires and towers through comprehensive redevelopment, especially at key gateways; and
  - encourage developments that enhance the skyline and topography through high quality design.
- 3.72 The renaissance vision for Wakefield is centred on the concept of the 'compact city', as expressed in Getting Connected: Wakefield Renaissance Chapter (Koetter Kim and Associates, 2002). This aims to create a series of compact and multi use accessible settlements across the district that are well connected to each other and offer high density living around public transport corridors and nodes so as to promote alternative forms of transport to the private car and more efficient land use patterns. As the city of spires is a dominant feature of the city, they also suggested:
- incorporating the theme of tall slender buildings into the regeneration process; and
  - marking important places or activities such as priority development areas with a version of the spires and tall slender buildings to promote the identity of the city centre

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<sup>24</sup> Wakefield Strategy Report (Wakefield first, 2003)

3.73 The following provides a definition of a compact city:

*'A compact city is a high density urban settlement that has the following main characteristics<sup>25</sup>:*

- *Central area revitalisation.*
- *High-density development.*
- *Mixed-use development.*
- *Services and facilities: hospitals, parks, schools, leisure and fun.'*

3.74 The benefits of 'compact towns' are listed in Kim Koetter's Getting Connected: Wakefield Renaissance Chapter prepared in 2002 and have been reflected in the vision and proposals set out in the Central Wakefield Area Action Plan in line with the government's aims of reducing the need to travel and promoting compact and liveable sustainable communities<sup>26</sup>.

3.75 There is significant scope for increasing the density of development in the city centre arising from the clearance of sites on the periphery of the inner ring road and the development of the key regeneration areas. For example, tall buildings would be particularly suited to locations close key public transport nodes or gateways, especially on the southern and eastern side of the Emerald Ring<sup>27</sup>. In such locations, tall buildings have the potential to make a positive contribution to the city centre skyline (especially over long distances) as the topography is generally flatter than the rest of the city centre and located some distance away from the spires and towers. However, tall buildings would not be appropriate within certain locations of central Wakefield, particularly within or adjacent sensitive historic areas, such as the Cathedral Conservation Area. In the core retail and commercial areas, tall buildings could potentially cause harm to the character of the skyline by virtue of their proximity to the key spires and towers, particularly over long distances, for example, from the M1 motorway in the west. High rise flats along George Street and Kirkgate protrude into and harm the skyline especially from Denby Dale Road – the main gateway into the city centre from the south (thereby creating visual eyesores).

3.76 We carried out a townscape survey during the preparation of the document to identify key views and vistas in relation to the key spires and towers taking into account the results of the Wakefield City Centre Streetstyle Design Guide (Gillespies, 2005) and Wakefield Strategy Plan (Gehl Architects, 2004) Photographical details are attached at **Appendix G**.

3.77 Various sites have been earmarked for landmark development, including tall buildings, at gateway locations across central Wakefield (see Policy CW9: Landmark Sites) as shown on the proposals map. This is in direct response to the need to improve the quality of the gateways leading into the city centre as suggested by Gehl Architects. Proposals will not be granted for tall buildings where they would obscure views and vistas of the spires and towers because of their height and bulk. Proposals for tall buildings will be required to submit a detailed urban design analysis setting out how the proposal will preserve or enhance views of the views of the spires and towers and achieve the highest standards of design and architecture. Indeed, these structures would create new view points or markers for the city to aid navigation, and their siting could be aligned with prominent vistas or view points to enhance the skyline of the city centre.

3.78 Central Wakefield has a total of 135 listed buildings, eight conservation areas and six archaeological sites. In addition, there are also 70 buildings of local interest within the plan area. The extent of the conservation areas and archaeological sites are shown on Plan No. 1 – Proposals.

3.79 We are currently undertaking conservation area appraisals and management plans for all of our conservation areas, including those in the city centre. They set out the policies and recommendations for preserving and enhancing the character and appearance of the conservation area (copies can be downloaded from our web site) and will be used as a basis for assessing planning applications for proposals for development within the conservation areas. This process also involves reviewing architectural and historic assets, such as listed buildings, conservation areas, scheduled ancient monuments, and the network of open spaces. We have also recommended changes to conservation area boundaries: these have been incorporated into the proposals map (Plan No. 1- Proposals).

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<sup>25</sup> [http://www.rdg.ac.uk/PeBBu/state\\_of\\_art/urban\\_approaches/compact\\_city/compact\\_city.htm](http://www.rdg.ac.uk/PeBBu/state_of_art/urban_approaches/compact_city/compact_city.htm)

<sup>26</sup> Density: a debate about the best way to house a growing population (London School of Economics, June 2006)

<sup>27</sup> See Wakefield Strategy Plan (Gehl Architects, 2004)

- 3.80 Responses from the preferred options consultation showed considerable support and consensus on the importance of protecting and enhancing the built and natural assets of central Wakefield.

### **Sustainable Construction & Climate Change**

- 3.81 We will work with our key partners, such as the Environment Agency, British Waterways and Highways Agency and representatives of the development industry, to address and mitigate the effects of climate change and reduce carbon emissions within central Wakefield. Air quality and noise assessments will be required for all major developments close to main transport corridors within the Special Policy Areas and Development Sites, as indicated in **Appendix B**. Planning applications for development in flood zones 2 and 3 will also need to be accompanied by a flood risk assessment. These assessments will need to take into account the results of the Strategic Flood Risk Assessment for Central Wakefield in accordance with the Development Policies DPD.
- 3.82 One of the most effective ways of reducing carbon emissions is through the use of energy efficient and sustainable design measures during the construction of new development. The Code for Sustainable Homes sets a national standard for sustainable construction and design for new homes. Compliance with the code will be mandatory for all new homes built in the district during the course of the plan period. The code uses a 6 star rating system to evaluate the overall sustainability performance of homes. The Central Wakefield Area Action Plan states that new development within central Wakefield should achieve at least minimum standards in accordance with the Sustainable Code for Homes, and aims to make all new development zero carbon (i.e. this equates to level 6 of the code) before the end of the plan period (Building a Greener Future: Towards Zero Carbon Development, 2006). The government has also recently set a second long term ambition for all non domestic buildings (including commercial and retail development) to be zero carbon by 2019<sup>28</sup>. Progress towards achieving zero carbon development) will be measured through the Annual Monitoring Report as part of the monitoring of planning applications.

### **Public Realm**

- 3.83 Public realm forms a key component of the urban renaissance vision to transform the city centre into a vibrant and distinctive city of European importance. The renaissance vision proposes a network of public spaces and new enhanced streets and areas around the city centre and the waterfront.
- 3.84 Central Wakefield suffers from a shortage of open green space such as parks and gardens where people can congregate and relax<sup>29</sup>. There is overwhelming evidence to support this and the development of new public realm surface improvements, including street furniture, lighting and public art.
- 3.85 Gehl Architects identified opportunities for public realm improvements and put forward a number of priorities for action<sup>30</sup>. It also carried out a SWOT analysis of strengths and weaknesses of the public realm - a summary can be found in Chapter 4 of the Central Wakefield Area Action Plan. This found a city dominated by cars with relatively poor pedestrian links between key designations and also an ill defined spatial hierarchy between spaces and buildings.
- 3.86 For the purposes of the assessment, Wakefield city centre has been split into distinct districts or areas.
- Civic centre
  - Retail heart
  - Historic quarter
  - Waterfront
  - Kirkgate
- 3.87 Table 4 below sets out how the Central Wakefield Area Action Plan has taken into account the recommendations of the strategy and transposed them into policies (or targets). Together, these spaces will define the public realm and the identity of these districts or areas.

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<sup>28</sup> <http://www.hm-treasury.gov.uk/budget>

<sup>29</sup> Greenspace Strategy 2004 – 2009 (Wakefield Metropolitan District Council, 2004).

<sup>30</sup> Wakefield Strategy Plan (Gehl Architects, December 2004)

<b>Table 4: How the Wakefield Strategy Plan (public realm framework) has informed the Central Wakefield Area Action Plan</b>		
<b>Topic</b>	<b>Recommendation</b>	<b>How have the recommendations been addressed in the Area Action Plan</b>
Landscape	<i>Create better access to the waterfront on the sites along the River Calder – visual and physical</i>	Policy CW24 (Waterfront)
	<i>Prioritise important vistas</i>	Policy CW8 (Vistas)
	<i>Utilise topographical qualities</i>	Policy CW7 (Skylines & Strategic Views)
	<i>Introduce more parks and green pockets</i>	Policy CW12 (Public Realm- Principles & Objectives) Policy CW14 (Private Amenity Space)  New public spaces will be created and identified under the following policies (or the justification text).  Policy CW19 (Westgate Yards) Policy CW27 (Ings Road) Policy CW28 (Thornes Wharf)
Urban form	<i>Humanise the city centre</i> Buildings should be of human scale with design orientated towards the needs of pedestrians.	Policy CW4 (Development in the vicinity of the Emerald Ring) Policy CW6 (Development of Pedestrian & Cycle Routes)
	<i>Repair the urban structure</i> - ensure urban continuity of the streets and spaces such as open gaps. New development should be well intergrated and linked with existing city centre districts.	Policy CW12 (Public Realm - Principles & Objectives) Policy CW13 (Public Realm – Hierarchy of Quality) Policy CW6 (Development of Pedestrian & Cycle Routes)
	<i>Underline differences in each district character</i> i.e. change the function and nature of public spaces from car parking to people orientated spaces e.g reduce the number of surface car parks and introduce new street furniture and more human scale traffic signals  Ridings shopping centre refurbishment and new public links.	A number of these districts (e.g. Kirkgate and the waterfront) have been identified as Special Policy Areas (see policies CW25 and CW26).  The Central Wakefield Area Action Plan also recognises that the historic core - including the town hall, county hall and other civic buildings - has a strong character and is worthy of preservation. Most of this area is covered by conservation area designations.  Identifies and protects the main shopping area of the city (Policy CW16: Retail Policy Area)
Space	<i>Create new public spaces to establish a heirarchy</i>	Policy CW13 (Public Realm – Hierarchy of Quality)  Public realm projects are being implemented through our Public Realm Improvement Plan.
	<i>Revitalise and regenerate existing public spaces</i>	The Springs is identified for new public improvement.
	Add new building with housing and other uses to create a better definition of spaces	Policy CW12 (Public Realm - Principles & Objectives)
	<i>Minimise the number of surface car parks in the city</i>	Policy CW5 (Number & Location of Car Parks)
	<i>Introduce guidelines for street furniture</i>	Future SPDs Wakefield's city centre: Palette of Street furniture
Links	<i>Introduce traffic signals in urban scale</i>	Emerald Ring – Policy CW3
	<i>Introduce more housing in the city centre</i>	Table 3 (Housing Sites)
Links	<i>Celebrate the most important and beautiful buildings</i>	Policy CW7 (Skylines & Strategic Views)  Site specific policies generally seek to protect and enhance the setting of nationally important historic buildings and conservation areas through careful design and layout (see policies CW22 to CW28)

	<i>Introduce guidelines for façade transparency</i>	Policy CW19 (Westgate Yards)
	<i>Create a continuous pedestrian network through the city centre - to connect new development sites with the city centre and establishes good pedestrian links to important destinations</i>  Identifies new link from Kirkgate to the waterfront	Policy CW3 (Emerald Ring – Design Principles) Policy CW6 (Development of Pedestrian & Cycle Routes)  This route has been identified on Plan No. 3 (Pedestrian & Cycle routes). A new link is also included in the Hepworth Wakefield Gallery scheme with pedestrian bridge over the river from the waterfront to the city centre and Kirkgate area.
	<i>Stop through traffic in the city centre</i>	Policy CW1 (Emerald Ring) Policy CW2 (Restriction of Traffic within the Emerald Ring) Plan No 3 – Pedestrian & Cycle Routes
	<i>Reduce traffic in the city centre</i>	Policy CW2 (Restriction of Traffic within the Emerald Ring)
	<i>Introduce a network of cycle lanes</i>	Policy CW6 (Development of Pedestrian & Cycle Routes)
	<i>Improve quality of public transport</i>	Bus priority areas are identified on the proposals map (Plan No. 2 – Road Hierarchy)
	<i>Change pedestrian subways to crossings at street level and reduce guard railings</i>	Policy CW3 (Emerald Ring – Design Principles)
Attractions	<i>Establish a wide range of cultural and culinary attractions</i>	See 'Culture, Leisure, Tourism & the Evening Economy' (Chapter 4) and Table 4.
	<i>Introduce a catalogue of events for the primary public spaces</i>	See Chapter 4

## River Calder Corridor

- 3.88 The River Calder is the principal water corridor in central Wakefield and traverses in a north-south direction between Thornes Wharf and Calder Vale to the south of the city centre. Part of the river has been converted into a canal (the Calder and Hebble Navigation) between Wakefield Lock and Falls Ings.
- 3.89 There has been a longstanding commitment to introduce public spaces and new walkway or pedestrian routes along the River Calder and the Calder and Hebble Navigation Canal to allow public access to the waterfront. The Wakefield Strategy Plan (Gehl Architects, 2004) states that: *'Public access to the water should be assured by creating a promenade along the river. Platforms giving access to the water can provide direct contact to the water while benches along the promenade will provide seats for taking rest while walking and for people watching the river-oriented activities and vistas.'* (Page 24). Koetter Kim and Associates (see Wakefield: Developing the Vision) recommended the formation of a series of public spaces (including a park or entrance square on the northern tip of the waterfront peninsula) to provide an attractive setting for the proposed Hepworth Galley and the riverside together with pedestrian routes and spaces to connect buildings.
- 3.90 The Central Wakefield Area Action Plan identifies the waterfront as a potential location for a new urban park to complement existing spaces and compensate for the lack of accessible open space in the area.

## Shopping

- 3.91 Wakefield city centre is the main shopping and commercial centre within the district with around 110,000 square metres of retail floorspace. The main shopping areas of the city centre are pedestrianised and provide good links to surrounding areas. Nevertheless, Wakefield city centre is lagging behind other similar sized centres in the region, such as Doncaster and Huddersfield due to loss of trade and/or lack of investment. Customer and business surveys examining retail choice and environmental quality revealed that there has been little or no improvement in the quality and range of shopping provision within the city centre over the past five years. Wakefield city centre has also faced increasing competition from out of centre shopping facilities, namely the Castleford Designer Outlet Village, Castleford; Meadowhall, Sheffield; and White Rose Centre (Leeds). In contrast to

other centres, there has been no major retail development within Wakefield city centre since the opening of the Ridings Shopping Centre in the early 1980s.

- 3.92 We have collated a range of data on shopping trends and customer preferences from various sources (e.g. health checks, retail capacity studies and retail impact assessments etc) to support the evidence base and policies in the Central Wakefield Area Action Plan.
- 3.93 Respondents from the 2007 public perceptions study cited shopping as one of the key factors in influencing their decision to visit or travel to the city centre. Around a third thought that Wakefield had a good range of shops and the compact nature of the city centre (all shops are located on one area or close together) also won praise. Negative aspects of the city include the lack of variety in terms of shops and services, poor parking facilities, traffic congestion and run down, unkempt buildings.
- 3.94 Although originally prepared to inform policies and proposals in the UDP, the findings of the West Yorkshire Retail Capacity Study remain relevant because the Central Wakefield Area Action Plan carries forward proposals for retail development from the UDP. A summary of the evidence presented in these studies is provided below.
- Relatively low business representation compared with other towns and cities in UK (Goads survey: 2003).
  - The level of retail floorspace in the city centre is relatively small in comparison with neighbouring shopping centres, such as Doncaster, Leeds and Sheffield (especially larger shops for fashion wear multiples and groceries). Retail floorspace has fallen by 3% since 2003.
  - Vacancy rates (4.8% in 2005) are less than the UK average (8.9%)
  - The total number of retail units in the city centre has remained relatively stable for past 20 years.
  - Lack of large units (more than 50% of its shops fall under the smaller size i.e. less than 1,000 square foot) compared with the UK average of 38%.
  - Wakefield has a higher number of comparison units than the national average although numbers are falling.
  - Prime retail rents are relatively low especially compared with Leeds and out of centre locations such as Meadowhall.
  - Increasing competition from out of centre retail parks and major shopping centres (e.g. White Rose, Leeds; Meadowhall, Sheffield) continues to undermine the vitality and viability of the city centre.
  - Furniture, clothes and book shops, DIY and household goods, toy shops, pubs, cafes, restaurants are all under represented in the city centre (source: Goad survey: 2003).
  - Lack of key/national retailers (35%) and large stores (source: Focus, 2006).
  - Between 1995 and 2002, Wakefield fell 57 places in the national ranking of retail centres from 62th to 119th place (source: [www.experiangroup.com](http://www.experiangroup.com)) and between 2002 and 2005 made a slight recovery to 100<sup>th</sup> place.
  - There is almost as much out of centre retail warehouse floorspace within the urban area of Wakefield as there is in the city centre<sup>31</sup>.
- 3.95 Recent studies also confirm that Wakefield's retail economy is underperforming compared with similar sized towns and cities<sup>32</sup>. In the light of the above, there is a need to significantly expand and enhance the range and quality of shops within the city centre so it can 'claw back' lost trade from neighbouring shopping centres and attract further expenditure.
- 3.96 Wakefield city centre currently has around 50,000 square metres of retail floorspace – on par with the White Rose Centre (45,000 square metres) although significantly less than Leeds city centre (300,000 square metres). The West Yorkshire Retail Capacity Study estimated there was scope for an additional 20,000 square metres of retail floorspace from 2006 to 2015. A substantial proportion of this requirement will be met through the proposed Trinity Walk (formerly known as Marsh Way) scheme and Ridings Shopping Centre re-development within the existing Retail Policy Area in the heart of the city centre.

