

AIRE VALLEY LEEDS AREA ACTION PLAN

PREFERRED OPTIONS MAIN REPORT

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(Bengali):-

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(Chinese):-

凡不懂英語又須協助解釋這份資料者，請致電 0113 247 8092 並說明本身所需語言的名稱。當我們聯絡傳譯員時，請勿掛斷電話。

(Hindi):-

यदि आप इंग्लिश नहीं बोलते हैं और इस दस्तावेज़ को समझने में आपको मदद की ज़रूरत है, तो कृपया 0113 247 8092 पर फ़ोन करें और अपनी भाषा का नाम बताएँ। तब हम आपको होल्ड पर रखेंगे (आपको फ़ोन पर कुछ देर के लिए इंतज़ार करना होगा) और उस दौरान हम किसी इंटरप्रिटर (दुभाषिए) से संपर्क करेंगे।

(Punjabi):-

ਅਗਰ ਤੁਸੀਂ ਅੰਗਰੇਜ਼ੀ ਨਹੀਂ ਬੋਲਦੇ ਅਤੇ ਇਹ ਲੇਖ ਪੱਤਰ ਸਮਝਣ ਲਈ ਤੁਹਾਨੂੰ ਸਹਾਇਤਾ ਦੀ ਲੋੜ ਹੈ, ਤਾਂ ਕਿਰਪਾ ਕਰ ਕੇ 0113 247 8092 'ਤੇ ਟੈਲੀਫ਼ੋਨ ਕਰੋ ਅਤੇ ਅਪਣੀ ਭਾਸ਼ਾ ਦਾ ਨਾਮ ਦੱਸੋ। ਅਸੀਂ ਤੁਹਾਨੂੰ ਟੈਲੀਫ਼ੋਨ 'ਤੇ ਹੀ ਰਹਿਣ ਲਈ ਕਹਾਂਗੇ, ਜਦ ਤਕ ਅਸੀਂ ਦੁਭਾਸ਼ੀਏ (Interpreter) ਨਾਲ ਸੰਪਰਕ ਬਣਾਵਾਂਗੇ।

(Urdu):-

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AIRE VALLEY LEEDS AREA ACTION PLAN - HAVE YOUR SAY

Leeds City Council is consulting on the Preferred Options for the Aire Valley Leeds Area Action Plan between 31st August and 12th October 2007. The Aire Valley Leeds Area Action Plan Preferred Options and supporting documents are available for inspection at the Development Enquiry Centre, Development Department, Leonardo Building, 2 Rossington Street, Leeds, LS2 8HD (Monday-Friday 8.30am-5pm, except Wednesday 9.30am-5pm), the Central Library and the following libraries and One Stop Centres:

- Cross Gates Library
- Halton Library
- Osmondthorpe Library
- Richmond Hill Library
- Hunslet Library
- Dewsbury Road Library
- Belle Isle Library
- Middleton Library
- Rothwell Library
- Swillington Library
- Garforth Library
- Compton Road Library
- Kippax Library
- Halton Moor One Stop Centre
- Osmondthorpe One Stop Centre
- Middleton One Stop Centre
- Dewsbury Road One Stop Centre
- Rothwell One Stop Centre
- Garforth One Stop Centre

The documents are also published on the Council's website. To download the proposals go to www.leeds.gov.uk and follow the speed link for the Local Development Framework.

A questionnaire is available to make comments.

Please return your questionnaire and comments to the Aire Valley Leeds team address, on the inside front cover, by 4pm Friday 12th October 2007. Thank you

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1. INTRODUCTION

1.1 WHAT IS AN AREA ACTION PLAN?

- 1.1.1 An Area Action Plan (AAP) establishes the planning framework for an area of major change. AAPs set out the distribution of land uses in an area. They also focus upon the implementation of development proposals and provide an important mechanism for ensuring development is of an appropriate scale, mix and quality.
- 1.1.2 The Aire Valley Leeds AAP will become one of the key documents in the Local Development Framework (LDF) for Leeds. The LDF will replace the existing Unitary Development Plan. It will provide a strategic planning framework for the city, guiding change over the next 15 to 20 years. When adopted, the LDF will form the statutory Development Plan for Leeds.
- 1.1.3 The LDF is made up of a number of documents. This includes a Core Strategy and Local Development Documents (LDDs). Some of these LDDs, known as Development Plan Documents (DPDs), will have the legal status of a development plan. Documents with this status will guide decisions on planning applications within the area they cover. The Aire Valley Leeds AAP is one of these DPDs. Early work undertaken to inform the forthcoming consultation on issues and options for the Core Strategy has helped to provide a frame of reference for the emerging AAP.

1.2 WHAT ARE PREFERRED OPTIONS?

- 1.2.1 Work started on the Aire Valley Leeds Area Action Plan in 2005. Two periods of consultation have been undertaken on “Issues”, in Summer 2005, and “Alternative Options” (April to June 2006). This gave the local community, businesses and stakeholders an opportunity to comment on the key issues facing the area and on alternative options presented by the Council for the area’s future. These comments have been used to help prepare the City Council’s Preferred Options for the Aire Valley Leeds area.
- 1.2.2 The Preferred Options set out the City Council’s proposed policy direction for Aire Valley Leeds together with relevant proposals and details. This document provides an opportunity for communities and stakeholders to respond to the Preferred Options. Following a 6 week consultation period, the Council will take into account the comments received and produce the draft Area Action Plan which will go through a second period of consultation. Any unresolved issues will then be considered by an independent Government Inspector, who will make recommendations that the Council will be required to accept.

1.3 WHAT IS A SUSTAINABILITY APPRAISAL?

- 1.3.1 A Sustainability Appraisal Report has been prepared to accompany the Preferred Options. The report provides more detailed information in relation to the social, economic and environmental characteristics of the area and the predicted effects of implementing the Preferred Options. The Aire Valley Leeds Sustainability Appraisal Report is available on request or can be found online at www.leeds.gov.uk/ldf.

2. LOCATION AND CHARACTERISTICS OF THE AREA

2.1 LOCATION

- 2.1.1 Aire Valley Leeds (AVL), situated within the Lower Aire Valley to the south east of Leeds City Centre, covers an area of approximately 1,000 hectares of land from the Royal Armouries Museum eastwards to the M1 motorway and beyond (see Plan 1). The River Aire and the Aire and Calder Navigation form a central waterways corridor through the area, with the Leeds-York/Selby rail line along the northern boundary and the Leeds-Castleford line to the south.
- 2.1.2 The area has over 400 hectares of land with potential for development. This potential combined with the area's proximity to Leeds City Centre, the communities of south and east Leeds and major transport routes such as the M1 make it a regeneration opportunity of regional and sub-regional importance. This is recognised in a number of plans and strategies at the regional, sub-regional and local level (see Appendix A).

2.2 CHARACTERISTICS

- 2.2.1 The area has traditionally been a focus for manufacturing and heavy industry in Leeds. The Cross Green Industrial Estate to the north of the river corridor and the Hunslet to Stourton corridor to the south are long established industrial areas. The area offers huge opportunities, most significantly, the availability of large development sites which are accessible to the City Centre, motorway network and to residential areas of Leeds and adjoining towns. In the past, many of the sites have been constrained by inadequate vehicular access. These problems will be substantially addressed by the construction of the East Leeds Link Road (ELLR). The ELLR, due to open towards the end of 2008, will link Junction 45 of the M1 with the Inner Ring Road east of the City Centre.
- 2.2.2 The ELLR will provide significant access improvements but further improvements are needed to the transport infrastructure. A new transport infrastructure grid is required made up of an integrated network of new roads, public transport routes, footpaths and cycleways. There is also potential to link with the rail network and river corridor. The north-south linkages through the area are particularly poor at present, hampered by the lack of a modern bridge across the river/canal between the Inner Ring Road and the M1 motorway. This makes it difficult for people living in surrounding areas to readily access the job opportunities available in AVL.
- 2.2.3 AVL is also an important strategic location for utilities infrastructure. The Knostrop Waste Water Treatment Works (WWTW) is one of the largest treatment works in the UK, covering 136 hectares of land to the north of the river corridor. Significant investment is being made by Yorkshire Water to improve the process and reduce the environmental impact of the works. This will result in further land being released for development. However, an operational facility on the WWTW site is a long term commitment and consequently local amenity issues will be an important consideration for future development. For example, if uses other than industry and distribution, such as housing, are to be considered in the vicinity of Knostrop then future investment will be needed to remove any odour problem.
- 2.2.4 The land to the south and east of Knostrop at Skelton Grange contains a large electricity sub-station, which is another long term commitment. The cooling towers of the former power station on the adjacent land have been demolished and the land released for potential development.

- 2.2.5 Large areas of development land in AVL are heavily contaminated by current and past activity and will need to be cleaned up before development can take place. Other land in the area was formerly mined and some coal reserves remain but much of this land is now back in agricultural use.
- 2.2.6 Some of the land within AVL, alongside the River Aire, is at risk of flooding and this includes some of the major development sites. Managing these risks through adaptation and mitigation is therefore an important issue along with satisfying the Planning Policy Statement 25: Development and Flood Risk exceptions test.
- 2.2.7 Despite the industrial nature of the area, the river/canal corridor provides an attractive green route through the area which already includes the Trans Pennine Trail and has great potential for further enhancement. The corridor also includes historic listed buildings, such as Hunslet Mills, which has planning consent for conversion into apartments, and Thwaite Mills, which operates as a museum. Temple Newsam House and Park and Rothwell Country Park are located just beyond the boundaries of AVL to the east of the area. Skelton Lake immediately to the east of AVL, and further wetlands stretching down the valley, are to be managed by the RSPB.

2.3 NEIGHBOURING COMMUNITIES

- 2.3.1 There are important linkages between the community based regeneration initiatives taking place in East and South Leeds and the regeneration opportunities available in AVL. The area is surrounded by a number of housing areas including Richmond Hill, Osmondthorpe and Halton Moor to the north and Beeston Hill & Holbeck, Hunslet, Belle Isle and Middleton to the south and west.
- 2.3.2 These communities exhibit higher than average levels of deprivation across a range of indicators including income, employment, education, health, living environment and crime. Consequently, enabling local people to take up some of the new jobs created in AVL is important and one way of helping to address some of these problems. Improving physical access by providing attractive transport links, particularly high quality public transport, walking and cycling is vital. Equally important is the need to provide training opportunities, helping to match local skills with the requirements of employers, and to provide childcare facilities.

2.4 RECENT DEVELOPMENTS

- 2.4.1 Some parts of AVL are already undergoing change. The influence of the City Centre has spread to the western part of the area reflected in the construction of the Leeds Museum Discovery Centre at Sayner Lane and the granting of a number of planning consents for high density, mixed use development on sites that previously accommodated industrial uses.
- 2.4.2 There have also been some important employment developments along Low Road and Pontefract Road to the south of the river corridor including the Arla dairy building close to junction 44 of the M1 and three new distribution units on part of the land formerly occupied by Bisons concrete works. A business park is also being developed in the south of AVL, at Leeds Valley Park. The first phase of units in the scheme is occupied and the second stage has now been constructed.
- 2.4.3 Planning consents were granted in 2006 for almost 180 hectares of mixed office, industrial and warehousing development on three large development sites to the north of the river in anticipation of the opening of the ELLR in late 2008.

- 2.4.4 A key purpose of the AVLAAP is to further harness the areas potential as a basis for longer term regeneration and the development of sustainable communities.

PLAN 1 LOCATION PLAN

3. HOW THE PREFERRED OPTIONS HAVE BEEN DEVELOPED

3.1 INFLUENCES

3.1.1 The following considerations have been used to help determine the Preferred Options for the AAP:

- feedback from consultation;
- national, regional and local plans, policies and strategies;
- the evidence base;
- the sustainability appraisal process.

i. Feedback from informal consultation on issues and alternative options

3.1.2 The AAP has been through two stages of informal consultation. Consultation on the issues to be considered by the AAP took place in July-September 2005. Consultation on a series of alternative options was carried out between April-June 2006. In certain cases respondents to the consultation put forward alternatives to the options identified by the City Council. These have been considered alongside the City Council's alternative options.

3.1.3 A consultation report has been prepared which provides a summary of main issues arising from the informal consultations and how the issues have been addressed in the Preferred Options. The *Issues & Options Consultation Report* is available on request or can be found online at www.leeds.gov.uk/ldf.

ii. Conformity with and links to national, regional and local plans, policies and strategies

3.1.4 An exercise was undertaken to identify any inconsistencies between the alternative options presented and national and regional planning policies. The approach of Planning Policy Statement 6 was a key consideration. Office development is now defined as a main town centre use which should be located in an existing centre, in the first instance. Regional policy adopts a similar approach. Existing UDP policies, which precede PPS6, permit office development on all employment sites in AVL, within the context of the UDP's overall strategy. Further consideration is given to this issue under the Preferred Options for employment and town centre uses.

iii. Continued development of the evidence base

3.1.5 Since the publication of the Alternative Options further work has been progressed and is underway on the development of the evidence base including:

- an Employment Land Review for Leeds (Report by Arup, March 2006 – available on the Council's website - work ongoing to assess its findings);
- an assessment of the supply of non-office employment land across Leeds to build on the findings of the Employment Land Review and to establish the broad requirement for employment land in AVL (to be completed);
- an accessibility assessment which looks at the accessibility of potential housing sites to existing and proposed facilities (see Sustainability Appraisal Report);
- noise and air quality assessments relating to the M1 and ELLR corridors (see Sustainability Appraisal Report);
- a contaminated land review (to be completed);
- a partial update of the Leeds Waterfront Strategy (July 2006);
- an AVL Transportation Strategy (Halcrow, July 2004) ;
- a Review of Public Transport Provision in AVL (Halcrow, December 2006);

- a bus link study looking at linkages between AVL and surrounding communities (to be completed);
- a new bridge crossing feasibility study (LCC & Mouchel Parkman);
- a Housing Market Assessment for Leeds (Outside Research & Development, May 2007 – available on the Council’s website);
- a Strategic Flood Risk Assessment for Leeds (Jacobs - to be completed).

iv. Results of the sustainability appraisal

3.1.6 The AAP alternative options were each assessed against the 22 economic, social and environmental objectives which make up the Sustainability Appraisal framework for the Leeds LDF. The Preferred Options have also been subject to a Sustainability Appraisal which has been used to help refine proposals. This ensures that the positive economic, social and environment effects are maximised and negative effects eliminated or minimised. The process is recorded in detail in the Sustainability Appraisal Report.

3.2 AAP BOUNDARY CHANGES

- 3.2.1 The boundaries of the area covered by this AAP have been amended since consultation took place on issues and alternative options. An area to the north west of AVL, which includes the Royal Armouries Museum and Clarence Dock, has been deleted from consideration in this AAP.
- 3.2.2 The deleted area, which lies within the defined City Centre boundary, will be covered by the City Centre Area Action Plan. It would potentially be confusing for an area to be covered by two different AAPs. Given the existing City Centre boundary it was considered more appropriate for it be included within the City Centre AAP.
- 3.2.3 The north western boundary of the area covered by this AAP is now formed by Sayner Road and Carlisle Road.

