



Leeds
CITY COUNCIL

Site Allocations Plan and Aire Valley Leeds Area Action Plan

**Retail
Background Paper**

Publication Draft
Leeds Local Development Framework
Development Plan Document
September 2015



RETAIL BACKGROUND PAPER RELATING TO SITE ALLOCATIONS PLAN AND AIRE VALLEY LEEDS AREA ACTION PLAN

1.0 Policy Context

1.1 The NPPF sets out in Paragraph 23 what is required of Local Planning Authorities when developing their Local Plan:

“Planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period. In drawing up Local Plans, local planning authorities should:

- *recognise town centres as the heart of their communities and pursue policies to support their viability and vitality;*
- *define a network and hierarchy of centres that is resilient to anticipated future economic changes;*
- *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;*
- *promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres;*
- *retain and enhance existing markets and, where appropriate, re-introduce or create new ones, ensuring that markets remain attractive and competitive;*
- *allocate a range of suitable sites to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community and residential development needed in town centres. It is important that needs for retail, leisure, office and other main town centre uses are met in full and are not compromised by limited site availability. Local planning authorities should therefore undertake an assessment of the need to expand town centres to ensure a sufficient supply of suitable sites;*
- *allocate appropriate edge of centre sites for main town centre uses that are well connected to the town centre where suitable and viable town centre sites are not available. If sufficient edge of centre sites cannot be identified, set policies for meeting the identified needs in other accessible locations that are well connected to the town centre;*
- *set policies for the consideration of proposals for main town centre uses which cannot be accommodated in or adjacent to town centres;*
- *recognise that residential development can play an important role in ensuring the vitality of centres and set out policies to encourage residential development on appropriate sites; and*
- *where town centres are in decline, local planning authorities should plan positively for their future to encourage economic activity.”*

1.2 The Core Strategy defines a network and hierarchy of centres across the District and sets out a town centres first approach that directs retail development (and other town centre uses) towards these centres. The Core Strategy establishes policies for what uses are appropriate within centres, and establishes a

Sequential and Impact Assessment methodology for the assessment of edge and out of centre applications for town centre uses.

1.3 The Core Strategy establishes the Local Planning Authority’s approach to new retail floorspace.

Floorspace Target

1.4 Distinct from the approach taken with Housing and Employment, the Core Strategy sets no target for the allocation of new retail floorspace over the plan period. The Leeds City Centre, Town and Local Centres Study 2011 sets out the District’s capacity for additional comparison and convenience floorspace over set 5 year periods until 2026. This is split into a low scenario and a high scenario, in line with standard sensitivity testing.

Table 1: Low Scenario

Year/District Need	Floorspace	Comparison	Convenience
2016		131,315 sqm	19,626 sqm
2021		159,608 sqm	30,747 sqm
2026		173,337 sqm	41,515 sqm

Table 2: High Scenario

Year/District Need	Floorspace	Comparison	Convenience
2016		150,000 sqm	29,509 sqm
2021		182,531 sqm	42,888 sqm
2026		202,192 sqm	56,916 sqm

1.5 The Core Strategy states that to plan for this extremely large floorspace requirement over the course of the whole Plan Period would not be justified, effective, or consistent with national policy as it would most likely result in trade being diverted from existing centres and planned investment within them being stalled. As stated within the Centres Study itself in paragraph 10.8 *“if development of the scale the market share approach suggests was to be planned for it is considered that it would be likely, over the period of the LDF, to have an impact on the City Centre which could prejudice its role in the hierarchy, as well as denying trade to established town centres where improvement should be encouraged in accordance with national policy guidance...”*.

1.6 Therefore the Core Strategy did not adopt these targets and “takes a cautious approach given the continuing uncertainty relating to the economic climate and the importance of delivering particular major schemes” (Core Strategy paragraph 4.2.3). In particular, the Core Strategy takes the approach that it is critically important that both the Trinity and Victoria Gate shopping developments are completed and the city shopping market given time to re-adjust before major expansion of the city’s shopping floorspace is considered. A new Retail Study would then be undertaken following the completion of these major schemes, to estimate future retail capacity.

