



**Leeds**  
CITY COUNCIL

# Site Allocations Plan

Submission Draft

Leeds Local Plan  
Development Plan Document  
May 2017



**The Updated Submission Draft Site Allocations Plan comprises the Publication Draft Plan (September 2015), Revised Publication Draft Plan for Outer North East (September 2016), Pre-Submission Changes (February 2017) and further non-material Pre-Submission Changes (May 2017)**

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## **SECTION 1: INTRODUCTION**

### **1.0 OVERVIEW**

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

### **THE CORE STRATEGY**

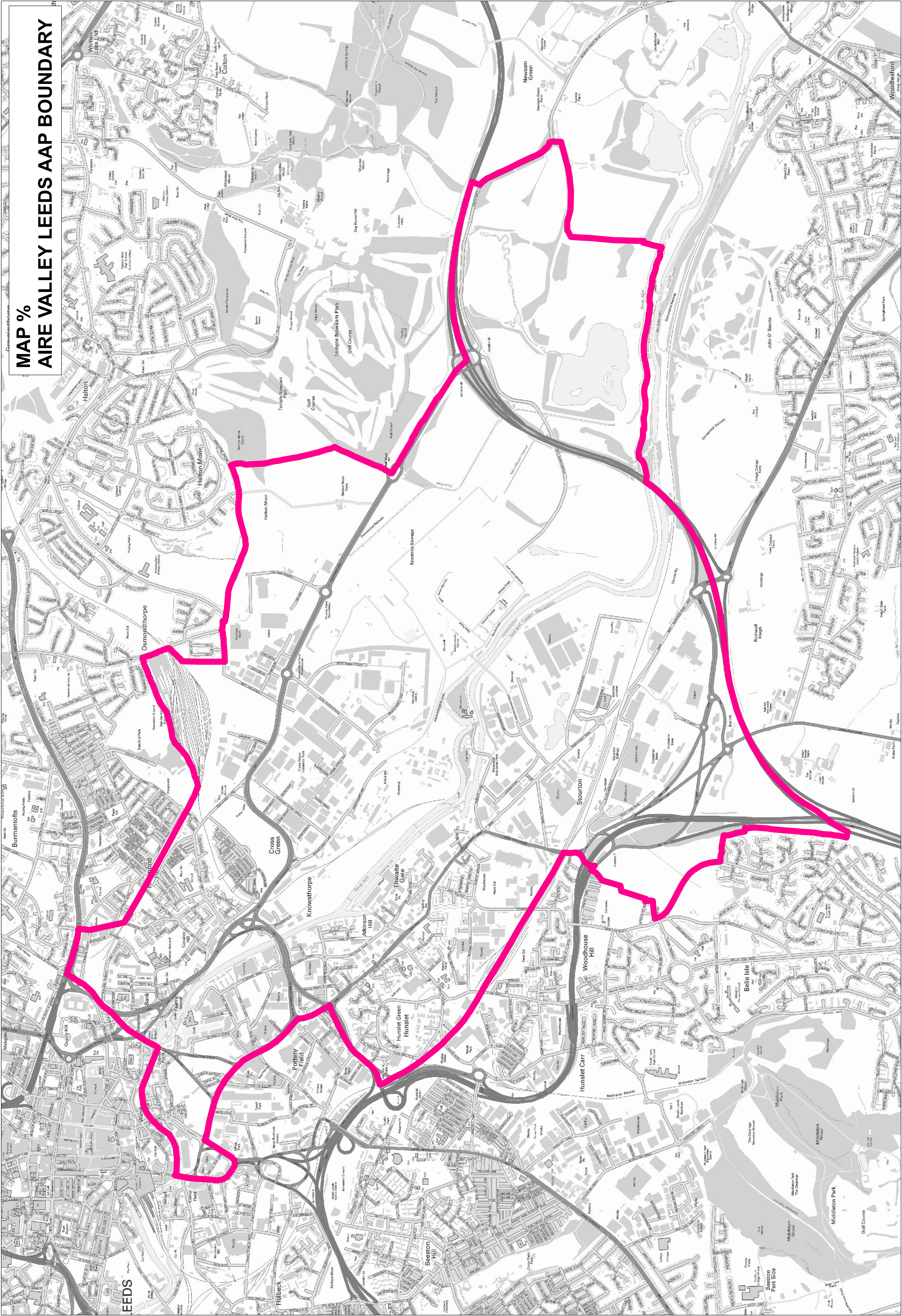
- 1.2 Reflecting the Vision for Leeds and City Growth Strategy, the Council's Core Strategy was adopted in November 2014. It sets out the general scale and location of new development for housing and employment, the role of the District's settlements in delivering growth, the approach to focussing development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