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<sup>31</sup> The Marsh Way Development, Retail Assessment Report (DTZ Piedad Consulting, September 2002)

<sup>32</sup> The Marsh Way Development, Retail Assessment Report – Update (DTZ Piedad Consulting, December 2003)

- 3.97 The proposed retail led mixed use scheme at Trinity Walk will provide circa 516,000 square feet of new retail and leisure floorspace. It will feature a new market hall, supermarket, a major department store and a range of national retailer units, together with residential apartments and some offices; and is due for completion in 2010.
- 3.98 A separate development plan document will be prepared as part of Wakefield's Local Development Framework covering district wide retailing and leisure issues. The timetable for the preparation of this document will be set out in the forthcoming Local Development Scheme. We will also work with other West Yorkshire authorities to publish an update of the West Yorkshire Retail Study to inform the emerging policies and proposals of the development plan document until 2021.
- 3.99 In terms of the retail strategy, central Wakefield has sufficient capacity to accommodate significant retail investment in the short to medium term within the Retail Policy Area. Altogether, the extension to the Riding Shopping Centre and Trinity Walk will create around 600, 000 square feet of new retail floorspace. There are also opportunities for additional retail development within other parts of the Retail Policy Area. On this basis, we do not envisage there will be a need to allocate any further sites for retail development or extend the size of the Retail Policy Area. The Central Wakefield Area Action Plan can be reviewed if circumstances change over the course of the plan period, although any changes will need to be subject to a further round of public consultation. The need for a review will depend on the success of the Trinity Walk scheme and the relative health of the retail economy in Wakefield District and the sub region. (The results of updated retail capacity study will provide us with a steer on this issue).
- 3.100 These findings underline the need for substantial retail investment within the city centre to meet shopping needs during the plan period and attract shoppers, visitors and workers lost to other centres.
- 3.101 Maintaining and reinforcing the role and status of Wakefield as a sub regional shopping centre is one of the key aims of the urban renaissance programme.

### **Cultural, Leisure, Tourism & Evening Economy**

- 3.102 Wakefield is dominated by a wide choice of pubs and clubs catering for the young adult market, particularly at weekends. The city centre also boasts a theatre, an art gallery and a regional design centre.
- 3.103 Although crime rates have fallen in recent years, Wakefield city centre remains a hot spot for crime, particularly violent crime and anti-social behaviour offences due to the heavy concentration of pubs and clubs within a relatively small area. Central Wakefield's crime rates are also proportionally higher than the other community safety areas in the district.
- 3.104 Anti social behaviour and the fear of crime are major concerns among residents and the Central Wakefield Area Action Plan seeks to address these concerns.
- 3.105 We have assessed the need for additional cultural, sport, tourist and evening based facilities within the city centre in detail and the general needs are summarised below.

<b>Sector</b>	<b>Needs</b>
Food and drink	There are also relatively few family based or up market restaurants and cafes for a city of Wakefield's size.
Art and culture	New art and cultural facilities are needed to consolidate existing exhibition and performance space and provide new facilities within more accessible locations in central Wakefield <sup>33</sup> .
Hotels	High quality hotel accommodation is in short supply within the city centre.
Conferencing space	There is a lack of conference facilities in the city generally and the city centre.
Sports and leisure	Indoor sport and leisure facilities in the city centre are aging and need to be replaced with modern facilities <sup>34</sup> .
Education	There is a need to improve the choice of higher education facilities within the district and expand and redevelop the Wakefield College site <sup>35</sup> .

<sup>33</sup> Wakefield District Cultural Strategy 2007-2012 (Wakefield Metropolitan District Council, 2007)

<sup>34</sup> City of Wakefield Sport and Active Lifestyles Strategy (March 2007).

- 3.106 During the consultation process, respondees highlighted a number of important issues which should be taken into account in the preparation of the Central Wakefield Area Action Plan.
- The range of facilities in the city centre is inadequate and additional cultural, leisure and entertainment uses are needed to help foster an urban renaissance.
  - Hotel accommodation is an essential element of city centre marketing and there is a need for additional facilities.
  - Proliferation of pubs and clubs within Westgate has fuelled anti social behaviour and discourages families from using the city centre in the evenings.
- 3.107 Wakefield District's Community Safety Partnership has introduced a 'Cumulative Impact Policy' to tackle problems of anti social behaviour and crime within the city centre. The policy aims to reduce the dominance of pubs, bars, clubs and takeaways within the city centre and provide a wider range of entertainment uses in the area that promote a safer and more pedestrian friendly city centre. It requires all new business premises to actively promote the reduction of crime and disorder and public nuisance.
- 3.108 Policy CW20 (Evening Economy) in the Central Wakefield Area Action Plan states that proposals for nightclubs, pubs, restaurants, cafes, bars and music venues must be accompanied by a statement setting out measures to establish and maintain a safe environment. This policy accords with the cumulative impact policy by promoting good management practices and high quality design in line with PPS6.
- 3.109 Higher and adult education is expected to play a key role in the renaissance of Wakefield over the course of the plan period. We are working with Wakefield College towards achieving university status. The aim is to develop Wakefield College site into a new university centre or campus as part of our drive to improve skills and enterprise in the district and help raise aspirations in line with the Community Strategy (Developing Knowledge Communities).

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<sup>35</sup> Wakefield Strategy Report 2003-2006 (Wakefield Metropolitan District Council and Wakefield *first*, 2003)

<sup>36</sup> City of Wakefield Sport and Active Lifestyles Strategy (March 2007).

## 4. ASSESSMENT OF OPTIONS

4.1 As part of the preparation process, we identified a series of options for how central Wakefield should develop in the future. These were identified through the following consultation processes:

- **urban renaissance programme** (as articulated through Kim Koetter's Getting Connected and 'Wakefield: Developing the Vision' strategies);
- **issues and options** (including the initial sustainability appraisal report); and
- **preferred options**

4.2 The main driver for the Central Wakefield Area Action Plan (including options) is Koetter Kim and Associates' work through Yorkshire Forward's urban renaissance programme. Early stakeholder involvement and early engagement work on policy options began with the publication of 'Wakefield: Developing the Vision' in 2005. This identified a series of options (known as 'long term interventionist scenarios') for developing sites and areas within central Wakefield. This subsequently fed into the preparation of the Central Wakefield Area Action Plan.

### Issues & Options

4.3 In June 2005, we published an 'Issues and Options Report' setting out a series of questions for how the Central Wakefield Area Action Plan should address the issues identified through the early engagement work and consultation. The initial sustainability report accompanying the document also examined options.

### Preferred Options

4.4 Following this, we prepared a 'Preferred Options Report' for public consultation in May 2007. This translated the emerging options into distinct policy scenarios. For each issue, we:

- set out our preferred approach in terms of delivering the vision for central Wakefield and wider policy goals;
- provided a summary of the options rejected (i.e. alternatives); and
- provided a summary of the results of the sustainability appraisal.

4.5 The tables attached at **Appendix D** provide a summary of this process and set out the reasons for selecting preferred options and rejecting alternatives. They also show how the options evolved into detailed site or area specific policies. The tables also set out the key questions raised in the key issues consultation and summarise the feedback from the consultation process.

4.6 In some cases, there are no alternatives: they represent firm commitments and have been identified through other consultation processes, such as the urban renaissance programme.

4.7 It is important to note that some of the site allocations have changed. The flood risk assessment (see **Appendix E** for further details) found that Thornes Wharf could accommodate a mix of uses (excluding housing) such as office and leisure uses; therefore, it has been re-designated from an Employment Zone to a '*Special Policy Area*' in the submission document.

4.8 A survey was carried out as part of the preparation work to establish plan boundaries for the Central Wakefield Area Action Plan, as identified on the proposals map.

4.9 A more detailed summary of consultation responses received on the preferred options and our response to them can be found in the statement of community which can be downloaded from our web site at [www.wakefield.gov.uk](http://www.wakefield.gov.uk). Following the final stage of consultation, the Central Wakefield Area Action Plan will be submitted to the Secretary of State for independent examination together with the background paper and sustainability appraisal.

4.10 The Area Action Plan sets an ambitious vision for the regeneration of central Wakefield. It aims to transform Wakefield into a vibrant cultural and economic hub of national and international importance. Delivering these ambitions and enhancing the character and appearance of the city centre will require effective and transparent delivery and management. Further details of how sites will be delivered and implemented are set out in Chapter 6 of the Central Wakefield Area Action Plan.

## APPENDIX A: REPLACED UNITARY DEVELOPMENT PLAN POLICIES

The policies contained in the Central Wakefield Area Action Plan will replace a number of policies which are set out in the Unitary Development Plan. The following table shows how policies have been replaced. In some cases, new policies have been introduced or some policies have been replaced in part by one or two more policies.

Central Wakefield Area Action Plan Policy	Wakefield Unitary Development First Alteration Policy
CW1 (Emerald Ring)	WCC7
CW2 (Restriction of Traffic within the Emerald Ring)	WCC7
Policy CW3 (Emerald Ring – Design Principles)	E36
CW4 (Development in the Vicinity of the Emerald Ring)	None
CW5 (Location & Number of Car Parks)	E38, WCC8
CW6 (Development of Pedestrian & Cycle Routes)	WCC7
CW7 (Skylines & Strategic Views)	E36
CW8 (Vistas)	None
CW9 (Landmark Sites)	None
CW10 (Landmark Development)	None
CW11 (Public Realm)	E36
CW12 (Public Realm – Principles & Objectives)	E36
CW13 (Public Realm – Hierarchy of Quality)	E36
CW14 (Private Amenity Space)	None
CW15 (New Office Floorspace)	WCC5
CW16 (Retail Policy Area)	WCC12
CW17 (Primary Shopping Frontages)	WCC13
CW18 (Specialist Retail Area)	None
CW19 (Westgate Yards)	WCC31
CW20 (The Evening Economy)	None
CW21 (Development Sites)	WCC17, WCC18, WCC32
CW22 (Special Policy Areas)	WCC19
CW23 (Trinity Walk)	WCC11, WCC19 (B)
CW24 (Merchant Gate)	WCC 19 (A)
CW25 (The Waterfront)	WCC33, WCC35
CW26 (Kirkgate)	WCC34
CW27 (Ings Road)	WCC (C)
CW28 (Thornes Wharf)	WCC6

The Central Wakefield Area Action Plan also replaces the city centre objectives (1-9) set out in volume 5 of the UDP.

## APPENDIX B: SITE ASSESSMENT TABLE

Ref	Address	Status	Current land use	Site Area (ha)	Capacity	Density	Constraints	Housing type	Developable (Sites developable in 0-15 years)		Deliverable (if Available, Suitable and Achievable are all ticked, then site is deliverable in 0-5 years)					
									Developable		Available		Suitable		Achievable	
									Yes/No	Views	Yes/No	Views	Yes/No	Views	Yes/No	Views
CW21 (A)	Jacobs Well Lane	Brownfield	Vacant	3.1	217	65 -75	<ul style="list-style-type: none"> <li>Air quality and noise assessments</li> </ul>	Apartments (could also include family housing)	Yes		Yes	The site has been cleared.	Yes	Development provides an opportunity to improve links to existing residential areas. Kirkgate railway station and the bus station lie within close walking distance of the site.	Yes	The site is ready for development.
CW21 (B)	Clayton Hospital	Brownfield	Hospital	1.62	122	70-80	<ul style="list-style-type: none"> <li>Conservation areas &amp; listed building.</li> </ul>	Apartments	Yes		No	The site will be vacated in 2010 when new hospital at Pinderfields has been built.	Yes	Clayton Hospital lies within close proximity to schools and would reflect the residential character of the surrounding area (less than a ¼ of a mile from Westgate railway station).	No	See comments
CW21 (C)	Borough Road Car Park	Brownfield	Car parks, offices & motor trade services	1.03	68	100-120	<ul style="list-style-type: none"> <li>Landmark site</li> <li>AQMA</li> <li>Loss of car parking</li> </ul>	Apartments	Yes		Yes – in part	Public owned car parks will be available at short notice (but some land assembly required for other uses).	Yes	The site represents a sustainable location on a key gateway close to the bus station and Trinity Walk scheme.	No	Land ownership issues yet to be resolved.
CW21 (D)	Wakefield College (Sandy Walk)	Brownfield	Education	0.46	30	60-70	<ul style="list-style-type: none"> <li>Listed buildings</li> <li>Adjoins conservation areas</li> </ul>	Apartments	Yes		No	The site is still occupied.	Yes	The site is within close walking distance to Westgate railway station and facilities (e.g. schools). County Hall will provide an attractive backdrop to development.	No	New city centre campus at Margaret Street due to open in 2012. The site is likely to come forward during phase two of the plan period.
CW21 (E)	Registry of Deeds	Brownfield		0.31	20	60-70	<ul style="list-style-type: none"> <li>Conservation area &amp; includes a building of local historic importance</li> </ul>	Apartments	Yes		No	The site is still occupied.	Yes	The site lies within the city centre and represents a suitable location for new residential development.	No	Registry office needs to find an alternative site.

CW23	Trinity Walk	Brownfield	Markets, multi storey & surface parking, vacant land/ Marshway		72		<ul style="list-style-type: none"> <li>Important views of spires &amp; towers</li> </ul>	Apartments	Yes		Yes	CPO powers have been used to assemble the site / areas.	Yes	Residential apartments form part of Trinity Walk Scheme and will be within close proximity to bus station and new shops/ services.	Yes	Trinity Walk scheme due for completion in late 2010/early 2011.
CW24	Merchant Gate	Brownfield	Railway station, car parks, vacant land		350		<ul style="list-style-type: none"> <li>Listed buildings &amp; conservation area</li> <li>Access constraints (resolved)</li> </ul>	Apartments	Yes		Yes	The site has been cleared.	Yes	Situated directly opposite Westgate railway station, the site lies in a highly sustainable location with excellent access to public transport and shops/ services.	Yes	Merchant Gate scheme due for completion in 2011 during phase one.
CW25 (i)	Waterfront (Core Waterfront Area)	Brownfield	Industrial units, vacant & derelict buildings		100		<ul style="list-style-type: none"> <li>Listed buildings &amp; conservation area</li> <li>Site affected by flood zone 3a</li> </ul>	Apartments	Yes		Yes		Yes	The site lies in a relatively sustainable location not far from the city centre and bus routes (A63).	Yes	Phase one of the Waterfront scheme due for completion in Autumn 2008.
CW25 (ii)	Waterfront (South of Wakefield Lock)	Brownfield	Industrial uses	5.71	428	70-80	<ul style="list-style-type: none"> <li>Site affected by flood zone 3a</li> </ul>	Apartments (could also include family housing and other types of housing e.g. semi / detached townhouses)	Yes		No	The site is occupied by industrial uses and businesses.	Yes	Residential uses would be compatible with character of surrounding areas with good access to facilities.	No	
CW26 (i)	Kirkgate (Kirkgate / Sun Lane)	Brownfield	Retail uses & vacant land	1.63	108	100-120	<ul style="list-style-type: none"> <li>AQMA</li> <li>Transport, air &amp; noise assessments</li> <li>Flood zone 2</li> </ul>	Apartments	Yes		Yes	The site has partially been cleared for development.	Yes	The site lies at a key gateway into the city centre offering good links to main shopping areas and Kirkgate railway station.	No	Some of the retail units along Kirkgate are still occupied and the site could form part of Emerald Ring proposals.
CW26 (ii)	Kirkgate (South & East of Kirkgate Roundabout)	Brownfield	Railway station, vacant buildings, residential & offices	7.11	235	100-120	<ul style="list-style-type: none"> <li>Vacant buildings</li> <li>AQMA</li> <li>Transport, air &amp; noise assessments</li> <li>Important views of spires &amp; towers</li> <li>Flood zone 2 &amp; 3a</li> </ul>	Apartments	Yes		No	Chantry house and subways have been earmarked for demolition.	Yes	The site occupies a highly accessible location on a key transport node close to city centre amenities and the Emerald Ring.	No	We are still at early feasibility stage.  A master plan will be prepared for the redevelopment of the site.
CW27 (i)	Ings Road (South of Ings Road)	Brownfield	Retail warehouse uses	5.56	271	70-80	<ul style="list-style-type: none"> <li>AQMA</li> <li>Transport, air &amp; noise assessments</li> <li>Ings beck</li> <li>Flood zone 3a</li> </ul>	Apartments	Yes		No	Part of the site will become available when Sainsbury's moves into Trinity Walk scheme. The	Yes	The site is situated along the Emerald Ring close to major bus routes and leisure uses. New housing and open	No	There is a need to carry out master-planning and detailed feasibility work in relation to Emerald Ring and Ings Beck and the

												remainder is still occupied.		spaces would increase pedestrian flow in the area.		form and layout of development.
<b>CW27 (iii)</b>	<b>Ings Road (North of Ings Road)</b>	Brownfield	Royal mail sorting office, surface car parks & offices	6.12	146	70-80	<ul style="list-style-type: none"> <li>• AQMA</li> <li>• Transport, air &amp; noise assessments (in view of proximity of inner ring road and entertainment uses).</li> </ul>	Apartments	<b>Yes</b>		<b>No</b>	Land assembly issues. There are a number of businesses operating within the area.	<b>Yes</b>	The site is well related to the city centre due to its proximity to amenities and bus routes.	<b>No</b>	Land ownership issues.