3.3 FORMAT OF THE PREFERRED OPTIONS

3.3.1 The Preferred Options are set out in four sections:

1. AAP objectives (section 4): This section establishes the objectives that define the overall strategy for the area and guide more detailed proposals.

2. Strategic Themes (section 5): This section sets out the Preferred Options for seven strategic themes which will guide the approach to future development within AVL. The strategic themes are: employment, housing, town centre uses (offices, commercial leisure and retail), waste management, recreation, transport and design & environment. The Preferred Options relate back to the alternative options consultation which identified a number of possible options in relation to the strategic themes.

3. Character Area Frameworks (section 6): 11 distinct ‘character areas’ have been identified in the area (see Plan 2). These areas are defined by a combination of physical barriers, land ownerships, existing land uses, and potential for new uses. Within some of the larger character areas a number of smaller areas have also been identified based on the same principles. For each character area, a broad development framework sets out the proposals for the area. These focus on development sites, areas of likely change and areas in need of special protection and environmental enhancement. Major transport proposals are also included. The framework is presented in the form of outline policies

and a proposals plan for each area. For some of the areas more than one alternative is presented (see Section 3.4 below).

4. Implementation and Delivery (section 7): This section outlines the steps the AAP will take to ensure delivery of the proposals set out in sections 5 and 6.

3.4 ALTERNATIVE SCENARIOS

- 3.4.1 There are restrictions on the type and location of land uses within some areas of AVL as a result of the current operation and environmental issues at Knostrop WWTW. This will be reviewed on the basis of the current improvement works being undertaken and their anticipated impact. Further work will also be undertaken to examine future scenarios regarding land uses and their proximity to Knostrop and what further amelioration works would need to be carried out at the works to enable the uses to be acceptable neighbours.
- 3.4.2 In view of the above, the AAP cannot realistically guarantee delivery of the works at Knostrop WWTW that are necessary to allow development of a wider range of uses on neighbouring sites. Where the delivery of preferred options or proposals for character areas are dependent on resolving odour issues at Knostrop an alternative scenario is presented. This is to ensure that the AAP is sufficiently flexible to adapt to different circumstances.

PLAN 2 CHARACTER AREAS

4. AAP OBJECTIVES

- 4.1 The AAP objectives were originally set out in the Early Issues (July 2005) and Alternative Options (April 2006) consultation documents. These objectives were tested against the *Leeds Sustainability Appraisal Framework* to ensure they were consistent with sustainable development principles. The appraisal recommended that changes should be made to some of the objectives and as a result there have been some revisions. The full results on the SA of the AAP objectives are set out in the SA Commentary on the Alternative Options (April 2006).
- 4.2 The revised AAP objectives are set out in Table 4.1 below:

TABLE 4.1: AREA ACTION PLAN OBJECTIVES	
OBJECTIVE 1	To enhance Leeds as a regional economic centre and a regional capital.
OBJECTIVE 2	To make the Aire Valley an economic driver for the city and region by increasing and diversifying employment opportunities.
OBJECTIVE 3	To create a sustainable mixed use area.
OBJECTIVE 4	To bring maximum economic benefit to local people and businesses.
OBJECTIVE 5	To overcome the physical, social and environmental constraints which act as barriers to regeneration.
OBJECTIVE 6	To improve connectivity to and within the area by all modes of transport, particularly public transport.
OBJECTIVE 7	To improve and enhance the image of the area.
OBJECTIVE 8	To maximise the opportunities afforded by the waterways network.
OBJECTIVE 9	To improve the quality of the environment.

5. PREFERRED OPTIONS: STRATEGIC THEMES

5.0.1 This section sets out the Preferred Options for the area under seven strategic themes. The Preferred Options should be read in conjunction with the Proposals Map (see Plan 5) which shows the broad patterns of development proposed. Separate plans accompany the Transport Preferred Option in Section 5.4 (see Plan 3 and Plan 4). Appendix B gives further information to support the selection of the Preferred Options and the rejection of some of the alternatives.

5.1 EMPLOYMENT USES

5.1.1 This section sets out the Preferred Option for the scale and location of employment uses in AVL. Employment uses (offices, industry and distribution/warehousing) are currently the predominant land use in the area. Nearly all of the land currently allocated for future development in AVL is for employment uses.

5.1.2 National and regional planning policies require development plans to allocate enough employment land to meet the identified demand in an area, including the requirements of existing businesses. In doing so plans should not allocate more land than is likely to be needed. Land that is identified as surplus to requirements should be considered for its potential for other uses, including housing development.

Leeds Employment Land Review

5.1.3 The Leeds Employment Land Review (ELR) was completed by consultants in June 2006. It assesses the likely demand for land to accommodate new employment development in Leeds up to 2016. The findings of the ELR are very significant for AVL as an important employment location in the Leeds City Region. The assessment is based on forecasts for employment growth across a range of sectors. These forecasts are converted into gross land/floorspace requirements for office, industrial and storage/distribution uses. This takes into account current employment land that is likely to be redeveloped for other uses (based on past trends) and the need to provide a broad portfolio offering a range and choice of sites across Leeds. It is important to keep under review the employment forecasts and the take up of employment land over an extended period.

5.1.4 The plan period of the AAP runs to 2023 which extends beyond the time period considered in the Leeds ELR. The employment land requirements to 2016 have been extrapolated forward to 2023 to calculate the employment requirements to be addressed in this AAP.

5.1.5. This information has been compared with the existing supply for employment land in Leeds - that is land with planning permission for employment and employment allocations which have yet to be developed. An initial desk-top review of the current supply has been undertaken on a site-by-site basis for sites larger than 2 hectares (which make up over 85% of the supply). A site has been excluded from the supply if it is unlikely to be developed for employment during the plan period, for example, because the site is constrained or likely to be developed for another use.

5.1.6 This comparison shows:

- The current supply of offices with planning permission is sufficient to meet forecasted requirements to at least 2023.
- There is a need to retain or allocate about 330 hectares of employment land for other employment uses (mainly industry and storage/distribution) to meet requirements to 2023. This compares to an existing supply of about 470 hectares.

AVL Employment Land

- 5.1.7 There is a large quantity of employment land allocated in AVL including:
- 104 hectares of land allocated and/or with planning permission for offices (including over 200,000 square metres of offices with planning permission on the Leeds Valley Park, Skelton Business Park and Skelton Moor Farm sites); and
 - nearly 260 hectares of land allocated and/or with planning permission for other employment uses (B1c, B2, B8 use classes), representing over 50% of the total supply in Leeds.
- 5.1.8 There are significant constraints on the development of some employment sites, in particular:
- lack of access;
 - limited highway capacity in the absence of a public transport network; and
 - heavily contaminated land with high remediation costs.
- 5.1.9 If it is assumed that developments will have to fund, or contribute towards, overcoming these constraints, some sites will not be viable and can be discounted from the supply. Other sites, notably Skelton Moor Farm, Skelton Business Park and Bellwood, are effectively limited to implementing only 60% of their existing planning consents due to highway capacity issues, until green travel initiatives are in place, including effective public transport.
- 5.1.10 Taking these factors into account, the constrained employment supply in AVL is estimated to be 50 hectares for offices and 158 hectares for other employment uses. The challenge for the AAP is to promote a range of land uses and a package of other measures which removes constraints to development and increases the deliverable employment land supply.

Offices

- 5.1.11 The employment land requirements for offices in AVL are considered separately from other employment uses. The Preferred Option for office development is set out under the Town Centre Uses Preferred Option (Section 5.3). The Preferred Option and justification below relates only to other employment uses.

PREFERRED OPTION 1: EMPLOYMENT USES (NON-OFFICE)

- 1A) To identify 200 hectares of land for the following types of employment development in AVL:**
- **B1 (b) Research and Development;**
 - **B1 (c) Light industry;**
 - **B2 General industry;**
 - **B8 Storage and Distribution;**
 - **Other commercial uses¹ (excluding defined town centre uses)**
- 1B) To meet the above employment land requirement by identifying sites in the following areas of AVL, taking into account the suitability of the land for employment use and the potential of the site to be developed for other uses:**
- **Area 2 - Hunslet Riverside;**
 - **Area 3 - Cross Green Industrial Park;**

¹ Commercial uses which fall outside the 'B' classes in the Use Classes Order but which are normally appropriate within industrial/business areas, for example car sales. Town centre uses such as shops, restaurants and cafes and offices are specifically excluded from this definition.

- **Area 4 – Knothrop;**
- **Area 5 - Thornes Farm / Skelton Moor Farm;**
- **Area 6 - Bellwood / Skelton Grange / Stourton Riverside;**
- **Area 8 - Stourton Corridor;**
- **Area 9 - Stourton North.**

1C) To support the concept of business clusters within the “Leeds City Growth Area” by promoting appropriate sites for research and development and technology-based businesses.

5.1.12 More detailed proposals for employment development within AVL are set out in the individual character area frameworks, in accordance with the general principles established in this Preferred Option.

5.2 HOUSING

5.2.1 Housing is considered to be an appropriate and realistic alternative use in AVL, although not all sites in the area will be suitable. This is consistent with the approach taken in the emerging RSS which emphasises the need to make better use of urban areas for housing growth and regeneration.

5.2.2 Housing development in AVL has the ability to deliver:

- beneficial re-use of brownfield land within the urban area in accordance with Government objectives;
- improvements to green infrastructure including new parks and areas of greenspace along the waterfront;
- improved public transport services;
- higher land values to fund necessary infrastructure investment;
- sufficient housing numbers to support local facilities and services;
- new housing close to major employment opportunities; and
- a mix of dwelling types, sizes and tenures, including affordable housing.

PREFERRED OPTION 2 - HOUSING

2A) To promote new housing within mixed use developments in the following locations close to the City Centre:

- **Area 1 - Clarence Road;**
- **Area 2A – Copperfields;**
- **Area 2B – Knowsthorpe;**
- **Area 2C - Hunslet Riverside South**

Development in these locations will provide for:

- **a mix of house types, size and tenures, including family housing;**
- **affordable housing;**
- **neighbourhood shopping and services, where appropriate;**
- **high quality pedestrian and cycling links to existing facilities, the public transport network and the waterfront, including new or enhanced bridge crossings, where appropriate;**
- **new areas of greenspace or public realm improvements.**

2B) To promote major new housing development in the eastern part of AVL in the form of two 'sustainable communities' within wider mixed use developments. The preferred locations for the sustainable communities are:

i. Skelton Business Park site (Area 11). This area will provide a minimum of 1,200 dwellings, of which 900 should be family sized.

ii. Bellwood / Skelton Grange / Stourton Riverside area (Area 6). This area will provide 2,500 – 3,000 new dwellings on 85-90 hectares of land.

Each community will provide:

- **a mix of house types, sizes and tenures throughout the site;**
- **affordable housing;**
- **a neighbourhood centre;**
- **a health centre and pharmacy;**
- **a primary school;**
- **frequent high quality public transport services to and within the development;**
- **areas of new greenspace**

5.2.3 More detailed proposals for housing development within AVL are set out in the individual character area frameworks, in accordance with the general principles established in this Preferred Option.

5.3 TOWN CENTRE USES

5.3.1 This section outlines the Preferred Options for providing 'town centre' uses and facilities in AVL. Government planning policies (set out in Planning Policy Statement 6) define town centre uses, which include:

- **Retail facilities and Financial & Professional services:** such as shops, post offices, hairdressers, travel agents, bank and building societies
- **Offices**
- **Leisure and Entertainment facilities:** such as cafes, restaurants, pubs, cinemas, casinos, health and fitness centres, indoor bowling centres and bingo halls
- **Arts, Culture and Tourism:** theatres, museums, galleries and concert halls, hotels and conference facilities

5.3.2 The Government's key objective for town centres is to promote their vitality and viability by planning for their growth and by focusing development in such centres. To achieve this, PPS6 states that town centre uses should be located in centres, then at the edge of centres, in preference to out-of-centre locations.

5.3.3 The nearest existing centres to AVL are the City Centre to the north-west and Hunslet District Centre to the south west. Some areas of AVL are located within walking distance of these centres but the majority of the area is not accessible to existing facilities.

5.3.4 The existing working population in AVL is around 15,000 employees. It is envisaged that approximately 27,000 jobs will be created in the area by delivery of all the development proposed in the Preferred Options. In addition, the population living in the area could grow to around 18,000 people. It is therefore expected that AVL will need to serve the local retail and service needs of over 50,000 people on a daily basis when the development of the area is complete. To meet people's everyday needs will require the creation of new centres to act as a focus for retail and other facilities.

- 5.3.5 Planning permission has been granted for three major office developments with the potential to provide over 200,000m² of new floorspace. The first two phases of the Leeds Valley Park scheme have been built and partially occupied. The Skelton Moor Farm and Skelton Business Park proposals are dependant on the opening of the ELLR in 2008. The AAP must make allowance for implementation of these proposals when considering issues such as the need for new office development, highway capacity and public transport routes.

PREFERRED OPTION 3 – TOWN CENTRE USES

3A) Retail and Financial & Professional Services

- i. Promote retail facilities and financial & professional services of a scale necessary to establish and support a sustainable residential and employment community in AVL. New retail facilities will be provided in the form of new neighbourhood centres, located within or immediately adjoining major residential proposals, to serve these communities and employees of local businesses.**
- ii. In accordance with the Preferred Options for housing development, the following areas are the preferred location for new neighbourhood centres:**
 - **Area 2: Hunslet Riverside, specifically the Copperfields (Area 2A) and Knowsthorpe (Area 2B) sites;**
 - **Area 6: Bellwood / Skelton Grange / Stourton Riverside;**
 - **Area 11: Skelton Business Park.**

3B) Offices

- i. Make allowance for the implementation of existing planning permissions for major office development at:**
 - **Skelton Moor Farm (Area 5B);**
 - **Leeds Valley Park (Area 9).**
- ii. Promote new offices within a mixed use development at Skelton Business Park, consistent with the proposals set out in Preferred Option 2.**
- iii. Allow limited office development in the following locations:**
 - **Within and adjacent to the proposed neighbourhood centres;**
 - **On edge of City Centre sites (Area 1);**
 - **Adjacent to either a public transport terminus/interchange for high frequency services and/or a railway station.**

3C) Leisure, Entertainment, Arts, Culture & Tourism Facilities

- i. Make allowance for the implementation of existing planning permissions for leisure and entertainment facilities and hotels.**
- ii. Promote leisure and entertainment facilities of an appropriate scale to establish and support a sustainable residential and employment community in AVL:**
 - **in neighbourhood centres;**

- **as small-scale facilities to support recreational activities.**
- iii. **Further development of leisure, entertainment, arts, culture or tourism facilities will be subject to the sequential test outlined in PPS6.**

The following sites are identified as preferred areas of search within AVL:

- **Area 1: Clarence Road;**
- **Area 2C: Hunslet Riverside South;**
- **Area 9: Stourton North;**
- **Area 11: Skelton Business Park.**

5.3.6 More detailed proposals for town centre uses within AVL are set out in the individual character area frameworks, in accordance with the general principles established in this Preferred Option.

