

DEVELOPMENT PLAN PANEL – 16TH JUNE 2015

**AGENDA ITEM 6 – SITE ALLOCATIONS PLAN – PUBLICATION
DRAFT**

**TO ASSIST THE PUBLIC IN VIEWING APPENDIX 1 – THE
DOCUMENTS ARE BEING PUBLISHED SEPARATELY AS
SUPPLEMENTARY DOCUMENTS**

**INTRODUCTION AND KEY POLICIES FOR RETAIL,
EMPLOYMENT AND GREENSPACE**

(DOCUMENT ATTACHED)

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LEEDS SITE ALLOCATIONS PLAN PUBLICATION DRAFT

JUNE 2015

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SECTION 1: INTRODUCTION

1.0 OVERVIEW

- 1.1 Planning for the homes, jobs and other development that the District needs, whilst seeking to protect the environment and the distinctiveness of communities, presents major opportunities and challenges for Leeds in its ambition to become the 'Best City' in the UK. In taking these priorities forward, the Local Development Framework or Local Plan has a key role to play in providing a framework for sustainable development.

THE CORE STRATEGY

- 1.2 Reflecting the Vision for Leeds and City Growth Strategy, the Council's Core Strategy was adopted in November 2014. It sets out the general scale and location of new development for housing and employment, the role of the District's settlements in delivering growth, the approach to focussing development on brownfield land, and considers complementary infrastructure, such as schools and homes for an ageing population, to create liveable and distinctive communities. It provides a basis for the regeneration and growth of Leeds to 2028.
- 1.3 With the adoption of the Core Strategy, key issues such as the overall requirements for housing and employment have been examined in public and concluded upon. The Site Allocations Plan takes forward these and other aspects of the Core Strategy, reflecting its principles and priorities. The Site Allocations Plan cannot re-open the debate about the scale and distribution of growth agreed through the adopted Core Strategy.
- 1.4 One of the key objectives of the Core Strategy is to meet the needs of a growing population. As the residential, economic, cultural and transport centre of the Leeds City Region the City has a responsibility to deliver the housing its current and future population needs. The Core Strategy evidence base established a challenging housing requirement of 70,000 (net) homes between 2012 and 2028.
- 1.5 The evidence base of the Core Strategy is continually monitored and as subsequent demographic projections are released it will be important to evaluate whether they have an impact on the full objectively assessed needs of the City. Whilst the most recent post-Census projections suggest that a lower housing requirement may be needed in Leeds it is too early to tell whether these are structural and long term changes to the Leeds population or simply as a result of the recent recession. The Site Allocations Plan aims to support the full Core Strategy requirement but contains policies such as those on phasing and the identification of Safeguarded Land to ensure that all sites are not immediately released for development and to enable flexibility for the plan as a whole to respond to any potential changes to the overall housing requirement.

1.6 THE SITE ALLOCATIONS PLAN

The Site Allocations Plan provides site allocations and requirements that will help to deliver the Core Strategy policies, ensuring that sufficient land is available in appropriate locations to meet the targets set out in the Core Strategy and achieve the Council's ambitions. It is therefore a key document in the Local Development

Framework or Local Plan for Leeds in identifying specific allocations for development between 1st April 2012 and 31st March 2028.

1.7 **WHAT DOES THE SITE ALLOCATIONS PLAN COVER?**

On 16th May 2012 the Council's Executive Board approved the scope or content of the plan. It covers **Housing, Employment, Retail and Green space allocations for the whole of Leeds district (except for the area within the Aire Valley Leeds Area Action Plan (AVLAAP))**. (See map 1 on page 14 showing area covered by the AVLAAP). The Aire Valley Leeds Area Action Plan is being progressed at the same time as the Site Allocations Plan, thus providing a comprehensive coverage of the whole of Leeds MD.

1.8 **WHAT WORK HAS BEEN DONE SO FAR?**

The Plan has to go through several stages of preparation and will be subject to examination in public by an independent Inspector before it can be adopted by the Council.

1.9 The first consultation stage in the preparation of the Site Allocations Plan was the Issues and Options stage. The Issues and Options plan was published in June 2013 and there was a period of public consultation from 3rd June to 29th July 2013. The Issues and Options for the Site Allocations plan set out initial ideas for site allocations for Housing, Employment, Retailing and Green space, and asked questions to seek the public's views on the approach taken including whether other sites and proposals should be considered.

1.10 The production of the Publication Draft Plan follows a review of representations previously received (over 7,000), joint working across Council Services (including with Children's Services on schools provision), extensive dialogue with ward members and members of Development Plan Panel and engagement with external infrastructure providers and agencies.

1.11 **WHAT IS THE PUBLICATION DRAFT PLAN?**

The Publication Draft Plan is the Council's final version of the proposals for allocations for development for housing and employment, and retail designations and designations of Green space sites across Leeds. The draft plan has to be 'placed on Deposit' for a statutory period of consultation (a minimum of 6 weeks). The Plan is considered by the Council to have complied with the legal and procedural requirements and be 'sound' – a Local Plan cannot be adopted, or finally approved until it is 'found sound' through the public examination process. Once the Plan is submitted to the Secretary of State for Communities and Local Government, an independent inspector will be appointed to examine the Plan.

The document has been prepared taking into account:

- Government legislation
- National Planning Policy Framework and accompanying guidance
- The Adopted Core Strategy
- Responses from earlier stages of consultation
- Sustainability Appraisal
- Community Strategy

- A series of plans and strategies such as the Joint Strategic Needs assessment (JSNA)
- The plans and strategies at a sub-regional and neighbouring local level

1.12 LEGAL AND PROCEDURAL REQUIREMENTS

At the examination the Planning Inspector will check that the Plan meets the legal and procedural requirements of the Planning and Compulsory Purchase Act 2004 (amended by the Localism Act 2011) and the Town and Country Planning (Local Planning) (England) Regulations 2012, before moving on to the tests of soundness. The legal requirements are:

1. Section 110 of the Localism Act sets out the **Duty to Cooperate** for the local planning authority. Paragraph 156 of the National Planning Policy Framework (NPPF) sets out the strategic issues where cooperation might be appropriate. Paragraphs 178-181 provide further guidance on planning strategically across local boundaries and highlight the importance of joint working to meet development requirements that cannot wholly be met within a single local planning area. See [Background Paper – Duty to Cooperate](#).
2. Preparation of the Development Plan should be in accordance with the current [Local Development Scheme \(LDS\)](#).
3. The process of public engagement for the Site Allocations Plan should be in general accordance with the [Statement of Community Involvement](#) (SCI).
4. Authorities are required to publish a **Sustainability Appraisal** (SA) report to accompany and inform the plan. See the separate Sustainability Appraisal Report and Sustainability Report Non-Technical Summary.
5. The Development Plan should have regard to the **Sustainable Community Strategy** for its area (the Vision for Leeds).
6. The Council must also prepare a **Habitats Regulations Assessment** to inform and accompany the Plan. This is also known as the Appropriate Assessment. See the Habitats Regulations Assessment (HRA) Screening document.