1.7 Whilst Policy CC1 of the Core Strategy adopts a target for City Centre retail floorspace, it is made explicitly clear that such floorspace should not come forward until the impacts of the completed schemes at Victoria Gate and Trinity had been absorbed by the wider City Centre, and that the need was confirmed in a newly updated Retail Study.

1.8 The Core Strategy Inspector agreed with this approach and found the document sound. As a result the Site Allocations Plan does not allocate new sites for retail, although within town centres there is an expectation that Mixed Use allocations will include an element of town centre uses as befits their in-centre location. In addition, for some of the larger sites allocated for housing there is an expectation that centres will be delivered to serve the new population. This is reflected in Policy P7 of the Core Strategy.

1.9 The Core Strategy did however identify a requirement (subject to further evidence base work) to designate a new centre at Richmond Hill.

Scope of the Site Allocations Plan

1.10 To reflect the context outlined above, the scope of the Site Allocations Plan is to designate boundaries for the centres identified within the Core Strategy, including Primary Shopping Areas, and where appropriate Primary and Secondary Shopping Frontages. The plan will contain policies to provide direction on how applications will be dealt with within protected shopping frontages. In addition, the plan sets out where new centres should be delivered as part of large housing allocations.

Scope of the Aire Valley Leeds Area Action Plan

1.11 To reflect the context outlined above, the scope of the Aire Valley Leeds (AVL) Area Action Plan (with regard to retail) is to designate boundaries for the centres identified within the Core Strategy (Hunslet and Leeds Dock), including Primary Shopping Areas, and where appropriate Primary and Secondary Shopping Frontages.

1.12 The Aire Valley Leeds Area Action Plan sets out detailed policies on Hunslet Town Centre, identifies a mixed use site within the town centre itself (Site ref. AV48 at Church Street/Balm Road), and identifies site ref. AV38 (land at the former Copperfields College) for convenience retailing in accordance with Policy P1 of the Core Strategy. In addition, the plan sets out the requirement for a local centre to be delivered as part of the large housing allocation at Skelton Gate (Site ref. AV111).

1.13 As part of the call for sites exercise, sites within AVL were put forward for mixed use development, including retail. A complete list of all the call for sites submissions appears at paragraph 1.29, later in this background paper. Table 3 below sets out the Council's response to those sites submitted for a component of retail development within AVL.

Table 3 – AVL Call for Sites Submissions

Ref	Name	Council Response
CFSM026 (AV114)	Land Parcel 9786, Knowsthorpe Lane, Leeds	Inconsistent with core strategy centres first policy approach. Outside centre and 300m buffer. Part of a proposed housing allocation within AVL Area Action Plan. Potential for appropriately sized local centre to support the on-site daily convenience retail needs of the large housing development; location within larger site subject to preparation of a masterplan layout. Refer to draft policy AVL9(4).
CFSM048 (AV65)	Pontefract Lane/Newmarket Approach, Leeds	Inconsistent with centres first policy approach. Outside centre and 300m buffer. Multiple sites, mainly in existing general employment uses with occupiers.
CFSM045 (AV51 & AV102)	Sites at Cross Green/Knowsthorpe Way Way/Cross Green Way/Cross Green Approach/Knowsthorpe Road LS9	Inconsistent with core strategy centres first policy approach. Outside centre and 300m buffer. Multiple sites are in existing general employment uses surrounded by other neighbouring general employment uses.
CFSM037 (AV111)	Skelton Gate, Leeds	Inconsistent with core strategy centres first policy approach. Outside centre and 300m buffer. Part of a proposed housing allocation within AVL Area Action Plan. Potential for appropriately sized local centre to support the on-site daily convenience retail needs of the large housing development; location within larger site subject to preparation of a masterplan layout. See relevant draft policy AVL9(4).
CFSM002 (AV100)	Land at Haigh Park Road, Stourton, LS10 1RT	Inconsistent with core strategy centres first policy approach. Outside centre and 300m buffer. Includes, and inconsistent with, allocated sites in the adopted Natural Resources & Waste Local Plan (2013).
CFSM036 (AV33)	Land at Low Fold Mill, South Accommodation Road, Leeds	Inconsistent with core strategy centres first policy approach. Within city centre boundary, but outside city centre primary shopping area and 300m buffer.