### **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).



# MAP % AIRE VALLEY LEEDS AAP BOUNDARY





## **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 National Planning Policy Framework (paragraph157) explains, it is the role of Local Plans to allocate sites. Neighbourhood Plans cannot make alterations to the Green Belt boundary – this has to be done via the Site Allocations Plan. Hence close working has and is continuing to take place

with communities preparing their own neighbourhood plans to ensure their site suggestions have been considered along with all others in the site allocations process. Neighbourhood Planning Forums, Parish and Town Councils and amenity groups across Leeds have been consulted in the preparation of the Site Allocations Plan.

- 1.12 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/ldf](http://www.leeds.gov.uk/ldf)
- 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 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. The Background Paper – Duty to Co-operate provides full information on work with neighbouring authorities and other organisations.

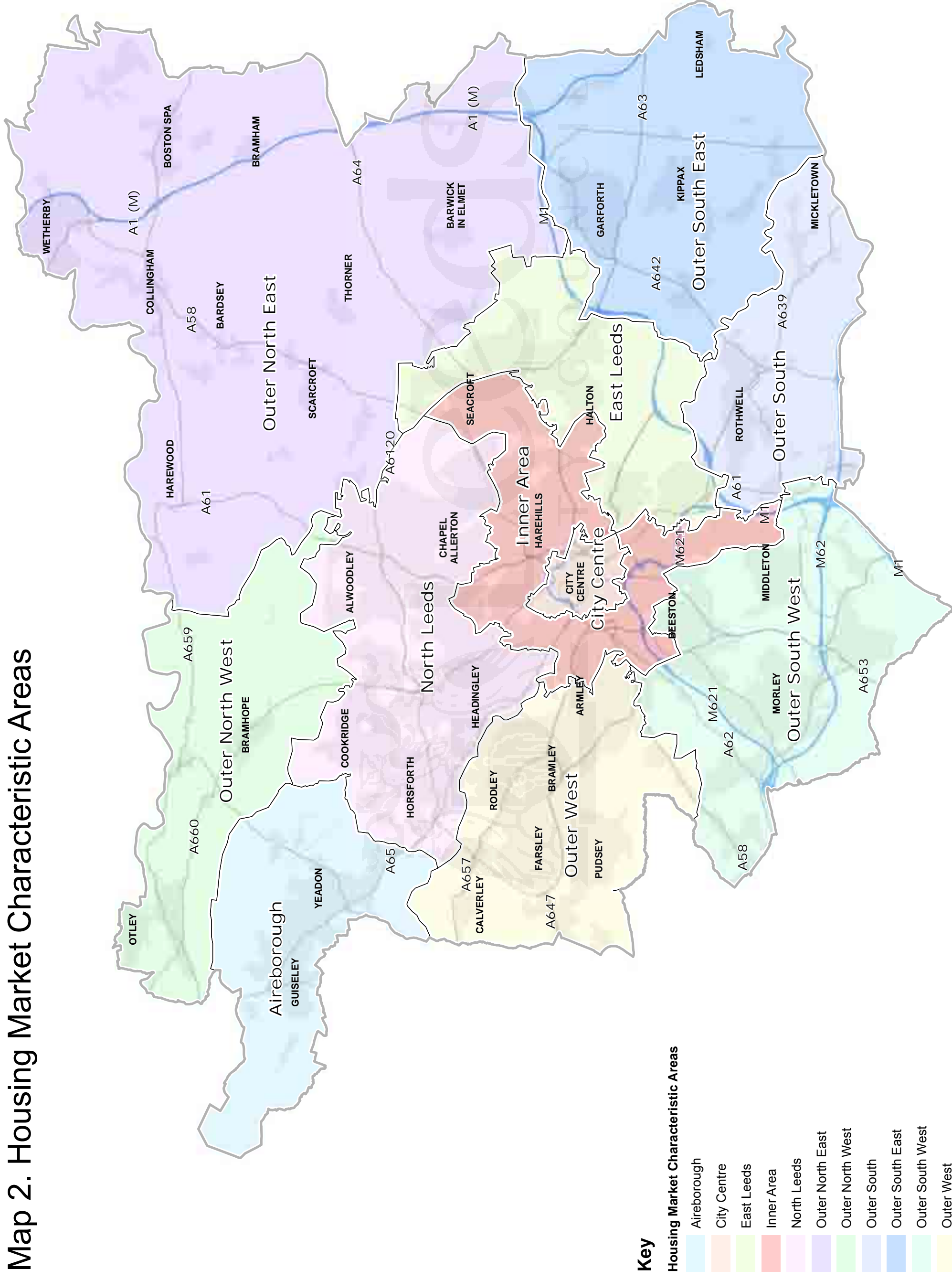
#### **PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT**

