

Kirklees Local Plan Examination

Stage 1 – Initial Hearings

MATTERS, ISSUES AND QUESTIONS (MIQs)

Council Response

Matter 6 – Employment needs and delivery

- 1.1 This statement sets out the council's responses in relation to the Inspector's matters and issues Matter 6 – Employment needs and delivery. All the documents referred to in this statement are referenced within the main body of the statement.

Issue - Does the Plan set out a positively prepared strategy for the delivery of employment development and jobs, which is justified, effective and consistent with national policy?

Questions

- a) **Are the employment density assumptions used to translate the objectively assessed need for jobs (23,000) into land requirements justified and robustly based? Has the land requirement been disaggregated by employment use class as well as sector?**
- 1.2 The Council considers that the job density assumptions applied are robust. Evidence is set out in the Kirklees Employment Technical Paper (SD22, paragraphs 5.1–5.3) which sets out the use of the 'Yorkshire Forward, Planning for Employment Land, Translating Jobs into Land' by Roger Tym and Partners (2010)¹ density figure, as the most appropriate job density for Kirklees. The Roger Tym study is the most recent job density assessment focussed on the Yorkshire & Humber region. Although more recent job density work has been undertaken (Employment Density Guide (3rd edition), HCA, November 2015)², it is set at a national scale and not, therefore, as reflective of the Yorkshire & Humber economy which Kirklees falls within. Due to the more locally relevant nature of the Roger Tym work, the Council considers it to be the most appropriate to inform the employment land requirements of the Local Plan. This approach is consistent with National Planning Policy Framework (NE1, paragraph 10) where it is stated that plans need to take account of local circumstances to respond to the different opportunities for achieving sustainable development in its area.
- 1.3 The Roger Tym conclusions recommended that a standard jobs to floorspace ratio of 67 sq.m per job be applied across each of the B1b/c, B2 and B8 use classes, and a 16 sq.m per job density applied to B1a uses (page 51, paragraph 7.1). In view of this, the Council applied the above job density assumptions to the broad sectors as presented in the Kirklees Employment Technical Paper (SD22, Table 2, page 27).

¹ Planning for Employment Land: Translating Jobs into Land, Roger Tym & Partners, April 2010

² Employment Density Guide (3rd Edition), HCA, November 2015

b) What is the total amount of employment land predicted to come forward over the Plan period, arising from Table 3 in the Plan³? Should the total supply estimate be included in Table 3 of the Plan and/or a policy?

1.4 The total amount of employment land predicted to come forward over the Plan period is shown in Table 3 in the Kirklees Publication Draft Local Plan Strategy and Policies document (SD1), this table has been updated to include 2015/16 monitoring data and is set out in document EX7 - Council's Response to Inspector's initial note Part 2. This includes completions since 2013, commitments, supply from previous permissions, allocations and a potential supply from Priority Employment Area's (windfall). This equates to 264 Hectares of employment land.

For information only, the Council has set out below a revised version of Table 3, which shows for clarity the total supply estimate:

	Meeting the Employment Land Requirement	Hectares
a	Employment land requirement (Based on REIU work)	175
b	Completions - employment land take-up (since 1st April 2013)	-24
c	Commitments - on land not allocated for employment or mixed use	-18
d	Supply from previous permissions - on land not allocated for employment or mixed use	-7
e	10% flexibility allowance (a-b-c-d x 10%)	+13
f	Supply from Priority Employment Areas (Windfall allowance)	-48
g	Amount of additional employment land required	91
h	Amount of land allocated (net)	167
i	Amount of employment land predicted to come forward over the Plan period (b+c+d+f+h=i)	264

1.5 The council does not consider that the total supply estimate should be included in a policy. The National Planning Policy Framework and Planning Practice Guidance do not require the inclusion of a total supply estimate policy and as such the council does not consider that this is necessary as part of planning positively to meet local needs.

c) Is the predicted supply of employment land over the Plan period (arising from Table 3 in the Plan⁴) justified, deliverable and supported by robust evidence? In particular:

i) What account is taken of employment land losses since 1st April 2013?

1.6 The work undertaken by the Council in reviewing the unimplemented Kirklees Unitary Development Plan (LE1) employment allocations and assessing the continued suitability, or not, of the districts employment typical urban areas (ETUAs), set out in the Priority Employment Areas Methodology Paper (BP8, chapter 4), has enabled the Council to ensure that land is not unnecessarily being held on to. The Council's responses to Matter 6 question (i) confirms that in relation to the ETUAs, the Council has assessed 1135.72ha of land in established business and industrial use, of this

³ Taking account of updated completions and commitments figures for 2015/16, as set out in the Council's Response to the Inspector's Preliminary Note 2.

⁴ As above.

377.49ha was not safeguarded. A total of 72.48 hectares from the 377.49ha has been allocated for other uses in the Local Plan leaving the remaining 305.01ha left undesignated. In doing so, and in accordance with Kirklees Publication Draft Local Plan (SD1, policy PLP8 Safeguarding employment land and premises), the change of use of this land would not be contested in terms of its loss from business and industrial use as the assessment has deemed them not to be critical to the employment stock. In view of this the Council considers it prudent not to factor in loss of employment land since 2013 as all land that is being allocated, or protected for employment purposes, is now fit for purpose. This in turn should reduce the rate of losses from that experienced in previous years.

- 1.7 Analysis of the housing and employment monitoring data⁵ confirms that the average site area of business and industrial land being lost to other uses is 0.3ha since 2006. Due to the size and location of losses the Council considers that the 48ha windfall supply identified within the Priority Employment Areas (Employment Technical Paper April 2017 SD22, page 34, paragraph 6.17) would support some relocation of those businesses being displaced through change of use on employment sites not designated for safeguarding. There is also evidence through the monitoring data⁵ of vacant units being brought back into use for B use class operations. This recycling of land is expected to continue throughout the plan period and will provide an element of the supply to meet the needs of businesses, particularly Small and Medium sized Enterprise (SME) operations.

ii) What is the justification for the 10% flexibility allowance? How does it compare to past non-implementation rates?

- 1.8 Flexibility is required to account for choice, the non-delivery of sites and to meet relocation of existing businesses. The Council considers that 10% is appropriate to Kirklees due to the uplift that has been applied, see response to question C (v) - and the amount of windfall identified through the Priority Employment Areas exercise. Collectively all three sources should ensure an appropriate and flexible range of sites that will better support the employment land needs of business and industry.

iii) Does the potential intensification supply of 48 hectares from Priority Employment Areas include contingency for potential non-delivery, or intensification involving change of use to other employment generating uses such as retail or leisure (as permitted under Policy PLP 8)?