Designating Centres

1.14 In addition to the City Centre, the Core Strategy identifies 27 Town Centres, 33 Local centres and 4 Local Convenience Centres within the City Centre. In paragraph 5.3.11 the Core Strategy states:

“Boundaries of all Centres, and their Shopping Frontages, will be reassessed through the Site Allocations Plan (and future LDF Allocations Documents as appropriate), and the scope to change their designation and proposals to extend or include new Centres to reflect retail need as a result of housing growth proposals will be considered in the interim”.

1.15 The Core Strategy also proposes the location for a new centre at Richmond Hill. This is subject to further evidence and assessment. At this stage no appropriate location for this centre has been found, and therefore the Site Allocations Plan is not identifying this centre. Instead the Aire Valley Leeds Area Action Plan identifies a site as suitable for convenience retailing at Cross Green/Richmond Hill, as part of a wider mixed use allocation including housing and a school (site ref. AV38), to address the aspiration set out within the Core Strategy.

Town Centre Boundaries

1.16 The detailed boundaries of designated centres, primary shopping areas and shopping frontages are substantially based on the boundaries and frontages established by the previous Unitary Development Plan (UDP). Detailed survey work has been undertaken to identify where changes since the adoption of the UDP required alterations to the boundaries of these centres. In cases where centres were only first identified through the Core Strategy, survey work and the Leeds City Centre, Town and Local Centres Study were used to define boundaries.

1.17 These boundaries were proposed at the Issues and Options stage and have been subject to further fine-tuning as a result of the consultation, updated information and further survey work. Such changes include:

- Boston Spa: Re-drawing of town centre boundary to the rear of A659, to hug the properties rather than include a site which has planning permission for residential development (the town centre boundary therefore follows the Primary Shopping Area boundary in this case). Change Costcutter to Primary Shopping Frontage. Land between the Hall and Surgery to the north of the A659 residential site has been removed from the Town Centre boundary;
- Chapel Allerton: Alteration of PSA to accommodate proposed Morrisons supermarket;
- Cross Gates: Minor alteration to Town Centre boundary to take account of the planning permission for residential development at 5-7 Church Lane;
- Garforth: Removal of Site ref. CF5M021 as an extension to the Town Centre Boundary;
- Harehills Lane: Changes to PSA to include Morrisons supermarket;
- Headingley: Numerous minor changes to the Town Centre Boundary, PSA and frontages to reflect Headingley Neighbourhood Forum changes;

- Kirkstall Road: Change to town centre boundary to reflect permission for Aldi supermarket;
- Middleton Park Circus: Change to town centre boundary to reflect newly built Aldi supermarket;
- Moortown Corner: Minor change to remove residential property on Allerton Avenue;
- Rothwell: “Potential Centre Site” removed from opposite Morrisons supermarket;
- Royal Parks: New area of the town centre designated along Queen’s Road;
- Weetwood Far Headingley: Minor changes to Town Centre Boundary to accommodate town centre uses on Weetwood Lane; and, Kirkstall: Change to Primary Shopping Area to take account of location of main retail facilities within the centre boundary.

New Centre

1.18 Following the adoption of the Core Strategy and the Issues and Options consultation, the Council received representations concerning the need for a survey to assess the merits of a new centre being designated on Cardigan Road, which straddles the Inner and North HMCAs. Following the survey of this centre it was agreed that the Cardigan Road area did meet the definition of a Local Centre. Following endorsement by Development Plan Panel and Executive Board, we are proposing a new Higher Order Local Centre at Cardigan Road, as shown within the Publication Draft of the Site Allocations Plan.

Shopping Frontages

1.19 National policy requires Local Authorities, when drawing up Local Plans to *“define the extent of town centres and primary shopping areas, based on a clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations”* (NPPF Para 23).

1.20 The Core Strategy establishes the broad principles for development within city, town and local centres, 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.