5.4 TRANSPORT

- 5.4.1 The provision of a high standard of accessibility to facilitate the movement of people and goods into, out of, and around Aire Valley Leeds is critical to the success of the overall vision for the regeneration of the area.
- 5.4.2 The area has distinct advantages in terms of proximity to the M1 and M621 motorways, but it is also disadvantaged by the lack of through routes into Leeds City Centre and connections to surrounding local communities. This proximity to these local communities does, however, offer the potential for improved access by public transport, cycling and walking.
- 5.4.3 When the East Leeds Link Road is opened later in 2008 it will provide the key highway link through the area, and open up development and job opportunities. It will also act as a catalyst for further proposals to improve public transport. Recent feasibility work has examined how improvements might be made to ensure that public transport improvements can be co-ordinated with development. The full development of all the identified sites will require a significant investment in public transport and other green transport measures. This needs to be implemented through a comprehensive and co-ordinated transport strategy.
- 5.4.4 Work to assess the traffic and travel generating impacts of the proposed development has shown that as the area becomes further developed there are capacity issues for the road network, especially the M1. The effectiveness of any transport strategy will therefore depend on the level and quality of public transport and complementary measures to influence travel choice, such as travel planning and car parking standards.

PREFERRED OPTION 4 - TRANSPORT

- 4A) To implement a balanced package of measures geared to support travel plans by providing a mix of public and private transport investments as part of a planned programme.**
- 4B) The following physical improvements to the transport network are proposed:**
- **a multi-modal bridge crossing at Skelton Grange Road;**
 - **a highway infrastructure grid serving all development sites and connecting with the main highway arterial routes;**

- an interim high quality bus corridor utilising the East Leeds Link Road, including potential for increasing the extent of priority lane provision;
- a strategic park and ride site with 1,000-1,200 spaces at Stourton North;
- a strategic park and ride site with 1,000-1,200 spaces at Junction 45 to complement the Stourton North proposal;
- a network of bus services connecting to communities to the north and south of AVL with through connections and interchange to areas beyond;
- development of a Rapid Transit route as part of an overall network for Leeds;
- an integrated cycle and pedestrian network through the area, connecting to the Trans-Pennine Trail, Wykebeck Valley Trail and Rothwell Greenways;
- a rail station and interchange on the Leeds-Castleford line;
- consideration of a station on the Leeds-York line, in conjunction with the proposals in the EASEL area;
- a long term link to any future Tram-Train proposals for the Leeds-Castleford line.

4C) The following opportunities for non-road freight distribution facilities are identified:

- a rail freight facility on the Leeds-York railway line at Neville Hill Sidings;
- an inland dock on the Aire and Calder Navigation at Stourton Riverside.

4D) The following transport policy measures will be considered:

- a mode share target for non-car modes of transport of 40%;
- a rigorous requirement for Travel Plans for all sites tied to modal share targets and enforcement;
- support for the area through a dedicated sustainable travel planning office resourced through partnership with developers;
- constraint on car parking through adoption of specific parking standards tied to projected travel mode share;
- constraints on the use of the East Leeds Link Road by through traffic;
- developer requirements to contribute to the sustainable transport infrastructure.

5.4.5 More detailed proposals for transport within AVL are set out in the individual character area frameworks, in accordance with the general principles established in this Preferred Option.

PLAN 3 – CORE TRANSPORT INFRASTRUCTURE

PLAN 4 – PUBLIC TRANSPORT ROUTE OPTIONS

5.5 WASTE MANAGEMENT

A. WASTE MANAGEMENT FACILITIES

- 5.5.1 The Integrated Waste Strategy for Leeds² sets out the long term vision of a “zero waste city”. The aim is to achieve this goal by exploiting every practicable opportunity to drive waste management up the ‘waste hierarchy’, with the reduction of growth in waste being a primary focus for the strategy. Reducing, re-using and recycling waste are key priorities, and all waste is to be treated as a resource.
- 5.5.2 In 2005/6 Leeds City Council disposed of over 266,000 tonnes (or 78.6%) of household waste in landfill sites. Landfill is considered to be a major source of greenhouse gases and the Government has imposed demanding targets on local authorities to ensure major reductions in the environmental impact of this form of waste management. It is estimated that failure to reduce the current level of landfill could mean Leeds City Council incurring £220m in penalties by 2020 alone. This environmental and financial threat represents one of the biggest challenges currently facing local authorities.
- 5.5.3 Energy from Waste (EfW) emerged as the best performing option in an appraisal to evaluate a wide range of technologies for treating non-recycled waste and is, therefore, included as such in the Waste Strategy as a preferred option. EfW involves burning waste under tightly controlled conditions to generate electricity, with potential to provide heat to local housing and businesses. However, the Council remains open to technical solutions. Whichever residual waste treatment solution is selected, the Council will need to identify an appropriate site on which to locate it. It should be noted that no decision has yet been made by the Council as to the location of such a facility.
- 5.5.4 The Waste Strategy includes a policy to explore the development of a ‘Sustainable Energy and Resource Park’ (or SERP) which could include a materials recycling facility (MRF) for separating the dry recyclables collected in the green wheeled bins, organic waste processing facilities, an EfW facility, an education centre and business incubation units for the development of marketable products from recycled materials. The timetable to deliver the necessary infrastructure has become a priority for the Council as it responds to stretching statutory recycling and EU landfill targets and the associated environmental and financial pressures.

PREFERRED OPTION 5A – WASTE MANAGEMENT FACILITIES

5A) The potential of AVL as a location for a Sustainable Energy Resource Park (SERP) and/or other waste management facilities should be recognised in the AAP.

- 5.5.5 This option amends **Option W2** for waste management which was identified in the Alternative Options consultation document.
- 5.5.6 Although further evaluation work on potential sites within and external to AVL is necessary, early work based on national planning guidance (PPS10) has clearly identified the potential of AVL as a suitable location. Land is clearly available, transport connections are being improved and similar facilities already exist. The scale of new development envisaged and existing user needs provides great scope to maximise use of

² The Integrated Waste Strategy for Leeds 2005-2035 was agreed by the City Council’s Executive Board (October 2006).

any residual energy, heat and power that an EfW or other residual waste treatment facility could generate.

- 5.5.7 The site search work undertaken to date recognises the potential to accommodate waste facilities in the following areas. Based on site selection criteria that recognise national and waste planning guidance and an appropriate site threshold the most likely locations are identified in brackets:
- Area 3A – Former Wholesale Market (Sites 3A.1, 3A.2)
 - Area 4 – Knostrop (Sites 4.1 and 4.2)
 - Area 4 – Knostrop (Yorkshire Water surplus operational land)
 - Area 6C – Skelton Grange (Site 6C.1)

B. KNOSTROP WASTE WATER TREATMENT WORKS

- 5.5.8 Knostrop is one of the largest sewage plants of its type in Europe and serves a City wide function in the disposal of domestic and commercial waste. Its retention is essential.
- 5.5.9 Yorkshire Water are investing significantly and embarking on a programme of improvements, including the effective removal of the filter beds over the next 3 years and additional improvements to their other operation which will improve the overall impact on the local environment and the odour emanating from the site.
- 5.5.10 The odour issue is an important element in respect to the possibility of new housing on nearby sites as described in the Housing theme. A study into odour is needed, which will survey the current situation, model the future situation (following the improvements referred to above) and, importantly, identify what works would be necessary to remove the odour problem. The study would identify the costs of such works and a programme for implementation.

PREFERRED OPTION 5B – KNOSTROP WWTW

5B) Knostrop WWTW will remain in its current location. The implementation of measures that will reduce odour emissions from Knostrop WWTW to such a level that will allow for the development of a wider range of uses on adjacent sites are promoted.

5.6 RECREATION

INTRODUCTION

- 5.6.1 This section examines the Preferred Options for providing recreational opportunities in AVL. These are facilities and opportunities that would provide for those people living, working and visiting the Lower Aire Valley including:
- Outdoor recreational facilities which encourage healthy activities such as walking, cycling and water-based activities; and
 - Links with existing greenspace, recreational, educational and cultural facilities.
- 5.6.2 The objective under this theme is that AVL will become an attractive destination for outdoor recreational activities, such as walking, cycling and water based activities taking advantage of the river/canal corridor running through the heart of the area. This option will develop the area's good walking and cycling connections to such regional facilities as Temple Newsam Park, Rothwell Country Park and the 1000ha of wetlands immediately downstream.

- 5.6.3 This option also seeks to provide better access and make better use of existing cultural and educational facilities such as Thwaite Mills and Skelton Grange Environment Centre. Both these existing facilities are located close to the watercourses and linear greenspace areas.
- 5.6.4 The options for recreational facilities represent different levels of provision ranging from protecting and enhancing what is there already, to creating new facilities to make AVL a more attractive destination.

PREFERRED OPTION 6 - RECREATION

- 6A) Create a new riverside park along the stretch of the river and canal between the new Skelton Bridge and the M1 motorway, in association with the housing development promoted under Preferred Option 2.**
- 6B) New recreational uses of the water corridor will be promoted and should include: rowing, canoeing and canal boats, in addition to enhancing existing uses, such as walking and fishing.**
- 6C) New pedestrian and cycle bridge crossings are proposed to link with new waterfront towpaths to enhance the access and attractiveness of such uses.**
- 6D) Promote opportunities to create several new parks, exploiting attractive waterfront locations and new nodes of activity along the waterfront and green connecting routes.**
- 6E) The study area of the Leeds Waterfront Strategy, Supplementary Planning Guidance 21 (2002) will be extended eastwards to include AVL up to the M1 viaduct.**
- 5.6.5 More detailed proposals for town centre uses within AVL are set out in the individual character area frameworks, in accordance with the general principles established in this Preferred Option.

5.7 DESIGN & ENVIRONMENT

INTRODUCTION

- 5.7.1 This section sets out the key design principles that will be applied, along with the emerging SPD on Sustainable Design and Construction, to the production of character area frameworks and to assess the design of future schemes in AVL. The design principles are based on those established in the Aire Valley Leeds Design Guide (2005).

PREFERRED OPTION 7 – DESIGN & ENVIRONMENT

Promote development within AVL which accords with the following principles:

7A) Overall Principles

- i. Use – creates an attractive place with vitality, variety and a positive sense of place.**

- ii. **Movement – improves clarity and street quality for all forms of movement (including high quality provision for pedestrians).**
- iii. **Space – enhances and develops a rich landscape quality to the place.**
- iv. **Form – provides high quality architecture, high quality streets and respect for the context.**

7B) Streets, Spaces and Buildings

- i. **Exploits design opportunities to create street hierarchies (key corridors, avenues and links) providing clarity for all users (pedestrians, cyclists and vehicles).**
- ii. **Creates excellent, attractive spaces for people to enjoy.**
- iii. **Optimises the rich design possibilities of the spaces along the waterfront.**
- iv. **Ensures the form of buildings respond to clear street section principles – with building lines, active frontages and landscape providing demarcation between public, semi-public, private and secure areas.**
- v. **Ensures massing, height and scale of buildings respect adjacent areas / buildings and the human scale.**
- vi. **Ensures materials are high quality, well detailed and durable.**
- vii. **Preserves and enhances historic buildings and areas and their setting.**

7C) Landmarks & Gateways

- i. **Exploits good opportunities for landmark / ‘gateway’ buildings, public art and landscape features. Key opportunities exist alongside the waterfront and major transport routes, and within new centres.**

7D) Community Safety

- i. **Adopts ‘secured by design’ principles.**
- ii. **Ensures that the spaces around the buildings enhance the positive aspects of natural surveillance to reduce crime.**

7E) Landscaping

- i. **Incorporates larger growing tree species (existing and new) as part of an appropriate landscape structure to enhance the character of the area.**
- ii. **Encourages connected landscape for cohesive character and enhanced wildlife corridors/habitats.**
- iii. **Uses locally-native plant species where possible.**

7F) Biodiversity

- i. **Retains and looks after existing habitats.**
- ii. **Ensures no adverse impacts on protected and important species.**
- iii. **Maintain and enhance the function of the river and canal as a major wildlife corridor.**
- iv. **Identifies opportunities for habitat creation and enhancement both on land and in the water.**
- v. **Promotes a network of habitats throughout the area.**

7G) Sustainable Design and Construction

- i. **Maximises energy efficiency and minimises waste through building design, management and use of sustainable construction materials.**

- ii. Incorporates on-site renewable energy generation to provide a proportion of the predicted energy requirements of the development.**
- ii. Incorporates Sustainable Urban Drainage Systems including grey water recycling, infiltration techniques, balancing ponds and reed beds.**

PLAN 5 - PROPOSALS MAP

6. CHARACTER AREA FRAMEWORKS

6.0.1 This section provides a more detailed framework for each of the 11 character areas based on the principles established within the strategic themes in Section 5. Each character area framework consists of a set of written proposals followed by an annotated extract from the Proposals Map showing the broad pattern of development proposed. The proposals are part of the overall planning policy requirements for development set out in 'saved' UDP policies and emerging Local Development Documents, such as the Core Strategy. Rather than set out every planning policy requirement, the proposals emphasise particular area-specific issues. This does not remove the need for proposals to satisfy other development plan policies.

6.1 AREA 1: CLARENCE ROAD

6.1.1 This area is located immediately to the south east of the City Centre, bounded by the River Aire to the east and Hunslet Road to the west. The southern boundary of the area will be formed by Stage VII of the Leeds Inner Ring Road when it opens in 2008. This will be elevated to 7 metres above ground level in places.

6.1.2 The area of the City Centre to the south and east of Crown Point Bridge (which is covered by the City Centre Area Action Plan) has been undergoing major change over the last decade. The commercial pressures for change are now extending beyond the boundaries of the City Centre into this area of AVL. Proposals are emerging to redevelop existing industrial land and buildings for residential-led mixed use development, particularly apartments with supporting retail and leisure facilities. Whilst this represents an opportunity to bring high quality development into the area and create a new gateway to the City Centre, proposals need to consider the wider context, including:

- the impact on existing businesses operating in the area
- a possible need to find replacement employment land and premises in the area to retain local employment opportunities;
- the ambitions and development requirements established in the Waterfront Strategy and Biodiversity and Waterfront Development SPDs;
- environmental constraints such as flood risk, contaminated land, air quality and noise;
- the need for social infrastructure to support residential communities.

CHARACTER AREA PROPOSALS

1) **The area is proposed for high quality mixed use development, which complements existing development in the adjoining areas of the City Centre. Site specific proposals include:**

- **Sites 1.1 & 1.2 to be developed comprehensively for a mixed use scheme including new housing, offices, a hotel and appropriate support uses. The development will make a 50% contribution to the cost of a new pedestrian foot/cycle bridge across the River Aire and provide space for bridge landing areas.**
- **Sites 1.3 and 1.4 to be developed for a mixed use scheme. There is an opportunity to create a new area of greenspace within Site 1.3, to provide a central recreational and amenity area and to act as a focus for footpaths and cycle routes in the area.**
- **Site 1.5 to be developed for a mixed use scheme, including housing, employment and supporting uses of an appropriate type and scale; subject**

to the retention and enhancement of those elements of the listed buildings which are capable of conversion.