## APPENDIX C: HOUSING TRAJECTORY FOR CENTRAL WAKEFIELD

April 2004 – March 2021 (at 31 March 2008)

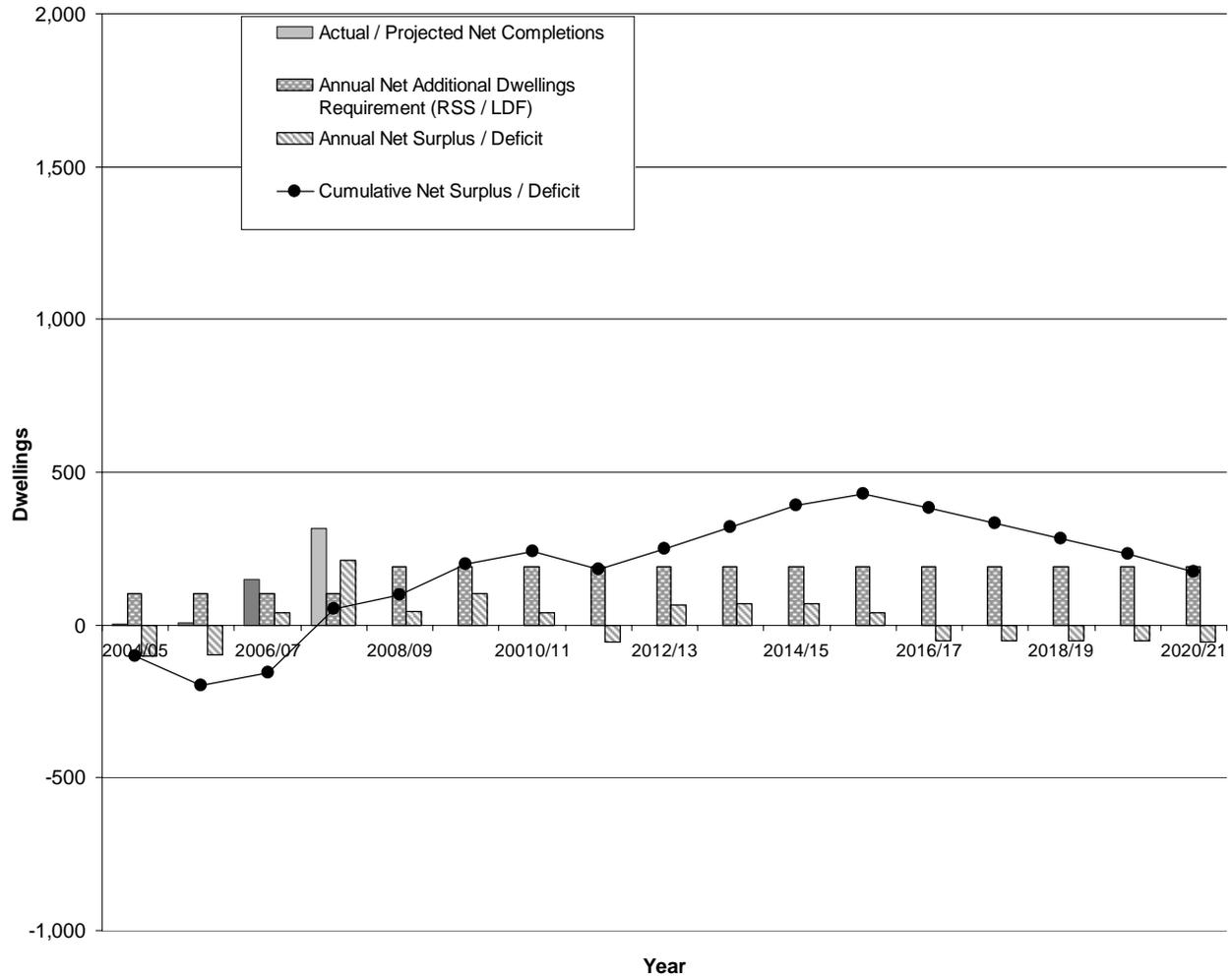
(Dwellings <sup>1</sup> )	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/8	2018/9	2019/20	2020/21	Total
Actual Net Completions <sup>2</sup> (2a(i), 2a(ii)) <sup>3</sup>	2	9	147	316														<b>474</b>
Projected Net Annual Completions <sup>4</sup> (2a(iii)) (Commitments NOT appearing Table 3 in CWAAP)					179	168	80	0	0	0	0	0	0	0	0	0	0	<b>427</b>
Projected Net Annual Completions (2a(iii)) Commitments appearing on Table 3 NOT included above					21	90	116	97	30	30	30	0	0	0	0	0	0	<b>414</b>
Projected Net Annual Completions (2a(iii)) CWAAP Table 3 Proposals with no commitment					34	34	35	36	227	229	230	231	140	140	140	140	134	<b>1,750</b>
Total Projected Net Annual Completions (2a(iii)) (Sum of the above 3 rows)					234	292	231	133	257	259	260	231	140	140	140	140	134	<b>2,591</b>
Annual Net Additional Dwelling Requirement (2a(iv)) <sup>5</sup>	105	105	105	105	190	190	190	190	190	190	190	190	190	190	190	190	190	<b>2,890</b>
Annual Net Surplus / Deficit	-103	-96	42	211	44	102	41	-57	67	9	70	41	-50	-50	-50	-50	-56	<b>175</b>
Cumulative Net Surplus / Deficit	-103	-199	-157	54	98	200	241	184	251	320	390	431	381	331	281	231	175	

### Notes:

1. All figures in this table are net.
2. From annual housing land availability monitoring, plots completed.
3. The references in brackets (e.g. 2a(ii)) relate to National LDF Core Output Indicators in *Local Development Framework Monitoring: A Good Practice Guide* (ODPM, 2005).
4. Based on number of dwellings with planning permission at 31/03/2008 (shown on 'WMDC 0308 CWAAP Sites timing' worksheet)
5. Assumes approximately 35% of the indicative net annual additional housing requirement for Wakefield Urban Area, shown in Table 4 of the Core Strategy Submission Document.

NB no allowance is made for windfalls. Those that had planning permission at 31/03/2008 are included as commitments. The trajectory is based on the model used for the whole district in the Annual Monitoring Report, and addresses Core Output indicators 2a i-iv.

**Central Wakefield Area Action Plan Housing Trajectory for LDF Period 2004 - 2021  
at 31 March 2008**



## APPENDIX D: ASSESSMENT OF OPTIONS

The strategy for central Wakefield has been structured around a series of themes, which emerge from the issues identified through early consultation stages. These themes have evolved from the issues and options paper and reflect the objectives of the Area Action Plan, in terms of priority and importance in terms of achieving the vision for central Wakefield.

Theme 1: Transport						
Relevant early engagement Issues	Relevant questions identified in the Issues & Options Report	Relevant alternatives identified through the Initial Sustainability Appraisal	Relevant Preferred Options policy or proposal	Relevant alternatives considered & rejected at Preferred Options stage	Submission policy or proposal & reasons for variation from Preferred Options (if any)	Results of the sustainability appraisal
Road traffic and congestion	How can the city centre become more pedestrian friendly and traffic free?	<p><i>Do not implement any measures to reduce vehicular traffic and congestion – would lead to significant adverse effects on economy, society and environment of city centre.</i></p> <p><i>Reduce the amount of vehicle traffic in the city centre to make it more pedestrian and cycle friendly – performs well against social and environmental objectives.</i></p> <p><i>Pedestrianise certain streets within the city centre – performs well against social and environmental objectives.</i></p>	Policy CW2 (Complete the Emerald Ring)	<p><i>Do not complete/ create the Emerald Ring</i></p> <p>This option would subject users of the city centre to noise, fumes and physical dangers, and would prevent/negate proposed public realm improvements within the Emerald Ring.</p>	<p>Policy reference and title has changed to CW1 (Emerald Ring).</p> <p>The Emerald Ring is a flagship project of the renaissance towns programme and will enable measures to be implemented to:</p> <ul style="list-style-type: none"> <li>• reduce through traffic</li> <li>• increase pedestrian priority and</li> <li>• make central Wakefield area less traffic orientated.</li> </ul> <p>Various highway improvements to the Emerald Ring are included in the LTP2.</p>	Policy CW1 – positive effects linked to reduction in vehicular traffic in city centre.

			Policy CW3 (Emerald Ring - Design Principles)	<i>The Emerald Ring will be constructed and maintained as a conventional ring-road where the priority is to move traffic quickly and environmental, pedestrian and cyclist considerations are secondary.</i>  This option would retain the ring-road as a barrier to the residents and uses/users on either side.	No change.  Design principles emerge from the renaissance work	Policy CW3 - positive effects linked to improvements to the urban environment and encouragement of walking.
			Policy CW4: (Restriction of Traffic within the Emerald Ring)	<i>Do not restrict traffic on streets within central Wakefield.</i>  This would mean that the opportunity to improve the physical environment, improve conditions for pedestrians and cyclists, and improve bus accessibility and reliability would be missed.	Policy reference has changed to Policy CW2 (Restriction of Traffic within the Emerald Ring)	Policy CW2 – positive effects linked to reduction in vehicular traffic in city centre.
	Should key pedestrian and cycle routes into the city centre be identified and established?	<i>Identify and establish key pedestrian and cycle routes into the city - performs well against social and environmental objectives.</i>	Policy CW5 (Development of Pedestrian Routes)	<i>Do not protect, develop and enhance pedestrian and cycle routes.</i>  This would mean the opportunity to maximise walking and cycling to and within central Wakefield would be missed.	Policy reference has changed to CW6 (Development of Pedestrian & cycle routes)	Policy CW6 – positive effects linked to reductions in vehicular traffic in city centre.
	How can we best organise the management and distribution of car parking to serve the city centre?	<i>Reduce the number of long-stay parking spaces by reallocating a proportion to short term facilities and the remainder to new development – positive effects linked to improved accessibility and reduction of car</i>	Policy CW6 (Number of Car Parks)	<i>The total number of car parks will be maintained.</i>  There would be significant areas of land used for car parking which would be better used for other uses in line with the strategy for the regeneration of the city centre.	Policies CW6 and CW7 amalgamated into Policy CW5 (Number & Location of Car Parks)	Policy CW5 – positive effects linked to a possible overall reduction in car use, maintenance of accessibility and release of land for development. Opportunities to make the city greener.

		usage.  <i>Meet the demand for long-stay parking outside of the city centre along public transport corridors –considerable positive effects on economic, social and environmental objectives.</i>	Policy CW7 (Location of Car Parks)	<i>Long-stay car parking will be located within the Emerald Ring.</i>  This option would encourage commuter travel by car into the city centre. It would also allow commuters to take up car parking spaces that could be used by shoppers, people on business and other visitors.	Policies CW6 and CW7 amalgamated into Policy CW5 (Number & Location of Car Parks)  The relocation of long stay car parks beyond the Emerald Ring has the potential to encourage alternative modes of transport to the private car, such as public transport. This in turn will help minimise congestion and increase accessibility of the city centre.	Policy CW5 – positive effects linked to a possible overall reduction in car use, maintenance of accessibility and release of land for development. Opportunities to make the city greener.
Poor public transport provision	Should increased use of public transport be encouraged by a programme of improvement measures such as bus lanes, shuttle buses and park and ride schemes?	<i>Introduce additional bus priority measures, such as bus lanes along the major routes into the city centre – performs very well against social and economic objectives.</i>  <i>Introduce shuttle bus services and park and ride schemes to encourage the use of public transport - performs well against social and economic objectives.</i>	No specific policy identified.  Core Strategy and Development Policies DPDs	No specific options have been identified.		
	How should be use of waterways be encouraged?	<i>Promote the use of local waterways for leisure activities - positive effects on economic, social and environmental objectives.</i>	Policy CW30	No specific options have been identified.	Policy CW25 (The Waterfront Special Policy Area)  The majority of comments in relation to leisure use of local waterways focused on the need to improve the footpath network in and around the waterfront area for both pedestrians and cyclists.	Policy CW25 – Mainly positive effects on economic and social objectives.
<b>Theme 2: Protecting &amp; Enhancing the Built &amp; Natural Environment</b>						
<b>Relevant Early Engagement issues</b>	<b>Relevant questions identified in the Issues &amp; Options Report</b>	<b>Relevant alternatives identified through the Initial Sustainability Appraisal</b>	<b>Relevant Preferred Options policy or proposal</b>	<b>Relevant alternatives considered &amp; rejected at Preferred Options stage</b>	<b>Submission policy or proposal &amp; reasons for variation from Preferred Options (if any)</b>	<b>Results of the sustainability appraisal</b>
Maintain and enhance Wakefield's historic and	How can Wakefield's heritage of historic buildings and	<i>Implement UDP design policies and do the minimum for limiting advertising within the city</i>	Policy CW8 (Archaeologica I Sites)	No relevant alternatives considered	Policy CW8 has been deleted The extent of the archaeological sites is shown on the proposals map (Plan No. 1- Proposals).	N/A

architectural heritage.  Maintain and enhance Wakefield's natural environment	urban form be defined, preserved and enhanced?	<i>centre</i> – existing UDP policies need to be strengthened.	Policy CW9 (Conservation Areas)	No relevant alternatives considered	Policy CW9 has been deleted. The extent of the conservation Areas is shown on the proposals map (Plan No. 1- Proposals).	N/A
	Are there any additional buildings within central Wakefield which should be considered worthy of designation as a listed building or as a building of local interest?	<i>Identify and designate, or support the designation at the appropriate level, of buildings of important heritage interest within the city</i> -positive social and environmental effects	Policy CW10 (Support for Listed Building Designation)	<i>Do nothing</i>  The approach would be contrary to the Council's commitment to encourage and enable public participation in processing and influencing local issues.	The policy has been deleted. The submission version includes text that explains how we will assist/advise amenity groups.	N/A
	How can Wakefield's heritage of historic buildings and urban form be defined, preserved and enhanced?	<i>Define Wakefield's built environment heritage, in terms of its historic street pattern and buildings, and put in place measures to ensure future development doesn't adversely affect this</i> – positive social and environmental effects, economic effects uncertain.	Policy CW11 (Skylines & Strategic Views)  Policy CW12 (Negative Visual Effect Buildings)	<i>Do nothing</i>  As a result of the urban renaissance initiative greater awareness and understanding now exists as to wider effects that some developments may have on the historic and general urban environment. It is considered appropriate to include a policy that seeks to protect and enhance these aspects through guidance and control.	Policies CW11 and CW12 have been amalgamated into Policy CW7 (Skylines & Strategic Views)  Wakefield's skyline is unique and distinctive. This policy will ensure that future development respects the character of the skyline and does not cause adverse harm on grounds of its height, size or scale.  There is considerable support for protecting and enhancing the skyline of the city centre.	Policy CW7 - positive effects linked to protecting the identity, character, distinctiveness and attractiveness of the city centre.
			Policy CW13 (Vistas)	<i>Do nothing.</i>  As a result of the urban renaissance initiative greater awareness and understanding now exists as to wider effects that some developments may have on the historic and general urban environment. It is considered appropriate to include a policy that seeks to protect and enhance these aspects through guidance and control.	Policy reference number has changed to Policy CW8.  There are a number of important vistas of the spires and towers around the cathedral precinct and civic quarter of the city centre.  There is considerable support for protecting and enhancing vistas within central Wakefield.	Policy CW8 – positive effects linked to protecting the identity, character, distinctiveness and attractiveness of the city centre.