1.13 WHAT IS MEANT BY THE PLAN HAVING TO BE ‘SOUND’?

Tests of soundness are set in planning legislation. A plan cannot be adopted or formally approved until it passes these tests. The Inspector will consider whether the Plan has been or is:

Positively prepared – based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities, where it is reasonable to do so and consistent with achieving sustainable development;

Justified – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;

Effective – the plan should be deliverable over its period and based on effective joint working on cross boundary strategic priorities; and

Consistent with national policy – will the plan enable the delivery of sustainable development in accordance with the National Planning Policy Framework (NPPF)?

1.14 **CURRENT TIMETABLE (INCLUDING WORK DONE):** (current stage in bold text)

The current timescales are outlined below. At certain stages, further consultation may be required which will mean the timetable for delivery of the plan will need to be extended.

Issues and Options public consultation	Summer 2013
Executive Board approval for allocation of sites in principle	11 th Feb 2015
Approval of Publication Draft Plan at Executive Board	July 2015
Public consultation on Publication Draft Plan	Autumn 2015
Further consultation on any major modifications?	
Submission to Secretary of State	
Examination in public	
Further consultation on any modifications suggested by Inspector?	
Inspector's Report	
Adoption	to be confirmed

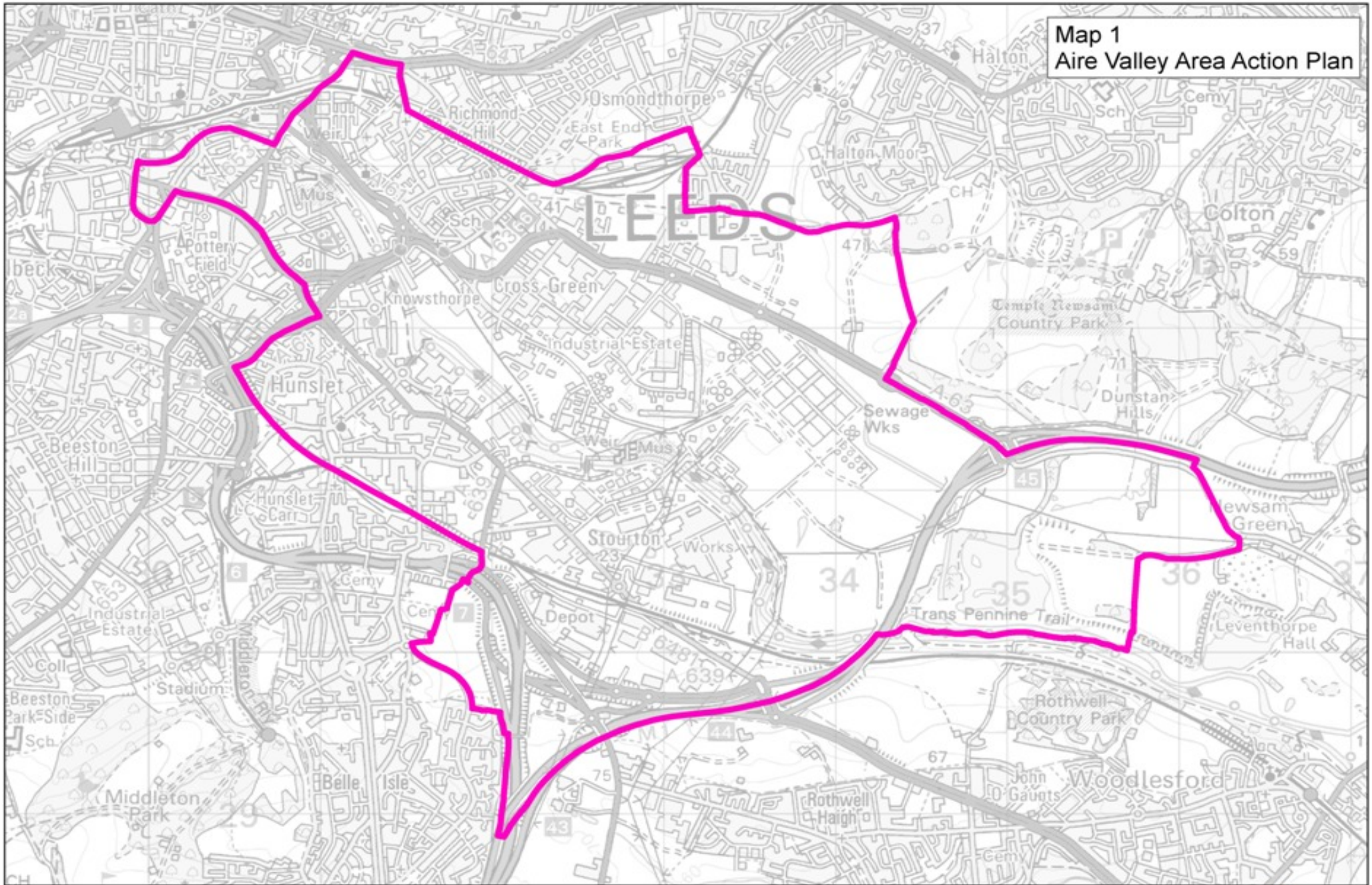
1.15 **THE POLICIES MAP (FORMERLY THE PROPOSALS MAP):**

Once the Site Allocations Plan is adopted by the Council, the Policies Map will be updated to reflect the allocation of sites and policies and proposals. This happens each time a new plan containing site specific proposals is adopted – hence the policies map reflects the Council's planning proposals for specific pieces of land at a specific point in time.

