



PRE-DRAFT



**REGIONAL SPATIAL STRATEGY
(RSS)**



TOPIC PAPER 17:

RETAIL AND LEISURE



**Consultation
Winter 2004/05**



Foreword

The Yorkshire and Humber Assembly has reached another crucial stage in the development of 'PLANet Yorkshire and Humber' - the new Regional Spatial Strategy (RSS). A draft of the new RSS is to be submitted to Government by the end of April 2005.

In preparing the new draft RSS the Assembly is committed to involving as wide a range of organisations and individuals as possible. The preparation process for the new draft RSS therefore provides for two specific periods of public consultation *before* a new draft RSS is prepared and submitted to Government. This is in addition to the continual involvement of many partners in the technical work for the new RSS.

The first consultation document - 'Draft Spatial Vision and Strategic Approach' (July 2004) - considered the overall approach that should guide the preparation of the new RSS (particularly the role of sub-areas), key issues facing different parts of the region and possible responses to these issues.

We have now reached the second stage of consultation. This is based on the need to consider in more detail how we can develop a clear spatial strategy for the region that takes into account all of the issues identified in the RSS Project Plan ('Shaping the Future', January 2004). This second stage of consultation is therefore structured around a series of 'topic papers', of which this is one. The full list of topic papers is:

- Topic paper 1: Introduction to Pre-Draft RSS
- Topic paper 2: Spatial Options
- Topic paper 3: Housing
- Topic paper 3a: Distributing the Housing Requirement
- Topic paper 4: Economy
- Topic paper 5a: Freight
- Topic paper 5b: Strategic Public Transport
- Topic paper 5c: Public Transport Accessibility
- Topic paper 5d: Demand Management
- Topic paper 5e: Aviation
- Topic paper 5f: Transport Investment Priorities
- Topic paper 6: CAP reform
- Topic paper 7: Energy
- Topic paper 8: Water
- Topic paper 9: Sustainable Tourism
- Topic paper 10: Forestry
- Topic paper 11: Biodiversity
- Topic paper 12: Culture
- Topic paper 13: Health
- Topic paper 14: Education
- Topic paper 15: Minerals
- Topic paper 16: Sustainable Waste Management
- Topic paper 17: Retail and Leisure
- Topic paper 18: Monitoring
- Topic paper 19: Climate Change

Please bear in mind that these topic papers are raising many challenges that policies in the new RSS will need to address. The topic papers do not include draft policies and there will need to be a great deal of integration across topic areas before the policies are drafted. The purpose of this stage of consultation is to receive feedback on what direction you think RSS policy should take.

Please note that these topic papers have not been endorsed by the Assembly, nor its advisory body the Regional Planning and Infrastructure Commission. They do not represent Assembly policy but give an important opportunity for a wide range of stakeholders to feed in to the further development of the new RSS for the Yorkshire and Humber region.

Your comments

We would like your comments on these topic papers. You can answer the questions that we ask in the papers or you can send us your general comments.

We need to hear from you by **Friday 18th March 2005** so that your views and ideas can be taken into account as we prepare the new draft RSS to submit to Government.

Please send your comments to

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Or email them to: emma.hunt@yhassembly.gov.uk

All the topic papers and accompanying documents can be found at www.yhassembly.gov.uk

Strategic Environmental Assessment/Sustainability Appraisal

At each stage of the development of the new RSS, a Strategic Environmental Assessment/Sustainability Appraisal (SEA/SA) is being carried out. At this stage, this appraisal has particularly concentrated on Topic Paper 2 – Spatial Options. The report of this appraisal is also available from the Assembly.

Any queries

If you have any queries about the topic papers, or any aspect of RSS, please call the Regional Planning and Transport team on 01924 331590.

Topic Paper 17 - Retail and Leisure

Introduction

1. Retail and leisure facilities and opportunities make a key contribution to the quality of life experienced by communities across the region. These sectors are important drivers of the regional economy providing almost 250,000 retail-based employment jobs in the Yorkshire and Humber region and with the retail and wholesale trade accounting for over 13% of the region's Gross Value Added (GVA). Throughout the region's cities, towns, villages and countryside many different types and sizes of retail and leisure facilities fulfil an important role in meeting people's needs.
2. At a settlement level retail and leisure have a major influence on the vibrancy and attractiveness of the places in which we live, work and visit and in particular on the region's city, town and village centres. The retail and leisure industries and their facilities have an important role to play in securing the renaissance of urban and rural areas.
3. This topic paper has close links with many of the other topic papers listed in the foreword. In transportation terms the retail and leisure sectors are major generators of travel and are also heavily reliant on the effective movement and distribution of freight. Energy supply and the management of waste also have a strong environmental and economic influence on these sectors. The availability and access to services and facilities, particularly retail and leisure, is important in promoting socially inclusive and healthy communities across the region.