	Should the plan identify potential sites for landmark buildings? If so, are there any priority sites?	<i>Identify and provide protection for existing and potential landmark buildings and sites within central Wakefield – will ensure conservation or enhancement of the distinctiveness of the city.</i>	Policy CW14 (Landmark Sites / Development)	<i>Do nothing.</i>  As a result of the urban renaissance initiative greater awareness and understanding now exists as to the wider effects that some developments may have on the historic and general urban environment. It is considered appropriate to include a policy that seeks to protect and enhance these aspects through guidance and control.	Policy title has changed to ‘Landmark Sites’ (Policy CW9 )  Land has been designated within central Wakefield for landmark buildings as shown on Plan No.1 - Proposals. In these locations, landmark buildings/development will significantly improve the immediate and wider area and also contribute to the prosperity and attractiveness of the city centre as a whole.  A criteria based policy has also been included in the submission version setting out detailed requirements for landmark buildings/development at planning application stage (Policy CW10).	Policy CW9 – positive effects linked to: new landmark buildings having the potential to raise the profile of Wakefield, attract investment and create employment opportunities; protecting the vibrancy of the city centre and improving community identity; reclaiming brownfield land and providing high quality design.  Uncertainty exists with respect to transport, greenhouse gas emissions and resource use.  Policy CW10 – No predicted effects
	Are there areas within the city centre where you regard the amount and style of advertising?	<i>Define areas within central Wakefield where advertising is considered to have a detrimental effect and produce a policy to restrict the level of advertising in these areas and provide guidance as to what is acceptable – contributes to the conservation of the attractiveness of the historical character of the city.</i>	Advertising  No policy was identified at preferred options stage.	<i>Define areas where advertisements are seen to be obtrusive and detrimental to the character of the city centre</i>  Applications for advertisements will be considered on their individual merits taking into account the character and appearance of the surrounding area.	See strategy (sub section) of the Central Wakefield Area Action Plan.  There was considerable support for strengthening control over advertisements, particularly near listed buildings and in conservation areas through the consultation.  Advertising control relating to buildings is covered in the Development Policies DPD and Planning Policy Guidance 19 (Outdoor Advertisement Control). The advertising regulations cover other forms of advertisements.	N/A
	How can the plan provide guidance on the main guidance contributing to good and appropriate design within the plan area?	<i>Strengthen the design policies from the UDP to provide guidance for developers by identifying the factors, such as overall scale, density, massing, height, landscape, layout, access and appearance of the proposal that need to be taken into</i>	Policy CW16 (Development/ Public Realm)	<i>Development will not be required to make a positive contribution to the public realm.</i>  This would not assist in achieving the renaissance objectives for Wakefield.	Policies CW16 and CW17 have been amalgamated into Policy CW11 (Public Realm)	Policy CW11 – positive effects linked to an improved public realm encouraging new investment, good design contributing to a greater sense of wellbeing, reducing opportunities for crime, provision of good quality housing, quality community facilities

		<i>consideration for development schemes – positive social and environmental benefits.</i>				including access to open space.
	Should the plan identify and evaluate key public and private spaces and provide guidance for their retention and enhancement? If so, are there any priority areas?	<i>Use the work carried out by Gehl Architects on behalf of the Council as a basis for guidance defining the main factors contributing to good and appropriate design for public spaces – will provide enjoyable spaces for the community.</i>	Policy CW17 (Financial Contributions to Public Realm)	<i>Development will not be required to make a financial contribution to the improvement of the public realm within, and in the vicinity of, the Emerald Ring.</i>  This would mean improvements to the public realm would be delayed and possibly not happen to the detriment of the realisation of the vision and renaissance of Wakefield.		
			Policy CW18 (Public Realm - Principles & Objectives)	<i>Public realm improvements will be implemented on an ad hoc basis according to their individual merits.</i>  This would not lead to the creation of a sense of identity for Wakefield by enriching the urban fabric. Nor would it create a spatial hierarchy that provides a structure for the development of the public realm in a coherent manner over time.	Policy reference number has been changed to Policy CW12.  The principles and objectives stem from the Wakefield Streetstyle Design Guide and the earlier work carried out by Kim Koetter and Associates and Gehl Architects through the renaissance towns programme.	Policy CW12 – positive effects linked to an improved public realm encouraging new investment, good design contributing to a greater sense of wellbeing, reducing opportunities for crime, developing social and community confidence, preserving and enhancing culture and heritage, increasing access to open spaces and supporting vibrancy. Creating functional and accessible streetscape, high quality developments, provision of open spaces and landscaping.
			Policy CW19 (Public Realm – Hierarchy of Quality)	<i>Allow the provision, improvement and refurbishment of the public realm to be carried out in the most cost effective manner.</i>  This would not have regard to the differences in character that exists in the various parts of the city centre.	Policy reference number has changed to Policy CW13.  The public space hierarchy - as shown on the proposals map - identifies and ranks the streets and thoroughfares of the city centre in order of priority for public realm improvements. A material matrix is also included setting out the type of materials that should be used.	Policy CW13 – positive effects linked to encouraging investment, preserving and enhancing culture and heritage and supporting vibrancy. Increasing accessibility on foot, bike or bus, high quality developments, protecting cultural and historic assets, provision of

						trees, planting and green spaces. Consideration needed for using downward emitting and energy efficient street lighting.
<b>Theme 3: Housing</b>						
<b>Relevant Early Engagement issues</b>	<b>Relevant questions identified in the Issues &amp; Options Report</b>	<b>Relevant alternatives identified through the Initial Sustainability Appraisal</b>	<b>Relevant Preferred Options policy or proposal</b>	<b>Relevant alternatives considered &amp; rejected at Preferred Options stage</b>	<b>Submission policy or proposal &amp; reasons for variation from Preferred Options (if any)</b>	<b>Results of the sustainability appraisal</b>
Housing needs and affordable housing	How and where should the plan make provision for more people to live in central Wakefield including the city centre?  How many new dwellings are appropriate and what type?	<i>Do nothing: do not provide for news housing allocations within the plan area and allocate a significant portion of the new housing developments at the edge of the city – likely consequences are a progressive degeneration of the area as the community decreases. Increased traffic from outside the city centre.</i>  <i>Encourage new build developments within the city centre to incorporate larger proportions of residential units – will contribute to providing a vibrant community where needs are satisfied locally.</i>  <i>Meet a significant amount of the new housing allocation for Wakefield City, which will be set at the LDF Core Strategy level, within the plan area – provides incentive for the</i>	No target for the number of houses to be built in central Wakefield  Policy CW21 (Housing Site, Jacobs Well Lane)	The consultation at issues and options yielded few comments suggesting minimum/maximum numbers for new dwellings. Some comments supported one and/or two bed apartments, others supported family accommodation. Comments were made about avoiding over-saturation, particularly of apartments, and maintaining liveability and balance within communities. Consequently, this report does not propose a target figure of houses to be built in central Wakefield over the plan period.  <i>Do not allocate the site for housing</i>  The site is in a predominately residential area and provides an opportunity to develop additional dwellings close to city centre amenities and shops.	The strategy sets out a housing target for central Wakefield in line with PPS3 (see paragraphs 52-61). This represents a significant change from the approach taken at preferred options stage and it provides the means to measure and monitor the delivery of sites.  PPS3 advises that DPDs that include site allocations should include a housing trajectory setting out in broad terms the anticipated delivery of housing and broad sources (i.e. existing commitment, urban capacity sites, brownfield allocations etc). The housing trajectory for the Central Wakefield Area Action Plan will be updated each year as part of the Annual Monitoring Report.  The Jacobs Lane site is included in the submission version (renamed as Jacobs Lane/Stanley Road) but further sites have been allocated as 'Development Sites' under Policy CW21. The Special Policy Areas also include new housing sites (see policies CW22-27).  Proposed housing site allocations are listed in Table 3 of the Area Action Plan. The majority of these sites will include a mix of uses.  The results of the public consultation showed support for the provision of	The provision of new housing would help ensure more people have the opportunity for home ownership and sustain the liveliness and economic strength of the city centre.  Policy CW21a – positive effects linked to temporary job opportunities, encouragement of inward investment, and use of brownfield land and regeneration of the area. Potential pressure on educational and health facilities. Uncertainty regarding vehicle trips although counteracted by proximity to public transport.

		regeneration of the centre and maximises use of existing facilities.  <i>Encourage the development of mixed and balanced communities, which offer a choice of housing and lifestyle, by identifying any deficiencies in the existing supply – provides for the housing needs of the whole community.</i>			housing in central Wakefield. It fits with the aspiration set out in the renaissance vision to create a vibrant, more attractive and safer city centre.	
	What should be done to protect and enhance residential environments?	<i>Identify and introduce measures to improve existing residential environments – addresses the need for making central Wakefield an attractive, desirable and safe place to live.</i>		No options put forward at preferred options stage.	Public realm contributions Private amenity space	

#### Theme 4: Economy & Employment

Relevant Early Engagement issues	Relevant questions identified in the Issues & Options Report	Relevant alternatives identified through the Initial Sustainability Appraisal	Relevant Preferred Options policy or proposal	Relevant alternatives considered & rejected at Preferred Options stage	Submission policy or proposal & reasons for variation from Preferred Options (if any)	Results of the sustainability appraisal
Offices	Should we seek to identify floor targets for office development?	<i>Do nothing: leave the retail facilities and office space availability as they are and do nothing to reverse the decreasing attractiveness of Wakefield city centre and its potential economic decline; do nothing to limit the detrimental effects of the existing industries on air quality – would initiate a deterioration of the city as it becomes less attractive to businesses.</i>	Policy CW23 (New Office Floorspace)  Policy CW24 (Office Uses Outside Emerald Ring)	<i>Demand for substantial new office space will be met within the Central Wakefield Area Action Plan area.</i>  Most of the sites/areas outside the Emerald Ring are more suitable for other uses such as industry and residential.  <i>Proposals for extensions and redevelopment will not be permitted.</i>  Refusals of such proposals would stifle development and	Policies CW23 and CW24 have been amalgamated into Policy CW15. The title has not changed.  The policy has also revised to include Special Policy Areas as well as sites around the Emerald Ring as being suitable for office development. These areas offer good accessibility to public transport routes and existing office uses.  There is scope for office development outside the Emerald Ring such as some of the existing industrial areas as the flood risk assessment confirms.	Policy CW15 – positive effects due to increased employment opportunities, training opportunities, regeneration of areas close to new office space. There is potential for increased demand on transport and impacts on air quality and GHG emissions.

		<i>Adopt floor space targets for office developments to encourage the amount of facilities – will stimulate the economy, increase the vitality of the centre and reduce requirements for travel.</i>		be detrimental to the regeneration of Wakefield.	Policy CW15 provides the means to support cluster related development by developing pools of labour and meeting commercial and property needs in line with the Core Strategy DPD.  The Area Action Plan sets a target to provide at least 49,000 metres of office space during the plan period.	
Should the plan seek to encourage the removal of heavy polluting industrial use on the southern fringes of the plan area?	<i>Encourage the removal of heavy/polluting industrial uses on the southern fringes of the plan area – may be environmental benefits but might be negative effects on economy and employment.</i>	Policy CW22 (Employment Zones)  Calder Vale and Thornes Wharf were identified as Employment Zones	<i>Allocate these areas as a mixed use zone.</i>  These areas are required to provide land/buildings for employment use. The development of other uses such as residential and leisure would dilute the demand for space for such uses in the areas already identified as priorities for redevelopment.	Calder Vale's Employment Zone designation has been retained. No policy has been included. The Core Strategy provides a more general policy relating to Employment Zones.  The Area Action Plan allocates Thornes Wharf as a Special Policy Area under Policy CW28 where a mix of uses (excluding housing) would be appropriate. The composition of land uses reflects the results of the detailed flood risk assessment. The Employment Zone has been de-designated.  Consultation responses from preferred options suggested that Thornes Wharf should be redeveloped for uses that better reflect its location near the waterfront and proposed renaissance initiatives within its vicinity of the area particularly Wakefield Waterfront.	Policy CW28 – positive effects due to new jobs created, inward investment and economic growth, improvements to public realm, increased community vibrancy and new dwellings. Reduction in anti-social behaviour and fear of crime. Improvements to urban environment and development of brownfield land. Potential to put pressure on educational and health facilities. Uncertainty about additional traffic and greenhouse gas emissions, effect on historical assets. Significant adverse effect in relation to flood risk. Strategic flood risk assessment has led to residential development not being included.	
How should the plan treat marginal areas around the city allocated for business and industry including the yards areas south of Westgate?	<i>Reassess and possibly reallocate for housing the marginal areas around the city previously allocated for business and industry – option is sustainable if demand for office and industry space does not exist or is met elsewhere. Housing should be matched with provision of local services.</i>	Some areas were allocated as Special Policy Areas to allow mixed use development.  The site at Jacobs Well Lane/Stanley Road was allocated for	<i>Do not allocate the site for housing.</i>  The site is in a predominantly residential area and provides an	Policies CW26 and CW27 (kirkgate and Ings Road Special Policy Areas)  Policy CW21a (Development Site) This policy was amended to allow a wider mix of uses, although residential is the preferred use for a majority of the site.	Policy CW26 – positive effects due to new jobs, inward investment and economic growth. Affordable housing, improvements to urban environment and use of brownfield site. Uncertainty about effect on educational and health facilities, historic assets, biodiversity and vehicle trips.	

			housing.	opportunity to develop additional dwellings close to city centre amenities and jobs.	<p>A new policy has been included within the submission version relating to the yards area to the north and south of Westgate (Policy CW19).</p> <p>Westgate Yards is designated as a business and cultural quarter and measures include reducing surface car park and enhancing the public realm.</p> <p>This policy reflects and takes into account the findings of the Westgate Yards Development Framework prepared by Scott Wilson in 2008.</p>	<p>Policy CW27 – mainly positive effects due to new jobs, inward investment and economic growth. Affordable housing, improvements to urban environment and use of brownfield site. Increased community vibrancy and reduction in anti-social behaviour.</p> <p>Uncertainty about effect on educational and health facilities, historic assets, biodiversity and vehicle trips.</p> <p>Significant adverse effect in relation to flood risk, SFRA has assessed risks and suggested mitigation measures.</p>
Shopping	Which area(s) of the city centre should be the next focus for retail improvement and regeneration after the Marsh Way scheme?	<i>Focus retail improvements in identified areas within central Wakefield where it has been identified there is a need for regeneration due to existing inefficiencies in provision – satisfies local needs locally, benefits local economy.</i>	Policy CW25 (Additional Retail Floorspace) The policy states that the priority location for new retail development will be within the Marshway area and former bus station area.	No alternative options were identified.	<p>Policy has been deleted and the Marshway scheme has been renamed as 'Trinity Walk'.</p> <p>The Area Action Plan identifies Trinity Walk as a 'Special Policy Area' and will be the focus for retail development (Policy CW23). Other uses include offices and some residential.</p>	