- 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.

# Map 2. Housing Market Characteristic Areas



**Key**

- Housing Market Characteristic Areas**
- Aireborough
  - City Centre
  - East Leeds
  - Inner Area
  - North Leeds
  - Outer North East
  - Outer North West
  - Outer South
  - Outer South East
  - Outer South West
  - Outer West

# 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*" (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 meet the Core Strategy housing target, deliver the ambitious level of growth required as well as meeting the need for specialist accommodation (for independent living, gypsies and travellers and travelling show-people) and the focus on accommodating development within the identified settlement hierarchy. The scale of the housing target means that a Green Belt review has been necessary. The Background Paper – Green Belt Review explains this process. See also paragraph 2.33 below.

**The Site Allocations Plan needs to identify land to accommodate 66,000 dwellings**  
Core Strategy Policy SP7 further breaks down the total housing target for Leeds as follows (columns 2 and 3 in Table 1):

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

Housing Market Characteristic Area	Core Strategy Housing target	Percentage	Existing supply ('Identified sites')	Proposed allocations	Total housing supply	+/- Target
Aireborough	2,300	3%	965	1,049	2,014	-286
City Centre	10,200	15.5%	5,264	6,645	11,909	+1,709
East Leeds	11,400	17%	6,133	3,553	9,686	-1,714
Inner Area	10,000	15%	8,970	4,072	13,042	+3,042
North Leeds	6,000	9%	4,126	1,832	5,958	-42
Outer North East	5,000	8%	1,482	3,518	5,000	0
Outer North West	2,000	3%	1,146	609	1,755	-245
Outer South	2,600	4%	618	1,816	2,434	-166
Outer South East	4,600	7%	1,352	3,026	4,378	-222
Outer South West	7,200	11%	2,648	4,321	6,969	-231
Outer West	4,700	7%	2,670	2,002	4,672	-28
<b>Total</b>	<b>66,000</b>	<b>100%</b>	<b>35,374</b>	<b>32,443</b>	<b>67,817</b>	<b>1,817</b>

- 2.28 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**

- 2.29 New allocations are not needed to accommodate all of the 66,000 target. The Council already has an existing supply of 35,374 dwellings (previous UDP housing allocations not developed, planning permissions with units still remaining to be built as at 1.4.16 and sites with a recently 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. This leaves a residual target for each area. The overall residual target is 30,626 (the overall target minus existing supply). New housing allocations are proposed to meet the residual target consistent with Core Strategy policy. 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 and the wider ambitions of the Core Strategy.