Background

3. Policy SOC 3 (see Annex A) of the current RSS (Dec 2004, based on the Selective Review of RPG 12) provides the current regional planning policy for retail and leisure facilities. It embraces the principles of national guidance (PPG 6, Town Centres and Retail Developments) through a largely criteria based approach. Criteria b) and c) of Policy SOC 3 focus on the assessment of need and the application of a sequential approach to prioritise the identification and development of sites for retail and leisure in or on the edge of existing centres.
4. The existing policy is more locationally specific in its approach to out-of-centre regional and sub-regional shopping centres, namely Meadowhall and White Rose (criterion a). Requirements for local planning authorities are set out in criteria d) and e), including the establishment of hierarchies of centre in their areas and supporting the role of local service centres.
5. Policy E1 in the Economy chapter of existing RSS on 'Town and City Centres' recognises the crucial role that the region's main towns and city centres have in achieving sustainable economic growth and investment in the region. It requires that 'existing city and town centres will

continue to be the main focus for shopping, cultural, social, leisure and business services’.

6. Both policies SOC3 and E1 expand on the overall strategy of existing RSS. Locational principles set out in Policy P1 (Strategic Patterns of Development) of current RSS include supporting the delivery of urban renaissance, regeneration, the concentration of development and adopting a sequential approach to meeting development needs (starting with the re-use of suitable previously developed land and buildings within urban areas). Policy T1 in current RSS which focuses on land use and transport integration, is also particularly relevant given that retail and leisure facilities can generate a large number of passenger movements.
7. Current national guidance is set out in PPG 6, Town Centres and Retail Developments. Consultation on draft PPS 6 ‘Planning for Town Centres’ (which the Government intends should replace PPG 6 in due course) ended in March 2004. The draft PPS 6 suggests specific actions that Regional Planning Bodies should take in preparing RSS. These include:
 - Developing a vision and strategy for the development of a balanced network of centres
 - Making strategic choices about where growth should be encouraged and decline managed
 - Assessing the need for additional floorspace
 - Assessing the capacity of existing centres to accommodate additional development
8. In addition to purely retail issues the progression of The Gambling Bill has significantly raised the profile of casino development nationally and regionally as an issue that RSS needs to address.

Research

9. ‘Retail and leisure’ was not identified as a topic to be addressed through the ‘Selective Review’ of RPG 12 that took place during 2003 and 2004. Policy SOC 3 in current RSS remains largely the same as it was set out in the original RPG issued in October 2001. In terms of retail and leisure a number of different strands of work will contribute to the preparation of new RSS and these are discussed below.

Retail

10. Consultants White Young Green (WYG) Planning were commissioned by the Yorkshire and Humber Assembly to identify issues that need to be considered under a retail and leisure theme in developing new RSS. The study reviewed current and emerging Government guidance statements and also examined the approaches of other regions. Recommendations were set out in a report finalised in August 2004 (WYG report) which is available at www.yhassembly.gov.uk

- 11.** The WYG report recommends that consideration should be given to undertaking a qualitative and quantitative assessment for further retail and leisure development in the region, and to undertake an assessment of the current hierarchy/network of centres and an examination of the role/function they fulfil. This will help to address the following three key areas where current regional planning policy is considered by WYG to not meet Government expectations, particularly those set out in draft PPS 6:
 - Setting a regional hierarchy of centres
 - Assessing the need for new development within the region and sub-regional areas
 - Identifying broad locations in which to meet the identified need
- 12.** The WYG report puts forward alternative 'top-down' and 'bottom-up' approaches to undertaking a regional retail and leisure study. It recommends that a study should be approached from a more strategic 'top-down' perspective. Such a strategic assessment would still take between 4-6 months to prepare and include aspects such a household telephone survey.

Settlement Roles

- 13.** During 2004 a Regional Settlement Study was prepared for the Assembly by North Yorkshire County Council, which served to identify, map and collate information for settlements across the region - as a basis for developing the settlement strategy for new RSS. A summary of the study, including its approach and key findings, are set out in Topic Paper 2 on Spatial Options. The Settlement Study looked at retail and leisure provision in the region's settlements as part of its broader approach, alongside other services such as health and education and data relating to demography, employment/economy, housing, transport and deprivation.
- 14.** The outputs of the Settlement Study provide four different classifications of settlements covering location, service role, functions and prosperity. The service category identifies sub-regional centres, principal service centres, local service centres and basic service centres across the region. Regional centres were not included in the study. Overall the study provides a broad based hierarchy of settlements across the region - based on their current role and function.