			<p>Policy CW26 (Additional Retail Floorspace Beyond the Retail Policy Area)</p>	<p>The policy carries forward the existing 'Retail Policy' Area designation from the UDP.</p> <p>Whilst the consultation process did not raise specific or explicit retail options, there was general consensus that Wakefield city centre needs to expand the range and quality of shops and compete more effectively with neighbouring centres, such as Leeds, Sheffield and Meadowhall. This is also reflected in the results of the public perception study carried out as part of the city centre health check.</p>	<p>Policy CW25 has been substantially revised to reflect the provisions of PPS6.</p> <p>Retail development will be directed towards within the Retail Policy Area as defined on the proposals map.</p> <p>In retail terms, the Retail Policy Area forms the boundary of the city centre. Beyond this area, retail development must also follow the 'town centre first' sequential approach as set out in PPS6.</p>	<p>Policy CW16 – positive effects linked to protecting existing retail jobs and creating employment, decrease in car ownership and maintenance of a quality built environment.</p>
			<p>Policy CW27 (Primary Shopping Frontages)</p>	<p><i>The plan will not define frontages as primary shopping frontages and there will be no restriction on ground floor uses.</i></p> <p>The strategy for Wakefield is to improve the retail offer and re-attract shoppers lost to other facilities. To dilute the retail offer in any of the designated streets/areas would undermine that strategy.</p>	<p>Policy CW27 has been reviewed in the light of changes to the 'Use Classes Order' and PPS6. Changes have been made to the wording of the policy (renumbered as policy CW17) and explanatory text.</p>	<p>Policy CW17 – positive effects linked to protecting job opportunities, facilities for local people, decrease in car use and maintenance of a quality built environment.</p>
	<p>How should the specialist small scale retail sector be encouraged?</p>	<p><i>Encourage the specialist small-scale retail sector within Wakefield – opportunity to boost local economy and overall car usage should decrease.</i></p>	<p>Policy CW28 (Retail Development in Conservation Areas)</p>	<p>No alternative options were identified.</p>	<p>Policy CW28 has been deleted. The policy repeats national and regional guidance and the control of development within conservation areas is adequately covered by other policies in the Core Strategy and Development Policies DPDs.</p>	

			Policy CW29 (Specialist Retail Area)	<p><i>Do not designate the area as a Specialist Retail Area.</i></p> <p>The area may be subject to pressure for a form of development that is not conducive to the retention of the independent retail sector. Opportunities to support the area may be undermined.</p>	<p>Policy CW29 has been retained.</p> <p>Policy reference number has changed to Policy CW18.</p> <p>To help us achieve our vision of a more distinctive and attractive retail centre, the policy aims to:</p> <ul style="list-style-type: none"> <li>• retain and enhance independent and specialist shop provision;</li> <li>• encourage links trips to primary shopping area; and</li> <li>• enliven the retail mix and character of area</li> </ul>	<p>Policy CW18 – positive effects linked to new jobs and opportunities for small businesses, entrepreneurs and apprenticeships. Contribution to regeneration, preservation of cultural and heritage assets. Increasing opportunities for shopping as a leisure opportunity. Improvement to shopping offer in the city centre.</p>
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### Theme 5: Culture, Leisure, Tourism & the Evening Economy

Relevant Early Engagement issues	Relevant questions identified in the Issues & Options Report	Relevant Alternatives identified through the Initial Sustainability Appraisal	Relevant Preferred Options policy or proposal	Relevant alternatives considered & rejected at Preferred Options stage	Submission policy or proposal & reasons for variation from Preferred Options (if any)	Results of the sustainability appraisal
	<p>Is there an appropriate mix in evening leisure facilities within central Wakefield?</p> <p>Are these facilities located correctly within central Wakefield?</p> <p>Are there any factors that discourage you from visiting central Wakefield at night?</p>	<p><i>Do nothing: leave the evening economy to be based only on pubs and clubs and do nothing to diversify the offer – will satisfy only a section of the population, could cause anti-social behaviour. Could lead to people travelling further for entertainment.</i></p> <p><i>Make provision for additional leisure and cultural facilities within central Wakefield where it is identified there is a need – will favour local economy and provide facilities to community.</i></p> <p><i>Offer a variety of forms of evening facilities, for a wide range of age and</i></p>	Policy CW21 (Evening Economy)	<p><i>Do not grant planning permission for new nightclubs, public houses, bars and music venues in the Westgate area as designated on the Area Action Plan.</i></p> <p>This policy would not raise standards and design out the potential for crime.</p>	<p>Policy CW21 has been brought forward into the submission version (now referred to as Policy CW20).</p> <p>The renaissance vision (as expressed in Kim Koetter's Getting Connected: Wakefield Renaissance Charter and Wakefield: Developing the Vision) seeks to provide a vibrant mix of uses and activities such as shops, offices, leisure and family entertainment uses within the city centre which will appeal to a wide range of age and social groups.</p> <p>Our approach to the management of the evening economy accords with the provisions of PPS6.</p>	<p>Policy CW20 – positive effects linked to wider range of evening activities which could become accessible if anti-social behaviour is reduced. However, many of the issues are outside the scope of the Area Action Plan.</p>

		social groups, within central Wakefield – potential social and economic benefits, will meet needs of the larger population.				
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<b>Theme 6: Miscellaneous</b>						
<b>Relevant Early Engagement issues</b>	<b>Relevant questions identified in the Issues &amp; Options Report</b>	<b>Relevant alternatives identified through the Initial Sustainability Appraisal</b>	<b>Relevant Preferred Options policy or proposal</b>	<b>Relevant alternatives considered &amp; rejected at Preferred Options stage</b>	<b>Submission policy or proposal &amp; reasons for variation from Preferred Options (if any)</b>	<b>Results of the sustainability appraisal</b>
Regeneration	Should any areas be identified that are likely to be subject to change during plan period?		Policy CW30 (Special Policy Areas)	<p><i>Maintain the status quo with no significant redevelopment of the area and a continuation of the deterioration of Kirkgate station.</i></p> <p>This would ignore the opportunities available in the area, including the land that could be made available for development by removing Kirkgate roundabout. It would not achieve an improved built environment by removing the two multi-storey office blocks. Passengers would be disinclined to use the station.</p>	<p>The 'Special Policy Areas' have been carried forward into the submission version (see Policy CW22) with the exception of the area to the north west of the city centre that includes the sites currently occupied by Registry of Deeds (Margaret Street), Clayton Hospital, West Yorkshire Police Headquarters (Laburnum Road), Northgate car park and adjoining land. This area has been subdivided into individual development sites, as identified on the proposals map (Plan No.1 – Proposals).</p> <p>The Kirkgate Special Policy Area has been extended to include Wilkinson's store, the former ABC cinema and Sun Lane Baths.</p> <p>Policies CW23-28 set out the form of development and uses which would be acceptable in the Special Policy Areas.</p> <p>There is a policy relating to each Special Policy Area. (These set out more detail on the mix of uses and density of development plus key proposals within each Special Policy Area - see policies CW23 to CW28).</p> <p>West Yorkshire Police Headquarters has not been retained.</p>	<p>Policies CW22 – CW28 - significant positive effects due to new employment opportunities, inward investment, improved security, new community facilities and increased vibrancy. Uncertainty as to how the changes in traffic volumes and transport modes will affect air pollution and greenhouse gas emissions.</p> <p>Policies CW25, CW26, CW27 and CW28 – significant adverse effects are predicted due to flood risk. These effects have been assessed in the SFRA which has provided guidance on suitable uses and mitigation measures.</p>

					Please note the some of the titles of the Special Policy Areas have changed for clarity and plainer English.	
			No policy was identified at preferred options stage.	<p><i>Allocate the site for housing (Registry of Deeds (Margaret Street),</i></p> <p>Residential use would be acceptable, however other uses would also be acceptable (hence the multi-use designation).</p> <p><i>Proposed redevelopment for residential (Clayton Hospital)</i></p> <p>Residential use would be acceptable but a survey/appraisal of the existing buildings is required before the extent of demolition can be determined.</p> <p><i>Allocate the car park site at Northgate for retail use, including extending the Retail Policy Area.</i></p> <p>There is already provision for a large increase in retail floorspace in the city centre. This additional allocation would exceed projected demand and spread/dilute retail facilities across the city centre.</p>	<p>These sites were previously identified as part of a Special Policy Area (CW30) at the preferred options stage.</p> <p>The area has been subdivided and individual sites have been allocated as 'Development Sites' in the submission version under Policy CW21.</p>	<p>Policy CW21e – small site therefore effects are insignificant. Some new job opportunities, brownfield site.</p> <p>Policy CW21b – mainly positive benefits on economic and social objectives, but some uncertainty in relation to environmental objectives.</p> <p>Policy CW21c – mainly positive benefits on economic and social objectives, but some uncertainty in relation to environmental objectives.</p>
Plan boundaries	Should the city develop in a way set out in this vision? If not, how should the city develop?	<p><i>Extend the plan boundary to include additional residential areas not currently included – those communities would benefit as they could voice opinions on development in the area.</i></p> <p><i>Reduce the plan boundary to remove</i></p>	<p>Policy CW1 (The Plan Area)</p> <p>The boundary of the Area Action Plan will run along Belle Isle Avenue (between Doncaster Road and</p>	<p><i>Extend the area of the plan to cover the wider Wakefield city area (Agbrigg to Newton Bar, Eastmoor to Lupset).</i></p> <p>The plan area would be too large to enable the requisite level of detailed consideration of the issues. These areas will be addressed in the Site Specific Proposals DPD.</p>	<p>The policy has been deleted from the submission version and replaced with a summary paragraph defining the characteristics of the plan area.</p> <p>The plan area includes areas beyond inner ring road because they have strong functional links with the city centre and have potential to accommodate new uses such as the waterfront.</p>	

		<i>some of the residential areas currently incorporated in the plan area – may hinder effectiveness of certain measures.</i>	Barnsley Road) instead of through the former Calderford's site.			
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## APPENDIX E: RELATIONSHIP BETWEEN THE CENTRAL WAKEFIELD AREA ACTION PLAN AND HIGHER LEVEL STRATEGIES

Regional Spatial Strategy ('The Yorkshire and Humberside Plan)	Relevant Community Strategy challenges	Core Strategy <sup>37</sup>	Relevant Area Action Plan objectives and policies	Consistency of the Area Action Plan with the Regional Spatial Strategy and the Core Strategy DPD.
<p>Policy LCR1 states that the plan should seek to develop the role of Wakefield as a 'Sub Regional City and develop the urban core to offer residents and workers. Wakefield forms part of the Leeds City Region.</p> <p>Policy YH5 identifies Regional and Sub Regional Cities such as Wakefield as the prime focus for employment, shopping, leisure, entertainment, arts, culture, tourism and more intensive sport and recreation. Most development within the Leeds City Region will be focussed within these areas (policy LCR1).</p> <p>Policy E2 states that LDFs and other strategies should strengthen the role and performance of existing cities and town centres and states that city centres will be the main focus for offices, retail, leisure, entertainment, arts, culture, tourism and more intensive sport and recreation.</p>	<p>Safer and stronger communities</p> <p>Healthier communities</p> <p>Skills and enterprise</p> <p>Dynamic local economy</p> <p>Investing in our people</p> <p>Improving our places</p>	<p>The Core Strategy focuses growth within the Sub Regional City of Wakefield (Policy CS1).</p> <p>Wakefield is expected to accommodate 30% of new development within the district (Policy CS2)</p> <p>Most new development will be directed towards main urban areas of the district (namely: Wakefield, Castleford and Pontefract) and new retail, leisure, office, cultural and tourist facilities will be located within Wakefield city centre and other town centres.</p>	<p>Relevant objectives:</p> <p>3: To regenerate the local economy by focussing major new office, retail and leisure development within central Wakefield</p> <p>9. To increase the attractiveness of central Wakefield for residents, workers, shoppers, tourists and visitors, including those previously lost to other centres.</p> <p>Relevant policies:</p> <p>CW15, CW16, CW17, CW19, CW22 and CW23</p>	<p>The Area Action Plan will strengthen and reinforces the role of Wakefield as a Sub Regional City by:</p> <ul style="list-style-type: none"> <li>identifying opportunities for new leisure and cultural development (see table 4);</li> <li>focussing retail uses within the Retail Policy Area of the city centre. This is also the proposed location of the Trinity Walk scheme (see Policy CW23). This will help reinforce the role of the city centre as the main focus for shopping and leisure development within the district and Leeds City Region in line with policies LCR1 and E2 of RSS;</li> <li>focussing office uses within the Special Policy Areas and along the Emerald Ring (Policy CW15); and</li> <li>focussing leisure and cultural uses within central Wakefield (Policy CW22)</li> </ul>

<sup>37</sup> Please note that the policy references in the Core Strategy are likely to change following the public examination. We are currently in the process of making changes in the submission document as a result of the exploratory meeting held with the inspector on 20th March 2008. In the adopted version of the Central Wakefield Area Action Plan, links to the Core Strategy will include policy reference numbers.

<p>Under Policy LCR1, Wakefield is identified as part of a 'regeneration priority area' covering former coalfield areas of West and South Yorkshire. The policy aims to encourage growth across the south of the Leeds City Region (particularly within Wakefield).</p> <p>RSS aims to deliver renaissance within the wider coalfield regeneration area through housing renewal, environmental improvements, new employment opportunities and improved public transport links within the area, northwards to Leeds and Wakefield (Policy LCR2: Regionally significant investment priorities for Leeds City Region)</p>	<p>Dynamic local economy</p> <p>Investing in our people</p> <p>Improving our places</p> <p>Safer and stronger communities</p>		<p>Relevant objectives:</p> <p>3: To regenerate the local economy by focussing major new office, retail and leisure development within central Wakefield.</p> <p>9. To increase the attractiveness of central Wakefield for residents, workers, shoppers, tourists and visitors, including those previously lost to other centres.</p> <p>Relevant policies:</p> <p>CW1, CW3, CW23 and CW26</p>	<p>Regeneration is one of the key priorities of the Area Action Plan with particular emphasis on enhancing public transport links and public realm/environmental improvements especially along the Emerald Ring and at existing railway stations.</p> <p>These proposals accord with the core approach and priorities for the Leeds City Region set out under policies LCR1 and LCR2.</p>
<p>Policy T3 (Public transport) sets out public transport accessibility criteria to guide the allocation of sites in LDFs.</p> <p>Priority should be given to the provision of strategic bus and rail park and ride stations serving the Regional and Sub Regional Cities and Towns and also strategic public transport facilities of sub regional significance (e.g. Wakefield).</p> <p>Development plans should also secure the delivery of transport investment management priorities of regional significance. In the context of Wakefield these are:</p> <ul style="list-style-type: none"> <li>• implementing strong demand management for Regional and Sub Regional Cities;</li> <li>• improving passenger and freight offer and capacity on strategic national north-south rail links;</li> <li>• improvements to north-south road links to address congestion and protect strategic routes;</li> <li>• improving capacity and quality of</li> </ul>	<p>Improving our places</p> <p>Stronger and safer communities</p>	<p>The Core Strategy aims to maximise the use of sustainable models of travel and reduce the need to travel by concentrating development in city/town centres. Alongside this, we will influence travel demand by (amongst other things):</p> <ul style="list-style-type: none"> <li>• reducing the amount of car parking in area of high public transport accessibility (e.g. Wakefield city centre);</li> <li>• reducing long stay car parking; and</li> <li>• introducing park and ride sites.</li> </ul> <p>Highway investments will support the regeneration of the city centre and demand management measures giving priority for buses particularly at the inner ring road and North Wakefield Gyrotory System. Public transport links</p>	<p>Relevant objectives:</p> <p>1. To reduce traffic levels within Wakefield city centre and enable all users to gain equal access to shops and services by making it more pedestrian friendly, safer and more accessible by foot, bicycle and public transport.</p> <p>9. To increase the attractiveness of central Wakefield for residents, workers, shoppers, tourists and visitors, including those previously lost to other centres.</p> <p>Relevant policies:</p> <p>CW1, CW2 and CW22-CW23 and CW26</p>	<p>We have assessed sites and areas set aside for development in the plan against the public transport accessibility criteria set out in tables 16.8 and 16.9 of RSS.</p> <p>The proposed allocations comply with the accessibility criteria:</p> <ul style="list-style-type: none"> <li>• employment sites and retail and leisure proposals within central Wakefield are within 5 minutes walk of a bus stop offering a 15 minute service to a major public transport interchange.</li> <li>• The sites set aside for housing have excellent public transport access to employment, health, education and leisure and retail facilities.</li> </ul> <p>Park and ride sites will be provided along key radial routes leading out of central Wakefield. Wakefield's railway stations (Kirkgate and Westgate) will be redeveloped to provide better passenger facilities and train services between</p>