- **Site 1.6 to be redeveloped for employment uses.**

2) The following area-specific requirements will be applied to new development:

- **Car Parking shall be provided in accordance with Guidelines set out in saved UDP Parking Policies for the City Centre Fringe area (Policy T28) and proposals included in the AVL Transport Strategy.**
- **New developments will be required to make a contribution to the provision of new greenspace on Site 1.3. The layout of development should provide connections to the new greenspace.**

6.2 AREA 2: HUNSLET RIVERSIDE

6.2.1 This area, located to the south of South Accommodation Road, is allocated as “a Strategic Housing and Mixed Use Development Site” in the UDP (Review, 2006). It spans the riverside, incorporating the historic and listed Hunslet Mills complex and British Waterways owned land at Yarn Street to the south of the river and the Knowsthorpe site and the former Copperfield College to the north. The Knowsthorpe and Copperfield sites are dissected by a branch railway line serving the Tarmac site and other aggregate operations.

6.2.2 The area can accommodate around 2,500 new homes in addition to employment development. The Hunslet Mills site (2C.1) already has planning permission for 699 new apartments and an application for 335 flats and 12,455 sq m of offices has been submitted on the adjacent site (2C.2) between Hunslet Mills and Richmond Bridge. Yarn Street site (2C.3) has also been granted an outline planning consent and although no numbers of housing units have been agreed, it is envisaged that 400 would be the maximum capacity. It is intended that this development will provide a mix of housing types and sizes, including family sized units.

6.2.3 This Area is split into four sub-areas:

- 2A - Copperfields**
- 2B - Knowsthorpe**
- 2C - Hunslet Riverside South**
- 2D – National Road**

Area 2A - The Former Copperfields College Site

6.2.4 The Copperfields College site is located on the north western boundary of AVL. The southern and eastern boundaries of the site will be formed by the East Leeds Link Road.

6.2.5 Development of the site needs to be considered alongside proposed improvements to the adjacent Cross Green housing, which is generally in poor condition and lacks local facilities. This area is covered by the East and South East Leeds (EASEL) AAP.

6.2.6 Area 2A comprises three elements:

- The core area (10.5ha) comprising the buildings and playing fields of the former Copperfields College.
- The rectangular area of land to the north of the school (4.9ha) comprising a grassed area for informal recreation and some former allotments that are unused and overgrown. This area is divided from the main school site by Snake Lane.

- A triangular parcel of land (2.2ha), to the south of the former school site. This area is divided from the main school site by a footpath linking Knowsthorpe Lane with Cross Green Lane.

CHARACTER AREA PROPOSALS: AREA 2A

1) The site is promoted for mixed use development; to include:

- new housing with a mix of house types, sizes and tenures, including affordable housing;
- a small neighbourhood centre, on the Cross Green Lane frontage acting as a focus for this area and the adjacent Cross Green housing;
- greenspace;
- new employment development.

2) Delivery of these proposals is subject to the existing playing fields being relocated to a new and improved playing field complex in the EASEL area.

3) An opportunity to provide a high profile, flagship development is identified on land on the northern part of the site.

Area 2B - Knowsthorpe

6.2.7 This 19 hectare site lies between the River Aire and a railway branch line which serves a freight operation and the Tarmac site. Petro-chemical industries previously occupied most of the site. The site has now been cleared of its large tanks but further site preparation work will be needed to make it ready for development. It has good access to Stages VI and VII of the Leeds Inner Ring Road, to the north/west, via Bridgewater Road.

6.2.8 The site is leased by rail freight operator EWS who wish to retain the south eastern part of the site for freight related business. This would allow the release of the north western part of the site for development of alternative uses, which are consistent with the site's inclusion in the Hunslet Riverside Housing and Mixed Use UDP allocation and complementary to residential proposals on the opposite bank of the river.

CHARACTER AREA PROPOSALS: AREA 2B

1) The area is proposed for mixed use development, to include:

- industrial uses (particularly rail freight related uses) located on the south east part of the site;
- new housing with a mix of house types, sizes and tenures, including affordable housing, to be located on the north west part of the site opposite the housing proposals across the river;
- B1 employment uses to provide a buffer between heavy industrial and residential uses with waterfront locations promoted for research and development uses;
- a linear park along the waterfront;
- a small neighbourhood centre to serve this development and nearby residential proposals.

2) Delivery of the residential element of this proposal will be subject to:

- providing a pedestrian/cycle access along the north bank of the river to the proposed bridges at Atkinson Hill and Thwaite Gate;
- providing a new pedestrian/cycle bridge across the river and space within the site for the bridge to set down and be accessed appropriately;

- **creation of a new vehicular access, primarily for HGVs, into the east of the site from the Cross Green Industrial Park using the protected route of the Thwaite Gate Link (access to the residential development will be via Bridgewater Road).**

Area 2C - Hunslet Riverside South

- 6.2.9 This area includes the waterfront sites to the south of the river/canal corridor from Richmond Bridge on the Inner Ring Road down towards Thwaite Gate.
- 6.2.10 The listed Hunslet Mills complex (Site 2C.1) dominates the area and offers a great opportunity to provide a focal point for the regeneration of the riverside area. The site and the adjacent Yarn Street (Site 2C.3) have planning permission for residential development.
- 6.2.11 Site 2C.2 comprises existing commercial development which will become very prominent when Stage VII of the Inner Ring Road opens. A planning application to redevelop the site for a mixed residential and office scheme has been submitted to the City Council.
- 6.2.12 Industrial development dominates the southern part of the waterfront. There is potential to open up the waterfront and embrace its opportunities by promoting high quality and distinctive employment development.
- 6.2.13 This entire area is located within a high risk flood zone, which has significant implications for the design and layout of new development.

CHARACTER AREA PROPOSALS: AREA 2C

- 1) **The area is proposed for mixed use development, reflecting existing planning consents, to include:**
 - **new housing with a mix of house types, sizes and tenures, including affordable housing;**
 - **new offices (on part of Site 2C.2, recognising local circumstances);**
 - **A3 (café/restaurants) and/or A4 (bars/pubs) uses along the waterfront, of an appropriate scale to cater for the needs of local residents and recreational users of the river/canal corridor;**
 - **research and development (B1b use class) and/or light industry (B1c) uses (on Sites 2C.4 and 2C.5).**
- 2) **The design and layout of new development in this area will be expected to:**
 - **preserve and enhance the setting of the listed buildings at Hunslet Mills;**
 - **include appropriate flood risk mitigation measures;**
 - **provide and retain a pedestrian/cycle access along the waterfront to form part of a continuous route;**
 - **provide appropriate access to proposed pedestrian/cycle bridges across the river/canal.**

Area 2D - National Road

- 6.2.14 This area consists of a ribbon of industrial and commercial uses between Hunslet Road/Low Road and the Area 2C waterfront sites, stretching from the route of the Inner Ring Road Stage VII to Thwaite Gate. Hunslet Road/Low Road is an important gateway route into the City Centre from the motorway network to the south. It is served by a number of bus routes. Hunslet District Centre is located on the opposite side of Low Road

- 6.2.15 There are no specific development sites identified in the area but redevelopment opportunities are likely to emerge over the period of the AAP.

CHARACTER AREA PROPOSALS: SUB-AREA 2D

- 1) Land within this area should be retained for employment and commercial uses, except for those defined as ‘town centre uses’ under Preferred Option 3.**

6.3 AREA 3: CROSS GREEN INDUSTRIAL PARK

- 6.3.1 The area lies at the northern edge of the AVL, separated from the residential area of East End Park by the Neville Hill railway sidings and East End Park itself. To the north east is the Osmondthorpe housing estate and to the north west lies further housing in Cross Green and Richmond Hill in the EASEL area. The former Copperfield College site (Area 2A) is located to the west, Knostrop Waste Water Treatment Works lies to the south and south east. The ELLR will run through the area.
- 6.3.2 The estate is a key source for employment within the Aire Valley currently employing 4,700 workers in 110 businesses. It is subject to a feasibility study to assess its suitability as a Business Improvement District (BID) which would aim to re-invest an element of business rates into improving the estate.
- 6.3.3 Completion of the ELLR will enhance accessibility and provide the principle route for transport to the area. Poor access to the estate for pedestrians, cyclists and public transport users from adjoining residential areas has been identified as a particular problem. A number of initiatives are being progressed to improve access, including the Neville Hill cycle route.
- 6.3.4 There are some important recreational uses in the area including the Red Road allotments adjacent to East Park Parade, the private cricket pitch opposite and a rifle range to the south of Knowsthorpe Way.

CHARACTER AREA PROPOSALS

- 1) The following developments and improvements are proposed:**
- **14ha of employment uses (excluding offices) on sites 3A.1, 3A.2, 3B.1, 3B.2, 3B.3;**
 - **a rail-based employment use on Site 3A.3 (6.3 hectares);**
 - **an extension to the highway at Knowsthorpe Gate providing an access to the Knowsthorpe site (Area 2B) to include a pedestrian/cycle route;**
 - **a pedestrian/cycle route (along the line of the protected Thwaite Gate link) linking the proposed highway extension to a new pedestrian/cycle bridge across the river/canal at Thwaite Gate**
- 2) The existing allotments site and playing field (cricket pitch) will be retained and protected.**
- 3) Land within this area that is not identified within a development site or designated for other uses should be retained for employment and commercial uses, excluding those uses defined as ‘town centre uses’ under Preferred Option 3.**
- 4) Preferred Option 5A identifies this area as having the potential to accommodate waste management facilities on Sites 3A.1 and 3A.2.**

6.4 AREA 4: KNOTSTROP

- 6.4.1 This area in the central part of AVL north of the river/canal corridor is largely made up of the land operated by Yorkshire Water Services as part of Knostrop WWTW. Issues relating to the WWTW are discussed in more detail in Section 6.5.
- 6.4.2 There are two development sites in the northern part of the area which will be adjacent to the ELLR.

CHARACTER AREA PROPOSALS

- 1) Promote the implementation of measures that will reduce odour emissions from Knostrop WWTW to such a level that will allow for the development of a wider range of uses on adjacent sites.**
- 2) Sites 4.1 and 4.2 are proposed for employment uses (excluding offices).**
- 3) Preferred Option 5A identifies this area as having the potential to accommodate waste management facilities on Yorkshire Water's surplus operational land and Sites 4.1 and 4.2.**

6.5 AREA 5: THORNES FARM & SKELTON MOOR FARM

- 6.5.1 This area lies immediately south of the Osmondthorpe and Halton Moor estates in the EASEL area. The area slopes down to its long frontage to ELLR with the Knostrop WWTW further to the south. To the west are existing employment uses and to the east the area abuts the green belt and Temple Newsam Park.
- 6.5.2 Much of Thornes Farm has been developed, mainly for distribution purposes, leaving around 10 hectares for development. Further development can only be occupied on completion of ELLR.
- 6.5.3 Skelton Moor Farm is a 49 hectare greenfield site which benefits from an existing outline planning consent for a mix of employment uses, a hotel and other support services. The development can only be occupied on completion of ELLR.
- 6.5.4 It is important that these sites are well connected to the housing communities to the north, particularly by public transport, to maximise the accessibility to job opportunities.

CHARACTER AREA PROPOSALS

Area 5A - Thornes Farm

- 1) Development sites (5A.1 to 5A.5) are proposed for employment uses, subject to provision of:**
 - a landscape buffer of at least 40 metres on the northern boundary;**
 - a public transport link/route of adoptable standard, connecting the site with the EASEL area and the rest of the AVL area;**
 - a public transport link/route of adoptable standard connecting with the adjoining site of Skelton Moor Farm (Site 5B.1).**

- 2) The frontage site (5A.1) is specifically promoted for research and development uses (B1b use class)

Area 5B - Skelton Moor Farm

- 3) The site (5B.1) is proposed for employment uses and supporting facilities (reflecting the existing planning consent), which may include:

- employment uses up to a maximum floorspace of 143,500 sq m, of which a maximum floorspace of 43,050 sq m can be offices;
- a hotel with maximum of 120 bedrooms;
- a crèche – up to a maximum total floorspace of 700 sq m;
- restaurant/cafes and/or bar/pubs (A3 and A4 use classes) up to a maximum total floorspace of 500 sq m;
- financial and professional services (A2 use class) up to a maximum total floorspace of 200 sq m.

- 4) Development of the site is subject to:

- the number of car parking spaces not exceeding 2834 and vehicular trips generated during peak hours not exceeding 1197;
- a bus gate being provided on the northern and western boundaries (in the location/s shown on plan);
- a public transport route being provided to link the above bus gates to each other and ELLR;
- providing transitional landscaping to soften the boundary of the site along the edge of the green belt (in line with the UDP Policy N24);
- a landscape buffer of at least 40 metres on the northern boundary.

6.6 AREA 6: BELLWOOD, SKELTON GRANGE & STOURTON RIVERSIDE

6.6.1 This area covering around 190 hectares contains the largest concentration of potential development land in AVL. The area spans both sides of the river/canal corridor and is bounded by the ELLR to the north, the M1 motorway to the east, Haigh Park Road and existing industrial development to the south and Thwaite Mills and the Knostrop WWTW are to the west.

6.6.2 The area has been divided into the following smaller areas:

Ref	Name	Size (ha)
6A	Bellwood	90.0
6B	The Lagoons	23.3
6C	Skelton Grange	26.0
6D	Skelton Riverside	23.4
6E	Stourton Riverside	28.2

6.6.3 The land in Areas 6A and 6B is owned by Yorkshire Water (Kelda), some of which remains in operational use within Knostrop WWTW. The land immediately to the south of the ELLR route was formally opencasted but has now been restored to agricultural use. Area 6C was formally a power station which has been demolished.

6.6.4 There is a limited highway network to the north of the river and the only bridge over the river/canal is the privately-owned Skelton Grange Road Bridge. This bridge is structurally

weak and traffic using it is restricted to one-way at a time. A new bridge crossing would be required to service the development of the wider area (particularly Areas 6B and 6D) and to allow public transport to access the area to and from the south.

- 6.6.5 Much of the land in the area is heavily contaminated as a result of its existing and former uses and therefore development is anticipated to have high abnormal costs associated with remediation. The presence of the Knostrop WWTW immediately to the west of the site is a major constraint to the type of development in this area. Unless measures are taken to reduce the odour problem arising from the works, development will be limited to industrial and warehousing uses on a reduced area.
- 6.6.6 The Bellwood site (Area 6A) to the north of the area has the benefit of two overlapping planning permissions. The larger permission for warehousing uses covers the entire 90 hectares of the site, including land currently occupied by part of the WWTW filter beds. A smaller permission is in place for general industrial and warehousing uses.
- 6.6.7 The Stourton Riverside area to the south of the river is more developed in character, including the former Yorkshire Copperworks operation. The area is located within a high risk flood zone.