Policy HG1 applies to identified housing sites. 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.

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

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

##### **THE SITE ALLOCATIONS PLAN IDENTIFIES SITES WHICH:**

- 1) HAVE EXISTING OR RECENTLY EXPIRED PLANNING PERMISSION FOR HOUSING OR MIXED USE INCLUDING HOUSING, OR**
- 2) WERE PREVIOUSLY ALLOCATED FOR HOUSING IN THE UNITARY DEVELOPMENT PLAN, AS IDENTIFIED HOUSING SITES.**
- 3) ALL IDENTIFIED HOUSING SITES ARE IN PHASE 1 FOR RELEASE, IN ACCORDANCE WITH CORE STRATEGY POLICY H1.**
- 4) IDENTIFIED HOUSING SITES CONTRIBUTE TO THE TARGETS FOR THE ELEVEN HOUSING MARKET CHARACTERISTIC AREAS SET OUT IN CORE STRATEGY POLICY SP7.**

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

## Housing Allocations

### The Assessment Process

- 2.30 The assessment process 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 – (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

- 2.31 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. The reduced contributions from extensions to Major and Smaller Settlements in part arises from the allocation of a new settlement at Parlington, in Outer North East HMCA, reflecting the option to depart from the hierarchy included in Core Strategy Policy SP10.

**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	119	12,211	10,200	+2,011	20
Main Urban Area	Infill	388	31,173	30,000	+1,173	4
Main Urban Area	Extension	36	4,383	3,300	+1,083	33
Major Settlement	Infill	87	4,023	4,000	23	1
Major Settlement	Extension	23	7,254	10,300	-3,046	-30
Smaller Settlement	Infill	73	2,506	2,300	+206	9
Smaller Settlement	Extension	32	3,429	5,200	-1,771	-34
Other Rural	Infill	18	422	100	+322	322
Other Rural	Extension	5	195	600	-405	-68
Other	Other	5	2,221	0	-2,221	-

### Brownfield/Greenfield Mix

- 2.32 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 36540 (see Table 3), which falls short of the 66,000 required, so we need to allocate greenfield sites for housing as well. However, the 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 59% brownfield and 41% greenfield, which is within the range established in the Core Strategy. Sites on brownfield land are within Phase 1 – see paragraph 2.36 – 2.39 on phasing. 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	1,148	866	57	43
City Centre	195	11,714	2	98
East Leeds	8,006	1,680	83	17
Inner Area	1,451	11,591	11	89
North Leeds	2,193	3,765	37	63
Outer North East	4,524	476	90	10
Outer North West	1,266	489	72	28
Outer South	2,046	388	84	16
Outer South East	3,476	902	79	21
Outer South West	4,918	2,051	71	29
Outer West	2,054	2,618	44	56
<b>Total</b>	<b>31,277</b>	<b>36,540</b>	<b>46</b>	<b>54</b>

### Green Belt Review

- 2.33 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 NPPF has been carried out on all sites within the previous Green Belt (i.e. as identified in the UDP). See the Background Paper on Green Belt Review for the assessment process used. 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. The aim has been to make the minimum changes to Green Belt boundaries necessary to deliver the Core Strategy targets (including the need for safeguarded land). However, the Green Belt Review is just one factor in the overall allocation assessment process, as outlined in paragraph 2.30 above.

### Rural Land

- 2.34 Within the context of Spatial Policy SP10 and the Green Belt Review described above, consideration has been given to the UDP designation of “Rural Land” (located in the NE corner of the District). This area was initially identified as Rural Land, on the basis that the general extent of the West Yorkshire Green Belt, did not extend to most of the area North

of the River Wharf, to the West and East of Wetherby. At the time, it was considered that as the character of the area was essentially 'rural', a rural land policy would be adequate to safeguard this character through the UDP plan period.

