

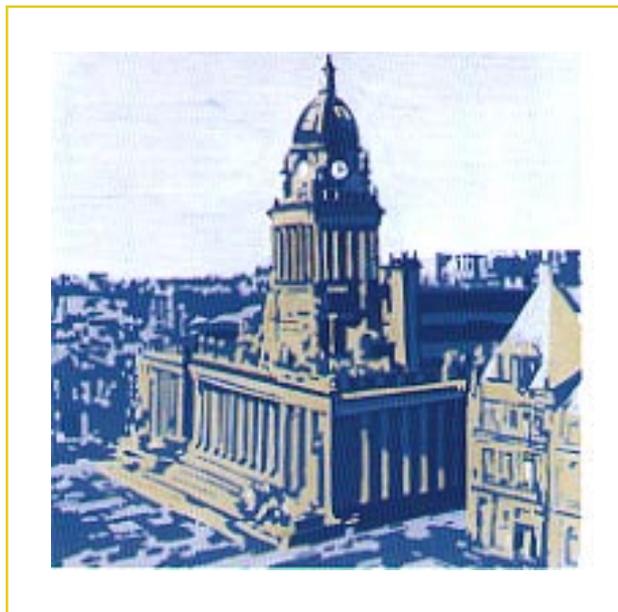


SUPPLEMENTARY GUIDANCE NO. 2

LEISURE DEVELOPMENTS AND  
OTHER KEY TOWN CENTRE USES:  
SUGGESTED APPROACH AND APPLICATION  
TO CURRENT MAJOR PROPOSALS

13th October 1997

**LEEDS CITY COUNCIL**



**LEEDS UNITARY DEVELOPMENT PLAN**



## **1.0 LEISURE DEVELOPMENTS AND OTHER KEY TOWN CENTRE USES**

1.1 PPG6 expresses the importance of maintaining and enhancing the vitality and viability of town centres. It clearly confirms Leeds UDP's approach to retail developments in centres (see report to DSG Committee 07/10/96). However, by indicating that town centres should be the preferred locations for developments that attract many trips, PPG6 also extends consideration of the means of supporting existing centres to include uses other than retail capable of supporting a centre's vitality and viability.

1.2 The following policy expresses the importance of securing an appropriate location for all such uses, both in terms of the opportunity such development may present to provide support for a centre, and conversely by the prevention of any development which in form and location would undermine the vitality and viability of a centre. Accordingly:

**LEISURE DEVELOPMENTS AND OTHER USES CAPABLE OF MAINTAINING AND ENHANCING A CENTRE'S VITALITY AND VIABILITY WILL BE ENCOURAGED WITHIN THE CITY CENTRE, OR A TOWN OR LOCAL CENTRE. LEISURE AND TOURISM PROPOSALS WILL ALSO BE SUPPORTED IN LOCATIONS IDENTIFIED BY UDP POLICIES LT5A AND LT5B, PROVIDED IN ALL CASES THAT:**

**A. THE PROPOSAL DOES NOT HAVE AN ADVERSE IMPACT ON THE VITALITY AND VIABILITY OF ANY CENTRE, OR OTHERWISE CONFLICT WITH THE PROMOTION OF THE CITY CENTRE IN ACCORDANCE WITH UDP STRATEGIC AIM SA9, OR WITH THE OBJECTIVES OF A TOWN CENTRE STRATEGY PREPARED IN ACCORDANCE WITH PPG6 AND UDP POLICY S3;**

**AND**

**B. NORMAL DEVELOPMENT CONTROL CONSIDERATIONS (SUBJECT OF UDP POLICY GP5) AND OTHER PLANNING CONSIDERATIONS ARE RESOLVED.**

**DEVELOPMENT PROPOSALS IN LOCATIONS OUTSIDE A CENTRE OR A LOCATION IDENTIFIED UNDER UDP POLICIES LT5A AND LT5B, WILL BE CONSIDERED IN ACCORDANCE WITH THE FOLLOWING SEQUENTIAL TEST:**