<p>public transport links within and between Wakefield and other Sub Regional Cities within Leeds City Region; and</p> <ul style="list-style-type: none"> <li>improving public transport links between Leeds and Sheffield (including immediate connectivity at Wakefield)</li> </ul>		<p>between Wakefield and main urban areas of the region (particularly to Leeds and Wakefield city centres) along with cycle/pedestrian routes will also be enhanced (Policy CS9).</p>		<p>other Sub Regional Cities and Towns (see Chapter 4: Strategy) such as Leeds and Sheffield. Bus priority measures will be provided along the Emerald Ring.</p>
<p>Policy YH8 states that the LDF should allocate sites by giving first priority to the re use of previously developed land and more efficient use of existing developed areas within the relevant city or town.</p> <p>65% of new housing within Wakefield should take place on previously developed land and through conversions of existing buildings over the period 2004-2021</p>	<p>Improving our places</p>	<p>In each settlement the sequential approach will be applied with previously developed land within urban areas being given priority over greenfield sites within settlements and greenfield extensions in line with Policy YH8 of RSS (Policy CS1).</p>	<p>Relevant objectives:</p> <p>2. To encourage city living for different types of household and tenure to meet the housing needs/requirements for Wakefield.</p> <p>5. To promote the highest standards of design and construction in new developments within central Wakefield by making best use of existing resources and renewable energy technologies, and minimising carbon emissions.</p> <p>Relevant policies:</p> <p>CW22-28</p>	<p>All the proposed development sites are located on previously developed land. They also make best use of existing infrastructure and capacity due to their proximity to public transport routes.</p> <p>Development of these sites will lead to a more concentration pattern of development across central Wakefield in line with RSS policies YH5, 6 and 7.</p> <p>Higher densities are envisaged, especially within Development Sites and Special Policy Areas.</p>
<p>Policy H3 states that development plans must ensure the provision of affordable housing to address the needs of local communities and set targets for the amount of affordable housing to be provided (30-40% target in Wakefield).</p> <p>Development plans should also ensure the provision of new homes for a mix of housing that reflect the needs of the area, including family housing, to create sustainable communities. It also states that Wakefield would also benefit from a change in the current mix of housing provision.</p>	<p>Safer and stronger communities</p> <p>Improving our places</p> <p>Investing in our people</p>	<p>The Core Strategy aims to achieve mixed and balance communities with a broad mix of tenures, and types for different households. All housing proposals must make sufficient provision for affordable housing to meet identified needs. At least 30% of new dwellings must be affordable (Policy CS6). There is a particular need for one and two bedroom affordable dwellings within Wakefield.</p>	<p>Relevant objectives:</p> <p>2. To encourage city living for different types of household and tenure to meet the housing needs/requirements for Wakefield.</p> <p>Relevant policies:</p> <p>CW22, CW24-CW27</p>	<p>The Central Wakefield Area Action Plan cross-refers to policies in the Core Strategy relating to affordable housing provision.</p> <p>A number of housing sites have been put forward in the Area Action Plan – either as the primary use or as part of mixed use schemes. It expects schemes to include a mix and range of tenures and sizes to reflect community needs and avoid single type housing in line with Policy CS9 of the Core Strategy and RSS.</p> <p>We have set a target of achieving an average density of 50 dwellings per hectare within central Wakefield.</p>

<p>Policy E1 (creating a successful and competitive regional economy) has a number of aims.</p> <p>In order to create a modern and successful economy, LDFs and other strategies and programmes in the region should help deliver (amongst other things):</p> <ul style="list-style-type: none"> <li>• economic growth, diversification and the annual job growth potential (i.e. 690 new city and town centre jobs within Wakefield district);</li> <li>• a knowledge driven economy by supporting higher and further education institutions, hospitals and other knowledge intensive industries, including cultural and digital media services; and</li> <li>• the potential of non business sectors such as sport, cultural, leisure and tourism as key economic and employment generators.</li> </ul> <p>Development plans should also recognise the role of Sub Regional Cities as key drivers of productivity in the region (Policy E2). RSS also stresses the importance of city and town centre as locations for new employment.</p>	<p>Skills and enterprise</p> <p>Dynamic local economy</p>	<p>The Core Strategy aims to improve the economic performance of the district and built on its strengths and the opportunities presented by growth of the Leeds economy especially within the city centre.</p> <p>To achieve this, we will:</p> <ul style="list-style-type: none"> <li>• provide a range of different types of employment uses (e.g. commercial uses within city centres and specialist clusters to encourage inward investment);</li> <li>• support the local economy by developing skills base and developing growth sectors such as creative and digital industries; and</li> <li>• promote the district as a place to invest and work.</li> </ul>	<p>Relevant objectives:</p> <p>3. To regenerate the local economy by focussing major new office, retail and leisure development within central Wakefield</p> <p>9. To promote a vibrant evening economy for a wide range of ages and social groups whilst improving pedestrian safety and reducing opportunities for crime</p> <p>Relevant policies:</p> <p>CW15, CW25 and CW20</p>	<p>A key aim of the Central Wakefield Area Action Plan is to diversify the local economy by attracting a wider range and activities such as family friendly restaurants and cafes and conference facilities (see Table 4 and Policy CW20).</p> <p>The plan also recognises the potential of the waterfront as a leisure and tourist designation with the new Hepworth - Wakefield Art Galley acting as a focal point for the area (see Policy CW25)</p> <p>The Central Wakefield Area Action Plan also identifies suitable locations for business opportunities in cultural and digital media and other knowledge based industries (see Policy CW19).</p> <p>This accords with the principles of Policy E1 and the core approach of RSS.</p>
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<p>Policy E3 (Land and premises for economic development) relates to the supply of land and premises for economic development. It states that LDFs should take into account of the need for additional floorspace for office, retail and leisure uses.</p> <p>Table 14.7 identifies the potential annual job growth for main land uses within Wakefield (offices – 320 and retail &amp; leisure - 370). The latter figure is the highest in the sub region after Bradford.</p> <p>RSS advises local authorities within West Yorkshire to review their current employment allocations taking into account restructuring of the Leeds City Region and land requirements arising from relocation of existing firms and redevelopment of historic employment sites for alternative uses as part of transformational agenda (Policy E3). It identifies that sites that are no longer required should be considered for alternative uses.</p>	<p>Improving our places</p> <p>Skills and enterprise</p> <p>Dynamic local economy</p>	<p>Most employment development will be located within main urban areas, particularly within city and town centres and Employment Zones (Policy CW8).</p> <p>Commercial uses will be located either within city/town centres or existing office parks with consideration being given to the potential for office space within mixed use development.</p>	<p>Relevant objectives:</p> <p>3. To regenerate the local economy by focussing major new office, retail and leisure development within central Wakefield</p> <p>Relevant policies:</p> <p>CW15, CW16 and CW28</p>	<p>A key aim of the Area Action Plan is to diversify the local economy and create jobs and investment.</p> <p>The Area Action Plan has identified the need for 49,000 square metres of new office floorspace and 210,000 square metres of retail floorspace based on the results of regional economic studies and planning application details.</p> <p>Following the core approach of RSS, we have reviewed existing employment sites within central Wakefield.</p> <p>Thornes Wharf is a historic employment area, close to the waterfront, characterised by low lying industrial uses and warehouses. Based on the results of the flood risk assessment, the area has the potential to be redeveloped for alternative uses such as high density offices and cultural uses.</p> <p>Calder Vale is suitable for employment uses and other uses will not be appropriate.</p>
<p>Policy E4 (Regional priority sectors and clusters) states that LDFs and other strategies and programmes should support regional priority clusters (i.e. digital and media industries in Sub Regional Cities such as Wakefield) and provide sufficient quantity, quality and choice of range of sites, including incubator units and expansion space. In addition, they should seek to locate such premises adjacent or close to key regional assets, such as higher education and university facilities.</p>	<p>Skills and enterprise</p> <p>Dynamic local economy</p>	<p>Policy CS5 promotes the development of clusters of economic activity especially in digital and IT sectors and support new enterprise and business incubation units in the main urban areas.</p>	<p>Relevant objectives:</p> <p>3: To regenerate the local economy by focussing major new office, retail and leisure development within central Wakefield</p> <p>Relevant policies:</p> <p>CW15 and CW19</p>	<p>Policy CW19 (Westgate Yards) aims to retain existing businesses and protect the commercial viability of the area. The Westgate Yards Development Framework aims to promote business cluster opportunities through Yorkshire Forward's business cluster initiative, especially professional and business services and digital media/creative industries. Westgate Yards is home to the Wakefield Media and Creativity Centre – which provides quality city centre office accomodation and exhibition space to creative and digital companies in the Wakefield – and is located within close proximity to Wakefield College and the proposed office quarter at Merchant Gate. Policy CW15 states that new office</p>

				development will be directed towards the Special Policy Areas and sites along the Emerald Ring, particularly along public transport corridors. Where possible, development will be focussed in clusters.
<p>Achieving high quality design is one of the core objectives of RSS. Policy YH5 seeks to achieve high quality design and transform Regional and Sub Regional Centres into attractive, cohesive and safe places where people want to live, work, and invest.</p> <p>Development plans should include policies to:</p> <ul style="list-style-type: none"> <li>• develop a strong sense of place with high quality public realm and well designed buildings within a clear framework of routes and spaces.</li> <li>• Create new and improve existing networks, corridors and areas of greenspace, including the urban fringe to enhance biodiversity and recreation.</li> <li>• Strengthen the identity of city and town centres as accessible and vibrant focal points for high trip generating uses.</li> <li>• Improve public transport systems and services and increase opportunities for walking and cycling.</li> </ul> <p>RSS recognises the role of cities in realising opportunities in the service based and knowledge driven economy and the importance of compact, liveable and accessible places.</p>	<p>Improving our places</p> <p>Safer and stronger communities</p>	<p>Policy CS10 states that new development in all parts of the district will incorporate sustainable buildings, spaces and landscaping of high quality design which protects and enhance character and distinctiveness and are appropriate for their location in terms of density and scale. They will also protect and enhance historic and natural assets.</p> <p>In central Wakefield we aim to attract a range of good quality leisure, recreation and open space facilities to meet local needs such as improved health and fitness facilities and redevelopment of existing facilities such as Lightwaves Leisure Centre (Policy CW11).</p>	<p>Relevant objectives:</p> <p>5: To promote the highest standards of design and construction in new developments within central Wakefield by making best use of existing resources and renewable energy technologies, and minimising carbon emissions.</p> <p>7: To protect and enhance the natural environment by promoting biodiversity and recreational opportunities within the waterfront and providing greenspaces within new developments.</p> <p>8: To enhance the public realm and improve links between the city centre and surrounding areas, including the waterfront.</p> <p>Relevant policies: CW6-CW8, CW11-12, CW21-22, CW25</p>	<p>In summary, the Area Action Plan reflects the principles of Policy YH5 because it:</p> <ul style="list-style-type: none"> <li>• protects and safeguards views and settings of the spires and towers such as the cathedral (policies CW7 and 8)</li> <li>• creates new pedestrian and cycle routes (Policy CW6)</li> <li>• identifies a series of development sites and Special Policy Areas where comprehensive development is proposed (policies CW21 and CW22)</li> <li>• requires new development to follow principles set out in the 'Hierarchy of Spaces'</li> <li>• seeks to improve links to the waterfront and promote recreational opportunities at the river edge (Policy CW25)</li> <li>• identifies the city centre as a pedestrian priority area where pedestrians and buses have priority over cars.</li> </ul> <p>Private amenity space is also encouraged within new residential developments.</p>

<p>Policy ENV9 places an onus on development plans to conserve distinctive elements of the historic environment and distinctiveness within former industrial landscapes, housing areas, civic buildings of note and archaeological sites.</p> <p>Policy E6 (Sustainable tourism) states that LDFs should set out policies and proposals that place particular priority on tourist related development. This will involve supporting regeneration and realising the potential of cultural assets by promoting their roles and modern, varied destinations. Policy ENV11 seeks to safeguard sport and recreational facilities and maximise opportunities for cycling and walking to improve health.</p>	<p>Improving our places</p>	<p>Policy CS11 aims to secure the provision of good quality tourist and leisure related facilities to address deficiencies and local needs which is both accessible and affordable. New housing development should provide or improve facilities to meet local needs, preferably on site.</p> <p>Major leisure and tourist related uses that attract large number of people will be focussed within city and town centres (see policy CS1).</p> <p>See also Policy CS10 as set out above</p>	<p>Relevant objectives:</p> <p>7: To protect and enhance the natural environment by promoting biodiversity and recreational opportunities within the waterfront and providing greenspaces within new developments.</p> <p>8: To enhance the public realm and improve links between the city centre and surrounding areas, including the waterfront.</p> <p>Relevant policies:</p> <p>CW14, CW22 and CW24-28</p>	<p>A number of listed buildings and locally important buildings are identified in the Area Action Plan.</p> <p>The strategy of the Area Action Plan aims to boost tourist and cultural activity at key locations within in central Wakefield. Key projects include:</p> <ul style="list-style-type: none"> <li>• Theatre Royal and Opera House</li> <li>• The Orangery</li> <li>• Hepworth – Wakefield Gallery</li> </ul> <p>Policy CW7 aims to protect key strategic view of spires and towers of Wakefield, which are nationally or internationally important listed buildings. New development will also need to preserve and enhance the setting of listed buildings and conservation areas (see policies CW22 and CW24-28).</p> <p>Private amenity space is also encouraged within new residential developments (see Policy CW14).</p>
<p>Development plans should aim to enhance and maintain restore or add to distinctive elements of the natural environment, and also retain and encourage biodiversity in new development and encourage networks of greenspace and ecological corridors (ENV8: Biodiversity).</p>	<p>Improving our places</p> <p>Safer and stronger communities</p> <p>Healthier communities</p>	<p>See policy CS10 above</p>	<p>Relevant objectives:</p> <p>7: To protect and enhance the natural environment by promoting biodiversity and recreational opportunities within the waterfront and providing greenspaces within new developments.</p> <p>8: To enhance the public realm and improve links between the city centre and surrounding areas, including the waterfront.</p> <p>Relevant policies:</p> <p>CW6, CW11-13 and CW25</p>	<p>The waterfront is an important ecological corridor and its role as a key driver of the planning for the future of central Wakefield is recognised (see Policy CW25).</p> <p>Along the waterfront and other key development corridors, we will seek to promote biodiversity and leisure opportunities through financial contributions and high quality design measures to provide new pedestrian and cycle routes and public realm improvements (see policies CW6, CW11, CW13 and CW25).</p>
<p>Development plans should help reduce greenhouse gases by increasing densities, encouraging more energy</p>	<p>Improving our places</p>	<p>Policy CS13 states that new development must minimise the impact as well as mitigate</p>	<p>Relevant objectives:</p> <p>1. To reduce traffic levels within</p>	<p>The Area Action Plan puts forward a range of measures to reduce greenhouse gases including demand</p>

<p>efficient buildings and reducing traffic growth through demand management and improving public transport, cycling and walking and encouraging redevelopment of previously developed land and use of renewables (policy YH2: Climate change and resource use).</p>	<p>Safer and stronger communities  Healthier communities</p>	<p>the effects of climate change and minimise the use of natural resources and also include measures to reduce carbon measures through orientation, layout, and design and material selection.</p> <p>To meet sub regional and regional targets, new development should include renewable energy facilities and larger developments will be required to provide on – site renewable energy generation capacity from new technologies.</p>	<p>Wakefield city centre and enable all users to gain equal access to shops and services by making it more pedestrian friendly, safer and more accessible by foot, bicycle and public transport.</p> <p>5. To promote the highest standards of design and construction in new developments within central Wakefield by making best use of existing resources and renewable energy technologies, and minimising carbon emissions.</p> <p>Relevant policies: CW1, CW6-CW7 and CW10-11</p>	<p>management measures to reduce congestion and traffic growth and proposals to improve public transport corridors and cycle/pedestrian routes (Policy CW6).</p> <p>Other policies will encourage energy efficiency and more efficient use of land and resources e.g. promoting tall buildings (Policy CW10) and basement car parking (Policy CW5).</p> <p>New development should aim to achieve zero carbon emissions wherever possible in line with the Sustainable Code for Homes.</p>
<p>Flood risk and management issues are addressed under policy ENV1.</p> <p>Allocations for areas of development must follow a sequential approach. Development should be directed towards areas of lowest risk identified by the strategic flood risk assessment.</p> <p>Flood management will be required to facilitate development within cities and inland urban areas such as Wakefield where there is little development land outside high flood risk zones.</p>	<p>Improving our places</p>	<p>Development must avoid unacceptable levels of flood risk particularly in areas of high risk such as River Calder (Policy CS13).</p>	<p>Relevant objectives:</p> <p>7. To influence the location, layout and design of new development so that it reduces or minimises the risk of flooding and does not have an adverse impact on air quality, noise and light pollution.</p> <p>Relevant policies: CW22-CW28</p>	<p>Site allocations have been subject to the sequential test in accordance with Policy ENV1 of RSS and government guidance.</p> <p>For those sites that have not satisfied the sequential test, an exception test has been undertaken and this indicates that some uses would be acceptable within the flood plain subject to measures to deal with the residual risk, such as flood risk defences.</p> <p>These tests are set out in the accompanying supporting document 'Sequential Test and Exception Test' for proposed site allocations in the Central Wakefield Area Action Plan.</p>

# **APPENDIX F: SEQUENTIAL TEST AND EXCEPTION TEST FOR PROPOSED SITE ALLOCATIONS IN CENTRAL WAKEFIELD AREA ACTION PLAN**

## **Introduction**

This paper sets out the sequential tests relating to proposed allocations in the Central Wakefield Area Action` Plan. It follows the steps outlined in PPS25.