2.35 Following the introduction of the Local Development Framework, the adoption of the Leeds Core Strategy and the preparation of this Site Allocations Plan, these planning circumstances have now changed. As part of the Outer North East Housing Market Characteristic Area, it has been necessary to identify housing allocations from a range of choices. This has taken into account the overall scale of housing growth required within the HMCA and the settlement pattern within Outer North East (and the associated opportunities and constraints). As part of this wider strategic context, overall approach and the housing allocations subsequently proposed, consideration has been given to the role of the Rural Land designation. Arising from this, in planning for housing growth, whilst reflecting the desire to maintain the distinctive pattern and character of settlements within the HMCA, the Site Allocations Plan designates the majority of the UDP area of Rural Land as Green Belt, as part of the Review process.

### Phasing of Site Development

2.36 Policy H1 of the Core Strategy sets out criteria for phasing the release of housing allocations in order to ensure a 5 year supply of housing land is maintained and to ensure a balance of brownfield and greenfield sites coming forward.

2.37 Three phases are identified for the managed release of sites for the Site Allocations Plan and Aire Valley Area Action Plan. These phases are linked to the spatial strategy of the Plans, and focus development primarily in regeneration areas and in relation to the settlement hierarchy. The phases are comprised of categories of sites based upon their planning status, location, their designation as brownfield or greenfield, scale and infrastructure considerations. Table 4 below illustrates each phase, together with the anticipated quantum for each category in meeting the overall requirement. Phase 1 identifies a substantial pool (over two thirds of the requirement for the plan period). This is to give a sufficient range and choice of sites, together with a sufficient quantum to meet 5 year supply requirements.

**Table 4 Phasing Approach**

Phase	Type	No. of sites	Capacity
1	Identified sites with extant or expired permission	370	21,668
1	Identified sites - UDP	59	10,901
1	Brownfield allocations in Main urban area	63	5,369
1	Brownfield allocations in Major settlements	14	826
1	Brownfield allocations in Regen areas	14	2,899
1	Greenfield allocations in Regen areas	42	5,252
1	City Centre Infill	25	3,831
1	All sites over 750 units	4	6,041
1	Greenfield allocations in Main Urban Area	14	487
1	Greenfield allocations in Major settlements	5	231
1	Brownfield allocations in smaller settlements	6	246
1	Phase 1 other	4	221
	<b>Phase 1 total</b>	<b>620</b>	<b>57,972</b>



Phase	Type	No. of sites	Capacity
2	Greenfield allocations MUA extension	12	1,198
2	Greenfield allocations Major Settlement extension	14	2,302
2	Phase 2 other	4	1,117
	<b>Phase 2 total</b>	<b>30</b>	<b>4,617</b>

Phase	Type	No. of sites	Capacity
3	Greenfield allocations in smaller settlements	4	101
3	Smaller settlement extensions	25	2,924
3	Rural allocations	2	182
	<b>Phase 3 total</b>	<b>31</b>	<b>3,207</b>

NB 'Phase 1/Phase 2 Other': In certain circumstances it has been necessary to alter the phase of a site given factors such as highway infrastructure, the spread of an individual settlement's sites across the phases and the ability of some sites, in policy terms, to be developed at any time in spite of being theoretically phased later. Details of these individual phasing decisions are available within the Housing Background Paper.

2.38 The Issues and Options consultation asked for views as to whether sites should come forward in the short (0-5 years), medium (5-10 years) or long (10-15 years) term. The Core Strategy Policy H1 clarified that phasing should be driven by the sufficiency of supply of land rather than fixed time periods. Hence, Phase 1 is identified as commencing from the base date of the Core Strategy (April 2012), and Phases 2 and 3, should follow on sequentially to allow additional land to be brought forward so as to maintain a five year supply and relevant buffer, as and when necessary, rather than being linked to a specific timescale. In effectively managing the release of sites, the 3 phases will operate as 'pools of supply', from which the 5 year supply is maintained.

