



**Leeds**  
CITY COUNCIL

# Site Allocations Plan

Adoption Version

Section 1: Introduction

Section 2: Retail, Housing, Employment  
and Green Space Overview

Leeds Local Plan  
Development Plan Document  
June 2019



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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, although it can consider the latest up to date evidence on local housing need.
- 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. The Council's emerging work on housing need, using up to date post census projections, identifies a lower housing requirement than that in the Adopted Core Strategy. This is being progressed in a Core Strategy Selective Review. In these circumstances, given that national policy attaches great importance to the Green Belt and only envisages altering boundaries in exceptional circumstances, significant release of land from the Green Belt is not justified upon Adoption of the Plan. However, there remains a need for limited release of Green Belt up to year 11 of the plan period (to 2023). To that end, the Site Allocations Plan aims to support the Core Strategy housing requirement up to year 11 of the plan (to 2023) beyond which a review of the Plan will be undertaken to bring it into line with the housing requirement within the Core Strategy Selective Review. However, to ensure sufficient supply of land, achievement of plan targets and choice and competition it is not justified to have phasing policies in the SAP at this stage.

## THE SITE ALLOCATIONS PLAN

1.6 The Site Allocations Plan (the 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 1<sup>st</sup> April 2012 and 31<sup>st</sup> March 2028 (the Plan Period), as follows:

- Housing (HG1, HG2, HG4, HG5, MX1, MX2) up to 31<sup>st</sup> March 2023 with a need to submit a SAP Review no later than 31<sup>st</sup> December 2021, following Adoption of Core Strategy Selective Review
- Safeguarded Land (HG3) beyond 31<sup>st</sup> March 2028 (acknowledging a need for a Site Allocations Plan review, to be adopted before 31<sup>st</sup> March 2023, where there will be a need to consider any additional Green Belt land that may need to be released to reflect the implications of revised Core Strategy Selective Review housing requirements upon the quantum of safeguarded land required)
- Gypsy and Travellers (HG6, HG7) up to 31<sup>st</sup> March 2024 (thereafter subject to a Site Allocations Plan review to address any disparity between allocated sites and requirements within Core Strategy Policy H7)
- Travelling Showpeople (HG8) up to 31<sup>st</sup> March 2028
- Employment (EG1, EG2, EO1, EO2) up to 31<sup>st</sup> March 2028
- Retail (RTC1, RTC2, RTC3, RTC4) up to 31<sup>st</sup> March 2028
- Green Space (GS1) up to 31<sup>st</sup> March 2028

### WHAT DOES THE SITE ALLOCATIONS PLAN COVER?

1.7 On 16<sup>th</sup> 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 showing area covered by the AVLAAP). The Aire Valley Leeds Area Action Plan and the Site Allocations Plan provide a comprehensive coverage of the whole of Leeds Metropolitan District.

### THE POLICIES MAP (FORMERLY THE PROPOSALS MAP):

1.8 The Policies Map is updated 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, including saved UDP policies, the Natural Resources and Waste Local Plan, the Aire Valley Leeds Area Action Plan and the Site Allocations Plan.

### AIRE VALLEY LEEDS AREA ACTION PLAN (AVLAAP):

1.9 Site specific allocations are proposed separately for the area covered by the Aire Valley Leeds Area Action Plan (AVLAAP - see Map 1 ). 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.

### NATURAL RESOURCES AND WASTE LOCAL PLAN

1.10 The Natural Resources & Waste Local Plan contains a range of planning policies relating to Minerals & Aggregates, Water Resources, Air Quality, Sustainable Energy Use and

Waste, as part of an overall integrated approach, which seeks to minimise and manage the use of natural resources through the following:

- planning for sufficient minerals & aggregates supply (whilst managing environmental assets and amenity),
- planning for a shift to non-road based freight,
- planning for municipal, commercial and industrial waste activity, including site specific allocations, (whilst seeking to reduce waste raisings overall)
- Seeking to reduce flood risk, through mitigation and adaptation, in taking into account the effects of climate change.

The Plan was adopted on 16<sup>th</sup> January 2013 as part of the Leeds Local Development Framework. Sites allocated in that Plan remain as such and are not proposed for alternative uses through the Site Allocations process.

## **NEIGHBOURHOOD PLANS**

- 1.11 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 general 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 2012 National Planning Policy Framework (paragraph 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<sup>1</sup>. 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.
- 1.12 The decision to prepare a Neighbourhood Plan is a matter of choice for communities. Where neighbourhood planning is being prepared 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, including local ward members.
- 1.13 Within Leeds there has been considerable interest in neighbourhood planning. There are 30+ communities preparing neighbourhood plans, with new areas being added on a regular basis. The Council can offer help and advice to those involved or interested in the process. Please see [www.leeds.gov.uk/localplan](http://www.leeds.gov.uk/localplan)
- 1.14 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 'made' (adopted) by the Council. Once 'made' 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

<sup>1</sup> The NPPF (published in 2019) allows Neighbourhood Plans to allocate land in the Green Belt. It should be noted that the SAP was examined under the transitional arrangements of the NPPF 2019 and therefore reference to NPPF 2012 is retained.

not override or replace the requirements and provisions in the Core Strategy and Site Allocations Plan, but is intended to complement them.

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

- 1.15 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.

### **PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT**

- 1.16 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.

### **DOCUMENT STRUCTURE**

- 1.17 Section 1 of the Plan 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, 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.

# 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.
- 2.2 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.
- 2.3 The Leeds Core Strategy establishes a three tier hierarchy to Leeds' centres. 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.
- 2.4 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"* (2012 NPPF Paragraph 23).
- 2.5 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, PRIMARY SHOPPING AREAS AND PROTECTED SHOPPING FRONTAGES**

### **THE SITE ALLOCATIONS PLAN DESIGNATES:**

- 1) THE EXTENT OF CENTRE BOUNDARIES, PRIMARY SHOPPING AREAS AND PROTECTED SHOPPING FRONTAGES FOR CENTRES IDENTIFIED IN POLICY P1 OF THE CORE STRATEGY**
- 2) THE HIGHER ORDER LOCAL CENTRE OF CARDIGAN ROAD, AND**
- 3) 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**

- 2.6 Saved UDP Policy CC2 defines the extent of the City Centre Boundary, and this remains. All other Centre boundaries are now designated by this 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.
- 2.7 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**

- 2.8 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 PSA boundary has been identified. In lower order Local Centres the PSA is the same as the Centre boundary.
- 2.9 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**

- 2.10 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.*
- 2.11 *Proposals for uses outside of the “A” class will not be permitted within designated ground floor frontages”.*
- 2.12 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.”*

- 2.13 The Site Allocations Plan is therefore taking forward the intention of UDP Policy SF7, as reflected within the Core Strategy. It is recognised that through the General Permitted Development Order that some changes of use within Protected Shopping Frontages may not require planning permission. However, all proposals requiring consent will be subject to the relevant policies.

**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**

- 2.14 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.

- 2.15 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 Shopping Frontages.

**City Centre Secondary Shopping Frontages**

- 2.16 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

2.17 This guidance covers the centres of:

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

2.18 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 in Town and Local Centres**

2.19 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 in Town and Local Centres**

2.20 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.

## **Guidance for Measuring Frontage Length in Accordance with Policies RTC 1, 2 and 3**

- 2.21 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 (RTC2 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.
- 2.22 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 RTC 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.
- 2.23 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 RTC 1, 2 and 3**

- 2.24 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 has been actively marketed for an A1 use over that period. In addition, if the Local Planning Authority accept that long term shopping patterns have 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 use. Evidence that would demonstrate such changes in shopping patterns could include data relating to changes in vacancies and footfall within the surrounding area, as well as changes in use classes within the surrounding areas.