- 1.9 The 48 hectares from Priority Employment Areas has not been identified as a contingency allowance for the potential non-delivery of employment land. This is due to the nature of the land which accounts for the 48 ha. Following the Council's review of all Priority Employment Areas, and the identification of the 48ha (Employment Technical Paper April 2017 SD22, page 34, paragraph 6.17), it was established that this potential supply would be suitable for business and industrial use; but with a limited market appeal, due to size restrictions and in some instances land locking making this element of the supply suitable for expansion of neighbouring businesses only. In view of this, the Council has not allocated the undeveloped parcels of land within Priority Employment Areas but felt it prudent to still acknowledge its development potential as windfall. This windfall allowance recognises the current relationship of take-up in the district, and will be particularly important in supporting the needs of Small and Medium sized Enterprise (SME) operations.

⁵ Employment Land Supply Review 2015/2016

1.10 It is anticipated that the 48ha windfall allowance will support the growth aspirations of businesses by accommodating expansion of existing businesses within the Priority Employment Areas. A degree of this stock would also be suitable to accommodate new units, including the potential to support the relocation of businesses that may have been displaced due to change of use. However, the policy does apply a degree of flexibility and some non-B use class operations could come forward. Due to the nature of these sites it is reasonable to assume that B use class operations are likely to be the primary use coming forward on them.

iv) What account is taken of future potential losses of employment land on non-PEA sites and PEA sites (in line with Policy PLP 8)?

1.11 A full review of the Employment Typical Urban Areas (ETUA's) was undertaken to determine the continued suitability, or not, of the employment stock within the district – see Priority Employment Areas Methodology Paper, BP8, paragraphs 4.1-4.31. Sites have either been protected through the Priority Employment Area designation or not on the basis of the outcomes of this exercise, see BP8, paragraphs 5.1-5.25 for the assessment outcomes. In terms of sites not safeguarded as a Priority Employment Area, the study conclusions have established the acceptance, in principle, of their loss due to the fact this element of the stock has less strategic and local significance and does not meet the needs of modern business operations, due to poor location, high vacancy rates, layout and building design. The potential loss of this employment stock is unlikely to result in the need for replacement provision, as some of this stock is vacant (Methodology Paper: Priority Employment Areas BP8, Appendix 3). However, in instances where businesses may be displaced due to change of use then either the 48ha supply within the Priority Employment Areas, or land being allocated for employment in the Local Plan would be suitable to meet their relocation requirements.

1.12 In the case of potential loss from Priority Employment Area sites, applications would need to be assessed against policy PLP8 (Safeguarding employment land and premises) and the change of use fully justified. The 48ha of potential employment land supply from within Priority Employment Area designations is anticipated to support some of the relocation of businesses where their displacement occurs.

v) What is the reason for the uplift in employment allocations from 91 to 167 hectares? (as established in the Council's Response to the Inspector's Initial Note, dated 16th June 2017). Is this rate deliverable?

1.13 The reason for the uplift in employment allocations from 91 to 167 hectares is due to the majority of past take-up having been made up of small sites and extensions to existing businesses, as established in the Employment Technical Paper (SD22, paragraph 6.3 and 6.8) and very few large and strategically significant sites have been available for development.

1.14 It has been established that the average take-up for employment land in Kirklees is 9.6 hectares per annum, see response to Matter 6, question c (ix). This would equate to a total land requirement of 173ha if projected forward over the Local Plan period; only 2ha less than the Objectively Assessed Need (OAN) derived land requirement.

1.15 It is anticipated that by addressing the deficiency in employment land through the provision of large strategic sites in the Local Plan, and by maintaining the land supply within the urban area to support the current trend of land take-up in support of Small and Medium sized Enterprise (SME) operations, then the average take-up will increase. Delivering an increased take-up rate would exceed both the trend employment land take-up forecast and the OAN derived land requirement of 175ha. In

view of this the Council considers that applying an uplift is necessary to ensure the employment land supply will support the needs of the primary, secondary and tertiary markets.

- 1.16 As the take-up rate in the past has been suppressed, as presented in SD22, paragraph 6.8, the Council is of the view that more land will be required to meet the latent demand, particularly in support of the growth aspirations of larger businesses and the needs of inward investors. This conclusion is supported by enquiries made to the Council, from the findings of the Kirklees District Employers' Survey 2013 (LE13, paragraph 2.6) and from the Kirklees Employment Market Strength Assessment (LE11 paragraphs 4.57, 4.59 and 4.132). Through a combination of maintaining the trend of take-up for SME operations and making provision for development of larger and more strategically significant developments the Council therefore consider that an increased rate is deliverable.

vi) Why are an uplift rate and a flexibility allowance included?

- 1.17 The Council has applied both an uplift and flexibility allowance to address different issues (see paragraphs 8.6-8.7 of SD22) identified in relation to employment land needs for the Local Plan. The Council's inclusion of a flexibility allowance is to provide for a greater range of choice of sites, and to account for the potential non-delivery of sites. The purpose of the uplift is to address the take-up rate of the Unitary Development Plan (LE1) (UDP), which the Council's evidence suggests has been suppressed due to lack of large strategic sites. If the UDP take-up rate (9.6 hectares per annum, see response to Matter 6, question c (ix)) was to continue as an underlying trend, meeting the needs of Small and Medium sized Enterprise (SME) operations, in particular, then the Objectively Assessed Need (OAN) derived land requirement of 175 hectares would be built out, yet the delivery of large strategically significant sites would not have been accommodated. This strategic element of the land supply is required if the key objectives in the Leeds City Region Strategic Economic Plan (LCR SEP) (CR9) and Kirklees Economic Strategy (KES) (LE6) are to be realised. In view of this delivery above and beyond 175ha is likely and therefore uplift has been applied.

vii) How many of the proposed employment allocations have been carried forward from the Council's Unitary Development Plan (2004) and/or already have planning permission for employment use?