2.39 To facilitate the implementation of the phasing approach throughout the life of the Core Strategy and Site Allocations Plans (this Plan and Aire Valley Leeds Area Action Plan) the Strategic Housing Land Availability Assessment (SHLAA) and 5 Year Supply will be updated annually to identify a sufficient pool of deliverable sites, to reflect the contribution that smaller windfall, empty homes and larger windfall make to the housing land supply in Leeds.

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) HOUSING ALLOCATIONS ARE PHASED FOR RELEASE IN ACCORDANCE WITH CORE STRATEGY POLICY H1.**
- 3) 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**

- 2.40 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**

- 2.41 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**

- 2.42 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**

- 2.43 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.
- 2.44 Many sites also require, or increase the need for the provision of specific infrastructure, such as schools, health facilities, roads and public transport. See Background Paper – Infrastructure.

- 2.45 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.
- 2.46 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

- 2.47 Leeds City Council's Childrens' Services have been involved throughout in the consideration and evaluation of sites for housing. The Background Paper – Infrastructure includes a section on school provision. 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 page 29).

#### Health Facilities

- 2.48 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.
- 2.49 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

- 2.50 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 and has influenced decisions as to phasing of housing allocations. See paras 2.36-2.39

above on phasing and the Background Paper – Infrastructure, section on Transport Modelling.

### Flooding Issues

- 2.51 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 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. (See Background Paper – Flood Risk Sequential Test and Exception Test of Proposed Site Allocations). 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. All sites within flood zone 1, on sites larger than 1ha have to submit a site specific flood risk assessment as part of the planning application process. 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.

### **Site Requirements**

- 2.52 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.
- 2.53 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.
- 2.54 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. They are detailed in the Background Paper – Nature Conservation. 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, 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. Non-designated heritage assets are identified by the local planning authority.

- **Air Quality:** Where a site is in close proximity to a major road (A road or motorway) an air quality assessment is required.
- **Noise pollution:** Where a site falls within 50m of an A road or rail line, or within 25m of a B road, and for any site within the City Centre a noise assessment is required.
- **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**

- 2.55 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 Background Paper – Infrastructure explains the process in more detail.

### **Windfall**

- 2.56 Windfall development is development on a site which has not been specifically identified as available in the Local Plan. The 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>1</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.

2.57 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.

2.58 Planning permissions up to 1st April 2016 have been discounted from the overall targets for each area (see paragraph 2.29 above).

### **Sites not Proposed for Housing Allocation**

2.59 Any sites considered for housing at earlier stages of the Plan preparation and not considered suitable for allocation are detailed in the Background Paper – Housing.

### **Safeguarded Land**

2.60 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, 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 equates to sites with a total housing capacity of 6,600 to meet the Core Strategy requirement. Hence, in addition to the housing requirement, additional land is identified as safeguarded land. 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 HMCA's because some areas cannot provide any as they have no Green Belt boundary – the City Centre and Inner HMCA's, or otherwise have tight boundaries offering little or no opportunity - East and North HMCA's. The table below illustrates the distribution of Safeguarded sites across Leeds.

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<sup>1</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**

HMCA	Total capacity of Safeguarded Land sites	% of HMCA target as Safeguarded Land	% of 6,600 total Safeguarded Land target
Aireborough	360	16	5
City Centre	0	0	0
East Leeds	0	0	0
Inner Area	0	0	0
North Leeds	0	0	0
Outer North East	1,359	27	21
Outer North West	540	27	8
Outer South	220	8	3
Outer South East	1,616	35	24
Outer South West	1,753	24	27
Outer West	915	19	14
<b>Total</b>	<b>6,763</b>	<b>-</b>	<b>-</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**

- 2.61 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.
- 2.62 The Background Paper – Housing, provides further details of the approach taken to identifying sites for older persons and disabled. It includes definitions of the range of types of such housing. 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.