### **Shop Fronts**

#### **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.**

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

## HOUSING OVERVIEW

- 2.26 The Core Strategy Policy SP6 identifies the need for the provision of 74,000 (gross) homes between 2012 and 2028. Policy H1 clarifies that at least 500 dwellings per year are anticipated to be delivered on smaller windfall sites – totalling 8,000 homes during the plan period. This leaves a residual gross requirement of 66,000 homes which is to be allocated in the Site Allocations Plan. The Core Strategy policies which affect site allocations for housing directly are: Spatial Policies 1, 6, 7, and 10 and Policies H1, H2, H3, H4, H7 and H8. In terms of the overall housing target and spatial approach, Core Strategy Spatial Policies 6, 7 and 10 apply.
- 2.27 In allocating sites for Housing, the Site Allocations Plan needs to deliver an ambitious level of growth required as well as meeting the need for specialist accommodation (for independent living, Gypsies and Travellers and Travelling Showpeople) and the focus on accommodating development within the identified settlement hierarchy.
- 2.28 The Site Allocations Plan does not meet all of the Core Strategy requirement between 2012 and 2028. To do so would require the release of significant amounts of Green Belt land. Only those sites necessary to make housing provision for years 1 to 11 (2012-2023) of the current plan period (2012-28) are released from the Green Belt. Non-Green Belt allocated and identified sites can make provision for housing for years 1 to 16. In doing this the Council ensures that annual Core Strategy housing requirements can readily be achieved up to 2023 and that there is choice and competition in the market for land throughout the City with a degree of flexibility. To that end, there are exceptional circumstances to justify the release of land from the Green Belt to meet housing needs up to 2023 only.
- 2.29 As part of this strategic approach to meeting housing needs whilst ensuring that only minimal releases of land be made from the Green Belt, the Council is committing to a review of the Plan, when the Core Strategy Selective Review is Adopted and a new housing requirement is established for the City. At that time, the Council shall consider whether there is a need for further housing allocations and whether there are exceptional circumstances for any further release of Green Belt land to meet the up to date housing requirements of the City. This will require the submission of a Site Allocations Plan Review no later than 31st December 2021 to the Secretary of State, in line with the Council's Local Development Scheme. Policy 'Housing Review 1' (HGR1) sets out the Council's commitment to this review.

**HGR 1 THE SITE ALLOCATIONS PLAN WILL BE SUBJECT OF A REVIEW DURING THE PLAN PERIOD, AS FOLLOWS:**

- 1. TO BE COMMENCED FOLLOWING ADOPTION OF THE CORE STRATEGY SELECTIVE REVIEW,**
- 2. TO BE SUBMITTED NO LATER THAN 31 DECEMBER 2021, AND**
- 3. TO ENSURE THAT SUFFICIENT LAND FOR HOUSING IS ALLOCATED AND SAFEGUARDED LAND DESIGNATED SO AS TO COMPLY WITH CORE STRATEGY SELECTIVE REVIEW HOUSING REQUIREMENTS.**

- 2.30 Table 1 breaks down the identified and allocated housing capacity by Housing Market Characteristic Area in line with the indicative targets for distribution of housing set out in Core Strategy Policy SP7.

**Table 1: Housing Distribution by Housing Market Characteristic Area (HMCA)**

Housing Market Characteristic Area	Core Strategy Housing target up to 2028	Core Strategy Housing target up to 2023	Percentage (Core Strategy SP7)	Delivery up to 2028					Delivery up to 2023				Residual Delivery 2023 to 2028		
				Existing supply ('Identified sites')	Non Green Belt Allocations	Green Belt Allocations	Total	Performance up to 2028	Non Green Belt delivery to 2023	Green Belt delivery up to 2023	Delivery up to 2023	Performance up to 2023	Non Green Belt delivery 2023 to 2028	Green Belt delivery 2023 to 2028	Delivery 2023 to 2028
Aireborough	2,300	1,444	3	965	77	475	1,517	-783	1,042	425	1,467	23	0	50	50
City Centre	10,200	6,781	15.5	5,259	6,379	0	11,638	1,438	8,086	0	8,086	1,305	3,553	0	3,553
East Leeds	11,400	7,489	17	6,133	3,308	248	9,689	-1,694	7,590	248	7,838	349	1,869	0	1,869
Inner Area	10,000	6,569	15	8,961	3,951	0	12,912	2,912	6,875	0	6,875	306	6,037	0	6,037
North Leeds	6,000	3,941	9	4,095	467	575	5,137	-846	3,577	548	4,125	184	1,002	27	1,029
Outer North East	5,000	3,500	8	1,711	1,544	100	3,355	-1,645	3,355	100	3,255	-145	0	0	0
Outer North West	2,000	1,314	3	1,146	474	87	1,707	-293	1,288	87	1,375	61	332	0	332
Outer South	2,600	1,750	4	612	157	735	1,504	-1,119	746	599	1,345	-405	0	136	136
Outer South East	4,600	3,063	7	1,500	431	83	2,014	-2,586	1,931	83	2,014	-1,049	0	0	0
Outer South West	7,200	4,813	11	2,882	1,900	1,137	5,919	-1,298	3,846	1,104	4,950	137	919	33	952
Outer West	4,700	3,087	7	2,686	1,010	630	4,326	-368	2,647	584	3,231	144	1,055	46	1,101
<b>Total</b>	<b>66,000</b>	<b>43,750</b>	<b>100</b>	<b>35,950</b>	<b>19,698</b>	<b>4,070</b>	<b>59,718</b>	<b>-6,282</b>	<b>40,882</b>	<b>3,778</b>	<b>44,660</b>	<b>910</b>	<b>14,766</b>	<b>292</b>	<b>15,058</b>

2.31 The +/- performance against indicative HMCA targets up to 2028 is shown in Table 1. The greatest differences between Policy SP7 HMCA targets and allocated capacity are in those HMCAs which rely on Green Belt releases. There is a clear need for new housing in the District and a significant requirement is established in the Core Strategy. Therefore, over the plan period, the strategy and the benefits of building new homes in Leeds would be undermined if either the stock of existing housing were to reduce (except for regeneration schemes where housing may be redesigned to a better overall quality design) or sites allocated for housing were to be taken up by other uses. Therefore the Council's starting point is to protect existing housing in the District and to ensure that allocated housing sites are utilised prior to the release of other land.

### **Existing supply of sites and new allocations**

2.32 New allocations are not needed to accommodate all of the 66,000 target. The Council already has an existing supply of 35,950 dwellings (previous UDP housing allocations not developed, planning permissions and sites with an expired permission. This includes sites covered by the Aire Valley Area Action Plan) which can be deducted from the total, as shown in column 4, Existing Supply, in Table 1 above. This is not of course spread evenly across the housing market characteristic areas. These sites are listed in Section 3, Policy HG1 for each area and in Annex 1. This leaves a residual target for each area. The overall residual target is 30,050 (the overall target minus existing supply). New housing allocations are proposed to meet the residual target consistent with Core Strategy policy and in line with ¶2.28 above, where Green Belt release is necessary to meet targets up to 2023. The distribution by HMCA and the other characteristics set out in Core Strategy Policy SP7 provide the starting point for the provision of allocations. In identifying suitable sites other aspects of the Core Strategy have been taken into account, such as: the concentration in the main urban areas and major settlements; regeneration priorities; the impact on the Green Belt; accessibility and greenfield/brownfield split. In some instances these considerations have made it difficult to translate strategic policy into specific sites, whilst in the City Centre and Inner area it has been possible to identify more land than originally envisaged that is entirely consistent with the Core Strategy approach. The distribution set out in Table 1 is considered to properly reflect the guidance set out in Policy SP7, the wider ambitions of the Core Strategy and national policy, which attaches great importance to the Green Belt and only envisages altering boundaries in exceptional circumstances.

Policy HG1 applies to identified housing sites which have extant planning permission, have expired planning permission but are still deemed to be appropriate for housing delivery or are allocated in the UDP. For purpose of ease and reference UDP sites are detailed for each HMCA in Section 3, with other identified sites listed in Annex 1. Any site requirements identified in the UDP under this reference are also retained, and planning applications should have regard to these. Planning applications should have regard to the Infrastructure Delivery Plan.

Section 3 Policy HG2 covers housing allocations for the specific areas.