The plan allocates five development sites, six Special Policy areas, one Employment Zone and one Landmark Development site (freestanding).

The Calderdale, Kirklees and Wakefield Strategic Flood Risk Assessment and the more detailed strategic flood risk assessment of central Wakefield underlie this document.

## **Part 1: Information relating to Allocations and Development**

### **Site Locations**

The tests cover all central Wakefield site allocations, listed in Table 6 overleaf.

### **Flood Risk**

In central Wakefield, flood risk is a significant issue and can arise from a number of sources. This includes the River Calder from both overtopping of the defences or failure of the flood gates, overtopping of the Ings Beck defences or exceedance of culvert capacities, local surface water trapped behind the defences, or as a result of a pumping failure, surface water runoff from existing development arising outwith the development area that can produce an additional source of flooding. The topography of the Ings Beck catchment lends itself to significant flood risks, with surface water not collected and discharging into Ings Beck, travelling some distance into central Wakefield.

Whilst the flood zone maps show the centre of Wakefield potentially at risk, the scale and type of these risks are very different. This is explored in more detail in the Strategic Flood Risk Assessment for central Wakefield.

### **Flood Risk Zones in which the Allocations are Located**

Land affected by proposed allocations lies within all flood risk zones: 1, 2, and 3.

**Table 6: Central Wakefield Area Action Plan sites/areas: existing flood defences, existing and proposed uses and flood vulnerability classification**

**Notes:**

- 'Flood Risk Zones' are identified in the Environment Agency Flood Maps and Calderdale, Kirklees and Wakefield Councils' Strategic Flood Risk Assessment
- Information on the standard of protection is from the scheme reports for the Wakefield scheme, plus as a result of rerunning the ISIS hydraulic model.
- Information on the bank and river levels is obtained from National Flood Coastal Defence Database (NFCDD) data, which has not been updated as a result of the recent work.

Site reference	Location	Flood Risk Zone	Existing flood defences and protection afforded	Flood risk characteristics	Existing uses	Proposed uses	Flood vulnerability classification
CW8	Junction of Westgate and Quebec Street	1			Offices, shops and business	Offices, shops and business Residential	Less vulnerable More vulnerable
CW21(a)	Jacobs Well Lane/Stanley Road	1		This area has been screened to be potentially vulnerable from surface water flooding.	Business, petrol station and drinking establishments	Business Residential	Less vulnerable More vulnerable
CW21(b)	Clayton Hospital, Northgate/Wentworth Street	1			Hospital	Residential and institutional uses (e.g. health, education)	More vulnerable
CW21(c)	Borough Road Car Park	1			Car park, office and shops	Residential Business and leisure	More vulnerable Less vulnerable
CW21(d)	Wakefield College, Sandy Walk	1			Education	Residential	More vulnerable
CW21(e)	Registry of Deeds, Newstead Road	1		This area has been screened to be potentially vulnerable from surface water flooding.	Office	Residential	More vulnerable
CW23	Trinity Walk Special Policy Area	1		This area has been screened to be potentially vulnerable from surface water flooding.	Car park, shops, offices	Car park, shops, offices, library restaurants and cafes Residential	Less vulnerable Less vulnerable
CW24	Merchant Gate Special Policy Area	1			Library, car park offices, drinking establishments and rail station	Residential Car park, offices and restaurants and cafes Rail station	More vulnerable Less vulnerable Essential infrastructure

CW25 (i)	The Waterfront Special Policy Area – The Waterfront Core Area Planning permission has already been granted for mixed use development.	3a	Defences are not consistent in level or condition. Nominally 1 in 100 year standard of protection.  Risk of breach should be considered.	Main risk arises from overtopping of the River Calder defences upstream of Chantry Bridge. The canal offers a guided flood route for some of these flood waters. High ground surrounds the area, and there is some open space in some of the lower lying areas of this flood cell. Actual area of highest flood risk is limited. In the lower lying areas, around the road junction depths can be significant.	Business	Business	Less vulnerable	
						Residential	More vulnerable	
						Shops, leisure, cultural, offices restaurants and cafes	Less vulnerable	
						Business	Business, residential, shopping, restaurants and cafes	Less vulnerable More vulnerable Less vulnerable Less vulnerable
						Business	Business	Less vulnerable
						Business	Business	Less vulnerable
CW25(ii)	The Waterfront Special Policy Area – South of Wakefield Lock	1 / 2 / 3a			Business	Business, residential, shopping, restaurants and cafes	Less vulnerable More vulnerable Less vulnerable Less vulnerable	
CW25(iii)	The Waterfront Special Policy Area – Evans Halshaw	3a			Business	Business	Less vulnerable	
CW25	The Waterfront Special Policy Area - Stennard Island	3a			Business	Business	Less vulnerable	
CW25	The Waterfront Special Policy Area - Fall Ings Lock	3a			Business and open space	Business and open space	Less vulnerable	
CW25	The Waterfront Special Policy Area - South of Fall Ings Cut/Doncaster Road	3a			Business	Business	Less vulnerable	
CW26 (i)	Kirkgate Special Policy Area – Kirkgate/Sun Lane	1			Offices, restaurants and cafes, residential, shops and drinking establishments	Offices, restaurants and cafes	Less vulnerable Less vulnerable	
						Residential,	More vulnerable	
						Shops and leisure	Less vulnerable	
CW26 (ii)	Kirkgate Special Policy Area – South & East of Kirkgate Roundabout	2 / 3a	Defended from river flooding from the Calder. Performance against surface water flooding is unknown but significant.	This area has been screened to be potentially vulnerable from surface water flooding. Two drainage paths naturally form passing through policies CW26 (i) and CW26 (ii). Part of low lying area adjacent to station and trunk road is subject to flooding from the Calder and/or ponding of surface water.	Offices, restaurants and cafes, residential, shops and drinking establishments	Offices, restaurants and cafes, shops, multi-storey car park	Less vulnerable	
						Residential and hotel and leisure	More vulnerable	

CW27 (i)	Ings Road Special Policy Area – South of Ings Road	3		Ings Beck is culverted along its main length with limited opening sections where a standard of defence is stated by the EA as being 1 in 75 years. The area is susceptible to surface water that fails to enter drainage network, or overtops the inlets of the Ings Beck culvert. The road network forms efficient pathways and the dominant risk in this area is from surface water flooding. The lower area of CW27, adjacent to the River Calder could be at risk from overtopping of these defences.	Shops, business and car parks	Residential,	More vulnerable
						Office, leisure, eating and drinking, business, multi-storey car park and small scale shops	Less vulnerable
CW27 (ii)	Ings Road Special Policy Area – West of Denby Dale Road	2			Offices, shops and business	Offices, small scale shops and business	Less vulnerable
CW27 (iii)	Ings Road Special Policy Area – North of Ings Road	1			Shops, business, restaurants and cafes car parks	Residential	More vulnerable
						Small scale shops, office, leisure, eating and drinking and business	Less vulnerable
CW28	Thornes Wharf Special Policy Area	3a	Defended from new FAS promoted by the EA. 1 in 100 year standard. Flood gates are provided, but there is a risk that they would not be closed prior to an event or fail during an event.	Flooding sources to this area are many. Overtopping of the defences in a more extreme event, failure of the gates brings a significant risk of flooding from the River Calder. Surface water systems pass through this area. Flood pathways from upstream and/or Ings Beck can bring an additional source of flood water to this area. Flood depths are significant, flow paths are many, and an extensive area of the policy area is affected. The area is also a conduit for flood flows to the residential area behind the railway line. Egress for this area is difficult.	Business, industry and eating and drinking	Residential	More vulnerable
						Business, offices, leisure eating and drinking and small scale shops	Less vulnerable
CW29	Calder Vale	3a	Defence condition and performance unknown.	Flood depths are potentially significant and egress would be difficult.	Business and general industry	Business and general industry	Less vulnerable

## Part 2: The Sequential Test

In introducing the sequential and exception tests, the Government does not intend to prevent all development on sites liable to flooding; accepting that some form of development may often have to take place there. Due to the obvious risks of developing on land liable to flooding, the intention is to minimise the risks to people and property.

The overall aim of decision-makers should be to steer new development to Flood Zone 1.

Where there are no reasonably available sites in Flood Zone 1, decision makers should take into account the flood risk vulnerability of land uses and consider reasonably available sites in flood zone 2, applying the exception test if required. Only where there are no reasonably available sites in flood zones 1 or 2 should decision-makers consider the suitability of sites in Flood Zone 3, taking into account the flood risk vulnerability of land uses and applying the ExceptionTest if required.

Within each flood zone, new development should be directed first to sites at the lowest probability of flooding and the flood vulnerability of the intended use matched to the flood risk of the site, e.g. higher vulnerability uses located on parts of the site at lowest probability of flooding.

### Flood Zone 1

Central Wakefield Area Action Plan includes the following allocated sites in Flood Zone 1:

- CW8 junction of Westgate and Quebec Street
- CW21(a) Jacobs Well Lane/Stanley Road
- CW21b) Clayton Hospital
- CW21(c) Borough Road Car Park
- CW21(d) Wakefield College (Sandy Walk)
- CW21(e) Registry of Deeds, Newstead Road
- CW23 Trinity Walk Special Policy Area
- CW24 Merchant Gate Special Policy Area
- CW26 (i) Kirkgate Special Policy Area – Kirkgate/Sun Lane
- CW27 (iii) Ings Road Special Policy Area – North of Ings Road

**For these allocated sites/areas in Flood Zone 1 the proposed allocations are appropriate and there is no need to proceed with the Sequential Test.**

**Could the development proposals for allocated sites/areas in flood zones 2 and 3 alternatively be located in Flood Zone 1?**

- There are no suitable alternatives within central Wakefield as other sites/areas for redevelopment within Flood Zone1 are allocated for appropriate uses including residential or already have planning permission or support established and stable uses.
- The sustainability appraisal into the Core Strategy and the Area Action Plan supported the location of development within central Wakefield on several grounds.
- The purpose of the Area Action Plan is to promote continued growth, together with the regeneration of underused and unused areas to ensure its continued sustainability as an active and vibrant city centre and its immediate environs (see the Exception Test).
- This approach has been informed by government policy and guidance:
  - PPS7 (i.e. avoid encroachment into the countryside);
  - PPG13 (i.e. sustainable transport)
  - PPS3 (i.e. optimising accessible sites for housing).
- The objective to locate development in central Wakefield is also informed by the Regional Spatial Strategy which identifies Wakefield as a Sub Regional City (see **Appendix E**).
- Locating development on sites outside central Wakefield would fail to achieve this, resulting in a shift of economic activity from the city centre to fringe/out of centre locations away from the bus and train stations, This would be economically and socially unacceptable resulting in increased use of the private car and social exclusion (i.e. for those people without access to a private car) and also pressures on the environment i.e. vacant land and sites would not come forward. This is contrary to both the government's objective to promote sustainable communities.

Locating development outside central Wakefield would result in the decline of the city centre and lead to unsustainable patterns of development.

### **Flood Zone 2**

Central Wakefield Area Action Plan includes the following allocated sites in Flood Zone 2:

- CW26(ii) Kirkgate Special Policy Area - South and East of Kirkgate Roundabout
- CW27(ii) Ings Road Special Policy Area - West of Denby Dale Road

The proposed uses in each flood risk vulnerability classification:

**Water compatible:**

None

**Less vulnerable:**

Offices (CW26ii) (CW27ii)  
Multi-storey car park (CW26ii)  
Business (CW27ii)

**More vulnerable:**

Residential (CW26ii)  
Hotel (CW26ii)

**Essential infrastructure:**

None

**The site allocations for sites located in Flood Zone 2 are appropriate and there is no need to proceed with the Exception Test.** It should be noted that a small area of Policy CW26(ii) is in Flood Zone 3a. The more vulnerable uses – residential and hotel – will need to be located outside this part of the Special Policy Area.

### **Flood Zone 3**

Central Wakefield Area Action Plan includes the following allocated sites in flood zone 3a:

- CW25 (ii) The Waterfront Special Policy Area – South of Wakefield Lock
- CW25 (iii) The Waterfront Special Policy area – Evans Halshaw
- CW25 The Waterfront Special Policy Area – Stennard Island
- CW25 The Waterfront Special Policy Area – Fall Ings Lock
- CW25 The Waterfront Special Policy Area – South of Fall Ings Cut/Doncaster Road
- CW26 (ii) Kirkgate Special Policy Area – South & East of Kirkgate Roudabout
- CW27(i) Ings Road Special Policy Area – South of Ings Road
- CW28 Thornes Wharf Special Policy Area
- CW29 Calder Vale

**Could the development proposals for allocated sites/areas in Flood Zone 3a alternatively be located in Flood Zone 2?**

- Other areas of central Wakefield in Flood Zone 2 are either allocated, or already have planning permission, or support established and stable uses. All the potential significant development sites have been identified.
- Allocated sites in Flood Zone 2 have been considered in section 2 above.
- The purpose of the Central Wakefield Area Action Plan is to promote continued growth, together with the regeneration of underused and unused areas of the central area, to ensure its continued sustainability as an active and vibrant centre.
- This approach has been informed by Government policy and guidance:
  - PPS6 (i.e. identify locations for shopping and to use a sequential test to avoid dispersed shopping locations);
  - PPS7 (i.e. avoid encroachment into the countryside);
  - PPS13 (i.e. sustainable transport ) and
  - PPS3 (i.e. optimising accessible sites for housing).
- The objective to locate development in central Wakefield is also informed by the Regional Spatial Strategy which identifies Wakefield as a Sub Regional City within Leeds City Region.
- Locating development on sites outside central Wakefield would fail to achieve this, resulting in a

shift of economic activity from the city centre to fringe/out of centre locations away from the bus and train stations, This would be economically and socially unacceptable resulting in increased use of the private car and social exclusion (i.e. for those people without access to a private car) and also pressures on the environment i.e. vacant land and sites would not come forward. This is contrary to both the government's objective to promote sustainable communities.

- Locating development outside central Wakefield would result in the decline of the city centre and lead to unsustainable patterns of development.

**The proposed uses in each flood risk vulnerability classification:**

**Water compatible:**

Flood control infrastructure (CW25, CW28, CW29)

Amenity open space, nature conservation and biodiversity (CW25ii, Cw25 – Stennard Island, Fall Ings Lock and South of Fall Ings Cut/Doncaster Road, CW26ii, CW27i, CW28)

**Less vulnerable:**

Shops (CW25iii, CW26ii, CW27i, CW28)

Offices (CW25ii, CW25iii, CW25 – Stennard Island, Fall Ings Lock and South of Fall Ings Cut/Doncaster Road, CW26ii, CW27i, CW28)

Eating and drinking (CW25iii, CW25 – Stennard Island, Fall Ings Lock and South of Fall Ings Cut/Doncaster Road, CW26ii, CW27i, CW28)

Car park (CW26ii, CW27i)

Business (CW25ii, CW25iii, CW25 – Stennard Island, Fall Ings Lock and South of Fall Ings Cut/Doncaster Road, CW27i, CW28, CW29)

Leisure (CW25iii, CW25 – Stennard Island, Fall Ings Lock and South of Fall Ings Cut/Doncaster Road, CW26ii, CW27i, CW28)

**These proposals are appropriate in Flood Zone 3a and there is no need to proceed with the Exception Test.**

**The proposed uses in each flood risk vulnerability classification:**

**Water compatible:**

Flood control infrastructure (CW25, CW28, CW29)

Amenity open space, nature conservation and biodiversity (CW25ii, Cw25 – Stennard Island, Fall Ings Lock and South of Fall Ings Cut/Doncaster Road, CW26ii, CW27i, CW28)

**Less vulnerable:**

Shops (CW25iii, CW26ii, CW27i, CW28)

Offices (CW25ii, CW25iii, CW25 – Stennard Island, Fall Ings Lock and South of Fall Ings Cut/Doncaster Road, CW26ii, CW27i, CW28)

Eating and drinking (CW25iii, CW25 – Stennard Island, Fall Ings Lock and South of Fall Ings Cut/Doncaster Road, CW26ii, CW27i, CW28)

Car park (CW26ii, CW27i)

Business (CW25ii, CW25iii, CW25 – Stennard Island, Fall Ings Lock and South of Fall Ings Cut/Doncaster Road, CW27i, CW28, CW29)

Leisure (CW25iii, CW25 – Stennard Island, Fall Ings Lock and South of Fall Ings Cut/Doncaster Road, CW26ii, CW27i, CW28)

**These proposals are appropriate in Flood Zone 3a and there is no need to proceed with the Exception Test.**

**List the proposed uses not in these classifications:**

**More vulnerable:**

Residential (CW25iii, CW25 – Stennard Island, Fall Ings Lock and South of Fall Ings Cut/Doncaster Road, CW26ii, CW27i, CW28)

Drinking establishments (CW25 – Stennard Island, Fall Ings Lock and South of Fall Ings Cut/Doncaster Road and CW27i)

**Essential Infrastructure:**

None

The Exception Test needs to be applied to the use of the following sites/areas for residential use:

- CW25(ii) – Waterfront Special Policy Area, South of Wakefield Lock
- CW25 – Waterfront Special Policy Area - Stennard Island, Fall Ings Lock and South of Fall Ings Cut/Doncaster Road,
- CW26(ii) – Kirkgate Special Policy Area, South & East of Kirkgate Roundabout
- CW27(i) - Ings Road Special Policy Area, South of Ings Road
- CW28 – Thornes Wharf

**Part 3: The Exception Test**

**Note:** The purpose of this test is not to prevent development, but to ensure the risks have been properly assessed and that appropriate mitigation measures are provided.