**i. IF IT CAN BE DEMONSTRATED THAT NO LOCATION EXISTS WITHIN A CENTRE WHERE THE ABOVE REQUIREMENTS CAN BE SATISFACTORILY ACHIEVED, HAVING CONSIDERED ANY SCOPE TO AMEND THE NATURE AND FORMAT OF THE PROPOSED DEVELOPMENT TO SECURE A POTENTIAL LOCATION, SUCH DEVELOPMENT MAY BE ACCEPTED IN AN EDGE-OF-CENTRE LOCATION;**

**ii. ONLY IF IT CAN BE DEMONSTRATED THAT NO LOCATION EXISTS WITHIN OR ON THE EDGE OF A CENTRE, HAVING CONSIDERED ANY SCOPE TO AMEND THE NATURE AND FORMAT OF THE PROPOSED DEVELOPMENT TO SECURE A POTENTIAL LOCATION, MAY SUCH DEVELOPMENT BE ACCEPTED IN AN OUT-OF-CENTRE LOCATION, PROVIDED THAT IT WILL BE READILY ACCESSIBLE BY A CHOICE OF MEANS OF TRANSPORT;**

**SUBJECT IN EITHER CASE (Bi, or Bii) TO THE PROPOSAL HAVING NO ADVERSE IMPACT ON THE VITALITY AND VIABILITY OF THE CITY CENTRE OR A TOWN OR LOCAL CENTRE AND TO THE RESOLUTION OF**

**NORMAL DEVELOPMENT CONTROL CONSIDERATIONS (UDP POLICY GP5) AND OTHER PLANNING CONSIDERATIONS.**

- 1.3 The range of uses which support the vitality and viability of centres to be covered by the policy is defined by PPG6. PPG6 refers to “key town centre uses” which attract a lot of people and include commercial and public offices, entertainment and leisure uses, hospitals and higher education establishments. This list is not exhaustive but demonstrates that the sequential approach is to be applied to uses attracting a large number of visitors. As such the policy will apply to the full range of leisure development from clubs and bingo halls through to multiplex cinemas of the largest size. Children’s Leisure Centres, a further recent type of development, is addressed by this policy and by more detailed policy in Supplementary Planning Guidance No 7. However, the policy will not apply to outdoor recreation nor will it apply to the A3 uses and hotel development for which the UDP contains separate guidelines, pending a review of these policies in the light of PPG6.
- 1.4 The policy is the application of the intentions of PPG6 to the circumstances in Leeds. Therefore, the centres where development attracting large numbers of people should first be located include the centres defined by UDP Policies S1 and S2, and local centres. A DSG Committee report identifying and defining local centres will follow. PPG6 supports all centres and thus there is concern also for centres in adjacent authorities in instances when development would impact on the vitality and viability of those centres.
- 1.5 The UDP also identifies sites for leisure development under UDP Policies LT5A and LT5B. On these sites the principle of leisure development is accepted as they represent either the most accessible, satellite City Centre locations to serve sectors of the population of Leeds and Bradford or build upon existing facilities, or reflect commitments.
- 1.6 As with the approach to retail development set out in UDP Policy S2, development of key town centre uses will be appropriate in any identified centre unless it would impact on the vitality and viability of another related centre, reflecting a hierarchy of centres in any particular circumstance in line with advice in PPG6. For example, the development of a multiplex cinema in an S2 centre may adversely affect the vitality and viability of the City Centre and would therefore be unacceptable. Development of a bingo hall may have little impact on the role and function of the City Centre and may be acceptable in a smaller centre.
- 1.7 It may be necessary for applicants to carry out a study of the impact of a proposed development on other centres which should include changes to travel patterns.
- 1.8 The strategy for the City Centre is expressed by Policy SA9 and by Chapter 13 “City Centre” in the UDP. These detail the City Council’s aspirations for the development of the City Centre to support Leeds in becoming one of the principal cities of Europe. The City Centre is therefore the first and most obvious location for the development of regional and sub-regional types of facilities. The Royal Armouries is an example of the type of development already helping to achieve these aspirations and the development of multiplex cinemas in the City Centre would be similarly beneficial.
- 1.9 The City Council also has aspirations for town centres other than the City Centre. A current ongoing programme of work is seeking to develop Town Centre Strategies for S2 and local centres. Such a strategy will be of importance in deciding if an

application for the development of a key town centre use in a particular centre is suitable or may be more appropriate in another centre.