CHARACTER AREA PROPOSALS

- 1) **The area is proposed for a comprehensive development to include:**
 - **85-90 hectares of employment uses (excluding offices) on sites 6A.1, 6A.2, 6A.3, 6A.4 (part), 6C.1 (part), 6E.4, 6E.5, 6E.6 and 6E.7;**
 - **85-90 hectares of mixed use development on sites 6A.4 (part), 6B.1, 6C.1 (part), 6D.1, 6D.2, 6E.1, 6E.2 and 6E.3 providing:**
 - **between 2,500-3,000 new dwellings, with a mix of house types, sizes and tenures throughout the site, including affordable housing;**
 - **a primary school;**
 - **a medical centre and pharmacy;**
 - **a new neighbourhood centre to include retail (A1 use class), financial & professional services (A2), food and drink (A3 and A4) up to a maximum total floorspace of 5,000 square metres;**
 - **a public transport interchange;**
 - **a riverside park;**
 - **other areas of greenspace.**
- 2) **Office development of an appropriate scale will be acceptable within and adjacent to the new neighbourhood centre.**
- 3) **Site 6E.5 is identified as an opportunity for an inland dock.**
- 4) **The delivery of the above proposals is dependant upon:**
 - **comprehensive remediation of contaminated land;**
 - **implementation of works at Knostrop WWTW to eliminate any odour-related constraints to the development of land;**
 - **a new highway, cycle and footpath network into and through the area, including upgrades to key junctions;**
 - **a new multi-modal river-crossing;**
 - **a high quality and frequent public transport service, serving the whole area and connecting with the City Centre and surrounding communities;**
 - **providing new pedestrian and cycle bridges in appropriate locations;**
 - **appropriate noise mitigation measures;**

- appropriate flood risk mitigation measures;
 - a structural landscaping scheme.
- 5) If the requirements set out in Part 4 cannot be delivered as a comprehensive package the implementation of major housing proposals are unlikely to be feasible. In such circumstances the land in Area 6 is reserved for employment uses (excluding offices) subject to provision of:
- a new highway, cycle and footpath network into and through the area, including upgrades to key junctions
 - a new multi-modal river-crossing;
 - a high quality and frequent public transport service serving the whole area and connecting with the City Centre and surrounding communities.
- 6) Preferred Option 5A identifies this area as having the potential to accommodate waste management facilities on Site 6C.1.

6.7 AREA 7: THWAITE MILLS

- 6.7.1 This area is dominated by the river and canal corridor and the pedestrian and cycle routes that run alongside. There are a limited number of built structures including the Thwaite Mills Museum and the Skelton Grange Environment Centre.
- 6.7.2 Thwaite Mills is an underutilised resource and has unrealised potential. Exploiting and promoting this site with the complementary use at the nearby Skelton Grange Environment Centre could assist in tapping this potential and create an educational and cultural destination. This could form a flagship project to promote sustainable development.
- 6.7.3 The proximity of Knostrop WWTW to this area means that removal of the odour problem will create benefits for visitors.
- 6.7.4 As the majority of the area is green and undeveloped it performs an important ecological function. The Character Area Plan identifies the areas of greenspace up to the waters edge that will be protected from development.

CHARACTER AREA PROPOSALS

- 1) **The existing protected greenspace designation east of Thwaite Mills will be expanded to cover a larger area. Development of protected greenspace will not be permitted for purposes other than that of outdoor recreation.**
- 2) **Development sites 7.1 and 7.2 are proposed for recreational uses that require access to water.**
- 3) **Protection for the strip of land to the south of the canal in Area 7 as a public transport route, as identified by feasibility studies for the Rapid Transit route through AVL. Implementing this protected route will necessitate relocation of the existing Trans Pennine Trail and will also effect bridge landing areas and crossing locations.**
- 4) **Links between Thwaite Mills and the Skelton Grange Environment Centre will be enhanced where it preserves and conserves the long term future of the historic Mill.**

6.8 AREA 8: STOURTON CORRIDOR

- 6.8.1 The Stourton Corridor area is located to the south east of AVL. The area is bounded by the River Aire to the north, and the M621 and M1 motorways to the south and east. The residential area of Hunslet is located to the west of the area.
- 6.8.2 Wakefield Road (A61) and Pontefract Road (B6481) are the two main roads through the area linking the City Centre with the M621 (junction 7) and M1 (junction 44) respectively. Skelton Grange Road provides a link between Pontefract Road and sites on the north bank of the River Aire, via Skelton Grange Bridge. The road in part and the bridge are privately owned and the bridge is restricted in width to control volumes of heavy traffic. The Leeds-Castleford railway line runs through the area.
- 6.8.3 The area is dominated by business uses including the service sector, distribution centres and industrial units. Recent developments include industrial units along Haigh Park Road and the new Arla dairy building close to Junction 44 of the M1.
- 6.8.4 The River Aire corridor is an underutilised asset which is poorly connected, visually and physically. The main roads and railway line make it difficult for pedestrians and cyclists to access the riverside from nearby residential areas.
- 6.8.5 The ponds off Haigh Park Road are an interesting feature of the area. They were formed during industrial activity but now provide something of an oasis of greenery within a traditional industrial area.

CHARACTER AREA PROPOSALS

1) The following developments and improvements are proposed in the area:

- **mixed employment development on Site 8.1;**
- **12 hectares of employment development (excluding offices) on Sites 8.2 to 8.4 and Sites 8.6 to 8.9;**
- **a new park/amenity area based around the existing ponds off Haigh Park Road to provide a focal point for the area subject to an agreed management plan to promote biodiversity, habitat creation and recreational uses;**
- **a high quality landmark development on Site 8.5, which could include a business use (B1 use class), a café/restaurant (A3) or a pub (A4), to be complementary to the new park/amenity area;**
- **a new railway station along the Leeds-Castleford line.**

2) Land within this area that is not identified within a development site or designated for other uses should be retained for employment and commercial uses, excluding those uses defined as ‘town centre uses’ under Preferred Option 3.

6.9 AREA 9: STOURTON NORTH

- 6.9.1 This greenfield site covering 20 hectares is allocated for a mix of uses in the UDP, which included a park and ride (in association with the terminus for a Supertram route), commercial leisure development (6 ha) and offices (6 ha).
- 6.9.2 The site has a high profile location next to the motorway (M621) and is adjacent to the housing estates of Belle Isle and Middleton. The site's main access would be from

Junction 7 of the M621. Improvements have been identified to the junction which will be required in order to optimise development of the site.

CHARACTER AREA PROPOSALS

- 1) **The site is proposed for a park and ride facility with approximately 1,000 - 1,200 spaces associated with a terminus for a Rapid Transit route and/or a Quality Bus Route providing services to Leeds City Centre.**
- 2) **The rest of the site is proposed for development that will support a park and ride facility and public transport services to and from the site into Leeds City Centre and the rest of AVL. The following uses are considered acceptable:**
 - **office development (up to a maximum of 6 hectares);**
 - **other B1 development; and/or**
 - **a major leisure development (subject to the proposals satisfying the sequential test set out in PPS 6).**
- 3) **The development of the site is subject to:**
 - **providing a landscape buffer to the existing housing;**
 - **highway improvements to Junction 7 of the M621;**
 - **an agreement setting out the implementation programme and delivery of the park and ride facility in association with the other uses;**
 - **improving pedestrian and cycle access to adjacent communities.**

6.10 AREA 10: LEEDS VALLEY PARK

- 6.10.1 This area consists of triangles of development land located between the M1, M621 and Wakefield Road in the south of Aire Valley Leeds. Allocated for employment uses in the UDP; Sites 10A.1, 10A.2, and the earlier Phase 1 to the east, have planning consent for a total of 67,838 sq m of office development.
- 6.10.2 Progress has been made on the development of Leeds Valley Park:
- Phase 1 is complete and occupied.
 - Phase 2 (10A.2), consisting of 2 blocks of 5,000 and 6000 sq m offices, was completed in the summer of 2006.
- 6.10.3 10.6 hectares of land remains available for development on Site 10A.1. This has a maximum capacity of approximately 46,000 sq m of floorspace.
- 6.10.4 Site 10B.1 is allocated for employment uses in the UDP, but is not considered to be developable due to highway access constraints.

CHARACTER AREA PROPOSALS

Area 10A - Leeds Valley Park

- 1) **The remaining development land (Site 10A.1) is proposed for office development and further support facilities.**
- 2) **Development of the site is subject to:**
 - **provision of appropriate pedestrian and cycling routes to and between the sites and protection and enhancement of existing routes;**
 - **provision and maintenance of a structural landscaping scheme;**

- **implementation of agreed improvements to Junction 44 of the M1 and Junction 7 of the M621 when vehicle trips to the sites in the peak exceed 1051.**

3) Provision of public transport services through the site (including bus stops and travel information) will be encouraged.

Area 10B – Bell Hill

4) Proposals for environmental improvements on Site 10B.1 will be encouraged.

6.11 AREA 11: SKELTON BUSINESS PARK

6.11.1 This 72 hectare site lies to the south east of the M1 motorway, which separates it from the rest of AVL. Its previous use as an open cast mine has been restored and the land is now mainly in agricultural use. A landfill site operates outside the south eastern edge of the area with a licence which extends until 2012.

6.11.2 The site is located in a prominent position next to the M1 motorway and is particularly sensitive given its location on the edge of the green belt and its proximity to Temple Newsam Park, Rothwell Country Park and the RSPB reserve at Skelton Lake.

6.11.3 The Leeds UDP allocates the whole site for a prestige business park and it currently has outline planning consent on the central part of the site (11B.1) for offices and support services within a heavily landscaped setting.

6.11.4 The area has been divided into three areas:

Area 11A.1

This 12 hectare site is immediately adjacent to Junction 45 of the M1. It was previously considered for a Motorway Service Area (MSA) at a public inquiry but was rejected in favour of a site on the A1 outside Leeds.

Area 11B.1

This 40 hectare site has planning consent which includes 102,000 sq m of offices, either side of Colton Beck.

Area 11C.1

The remaining 20 hectares of land at the eastern edge of the site currently has restricted development potential due to highway capacity constraints. It cannot come forward for development that would generate traffic in the morning peak period, unless the generation of traffic from other associated sites is reduced by green travel initiatives, particularly an effective public transport service.

CHARACTER AREA PROPOSALS

1) The area is proposed for a mixed use development; to include:

- **offices (up to a maximum floorspace of 102,000 sq m);**
- **a minimum of 1,200 new houses, with a mix of house types, sizes and tenures throughout the development, including affordable housing (at least 900 of the dwellings should be family sized);**
- **a neighbourhood centre, comprising:**
 - **a medical centre and pharmacy;**
 - **retail (A1 use class), financial & professional services (A2), food and drink (A3, A4 and A5) and community uses (D1) up to a**

maximum total floorspace of 5,000 square metres (a maximum floorspace for each use will be specified);

- **a hotel, with associated conferencing facilities (up to a maximum of 200 bedrooms);**
- **a primary school;**
- **areas of new greenspace;**
- **a park and ride site with approximately 1,000 - 1,200 car parking spaces associated with a terminus for a QBR and/or Rapid Transit route.**

2) Development of the full range of uses will be dependent upon:

- **an agreed delivery programme to ensure the identified social infrastructure is provided at the appropriate time;**
- **a high quality frequent public transport service to link the site with the rest of AVL and the City Centre being available early in the development programme;**
- **highway improvements to Junction 45 of the M1;**
- **providing a cycle and footpath network into and through the area linking to nearby recreation facilities, such as Temple Newsam and Rothwell Country Park.**
- **appropriate noise mitigation measures;**
- **an appropriate structural landscaping scheme.**

7. DELIVERY & IMPLEMENTATION

7.1 INTRODUCTION

- 7.1.1 There are many factors that will influence implementation and delivery of the proposals set out in this document. The AAP needs to fully consider the implications of allocating land and ensuring that such allocated uses can be implemented in a manner that provides for a high quality environment, and benefits the people of the surrounding communities and the wider sub-region as a whole.
- 7.1.2 Delivering the comprehensive regeneration of the area will require a co-ordinated approach aligned to a realistic funding programme; to ensure the enabling infrastructure is in place to allow development to proceed. Proposals must be viable and capable of funding necessary infrastructure and site preparation costs.
- 7.1.3 The implementation of a quality and efficient public transport system, in conjunction with other green travel initiatives to support walking and cycling will reduce the reliance on the car and significantly affect the transport people use to travel to, around and through the area. Delivery of the transport strategy is fundamental to the implementation of the land use framework.

7.2 PHYSICAL INFRASTRUCTURE

- 7.2.1 Key elements of physical infrastructure, such as the new Skelton Grange Bridge, are important at an early stage in the development programme to enable vehicular access to development sites and to open up the public transport routes.

7.3 SOCIAL INFRASTRUCTURE

- 7.3.1 Social infrastructure such as schools, health facilities and other community facilities are vital elements of the housing proposals which need to be programmed to come on stream as people start moving to live in the area.

7.4 ENVIRONMENTAL IMPROVEMENTS

- 7.4.1 Much of the area has been the subject of mineral extraction and other ground workings, some of which have been filled with waste material. This and other operations have resulted in some land being contaminated and ground conditions which will need to be remediated to facilitate development. The potential costs of such remediation need to be assessed.
- 7.4.2 The housing proposals in Area 6 are predicated on any odour problem associated with Knothrop being eliminated. This and other environmental issues, such as; noise and air quality need to be fully assessed and implications reflected in the AAP. Again, these costs, which could be considerable, need to be included in the delivery plan.

7.5 TRAINING & EMPLOYMENT

Background

- 7.5.1 Not all residents of Leeds have been able to share in the City's recent economic success story and the unemployment levels in the communities adjacent to AVL are more than double that of the City average creating a 'two speed economy'.
- 7.5.2 AVL is already home to around 400 businesses employing 15,000 people. It is estimated that comprehensive regeneration of the area could deliver up to 27,000 new jobs over the

next 15 years offering a long term opportunity to address this 'two speed economy'. Whilst the AAP will ensure that there is sufficient land available to meet employment needs and the proposed investment in public transport will improve physical access, investment in training and skills and measures to address other barriers to employment such as child care provision, will be required if local communities are to benefit from these new opportunities.

- 7.5.3 Over the last 6 years, AVL has been the focus of a comprehensive programme of regeneration and development supported with £12m of Government Single Regeneration Budget (SRB) funding. Employment and training related initiatives include:
- Business Support Scheme - grant-aid of £650,000 generating £8.2m private sector leverage and creating 320 jobs;
 - Access to Employment network linking local employers and jobseekers – 950 residents placed into employment to date - this includes free bespoke pre employment training to employer requirements;
 - Metro Connect dedicated bus service linking target communities and local employment areas – together with a ticketing initiative which offers free travel to work for the first month of employment for previously unemployed residents;
 - Support funding for 3 Integrated Children's Centres in target communities to improve childcare provision and address a key barrier to work;
 - Aire Valley Transport solutions - which provided a bespoke travel advice service for businesses in the Aire Valley, including the development of green travel plans and grant aid towards facilities which promote the use of public transport by employees.
- 7.5.4 Partnerships have been developed with local employers, the Leeds Chamber of Commerce and West Yorkshire Business Link Job Centre Plus, key employment and training providers and community organisations which offers developers, new and existing employers and job seekers access to wide ranging support and advice.
- 7.5.5 A key objective of the AAP will be to build on existing partnerships and good practice by developing an employment and training strategy which reflects both employer and job seeker needs and which is supported by both the public and private sector including developer contributions, secured through planning agreements.