- 1.18 Out of the 14 proposed employment allocations, 9 have been carried forward from the Council's Unitary Development Plan (UDP) (LE1). Of these 9, 3 have planning permission for employment use, 3 have had planning permission that has now expired and the remaining 3 have not had any recent planning permission. The table below lists these 9 sites, with details of planning permissions and the current status of those permissions:

Local Plan allocation site ref (Gross site area in hectares)	UDP allocation and reference	Site area of UDP allocation (Hectares)	Planning History	Planning Permission Status
E1836 (4.76)	Business and Industry (B8.16 B1 uses only)	10.5	2000/92152 - Outline application for Class B1 business use, construction of access road and associated engineering works - OUTLINE PERMISSION 20 Oct 2000	EXPIRED (no Reserved Matters submitted)
E1837 (1.29)	Town Centre 11 (B6.1 preferred use Class B1)	1.3	2015/92014 - Erection of factory and ancillary offices with car parking and new service access road - CONDITIONAL FULL PERMISSION 23 Oct 2015	COMPLETE and OCCUPIED
E1866 (3.82)	Provisional Open Land, Business and Industry and Unallocated (B2.1)	0.5	Willing landowners demonstrated by Call for Sites submission. Part of the site is an existing mill in industrial use.	
E1871 (2.05)	Business and Industry (B3.4)	2.0	2009/92825 - Outline application for erection of B1 business development - SECTION 106 OUTLINE PERMISSION 06 Apr 2011	EXPIRED (no Reserved Matters submitted)
E1873 (1.82)	Business and Industry (B11.3)	1.7	No planning history. Assessed in the Kirklees Market Strength Assessment Site B11.3 as likely to be attractive to the market, no technical constraints that cannot be overcome, suitable for a range of uses and likely to be viable .	
E1876 (1.52)	Business and Industry (B14.7)	1.5	2015/92093 - Erection of 13 business units - CONDITIONAL FULL PERMISSION 09 Mar 2016 2016/90894 - Erection of 5 no. units - CONDITIONAL FULL	IMPLEMENTED - 18 units production/warehouse use/trade counter

Local Plan allocation site ref (Gross site area in hectares)	UDP allocation and reference	Site area of UDP allocation (Hectares)	Planning History	Planning Permission Status
			PERMISSION 07 Oct 2016	
E1879 (0.83)	Business and Industry (B10.13)	0.6	2004/94817 - Outline application for erection of B1, B2 and B8 units - CONDITIONAL OUTLINE PERMISSION 24 Mar 2005	EXPIRED (no Reserved Matters submitted)
E1899 (0.68)	Business and Industry (B10.4)	0.5	2015/91564 - Erection of single storey industrial unit - CONDITIONAL FULL PERMISSION 23 Dec 2015 (part of site)	NOT IMPLEMENTED - Discharge of Conditions submitted
E1900 (2.93)	Business and Industry (B3.1)	3.1	No planning history. Assessed in the Kirklees Market Strength Assessment as likely to be attractive site, no development constraints and likely to be economically viable.	

1.19 The remaining 5 employment allocations are new allocations (E1832c, E1831, E1985a, E2333a and E1829) are summarised in the Allocations and Designations document (SD2), they are also shown in document EX12 - Employment Supply by Sub-Area/Settlement (page 1).

1.20 Out of the 13 proposed mixed use allocations, 2 were allocated as Business and Industry in the Council's UDP. Both of these allocations now have planning permission for mixed use development. The details of which are shown in the table below:

Local Plan allocation site ref (Gross site area Hectares)	UDP allocation and reference	Site area of UDP allocation (Hectares)	Planning History	Planning Status
MX1911 (36.92)	Business and Industry (B8.1)	31.0	2014/93136 - Demolition of existing buildings, Outline application for Industrial Development (Class B1c B2 or B8) Plot A - (160,000sq ft./14,864 sqm) with engineering works to form development plateaux, formation of access from Lindley	IMPLEMENTED (some units occupied)

Local Plan allocation site ref (Gross site area Hectares)	UDP allocation and reference	Site area of UDP allocation (Hectares)	Planning History	Planning Status
			Moor Road, provision of service SECTION 106 FULL PERMISSION 8 May 2015 2016/90613 - Reserved matters application for erection of industrial unit on plot A (Plot A1) comprising 6039 sqm for B2 and B8 uses together with 85 parking spaces, service yard and landscaping pursuant to planning permission 2014/93136 APPROVAL OF RESERVED MATTERS 09 May 2016	
MX1929 (12.26)	Business and Industry (B9.2 B1/B2 uses only)	11.3	2014/90688 - Outline application for erection of commercial floorspace (B1c, B2, B8) including details of engineering operations to form serviced employment plots and full application for the erection of 166 dwellings SECTION 106 OUTLINE PERMISSION 29 Apr 2015	NOT IMPLEMENTED

viii) Do the mixed use allocation policies for sites MX1903, MX1906, MX1907 and MX3349 in Part 2 of the Plan provide sufficient clarity regarding the amount of employment use anticipated? Are further details required to ensure employment land delivery?

1.21 Sites MX1903, MX1906, MX1907 and MX3349 are not anticipated to provide for traditional B use class operations. These sites have not therefore been included in the employment figures. Their mixed use status has been based on current planning permissions, which omit traditional B use class operations, or through an expressed mix of uses by the site promoter. Details of the uses either granted permission or expressed by the site promoter are listed below:

MX1903: Outline permission (2014/93099) granted for mixed use scheme to include 200 dwellings, retail, and use classes A2/D1/D2/sui generis. Discharge of condition approved 17 November 2016.

MX1906: Full permission (2015/93827) on part of the site for a new food retail unit with a net sales area of (up to) 1,424 sq m, 2,470 sq m gross with the store proposed to be operated by Lidl (UK) GmbH. Approved 27 June 2016. The agent for the owner of the

site has recently provided details of a new masterplan for the full extent of the site with the planning application expected in autumn this year. The scheme briefly comprises of retail, office, residential, and a hotel.

MX1907: Site has been promoted - through the call for sites process - as mixed use and specifically for; residential, retail and leisure.

MX3349: This site has an outline planning permission for mixed use development comprising of residential and business use and change of use of Paragon Works to business use. (Planning application references: 2010/91431 and 2017/91640).

ix) **How does the average annual employment land supply rate (supply rather than the requirement for 175 hectares) over the Plan period compare to past take-up rates?**

[as part of this response the Council is requested to update Tables 3, 4 and 5 in the Employment Technical Paper to take account of completions and commitments data for 2015/16. The Council should also produce a short one page table setting out how employment development over the Plan period will be spatially distributed by sub-area, with a breakdown by type of source (e.g. columns relating to the amount of land likely to come forward from completions, outstanding permissions, allocations and losses from PEA sites). This would include some of the data from the various tables in EX12.]

1.22 The Local Plan supply equates to 264ha (including developed, permitted and recently expired since 2013) (see answer to Matter 6b). If developed over the plan period (2013-2031) then the average take-up would be 14.7 ha per annum (see Table 3 in response to Matter 6, question b).

1.23 The Employment Technical Paper (SD22, paragraph 6.3) presents the past take-up rates over an 11 year period which has been calculated at 9.7ha per annum. This figure has since been updated to include the latest monitoring data from 2015/16, subsequently the average take-up has reduced to 9.6ha - see Table 3 below. This means that should the Local Plan employment land supply come forward then the average take-up would deliver 5.1 ha more per annum.