1.16 **AIRE VALLEY LEEDS AREA ACTION PLAN (AVLAAP):**

Site specific allocations are being proposed separately for the area covered by the Aire Valley Leeds Area Action Plan (AVLAAP - see Map 1 page 14). The AVLAAP Publication Draft is being 'placed on Deposit' at the same time as the Site Allocations Plan. Proposed development in the Aire Valley will contribute towards the overall Core Strategy housing, employment and open space provision and requirements for the relevant Housing Market Characteristic Areas (HMCAs). The Aire Valley area includes parts of the City Centre, Inner Area, East Leeds and Outer South HMCAs. The Site Allocations Plan cannot deal with any comments or representations on sites within the Aire Valley area as this is subject to its own separate consultation process. Documents relating to the AAP can be viewed on the Council's website.

Map 1
Aire Valley Area Action Plan



1.17 **NEIGHBOURHOOD PLANS:**

Following the introduction of the Localism Act (2011), communities now have a greater opportunity to influence the future of the places where they live and work, including the right to prepare a Neighbourhood Plan. Neighbourhood Plans can guide where development takes place, what it should look like and deal with other issues of local interest and concern. However, these plans must be in conformity with the Core Strategy and the Site Allocations Plan (also referred to as the Local Plan) and can identify sites to accommodate more development, but not less than set out in the Local Plan. As the National Planning Policy Framework (para 157) explains, it is the role of Local Plans to allocate sites. Neighbourhood Plans cannot make alterations to the Green Belt boundary – this has to be done via the Site Allocations Plan. Hence close working has and is continuing to take place with communities preparing their own neighbourhood plans to ensure their site suggestions have been considered along with all others in the site allocations process. Neighbourhood Planning Forums, Parish and Town Councils and amenity groups across Leeds have been consulted in the preparation of the Site Allocations Plan.

1.18 The decision to prepare a Neighbourhood Plan is a matter of choice for communities. Where neighbourhood planning is being pursued it is up to each neighbourhood to decide on what its plan will deal with. It could include: housing and the built environment, education, transport, business and shopping, community, countryside and the natural environment, and other issues of community importance. In areas with a Parish or Town Council, the parish or town council will take the lead on neighbourhood planning. In areas without a parish or town council a neighbourhood forum will need to be established that is made up of at least 21 people who live, work and do business in the area. There should also be representation from local ward members on the forum.

1.19 Within Leeds there has been considerable interest in neighbourhood planning. As at April 2015 the City Council has already designated 33 neighbourhood areas and is actively working with these communities. Other areas are showing an interest in the process and further designations are likely. The Council can offer help and advice to those involved or interested in the process. Please see <http://www.leeds.gov.uk/council/Pages/Neighbourhood-planning.aspx> or email npsupport@leeds.gov.uk.

1.20 A neighbourhood plan has to go through a similar process of examination to the Site Allocations Plan, but is also subject to a local referendum before it can be 'adopted' by the Council. Once adopted it will carry weight in decisions on planning applications in that area as part of the development plan for the District. However, a neighbourhood plan does not override or replace the requirements and provisions in the Core Strategy and Site Allocations Plan.

1.21 **SUB-REGIONAL CONTEXT AND CROSS BOUNDARY MATTERS**

The Plan is prepared under a legal 'Duty to Cooperate' requirement through the Localism Act 2011 which requires local authorities to work with neighbouring authorities and other prescribed bodies when preparing a development plan document. It places a legal duty on local planning authorities and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of local plan preparation in the context of strategic matters. When preparing plans local authorities should also have regard to Local Enterprise

Partnerships and Local Nature Partnerships in their area. The Background Paper – Duty to Co-operate provides full information on work with neighbouring authorities and other organisations.

1.22 PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT

The Core Strategy contains a general policy on determining planning applications in line with the National Planning Policy Framework (NPPF). The Local Plan is intended to be read as a whole; to that end this general policy applies to the Site Allocations Plan.

1.23 DOCUMENT STRUCTURE

Section 1 is the introduction. Section 2 looks at the topic areas – retail, housing, employment and green space and gives an overview of policies. Section 3 looks at each of the geographical areas across Leeds and the proposals for retail, housing, employment and green space within each area. These areas are the 11 Housing Market Characteristic Areas (HMCAs) referred to in the Core Strategy. See Map 2, page 17 which shows the 11 areas. As set out in the Core Strategy, these areas reflect the identity of communities and settlements across the District, with associated requirements.