Casinos

- 15.** In order to provide an informed basis for the development of regional policy Yorkshire Forward (the Regional Development Agency) has commissioned Ernst and Young to prepare a Casino Development Study. Due to report in March 2005 this study is currently assessing the market for casino development in the region and its potential benefits and impacts. It will provide the main evidence base for the development of regional planning policy on regional casinos by examining issues such as:

- The relative attractiveness of different parts of the region to the regional casino market
 - What the regional marketplace could support now and over the next 20 years (given the 15-20 year timescale of RSS)
 - The likely scale and nature of development proposals, including potential benefits (economic/regeneration/physical) and impacts (trip generation/displacement)
- 16.** The policy approach to retail and leisure will also need to be set within the overall spatial strategy of RSS, reflecting development and regeneration priorities across the region and its component parts.

Key Issues

- 17.** Retail is a very competitive and innovative sector of the UK and regional economy. Nationally there has been significant attention on improving retail productivity in the UK. An increase in on-line shopping, stores getting bigger in size and a general blurring of the boundaries between food and non-food sales have been some of the recent trends. As retail sales growth slows down operators are likely to continue to look for efficiency gains in their formats and locations, with a focus on retail parks and shopping centres and larger catchments. There is a need to ensure that our regional planning policies are responsive to current and emerging conditions.
- 18.** Retailing performance is strongly influenced by location. Current regional planning policies re-enforce the national sequentially based approach, promoting development within or on the edge of centres and is restrictive to further or expanded out-of-centre shopping centres. There is a key challenge to ensure that any regional approaches add value to and do not duplicate well-established national guidance and approach.
- 19.** Leisure encompasses a wide range of facilities and new forms of provision continue to develop. For example the Government has emphasised the role of Regional Planning Bodies (the Assembly) in providing a more pro-active and locationally specific approach to regional casinos. The RSS will have to make realistic and informed regional planning policy decisions about issues such as:
- The most appropriate broad locations where major casino development would most benefit the region
 - How concentrated a locational approach should be adopted and /or whether there is scope to support any “destination resort casinos” in this region beyond the larger urban areas, for example in coastal and/or former coalfield areas on regeneration/tourism grounds

Proposed RSS Approach

- 20.** Retail and leisure facilities were considered as part of the Regional Settlement Study. The overall spatial strategy and settlement strategy of new RSS will need to be more locationally specific. This offers the

opportunity for new RSS to embrace the concepts of hierarchies and networks – to set out the relative roles and functions of settlements as a whole including their retail/town centre function. **A suggested approach is that the identification of a retail/leisure hierarchy/network of centres should be addressed as part of the overall settlement strategy of new RSS.**

21. The overall RSS strategy would then set a clear framework within which further retail and leisure work would take place, particularly to assess need and capacity. This further work would respond to the requirements of the final PPS 6 when it is published later this year. The recommendations of the WYG report (see paras 11 & 12) indicate that a strategic study would take 4-6 months to complete. Time would also be required to assess the implications of final PPS6, to scope out and agree a study approach with partners in the region, to commission consultants and to respond to the study findings. An overall period of about 12 months would therefore be required from the publication of a finalised PPS6. **It is suggested that a regional retail and leisure study should be prepared following the final publication of PPS6 and that this should feed into an early review of new RSS.**
22. In the absence of further detailed retail and leisure assessments there is a need to consider whether at this stage and without further work the existing retail and leisure policy approach in existing RSS (see Annex A) is still relevant, needs updating or can be made more locationally specific to add further regional value.
23. The current RSS policy is already regionally and locationally specific in its approach at criterion a) to named out-of-centre regional and sub-regional shopping centres. **A suggested approach is that this part of Policy SOC 3 should be retained and expanded to include reference to other regional and sub-regional out-of-centre shopping centres.** Examples might include outlet centres such as at Glasshoughton, Hornsea and York.
24. The remaining criteria of the current RSS policy SOC3 are largely repetitive of national guidance. The overall settlement strategy of new RSS will provide locationally specific direction about the future relative roles of settlements and their centres. The further work outlined above in paragraph 21 would provide the basis for the development of a more regionally and locationally specific retail and leisure policy for the region – but this would be developed to feed into an early review of RSS and would not be available to inform the preparation of this draft RSS. **It is suggested that most, if not all, of criteria b) to e) in current policy SOC3 should be deleted in RSS on the basis that it only repeats national guidance (supporting reference would still need to be made to the application of national policy).**
25. The development of new RSS policy on Regional Casinos will need to take into account the issues identified in paragraphs 15 and 19 above. In particular this will need to address how specific RSS should be in identifying broad locations for regional casinos, whether there should be