1.21 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.*

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

1.22 For Town and Local Centres the Core Strategy states in section 5.3.6 *“The defined primary shopping frontages in town centres are those with*

predominantly A1 uses. Saved UDP Policy SF7 seeks to maintain this core focus for town centres with a 70:30 split between A1 and other uses. Greater flexibility is given to the mix of uses within secondary frontages, with applications being determined on their merits with the purpose to safeguard the overall retailing character of shopping streets and maintain the vitality of town centre as a whole. 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.”

1.23 The Site Allocations Plan replaces UDP Shopping Frontage saved policies and guidance contained within Appendix 12.

1.24 The Policies Map defines the extent of Protected Shopping frontages throughout Leeds' City Centre, Town Centres and Higher Order Local Centres.

Protected Shopping Frontages within Leeds City Centre

1.25 Since the Issues and Options iteration of the Site Allocations Plan, further work has been undertaken to provide a policy basis for protected shopping frontages within city centre shopping centres such as Merrion Centre, the Corn Exchange, St Johns, Trinity and Phase 1 of Victoria Gate. Separate inset maps have been developed for these centres. Whilst it was originally envisaged to include 'The Core' within this list of centres, subsequent survey work indicated that the level of A1 retail floorspace was at such a low level, there was limited justification for applying shopping frontages to this centre.

Opportunity Sites

1.26 Previous iterations of the Site Allocations Plan have included 'Opportunity Sites', identifying underused town centre sites as areas where retail and town centre uses would be encouraged. Following further consideration of these sites against the proposed and existing policies it is felt that the designation is unnecessary. All of the sites fall within either existing or proposed centre boundaries, which provide the policy rationale for what uses would be supported on these sites, and in any event many of the sites either benefit from planning permission or are proposed allocations. The 'Opportunity Site' designation has been removed.

Large Store Units

1.27 Reflecting existing policies within the UDP, the Issues and Options consultation asked for consultees to provide their views on the need for a proposed policy and what size of unit would constitute a 'large unit'. Following this consultation and further consideration of the issue, no policy will be advanced on this subject given the difficulties in being able to empirically demonstrate what should constitute a large store, and consultation responses were too varied on this point to be constructive.

Sites submitted for consideration

1.28 A number of sites were submitted to the Local Planning Authority for consideration as being suitable for retail use. However, the Site Allocations Plan is not allocating sites for retail use due to the lack of requirement to do so, as detailed within the Core Strategy (and outlined above). However, some of these sites have also been proposed to be allocated for mixed uses. The employment and housing background papers provide details on mixed use allocations. In addition, where appropriate, some of the submitted sites have been incorporated into Centre boundaries to reflect their suitability for retail use. Therefore, whilst sites (within the Site Allocations Plan) have not been allocated solely for retail use, many of these sites have been allocated for other uses (which may include an element of retail), and where appropriate have been used to inform revised centre boundaries.

1.29 The sites submitted for consideration for retail use, in HMCA order, are:

Aireborough

Site	Site Reference
Green Lane Business Park, (Former Naylor Jennings mill buildings) and associated land, Yeadon, Leeds, LS19 7BU	CFSR007
Junction of Green Lane and the A65 (New Road) Yeadon, Leeds LS19 7DA	CFSR003
Guiseley Retail Park, Park Road	CFSR010
Dalesman Coach Park on Victoria Road	CFSR023
Sandmans Tip Hire and scrap yard	CFSR024

City Centre

Site	Site Reference
Manor Court, Manor Road, Leeds, LS11 9AH	CFSM022
Wellington Plaza, 31 Wellington Street, Leeds	CFSM015
Land South of Sweet Street West, Holbeck, Leeds	CFSM005
Water Lane, Globe Lane, Holbeck, Leeds	CFSM030
1953 Building, Marshall Street, Holbeck, Leeds	CFSM004
Eastgate and Victoriagate Quarter, Leeds	CFSM020
Site Bounded by Bridge Street, Gower Street, Regent Street (A61), & New York Road, Leeds, LS2 7PX	CFSM018