1.24 HOW TO COMMENT ON THIS PUBLICATION DRAFT PLAN

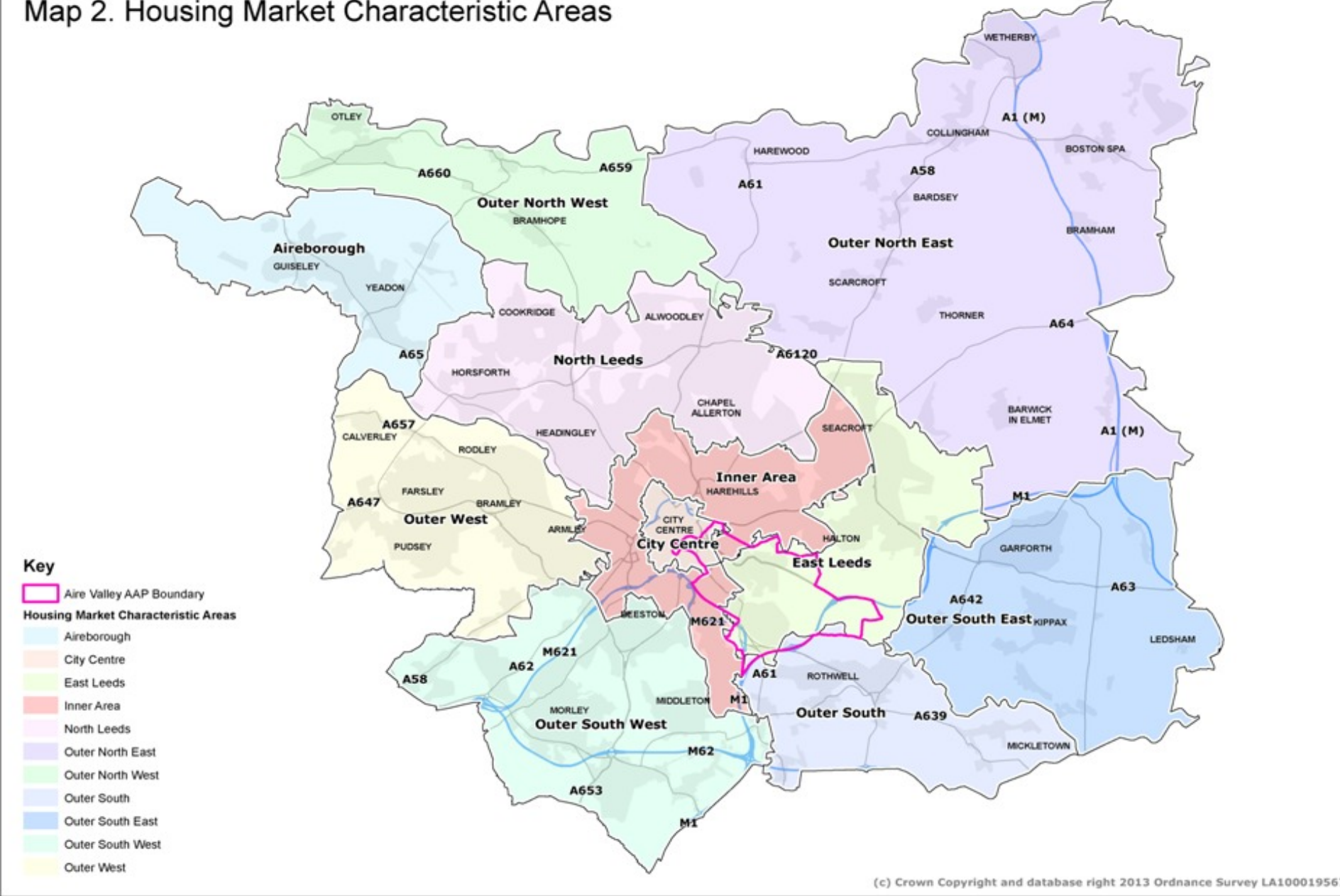
This consultation is an opportunity to submit your representations on proposals set out within the draft plan. There are a number of ways in which you can tell us what you think:

To be completed once consultation strategy and online data etc complete

...

...

Map 2. Housing Market Characteristic Areas



- Key**
- Aire Valley AAP Boundary
 - Housing Market Characteristic Areas**
 - Aireborough
 - City Centre
 - East Leeds
 - Inner Area
 - North Leeds
 - Outer North East
 - Outer North West
 - Outer South
 - Outer South East
 - Outer South West
 - Outer West

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SECTION 2: RETAIL, HOUSING, EMPLOYMENT AND GREENSPACE OVERVIEW

2.0 RETAIL OVERVIEW

The city's shopping centres are important service centres, whose vitality and viability are important for the local economy. The Core Strategy and where appropriate, saved Unitary Development Plan (UDP) policies set out how the character and diversity of shopping centres will be maintained by:

- Enhancing the status of the City Centre as the primary regional shopping centre;
- Focussing new retail development in existing centres, referred to as a 'centres first approach' (and providing, where appropriate, new boundaries to accommodate additional retail development);
- Resisting the loss of shop units in retail use (Class A1) to other uses, particularly in the primary frontages of the centres;
- Promoting uses which are complementary to the primary frontage within adjoining secondary frontages.

- 2.1 The Core Strategy establishes the various roles of the different types of centres existing in Leeds. The City Centre will continue to develop its role as the regional centre for shopping, culture, leisure and employment and the Core Strategy aims to enhance the primacy of the City Centre for comparison shopping.
- 2.3 Other town centres will perform an important role in providing for weekly and day-to-day shopping requirements, employment, community facilities and leisure opportunities in easily accessible locations. They can minimise the need to travel, by providing the opportunity for 'linked trips' to shopping, employment and other frequently used services and are an essential component of a liveable city.
- 2.4 The Leeds Core Strategy establishes a three tier hierarchy to Leeds' centres outside the city centre. Core Strategy Map 4 'Hierarchy of Centres', illustrates the location and hierarchy designation of the centres. The three tiers are the city centre which performs the role of a regional city, town centres serving various communities within Leeds, providing for weekly and day to day shopping needs. Lastly, there are local centres which tend to have fewer shops selling fewer product ranges and draw trade from the nearby area.
- 2.5 National policy requires Local Authorities, when drawing up Local Plans to *"define the extent of town centres and primary shopping areas, based on a clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations"* (NPPF Para 23).
- 2.6 The Core Strategy establishes the broad principles for development within City Centre and Town and Local Centres (which are identified in Policy P1), with the Site Allocations Plan providing further detail, where required, on the specific interpretation of centre boundaries, Primary Shopping Areas and particularly Primary and Secondary Shopping Frontages.

POLICY RTC 1 – DESIGNATIONS OF CENTRE BOUNDARIES, SHOPPING AREAS AND PROTECTED SHOPPING FRONTAGES

THE SITE ALLOCATIONS PLAN DESIGNATES THE EXTENT OF CENTRE BOUNDARIES, PRIMARY SHOPPING AREAS AND PROTECTED SHOPPING FRONTAGES FOR CENTRES IDENTIFIED IN POLICY P1 OF THE CORE STRATEGY AND THE HIGHER ORDER LOCAL CENTRE OF CARDIGAN ROAD, AND OTHER IDENTIFIED CENTRES (WITH THE EXCEPTION OF THE AIRE VALLEY TOWN CENTRE OF HUNSLET AND THE LOCAL CENTRE OF LEEDS DOCK). THESE ARE IDENTIFIED ON THE POLICIES MAP.

Centre Boundaries

- 2.7 Saved UDP Policy CC2 defines the extent of the City Centre Boundary, and this remains. All other centre boundaries are now designated by the Site Allocations Plan, as shown on the Policies Map. For policies relating to the uses within these centres, please refer to Core Strategy policies CC1, CC2, P1, P2, P3, P5, P6 and P8. P7 relates to the creation of new Centres.
- 2.8 Centre boundaries have been drawn to accommodate a broad core of main Town Centre uses, largely consisting of shopping, leisure, office and services. Boundaries may have been extended to accommodate sites with planning permission, known development proposals or sites which could accommodate growth in town centre uses as a coherent expansion to the centre boundary.