Table 3: Annual take-up of employment land (source: Employment Land Supply Review, 2015/16)

Annual take-up of employment land for business and industrial uses within Kirklees district	
Year	Hectares
2004-2005	19.86
2005-2006	0.51
2006-2007	15.70
2007-2008	13.33
2008-2009	15.44
2009-2010	9.00
2010-2012	10.08
2012-2013	8.11
2013-2014	8.06
2014-2015	7.04
2015-2016	8.52
Total	115.65

Table 4: Amount of completed floorspace by use class (source: Employment Land Supply Review, 2015/16)

Year	Completed floorspace by use class (sq m)					Total
	B1a	B1b	B1c	B2	B8	
2004/5	6,589*			26,936	56,792	90,317
2005/6	894	0	0	1,439	2,490	4,823
2006/7	19,473	795	7,623	21,760	18,807	68,458
2007/8	7,022	0	2,238	13,804	16,814	39,878
2008/9	6,493	0	5,023	16,096	25,395	53,007
2009/10	13,644	0	1,944	11,548	2,900	30,036
2010/12	2,575	4,482	1,612	9,073	26,453	44,195
2012/13	4,573	401	2,348	8,486	37	15,845
2013/14	7,933	0	210	13,691	4,544	26,378
2014/15	1,787	0	1,065	3,949	7,440	14,241
2015/16	2,060	734	2,002	3,622	25,472	10,913
Total	71,066	6,807	25,647	130,404	187,144	421,068
% of total floorspace	16.9%	1.6%	6.1%	31%	44.4%	100%

* Percentage of floorspace has been applied to the total row as follows (70% B1a, 6% B1b and 24% B1c)

Table 5: Breakdown of employment land supply (source Employment Land Supply Review, 2015/16)

Employment Land Supply						
Huddersfield						
Site area (ha)	Available (ha)	No.	Committed (ha)	No.	Total (ha)	No.
Less than 0.4	0.48	8	1.88	22	2.36	30
0.4 to 3.99	11.95	9	3.93	4	15.88	13
4.0 to 7.99	6.34	1	0.00	0	6.34	1
8.0 and over	29.07	2	0.00	0	29.07	2
Total	47.84	20	5.81	26	53.65	46
North Kirklees						
Less than 0.4	2.33	17	2.93	34	5.26	51
0.4 to 3.99	12.99	11	5.55	8	18.54	19
4.0 to 7.99	11.78	2	0.00	0	11.78	2
8.0 and over	0.00	0	0.00	0	0.00	0

Total	27.10	30	8.48	42	35.58	72
South Kirklees						
Less than 0.4	1.33	10	0.50	11	1.83	21
0.4 to 3.99	7.04	6	4.21	5	11.25	11
4.0 to 7.99	0.00	0	0.00	0	0.00	0
8.0 and over	0.00	0	0.00	0	0.00	0
Total	8.37	16	4.71	16	13.08	32
Overall total	83.31	66	19	84	102.31	150

Table: Spatial distribution of employment land over the plan period (2013-2031)

Local Plan sub-area	Site area (ha)						Total	% of overall land supply
	Employment allocations	Completions (2013-2016)	Outstanding permissions	Previous permissions	Windfall: PEAs	Losses from PEA sites (2013-2016)		
Batley & Spennings	35.52	2.84	4.25	1.4	8.69	-0.05	49.52	20.05
Dewsbury & Mirfield	78.93	2.43	3.37	2.42	4.87	-0.59	84.15	34.82
Huddersfield	27.6	14.09	7.36	1.94	23.23	-0.33	49.69	28.14
Kirklees Rural	25.19	3.97	3.5	1.16	11.25	-0.47	32.36	16.99
Total	167.24	23.33	18.48	6.92	48.04	-1.44	262.57	100

d) **Does the location and type of employment land allocated in the Plan accord with the housing and spatial development strategy in the Plan and the Council's Economic Strategy (LE6)? Does it reflect the identified land requirements and needs of different businesses/sectors, as established in the Council's Employment Technical Paper (SD22)? Will it support Huddersfield's role as the main office location in the borough?**

1.24 The location and type of employment land allocated in the Kirklees Local Plan positively responds to both the housing and spatial development strategy, as set out in Kirklees Publication Draft Local Plan – Strategy and policies (SD1, policy PLP 3 Location of New Development, page 41), and the Kirklees Economic Strategy (KES) (LE6). The Local Plan spatial development strategy confirms that the majority of new strategic employment land will be focused on the M62 corridor to the north of Kirklees this also provides a strong correlation with the location of Huddersfield and Dewsbury providing ready access to jobs to residents of both of the major towns. Other employment sites in the Local Plan are focused around established business and industrial areas. Evidence has been submitted regarding the location of employment allocations to each of the economic sub-areas (EX12 - Employment Supply by Sub-Area/Settlement). In relation to employment, the spatial development strategy confirms that local employment needs will be met in the remaining urban areas and smaller settlements through a combination of smaller employment allocations and priority employment areas.

1.25 Land allocated for employment reflects the needs of the markets within the district, and is at a scale reflective of the role and function of the economic market area each falls within. This is consistent with the place based approach promoted within the spatial development strategy. Each of the market areas have been defined and their role and function considered in the Kirklees Market Strength Assessment (LE11 at paragraphs 4.150 - 4.155) and in the Kirklees Employment Technical Paper (SD22 at paragraphs 3.3 – 3.5 and 6.19 – 6.24). The Kirklees Market Strength Assessment (LE11, para

4.153 and Appendix 5) identifies three market zones, as functional economic areas, in the district. These are North Kirklees (Dewsbury and Mirfield; and Batley and Spen), Huddersfield (aligning with Huddersfield sub-area) and South Kirklees (aligning with the Kirklees Rural sub-area). The sub-area boundaries have a good correlation with the combined sub-housing and economic market areas of the district. The SHMA (SD18, para 3.1) identifies local housing market areas within the Kirklees housing market area. These areas are Dewsbury and Mirfield (extending north into South Leeds), Batley and Spen (extending north into Bradford) and Huddersfield, which also includes the Kirklees Rural area. Work on housing market areas in Leeds City Region (CR13) shows that the Kirklees housing market area has more 'permeable' boundaries around Batley (linked to Leeds) and around Cleckheaton (linked to Bradford), reflecting the commuting and migration patterns of these parts of the district. This shows that the Kirklees Rural area is focused on Huddersfield, but the sub-areas of the north of the district are characterised by their links to adjacent cities.