any prioritisation of broad locations and whether the approach should include regional and large casinos (if large casinos raise sub-regional issues). Local Planning Authorities and operators are being invited to highlight their interest in casino development through the Ernst and Young Study for Yorkshire Forward. **It is suggested that a new policy should be included in new RSS to identify appropriate broad locations for regional casino development in support of the overall strategy, sustainable development principles and regeneration priorities of new RSS.**

Questions for Consultation

The key questions for consultation are therefore: -

1. *Do you agree with the suggested approach to RSS policy development for retail and leisure outlined at paragraphs 20 and 21?*
2. *As suggested in paragraph 23 do you agree that new RSS should retain a policy on out-of-centre regional and sub-regional shopping centres? and,*
 - a) *Should other out-of-centre shopping centres be included in addition to those already identified in criterion a) of Policy SOC3?*
 - b) *If so, which out-of-centre shopping centres should be included in the policy due to their regional or sub regional significance in the Yorkshire and Humber region and why?*
3. *Does the rest of existing RSS policy (see paragraph 24) provide a valid and effective regional planning policy for retail and leisure facilities:*
 - a) *As suggested should most of criteria b) to e) of existing Policy SOC3 be deleted as it adds little of regional value, or*
 - b) *Should the current Policy SOC3 be retained, or*
 - c) *Is there any current regional/sub-regional/local evidence that supports a different policy approach that is more specific to the region and broad locations within it?*
 - d) *Is there more that RSS could say in terms of the vitality and viability of City and town centres in the region, such as addressing poorly performing centres (in the absence of the further work explained at paragraph 21)?*
4. *Do you agree with the suggested approach that a specific new Policy on regional casinos is required in RSS (see paragraph 25)? If so:*
 - a) *What should the Policy include in terms of appropriate broad locations? and,*
 - b) *What other regional policy guidance could help the preparation of casino policies in Local Development Plan Documents?*

Views on other retail and leisure related issues would be welcome.

References

It is considered the main references for retail and leisure include: -

- Planning Policy Statement 11 (PPS11): Regional Spatial Strategies, www.odpm.gov.uk
- Planning Policy Statement 6 (PPG6): Town Centres and Retail Developments and Draft Planning Policy Statement 6 (Draft PPS6): Planning for Town Centres. www.odpm.gov.uk
- Casinos: Statement of National Policy, December 2004, Department for Culture, Media and Sport. www.culture.gov.uk
- Report on Retail and Leisure Issues in the Emerging Regional Spatial Strategy for Yorkshire and Humber, White Young Green Planning. www.yhassembly.gov.uk

Annex A – Policy SOC 3 in current RSS (based on the selective review of RPG12)

Policy SOC3

Retail and Leisure Facilities

- a) No further out-of-centre regional or subregional shopping centres or large-scale expansion of those that exist, including Meadowhall and White Rose, should be permitted.
- b) In developing strategies for retail and leisure development local planning authorities should undertake an assessment of need in their areas and apply the sequential approach set out in PPG6 to identify sufficient sites in or on the edge of existing town centres. This approach should apply equally to assessing any proposals to provide additional floorspace to existing edge-of-centre or out-of-town centre development and to new forms of retail and leisure development.
- c) where major leisure development, for which there is a proven need, cannot be accommodated within or on the edge of town centres after having demonstrated flexibility in the search for more central sites as required by PPG6, development plan strategies should make it clear that improvements to public transport facilities and other non-car modes will be required as part of the development to ensure that sites are accessible by good public transport, on foot and by cycle.
- d) In preparing development plans, local planning authorities should establish hierarchies for the centres in their areas which should identify the regional, sub-regional and local roles of city and town centres and, in particular, those centres to which Policies SOC3a) and E1 should apply.
- e) Local planning authorities should:-
- i) maintain a good quality, level and range of provision for retail and service needs appropriate to serve the catchment area;
 - ii) minimise the need for travel especially by car;
 - iii) seek to encourage joint planning and collaborative action by public and private service providers to promote innovative ways of maintaining or re-introducing local services in town and village centres which are identified as having a weak or limited range having regard to the size and character of the catchment area;
 - iv) promote and support the local service centre role that certain towns and villages play for surrounding areas to retain essential services and facilities for rural communities.