### **POLICY HG1 – IDENTIFIED HOUSING SITES**

**THE SITE ALLOCATIONS PLAN IDENTIFIES THAT THE FOLLOWING CATEGORY OF SITES CONTRIBUTE TO OVERALL SUPPLY:**

- 1) SITES THAT HAVE EXISTING PLANNING PERMISSION; AND**
- 2) EXPIRED PLANNING PERMISSIONS FOR HOUSING OR MIXED USE INCLUDING HOUSING THAT ARE STILL DEEMED TO BE APPROPRIATE FOR HOUSING DELIVERY, AND**
- 3) ARE ALLOCATED FOR HOUSING IN THE UNITARY DEVELOPMENT PLAN.**

**THESE CATEGORIES OF IDENTIFIED HOUSING SITES CONTRIBUTE TO THE TARGETS FOR THE ELEVEN HOUSING MARKET CHARACTERISTIC AREAS SET OUT IN CORE STRATEGY POLICY SP7.**

**THE UDP SITES ARE DETAILED WITHIN SECTION 3 FOR EACH HOUSING MARKET CHARACTERISTIC AREA, WHERE APPLICABLE.**

**A LIST OF SITES WITH PLANNING PERMISSION/EXPIRED PLANNING PERMISSION CURRENTLY INCLUDED IN THIS CATEGORY ARE LISTED IN ANNEX 1.**

- 2.33 The identification of a site for housing 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. Some planning requirements are generic and apply equally to all sites. See paragraphs 2.52 to 2.54 'Existing Planning Policy' below.

## **Housing Allocations**

### **The Assessment Process**

- 2.34 The assessment process, carried out on an individual HMCA basis, has considered the Core Strategy approach; the relationship of the site to the settlement hierarchy, whether brownfield or greenfield, the more preferable sites to release in Green Belt review terms up to 2023 – (those having least effect on the five Green Belt purposes), site attributes – whether it can be developed physically, considering comments from infrastructure providers, local views from the representations received through public consultation and ward members, as well as the findings of the sustainability assessment of sites. It is a combination of all these factors that have led to the suite of allocations in each area.

### **Settlement Hierarchy**

- 2.35 As well as setting the target for each Housing Market Characteristic Area (HMCA), Core Strategy Policy SP7 plans the distribution of housing land by settlement hierarchy. Areas with the highest potential include the City Centre, Inner area, North Leeds and East Leeds where opportunities for development of previously developed land and regeneration are greatest. Less development is planned for Smaller Settlements and Rural Settlements, which are 'lower down' the settlement hierarchy. The Core Strategy policy is a guide for the Site Allocations Plan which aims to reflect the local distribution as far as possible,

consistent with a site's assessment. Table 2 demonstrates that the allocations broadly accord with this aspect of Policy SP7 and the Core Strategy approach. It again illustrates the role of the Main Urban Area consistent with the settlement hierarchy.

**Table 2: Comparison of Housing Allocations against Core Strategy Policy SP7**

Level	Type	No. of sites	Capacity	Core Strategy Target	+/- target	% difference
City Centre	Infill	116	11,940	10,200	+1,740	17
Main Urban Area	Infill	378	30,932	30,000	+932	3
Main Urban Area	Extension	30	3,228	3,300	-72	-2
Major Settlement	Infill	85	3,952	4,000	-48	-1
Major Settlement	Extension	16	3,860	10,300	-6,440	-63
Smaller Settlement	Infill	72	2,524	2,300	+224	10
Smaller Settlement	Extension	18	2,204	5,200	-2,996	-58
Other Rural	Infill	17	382	100	+282	282
Other Rural	Extension	6	325	600	-275	-46
Other	Other	4	371	0	371	0

### **Brownfield/Greenfield Mix**

2.36 Government policy does not insist that previously developed land, known as brownfield land, has to be developed and exhausted before any development on greenfield land can take place. Furthermore, the capacity of allocated sites on brownfield land totals 35,905 (see Table 3), which falls short of the allocations required up to 2023, so we need to allocate greenfield sites for housing as well. However, the 2012 NPPF sets out 12 core planning principles of which one is to encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value, and Core Strategy Policy H1 includes previously developed land and buildings within the Main Urban Area or settlement as a priority for identifying land for development. As indicated in paragraph 2.26 the Core Strategy also includes a windfall allowance of 8,000 dwellings over the plan period. It is anticipated that the great majority, if not all windfall sites will be on brownfield land. When this is taken into account the overall balance for development is 60% brownfield and 40% greenfield, which is within the range established in the Core Strategy. Core Strategy policy H1 sets a target of 65% of development on previously developed land for the first 5 years of the plan (2012 – 2017) and 55% thereafter.

**Table 3: Greenfield/brownfield split across HMCAs**

HMCA	Greenfield capacity	Brownfield capacity	% greenfield	% brownfield
Aireborough	651	866	43	57
City Centre	195	11,443	2	98
East Leeds	8,009	1,680	83	17
Inner Area	1,366	11,546	11	89



HMCA	Greenfield capacity	Brownfield capacity	% greenfield	% brownfield
North	1,362	3,775	27	73
Outer North East	2,899	456	86	14
Outer North West	1,226	481	72	28
Outer South	1,183	321	79	21
Outer South East	1,120	894	56	44
Outer South West	3,980	1,939	67	33
Outer West	1,822	2,504	42	58
<b>Total</b>	<b>23,813</b>	<b>35,905</b>	<b>40</b>	<b>60</b>

### Green Belt Review

- 2.37 Consistent with national guidance, Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan. 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 2012 NPPF has been carried out on all sites within the previous Green Belt (i.e. as identified in the UDP). This assessment of sites has enabled those sites with the least harm on Green Belt purposes to be proposed for allocation, although this inevitably varies to reflect the needs and characteristics of the area concerned. Land is removed from the Green Belt as a consequence of proposing allocations within it and the revised Green Belt boundary is shown on the plans for each HMCA and the Policies Map. The aim has been to make the minimum changes to Green Belt boundaries necessary to deliver the Core Strategy targets to 2023. However, the Green Belt Review is just one factor in the overall allocation assessment process, as outlined in paragraph 2.34 above.
- 2.38 Policy HG2 applies to housing allocations. For purpose of ease and reference this is repeated for each HMCA in Section 3, with the relevant list of sites which form part of the policy.

#### **POLICY HG2 – HOUSING ALLOCATIONS**

- 1) THE SITE ALLOCATIONS PLAN ALLOCATES SITES FOR HOUSING AND MIXED USE INCLUDING HOUSING, IN ACCORDANCE WITH CORE STRATEGY POLICY SP7.
- 2) ANY SPECIFIC SITE REQUIREMENTS ARE DETAILED UNDER THE ALLOCATION CONCERNED IN SECTION 3.

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

### Density and Mix

- 2.39 Core Strategy policies H3 on density and H4 on housing mix set minimum densities and the preferred mix of sizes of dwellings, to ensure efficient use of land (to prevent more greenfield land being needed) and to provide mixed, sustainable developments to meet the identified housing needs. Policy H4 establishes that the majority of the housing needs in Leeds are for single person households and that the focus should therefore be on

providing more 2 bed homes. Policies H2, H3 and H4 have an influence on housing numbers and affect all housing allocations and developments. High density developments with an appropriate mix of smaller sized dwellings take up less land and can also be delivered more quickly to address unmet local needs. Housing mix is also a matter for detail at the time of submission of a planning application.

### **Self-build and Custom Build Housing**

- 2.40 The Government has an ambition to significantly increase the numbers of self-build and custom build homes being delivered. The Core Strategy broadly supports the initiative through its overall policy approach. The Council will explore the provision of serviced plots for self-builders within housing allocations, particularly on larger sites.

### **Capacities**

- 2.41 The capacities listed in the Plan against each site use a standard methodology used for the Council's Strategic Housing Land Availability Assessment (SHLAA). (The Council has to maintain a SHLAA which is updated every year – it is a technical database of sites submitted for consideration for housing). The approach estimates the potential housing capacity of a site by applying a standard density multiplier to the net area of the site. The density multiplier varies according to the location of a site, a higher multiplier being applied to City Centre sites to lower in more rural locations. The capacities can only be an indication of what could be achieved on a site – when a detailed planning application is submitted, this may be higher or lower, depending on the specific details of the application.