- 1.26 As defined in the Kirklees Market Strength Assessment (LE11, paragraph 3.25) and in the Kirklees Employment Technical Paper (SD22, paragraph 6.23), the economic market area of North Kirklees is driven by its proximity to the M62 and key junctions (J25-27). Due to the proximity to key motorway junctions of the M62 it is considered that North Kirklees presents the greatest opportunity to attract strategic demand of both regional and national occupiers for manufacturing particularly in high value-added textiles, design and engineering as well as companies developing low carbon products (LE11, paragraph 3.23). The North Kirklees economic market area is also characterised by established business and industry supporting key components of the KES (LE6), and benefits from the connections to Huddersfield via the Leeds Road Corridor, which links the two market areas and their respective supply chains. Topographically North Kirklees is relatively flat when compared to the rest of Kirklees and therefore provides the main opportunity to deliver sites that are large and not significantly constrained by sloping sites. Again, this approach remains consistent with the spatial development strategy whilst also meeting the needs of potential occupiers (detailed in the Kirklees Employment Technical Paper SD22, paragraphs 6.19 – 6.27). It is because of these characteristics that North Kirklees has been identified as the key location for a number of large and strategically important sites to deliver on the ambitions of the KES (LE6) and the wider Leeds City Region (LCR).
- 1.27 The Huddersfield economic market area is the established hub for the service sector and the main location for office uses. Research and development is a key component in supporting the precision engineering and advanced manufacturing which are also present within this market area, particularly along the Leeds Road corridor (Kirklees Market Strength Assessment LE11, paragraph 4.155 and the Kirklees Employment Technical Paper SD22, paragraph 6.23). The Priority Employment Areas and the employment and mixed use allocations proposed within this market area will help to support smaller local employment needs and the service sector. Allocation E1832c, although within the North Kirklees economic market area is positioned along the key route of the Leeds Road corridor and well placed to support the growth of the larger businesses of Huddersfield.
- 1.28 The Council considers that Table 2 in the Kirklees Employment Technical Paper (SD22) establishes which sectors of the market will need land to accommodate their growth forecast. The most significant land requirement is derived from the manufacturing, wholesale, and transport and storage sectors. Collectively they account for 132 hectares of the total land requirement of 175 hectares. The employment land allocated in the plan places an emphasis on sites that are large, relatively flat and well located to the motorway junctions of the M62. These site characteristics are fundamental in meeting the needs of the sectors identified above.

- 1.29 Of the remaining 43 hectares, 15.5 ha is required for construction, 17 ha public services, 0.7 ha finance and insurance, 1.5 ha information and communication and 8.1 ha professional and other private services. Land for construction is required to meet the requirements of civil engineering, construction and specialised construction with the use of land for office, storage and builders yards. This could be accommodated in a number of ways including the use of priority employment areas and employment allocations. Public services include land requirements for education, health, administration and defence and residential care and social work. These uses could come forward on employment allocations but again could be accommodated on priority employment areas or town centres depending on the specific use, subject to the policies in the NPPF (NE1) and relevant policies in the Local Plan. Land requirements for employment uses linked to professional services could be accommodated within the town centres but also form ancillary operations to B use class uses and therefore could be accommodated on priority employment areas and employment allocations. The Council considers that not all land uses require land to be allocated (SD22, paragraph 5.5 and Table 2).
- 1.30 The approach to strengthen the Huddersfield economic market area is set out above. The local plan policies, mixed use allocations and the employment allocations support the role of Huddersfield as the main office location in the district.
- 1.31 It will be appropriate for employment allocations to have a degree of office use where it is considered to be ancillary in relation to the main use of the site and aims to support the delivery of the economic growth through development. The development of these sites will be in accordance with the retailing and town centre policies, specifically PLP13 (Town Centre Uses), directing any non-ancillary office floorspace towards the Principal centres of Huddersfield and Dewsbury. This approach is further reinforced by policy PLP17 (Huddersfield Town Centre) which sets out that Huddersfield Town Centre will be the principal focus for "...office (including high quality grade A office space)". The mixed use sites within the proposed Huddersfield town centre boundary (MX1906 and MX2101) aim to support the reuse of brownfield sites within Huddersfield and support the delivery of town centre uses on these sites, including office.
- 1.32 The agent for the owner of MX1906 has recently provided details of a new masterplan for the full extent of the site with the planning application expected in autumn this year. The scheme briefly comprises of retail, office, residential, and a hotel, with a significant degree of office floorspace. MX2101 (land east of Southgate) is council owned and has been cleared. A draft development brief has been prepared which sets out the planning policy context in that the site is within the proposed local plan town centre boundary but outside the primary shopping area ('edge of centre' for retail development). On this basis acceptable uses in principle include **offices**, research & development, leisure, housing, while retail proposals would be subject to sequential test and (above the appropriate size threshold) an impact assessment.
- 1.33 Therefore the local plan, taken as a whole, supports the role of Huddersfield as the main office location in the district.

e) What is the definition of ‘prime employment sites’, and to what degree do the proposed employment allocations fall under this category?

1.34 ‘Prime employment sites’ are key strategic employment sites which support the objectives of the Leeds City Region Strategic Economic Plan (LCR SEP) (CR9) and the Kirklees Economic Strategy (KES) (LE6). These sites are intended to support the larger businesses in Kirklees whose growth and/or relocation requirements, including that of inward investors, require large sites to support their growth aspirations.

1.35 The 4 key strategic locations are listed below and are assessed in detail in Kirklees Employment Market Strength Assessment, (LE11, paragraphs 5.15 to 5.72). Therefore 5 proposed allocations (4 employment, 1 mixed use) fall under the category of ‘prime employment sites’:

Allocation Reference	Address of allocation
E1832c	Cooper Bridge, Huddersfield
E1831 and E1985a	Junction 26, Cleckheaton
MX1905	Chidswell, Dewsbury
E2333a	Clayton West, Huddersfield

f) How does the economic strategy and proposed employment allocations in the Plan fit with other neighbouring local authorities’ approach to economic development? Are there significant unimplemented employment permissions or proposed employment allocations in proximity to Kirklees?

1.36 The approach to the economy reflects the strategic vision of both the Leeds City Region Strategic Economic Plan (LCR SEP) (CR9) and the Kirklees Economic Strategy (KES) (LE6). West Yorkshire is a sub-region within the wider LCR geography. Recognition is given to the fact Kirklees falls within the LCR economic market area.

1.37 The Strategies and Policies document (SD1, paragraph 1.30) summarises the findings of the SEP (CR9) and how its priorities relate to Kirklees. Paragraph 1.30 also confirms that the Council has aligned its strategies for the economy with the SEP priorities. Further consideration has also been given to the sub-region of West Yorkshire in paragraphs 1.31–1.32 in submission document SD1.

1.38 The Strategies and Policies document (SD1, paragraphs 1.33-1.35) also summarises the KES and the Kirklees Joint Health and Well-being Strategy (LE112), it confirms the KES’ alignment with the LCR SEP and that the Local Plans vision and objectives have been drawn from the KES.