- 1.10 In any location, it will be necessary for the resolution of normal development control considerations including the scale of development, the massing of buildings, the levels of parking and the subsequent impact on the local highway network. These issues will be important in order to prevent an existing centre being swamped by out of scale development that may be more acceptably accommodated in a larger centre. In addition other planning considerations may also need to be taken into account, such as national guidance and UDP policies on development in Green Belt, and allocations for other land uses such as housing or employment.
- 1.11 For the purposes of definition of centres, the UDP defines boundaries for S2 centres and also differing Quarters and Proposal Areas for the City Centre.
- 1.12 If in any particular instance it is deemed that development is suitable out-of-centre then in keeping with the approach in PPG6 the development will have to be readily accessible by a choice of means of transport.

## **2.0** <sup>\*</sup> **CURRENT MAJOR LEISURE PROPOSALS**

2.1 Currently, the following major proposals are being advanced either through planning applications and/or through objections raised on UDP sites, or pre-application discussions:

- i. Dick Lane, Pudsey. Outline Application 25/17/96, initially proposed Bowling Alley, Cinema (58,500 sq ft), Bingo Club, Night Club, 4 Restaurants and Public House. During the processing of

the application the proposal has changed and the bingo club and nightclub have been removed and the scheme now consists of a 20 screen multiplex cinema, intended to be the first of this size in the country, and 7 free standing diners. A report on this application and previous consents on this and the adjacent site was submitted to Plans Divisional Sub-Committee (West) on 5th November 1996.

- ii. Scotland Mill Lane, Moor Allerton. No formal planning application received but objections were received to the UDP suggesting that the environment protection policies that apply to the site were inappropriate and that the site could be appropriately developed for a Commercial Leisure Park with multiplex cinema, bowling alley and fast food outlets.
- iii. Chapel Allerton Hospital, Harehills Lane, LS7. Application No. 34/72/96, Outline Application to erect residential, office, leisure development on the former Chapel Allerton Hospital. This application supersedes two earlier applications for major development on the site and includes residential and office development centred on a multiplex cinema of 40,000 sq ft and three restaurant buildings totalling 24,000 sq ft. Note: Plans Divisional Sub-Committee (East) was recommended to refuse this proposal on 22/11/96, for reasons consistent with the policy proposed in this report.

2.2 In addition, consent exists for proposals at Dick Lane and Kirkstall Road. At Dick Lane there is a previous consent, application 91/25/47, granted outline consent in August 1992. This application comprises a leisure complex including bowling alley, nightclub, multiplex cinema, bingo hall, restaurants, a pub, hotel and some element of shopping with parking for 1000 cars. On the adjacent

site (at Phoenix Park), an outline consent (ref 89/25/193) for leisure development including multiplex cinema was approved in December 1990. A subsequent application (92/25/89) with full details of the leisure scheme on the site was "called in" by the Secretary of State for the Environment and following a public inquiry in the summer of 1995 permission was refused. The City has subsequently approved a reserved matters application (25/272/93) relating to the original outline consent (89/25/193) and there is therefore an extant permission for leisure complex development that includes a multiplex cinema. At Cardigan Fields, Kirkstall Road a scheme is underway on the former Burton's site for a 9 screen multiplex, bingo club, entertainment centre, a leisure unit for which no use has been specified and 6 restaurants/pubs.

\*as at 2nd December 1996.