Developer Requirements

- 7.5.6 Developers will be required to set out the expected number of jobs that proposed developments are likely to deliver. This should include details of the expected sectors of employment and timescale for development, together with opportunities for the development of local supply chains initially in construction and related trades. These proposals will form the basis for discussions in relation to training and employment agreements.

Developer Contributions

- 7.5.7 Developer contributions may be sought to:
- maintain and develop the Metro Connect Service or similar which will provide a direct link between the regeneration area/development sites and adjacent communities;
 - maintain a dedicated employment access team working with employers and inward investors to meet employer needs whilst maximising employment opportunities for local people;
 - support the development of an Aire Valley Travel Plan network including a dedicated transport project officer to support the development of sustainable travel & promote the use of public transport;
 - develop an Aire Valley skills development fund which will be used to provide bespoke training packages reflecting the needs of both employers and job seekers.

Public sector assistance

- 7.5.8 In exchange Leeds City Council and partners will offer to developers and inward investors a package of support which will include:
- Aire Valley Leeds Location Profile – providing key economic data for the area – including demographic and workforce profile, skills base and travel to work times – together with sites and premises available.
 - Access to Construction Leeds – one stop shop for the provision of construction and construction related work force.
 - An employment and training network which offers access to a pool of local residents with good basic skills complemented by bespoke employer led training and development.
 - Access to teams experienced in developing bespoke recruitment and training packages in construction, call centre, warehouse & distribution, business and administration and hospitality - all sectors which are expected to experience growth in AVL.
 - Access to a travel plan network which will include the development of green travel plans and journey planning from recruitment catchment areas.
 - Public transport provision.
 - Access to a business support network.
 - Developer contributions will be matched as appropriate with public sector funding.

7.6 URBAN DESIGN & LANDSCAPE

- 7.6.1 All development will be expected to follow the principles of the AVL Design Guide and early meetings in the design process are recommended. The overall aim being to lift the quality of development, both in terms of design and materials; to improve the environment for people to work and live and to elevate the overall perception of and promote AVL as a key development for Leeds and its City Region.
- 7.6.2 Landscape is a key element of the overall design strategy. A structured approach to landscape design is required making the most of the existing natural landscape and important assets such as the river corridor and the Temple Newsam estate. Providing a connected landscape in the form of structure planting, green routes and wildlife corridors is vital.

7.7 PLANNING & HIGHWAY OBLIGATIONS

- 7.7.1 The AAP will include policies relating directly to the needs and requirements of development, linked to the comprehensive regeneration of AVL. The following outline proposals set out the general approach that will be adopted.

A. Public Transport

- 7.7.2 A fundamental goal of the AAP is to deliver the sustainable transport system needed to support the proposed development. This requires that timely provision of public transport services and infrastructure is made ahead of developments coming into use. The programme of investment indicates the scale necessary to achieve public transport and sustainable mode share rising from under 10% in 2008 towards 40-50% by 2020.
- 7.7.3 A public transport service along ELLR must be delivered during the earliest stages of development and linked to the park and ride proposals at Junction 45. This will be

supplemented by further connections which improve access and link to the surrounding communities. A park and ride at Junction 7 (M621) is also proposed to aid access to the city centre and connectivity to Belle Isle/Middleton.

B. Green Travel

Provision for Walking and cycling

- 7.7.4 A full network of cycle paths and pedestrian routes throughout the area will be established and combined with existing paths to produce a well planned and comprehensive network. It is expected that maximum use will be made of new river crossings, sited to ensure convenient movement between communities and employment sites situated on either side of the water corridor. The above network of path and cycle routes will also provide more attractive and “circular” routes and connectivity for recreational and potential leisure activities.

Travel Plans

- 7.7.5 Travel plans will be required for each development in line with the Council’s planning requirements set out in the (Draft) Supplementary Planning Document for Travel Plans.

C. Greenspace

- 7.7.6 All housing developments will be expected to provide or contribute to the provision of usable public space. This space may take two forms; amenity space (10%), which should be on-site and neighbourhood space (a further 10%).

D. Affordable Housing

- 7.7.7 Housing developments will be expected to provide a proportion of affordable housing units. The level of provision should be consistent with the latest SPG/SPD on Affordable Housing.

E. Social Infrastructure

- 7.7.8 Two new primary schools are required to support the major housing proposals on the Bellwood / Skelton Grange / Stourton Riverside and Skelton Business Park sites. There will also be a need to provide local health and other community facilities. The construction of the facilities will need to be funded by the housing developments.

F. Training and Employment

- 7.7.9 The developer contributions identified in paragraph 7.5.7 may be sought from employment generating developments, where appropriate.

7.8 DELIVERY & PHASING

- 7.8.1 Table 7.1 provides an indicative programme for the delivery of key infrastructure schemes and other major improvement works. Sites dependant upon, or likely to benefit from, the delivery of key infrastructure components or improvement works are identified. The phasing is indicative at this stage and will need to be refined as evidence of costs and other information becomes available. Over the duration of the plan, circumstances are expected to change and the plan, and this programme, need to be monitored and capable of responding to such changes.

- 7.8.2 Table 7.2 provides an indicative programme for the development of individual sites. The phasing of sites is based on the predicted programme of implementation of key infrastructure over the following three phases:

Phase 1 2008 to 2012 - the opening of ELLR in late 2008 will allow early delivery of many development sites.

Phase 2 2012 to 2016 – 2012 is estimated to be the date by which the next key element of infrastructure should be in place; Skelton Grange Bridge. This will provide the north-south link across the area allowing further development and is a key element of the public transport network.

Phase 3 2016 to 2023 – 2016 is predicted as the earliest date for bringing about the improvements to Knostrop WWTW, that will remove the odour issue and allow housing development to take place in this area. It is also the timeframe for completion of the comprehensive remediation strategy of Area 6.

7.8.3 The table provides details of the capacity of each site in terms of employment uses and housing. Some sites will also provide other types of development as indicated in the character areas proposals (Section 6). The timescale shown for the development of each site gives a broad indication of when it is likely to be developed, based on known constraints to the delivery of the uses proposed. Clearly other issues such as market demand will also influence the timing of development over the plan period. Some of the larger sites are expected to take over 10 years to develop out.

7.9 MONITORING

7.9.1 Regular monitoring is an important part of the new planning system. It will allow the City Council to update parts of the Local Development Framework and to respond quickly to changing priorities in the city. Monitoring will be key to reviewing the effectiveness of policies within the AVL Area Action Plan. Leeds City Council will develop a system of monitoring the Area Action Plan using indicators and targets (for example sustainability appraisal criteria). The monitoring system will assess which plan policies are being achieved and which, if any, are failing. In the case that the plan is not delivering what is expected it will explain why and set out the steps to be taken to correct this.

7.9.2 The Planning and Compulsory Purchase Act (2004) requires local planning authorities to produce an Annual Monitoring Report. This will be the main means of reporting on the Area Action Plan's performance and effects.

TABLE 7.1: INDICATIVE INFRASTRUCTURE & MAJOR PROJECTS PROGRAMME

Ref	Infrastructure Schemes / Projects		Cost	Additional Comments	Related development areas/sites	Timescales												
						2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
A. PUBLIC TRANSPORT																		
1.	Bus priority & interchange provision	i. Bus gateways & priority measures	£1m	To allow good bus access to & within area without attendant issues of unwanted “rat-running” (includes bus links to Osmondthorpe & Halton Moor)	ALL													
		ii. Bus interchange & local facility improvement	£2m															
2.	Bus services	i. Diversion & extension of bus routes into area (2008 onwards)	£5m	To meet requirements for new public transport capacity .	ALL													
		ii. Development of new routes into area & City Centre connections (2008 onwards)																
		iii. Revenue costs for 3 year pump priming funding for service changes (2008-2018)																
3.	Park & Ride sites	i. Stourton North	£9m	Strategic park & ride site at M621 Junction 7.	9, 10													
		ii. J45	£4.6m	Bus priorities and a strategic park & ride site at M1 J45. Capital costs - £4m Revenue costs £600,000 reducing over 3 years	11													
4.	Rapid Transit		£40m	Dedicated rapid transit route from the City Centre to J45 to provide a high frequency, high quality link based on advanced bus technology	1, 2, 3, 4, 5, 6, 8, 11													
5.	Railway station		£3m	New station at Stourton on the Leeds-Castleford railway line. Contingent on the Leeds City	6, 8													

Ref	Infrastructure Schemes / Projects	Cost	Additional Comments	Related development areas/sites	Timescales																						
					2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023							
			Region Transport Vision and proposals for tram-train services on selected routes.																								
B. HIGHWAY IMPROVEMENTS																											
6.	East Leeds Link Road	£32m	Core access route into major development sites connecting J45 & the City Centre. Funded & under construction	3A, 5A, 5B, 6A, 11B																							
7.	Improvements to J45	£3.5m	Triggered by future development & traffic generated by neighbouring sites.	3A, 5A, 5B, 6A, 11B																							
8.	Skelton Grange link	£10m	Single carriageway link from Pontefract Road to sites north of the river including a new river crossing. Detailed design will take 3 years.	6, 8, 11																							
9.	Other highway links & network improvements	i. East-West link; Cross Green to east of Knostrop	£5m	Core roads required to establish the necessary connectivity within the area & provide the spine road network to support development.	3B, 6																						
		ii. Hunslet Rd / Low Rd / Pontefract Rd corridor improvements	£1m		1, 2, 8, 9, 10																						
		iii. Skelton Grange Bridge to ELLR connector	£3m		6, 11																						
		iv. Knowsthorpe Lane improvements	£1m		6, 11																						
C. GREEN TRAVEL																											
10.	Provision for walking & cycling	i. Network of segregated cycle paths	£4m	To link development sites together and into surrounding communities in the most direct and convenient manner.	ALL																						
		ii. Network of pedestrian routes																									
		iii. New cycle / pedestrian river crossings																									

Ref	Infrastructure Schemes / Projects	Cost	Additional Comments	Related development areas/sites	Timescales												
					2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
D. UTILITIES INFRASTRUCTURE																	
11.	Utilities Infrastructure / Capacity		To address the lack of basic infrastructure and capacity to serve major development in the eastern part of the area	5, 6, 9, 11													
E. MAJOR ENVIRONMENTAL IMPROVEMENT WORKS																	
12.	Comprehensive contaminated land remediation programme (Area 6)	£50m	Relates to a comprehensive scheme to remediate land in Area 6 to allow for development of higher value uses such as residential. Other brownfield sites which will require remediation are not included.	6													
13.	Knostrop WWTW improvement works	£120m	To reduce odour emissions from Knostrop WWTW to such a level that will allow for the development of a wider range of uses on adjacent sites. Technical feasibility and costs are uncertain at present. Has previously been estimated at over £120m	6													

TABLE 7.2: INDICATIVE SITE DEVELOPMENT PROGRAMME

Ref	Potential Development Sites	Area (Ha)	Estimated Site Capacity			2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
			Offices	Other Employment	Housing																
			Floorspace (Sq m)		No./Units																
AREA 1: CLARENCE ROAD																					
1.1	Hydro / Clarence Road (Ph 1)	1.6	-	-	555																
1.2	Hydro / Clarence Road (Ph 2)	1.4	25,000	-	170																
1.3	Clarence Road / Sayner Lane	1.4	-	5,520	-																
1.4	Carlisle Road / Sayner Lane	0.4	-	1,720	-																
1.5	Braimes	2.5	4,250	-	700																
1.6	Airebank Works	0.1	4,510	-	-																
	Sub-total	7.4	33,760	7,240	1,425																
AREA 2: HUNSLET RIVERSIDE																					
2A.1	Copperfields	11.4	-	13,720	400																
2A.2	Snake Lane	0.8	-	3,160	-																
2B.1	Knowsthorpe	19.0	-	37,900	380																
2C.1	Hunslet Mills (Phase 1)	2.3	-	-	699																
2C.2	Hunslet Mills (Phase 2)	1.3	12,500	-	300																
2C.3	Yarn Street	4.7	-	-	300																
2C.4	Old Mill Lane	2.9	-	-	-																
2C.5	Gibraltar Island Road	1.2	-	4,760	-																
	Sub-total	43.5	12,500	59,540	2,079																
AREA 3: CROSS GREEN INDUSTRIAL PARK																					
3A.1	Former Wholesale Market	6.4	-	25,400	-																
3A.2	Newmarket Lane	2.8	-	11,320	-																
3A.3	Neville Hill Sidings	6.3	-	25,200	-																
3B.1	Belfry Road	2.3	-	9,160	-																
3B.2	South of ELLR	0.8	-	3,280	-																
3B.3	Knowsthorpe Gate	1.7	-	6,640	-																
	Sub-total	20.3	0	81,000	0																
AREA 4: KNOTSTROP																					
4.1	Knotstrop West	3.1	-	12,360	-																

Ref	Potential Development Sites	Area (Ha)	Estimated Site Capacity			2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
			Offices	Other Employment	Housing																
			Floorspace (Sq m)		No./Units																
4.2	Knostrop East	4.6	-	18,480	-																
	Sub-total	7.7	0	30,840	0																
AREA 5: THORNES FARM & SKELTON MOOR FARM																					
5A.1-5	Thornes Farm	10.1	-	40,240	-																
5B.1	Skelton Moor Farm	49.1	43,050	100,950	-																
	Sub-total	59.2	43,050	141,190	0																
AREA 6: BELLWOOD / SKELTON GRANGE / STOURTON RIVERSIDE																					
6A.1-4	Bellwood	71.3	-	221,700	-																
6A.4(p)	Bellwood	21.2	-	17,800	300																
6B.1	The Lagoons	24.8	-	-	780																
6C.1(p)	Skelton Grange	11.5	-	39,700																	
6C.1(p)	Skelton Grange	11.5			320																
6D.1-2	Skelton Riverside	22.8	-	-	790																
6E.1-3	Stourton Riverside	23.2	-	-	810																
6E.4	Stourton Riverside	1.0	-	4,000	-																
6E.5	Stourton Riverside, BWB site	1.5	-	5,960	-																
6E.6	Stourton Riverside, Playing Field	1.0	-	4,040	-																
6E.7	Stourton Riverside	1.5	-	5,880	-																
	Sub-total	180.8	0	299,080	3,000																
AREA 7 : THWAITE MILLS																					
7.1	Thwaite Lane West	0.6	-	-	-																
7.2	Thwaite Lane East	0.5	-	-	-																
	Sub-total	0.6	0	0	0																
AREA 8: STOURTON CORRIDOR																					
8.1	Pontefract Road East	9.1	-	18,280	-																
8.2	Pontefract Road West	3.1	-	6,260	-																
8.3	Haigh Park Road	2.9	-	11,400	-																
8.4	Pontefract Road/Haigh Park Rd	0.9	-	3,560	-																
8.5	The Ponds, Haigh Park Road	1.2	-	4,720	-																
8.6	Pontefract Road / Thwaite Lane	1.2	-	4,960	-																