1.39 Through its Duty to Cooperate commitments, the Council has maintained ongoing discussions with its neighbouring West Yorkshire Authorities. Details of discussions in relation to the economy can be found in the Duty to Cooperate Statement (SD14, paragraphs 5.10-5.13). This confirms that the Council identified that land supply evidence indicated it would be possible to meet its objectively assessed needs for jobs in full and therefore it did not need to rely on other authorities to meet any shortfalls. Similarly, Kirklees has not been asked by any other authority within the functional economic market area to meet any shortfalls in terms of economic development.

1.40 The Leeds City Region LEP has prepared evidence to show that the SEP is deliverable across the region and there is sufficient capacity within the Leeds City Region. The Leeds City region SEP and the Kirklees Economic Strategy confirms that

there is particular role for advanced manufacturing in Kirklees which leaves capacity for other parts of the functional economic area to focus on other sectors of the economy.

- 1.41 Leeds City Council and Calderdale Council both have proposed employment allocations in proximity to Kirklees, both these authorities are aiming to meet their OAN in full and their respective Local Plans indicate that any proposed employment allocations are required to meet these needs.

g) Does the Plan provide sufficient clarity regarding which employment uses (in B Use Class) are permitted on the allocation sites? Are other employment generating uses such as retail and leisure uses permitted on the allocations?

- 1.42 The 'Employment Technical Paper' (SD22, paragraph 1.2) confirms the context which the term 'employment' is being used, i.e. for B use class operations. In practice decisions about the future growth and development over the plan period will be achieved in two main ways - the outputs of the site allocation process and the determination of planning applications through the development management process. Policy PLP3 (Location of New Development) together with Policy PLP1 and Policy PLP2, have provided guiding principles for site allocation but will also allow for the proper consider of windfall development. When taken together (and with other policies in the Local Plan) the Local Plan contains a suite of policies which provide a "*clear indication of how a decision maker should react to a development proposal*" as set out in paragraph 154 of the NPPF. The development plan needs to be read as a whole. The collective local plan policies achieve the objectives of para 154 together with the allocations. Other policies in the Local Plan also form part of the clear policy framework for location requirements for new development which help provide clarity on mixed uses would be permitted on employment allocations, including PLP13 (Town Centre Uses), PLP17 (Huddersfield Town Centre), PLP18 (Dewsbury Town Centre).
- 1.43 Development proposals on land allocated for employment would be expected to conform to the Local Plan (SD22) and National Planning Policy Framework (NE1). The Plan does however, provide flexibility on the uses that may come forward on allocations in order to meet the local needs of different sectors and the intentions of landowners/businesses and changes in circumstances. This flexibility is based on the expectation that development proposals will create jobs and address the objectives of the Kirklees Economic Strategy and the Leeds City Region Strategic Economic Plan.
- 1.44 The Local Plan provides a positive framework for growth and will contribute to sustainable development. The NPPF (NE1, paragraph 17) confirms that the plan should positively seek opportunities to meet the development needs of its area and should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits or specific policies in the NPPF should restrict it. The Kirklees Local Plan Soundness Self-Assessment Checklist (BP2) sets out how the Local Plan is consistent with national policy (pages 8-32) and how the Local Plan contributes to the presumption in favour of sustainable development (pages 6-7). Paragraph 21 (bullet3) also promotes the need for flexibility and states policies should be flexible enough to accommodate needs not anticipated in the plan and to allow for change in economic circumstances.

h) If allocation sites come forward for office use outside designated centres, does the Council intend to apply sequential and impact tests in these cases?

1.45 If a site comes forward for office use outside of designated centres the Council will apply policy PLP 13 Town Centre Uses (SD1, page 76) which requires the submission of a sequential test for proposals above 150 square metres.

Policy PLP 13 also requires an Impact Assessment to be submitted, where:

- the proposal provides a floorspace greater than 500 sq.m gross; or
- the proposal is located within 800 metres of the boundary of a Town Centre or District Centre and is greater than 300 sq.m gross; or
- the proposal is located within 800 metres of the boundary of a Local Centre and is greater than 200 sq.m gross.

i) Is the Council's PEA study⁶ based on a comprehensive and robust assessment of site suitability for employment across Kirklees, which takes into account the needs of different sectors and the intentions of landowners/businesses? How much land was identified in the process as being unsuitable for PEA designation? How many of these sites are proposed for allocation for other uses in the Local Plan?

1.46 The Council considers that the Priority Employment Area study is based on a comprehensive and robust assessment of site suitability for employment across Kirklees, which takes into account the needs of different sectors and the intentions of landowners/businesses. The Methodology Paper (BP8) provides evidence to this effect. The Introduction on page 1 sets out the purpose of the study which is to maintain and generate jobs in locations which are close to residential areas and are reasonably accessible by public transport. The study and subsequent allocation of Priority Employment Area's will also provide opportunities for new business development through the recycling of redundant and previously developed land, the extension of business premises and the subdivision and remodelling of large single occupancy sites and premises to accommodate smaller businesses.

1.47 The Kirklees District Employer Survey 2013 (LE13), which provides local evidence to inform the Priority Employment Area study, concluded that 15% of all employers in Kirklees are of the opinion that their business will require further land in the next 3 to 5 years. Of those requiring further land 31% will remain at their current location and expand there, more than half (57%) will move, the majority remaining in the district. In view of this the need to protect land in use for employment and provide businesses with the opportunities to grow from their current site, without the pressures from change of use, was considered important to their long term viability.

1.48 More recently, the Leeds City Region Business Survey 2015⁷, which was commissioned to help develop a better understanding of the climate in which businesses in Leeds City Region are operating, their confidence, investment experiences and intentions, concluded that 29% of businesses are likely to consider moving premises within the next 5 years, with 73% of them likely to remain within the same town/area.

⁶ As outlined in the Council's Methodology Paper: Priority Employment Areas (October 2016) (BP8).

⁷ Leeds City Region Business Survey 2015, LEP

- 1.49 The Kirklees Business Hub www.kirkleesbusinesshub.com is an on line resource that provides a register of all employment land and property available for sale within Kirklees. This hub demonstrates that there are businesses in Kirklees actively looking for new premises within the district.
- 1.50 As part of the Priority Employment Area study, the Council identified 1135.72 ha of Employment Typical Urban Areas (ETUA's), of this 1135.72ha, 758.23ha were taken forward as Priority Employment Area designations (these are listed in the Strategy and Policies document (SD1) pages 54 - 58). Therefore 377.49ha were identified as being unsuitable for Priority Employment Area designation. Of these 377.49ha, 72.48ha (45 allocations) are allocated for other uses in the Local Plan.

The table below lists the ETUA's, their allocation in the Local Plan and the total area of the ETUA that has been allocated as the alternative use.