- 2.63 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**

- 2.64 As detailed in paragraph 2.47 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. 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.
- 2.65 The policies map shows proposed school allocations with yellow hatched lines. There are two sites which fall within existing Green Belt and within a proposed safeguarded land designation respectively which are proposed for school use only and do not form part of a housing allocation (HG5-7 Robin Hood West 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 Newlaithes 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**

- 2.66 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

2.67 The Leeds Core Strategy contains Policy H7: Accommodation for Gypsies, Travellers and Travelling Showpeople<sup>2</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

2.68 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.

2.69 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.

2.70 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 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.

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<sup>2</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.

There is also potential to expand this site by a minimum of 3 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.

- 2.71 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)

**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.**

2.72 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. The process of identifying new sites is set out in the Housing Background Paper. 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. The process of assessing private site submissions is detailed in the Housing Background Paper. In the absence of allocated private sites, and in line with the provisions within PPTS, new private sites will be provided where they satisfy the criteria in Core Strategy Policy H7.

**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)**

2.73 Including the safeguarded site at Kidacre Street and its potential expansion, the Site Allocations Plan makes provision for 23 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: 23 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

**Specific Allocations – Sites for Travelling Showpeople**

2.74 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

- 2.75 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.
- 2.76 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.
- 2.77 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.
- 2.78 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.
- 2.79 The Site Allocations Plan and Aire Valley Leeds Area Action Plan supersede Policies E3 and E4 of the Unitary Development Plan will be deleted (see Appendix 2).
- 2.80 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)
- 2.81 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.

- 2.82 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.
- 2.83 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.
- 2.84 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	648,872	119.4
Proposed Allocations	190,653	142.9
<b>Surplus/deficit</b>	<b>67,583</b>	<b>0.12</b>

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

### Office (B1a) Requirements

- 2.85 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.

### Identified Office Sites

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

##### **THE SITE ALLOCATIONS PLAN IDENTIFIES SITES WHICH:**

- 1) HAVE EXISTING OR RECENTLY EXPIRED PLANNING PERMISSION, OR WERE PREVIOUSLY ALLOCATED FOR USES INCLUDING OFFICE IN THE UNITARY DEVELOPMENT PLAN, AS IDENTIFIED OFFICE SITES.**
- 2) IDENTIFIED OFFICE SITES CONTRIBUTE TO THE TARGET FOR OFFICE USE SET OUT IN CORE STRATEGY POLICY SP9.**

**THESE ARE SHOWN ON THE POLICIES MAP (FOR MIXED USE OR OFFICE USE) AND DETAILED WITHIN SECTION 3 FOR EACH HOUSING MARKET CHARACTERISTIC AREA.**

### **New Office Allocations**

- 2.86 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 (B2 - B8 uses)**

- 2.87 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**

- 2.88 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.

**POLICY EG1- IDENTIFIED SITES FOR GENERAL EMPLOYMENT USE**

- 1) THE SITE ALLOCATIONS PLAN IDENTIFIES SITES WHICH HAVE EXISTING OR RECENTLY EXPIRED PLANNING PERMISSION, OR WERE PREVIOUSLY ALLOCATED FOR USES INCLUDING GENERAL EMPLOYMENT IN THE UNITARY DEVELOPMENT PLAN AS IDENTIFIED GENERAL EMPLOYMENT SITES.**
- 2) IDENTIFIED GENERAL EMPLOYMENT SITES CONTRIBUTE TO THE TARGET FOR GENERAL EMPLOYMENT USE SET OUT IN CORE STRATEGY POLICY SP9.**

**THESE ARE SHOWN ON THE POLICIES MAP (FOR MIXED USE OR GENERAL EMPLOYMENT USE) AND ARE DETAILED WITHIN SECTION 3 FOR EACH HOUSING MARKET CHARACTERISTIC AREA.**

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

- 2.89 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**

- 2.90 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 2.33.