Primary Shopping Areas

- 2.9 Primary Shopping Areas (PSA) are the defined area where retail activity is concentrated. In the City Centre the UDP Prime Shopping Quarter has been used as the PSA. In town centres and higher order local centres, a separate boundary has been identified. In lower order local centres the PSA is the same as the centre boundary.
- 2.10 For sequential testing purposes, unless policies specifically state otherwise, the Primary Shopping Area represents in-centre for A1 retail proposals (in accordance with National Policy). Therefore, unless policies specifically state otherwise, A1 retail proposals outside of Primary Shopping Areas but within centre boundaries will be considered as out of or edge of centre depending on distance from the Primary Shopping Area. For all other town centre uses, the centre boundary will be considered as in-centre.

Protected Shopping Frontages

- 2.11 Policy CC1 h) of the Core Strategy establishes that, *“A concentration of shops with ground floor frontages should be maintained in the Prime Shopping Quarter for reasons of vitality. Proposals for non-retail use should not result in the proportion of retail frontage length falling below 80% in primary frontages or below 50% in secondary frontages.*
- 2.12 Proposals for uses outside of the “A” class will not be permitted within designated ground floor frontages”.

- 2.13 For Town and Local Centres the Core Strategy states in section 5.3.6 that primary shopping frontages should reflect saved UDP policy SF7 and maintain a 70:30 split between A1 and other uses. Secondary frontages would exhibit more flexibility of uses provided that the shopping character of these streets is safeguarded. *“This approach to primary and secondary frontages is taken forward in principle within the Core Strategy with the detail to be established in the Site Allocations Plan.”*
- 2.14 The Site Allocations Plan is therefore taking forward the intention of UDP Policy SF7, as reflected within the Core Strategy.

POLICY RTC 2 – PROTECTED SHOPPING FRONTAGES WITHIN THE CITY CENTRE

IN ACCORDANCE WITH POLICY CC1 OF THE CORE STRATEGY PROPOSALS FOR NON-RETAIL USES WITHIN PROTECTED SHOPPING FRONTAGES WILL BE DETERMINED IN ACCORDANCE WITH THE FOLLOWING PROVISIONS:

- 1) PRIMARY SHOPPING FRONTAGE: PROPOSALS FOR NON-A1 RETAIL USES WITHIN THESE FRONTAGES WILL NORMALLY BE RESISTED WHERE A PROPOSAL WOULD RESULT IN THE PROPORTION OF A1 RETAIL FRONTAGE LENGTH FALLING BELOW 80%. WHERE THIS PROPORTION IS ALREADY BELOW 80%, PROPOSALS FOR NON-A1 USES WILL NORMALLY BE RESISTED;**
- 2) SECONDARY SHOPPING FRONTAGE: PROPOSALS FOR NON-A1 RETAIL USES WITHIN THESE FRONTAGES WILL NORMALLY BE RESISTED WHERE A PROPOSAL WOULD RESULT IN THE PROPORTION OF A1 RETAIL FRONTAGE LENGTH FALLING BELOW 50%. WHERE THIS PROPORTION IS ALREADY BELOW 50%, PROPOSALS FOR NON-A1 USES WILL NORMALLY BE RESISTED.**
- 3) NON-MAIN TOWN CENTRE USES WILL NOT NORMALLY BE PERMITTED WITHIN IDENTIFIED FRONTAGES**

City Centre Primary Shopping Frontages

- 2.15 These frontages form the core of the City Centre shopping area, and represent the most attractive retailing locations. These are mainly frontages within new shopping developments, the pedestrianised streets and arcades, and those streets that form important links between these areas. The aim of the Site Allocations Plan is to maintain the dominant retail character of the Primary Shopping Area, but to allow limited scope for the development of non-retail uses, such as restaurants, bars, leisure uses and offices.
- 2.16 One of the main strengths of the City Centre is that its shopping facilities are concentrated around the core shopping areas of Albion Street, Briggate, Commercial Street, the Headrow and Vicar Lane. This geographic cohesion is a major attraction for shoppers and makes shopping in Leeds City Centre accessible and convenient. Given the wide range of non-retail uses which occupy sites within the City Centre, as a

whole, and the need to maintain the viability and vitality of the Centre, a high proportion of retail uses should be maintained within primary frontages.

City Centre Secondary Shopping Frontages

- 2.17 Surrounding the core of the Prime Shopping Quarter are shopping areas and frontages where the predominant land use is likely to be shopping, but where there will be a greater degree of flexibility to enable a greater variety of uses to support but not detract from the main shopping function.

Guidance for Shopping Frontages within covered, multi-storey, shopping centres in Leeds City Centre

- 2.18 This guidance covers the centres of:

The Corn Exchange
The Merrion Centre
St Johns
Trinity Centre
Victoria Gate (Phase 1)

- 2.19 For these centres, protected shopping frontages are defined on the inset maps for each centre. Frontage length for these centres should be measured as the combined total length of all frontages for all floors as shown in the inset map. In some cases this may refer to all floors of a shopping centre, for others shopping frontage policies will only apply over a single floor, as made clear by the inset map.

POLICY RTC 3 – PROTECTED SHOPPING FRONTAGES WITHIN TOWN AND LOCAL CENTRES

IN ORDER TO MAINTAIN AND ENHANCE THE VITALITY AND VIABILITY OF SHOPPING FACILITIES, AND THE ESSENTIAL RETAIL CHARACTER OF THE SHOPPING CENTRES LISTED IN POLICY P1 OF THE CORE STRATEGY AND OTHER IDENTIFIED CENTRES, PROPOSALS TO CHANGE USE WITHIN PROTECTED SHOPPING FRONTAGES WILL BE DETERMINED IN ACCORDANCE WITH THE FOLLOWING PROVISIONS:

- 1) PRIMARY SHOPPING FRONTAGE: PROPOSALS FOR NON-A1 RETAIL USES WITHIN THESE FRONTAGES WILL NORMALLY BE RESISTED WHERE A PROPOSAL WOULD RESULT IN THE PROPORTION OF A1 RETAIL FRONTAGE LENGTH FALLING BELOW 70%. WHERE THIS PROPORTION IS ALREADY BELOW 70%, PROPOSALS FOR NON-A1 USES WILL NORMALLY BE RESISTED;**
- 2) SECONDARY SHOPPING FRONTAGE: PROPOSALS FOR NON-A1 RETAIL USES WITHIN THESE FRONTAGES WILL BE DETERMINED ON THEIR OWN MERITS AND WILL NORMALLY BE RESISTED WHERE THE PROPOSAL IS JUDGED TO NEGATIVELY IMPACT ON THE VITALITY AND VIABILITY OF THE FRONTAGE OR THE CENTRE AS A WHOLE.**

3) NON-MAIN TOWN CENTRE USES WILL NOT NORMALLY BE PERMITTED WITHIN IDENTIFIED FRONTAGES.