ETUA site ref	ETUA site area (Hectares)	Local Plan allocation ref	Local Plan allocation (area of allocation (hectares))	Total area of ETUA that has been allocated for alternative use (Hectares)
HD19	19.21	H481	Housing (3.33)	3.33
HD19	19.21	H1783	Housing (14.11)	0.39
HD19	19.21	MX1930	Mixed Use (29.45)	14.07
HD25	1.65	H216	Housing (1.40)	1.39
HD5a	10.08	H1647	Housing (1.29)	1.27
HD5a	10.08	MI3403	Minerals Infrastructure (7.07)	5.81
HD5a	10.08	WS19	Waste Safeguarded (0.61)	0.61
HD5a	10.08	WS55	Waste Safeguarded (0.47)	0.47
NK13	8.11	WS23	Waste Safeguarded (0.08)	0.08
NK16	4.38	WS37	Waste Safeguarded (0.13)	0.13
NK1a	10.51	MI3399	Minerals Infrastructure (4.11)	4.10
NK1b	4.78	MI3404	Minerals Infrastructure (3.23)	3.20
NK1c	4.02	H269	Housing (2.67)	2.66
NK1c	4.02	MI3398	Minerals Infrastructure (0.54)	0.54
NK20c	4.96	H1772	Housing (1.57)	1.57
NK20d	2.87	H145	Housing (0.51)	0.49
NK24	1.52	WS24	Waste Safeguarded (0.32)	0.32
NK29	1.38	H2645	Housing (1.37) *	1.37
NK34a	1.96	H2646	Housing (2.72) *	1.95
NK35	0.68	H2647	Housing (0.75) *	0.67
NK37	1.11	H1696	Housing (1.18)	1.08
NK3c	3.92	E1879	Employment (0.82)	0.82
NK3c	3.92	MI3397	Minerals Infrastructure (0.87)	0.84

ETUA site ref	ETUA site area (Hectares)	Local Plan allocation ref	Local Plan allocation (area of allocation (hectares))	Total area of ETUA that has been allocated for alternative use (Hectares)
NK41	0.9	H640	Housing (0.70)	0.63
NK42	10.87	MX3349	Mixed Use (6.93)	6.72
NK42	10.87	WS29	Waste Safeguarded (0.25)	0.25
NK42	10.87	WS20	Waste Safeguarded (0.17)	0.16
NK60	1.17	H527	Housing (0.67)	0.54
NK64	2.43	H367	Housing (1.41)	1.40
NK8b	9.05	WS9	Waste Safeguarded (0.18)	0.18
NK8b	9.05	WS47	Waste Safeguarded (0.08)	0.08
NK8b	9.05	WS56	Waste Safeguarded (0.01)	0.01
NK8c	2.22	E1899	Employment (0.67)	0.67
SK4	1.01	H2649	Housing (1.05) *	1.01
SK18	1.57	MX1920	Mixed Use (1.71)	1.56
SK19b	0.84	H221	Housing (0.86)	0.83
SK22	4.74	MX1919	Mixed Use (3.77)	3.74
SK24	1.58	H50	Housing (1.57)	1.55
SK25	2.23	H339	Housing (1.10)	1.09
SK25	2.23	H652	Housing (3.5)	0.004
SK36	2.03	MX1912a	Mixed Use (4.22)	2.00
SK39	0.84	H2652	Housing (0.84) *	0.84
SK42	2.14	WS54	Waste Safeguarded (0.29)	0.27
SK43	1.16	SL3356	Safeguarded Land (4.66)	1.15
SK9b	0.67	H1784	Housing (0.8)	0.64
Total area allocated for other uses (Hectares)				72.48

* These 5 housing allocations (H2645, H2646, H2647, H2649 and H2652), were identified by assessing the land identified as being unsuitable for Priority Employment Area designation.

- 1.51 Therefore the remaining 305.01ha are proposed to be unallocated and as such any change of use would be subject to any relevant local plan policies, for example design, environmental health issues or impact on existing neighbouring uses. The Council would not unnecessarily hold onto this land, in accordance with NPPF, paragraph 22.
- 1.52 This remaining land is made up of small areas that have been left over from allocations (if the allocation does not cover the whole of the ETUA) and large sites that are currently in employment use, that have not been given a Priority Employment Area designation or been allocated for any other use. All of these sites have been assessed for their suitability as a housing allocation, as mentioned above 5 housing sites were identified during this process. It is considered that the remainder of the sites are not suitable to be allocated for housing, due to a number of factors, including flooding, neighbouring uses and the existing use on site. The outcomes of this assessment can

be found in the table below, this gives a summary of the reason why the site could not be allocated as a housing site.

ETUA site ref	ETUA site area (Ha)	Summary of assessment
HD4c	1.73	Flood Zone 2 and 3a
HD5a	10.08	Parts of the site are accepted housing, minerals infrastructure and waste safeguarded allocations - remainder in Flood Zone 2. No willing landowner
HD5b	11.12	Strategic waste site
HD7	1.39	Planning permission for Community Hub and Church, Mixed Class D1 and D2 use
HD9b	1.51	Flood Zone 2 and 3a
HD10	2.91	Well used employment site, part of site in Flood Zones 2 and 3a
HD13a	1.0	Flood Zone 2 and 3a
HD13b	3.46	Flood Zone 2 and 3a
HD15	2.3	Flood Zone 2
HD17	0.97	Well used employment site
HD18a	4.61	Well used employment site
HD18b	2.97	Well used employment site
HD18c	0.98	Well used employment site
HD20	3.42	NHS site and existing employment in modern unit - Important health facility
HD21	2.71	Well used employment site
HD22	2.66	Well used employment site
HD23	2.35	Well used employment site
HD24	1.51	Well used employment site
HD26b	1.26	Well used employment site
HD26c	0.98	Well used employment site
HD28c	6.94	Flood Zone 2 and adjacent to strategic waste site
HD38	1.85	Well used employment site, part of site in Flood Zone 2
NK1d	2.5	Well used employment site, part of site in Flood Zone 2 and adjacent to railway line
NK1e	1.7	Well used employment site, adjacent to railway line
NK1f	4.22	Part of site in Flood Zone 2, adjacent to railway line
NK4	2.6	Well used employment site
NK6a	0.87	Well used employment site
NK6b	1.7	Well used employment site
NK6d	2.44	Waste facility, protected infrastructure
NK7	8.5	Well used employment site
NK8a	1.2	Flood Zone 2 and 3a
NK8b	9.1	Flood Zone 2 and 3a
NK10	6.3	Well used employment site
NK11a	16.5	Flood Zone 2 and 3a
NK11b	2.2	Well used employment site, part in Flood Zone 2 and 3a
NK13	8.1	Part of site is a accepted waste safeguarded allocation - remainder has some flood risk (Flood Zone 2 and 3a) and is a well used employment site
NK14	6.8	Well used employment site, part of site in Flood Zones 2 and 3a
NK16	4.4	Part of site is a accepted waste safeguarded allocation