Ref	Potential Development Sites	Area (Ha)	Estimated Site Capacity			2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
			Offices	Other Employment	Housing																
			Floorspace (Sq m)		No./Units																
8.7	Pontefract Road / Wakefield Rd	1.1	-	4,400	-																
8.8	Queen Street	1.7	-	6,840	-																
8.9	Junction 7, Stourton	1.1	-	4,360	-																
	Sub-total	22.3	0	89,320	0																
AREA 9: STOURTON NORTH																					
9.1	Stourton North	19.0	25,050	12,650	-																
	Sub-total	19.0	25,050	12,650	0																
AREA 10:LEEDS VALLEY PARK																					
10A.1	Leeds Valley Park	10.6	46,000	-	-																
10B.1	Wakefield Road	3.6	-	-	-	NOT DEVELOPABLE															
	Sub-total	14.2	46,000	0	0																
AREA 11: SKELTON BUSINESS PARK																					
11A.1	Swayfields	12.0	15,840	-	-																
11B.1	Skelton Business Park	40.0	63,870	-	514																
11C.1	Newsam Green	20.0	-	-	686																
	Sub-total	72.0	79,710	0	1,200																
	TOTAL	446.3	239,000	660,000	7,704																

8. THE NEXT STEPS

- 8.1 A questionnaire is attached for you to provide comments on the Preferred Options during the consultation period which runs from 31st August to 12 October 2007. Although there will be a further opportunity to comment, it is important that you let us have your comments at this stage so that they can help inform the final version of the Plan.
- 8.2 The Council will carefully consider all representations received, and where appropriate, try to resolve objections. The Area Action Plan will then be amended and formally submitted to the Government as a draft plan. This is likely to take place in Spring 2008.
- 8.3 The Draft Area Action Plan will be made available for a further statutory 6 week consultation period, during which further representations can be made. If there are objections to the Plan these will be dealt with by an independent Government Inspector, probably in Spring 2009.
- 8.4 It is expected that the Area Action Plan will be adopted as a formal plan for the area by late 2009.

APPENDIX A: LINKS TO REGIONAL AND LOCAL STRATEGIES

REGIONAL & SUB-REGIONAL STRATEGIES

The emerging Regional Spatial Strategy (RSS) (Yorkshire & Humber Plan)

- A1. The Leeds City Region Sub-Area policies of the draft Yorkshire and Humber RSS refer to the Aire Valley, alongside the East and South East Leeds (EASEL) area, as being a sub-regionally significant economic development and housing regeneration opportunity which will require major infrastructure investment. Requirements include:
- Support for physical infrastructure investment;
 - Support for the reclamation of derelict and degraded land;
 - Environmental enhancements;
 - Training programmes to access employment opportunities.

Regional Economic Strategy (RES)

- A2. The RES similarly makes reference to the huge development potential in the Aire Valley and the need to secure its revival and improve environmental quality.

Leeds City Region Development Programme

- A3. This is the economic plan for the Leeds City Region. It identifies the city region's major economic drivers, those industrial sectors which offer the greatest opportunity to maximise employment, and its economic inhibitors, which include transport connectivity, skills shortages and the overall housing offer. A wide range of interventions are proposed to support growth sectors and addressing underlying inhibitors.
- A4. A long term vision for transport accompanies the programme. This makes specific reference to the need for improved transport connectivity in the Aire Valley to support housing and employment growth. A tram-train alignment on the Leeds-Castleford railway line is one of the proposed interventions.

LOCAL STRATEGIES AND INITIATIVES

Vision for Leeds (2004-2020)

- A5. The Community Strategy for Leeds, The Vision for Leeds 2004-20, seeks to attract private and public sector investment to the Aire Valley in order to:
- transform derelict and contaminated land;
 - create 29,000 jobs opening up opportunities for neighbouring communities;
 - provide these communities with childcare, transport and training opportunities to access the jobs available.

Leeds Unitary Development Plan Review (UDP)

- A6. The UDP is the current statutory development plan for the area. It identifies AVL as a Neighbourhood Renewal Area. The review of the UDP (2006) introduced a 'strategic housing and mixed use' allocation on a large site at Hunslet Riverside. The majority of the remaining development land in the area is allocated for general employment uses.

West Yorkshire Local Transport Plan

- A7. The LTP sets out a programme for a wide range of improvements to local transport over the period 2006 to 2011. The area-specific transport implications of the AVL regeneration initiative are identified. Proposed employment and housing development in AVL will increase demand for travel and create new trip patterns. This will need to be addressed through a transport strategy to deliver accessibility and tackle congestion. The ELLR is identified as a major transport scheme.

Leeds City Growth Strategy

- A8. AVL sits within the Leeds City Growth Area which includes areas of central Leeds surrounding the City Centre. A strategy has been prepared for the Leeds City Growth Area which aims to improve business performance through establishing additional and better links between business in and across business clusters³.

Aire Valley Leeds Strategic Vision

- A9. A regeneration programme has been in place in AVL since 2000. Early in 2002, the principles of the Strategic Vision for Aire Valley Leeds were endorsed by Leeds City Council. The Vision sets out the potential of the area, the ambitions and how regeneration of the Aire Valley could be achieved.
- A10. The Vision is: "*The Aire Valley - the Window to Leeds, strengthening and delivering, through partnership, the City's role as regional capital by diversifying its economic base and offering innovative opportunities for living, working and recreation, bringing maximum benefit to local residents and the City of Leeds as a whole.*"
- A11. In 2005 a revised version of the Strategic Vision was endorsed by the City Council and 15 'universal principles' to guide the regeneration of the area were agreed.
- A12. Further studies have also been undertaken in the area to support the Strategic Vision including a housing market assessment, a health impact assessment and a design guide (see also Section 3).

EASEL Initiative and AAP

- A13. The East and South East Leeds (EASEL) regeneration area takes in the communities of Harehills, Gipton, Seacroft, Halton Moor, Osmondthorpe and Richmond Hill to the north of AVL. The EASEL Initiative is a joint public-private venture to regenerate the area, by ensuring that appropriate land is available for new housing, greenspace, employment, schools, shops, health, sports and community facilities. An Area Action Plan is being prepared for the area to complement the EASEL initiative this will show the location and type of land use change within the area over the next 15-20 years. Providing appropriate linkages between the communities of EASEL and new development in AVL will be vital to the successful regeneration of both areas.

³ Clusters are concentration of inter-connected companies, suppliers and service providers that compete with each other but also co-operate.

City Centre AAP

- A14. An Area Action Plan is being prepared for Leeds City Centre to form part of the Local Development Framework. The City Centre boundary directly adjoins the western edge of AVL.

APPENDIX B: JUSTIFICATION FOR SELECTING PREFERRED OPTIONS AND REJECTING ALTERNATIVES

PREFERRED OPTION 1: EMPLOYMENT USES

- B1. Preferred Option 1 expands on **Option IW2** for industrial and distribution uses which was identified in the Alternative Options consultation document (April 2006) and stated:
- IW2 - Allocate sufficient land for industrial and warehousing uses to meet the longer term needs of Leeds and re-allocate remaining areas for other land uses***
- B2. This option was considered to be the most consistent with national and regional policies. Such policies do not support an approach which seeks to retain an employment land supply over and above that which is needed to meet identified needs, particularly where the land can potentially be released for future housing development. This approach was also favoured by those responding to the Alternative Options consultation and is consistent with the principles established in the Aire Valley Strategic Vision.
- B3. The findings of the Employment Land Review (ELR) and assessment of employment land supply identify an oversupply of employment land in Leeds. The release of some employment land in AVL, which is currently constrained, for other types of development is considered to be justified.
- B4. It is appropriate for the Preferred Option to identify the amount of employment land to be retained/allocated in AVL. 200 hectares represents over 60% of the estimated requirement for employment land in Leeds to 2023 (330 hectares). This approach recognises the importance of AVL as an employment location, particularly for businesses which require large sites and good access to the motorway network.
- B5. The areas identified in Part 1B of the Preferred Option represent those areas which have deliverable sites that are suitable for non-office employment uses. Not all sites will be suitable for the full range of employment uses, for example, distribution depots generally require large sites and immediate access to the motorway or the strategic road network. Industrial uses cannot be located in close proximity to existing or proposed housing areas. However, research and development and light industrial uses can help to act as a buffer between these uses.
- B6. The Preferred Option supports the Leeds City Growth Area business clusters concept⁴. The AAP cannot identify specific sites to facilitate the growth of clusters but it can support and promote the concept by providing a wide range of employment sites in the area.

⁴ The City Growth Strategy identifies clusters in Leeds in the following manufacturing sectors: life science/medical technology; food processing; environmental technology; pharmaceuticals; aerospace, vehicles and defence; and printing and publishing.

Consideration needs to be given to the promotion of employment sites in locations which are likely to prove attractive to the technology and research and development sectors, for example, waterfront locations.

REJECTED OPTION

Option IW1 – Allocate most of the development land in AVL for industrial and warehousing uses.

- B7. The findings of the ELR show that it is unrealistic to expect that there will be sufficient demand to take up the amount of land available in AVL for these uses. There are also significant issues relating to the viability and deliverability of some sites. To retain an oversupply of employment land in AVL without considering its potential for other land uses would be inconsistent with national and regional planning policies and would reduce regeneration opportunities.
- B8. The sustainability appraisal of the options found that this option had less beneficial economic, social and environment effects than the Preferred Option. Other uses, particularly those that generate higher land values, can help to pump-prime infrastructure investment which in turn will make the area more attractive for industrial/distribution investment. Different types of development can also help to make public transport more viable and support local facilities for use by people living and working in the area.

PREFERRED OPTION 2: HOUSING

- B9. Preferred Option 2 expands on **Option H2B** for housing development, which was identified in the Alternative Option consultation document and stated:

Option H2 – In addition to the sites identified in Option H1, allocate the following sites for new housing development:

- ***Bellwood and Haigh Park Road;***
- ***Skelton Business Park.***

Edge of City Centre locations

- B10. Housing development was proposed in this location under both of the Alternative Options for housing. This reflects the growing popularity of the City Centre as a residential location. Many industrial sites are now being redeveloped for apartments and supporting facilities on the edge of the City Centre.
- B11. The identified sites in Areas 1 and 2, located on both sides of the River Aire, are predominately brownfield with relatively good access to the facilities and services of the City Centre and surrounding residential areas, consistent with Government planning policies for housing. A planning permission is already in place for the conversion of the historic Hunslet Mills and development of the surrounding land for apartments. Applications have also been submitted for a number of other sites in the area.

Housing development in the eastern part of AVL

- B12. A large housing allocation on one of three sites identified in the Alternative Options consultation was highlighted as the most popular option by consultees.

- B13. New housing in AVL needs to be provided in a form and in a location which promotes sustainable patterns of development, in particular it needs to:
- be within reasonable walking distance of local services and facilities required by any community;
 - be accessible to larger facilities by a range of transport modes;
 - be well connected to surrounding employment opportunities;
 - create an attractive and safe environment;
 - provide a balanced mix of dwelling types, sizes and tenures in order to create a mixed community;
 - maximise the opportunity to create a new image for the Aire Valley.
- B14. The accessibility assessment of the sites in the eastern part of AVL showed that they are not located within a reasonable walking distance of essential local services such as a primary school, local shops or health facilities. Therefore, for housing to be sustainable in this area, such facilities need to be provided within new developments. This means the development must be large enough, in terms of the number of new residents, to support the facilities. A larger development will provide and support a wider range of local services but the need for a primary school largely determines the minimum scale of development. Education Leeds have calculated that about 900 family-sized dwellings (either houses or three bedroom flats) are needed to support a one-form entry primary school. This is the minimum scale of housing development that can be justified in the eastern part of AVL.

Character Area 11

- B15. The Skelton Business Park site is large enough to accommodate the minimum number of houses identified above, although this would be severely prejudiced by implementation in full of the existing planning permission for offices. The site has fewer development constraints than the alternative housing sites and, crucially, is not significantly affected by the odour nuisance associated with Knostrop WWTW.
- B16. However, the site is greenfield which means that special justification is needed to bring it forward for housing development before existing greenfield housing allocations in the UDP, which are phased to be implemented post 2012. The justification is seen as part of a package of measures to promote the sustainable regeneration of the AVL area. The development of housing on this site requires the provision of a high quality public transport service in order to ensure that future residents do not have to rely on the car, to access jobs and services. The higher development values generated by housing development, compared to employment, can provide the infrastructure necessary to deliver a public transport service to the site. Public transport services running between this site and the City Centre provide the catalyst for the development of other sites in Character Areas 5 and 6 to their maximum potential. The public transport proposals are linked to the provision of a park and ride facility in Area 11 which is covered in more detail under Preferred Option 4 (Transport).
- B17. This proposal allows for the development of some of the existing planning consent for offices and supporting facilities alongside new housing as a mixed use development.

Character Area 6

- B18. Within the Bellwood / Skelton Grange / Stourton Riverside area, up to 90 hectares of brownfield land is potentially available for housing development in the longer term. A larger development will bring further benefits in terms of providing and supporting local facilities and public transport. An indicative layout shows how some 3,000 homes could be developed by applying the principles of good urban design. This would maximise the quality and value offered by the waterfront and the creation of a new neighbourhood centre (see Section 5.3).

- B19. New housing in this location can only be developed if some of the key operations at Knostrop WWTW are modified or contained within new buildings. These modifications would contribute to significant environmental improvements in the area, but are likely to be expensive and will take a considerable time to implement. This means that new housing would not be realistic until later on in the plan period (at least 10 years).
- B20. The AAP needs to be sufficiently flexible to ensure that proposals within it can be delivered. As this option is reliant on the remodelled Knostrop treatment plant, the feasibility of which is still being determined, the plan needs to accommodate a scenario where the necessary improvements do not occur. In this instance the alternative position will be to develop only those areas identified in Parts 2A and 2B (i) of Preferred Option 2 for housing. The additional 90 hectares in Area 6 would be available for the development of the employment uses identified under Preferred Option 1. This would have negative implications for the provision of new infrastructure and the delivery of the regeneration programme (see Section 7).

REJECTED OPTIONS

Option H1 - Focus new housing development on the fringe of the City Centre, including the Hunslet Riverside site.