### **Technical considerations and Infrastructure**

- 2.42 Technical considerations which may affect the development or design of sites include means of access into a site, areas of flood risk, ecology, built heritage including archaeology, conservation areas and listed buildings.
- 2.43 Many sites also require, or increase the need for the provision of specific infrastructure, such as schools, health facilities, roads and public transport.
- 2.44 Bodies and Council Departments responsible for technical and infrastructure considerations have been consulted on the sites. Details are on the site assessments and specific site requirements are listed against each site in Section 3, where applicable.
- 2.45 From the public consultations for the Plan, most public concern was raised around the provision of schools and health facilities (doctors and dentists) to serve new housing, the transport infrastructure needed to avoid problems of congestion on adjacent roads, and flooding issues on certain sites.

### **School Provision**

- 2.46 Leeds City Council's Childrens' Services have been involved throughout in the consideration and evaluation of sites for housing. Where necessary, housing allocations will need to set aside land for provision of a school or schools, to ensure that there are sufficient school places to meet the needs of an expanded population. Such sites are identified on the site specific plans in Section 3.
- Where part of a housing allocation is needed to be retained for provision of a new school (or extension to an adjacent school) this is detailed under the site specific requirements in Section 3. Section 3 also lists all sites (identified and allocated) where school provision is required. Some sites that are not allocated for housing also need to be reserved for future school use. Policy HG5 applies to these sites (see paragraph 2.63).

### Health Facilities

- 2.47 The provision of health facilities falls within the remit of NHS England and at a local level, for doctors surgeries Leeds' 3 Clinical Commissioning Groups (CCGs). The amount of new housing identified for Leeds up to 2028 would equate to on average 5-6 new GPs a year across Leeds based on a full time GP, with approximately 1800 patients. Leeds already has over 100 existing practices of varying sizes, so the addition of 5-6 GPs a year is not a significant number for the population of Leeds.
- 2.48 Proposals for health facilities e.g. doctors surgeries and dentists will be supported subject to need, site constraints and location in relation to planning policy. The Site Allocations Plan cannot allocate land specifically for health facilities because providers plan for their own operating needs and local demand. Existing practices determine for themselves (as independent businesses) whether to recruit additional clinicians in the event of their practice registered list growing. Practices can also consider other means to deal with increased patient numbers, including increasing surgery hours. It is up to individual practices how they run their businesses to respond to increased patient numbers. New practices are unable to open without the support of NHS England. Practices consult with the NHS about funding for expansion, however funding is limited. Notwithstanding this, in accordance with Core Strategy policy P9 developers will be encouraged to consult with the relevant Clinical Commissioning Group (for GP's) and NHS England (for dentists) to ensure consideration of health provision in association with proposed developments. Largest sites will be expected to include land for local facilities, which could include new doctors or dentists surgeries.

### The Road Network

- 2.49 Detailed transport modelling has been undertaken of proposed allocations to establish any strategic and detailed highway improvements required. This work has informed both the initial selection of sites and the detailed site and off site requirements for each allocation.

### Flooding Issues

- 2.50 Individual site assessments have considered which flood zone a site falls within, and the Environment Agency have been consulted on all sites. In addition, the 2012 NPPF requires that proposed allocations are subject to a flood risk sequential test and exception test where necessary. The Council has carried out this work and has consulted the Environment Agency further. The sites being advanced in the Plan have all passed the sequential test, so it may be necessary for areas of flood risk to be built upon to deliver the Core Strategy HMCA dwelling requirements. All sites within or partly within higher flood risk areas (Flood Zones 2 and 3) should be planned to ensure the development will be safe, will not increase flood risk elsewhere, and will apply a sequential approach to the layout of the site so that the built development is in the area of least flood risk where possible. Where an exception test has been undertaken, the flood risk mitigation measures that are required if development is to proceed are detailed under site specific requirements in Section 3. It is expected that planning applications for sites in the Plan include a site specific flood risk assessment commensurate with the scale and impact of the proposed development. Additionally, The Natural Resources and Waste Local Plan includes policies on flood risk which apply to all sites. Furthermore, the Minimum Development Control Standards for Flood Risk are being updated to take account of revised climate change allowances. For drainage issues, particular regard should be had to Policy Water 6: Flood Risk Assessments and Policy Water 7: Surface Water Run-Off in the adopted Natural Resources and Waste Plan.

### **Existing Planning Policy**

- 2.51 The allocation of a site for housing 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. Some planning requirements are generic and apply equally to all sites and so are not detailed for each site specifically.
- 2.52 The list of generic considerations below is not exhaustive – other Development Management policies may apply and advice from national government can change over time. Furthermore, designations such as conservation areas, and environmental designations can also change over time, so site specific requirements listed in the Plan reflect only what exists at the time of adoption. Applicants should check the up to date situation at the time of submission of an application. In addition, further supplementary planning policies may apply where for example a Neighbourhood Plan is in place or other guidance such as Neighbourhood Design Statements have been produced.
- 2.53 These generic considerations include:
- Transport: In line with Core Strategy Policy T2, sites with significant trip generating uses will need to complete Transport Assessments. Developer contributions may be required towards off site highway works, as well as cycling, walking and public transport provision. The Site Requirements identifies key junction locations for a number of allocated sites where there is expected to be a direct or cumulative impact resulting in increased congestion. Where sites were previously included in the Unitary Development Plan and have no or lapsed planning permission or new proposals come forward it is expected that the same criteria will apply to these sites as to allocated sites in the vicinity.
  - Affordable Housing: In line with Core Strategy Policy H5, affordable housing will be sought depending on which zone a site lies within. Developments of 10 dwellings or more in zone 1 and 15 or more in zones 2, 3 and 4 will need to provide on site affordable housing. The percentages required vary according to the zone and range from 5 to 35%. A commuted sum for off-site provision is also sought for sites below the dwelling thresholds in zones 1 and 2.
  - Public rights of way: Where a site incorporates or affects a public right of way of any type, any diversions shall maintain the convenience, safety and visual amenity offered by the original route.
  - Trees, woodland, hedgerows: Where a site contains trees (including Tree Preservation Orders), woodland or hedgerows, these should be retained where possible in any detailed design proposals for development.
  - Landscaping schemes for development adjoining open land or Green Belt: Assimilation into the surrounding landscape will be sought as part of any development scheme. A landscaping scheme will be required to deal with the transition between development and open land in accordance with LCC UDP policy N24 and Supplementary Guidance No 25 – Greening the Built Edge.

- Special Landscape Area (SLA): Where a site lies adjacent to a Special Landscape Area (saved UDP policy N37) a landscape appraisal will be required to ensure there is no harm to the SLA.
- Green Infrastructure and Urban Green Corridors: Where a site lies within Green Infrastructure, or a Green Infrastructure Gap (Core Strategy Policy G1), or Urban Green Corridor (saved UDP policy N8), development proposals should consider measures to maintain the function of the green infrastructure or corridor.
- Ecology: Sites with ecology value are shown on the policies map. However, sites with ecological value change over time, so not all sites with ecological value are identified. Current ecological sites include sites classed as a Local Wildlife Site or Local Geology Site (See Core Strategy policy G8) and the Leeds Habitat Network (Core Strategy Policy G9) as well as Biodiversity Action Plan priority species and habitats. Where there is a specific ecology requirement, these are listed under the site requirements for the sites concerned in Section 3. Notwithstanding this, as ecological value of sites may change over time, an Ecological Assessment may be required on any sites which are considered to have ecological value at the time of submission of a planning application.
- Heritage Assets: Where a site incorporates or affects the setting of a heritage asset, any development should sustain and enhance the significance of the assets including the contribution made by their setting. Heritage assets include designated and non-designated assets. Designated heritage assets, designated by the Secretary of State with specialist advice from Historic England, include World Heritage Sites, Scheduled Monuments, Listed Buildings, Protected Wreck Sites, Registered Parks and Gardens, Registered Battlefields and Conservation Areas. With the exception of Conservation Areas, designated heritage assets are listed on the [National Heritage List for England \(NHLE\)](#). Conservation Areas are designated by local planning authorities. Information about the Conservation Areas in Leeds, including maps and Conservation Area Appraisals and Management Plans where these are available, can be found on the Council's website. Where a site is within or adjacent to a conservation area, or contains, or is in the setting of a listed building, these are detailed under site specific requirements in Section 3. If any building makes a positive contribution to a conservation area they should be retained, unless the loss can be justified, as set out in the NPPF. Guidance is provided in the Conservation Area Appraisal and Management Plans where they are in place.