Primary Shopping Frontages

- 2.20 The aim of the policy is to ensure that primary shopping frontages within Town and Local Centres continue to fulfil their essential primary role of providing convenient and accessible shopping facilities within reasonably compact areas, upon which the character of a shopping centre is based.

Secondary Shopping Frontages

- 2.21 With regard to secondary shopping frontages, the aim of the policy is to safeguard the overall retailing character of shopping centres, whilst recognising that non-retail and specialist uses do provide an important service, and should be made available to the public as a secondary element of a shopping centre.

Measuring Frontage Length

- 2.22 Shopping units contained within protected frontages are identified on the Policies Map. When measuring whether a proposal is in accordance with the relevant frontage Policy (SAPRTC2 or 3) proposals should identify the length of frontage they are contained within. In general frontage lengths will not go around corners, nor will they cross significant breaks in the frontage such as streets or long blank elevations. However, frontages may cross ginnels, alleyways or store/arcade entrances. Given the complexity in street patterns it is impossible to be entirely prescriptive about where an individual frontage will start and end, and each case will be treated on its own merits.
- 2.23 Where a frontage length consists of fewer than 5 units, consideration will be given to the proportion of A1 uses contained within adjacent frontages, when determining an application in accordance with Policy SAPRTC 2 or 3. Where the combined proportions of the smaller frontage and the adjacent frontages are within their target A1 proportions, proposals will be supported. This will be judged on a case by case basis.
- 2.24 Unless otherwise stated, such as within covered multi-storey shopping centres, shopping frontages only cover the ground floor of a unit.

Further Consideration of Frontage Policies

- 2.25 Abnormal conditions that could constitute a relaxation of the above policies would include when a unit has been physically vacant for over 6 months, and evidence demonstrates that the unit had been actively marketed for an A1 use over that period. In addition, if the Local Planning Authority accepted that long term shopping patterns had changed to such an extent that it was agreed that a Centre could not realistically maintain the prescribed A1 retail percentage, this would also be taken into account when arriving at a decision on change of use applications. However, in such instances

applicants would be expected to present thorough evidence demonstrating a) such changes in shopping patterns and b) that all practical steps in the owner's power have been undertaken to attract A1 retail.

Shop Fronts

- 2.26 In the interests of maintaining the unique character of Leeds' shopping streets it is essential that shop fronts are protected and where possible enhanced.

POLICY RTC 4 – SHOPFRONTS

ALL CHANGES OF USE WITHIN PROTECTED SHOPPING FRONTAGES MUST:

- 1) MAINTAIN A GROUND FLOOR WINDOW DISPLAY AND/OR SHOP FRONTAGE APPROPRIATE TO THE USE OF THE PREMISES AT ALL TIMES;**
- 2) MAINTAIN OR ENHANCE THE GENERAL APPEARANCE OF THE EXISTING SHOPPING FRONTAGES IN THE DESIGN AND MATERIALS USED IN ANY EXTERNAL ALTERATIONS TO THE BUILDING FAÇADE;**
- 3) MAINTAIN OR ESTABLISH ACCESS TO UPPER FLOORS, WHERE PRACTICABLE.**

2.68 EMPLOYMENT OVERVIEW

The long term ambition of the Core Strategy is to maintain and strengthen Leeds' position as the economic hub at the heart of the City Region and to provide new jobs and appropriate locations which meet the needs of future employers. The focus of this approach is to continue the growth of a strong, diverse and successful urban and rural economy with skilled people and competitive businesses which are sustainable, innovative, creative and entrepreneurial and which support the delivery of the Council's Growth Strategy. The Employment Land Review, the Council's economic strategies and the City Region Investment Strategy and subsequent updates are key considerations when assessing proposals for the development of employment sites. Through the growth of local businesses it is envisaged that all communities will be able to access jobs and training opportunities.

- 2.69 The Core Strategy policies which have a bearing on site allocations for employment are Spatial Policies 1, 2, 3, 4, 8, 9 and 10 and policies EC1, EC2 and EC3. Of particular relevance to site allocations, Policy SP9 sets the requirement for how much office floorspace and how much general employment land is needed for Leeds as a whole. The quantities required are set out below under the sections for Offices and General Employment respectfully.
- 2.70 Policy EC1 commits Leeds City Council to identifying the quantity of general employment land sought in Policy SP9. It outlines how the land should be identified, i) by carrying forward allocations, ii) finding new allocations in accessible locations related to the Settlement Hierarchy, including good access to motorway, rail and waterway, and within regeneration areas, in existing industrial areas and in association with housing urban extensions, iii) phasing consistent with strategy for housing and regeneration, and iv) identifying storage and distribution sites along rail corridors (particularly in Aire Valley) and along the Aire and Calder Navigation.
- 2.71 Policy EC2 commits the City Council to identify quantities of office space with the preferred location being within and/or edge of the City Centre and designated Town and Local Centres. Exceptions are set out for UDP allocations being carried forward in certain circumstances and for small scale (up to 500sqm) provision to be welcomed in regeneration areas and in certain settlements and rural areas.
- 2.72 When the Site Allocations Plan and Aire Valley Leeds Area Action Plan are both adopted, the identified sites and allocations for offices and general employment (including mixed use) will supersede Policies E3 and E4 of the Unitary Development Plan.
- 2.73 Whilst the Core Strategy seeks to encourage the growth of a wide range of employment sectors, the focus of employment land within this section of the document relates to the employment floorspace and land provision needs for the following employment use classes:
- B1 Business (B1a - offices, B1b - research & development, B1c - light industry),
 - B2 General Industrial and
 - B8 Storage or Distribution (wholesale warehouses, distribution centres)
- 2.74 Core Strategy policy distinguishes between office provision (class B1a) and general employment (all other B class uses). They have different locational policy controls with offices preferred in centres and general employment more widely distributed in

locations related to the settlement hierarchy and with good access to transport infrastructure and labour markets. The Site Allocations Plan and Aire Valley Leeds Area Action Plan (AVAAP) identify and allocate land for sufficient offices and general employment to meet the requirements set out in the Core Strategy.