ETUA site ref	ETUA site area (Ha)	Summary of assessment
		- remainder is a well used employment site
NK19a	1.10	Well used employment site
NK19c	5.4	Well used employment site
NK20a	3.8	Flood Zone 2 and 3a
NK20c	5.0	Part of site is an accepted housing allocation - remainder has some flood risk (Flood Zone 2 and 3a) and is a well used employment site
NK20d	2.9	Part of site is an accepted housing allocation - remainder has some flood risk (Flood Zone 2 and 3a) and is a well used employment site
NK23	3.6	Well used employment site
NK24	1.5	Part of site is a accepted waste safeguarded allocation - remainder is a well used employment site
NK26	3.2	Well used employment site
NK28	1.9	Well used employment site
NK32c	7.9	Flood Zone 3b
NK34b	1.4	Flood Zone 2 and 3a
NK36a	0.2	Under 0.4 ha
NK36b	0.8	Well used employment site
NK38	0.7	Well used employment site
NK39a	2.6	Well used employment site , Flood Zone 2
NK39b	0.6	Flood Zone 2 and 3a
NK40	0.36	Under 0.4 ha
NK43	0.68	Planning permission for residential
NK46	1.57	Council not a willing land owner
NK47	1.3	Well used employment site
NK49	1.3	Well used employment site
NK53	2.4	Within the green belt, no edge, well used employment site
NK55	0.4	Within the green belt, Black edge
NK57	0.42	Planning permission for residential
NK58	3.1	Within the green belt, no edge
NK60	0.63	Part of site is an accepted housing allocation. Well used employment site - no willing landowner
SK1	1.71	Well used employment site , Flood Zone 2
SK2	4.51	Well used employment site , Flood Zone 2
SK9a	1.3	Well used employment site
SK15	0.85	Well used employment site, Flood Zone 2 and 3a
SK16	1.51	Well used employment site, Flood Zone 2 and 3a
SK20	1.33	Well used employment site
SK21a	0.73	Well used employment site
SK26b	2.19	Well used employment site
SK28	1.9	Well used employment site
SK29	0.7	Well used employment site
SK30	1.3	Flood Zone 3a
SK35	0.6	Well used employment site
SK37	2.4	Within the green belt, no edge, well used employment site
SK38	2.2	Well used employment site
SK40	0.62	Within the green belt, no edge, part of site in Flood Zone 2

ETUA site ref	ETUA site area (Ha)	Summary of assessment
SK41	0.47	Flood Zone 2 and 3a
SK42	2.2	Within the green belt, no edge, well used employment site
SK44	0.39	Under 4.0 ha, Flood Zone 3b

j) Is the phrase ‘employment generating uses’ clearly defined in Policy PLP 8? What effect will the loss of PEA sites in B use classes to other employment generating uses (such as retail and leisure), as permitted in section 1 of Policy PLP 8, have on the stock of employment land and the delivery of economic growth in Kirklees?

1.53 The phrase ‘employment generating uses’ has been taken from National Planning Policy Guidance (Housing and economic needs assessments) and used to allow some flexibility within the plan, in that non-B use class operations may also be appropriately located within Priority Employment Area sites, providing they meet the relevant criteria within Local Plan policy framework and NPPF.

1.54 In instances where land in established B use class operations is lost to non-B use classes, the Council are satisfied, in line with the response provided to Matter 6 question c (ii), that the land supply being planned for will be sufficient to accommodate the displacement of any established business operations.

k) Is the approach to protecting PEAs from loss to non-employment use, as set out in section 2 of Policy PLP 8, clearly defined, justified and consistent with national policy? What evidence will be required from applicants, in order to demonstrate that sites or premises are no longer capable of employment use?

1.55 The Council considers that the approach to protecting Priority Employment Area’s from loss to non-employment use, as set out in section 2 of Policy PLP 8, is clearly defined, justified and consistent with national policy.

1.56 All sites allocated as Priority Employment Area’s are viable, in terms of style and age of buildings, the internal site arrangement, neighbouring uses and opportunities for expansion and are strategically or locally significant. As such they house well established business and industry sites that warrant protection from changes of use.

1.57 Applicants will need to demonstrate that the site or premises are no longer capable of employment use, the availability of business/industrial sites of equivalent quality in the area (this is particularly relevant in south Kirklees where existing employment sites are locally significant), that the proposed use is compatible with neighbouring uses and where applicable would not prejudice the continued use of neighbouring land for employment.

1.58 It should be demonstrated that the site has been marketed as a potential site for business and industry and why the building(s) do not fulfil the standards required by modern commercial uses.

1.59 This would be assessed on a case by case basis; this allows flexibility as the stock is so varied. The Priority Employment Area assessment as set out in Appendix 3 of the Methodology Paper: Priority Employment Areas (October 2016) (BP8), would be the starting point for this assessment.

- 1.60 If there is no reasonable prospect of a site being used for an employment use, applications for alternative uses of land or buildings would be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities, in accordance with NPPF, paragraph 22.
- l) Does paragraph 7.18 in the Plan provide a clear and robust framework for dealing with proposals for change of use from employment on non-PEA sites? Would re-use be supported if a scheme does not incorporate plans for the re-location of existing businesses on the site? Will the approach enable sufficient employment land to be retained to meet local economic needs? Should the Council's approach be captured within a policy rather than supporting text?**
- 1.61 The Council considers that paragraph 7.18 provides a clear and robust framework for dealing with proposals for change of use from employment on non-PEA sites. The Council does not consider that a policy to capture the approach would be suitable in this case, due to the fact that all sites not designated as a Priority Employment Area have already been assessed through the Priority Employment Area assessment process, this assessment and its outcomes can be found in of the Methodology Paper: Priority Employment Areas (October 2016) (BP8, Appendix 3).
- 1.62 By its nature this assessment has already determined the stock that has less strategic and local significance and that does not meet the needs of modern business operations due to a combination of poor location, layout and building design. Therefore the Council will not resist change of use of these sites, subject to other Plan policies, for example design, environmental health issues or impact on existing neighbouring uses.
- 1.63 The re-use of these non-PEA employment sites will be supported if a scheme does not incorporate plans for the re-location of existing business on the site. These sites would be assessed on a site by site basis and would be subject to other Plan policies, for example design, environmental health issues or impact on existing neighbouring uses.
- 1.64 The council considers that the approach will enable sufficient employment land to be retained to meet local economic needs. All existing employment areas within Kirklees have been assessed through the Priority Employment Area process. Part of this assessment was to consider if the site was locally significant in terms of helping to meet locally arising employment needs. Employment areas not taken forward as Priority Employment Area designations (providing that they didn't score well in another area) are considered not to be locally significant and as such would not contribute to meeting locally arising employment needs.