Non-designated heritage assets are buildings, archaeology, monuments, sites, places, areas or landscapes that are not designated but have a degree of significance meriting consideration in planning decisions, because of their heritage interest. Paragraph 135 of the NPPF (2012) states that *'the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset'*.

Non-designated heritage assets are identified by the local planning authority. This list is not exhaustive and is a rather a list of the non designated heritage assets that the Council are aware of at this point in time. The Council will produce a Schedule of Non-Designated Heritage Assets which will be updated annually as part of the Authority Monitoring Report (AMR).

- **Air Quality:** All applications for major development are required to include an air quality assessment in line with Policy AIR 1 of the Natural Resources and Waste Local Plan.
- **Noise pollution:** Where a site is in close proximity to a major road (A road or motorway), B road or rail line or for any site within the City Centre a noise assessment is required as part of a planning application.
- **Land Stability:** Parts of the Leeds metropolitan District are in the former coal mining area where there is a legacy of issues such as land instability and combustion. These factors have been taken into account in the sustainability appraisal of sites allocated in this Plan. Under Saved UDPR Policy GP5 all applications for development are required to resolve stability problems. Furthermore, in the Development High Risk Area defined by the Coal Authority, applications for development are required to include a Coal Mining Risk Assessment. Policy Minerals 3 of the Leeds Natural Resources and Waste Local Plan 2013 covers all forms of development within the Coal Mining Safeguarding Area except minor householder development. It is a policy which applies to all sites in the Site Allocations Plan within the Coal Authority High Risk Area. This Policy is intended to address coal mining legacy issues by requiring the prior-extraction of any surface coal as part of site preparation.

Any problems of coal mining legacy must be addressed to ensure that the development is safe. The Coal Mining Risk Assessment also needs to identify where mine shaft entries are present on the site, these will need to be treated to be made safe. Mine entries and their zone of influence need to be kept free from built development.

### **Delivering the Infrastructure Required**

- 2.54 Funding through the planning process can be achieved via the use of planning obligations secured by legal agreements, known as section 106 (S106) agreements, or by S278 agreements for highway infrastructure requirements that arise as a direct result of the development proposed, or via contributions that are pooled together through the Community Infrastructure Levy (CIL) which came into force in Leeds on 6<sup>th</sup> April 2015. However, monies obtained through the planning process cannot deliver all the infrastructure required, and where gaps exist other funding sources will need to be explored. These include West Yorkshire Combined Authorities' Single Transport Plan (or West Yorkshire Transport Fund) for highways schemes, New Homes Bonus and Council Tax. The Infrastructure Delivery Plan (Appendix 2) is up to date as at the date of Adoption and assists the implementation of the Local Plan. It will be kept regularly up to date in liaison with the Combined Authority and relevant infrastructure providers, on the Council's website. Applicants should have regard to the Infrastructure Delivery Plan when preparing planning applications.

### **Windfall**

- 2.55 Windfall development is development on a site which has not been specifically identified as available in the Local Plan. The 2012 NPPF refers to these as Windfall Sites. Core Strategy policy H2 concerns windfall development, or housing development not included in the definition of windfall development. As befits its nature and character Leeds has a considerable flow of unidentified previously developed land and properties year on year. There are a number of sources of windfall:

- The Core Strategy makes an allowance of 500 units per annum to come forward as smaller windfall that fall below the SHLAA threshold<sup>2</sup>, ie 8,000 of the 74,000 gross units required will be delivered via windfall, leaving 66,000 to be allocated in the Local Plan.
- There is also a steady stream of larger windfall which whilst not reducing the allocated land total will be taken account of through the SHLAA and the decision taking process and reflected in the five year land supply.
- The Council also has a steady stream of long term empty properties returning to use each year. These are similarly reflected in the Authority Monitoring Report (AMR) and Five Year Supply calculation.

2.56 These sources of windfall will in total continue to support the level of housing completions and forecasts of future supply via the Five Year Supply process.

2.57 Planning permissions have been discounted from the overall targets for each area (see paragraph 2.32 above).

### **Safeguarded Land**

2.58 Core Strategy Spatial Policy 10 identifies the need to create areas of safeguarded land (called Protected Areas of Search (PAS) in the previous Unitary Development Plan) to ensure the long term endurance of the Green Belt and provide a reserve of potential sites for longer term development needs beyond the plan period (2028). The National Planning Policy Framework 2012, (paragraph 85), defines safeguarded land as land between the urban area and the Green Belt, identified to meet longer term development needs. This could include both housing and employment. This would equate to sites with a total housing capacity of 6,600 to meet the current Core Strategy requirement in full. However, due to the Council's emerging work on housing need and the uncertainty about what a new housing requirement may be, it is not considered justified to identify further safeguarded land releases from Green Belt to meet this requirement in full at Adoption. Hence, the Site Allocations Plan designates safeguarded land with a total indicative housing capacity of 4,666 dwellings. Any shortfall between this and Core Strategy Policy SP10 will be addressed through the Site Allocations Plan Review as set out in Policy HGR1. Section 3, policy HG3 designates sites to be protected as safeguarded land (for both housing and employment). The distribution of safeguarded land is not even across HMCAs because some areas cannot provide any as they have no Green Belt boundary – the City Centre and Inner HMCAs, or otherwise have tight boundaries offering little or no opportunity - East and North HMCAs. The table below illustrates the distribution of Safeguarded sites across Leeds.

<sup>2</sup> This is sites lower than 0.4ha or fewer than 5 units in the City Centre.

**Table 4: The Distribution of Safeguarded Land designations across Leeds**

<b>HMCA</b>	<b>Total capacity of Safeguarded Land sites</b>
Aireborough	0
City Centre	0
East Leeds	0
Inner Area	0
North Leeds	0
Outer North East	1,156
Outer North West	260
Outer South	115
Outer South East	1,450
Outer South West	1,220
Outer West	465
<b>Total</b>	<b>4,666</b>

**POLICY HG3: SAFEGUARDED LAND**  
**THE SITE ALLOCATIONS PLAN DESIGNATES SITES TO BE SAFEGUARDED FROM DEVELOPMENT FOR THE PLAN PERIOD (TO 2028) TO PROVIDE A RESERVE OF POTENTIAL SITES FOR LONGER TERM DEVELOPMENT POST 2028 AND PROTECT THE GREEN BELT. THESE ARE SHOWN ON THE POLICIES MAP AND DETAILED WITHIN SECTION 3 FOR EACH HOUSING MARKET CHARACTERISTIC AREA.**

**Specific Allocations – Sites for Older Persons Housing/Independent living**

- 2.59 Core Strategy Policies H4 (Housing Mix) and H8 cover housing for Independent Living. In considering allocating sites for housing, the Site Allocations Plan also identifies those housing sites which are most suited for Independent Living including for older persons and people with impaired mobility, in accordance with the criteria outlined in Core Strategy Policy H8. These are that ‘Sheltered and other housing schemes aimed at elderly or disabled people should be located within easy walking distance of Town or Local Centres or have good access to a range of local community facilities’. Sites with easy access to shops and facilities (400m walking distance to a Local Centre) have been highlighted on the Policies Map as being particularly suitable for such types of housing. It is recognised however that the needs of older persons and people with impaired mobility are complex and varied, and cannot all be met via the planning process. Consequently, this approach is intended to ensure that housing proposals in such locations take these issues into account based upon availability and the proximity of services.
- 2.60 Sites identified as being particularly suitable for this type of use are included within Section 3, Policy HG4 for each area concerned. Whilst sites marked as being particularly suitable for Older Persons housing/Independent Living are highlighted, the Plan is not prescriptive in allocating sites solely for this use. It should be emphasised that given the range of housing needs evident across the District, sites not specifically identified for this use may



also be considered. Within the context of Core Strategy Policy H4 – Housing Mix all residential applications will need to consider an appropriate Housing Mix, and submit a Housing Needs Assessment on larger sites. This is necessary to ensure that new housing delivered across Leeds is of a range of types and sizes to meet the mix of households expected over the Plan period and difference in demand in different parts of the City. An important aspect of this approach also, is to achieve new quality residential developments which can be successfully integrated within local communities.