<b>1. Do the development proposals make a positive contribution to sustainable communities and to the sustainable development objectives of the Central Wakefield Area Action Plan?</b>	
<b>A. Good quality employment opportunities available to all.</b>	
<b>Yes</b>	<b>Explain how:</b> <ul style="list-style-type: none"> <li>• The sustainability appraisal for the Central Wakefield Area Action Plan concludes that there will be a positive effect on employment opportunities.</li> <li>• Proposals for office space, business and leisure developments planned for the Special Policy Areas will have a cumulative significant positive effect.</li> <li>• New job creation in central Wakefield provides an opportunity to redress the imbalance that exists with the current high levels of out-commuting to Leeds.</li> </ul>
<b>B. Conditions which enable business success, economic growth and investment.</b>	
<b>Yes</b>	<b>Explain how:</b> <ul style="list-style-type: none"> <li>• The sustainability appraisal concludes that there will be a positive effect on conditions to encourage economic growth.</li> <li>• Making central Wakefield more attractive and regenerating under utilised sites should help attract inward investment to the area.</li> </ul>
<b>C. Education and training opportunities to build skills and capacities.</b>	
<b>Yes</b>	<b>Explain how:</b> <ul style="list-style-type: none"> <li>• The sustainability appraisal concludes that there will be a positive effect on education and training opportunities associated with the expectations of employers moving into Wakefield and the provision of more training and apprenticeship opportunities.</li> </ul>
<b>D. Conditions and services to engender good health.</b>	
<b>Yes</b>	<b>Explain how:</b> <ul style="list-style-type: none"> <li>• The sustainability appraisal concludes that there is likely to be a beneficial effect on health due to improvements to the public realm and encouragement for walking and cycling in preference to car use. This will be further enhanced by new development being easily accessible in central Wakefield.</li> </ul>
<b>E. Safety and security for people and property.</b>	
<b>Yes</b>	<b>Explain how:</b> <ul style="list-style-type: none"> <li>• The sustainability appraisal concludes that there will be an overall positive cumulative effect in relation to safety and security.</li> <li>• Improvements to the public realm, increased pedestrianisation, designing out crime and the regeneration of central Wakefield in a manner that encourages more people</li> </ul>

	from wider social and age groups to visit the area should improve safety and reduce the fear of crime.
<b>F. Vibrant communities to participate in decision making.</b>	
<b>Yes</b>	<b>Explain how:</b> <ul style="list-style-type: none"> <li>The sustainability appraisal concludes that there should be a significant positive cumulative effect on encouraging community participation and vibrancy. Improvements to the public realm and the reconnection of areas currently hard to reach should make the city centre a more attractive place to live and work.</li> </ul>
<b>G. Create, enhance and provide accessibility to culture, leisure and recreation activities.</b>	
<b>Yes</b>	<b>Explain how:</b> <ul style="list-style-type: none"> <li>The sustainability appraisal concludes there will be a broadly positive effect in creating and enhancing access to culture and leisure facilities. This will be achieved by the emphasis on improving the public realm, provision of new open spaces, improving security and protecting heritage and biodiversity assets, along with the new facilities that will be provided with new development which will improve the range and number of facilities available within central Wakefield.</li> </ul>
<b>H. Local needs met locally</b>	
<b>Yes</b>	<b>Explain how:</b> <ul style="list-style-type: none"> <li>The sustainability appraisal concludes the Central Wakefield Area Action Plan is generally supportive of the requirement to improve local facilities. The Area Action Plan proposes improvements in employment, retail and housing. These local improvements should reduce the need to travel outside the district for employment and shopping and leisure activities.</li> </ul>
<b>I. Quality housing available to everyone</b>	
<b>Yes</b>	<b>Explain how:</b> <ul style="list-style-type: none"> <li>The sustainability appraisal concludes that the Central Wakefield Area Action Plan will have a positive effect on the provision of quality housing available to everyone. The provision of new housing in the Special Policy Areas and Development Sites will help to meet housing needs, particularly for affordable housing. There is an emphasis on providing quality housing.</li> </ul>
<b>J. To provide a transport network which maximises access whilst minimising detrimental impacts</b>	
<b>Yes</b>	<b>Explain how:</b> <ul style="list-style-type: none"> <li>The sustainability appraisal concludes that the Central Wakefield Area Action Plan could have a positive cumulative effect on this objective. Developments in central Wakefield should reduce the need to travel outside the district and there is encouragement for walking and cycling and the reduction of car journeys. However the increase in people travelling into Wakefield may increase congestion and a reduction in air quality. The willingness of commuters to use public transport is difficult to predict.</li> </ul>
<b>K. A quality built environment that protects and enhances it's historic assets, and efficient land use patterns that make good use of derelict sites, minimise travel and promote balanced development.</b>	
<b>Yes</b>	<b>Explain how:</b> <ul style="list-style-type: none"> <li>The sustainability appraisal concludes that the cumulative effects of the policies are likely to be positive. The proposed Development Sites and Special Policy Areas all make use of brownfield sites and the combined regeneration in all these areas should result in a significantly improved urban environment across central Wakefield. The Central Wakefield Area Action Plan provides some major opportunities to enhance the settings of many of Wakefield's important buildings and conservation areas.</li> </ul>
<b>L. A bio-diverse and attractive natural environment.</b>	
<b>Yes</b>	<b>Explain how:</b> <ul style="list-style-type: none"> <li>The sustainability appraisal concludes that the cumulative effects of the Central Wakefield Area Action Plan policies will be generally positive although there is uncertainty related to the effects that redevelopment will have on the brownfield sites which can themselves have biodiversity value.</li> <li>Tree planting on the Emerald Ring and provision of public open spaces provide opportunities for biodiversity gain and enhancements. The reuse of sites in central Wakefield will reduce the pressure for developing on the edge of the urban area.</li> </ul>
<b>M. Minimal pollution levels.</b>	
<b>Not clear</b>	<b>Explain:</b> <ul style="list-style-type: none"> <li>The sustainability appraisal does not identify a clear cumulative effect of the policies of</li> </ul>

	<p>the Central Wakefield Area Action Plan on pollution levels although further development may result in increased levels of pollution due to transport. However, this should be less than the pollution caused by journeys to dispersed development sites.</p> <ul style="list-style-type: none"> <li>• The re-development of an existing employment zone provides an opportunity for cleaner industrial uses to be developed and there is a commitment to less polluting forms of transport. The regeneration of sites also provides an opportunity to remediate any contaminated land that exists on these sites.</li> </ul>
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**N. Minimal greenhouse gas emissions and a managed response to the effects of climate change.**

<b>Not clear</b>	<p><b>Explain:</b></p> <ul style="list-style-type: none"> <li>• The sustainability appraisal concludes that in relation to climate change mitigation the cumulative effect of the Central Wakefield Area Action Plan policies is likely to be adverse although there is much uncertainty which relates to the volume and mode of any transport changes resulting from new development in the plan area and the reductions in carbon monoxide resulting from energy efficiency and renewable energy use.</li> <li>• Large parts of three of the Special Policy Areas are in the high risk flood zone and mitigation measures and careful design will need to be considered. Proposals will need to ensure there is no increase in flooding elsewhere.</li> </ul>
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**M. Prudent and efficient use of energy and natural resources with minimal production of waste.**

<b>Yes</b>	<p><b>Explain how:</b></p> <ul style="list-style-type: none"> <li>• The sustainability appraisal concludes that whilst new developments will result in an increase in resource usage and waste production, they will provide the opportunity to improve the overall energy efficiency of central Wakefield's building stock.</li> </ul>
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**2. Are the development proposals on developable brownfield land or where there are no reasonable alternative options on brownfield land?**

<b>Yes</b>	<ul style="list-style-type: none"> <li>• The identified sites are all on brownfield land within central Wakefield.</li> <li>• All sites are in suitable locations for housing development.</li> <li>• The Sequential Test is aimed at obtaining the agreement of the Environment Agency.</li> </ul>
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**3. Have flood risk assessments been produced that demonstrate that development on allocated land is safe, the residual risks of flooding to people and property (including the likely effects of climate change) are acceptable and can be satisfactorily managed? Do the allocated sites make a positive contribution to reducing or managing flood risk?**

	<ul style="list-style-type: none"> <li>• A Strategic Flood Risk Assessment was undertaken by JBA Consulting for Wakefield, Kirklees and Calderdale councils in 2005. It is currently being updated.</li> <li>• We commissioned JBA Consulting to carry out a strategic flood risk assessment for central Wakefield to inform the Central Wakefield Area Action Plan.</li> <li>• The relevant sites/areas are discussed below.</li> </ul>
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**CW25(ii) Waterfront Special Policy Area - South of Wakefield Lock**

This area is shown to be at risk in more extreme events that would overtop the current defences. These residual risks are relatively low and could be designed out of any new development proposed. The defences are constructed from a range of materials and designs, and are in fair condition. There is an opportunity to use development to either improve these defences or to set back a secondary defence leaving a river side public realm. If this was continued along the canal this would assist in reducing flood risk to existing property. Egress from these sites is naturally to higher ground.

The SFRA recommends that a strategic approach is taken to the form and level of the development proposed in this area, with either developer contributions raised or agreed set back used to improve the flood protection in this area. Risk to life to the occupants in this area is very low. A flood emergency plan should be prepared for the area.

**CW25 Waterfront Special Policy Area - Stennard Island, Fall Ings Lock and South of Fall Ings Cut/Doncaster Road**

These areas are highly vulnerable to a number of sources of flooding. The low lying topography of this area, and the depths and velocities that would be encountered if the defences overtopped are severe.

The second phase of the Wakefield scheme would improve the performance of the defences, but in the 0.1% event flood depths are potentially over 1.5m. As a low lying area it has also been screened to be vulnerable to surface water flooding. Access and egress is a significant issue, as all major routes are affected in the larger events. Sequentially, using the principles and tests in PPS25 the above flood risk characteristics clearly suggest that the land use in this area should remain as low a vulnerability as possible to meet the regeneration agenda; therefore, housing is not recommended in any of these areas. Any undeveloped land should be retained as an extension of the wildlife habitat network.

### **CW26(ii) Kirkgate Special Policy Area – South & East of Kirkgate Roundabout**

This area is at risk from the River Calder and from surface water escaping from the surface water systems above this area. Key flow routes for surface water not collected or escaping from the sewer network are predicted to pass along Kirkgate. Other areas that could add to this flood risk are from Primrose Hill and Eastmoor. Sequentially, the area can be arranged to place the more vulnerable land uses outside of these flood risk areas, and to ensure that the commercial uses are made resilient against these flood risks. Actions should be taken to reduce flood risk by including suitable uses at ground floor level and removing basements when redeveloping existing sites and buildings. Increased resistance to the buildings by raised thresholds would allow this area to demonstrate that flood risk could be managed to acceptable levels.

### **CW27(i) Ings Road Special Policy Area - South of Ings Road**

This area is in Flood Zone 3a and although this is a high risk area the source and mechanisms for flooding is highly complex. From the more detailed assessment in the SFRA the scale and severity of the actual risk is lower than suggested by the flood zone information. Flooding from the Calder can occur to a small part of the area if the defences are overtopped or the flood gates fail to close. There are small sections of open watercourse, where the defences are designed to a lower standard than the River Calder defences. There is a combined risk from surface water flooding arising from the city's surface water network to the north of the site, and from further afield as surface water that should normally drain into Ings Beck cannot and flow down roads. When all these sources are considered, the depths are less than 0.5m and the velocities will be low as ponding will be occurring in this area. The Exception Test would be passed from a flood risk viewpoint as the risks can be mitigated. Access and egress arrangements would need to be addressed in the flood risk assessment accompanying detailed proposals. Sequentially and from the likely outcome of the Exception Test residential development, consisting of multiple storeys, would be an acceptable land use.

### **CW28 (Thornes Wharf Special Policy Area)**

Thornes Wharf is at risk of flooding from a number of flow routes and sources. The River Calder presents the largest risk, with over topping of the defences upstream of the railway viaduct providing a key and significant flow route along roadways and open sections in the viaduct. Overtopping upstream and over some sections of the new flood defence scheme is predicted in the 0.1% event. There is also significant flooding predicted if the flood gates in the new wall are left open or fail. The area has also been screened as being vulnerable to surface water flooding, especially if runoff is tide-locked behind the defences or the pumping stations serving this area fail. Any development in this area would be isolated during a flood event that exceeded the flood defence wall or sewer system.

Access and egress are a serious concern as all major routes out of this area are subject to deep flood waters, and could become highly congested. However, a reasonable lead in time from the flood warning system on the River Calder could be delivered to this area. Evacuation of the area following a flood warning would be the preferred action by the blue light service for occupants of this area. However, experience shows that evacuation of residential property is very difficult in any circumstance, and as a result, the risk to people in this flood cell is very high. Lower vulnerability land uses, in keeping with the current uses, has sequentially been concluded as a result of the SFRA. Any new low vulnerability development will need to carefully consider their mitigation measures to tackle the residual risks in this area as there are a number of key flow routes through this flood cell that will need to be retained in order to avoid damage to existing properties.

## APPENDIX G: TOWNSCAPE ANALYSIS: KEY VIEWS & VISTAS

Wakefield's historic cluster of spires and towers sit on top of a hill above the River Calder and provide a panoramic backdrop to the city's skyline, acting as important visual landmarks. They mark key entry points into the city centre, evoking a sense of arrival and also enable pedestrians to identify and find their way around the city centre, particularly those visiting the city for the first time.

Policy CW7 (Skylines & Strategic Views) identifies key viewpoints where the city's skyline and/or strategic views of the spires and towers should be protected and enhanced. Although there are many fine views across the city the rationale used for selecting the key strategic views is based on views of the city from the:

- three main public transport arrival points of Westgate and Kirkgate railway stations and Wakefield bus station;
- proposed new Westgate railway station;
- main arterial routes into the city centre, particularly where they approach and/or cross the Emerald Ring; and
- Hepworth Wakefield, the city's new public art gallery and landmark building.

Example of the strategic views include (these vary by season due to foliage on trees).

1. View of city from the Northgate approach



2. View of the city from the Denby Dale Road approach, which also indicates the impact of inappropriately scaled buildings on the strategic views.



3. Longer view of the city from the Denby Dale Road approach.



4. View of the city from the Westgate approach showing a newly completed (April 2008) section of the Emerald Ring.



5. View of the city from the Doncaster Road approach, view of All Saints Cathedral obscured by foliage.



6. View of the cathedral from the entrance of the bus station, which also shows the new market hall under construction as part of the Trinity Walk scheme.



7. View of the city from entrance to Kirkgate railway station.



8. Views of the city from the approximate location of the forecourt/entrance of the proposed new Westgate railway station



9. Views of the city from the approximate location of the forecourt/entrance of the existing Westgate railway station. Since the photograph was taken the new arthouse has been constructed but it does not affect the view of the cathedral spire, which again is currently partially obscured by foliage.