- 2.75 The Core Strategy also designates a number of “Strategic Locations for Job Growth” in Policy SP1. These are locations where increases of 1000+ jobs were expected because of existing arrangements or plans. These locations are shown on the Core Strategy Key Diagram, and include the City Centre and Aire Valley.
- 2.76 Whilst the purpose of the Site Allocations Plan and AVAAP is to find employment sites, there are also numerous existing employment sites both in use and on the market which are already in use and therefore not identified as part of the potential supply. Sites which remain viable for employment purposes may be safeguarded by Policy EC3 in the Core Strategy.
- 2.77 The table below sets out the overall employment provision (office and general employment) across Leeds against the Core Strategy target.

	Offices (sq m)	Industry (ha)
Core Strategy Requirements	1,000,000	493
Contribution from Aire Valley	213015	232.32
Identified	660267	123.13
Proposed Allocations	188001	89.15
Surplus/deficit	61283	-48.4

Office (B1a) requirements

- 2.78 As explained in Core Strategy paragraph 4.7.21, Policy SP9 expects Site Allocations Plans (SAP and AVLAAP) to provide sites to accommodate 1,000,000sqm of office space during the plan period 2012 – 2028. A substantial proportion of this will be made up of extant permissions known as “identified” sites (recorded as 840,000sqm in the Core Strategy). It is expected that new sites (ie those to be allocated) should be found in or on the edge of the City Centre and Town Centres.

Identified Office Sites

POLICY EO1 – IDENTIFIED SITES FOR OFFICE USE

THE SITE ALLOCATIONS PLAN IDENTIFIES SITES WHICH HAVE EXISTING OR RECENTLY EXPIRED PLANNING PERMISSION, OR WERE PREVIOUSLY ALLOCATED FOR USES INCLUDING OFFICE ON THE UNITARY DEVELOPMENT PLAN, AS IDENTIFIED OFFICE SITES. IDENTIFIED OFFICE SITES CONTRIBUTE TO THE TARGET FOR OFFICE USE SET OUT IN CORE STRATEGY POLICY SP9. THESE ARE SHOWN ON THE POLICIES MAP (FOR MIXED USE OR OFFICE USE) AND DETAILED WITHIN SECTION 3 FOR EACH HOUSING MARKET CHARACTERISTIC AREA.

New office allocations

- 2.79 Further sites suitable for mixed use including office have been allocated in or on the edge of the City Centre and Town Centres.

POLICY EO2 – OFFICE ALLOCATIONS, OR MIXED USE ALLOCATIONS WHICH INCLUDE OFFICE USE.

THE SITE ALLOCATIONS PLAN ALLOCATES SITES FOR OFFICE OR MIXED USE INCLUDING OFFICE IN ACCORDANCE WITH CORE STRATEGY SPATIAL POLICY 9 (SP9). THESE ARE SHOWN ON THE POLICIES MAP AND DETAILED WITHIN SECTION 3 FOR EACH HOUSING MARKET CHARACTERISTIC AREA.

General Employment Land (B2 - B8 uses)

- 2.80 Core Strategy Policy SP9 sets a minimum requirement of **493 hectares** of general employment land for the period 2012 - 2028. The Site Allocations Plans (SAP and AVLAAP) will need to ensure that this amount of general employment land is found through a combination of extant planning permissions, allocations carried forward from the Unitary Development Plan (UDP) and new allocations.

Identified General Employment Sites

- 2.81 Employment sites are “identified” if they are unused allocations carried forward from the UDP or have extant planning permission.

**POLICY EG1 – IDENTIFIED SITES FOR GENERAL EMPLOYMENT USE
THE SITE ALLOCATIONS PLAN IDENTIFIES SITES WHICH HAVE EXISTING OR RECENTLY EXPIRED PLANNING PERMISSION, OR WERE PREVIOUSLY ALLOCATED FOR USES INCLUDING GENERAL EMPLOYMENT ON THE UNITARY DEVELOPMENT PLAN AS IDENTIFIED GENERAL EMPLOYMENT SITES. IDENTIFIED GENERAL EMPLOYMENT SITES CONTRIBUTE TO THE TARGET FOR GENERAL EMPLOYMENT USE SET OUT IN CORE STRATEGY POLICY SP9. THESE ARE SHOWN ON THE POLICIES MAP (FOR MIXED USE OR GENERAL EMPLOYMENT USE) AND ARE DETAILED WITHIN SECTION 3 FOR EACH HOUSING MARKET CHARACTERISTIC AREA.**

New allocations for General Employment Use

- 2.82 Similar to the assessment of new housing allocations (see Housing Section above for more details), the proposed new employment allocations have undergone assessment to consider site attributes – whether sites can be developed physically, considering comments from infrastructure providers, as well as local preference (from the representations received at the Issues and Options public consultation) and ward member views, as well as findings of the sustainability assessment of sites. It is a combination of all these factors that have led to the allocations proposed.

Green Belt Review

- 2.83 The Core Strategy sets the context for a Green Belt review in Spatial Policy SP10. An assessment of sites against the purposes of Green Belts as set out in the National Planning Policy Framework (March 2012) has been carried out where relevant. See also paragraph 2.36.

**POLICY EG2 – GENERAL EMPLOYMENT ALLOCATIONS, OR MIXED USE ALLOCATIONS WHICH INCLUDE GENERAL EMPLOYMENT USE.
THE SITE ALLOCATIONS PLAN ALLOCATES SITES FOR GENERAL EMPLOYMENT OR MIXED USE INCLUDING GENERAL EMPLOYMENT IN ACCORDANCE WITH CORE STRATEGY SPATIAL POLICY 9 (SP9). THESE ARE**

SHOWN ON THE POLICIES MAP AND DETAILED WITHIN SECTION 3 FOR EACH HOUSING MARKET CHARACTERISTIC AREA.