- 2.61 Further Local Centres may be delivered as part of large housing allocations (for i.e. the new settlement in Outer North East HMCA) and provision of sites for Older Persons/Independent Living adjacent to new centres will also need to be considered.

**POLICY HG4:**

**THE SITE ALLOCATIONS PLAN IDENTIFIES SITES WHICH ARE PARTICULARLY SUITABLE FOR OLDER PERSONS HOUSING/ INDEPENDENT LIVING. THESE ARE SHOWN ON THE POLICIES MAP AND DETAILED WITHIN SECTION 3 FOR EACH HOUSING MARKET CHARACTERISTIC AREA. OPPORTUNITIES FOR OLDER PERSONS HOUSING/INDEPENDENT LIVING SHOULD BE CONSIDERED WHERE NEW CENTRES ARE PROVIDED AS PART OF LARGER DEVELOPMENTS. OTHER PROPOSALS WILL STILL BE CONSIDERED ON THEIR MERITS AND IN THE CONTEXT OF A LOCAL HOUSING NEEDS ASSESSMENT.**

**Sites Reserved for Future School Use**

- 2.62 As detailed in paragraph 2.46 above, where land is needed for provision of a school or schools or extension to a school these sites are identified on the site specific plans in Section 3. Where part of a housing allocation is needed to be retained for provision of a new school (or extension to an adjacent school) this is detailed under the site specific requirements in Section 3.
- 2.63 There are two sites: one falls within existing Green Belt and one within a proposed safeguarded land designation respectively, which are proposed for school use only and do not form part of a housing allocation (HG5-9 Land north west of Birchfield Primary School, Gildersome and HG5-8 Bradford Road, East Ardsley). The proposed boundaries of the Green Belt and Safeguarded Land respectively for these sites reflect the school requirements. If these schemes are progressed, more detailed feasibility work may be necessary. A third site, HG5-1 at Victoria Avenue in Horsforth, is proposed to allow for potential future extension of Newlathes Primary School. This site, together with the existing school, is washed over by Green Belt and it would not be appropriate to draw a site boundary for the school allocation, which would create an island site within the Green Belt. The site is therefore shown using an asterisk.

**POLICY HG5:**

**THE SITE ALLOCATIONS PLAN ALLOCATES SITES FOR SCHOOL USE. THESE ARE SHOWN ON THE POLICIES MAP AND DETAILED WITHIN SECTION 3 FOR EACH HOUSING MARKET CHARACTERISTIC AREA.**

## **Specific Allocations – Sites for Gypsies and Travellers and Travelling Showpeople**

- 2.64 Government guidance aims to ensure fair and equal treatment for Gypsies and Travellers and Travelling Showpeople in a way which facilitates their way of life, while respecting the interests of the settled community. Alongside the National Planning Policy Framework, Planning Policy for Travellers (PPTS) sets the requirements for local authorities to:
- make their own assessment of need
  - set their own pitch targets
  - identify and update a supply of specific deliverable sites to provide a five years supply
  - use criteria to allocate sites
  - use criteria to determine planning applications
- 2.65 The Leeds Core Strategy contains Policy H7: Accommodation for Gypsies, Travellers and Travelling Showpeople<sup>3</sup>. Policy H7 identifies a need for 62 pitches for Gypsies and Travellers in total. These needs are a result of evidence in the Leeds Gypsy and Traveller Accommodation Assessment (GTAA), August 2014 which was supported by a survey of Gypsies and Travellers in Leeds. In line with the GTAA, and as set out in paragraph 5.2.33 of the Core Strategy, this need is split into provision on Council managed sites, privately managed sites and publically managed sites for negotiated stopping as follows:
- 25 pitches on Council sites
  - 9 pitches on negotiated stopping sites
  - 28 pitches on private sites
- 2.66 Publicly managed sites are managed by the Council and help address the needs of Gypsies and Travellers who are on the Council's housing waiting list and have a cultural aversion to bricks and mortar housing. Publically managed sites for negotiated stopping are provided so as to ensure that Leeds has a managed approach to Gypsies and Travellers who have a Leeds connection but who only require pitch provision for short periods of time each year and are travelling the remainder of the year. The Council will work to identify a pool of sites which can be made available at short notice e.g. currently vacant sites pending another future use, which are preferable to the roadside or more sensitive areas where temporary stopping has occurred in the past e.g. on parks and playing fields. This pool of sites will be an operational management issue for Environment & Housing. There is also an identified expressed preference amongst some Gypsies and Travellers to purchase and develop their own sites, termed private sites.
- 2.67 The Leeds GTAA identified that there were 48 existing Gypsy and Traveller pitches across 6 sites in Leeds. These sites are considered to form the existing supply in Leeds and are as follows: land at Cottingley Springs, Gelderd Road (41 public pitches); Nepshaw Lane South, Morley (1 Pitch); Roseneath Place, Wortley (1 Pitch); Ninevah Lane, Allerton Bywater (2 Pitches); Knotford Nook, Old Pool Road, Otley (1 Pitch); Springfield Villas, Gildersome (2 Pitches). The existing Gypsy and Traveller site at Ninevah Lane, Allerton Bywater forms part of a proposed housing allocation (HG2-133). Consequently the site will cease to form part of the existing supply of Gypsy and Traveller sites once the site is developed for housing.
- 2.68 Through the course of the Site Allocations Plan further existing sites have come to light, which were not considered to form part of the existing supply in the Leeds GTAA at the

<sup>3</sup> For the purposes of Site Allocations Plan there is a distinction drawn between a) Gypsies and Travellers, who are solely covered by Policies HG6 and HG7 and b) Travelling Showpeople, who are solely covered by Policy HG8.

time. One of these sites is publically managed at Kidacre Street, has temporary permission for 10 years and will accommodate 8 pitches. The High Speed Rail (HS2) route impacts on Kidacre Street (HG6-2) which falls within a Safeguarding Directive for HS2. The revised HS2 route and safeguarding zone (land to be safeguarded) are shown on the Policies Map. The Kidacre Street site can contribute to meeting accommodation needs for most, if not all, of the plan period, as HS2 is due for construction in the 2030's. There is also potential to expand this site by 5 pitches. Given the highly sustainable nature of the Kidacre Street site, a replacement site has been reserved in the same area to replace the site, when it is lost to high speed rail development. This site, at Tulip Street, is therefore safeguarded to provide for Gypsy and Traveller accommodation use pending the loss of the Kidacre Street site.

- 2.69 In addition there are existing privately managed sites in Leeds which were not counted as part of the existing GTAA supply but can contribute towards future pitch need. These are at Nepshaw Lane South, Morley (1 pitch); Dunningley Lane, Middleton (2 Pitches); Thorpe Lane West (2 pitches); Thorp Lane East (1 pitch); White Rose Farm, Whitehall Rd, Gildersome (2 Pitches); Scarecrow Farm, Whitehall Road, Gildersome (1 Pitch); and Urn Farm, Middleton Road, Middleton (2 Pitches). The sites in Policy HG6 are considered suitable to safeguard as permanent sites following assessment against Core Strategy Policy H7 criteria. In terms of their current planning status they are either longstanding encampments or have been subject to a range of planning permissions (e.g. permanent, temporary and personal). They provide for the needs of 11 private pitches. Some of these existing sites are also considered to be suitable for small increases in pitch numbers. (Total: 5 additional pitches, of which 2 are Council, 3 are private).