Option H2 – In addition to the sites identified in Option H1, allocate the following sites for new housing development:

A. Skelton Moor Farm

- B21. Option H1 has been rejected as being too restrictive. It would represent a missed opportunity to bring a wider mix of uses into the eastern part of the area to support its comprehensive regeneration.
- B22. By preferring the Bellwood / Skelton Grange / Stourton Riverside area and Skelton Business Park as the locations for new housing development in the eastern part of AVL, the site at Skelton Moor Farm is rejected. The Skelton Moor Farm site is a key employment opportunity for which it has a planning consent. It is relatively unconstrained and can be delivered early in the plan period. In contrast housing proposals on the site would be constrained by the presence of the Knostrop WWTW in the same way as the Bellwood / Skelton Grange / Stourton Riverside area. To delay the delivery of new employment opportunities would be inconsistent with the stated objectives of the AAP.

PREFERRED OPTION 3: TOWN CENTRE USES

New Centres

- B23. The proposed locations for new centres are focused within the areas identified for major housing development in Preferred Option 2. Future residents of the area will be the main users of the facilities in the centre so it must be located within easy walking distance of where they are going to live. There is further opportunity to focus other town centre uses, such as offices, cafes, restaurants, bars and leisure uses in and around these centres. These uses will help to support the role of the centre and add activity throughout the day and into the evening.

- B24. The Hunslet Riverside area (Area 2) could provide around 2,500 new homes. Two sites have the potential to provide a new centre; the Knowsthorpe site (Area 2B) on the northern bank of the River Aire and the Copperfields site (Area 2A).
- B25. The Knowsthorpe site is largely derelict. A new centre could serve a housing development on the site as well as developments across the river at Hunslet Mills and Yarn Street. This would be dependant on the development providing a pedestrian bridge to link the sites. The scale of the centre would have to be such that it did not adversely impact on Hunslet District Centre.
- B26. The Copperfields site will be physically separated from the rest of Hunslet Riverside by the construction of the ELLR. The site has important linkages to the neighbouring Cross Green residential area. The Cross Green and Richmond Hill areas are currently underprovided in terms of local retail facilities. Development on the Copperfields site provides the opportunity to create a new centre serving the new development and the wider community.
- B27. The proposal for 2,500-3,000 new dwellings on the Bellwood / Skelton Grange / Stourton Riverside sites (Area 6) provides the opportunity for a larger neighbourhood centre in the area. A development of this scale would not be sustainable without its own local retail facilities. The scale of this centre would make the area an appropriate location for other town centre uses, particularly office development.
- B28. The Skelton Business Park site has planning permission for retail, community and leisure facilities up to a maximum of 5,000 square metres. It is anticipated that this amount of development would be sufficient to meet the needs of the new residential community. This is most appropriately provided in the form of a neighbourhood centre well related to the new housing, commercial development and the park and ride facility/transport interchange.

Retail and Financial & Professional Services

- B29. It is important the scale of retail uses are related to the quantity of residential and employment development proposed in the area. Major destination retail development in AVL was rejected at the Alternative Options stage. This was based on the findings of a detailed retail study which was carried out as part of developing the Aire Valley Strategic Vision. It is considered to be an unrealistic option which would be harmful to the viability of important regeneration proposals in the City Centre, such as the Eastgate and Harewood Quarter and contrary to national retail planning policies set out in PPS6.

Offices

- B30. Preferred Option 3B is based on a revised version of **Option O3** for office development which was identified in the Alternative Options consultation document and stated:
- Option O3 - Promote office development on 'out-of-centre' sites in AVL (in additional to locations identified in Options 1 and 2)***
- B31. To promote unrestricted out-of-centre office development on all employment sites would be inconsistent with the approach set out in PPS6 and is likely to encourage travel to work by car. The revised Preferred Option therefore adopts a criteria-based approach to development outside existing centres. The emphasis of this approach is on promoting mixed use development focused on new centres and on sites which can help to encourage greater use of public transport.

- B32. The Leeds Employment Land Review showed that the predicted demand for office development in Leeds until at least 2023 can be met by existing sites with planning consent. Further office development should therefore be directed towards designated centres in accordance with PPS6. By proposing new centres the Preferred Option provides an opportunity for further office development in AVL, that would be consistent with PPS6, and which would be well integrated with public transport routes serving new residential communities. It is important that such office development relates to the centre in terms of its scale and layout as well as its proximity.
- B33. The influence of the City Centre now extends beyond its boundaries, reflected in the type and scale of proposals on edge of City Centre sites. The Clarence Road area of AVL (Area 1) is one such area. In view of AVL's status as an employment location of regional importance, offices within mixed use developments are justified by local circumstances. This area is relatively accessible to City Centre facilities and services, including Leeds City Railway Station, and is preferable to out-of-centre sites according to the sequential test in PPS6.
- B34. It is also considered there is a further justification for applying a criteria-based approach, linked specifically to proposed public transport improvements in AVL. As an employment location of sub-regional importance, the delivery of highly accessible employment opportunities in AVL is crucial. This means providing high frequency public transport routes through the area. Office development may have a role to play in supporting a high quality public transport system by increasing patronage relative to other forms of employment development. Opportunities are identified based around hubs in the public transport network, specifically the terminus/interchange for a high frequency route and the proposed railway station. The acceptability of office development would depend on the delivery of these improvements.

Leisure, Entertainment, Arts, Culture & Tourism Facilities

- B35. Preferred Option 3C is based on an amalgamation of **Options L1, L2 and L3** for leisure development which were identified in the Alternative Options consultation document and stated:
- Option L1 – Focus new leisure development in locations within or on the edge of the City Centre.***
- Option L2 – Provide small-scale leisure facilities as part of larger developments in the wider AVL area (in addition to the locations identified in Option 1).***
- Option L3 – Identify a site or sites to accommodate major new leisure development in the wider Aire Valley Leeds area (in addition to the locations identified in Option 1).***
- B36. An assessment of the alternative leisure options found that none was fully consistent with national and regional planning policies. Option L1 does not consider the potential for major leisure or cultural facilities which may not be able to be accommodated within the City Centre or on its edge due to their size. Option L2 does not specifically relate to the provision of new facilities to proposed new neighbourhood centres in order to minimise the need to travel by car. Option L3 needs to be qualified in terms of the sequential approach set out in PPS6. New out-of-centre facilities would only be appropriate if they could not be provided within an existing centre.
- B37. A combination of the three options is preferred. The Preferred Option is based on the sequential approach set out in PPS6 and takes into account the creation of new centres

supporting residential communities and employees within AVL. The proposed approach is intended to service the needs of the new and existing living and working population. This is to ensure the development services its own needs whilst minimising unnecessary travel and protecting existing centres which service a wider area, in particular Leeds City Centre and Hunslet District Centre.

- B38. AVL may be an appropriate location for major new leisure and cultural facilities serving a city-wide or sub-regional market. The Leeds Initiative commissioned a study to consider the potential for an arena/concert hall/conference/exhibition facility within Leeds district. Some of the sites under consideration lie within AVL. In addition, the Government appointed Casino Advisory Panel recently recommended that Leeds should be awarded a 'large' casino licence, for which a site will need to be identified.
- B39. Therefore decisions taken outside the AAP process, such as an updated position on a site for a Leeds Arena and a large casino, will ultimately influence delivery. The AAP needs to reflect this by identifying suitable locations for out-of-centre leisure development in AVL, subject to the sequential approach.

REJECTED OPTIONS

Option O1 – Promote new office development in those areas in AVL that are within 600m of the main railway station.

- B40. The changes to the AAP boundary have removed any overlap with the City Centre AAP boundary. As a result there are no areas within the AAP boundary that would now meet this criteria. This option is therefore no longer relevant.

Option O2 – Promote some office development in mixed use development on the fringe of the City Centre (in addition to locations identified in Option 1).

- B41. This option has been incorporated as a criterion under the Preferred Option. The option was found to be sustainable in the SA but it was considered that there was an opportunity to create a new centre in AVL beyond the fringes of the City Centre. There is also a need for the AAP to take account of existing out-of-centre planning permissions.

PREFERRED OPTION 4: TRANSPORT

- B42. Preferred Option 4 expands on **Option T3** for transport which was identified in the Alternative Options consultation document and stated:

Option T3 - Planned programme to implement a balanced package of measures geared to support travel plans by providing a mix of public and private transport investments.

- B43. The preferred approach is underpinned by the principle that infrastructure will be planned in a structured manner from the outset to deliver clearly identified goals in terms of travel mode share and transport impacts and outcomes. It is specifically designed to balance transport impacts with wider impacts on the environment and community.
- B44. If new development is “up and running” before good public transport is available there is less likelihood that it will be seen as a viable alternative to the car and materially affecting “modal share” will become more difficult. The planned programme will be developed against predicted outcomes from proposed development, in terms of setting out the needs

and the role of public transport and the provision of networks for pedestrians and cyclists to enable people to access and move around the area. It has regard to the adjacent M1 and M621 motorway routes, local rail lines and the proximity of local communities and Leeds city centre.

B45. This option is preferred as the means for providing the most effective means of securing a strategy that:

- integrates with the wider transport network to form a package of transport improvements and services;
- provides a planned approach that can achieve the maximum benefits from supporting measures to enable informed decision making and travel choices;
- achieves the early delivery of public transport services so they are in place as developments are occupied;
- secures the optimum investment to ensure that sustainable modes can be a realistic travel choice for residents and workers alike;
- supports a joined up approach to the development of a well designed road network within the AVL that integrates with the surrounding established communities whilst avoiding adverse impacts such as rat running;
- implements new and necessary infrastructure such as a new all purpose bridge at Skelton Grange Road – which are identified on the Core Transport Infrastructure Plan (Plan 3);
- provides a high level of connectivity into the South Leeds communities and northwards into East Leeds to maximise the benefits from and to the EASEL regeneration project;
- identifies opportunities to move freight off the road and onto the rail and waterways network to help reduce vehicle trips and congestion on the road network;
- provides long term resilience to accommodate future transport and planning policy changes to meet for example environmental targets in relation to air quality and climate change;
- delivers a joined up approach to funding which can reflect both the needs of individual development sites and the overall need of funding an integrated transport network and services.

B46. Projections suggest that without the integrated package of transport measures identified in the Preferred option; public transport, cycling and walking will only account for around 5% of all trips to and within the area. However, by investing in public transport infrastructure and services and a high quality network for cyclists and pedestrians and through applying best practice travel choice measures, the role of these modes can be increased over time to 40-50% of all trips. This would help the AVL area to develop to its full potential.

REJECTED OPTIONS

Option T1 – Continue the development of transport infrastructure on an incremental basis responding to development as it proceeds.

B47. This option has been rejected because it is incapable of responding to meet the scale of change required to deliver the aspirations set out for the area in the Preferred Options. In particular, this approach is not capable of readily addressing the needs of complex large sites in different ownerships. Its adoption would jeopardise the delivery of an integrated public transport solution for the whole area.

Option T2 - Unrestrained, demand led approach catering for all prospective travel demand into the area by both private and public transport.

- B48. This approach would not place any constraints on the amount of highway capacity provided for either private or public transport. It is therefore unrealistic and does not reflect the real constraints in terms of access from the adjacent motorway network nor the need to heed the policies contained within regional and national policy. Adoption would result in unbalanced travel patterns. The impacts elsewhere would result in increased congestion undermining the effectiveness and attractiveness of public transport options. Ultimately this approach would result in a strategy that was neither deliverable nor sustainable over the long term.

PREFERRED OPTION 5A: WASTE MANAGEMENT FACILITIES

REJECTED OPTION

- B49. AVL should not be identified as an appropriate area for the SERP to be located until a district wide site evaluation exercise has been completed. The **Option W1** identified in the Alternative Options is rejected.
- B50. The potential of AVL has been recognised in the site evaluation work undertaken to date. It would be inappropriate for this not to be acknowledged in the AVL Preferred Options and potentially then to be introduced at a later stage in the process. Inclusion in the plan now provides an opportunity for public comment in parallel with the further wider site evaluation work.

PREFERRED OPTION 5B: KNOSTROP WWTW

- B51. Compliance with the Freshwater Fish Directive means operational improvements (£60 million) will be completed by 2010 and further improvement works are being implemented to improve the odour issues. Compliance with the directive is not aimed at dealing with odour issues but none the less the removal of the filter beds will have some effect in reducing the existing and future levels of odour emissions in this part of the Aire Valley. This will result in a positive impact in reducing odour levels but is unlikely to make the prospect of more sensitive land uses a possibility. The removal of the filter beds will potentially release a further 12 hectares for development. Whilst remediation measures will be required on this land the opportunity remains to include it within new development opportunities.

PREFERRED OPTION 6: RECREATION

- B52. The Preferred Option expands on **Option REC3** for recreation which was identified in the Alternative Options consultation document and stated:

Option REC 3: Create a new riverside park in AVL (in addition to proposals identified in Option 2)

- B53. This option goes further than Options REC1 and REC2 by creating a riverside park and promoting facilities for a wider range of recreational uses. This option includes creating

linear parks along the river corridor, allowing visitors (and future residents) to walk or cycle along the length of the river from Rothwell Country Park to the City Centre and beyond. Other facilities to support water-based recreational activities, for instance rowing and canoeing, will be encouraged. New routes providing better access to the river corridor would also be provided.

- B54. As a consequence of the housing preferred option, a new residential population of up to 18,000 people is envisaged. The proposed residential development alone creates a need for some 20 hectares of new greenspace based on existing council greenspace hierarchy and standards.

REJECTED OPTIONS

Option REC1: Protect, maintain and promote existing recreational facilities and routes.

- B55. This option has been rejected as waterfront recreational opportunities will still be difficult to access and barriers to moving along the valley will remain. This option fails to maximise the opportunities available and satisfactorily deliver the objectives of the plan. The type of recreational facilities available will be limited. The recreational needs generated by new development associated with other preferred options will not be satisfied. This option fails to maximise the opportunity to improve the local environment and ecology as part of the overall planning for the area.

Option REC 2: Open up the river corridor for recreational uses and improve access to the river corridor from the City Centre and surrounding communities.

- B56. Whilst this option is clearly an improvement in the provision of facilities and recreational opportunities of option 1 it continues to omit the critical provision of additional greenspace and facilities to serve the needs of the large number of new residents and worker envisaged under the other preferred options.
- B57. This option fails to provide the necessary level of provision required in relation to the new residential settlement being promoted in the housing section.

PREFERRED OPTION 7: DESIGN & ENVIRONMENT

- B58. The strategic themes set out proposals for the mix, scale and broad location of development in AVL and how it will be connected together and with other places. The full potential of the area will not be unlocked, however, unless a sense of pride and identity is instilled. In this respect good urban and landscape design is essential.
- B59. Design of new development needs to protect and enhance the natural environment in AVL. There are significant areas of mature landscaping, particularly along the River Aire, which can help to form the basis of a strategic landscape network. The River Aire and Wyke Beck corridors are also important wildlife habitats.
- B60. The need to adapt to climate change is becoming an increasing priority at the international, national and local level. The scale of development proposed in AVL will generate demand for energy. There are many construction techniques and materials available that can help to maximise energy efficiency. New development also provides an opportunity to generate energy on-site from renewable sources, such as wind and solar power. This would reduce the day-to-day running costs of buildings as well as

greenhouse gas emissions. The need for development to incorporate sustainable drainage systems is also a priority as many parts of the area are at risk of flooding.