Infrastructure requirements and other considerations

- 2.84 The provision of infrastructure to support office and general employment allocations will be different to that needed to support housing allocations. The focus for employment sites will whether highway access is sufficient and whether any landscaping may be necessary to provide visual screening or physical separation from more sensitive uses. As the Housing section explains at paragraph 2.53, the allocation of a site establishes that it is suitable for that use. However, each planning application will be considered on its individual merits and will need to take into account specific technical and infrastructure requirements. Particular requirements are listed against each site in section 3. Specific site requirements for mixed use sites which include an employment element are found within the housing sites section. Some planning requirements are generic and apply equally to all sites and so are not detailed for each site specifically. The generic considerations are listed in paragraphs 2.44 to 2.56.

Leeds Bradford International Airport (LBIA) – Employment Hub

- 2.85 In reflecting the opportunity to contribute to local general employment land requirements and to recognise the strategic economic role of Leeds Bradford International Airport (LBIA) for Leeds and the City Region, 40ha of land at LBIA is allocated as an Employment Hub, subject to Spatial Policy 12 of the Core Strategy and the following Policy requirements.

POLICY EG3 – LEEDS BRADFORD INTERNATIONAL AIRPORT (LBIA) – EMPLOYMENT HUB

40HA OF LAND TO THE NORTH OF LBIA WILL BE ALLOCATED AS AN ‘EMPLOYMENT HUB’ FOR GENERAL EMPLOYMENT LAND, LOGISTICS AND FREIGHT AND PASSENGER RELATED USES. DETAILED REQUIREMENTS WILL BE SET OUT IN THE LBIA EMPLOYMENT HUB SUPPLEMENTARY PLANNING DOCUMENT (SPD), SUBJECT TO THE FOLLOWING CRITERIA AND WILL REQUIRE A SIGNIFICANT CONTRIBUTION FROM LBIA TO FUNDING INFRASTRUCTURE REQUIREMENTS

- i) **THE PREPARATION OF AN OVERALL LAYOUT, LAND USE AND PHASING PLAN, LINKED TO THE PROVISION OF NECESSARY INFRASTRUCTURE,**
- ii) **THE PROVISION OF A SURFACE ACCESS AND CAR PARKING STRATEGY – INCORPORATING MAJOR HIGHWAY AND PUBLIC TRANSPORT IMPROVEMENTS, WITH IDENTIFIED FUNDING AND TRIGGER POINTS,**
- iii) **THE PROVISION OF AN OVERALL DESIGN AND LANDSCAPE FRAMEWORK,**
- iv) **THE USE OF PLANNING OBLIGATIONS, TO SECURE LOCAL EMPLOYMENT AGREEMENTS, RELATING TO DEVELOPMENT PROPOSALS IN TERMS OF CONSTRUCTION AND END USER JOBS.**

2.85 GREEN SPACE OVERVIEW

Green space or sites used for open space, sport and recreation provide a valuable community asset and are integral to the local character, quality (and liveability) of places and the urban environment, helping to ensure people can lead healthy lives.

Green Space is defined as “all open space of public value, including not just land, but also areas of water such as rivers, canals, lakes and reservoirs which offer important opportunities for sport and recreation and can also act as a visual amenity.” (page 19 of the Open Space, Sport and Recreation Assessment, July 2011).

- 2.86 The Core Strategy policies set the strategic framework for the protection of existing and the provision of future green space. Core Strategy Policy G6 sets the principle of protecting green space from development though it acknowledges there may be cases where the loss of green space to development would allow wider planning benefits to be realised. Core Strategy Policy G3 sets out the expected standards of provision (quantity, quality and accessibility) by typology and Policies G4 and G5 set out the standards for new provision through development.
- 2.87 The Site Allocations Plan will apply Core Strategy Policy G6 by protecting a number of identified sites that are currently in a green space use, further details of which can be found under each Housing Market Characteristic Area Chapter. It will also provide the structure and evidence for the future strategy of green space improvement in compliance with Core Strategy Policies G4 and G5.

Identification of Existing Green Spaces

- 2.88 The Open Space, Sport and Recreation Assessment (July 2011)(OSSRA) was undertaken in the City which identified areas of land currently in an open recreational use. This information along with the existing green spaces protected through the Unitary Development Plan was initially used to identify the sites to be protected through the Site Allocations Plan, though some revisions have been made to more accurately reflect the current use of sites. Not all previous UDP green space sites are proposed for protection mainly because they are no longer in a green space use. Lists of deleted UDP sites are listed in the Green Space Background Paper.
- 2.89 Each site has been categorised according to typology. These are set out in the OSSRA and standards of provision (quantity, quality and accessibility) for parks and gardens; outdoor sports provision; amenity greenspace; children and young people’s equipped play facilities, allotments, natural greenspace (and in the City Centre all types of open space provision including civic space) are set out in Core Strategy Policy G3. Whilst there are no standards for cemeteries, golf courses and green corridors, existing sites are proposed for protection and are therefore shown on the plans. Only public golf courses are shown as those that are private have restricted access and are mainly located within green belt.

Protection of Existing Green Spaces

- 2.90 Existing sites will be protected as open green space and there will be a presumption that they will be retained in this use. These sites are shown on the policies map.

POLICY GS1 – DESIGNATION/PROTECTION OF GREEN SPACE

THE SITE ALLOCATIONS PLAN DESIGNATES SITES IN A GREEN SPACE USE IN ACCORDANCE WITH POLICY G6 OF THE CORE STRATEGY. THESE ARE SHOWN ON THE POLICIES MAP AND LISTED IN APPENDIX XX.

Future Green Space Provision

- 2.91 Policy G3 of the Core Strategy sets out the quality, quantity and accessibility standards for green space provision and therefore provides a framework for future provision. Assessments of surpluses and deficiencies of provision have and will be undertaken by Ward which give clear evidence of what typologies should be provided in the future to help meet Policy G3. The delivery of new housing offers an opportunity to provide new areas of green space under Policies G4 and G5 to primarily help meet the demand of the additional population but which may address the shortfall of existing provision in certain typologies. In some situations it may be possible to use CIL or S106 contributions and payments in lieu of on-site provision to deliver new areas of green space, though any such S106 contributions would need to name the specific green space to be delivered. There is also scope to make improvements to existing green space sites to change the typology of sites where that typology is in surplus to one that is in deficiency. This will not address an overall lack of quantity but would help to meet the typology standards in Policy G3.
- 2.92 There is also a need to address deficiencies in quality and accessibility. Improved accessibility will be achieved by laying out new areas close to or within areas of substandard access whilst improved quality could be achieved by upgrading existing green spaces e.g. through CIL funds.