**POLICY HG6:**

**1) THE FOLLOWING GYPSY AND TRAVELLER SITES WILL BE SAFEGUARDED FOR GYPSY AND TRAVELLER USE. THESE ARE SHOWN ON THE POLICIES MAP AND DETAILED WITHIN SECTION 3 FOR EACH HOUSING MARKET CHARACTERISTIC AREA, AND ARE AS FOLLOWS:**

**i) EXISTING COUNCIL MANAGED SITES**

- **HG6-1 – COTTINGLEY SPRINGS, GELDERED ROAD, NR GILDERSOME (41 PITCHES AND 2 ADDITIONAL PITCHES)**
- **HG6-2 – KIDACRE STREET, CITY CENTRE (8 PITCHES AND 5 ADDITIONAL PITCHES)**

**ii) NEW COUNCIL MANAGED SITE PENDING DECISION ON HIGH SPEED 2 RAIL LINK AND CONSEQUENT LOSS OF SITE AT HG6-2 KIDACRE STREET**

- **HG6-3 – FORMER MOOREND TRAINING CENTRE, TULIP STREET, HUNSLET (8 PITCHES)**

**iii) EXISTING PRIVATE SITES**

- **HG6-4 – NEPSHAW LANE SOUTH, MORLEY (2 PITCHES)**
- **HG6-5 – ROSENEATH PLACE, WORTLEY (1 PITCH)**
- **HG6-7 – KNOTFORD NOOK, OLD POOL ROAD, OTLEY (1 PITCH)**
- **HG6-8 – SPRINGFIELD VILLAS, GILDERSOME (2 PITCHES)**

- **HG6-9 – DUNNINGLEY LANE, MIDDLETON (2 PITCHES)**
- **HG6-11– WHITE ROSE STABLES, OFF WHITEHALL RD, GILDERSOME (2 PITCHES)**
- **HG6-12 – SCARECROW FARM, OFF WHITEHALL ROAD, GILDERSOME (1 PITCH)**
- **HG6-13 – URN FARM, MIDDLETON ROAD, MIDDLETON (2 PITCHES AND 2 ADDITIONAL PITCHES)**
- **HG6-15 THORPE LANE WEST (2 PITCHES)**
- **HG6-16 THORPE LANE EAST (1 PITCH AND 1 ADDITIONAL PITCH)**

**2) ANY GYPSY AND TRAVELLER SITES GRANTED, PERMANENT PLANNING PERMISSION AND IMPLEMENTED SHALL ALSO BE SAFEGUARDED FOR GYPSY AND TRAVELLER USE.**

2.70 There is a need to allocate further sites in order to help to provide for Gypsy and Traveller needs throughout the plan period; these are set out in Policy HG7. Detailed planning applications for Gypsy and Traveller sites should have regard to the Core Strategy, PPTS and the NPPF. Other than extensions to existing sites, no submitted private sites were considered suitable, available and achievable for inclusion in the Site Allocations Plan. Using an equal annual distribution of the overall pitch requirement throughout the plan period (after deducting 9 negotiated stopping pitches), the SAP upon Adoption identifies sufficient pitches for years 1- 12 only. New private sites will be provided where they satisfy the criteria in Core Strategy Policy H7. The Council will monitor approval rates of currently unidentified Gypsy and Traveller sites in the AMR, alongside the implementation of its managed approach to negotiated stopping. The Council will undertake an early review of the SAP should the Council's monitoring determine that the deficit in sites against the Core Strategy targets for private and public provision is not being addressed through the grant of planning permissions to meet the identified need of an additional 13 pitches beyond year 12 (2024). In such circumstances, and in line with the Local Development Scheme, a review will need to have commenced and new sites be identified, in advance of 31<sup>st</sup> March 2023 so as to ensure that there can be supply equal to 13 pitches for the period 2024 - 2028.

**POLICY HG7: THE FOLLOWING SITES ARE ALLOCATED AS GYPSY AND TRAVELLER SITES. THESE ARE SHOWN ON THE POLICIES MAP AND DETAILED WITHIN SECTION 3 FOR EACH HOUSING MARKET CHARACTERISTIC AREA.**

**COUNCIL MANAGED SITES:**

- **HG7-1 – WEST WOOD, DEWSBURY ROAD, TINGLEY (5 PITCHES)**
- **HG7-2 – LAND ON THE CORNER OF TONG ROAD AND LAKESIDE ROAD, WORTLEY (5 PITCHES)**

2.71 Including the safeguarded site at Kidacre Street and its potential expansion, the Site Allocations Plan makes provision for 25 Council managed pitches and 14 private pitches. The sites allocated above contribute to meeting the Core Strategy needs in Policy H7 as follows:

- Council managed pitches: 25 pitches against a requirement for 25 pitches
- Negotiated stopping pitches: to be identified and managed by Environment and Neighbourhoods
- Private sites: 14 pitches against a requirement for 28 pitches

**POLICY HGR2: THE SITE ALLOCATIONS PLAN WILL BE MONITORED AND SUBJECT TO A REVIEW DURING THE PLAN PERIOD, AS FOLLOWS:**

- 1. MONITOR THE NUMBER OF PERMISSIONS FOR GYPSY AND TRAVELLER SITES GRANTED BY CORE STRATEGY POLICY H7 AND SAFEGUARDED THROUGH POLICY HG6(2),**
- 2. ADOPT A PLAN REVIEW OF SITES FOR GYPSIES AND TRAVELLERS AGAINST CORE STRATEGY NEEDS IN POLICY H7 FOR PRIVATE AND PUBLIC PROVISION SHOULD THE QUANTUM OF SUCH SITES PROVIDED THROUGH PLANNING PERMISSIONS BE LESS THAN 13 AS AT 31<sup>st</sup> MARCH 2023**

#### **Specific Allocations – Sites for Travelling Showpeople**

- 2.72 Core Strategy Policy H7 also identifies a need for 15 plots for Travelling Showpeople. These needs are a result of evidence provided by the Travelling Showmen's Guild to the Core Strategy process and relates to the fact that there are currently two extended families living in Leeds on unauthorised sites representing an unmet need for up to 6 plots. There are 2 existing sites for Travelling Showpeople in Leeds at Whitehall Road and Town Street, Yeadon. These sites accommodate 9 plots currently. These sites are longstanding and whilst they do not benefit from full planning permission, they satisfy the criteria within Core Strategy Policy H7. The two sites have not been included within an assessment of current supply; therefore they contribute towards Core Strategy Policy H7 targets. In addition a new site has been identified in order to meet the unmet needs for Travelling Showpeople for the plan period at Phoenix Avenue, Micklefield.

**POLICY HG8: THE FOLLOWING SITES ARE ALLOCATED AS PERMANENT SITES FOR TRAVELLING SHOWPEOPLE. THESE ARE SHOWN ON THE POLICIES MAP AND DETAILED WITHIN SECTION 3 FOR EACH HOUSING MARKET CHARACTERISTIC AREA AS FOLLOWS:**

- HG8-1 – WHITEHALL ROAD (8 PLOTS)**
- HG8-2 – TOWN STREET, YEADON (1 PLOT)**
- HG8-3 – LAND OFF PHOENIX AVENUE, MICKLEFIELD (6 PLOTS)**

**NEW TRAVELLING SHOWPEOPLE SITES GRANTED PERMANENT PLANNING PERMISSION AND IMPLEMENTED SHALL ALSO BE SAFEGUARDED FOR TRAVELLING SHOWPEOPLE.**

## EMPLOYMENT OVERVIEW

- 2.73 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 (ELR), 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.
- 2.74 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 respectively.
- 2.75 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.
- 2.76 Policy EC2 commits the City Council to identifying 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.
- 2.77 The Site Allocations Plan and Aire Valley Leeds Area Action Plan supersede Policies E3 and E4 of the Unitary Development Plan which will be deleted (see Appendix 3).
- 2.78 Whilst the Core Strategy seeks to encourage the growth of a wide range of employment sectors, the focus of employment land within this Plan 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)
- 2.79 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.