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.**

### **Leeds Bradford International Airport (LBIA) – Employment Hub**

- 2.91 It should be noted that provision already exists for development of a variety of airport related facilities within the Airport Operational Land Boundary (AOLB), which is designated under Saved Policy T30A of the UDP. Policy T30A lists the uses which may be developed in principle within the AOLB, subject also to Core Strategy Spatial Policy 12. In reflecting the opportunity to contribute to local general employment land requirements and to recognise the strategic economic role of Leeds Bradford International Airport for Leeds and the City Region, 36.23ha of land at LBIA is allocated as an Employment Hub, subject to Spatial Policy 12 of the Core Strategy and the following Policy requirements. Detailed guidance on how airport growth is managed in the context of Policies T30A, SP12 and EG3, including the Employment Hub, will be set out in a LBIA Supplementary Planning Document which will cover the area of the Airport Operational Land Boundary, the Employment Hub, the UDP employment allocations, existing industrial properties and other associated land. This will be drawn up with involvement of landowners and other key stakeholders.

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

**1) 36.23HA OF LAND TO THE NORTH OF LBIA IS ALLOCATED AS AN ‘EMPLOYMENT HUB’ FOR GENERAL EMPLOYMENT LAND INCLUDING A BUSINESS PARK AND LOGISTICS AND FREIGHT.**

**2) DETAILED REQUIREMENTS WILL BE SET OUT IN A LBIA SUPPLEMENTARY PLANNING DOCUMENT TO COVER THE AIRPORT OPERATIONAL LAND BOUNDARY, THE EMPLOYMENT HUB, EXISTING EMPLOYMENT ALLOCATIONS, INDUSTRIAL PROPERTIES AND OTHER ASSOCIATED LAND, SUBJECT TO THE FOLLOWING CRITERIA:**



- i) THE PREPARATION OF AN OVERALL LAYOUT FOR THE SPD AREA, LAND USE AND PHASING PLAN, LINKED TO THE PROVISION OF NECESSARY INFRASTRUCTURE INCLUDING LAND TO ACCOMMODATE THE PROPOSED A65-A658 LINK ROAD WITHIN THE EMPLOYMENT HUB AREA,
- ii) THE PROVISION OF A SURFACE ACCESS AND CAR PARKING STRATEGY – INCORPORATING MAJOR HIGHWAY AND PUBLIC TRANSPORT IMPROVEMENTS, WITH IDENTIFIED FUNDING AND TRIGGER POINTS,
- iii) THE PROVISION OF AN OVERALL DESIGN AND LANDSCAPE FRAMEWORK,
- iv) THE USE OF PLANNING OBLIGATIONS TO SECURE THE REQUIRED INFRASTRUCTURE AND ALSO LOCAL EMPLOYMENT AGREEMENTS (RELATING TO DEVELOPMENT PROPOSALS IN TERMS OF CONSTRUCTION AND END USER JOBS)

### **Infrastructure Requirements and Other Considerations**

2.92 The provision of infrastructure to support office and general employment allocations will be different to that needed to support housing allocations. The focus for employment sites will whether highway access is sufficient and whether any landscaping may be necessary to provide visual screening or physical separation from more sensitive uses. As the Housing section explains at paragraph 2.53, the allocation of a site establishes that it is suitable for that use. However, each planning application will be considered on its individual merits and will need to take into account specific technical and infrastructure requirements. Particular requirements are listed against each site in Section 3. Specific site requirements for mixed use sites which include an employment element are found within the housing sites section. Some planning requirements are generic and apply equally to all sites and so are not detailed for each site specifically. The generic considerations are listed in paragraphs 2.43 to 2.54.

## GREEN SPACE OVERVIEW

- 2.93 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).
- 2.94 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.
- 2.95 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

- 2.96 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.
- 2.97 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

- 2.98 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.

## **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**

- 2.99 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.
- 2.100 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.