East

Site	Site Reference
Land Parcel 9786, Knowsthorpe Lane, Leeds	CFSM026
Land at Junction Coal Road/Ring Road, Seacroft, Leeds	CFSM025
Pontefract Lane/Newmarket Approach, Leeds	CFSM048
Sites at Cross Green/Knowsthorpe Way Way/Cross Green Way/Cross Green Approach/Knowsthorpe Road LS9	CFSM045
Skelton Gate, Leeds	CFSM037
Land at Haigh Park Road, Stourton, LS10 1RT	CFSM002

Inner

Site	Site Reference
67-81, Kirkstall Road, Leeds, LS3 1LP	CFSM017
Land at Low Fold Mill, South Accommodation Road, Leeds	CFSM036
Kirkstall Road, Studio Road, and Park Road, Kirkstall, Leeds	CFSM043
Wellington Road Industrial Estate, Wellington Road, Leeds, LS12 2UE	CFSM041
Hudson Road, Burmantofts, Leeds LS9 7JJ	CFSM001
Eastgate and Harewood Quarter, Leeds	CFSM020
Premises at Roseville, Leeds, LS8 5DR	CFSM027
Land between Barrack Street and Sackville Street, Leeds, LS7 2BQ	CFSM042
245, Elland Road, Leeds, LS11 8TU	CFSM011
Site Bounded by Bridge Street, Gower Street, Regent Street (A61), & New York Road, Leeds, LS2 7PX	CFSM018
Land at Regent Street/Skinner Lane, Leeds	CFSM007
Domestic Street, Sydenham Street and Holbeck Lane	CFSR021
York Towers	CFSR018

North

Site	Site Reference
Land adjacent to Clayton Wood Road, Weetwood, LS16 6NS	CFRS009
Clayton Wood Bank, West Park, Leeds, LS16 6QZ	CFSR004
Kirkstall Road Bath and Burley Place	CFSR020

Outer North East

Site	Site Reference
Land off Sandbeck Lane, Wetherby, Leeds, LS22 7TW	CFSR005
Land West of First Avenue, Bardsley	CFSM009
Thorp Arch	CFSR025
Wood Farm A58 Scarcroft	CFSR014

Outer North West

Site	Site Reference
N/A	N/A

Outer South

Site	Site Reference
N/A	N/A

Outer South East

Site	Site Reference
Land off Wakefield Road, Garforth	CFSM021
Land at Junction of Barrowby Lane, Wakefield Road, Town End, Garforth, LS25 1QE	CFSR002
East of Garforth	CFSR013
West of Hawks Nest Wood	CFSR015
Ae Turbine off Aberford Road Garforth (MIAMI Site)	CFSR016
Hawks Nest Wood	CFSR012

Outer South West

Site	Site Reference
Sugar Mill, Oakhurst Avenue (Just Off Dewsbury Road), Leeds, LS11 7DF	CFSM019
Makro Store, Royds Lane, Lower Wortley Road, Leeds, LS12 6HU	CFSM003
Wakefield Road, Gildersome, Morley, Leeds	CFSM040
116, Old Lane, Beeston, Leeds, LS11	CFSM023
White Rose Shopping Centre, Dewsbury Road, Leeds	CFSM047
Land between Gelderd Road/Asquith Avenue and Nepshaw Lane, Gildersome	CFSM006

Outer West

Site	Site Reference
Former Belgrave Electrical Works Town Street, Stanningley, Pudsey, LS28 6HB	CFSM029
339 Whitehall Road, Wortley, Leeds, LS12 6JW	CFSR008
Waterloo Lane and Waterloo Way, Leeds*	CFSM044
Lower Wortley Ring Road, LS12 6AA	CFSR011
Land at Stoneybridge Lane, Wortley, Leeds, LS12 4QN	CFSR006
Butterbowl Works, Ring Road, Lower Wortley, Leeds, LS12 5AJ	CFSM008
83-89, Bradford Road, Pudsey, Leeds LS18 6AT	CFSM016
Stanningley Bottom Local Centre	CFSR017
Tong Road Scrap Yard	CFSR019
Sunny Bank Mill – North Site	CFSR022

For more information, please contact:

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