- 2.80 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.
- 2.81 Whilst the purpose of the Site Allocations Plan and AVAAP is to allocate 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 are safeguarded by Policy EC3 in the Core Strategy.
- 2.82 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	228,058	188.2
Identified	644,317	106
Proposed Allocations	185,653	138.63
Total	<b>1,058,028</b>	<b>475.45*</b>
<b>Surplus/deficit</b>	<b>58,028</b>	<b>17.55</b>

(\* plus 42.62ha contribution from NRW site in Aire Valley)

### Office (B1a) Requirements

- 2.83 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). New allocations are located in or on the edge of the City Centre and Town Centres.

Policy EO1 applies to identified sites for office use. For purpose of ease and reference this is repeated for each HMCA in Section 3, with the relevant list of sites which form part of the policy. UDP allocations which have not yet been fully developed are to remain as identified allocations within the saved UDP. Policy EO1 lists saved UDP allocations. Sites with planning permission/expired permission are set out in Annex 2. Column 2 in the table of sites within the policy identifies the UDP reference retained, where applicable. Any site requirements identified in the UDP under this reference are also retained, and planning applications should have regard to these. Applications on EO1 sites should have regard to the Infrastructure Delivery Plan.

## Identified Office Sites

### **POLICY EO1: IDENTIFIED SITES FOR OFFICE USE**

**THE SITE ALLOCATIONS PLAN IDENTIFIES THAT THE FOLLOWING CATEGORIES OF SITES CONTRIBUTE TO OVERALL SUPPLY :**

- 1) SITES THAT HAVE EXISTING PLANNING PERMISSION, AND**
- 2) EXPIRED PLANNING PERMISONS FOR OFFICE THAT ARE STILL DEEMED TO BE APPROPRIATE FOR OFFICE DELIVERY; AND**
- 3) ARE ALLOCATED FOR USES INCLUDING OFFICE IN THE UNITARY DEVELOPMENT PLAN,**

**THESE CATEGORIES OF IDENTIFIED OFFICE SITES CONTRIBUTE TO THE TARGET FOR OFFICE USE SET OUT IN CORE STRATEGY POLICY SP9.**

**THE UDP SITES ARE DETAILED WITHIN SECTION 3 FOR EACH HOUSING MARKET CHARACTERISTIC AREA, WHERE APPLICABLE.**

**A LIST OF SITES WITH PLANNING PERMISSION / EXPIRED PLANNING PERMISSION CURRENTLY INCLUDED IN THIS CATEGORY ARE LISTED IN ANNEX 2.**

### **New Office Allocations**

- 2.84 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 applies to office allocations. For purpose of ease and reference this is repeated for each HMCA in Section 3, with the relevant list of sites which form part of the policy.

### **POLICY EO2: OFFICE ALLOCATIONS, OR MIXED USE ALLOCATIONS WHICH INCLUDE OFFICE USE**

- 1) THE SITE ALLOCATIONS PLAN ALLOCATES SITES FOR OFFICE OR MIXED USE INCLUDING OFFICE IN ACCORDANCE WITH CORE STRATEGY POLICY SP9.**
- 2) ANY SPECIFIC SITE REQUIREMENTS ARE DETAILED UNDER THE ALLOCATION CONCERNED IN SECTION 3.**

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

### **General Employment Land**

- 2.85 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) 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**

- 2.86 Employment sites are "identified" if they are unused allocations carried forward from the UDP or have extant planning permission. Policy EG1 applies to identified sites for general employment use. For purpose of ease and reference this is repeated for each HMCA in



Section 3, with the relevant list of sites which form part of the policy. UDP allocations which have not yet been fully developed are to remain as identified allocations within the saved UDP. Policy EG1 lists saved UDP allocations. Sites with planning permission/expired permission are set out in Annex 3. Column 2 in the table of sites within the policy identifies the UDP reference retained, where applicable. Any site requirements identified in the UDP under this reference are also retained, and planning applications should have regard to these. Applications on EG1 sites should have regard to the Infrastructure Delivery Plan.

#### **POLICY EG1: IDENTIFIED SITES FOR GENERAL EMPLOYMENT USE**

**THE SITE ALLOCATIONS PLAN IDENTIFIES THAT THE FOLLOWING CATEGORIES OF SITES CONTRIBUTE TO OVERALL SUPPLY:**

- 1) SITES THAT HAVE EXISTING PLANNING PERMISSION, AND**
- 2) EXPIRED PLANNING PERMISONS FOR USES INCLUDING GENERAL EMPLOYMENT THAT ARE STILL DEEMED TO BE APPROPRIATE FOR GENERAL EMPLOYMENT DELIVERY; AND**
- 3) ARE ALLOCATED FOR USES INCLUDING GENERAL EMPLOYMENT IN THE UNITARY DEVELOPMENT PLAN,**

**THESE CATEGORIES OF IDENTIFIED GENERAL EMPLOYMENT SITES CONTRIBUTE TO THE TARGET FOR GENERAL EMPLOYMENT USE SET OUT IN CORE STRATEGY POLICY SP9.**

**THE UDP SITES ARE DETAILED WITHIN SECTION 3 FOR EACH HOUSING MARKET CHARACTERISTIC AREA, WHERE APPLICABLE.**

**A LIST OF SITES WITH PLANNING PERMISSION / EXPIRED PLANNING PERMISSION CURRENTLY INCLUDED IN THIS CATEGORY ARE LISTED IN ANNEX 3.**

#### **New Allocations for General Employment Use**

- 2.87 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 through 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**

- 2.88 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 2.37.
- Policy EG2 applies to general employment allocations or mixed use allocations which include general employment use. For purpose of ease and reference this is repeated for each HMCA in Section 3, with the relevant list of sites which form part of the policy.

**POLICY EG2: GENERAL EMPLOYMENT ALLOCATIONS, OR MIXED USE ALLOCATIONS WHICH INCLUDE GENERAL EMPLOYMENT USE**

- 1) THE SITE ALLOCATIONS PLAN ALLOCATES SITES FOR GENERAL EMPLOYMENT OR MIXED USE INCLUDING GENERAL EMPLOYMENT IN ACCORDANCE WITH CORE STRATEGY POLICY SP9.**
- 2) ANY SPECIFIC SITE REQUIREMENTS ARE DETAILED UNDER THE ALLOCATION CONCERNED IN SECTION 3.**

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

**Infrastructure Requirements and Other Considerations**

- 2.89 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 be 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 2.51, 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 2.42 to 2.53.

## GREEN SPACE OVERVIEW

- 2.90 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).
- 2.91 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.
- 2.92 The Site Allocations Plan applies 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 in Section 3. 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

- 2.93 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 by 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.
- 2.94 Each site has been categorised according to typology. These are set out in the OSSRA, and Core Strategy Policy G3 identifies the 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, and natural greenspace (plus in the City Centre all types of open space provision including civic space). Whilst there are no standards for cemeteries, golf courses and green corridors, existing sites are proposed for protection and are therefore shown on the Policies Map. 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

- 2.95 Existing green space 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. Green space sites may include ancillary non green space uses such as car parks, or school buildings where they are linked to the overall dominant green space designation and aid the function of the site as green space. Proposals for development on sites will be

considered against the impact of the proposal on the integrity and function of the green space.

**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**

#### **Future Green Space Provision**

- 2.96 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.
- 2.97 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. Where opportunities arise for the provision of new green space, priority should be given to addressing identified deficiencies in green space typologies in the area. Decision makers should also consider the provisions of any made Neighbourhood Plan covering the new green space site and be guided by the policies, projects and evidence of local needs and views contained in the made Neighbourhood Plan and accompanying evidence base.

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**Site Allocations Plan**

**Adoption Version**

**Section 1: Introduction**

**Section 2: Retail, Housing, Employment and Green  
Space Overview**

**Leeds Local Plan  
Development Plan Document**

**June 2019**